



HISTORY OF THE JUVENILE JUSTICE SYSTEM IN FLORIDA

Wansley Walters, Secretary

Mission

To increase public safety by reducing juvenile delinquency through effective prevention, intervention, and treatment services that strengthen families and turn around the lives of troubled youth.

Goals

In order to put Florida's families first, DJJ has and will continue to manage its population and resources to provide the right services in the right place at the right time to best meet the needs of youth, families and communities. To do so, DJJ will:

- Prevent and divert more youth from entering the juvenile justice system.
- Provide appropriate, less restrictive, community-based sanctions and services.
- Reserve serious sanctions for youth who pose the greatest risk to public safety.
- Focus on rehabilitation.

HISTORY OF THE JUVENILE JUSTICE SYSTEM IN FLORIDA

Florida has traditionally treated young people who run afoul of the law under a “rehabilitative” model of justice. This can be traced back to the time when all “proceedings relating to children” were under the jurisdiction of the former Florida Department of Health and Rehabilitative Services (HRS). That agency’s approach to dependency and delinquency cases was the same: provide social services to the child and the family. Under Chapter 39 of Florida Statutes, HRS managed many different types of actions involving children, ranging from dependency actions in child abuse cases to delinquency proceedings for juveniles charged with criminal acts.

The first of Florida’s gradual efforts to shift the state’s juvenile justice system away from a social services model occurred in 1994 when the Legislature created the Florida Department of Juvenile Justice (DJJ), which absorbed the powers, funding and personnel of the HRS Juvenile Justice Program Office. DJJ was assigned responsibility for juvenile delinquency cases and children and families in need of services (CINS/FINS) cases. Juvenile justice provisions in chapter 39, F.S. remained virtually unchanged and most of the new agency’s employees were former employees of HRS. Hence, philosophically, DJJ continued to consider juveniles as children in need of treatment and reform rather than criminals deserving punishment.

DJJ further distanced itself from its HRS origins in 1997. Although few changes were made to substantive law, two new chapters in the Florida Statutes were created by transferring juvenile justice provisions from Chapter 39, F.S., to the newly created Chapters 984 and 985. Chapter 984, F.S., was created to address CINS/FINS and Chapter 985, F.S., was created to address juvenile delinquency cases.

In 2000, comprehensive legislation known as “Tough Love” authorized DJJ to overhaul its organizational structure. This legislation signified the most dramatic policy shift away from the social services model and toward a punitive criminal justice approach. However, even under “Tough Love,” the juvenile justice system continued to be operationally and philosophically distinct from the adult criminal justice system. Florida continues to segregate juveniles from their adult counterparts, although circumstances were expanded under which a juvenile could be prosecuted as an adult. Youth continue to be managed under a strategy of redirection and rehabilitation rather than punishment. Although the state strengthened its hold on juvenile delinquents under “Tough Love,” the system maintained its focus on treatment designed to effect positive behavioral change.

As a result of “Tough Love,” DJJ shifted away from the HRS service district structure to one that conformed to the boundaries of the 20 judicial circuits. In addition, DJJ is charged under chapter 985.02(3), F.S., with the statewide development and coordination of comprehensive services and programs for the prevention, early intervention, control, and rehabilitative treatment of delinquent behavior. Accordingly, DJJ is currently

organized in five program offices: Administrative Services, Prevention and Victim Services, Detention Services, Probation and Community Intervention, and Residential Services.

In July 2007, Governor Charlie Crist authorized the creation of the Blueprint Commission, responsible for developing recommendations to improve Florida's juvenile justice system. The findings and recommendations of the Blueprint Commission, with input from juvenile justice stakeholders and the public, guided DJJ's development of a strategic plan to make the changes needed to fulfill its mission. DJJ's Strategic Plan builds on the foundation of the Blueprint Commission's report, "Getting Smart about Juvenile Justice in Florida." In preparing its Strategic Plan, DJJ initiated a process of continuous strategic thinking and planning that would produce not just one strategic plan, but a sequence of plans to keep pace with the changing needs and priorities of juvenile justice in Florida.

Beginning in 2011 with the appointment of Secretary Walters, the department engaged in a comprehensive and strategic evaluation of its entire juvenile justice system to establish a national model of system excellence. The careful examination of its practices and services, as well as incorporation of the latest research and data, yielded goals of meeting needs of youth, families, and communities by preventing and diverting more youth from entering the juvenile justice system; providing appropriate, less restrictive, community-based sanctions and services; reserving serious sanctions for youth who pose the greatest risk to public safety; and focusing on rehabilitation. Each of these elements is critical to ensuring public safety and caring for its youth by providing the right combination of services and sanctions, in the right place, at the right time.

One important component of Secretary Walters' reform initiative is promotion of statewide use of Civil Citation to divert first-time, non-serious youth from an arrest record that can follow them for years, interfering with educational, work, and military opportunities. Through the ambitious efforts of many stakeholders, the number of counties offering Civil Citation grew to 54 by April of 2014, with five additional counties in the process of developing programs. The recidivism rate for this alternative is just 4%, making it one of the state's most successful program models.

In late 2012, DJJ released the Roadmap to System Excellence. This document serves as DJJ's Roadmap, explaining the agency's immediate and long-range plans and the rationale for them. To create a comprehensive strategy, DJJ's Executive Leadership Team examined agency practices, services and results; exhaustive analyses and studies by internal and external stakeholders and consultants; recommendations from Governor Scott's Juvenile Justice Transition Team; DJJ's Strategic Plan; and the report of the Blueprint Commission. The result is a roadmap to guide understanding of DJJ's efforts to:

- Reduce juvenile delinquency;
- Redirect youth away from the juvenile justice system;
- Provide appropriate, less restrictive sanctions;
- Reserve serious sanctions for those youth deemed the highest risk to public safety; and

- Focus on the rehabilitation of at-risk and delinquent youth.

Over the next two years, DJJ will build upon its recent, notable achievements to fortify a system of excellence, a model for juvenile justice. The agency will develop its model through strategic decisions supported by data, research-based practices, and measurable outcomes that result in improved results and savings to the state. Enhancements will follow a cycle of continuous improvement as DJJ manages its population and resources to provide the right services, in the right place, and at the right time to best meet the needs of at-risk and delinquent youth.

THE JUVENILE COURT PROCESS

The driving consideration behind separate systems of justice for juveniles and adults is the state's interest in rehabilitating, rather than punishing, the offender.

A juvenile who is alleged to have committed a violation of law is formally charged by the filing of a petition for delinquency by the state attorney. The petition states the allegations against the juvenile and contains the identity and residence of the parents or guardian. Because a juvenile may be subject to serious deprivation of liberty if adjudicated delinquent, federal law requires that juveniles be afforded many of the same due process safeguards as adult criminal defendants. For example, juveniles are entitled to legal representation by counsel at all stages of any proceeding. The state must provide free legal representation to juvenile offenders who cannot afford their own.

If the juvenile is held in secure detention or released to home detention, a detention hearing is held within 24 hours and the judge orders either continued detention or release. The arraignment hearing is held within 48 hours of the filing of the petition. At the arraignment hearing, the juvenile may admit to delinquency, deny delinquency, or not contest the allegation. If the juvenile denies delinquency, an adjudicatory hearing (trial) is held. A circuit court judge presides over juvenile court proceedings, determining all issues of fact and law in the case. A finding of delinquency does not operate as a criminal conviction, but may result in the juvenile being placed on probation or in a residential commitment facility against his or her will. At the adjudicatory hearing, the juvenile has the right to compel the attendance of witnesses on his or her behalf, the right to cross-examine state witnesses, and the right to remain silent. The state must prove the allegations beyond a reasonable doubt or the case is dismissed and the youth is released.

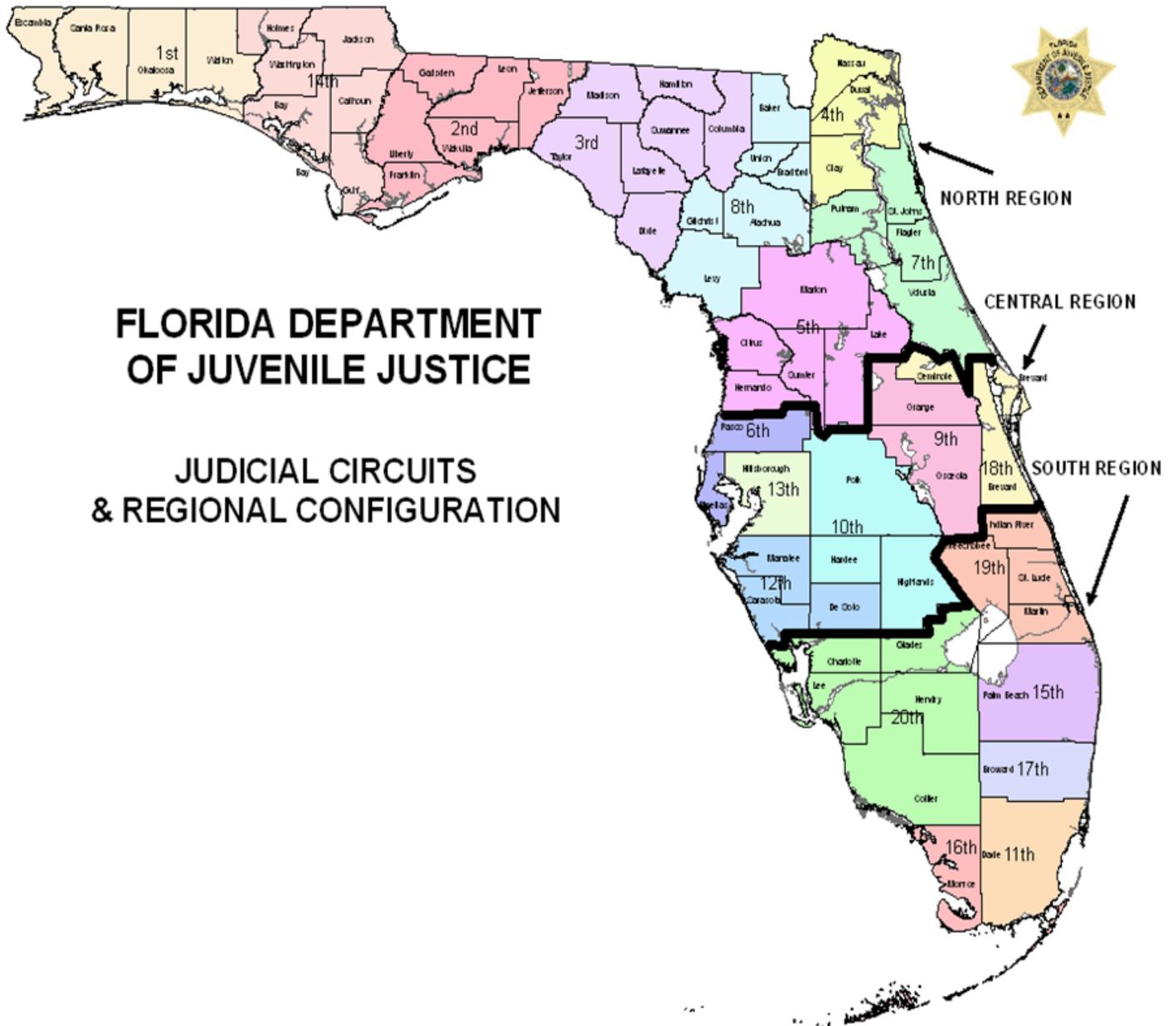
In other respects, juvenile proceedings differ from their adult counterparts. For example, a jury is not involved and juvenile records are treated with extensive confidentiality. A disposition (sentencing) hearing is held if the judge finds that the juvenile committed a delinquent act, or if the youth pleads guilty or no contest to the charge. Before the disposition hearing, the court reviews a Pre-Disposition Report (PDR), which is prepared by the juvenile probation officer. The PDR includes a summary of the juvenile's present offense, a statement by the youth, background information regarding the familial and community environment, a narrative explaining the juvenile's employment or school history, psychological data, restitution information, criminal history, risk assessment, and the recommendations of DJJ concerning the disposition of the case. The judicial dispositions

available in juvenile court include judicial warnings, judicial plans, probation, or commitment to a non-secure or secure residential program or facility. In many cases where the court commits a youth to a residential program, the youth will also be required to participate in a supervised conditional release program upon completion of the residential component of the commitment program.

A juvenile charged with a violation of law has a state constitutional right to be charged and tried as an adult. Florida law also specifies several circumstances where the state may initiate the prosecution of a juvenile in the adult criminal system. Many of these offenders may remain subject to juvenile, rather than adult, sanctions at the discretion of the trial judge.

In 2000, the Legislature passed SB-1548 which mandates youth to be filed directly to adult court when charged with committing, or attempting to commit, an offense listed in chapter 775.087(2)(a)1.a.-q. (also known as the "10-20-Life" provision) and who possessed or discharged a firearm or destructive device, or discharged such device causing death or great bodily harm. For good cause, and under exceptional circumstances, the state attorney may opt *not* to proceed under this provision. If a child with a qualifying history who possessed a firearm or destructive device is direct-filed under this law (chapter 985.227(2)(d)), he or she must be sentenced under chapter 775.087(2)(a). Notwithstanding the existence of a criminal history, a child so charged who either discharged a firearm or destructive device or discharged with great bodily harm or death, is similarly subject to sentencing under 10-20-Life.

Direct-file to adult court is also mandated for habitual juvenile offenders for youth who are age 16 or 17 who have three prior felony adjudications withheld occurring at least 45 days apart. This provision also provides an option for a state attorney to retain youth in the juvenile system under exceptional circumstances.



FLORIDA DEPARTMENT OF JUVENILE JUSTICE

JUDICIAL CIRCUITS & REGIONAL CONFIGURATION