The Juvenile Justice System Improvement Project (JJSIP): An Overview of JJSIP, the Comprehensive Strategy and Florida’s Disposition Matrix

Circuit 11 Staff and Stakeholder Presentation

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Discussion Topics

• Delinquency Trends—National, State & Circuit 11
• Overview of JJSIP
• Continuum of Services Mapping
• The Disposition Recommendation Matrix
Delinquency Arrests:
National, State & Circuit 11 Trends
National Arrest Trends

Delinquency Arrests (Statewide)

Source: Delinquency Profile. Florida Department of Juvenile Justice, Office of Research and Data Integrity
Delinquency Arrests (Circuit 11)

<table>
<thead>
<tr>
<th>Fiscal Year</th>
<th>Number of Arrests</th>
</tr>
</thead>
<tbody>
<tr>
<td>FY 2011-12</td>
<td>6,935</td>
</tr>
<tr>
<td>FY 2012-13</td>
<td>5,917</td>
</tr>
<tr>
<td>FY 2013-14</td>
<td>5,124</td>
</tr>
<tr>
<td>FY 2014-15</td>
<td>4,642</td>
</tr>
<tr>
<td>FY 2015-16</td>
<td>4,076</td>
</tr>
</tbody>
</table>

Source: Delinquency Profile. Florida Department of Juvenile Justice, Office of Research and Data Integrity
Felony Arrests (Circuit 11)

Source: Delinquency Profile. Florida Department of Juvenile Justice, Office of Research and Data Integrity
Misdemeanor Arrests (Circuit 11)

Source: Delinquency Profile, Florida Department of Juvenile Justice, Office of Research and Data Integrity
“Other” Arrests (Circuit 11)

Source: Delinquency Profile. Florida Department of Juvenile Justice, Office of Research and Data Integrity
Transfers to Adult Court
Transfers to Adult Court (Statewide)

Source: (FY 2015-16) Delinquency Profile. Florida Department of Juvenile Justice, Office of Research and Data Integrity
Transfers to Adult Court (Circuit 11)

Source: (FY 2015-16) Delinquency Profile. Florida Department of Juvenile Justice, Office of Research and Data Integrity
FY 2015-16 Transfers-to-Adult Rates

Source: (FY 2015-16) Delinquency Profile. Florida Department of Juvenile Justice, Office of Research and Data Integrity
Residential Commitments
Residential Commitments (Statewide)

<table>
<thead>
<tr>
<th>Fiscal Year</th>
<th>Commitments</th>
</tr>
</thead>
<tbody>
<tr>
<td>FY 2011-12</td>
<td>4,195</td>
</tr>
<tr>
<td>FY 2012-13</td>
<td>3,557</td>
</tr>
<tr>
<td>FY 2013-14</td>
<td>3,339</td>
</tr>
<tr>
<td>FY 2014-15</td>
<td>3,109</td>
</tr>
<tr>
<td>FY 2015-16</td>
<td>3,222</td>
</tr>
</tbody>
</table>

Source: (FY 2015-16) Delinquency Profile. Florida Department of Juvenile Justice, Office of Research and Data Integrity
Residential Commitments (Circuit 11)

Source: (FY 2015-16) Delinquency Profile. Florida Department of Juvenile Justice, Office of Research and Data Integrity
FY 2015-16 Commitment Rates

Source: (FY 2015-16) Delinquency Profile. Florida Department of Juvenile Justice, Office of Research and Data Integrity
Bench Commitments
### Bench Commitments (Statewide)

#### Source:
**(FY 2015-16) Delinquency Profile. Florida Department of Juvenile Justice, Office of Research and Data Integrity**

#### Chart:
**Bench Commitments Statewide**

**Select Circuit**

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Bench</td>
<td>994</td>
<td>1,004</td>
<td>974</td>
<td>947</td>
<td>1,004</td>
</tr>
<tr>
<td>%Bench</td>
<td>24%</td>
<td>23%</td>
<td>29%</td>
<td>27%</td>
<td>31%</td>
</tr>
</tbody>
</table>

**Legend:**
- **Non Direct**
- **Direct**

**Draft Report**
Data updated August 2016
Bench Commitments (Circuit 11)

Source: (FY 2015-16) Delinquency Profile. Florida Department of Juvenile Justice, Office of Research and Data Integrity
Detention Stipulations
Youth Held in Secure Detention on a Stipulation Waiving Release after 21 Days (Miami-Dade Detention)

- A disproportionate number of youth in the Miami-Dade secure detention facility are held under a “stipulation”

- For example, of the 85 youth being detained in MDRJDC on January 10, 2017:
  - 51 (or 60%) were being held on a stipulation
  - Majority of these youth were black males

- The average length-of-stay for these youth was 75 days:
  - Compared to the statewide average of 11 days
  - The shortest length-of-stay was 2 days
  - The longest length-of-stay was 159 days
Implications for Extended Stays in Secure Detention

- Secure Detention was not designed or intended as a long-term custody setting
  - There are no long-term treatment or invention options for youth with extended lengths-of-stay

- Youth with long lengths-of-stay are disproportionately involved in disturbances/incidents
  - Particularly as length of detention increases

- Youth do not get credit for “time served”
  - Some youth spend more time in secure detention than they will in a residential commitment facility
Racial and Ethnic Disparities (RED)
Arrests by Race (National)

Arrests by Race/Ethnicity (Statewide)

<table>
<thead>
<tr>
<th>Year</th>
<th>White Youth</th>
<th>Black Youth</th>
<th>Hispanic Youth</th>
<th>Other Youth</th>
</tr>
</thead>
<tbody>
<tr>
<td>FY 2011-12</td>
<td>37,380</td>
<td>45,023</td>
<td>14,365</td>
<td>38%</td>
</tr>
<tr>
<td>FY 2012-13</td>
<td>31,656</td>
<td>40,893</td>
<td>12,433</td>
<td>37%</td>
</tr>
<tr>
<td>FY 2013-14</td>
<td>27,626</td>
<td>38,865</td>
<td>11,476</td>
<td>35%</td>
</tr>
<tr>
<td>FY 2014-15</td>
<td>26,103</td>
<td>37,497</td>
<td>11,145</td>
<td>35%</td>
</tr>
<tr>
<td>FY 2015-16</td>
<td>23,203</td>
<td>36,089</td>
<td>10,177</td>
<td>33%</td>
</tr>
</tbody>
</table>

Source: (FY 2015-16) Delinquency Profile. Florida Department of Juvenile Justice, Office of Research and Data Integrity
Arrests by Race/Ethnicity (Circuit 11)

Source: (FY 2015-16) Delinquency Profile. Florida Department of Juvenile Justice, Office of Research and Data Integrity
FY 2015-16 Percentage of Cases Involving Black Youth at Various Stages of Florida’s Juvenile Justice System (Statewide)

- 10-17 Population: 21%
- Arrests: 52%
- Diversion: 39%
- Probation: 55%
- Secure Detention: 60%
- Commitment: 62%
- Transfers to Adult: 68%

Source: FY 2015-16 Delinquency Profile, Florida Department of Juvenile Justice, Office of Research and Data Integrity
FY 2015-16 Percentage of Cases Involving Black Youth at Various Stages of Florida’s Juvenile Justice System (Statewide and Circuit 11)

Source: FY 2015-16 Delinquency Profile, Florida Department of Juvenile Justice, Office of Research and Data Integrity
The Juvenile Justice System Improvement Project (JJSIP): Application in Florida
Matching Services...
Understanding Tiers of Evidence

- The lowest form is anecdotal evidence: stories, opinions, testimonials, case studies, etc.

- The highest form is empirical evidence: research, data, results from controlled studies, etc.

- We do not want to norm an entire system on anecdotes or unusual outliers.
Overview of JJSIP

- Grant sponsored by Georgetown University Center for Juvenile Justice Reform

- 4 sites chosen out of over 150 applications:
  - Florida
    - Initial pilot site: Pinellas County
  - Arizona
  - Pennsylvania
  - Connecticut
JJSIP Components

- A Comprehensive Strategy
- Structured Decision Making
- Evaluation
  - *Standardized Program Evaluation Protocol (SPEP)*
The Comprehensive Strategy
Why a Comprehensive Strategy?

- Unbalanced emphasis on “deep end” graduated sanctions Vs. prevention and early intervention
- Overreliance on detention and residential placement
- Poor targeting of SVC youth
- Poor matching of youth to appropriate services and levels of supervision
- Use of ineffective programs
- Poor program planning
A Graduated Sanctions Model

- Residential Placement
  - Redirection
    - Day Treatment
      - Intensive PS
        - Probation
        - Teen Court
        - Diversion
  - C/R Day Treatment
    - Redirection
      - Intensive PS
        - Probation
What Risk Factors Actually Predict Juvenile Delinquency?
Common Risk Factors Predict Delinquency (The Big Eight)

1. Antisocial Attitudes
2. Antisocial Peers
3. Antisocial Personality Patterns (impulsivity, low self-control, risk taking)
4. History of Antisocial Behavior
5. Problems at School/Work
6. Problematic Family Circumstances
7. Problematic Leisure Activities/use of free time
8. Substance Abuse
Importance of Matching Youth to the Appropriate Level of Supervision
## Targeting High-Risk Offenders

### Risk Level and Treatment Recidivism Outcomes

<table>
<thead>
<tr>
<th>Study</th>
<th>Risk Level</th>
<th>Level of Treatment</th>
<th>Minimal</th>
<th>Intensive</th>
</tr>
</thead>
<tbody>
<tr>
<td>O’Donnell et al. (1971)</td>
<td>Low</td>
<td>.16</td>
<td>.22</td>
<td></td>
</tr>
<tr>
<td></td>
<td>High</td>
<td>.78</td>
<td>.56</td>
<td></td>
</tr>
<tr>
<td>Baird et al. (1979)</td>
<td>Low</td>
<td>.03</td>
<td>.10</td>
<td></td>
</tr>
<tr>
<td></td>
<td>High</td>
<td>.37</td>
<td>.18</td>
<td></td>
</tr>
<tr>
<td></td>
<td>High</td>
<td>.58</td>
<td>.31</td>
<td></td>
</tr>
<tr>
<td>Bonta et al. (2000)</td>
<td>Low</td>
<td>.15</td>
<td>.32</td>
<td></td>
</tr>
<tr>
<td></td>
<td>High</td>
<td>.51</td>
<td>.32</td>
<td></td>
</tr>
</tbody>
</table>

Recidivism Rate for all Low Risk to Re-offend Youth by Placement Type

Note: Data from 2012 Comprehensive Accountability Report (CAR) final files
Recidivism rate for IDDS significantly lower than all other placement types for the low risk sample. Diversion and IDDS significantly lower than Probation Supervision. Probation Supervision, CBIS, Probation Enhancement rates statistically equivalent. Probation, CBIS, and Probation Enhancement rates significantly lower than Day Treatment, Direction, Residential, and PCP. Day Treatment, Redirection, Residential, and PCP recidivism rates are statistically equivalent.

Source: Michael T. Baglivio (2013). *The Risk Principle*. Florida Department of Juvenile Justice, Office of Research and Data Integrity
Recidivism Rate for Low Risk Youth by "Needs" Level by Placement Type

Note: Data from 2012 Comprehensive Accountability Report (CAR) final files
"High Needs" defined as youth greater than 1 standard deviation above the mean on the Social History Score subcomponent of the PACT. Statistically significant differences found in the recidivism rates for low risk "high needs" youth versus youth not identified as such for the following Placement Types: Diversion, IDDS, Probation Supervision, with low risk "high needs" youth having significantly higher recidivism rates. Differences in recidivism rates for Probation Enhancement, Day Treatment, Redirection, Residential, and Post Commitment Probation were not significant.

Source: Michael T. Baglivio (2013). The Risk Principle. Florida Department of Juvenile Justice, Office of Research and Data Integrity
Preventing Serious, Violent, and Chronic Juvenile Offending
Serious, Violent & Chronic Youth

What is the definition of a serious, violent and chronic offender?

- **Serious** = (1) or more felony offenses
- **Violent** = (1) or more “violent” felony offenses
- **Chronic** = (4) or more separate arrest events
Serious, Violent, Chronic Youth

SERIOUS = 55%

VIOLENT = 29%

CHRONIC = 15%

SVC = 8.9%

NOT S, V, or C = 43%

## Serious, Violent & Chronic Youth

### Serious, Violent and Chronic by Fiscal Year

<table>
<thead>
<tr>
<th>Fiscal Year</th>
<th>Serious</th>
<th>Violent</th>
<th>Chronic</th>
<th>SVC (N)</th>
<th>Not S, V, or C</th>
</tr>
</thead>
<tbody>
<tr>
<td>FY 2007-08</td>
<td>56.5%</td>
<td>30.2%</td>
<td>15.3%</td>
<td>9.2% (N=7,747)</td>
<td>41.8%</td>
</tr>
<tr>
<td>FY 2008-09</td>
<td>55.7%</td>
<td>29.4%</td>
<td>15.3%</td>
<td>9.0% (N=7,253)</td>
<td>42.5%</td>
</tr>
<tr>
<td>FY 2009-10</td>
<td>52.1%</td>
<td>29.0%</td>
<td>15.1%</td>
<td>8.9% (N=6,464)</td>
<td>45.8%</td>
</tr>
<tr>
<td>FY 2010-11</td>
<td>54.1%</td>
<td>28.2%</td>
<td>15.5%</td>
<td>8.7% (N=5,701)</td>
<td>44.1%</td>
</tr>
<tr>
<td>FY 2011-12</td>
<td>54.7%</td>
<td>27.9%</td>
<td>15.6%</td>
<td>8.7% (N=5,203)</td>
<td>43.6%</td>
</tr>
<tr>
<td>FY 2012-13</td>
<td>55.0%</td>
<td>27.7%</td>
<td>15.4%</td>
<td>8.6% (N=4,651)</td>
<td>43.3%</td>
</tr>
<tr>
<td>FY 2013-14</td>
<td>57.0%</td>
<td>29.3%</td>
<td>16.1%</td>
<td>9.2% (N=4,441)</td>
<td>41.3%</td>
</tr>
<tr>
<td><strong>Average</strong></td>
<td><strong>55.0%</strong></td>
<td><strong>28.9%</strong></td>
<td><strong>15.4%</strong></td>
<td><strong>8.9%</strong></td>
<td><strong>43.2%</strong></td>
</tr>
</tbody>
</table>

### SVC Youth (Statewide & Circuit 11)

<table>
<thead>
<tr>
<th></th>
<th>Serious</th>
<th>Violent</th>
<th>Chronic</th>
<th>SVC</th>
<th>Not S, V, or C</th>
</tr>
</thead>
<tbody>
<tr>
<td>Circuit 11</td>
<td>74%</td>
<td>39%</td>
<td>11%</td>
<td>6.9%</td>
<td>25%</td>
</tr>
<tr>
<td>Statewide Average</td>
<td>57%</td>
<td>28%</td>
<td>16%</td>
<td>8.9%</td>
<td>44%</td>
</tr>
</tbody>
</table>

SVC Youth: Why does it Matter?

<table>
<thead>
<tr>
<th></th>
<th>All Youth</th>
<th>Not S, V, or C</th>
<th>Not SVC</th>
<th>SVC</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Recidivism Rates</strong></td>
<td>21.2%</td>
<td>13.2%</td>
<td>19%</td>
<td>46.6%</td>
</tr>
<tr>
<td><strong>Gang Association</strong></td>
<td>4.5%</td>
<td>2.3%</td>
<td>3.7%</td>
<td>13.6%</td>
</tr>
</tbody>
</table>

Over 50% of SVC youth were 12 or under at age of first referral

**Source:** Florida Department of Juvenile Justice, Office of Research and Data Integrity
Special Populations: Youth Under 12
FY 2015-16 Youth Under 12 Arrested

Source: (FY 2015-16) Delinquency Profile. Florida Department of Juvenile Justice, Office of Research and Data Integrity
FY 2015-16 Youth Under 12 Arrested: Rate

Source: (FY 2015-16) Delinquency Profile. Florida Department of Juvenile Justice, Office of Research and Data Integrity
Continuum Mapping

- Identify the available services within each county
- Map the identified available services according to service category within each county
- Identify the target population for each categorized service according to levels of the Disposition Recommendation Matrix

Source: 2015 Service Continuum Analysis (Updated January 4, 2016). Florida Department of Juvenile Justice, Office of Research and Data Integrity
Interactive Reports

http://www.djj.state.fl.us/research/reports/research-reports/service-continuum-analysis/service-continuum-analysis-2015

Community Services for Youth - Statewide

Step 1 - Select county

Step 2 - Select a program type
Select Service type name below

- Mental Health: 801 Programs
- Other: 605 Programs
- Education: 583 Programs
- Life Skills: 570 Programs
- Substance Abuse Treatment: 510 Programs
- Attitudes and Behaviors: 468 Programs
- Crisis: 456 Programs
- Mentoring: 370 Programs
- Trauma: 323 Programs
- Health: 313 Programs
- Job Skills: 300 Programs
- Sport/Rec: 187 Programs
- Sex Abuse (Victim): 68 Programs
- Sex Abuse (Abuser): 53 Programs

Hover over the map to identify your county then select to filter data

Age of Youth
- Any Age

Youth Served
- All Youth

*Some community programs serve all youth. Others have restrictions on serving youth under DJJ supervision or with prior adjudications. Use this filter to identify programs which serve youth at various stages of the Juvenile Justice Continuum.

Source: 2016 Service Continuum Analysis (Updated January 4, 2017). Florida Department of Juvenile Justice, Office of Research and Data Integrity
County & Program Level Reports

Community Services for Youth - Dade County

Step 1 - Select county

Step 2 - Select a program type

Step 3 - Select a program to view details & contact information

Advocate Program--Bridging Families and Communities
Dade County
Mental Health

Community based inter-agency team providing intensive home based services, including care coordination and mental health consultant for children of high conflict and domestic violence families.

Contact Althea Birch
Phone: (305)704-0116
Email: altheab@advocate-program.com
Website: www.advocateprogram.com

Age Restriction Min - Under 10 Max - 13
Admission Requirements: None
Admission Restrictions: None

Source: 2016 Service Continuum Analysis (Updated January 4, 2017). Florida Department of Juvenile Justice, Office of Research and Data Integrity
Circuit 11 Community Service Mapping: Example Results (as of January 2017)...
Ongoing Monitoring Quality & Availability

- Solutions for transportation issues
- Community services come and go
- Waiting Lists
- Routine updates will be necessary
Structured Decision Making:

Bridging the Gap Between Research and Practice
Disposition Recommendation Matrix

- Is a structured decision making tool that assists with matching youth to the appropriate level of service/supervision.
- Is based on a matrix of risk to reoffend (PACT) and the presenting offense.
- Consists of graduated sanctions – The intensity of services increases as the risk level and offense severity increases.
Key Points of the Disposition Matrix

- Low-risk offenders remain in the community with minimal supervision

- Moderate-risk offenders typically placed in more structured community programs, with intensive probation supervision for higher risk youth

- Residential placement reserved for the highest risk offenders after community-based alternatives have been exhausted
### Florida Department of Juvenile Justice Disposition Recommendation Matrix

(Staff should begin with the least restrictive setting within a particular disposition category. See Structured Decision-Making guidelines.)

<table>
<thead>
<tr>
<th>Most Serious Presenting Offense</th>
<th>PACT Risk Level to Reoffend</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Low Risk to Reoffend</td>
</tr>
<tr>
<td>Civil Citation Eligible¹</td>
<td>Level 1</td>
</tr>
<tr>
<td>Minor²</td>
<td>Level 2 or 3a</td>
</tr>
<tr>
<td>Serious³</td>
<td>Level 2 or 3a</td>
</tr>
<tr>
<td>Violent⁴</td>
<td>Level 2 or 3a-b</td>
</tr>
</tbody>
</table>

¹ – Eligibility for civil citation is outlined in F.S. 985.12. Youth deemed ineligible for civil citation (based on community standards) should be reviewed under the “Minor” offense category based on the PACT risk level to reoffend.
² – All misdemeanor offenses.
³ – Felony offenses that do not include violence.
⁴ – Violent felony offenses (do not include misdemeanor assault and battery which are captured under “Minor”).

**Level 1** – Alternatives to Arrest
- Level 2 – Diversion & Non-DJJ Probation
  - Level 3 – Community Supervision
    - (3a) – Probation Supervision
    - (3b) – Probation Enhancement Services (ART, EPICS, LifeSkills, etc.)
    - (3c) – Day Treatment, MST, FFT, Minimum Risk Commitment
- Level 4 – Non-Secure Residential Commitment
- Level 5 – Secure Residential Commitment (High & Maximum Risk Programs)

*Updated January 2016*
Ongoing Disposition Outcomes Analysis

Placement Levels - Dade County
January 2016 - December 2016

Click on Counties to Filter Results
Click Again to Clear

Select Heat Map Parameter
- Optimum Placement

Number of Youth Disposed by Race/Ethnicity & Optimum Placement Percentage

<table>
<thead>
<tr>
<th>Race</th>
<th>Q1</th>
<th>Q2</th>
<th>Q3</th>
<th>Q4</th>
</tr>
</thead>
<tbody>
<tr>
<td>White</td>
<td>44%</td>
<td>69%</td>
<td>68%</td>
<td>73%</td>
</tr>
<tr>
<td>Black</td>
<td>48%</td>
<td>49%</td>
<td>52%</td>
<td>43%</td>
</tr>
<tr>
<td>Hispanic</td>
<td>64%</td>
<td>60%</td>
<td>65%</td>
<td>63%</td>
</tr>
<tr>
<td>Other</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Optimum Placements | 779 | 56% |
Appropriate Placement | 386 | 28% |
Above Guidelines    | 224 | 16% |
Below Guidelines    | 12  | 1%  |
Total Dispositions  | 1,401 |   |

*Excluding Transfers to Adult Court

Source: Monthly Dispositional Matrix Dashboard Report. Florida Department of Juvenile Justice, Office of Research and Data Integrity
Ongoing Disposition Outcomes Analysis

### Placements by Circuit January 2016 - December 2016

<table>
<thead>
<tr>
<th>Circuit</th>
<th>Optimum Placement</th>
<th>Appropriate Placement</th>
<th>Below Guidelines</th>
<th>Above Guidelines</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>1,000</td>
<td>417</td>
<td>211</td>
<td>1,347</td>
</tr>
<tr>
<td>2</td>
<td>1,429</td>
<td>1,612</td>
<td>672</td>
<td>1,347</td>
</tr>
<tr>
<td>3</td>
<td>1,020</td>
<td>1,072</td>
<td>723</td>
<td>1,020</td>
</tr>
<tr>
<td>4</td>
<td>1,072</td>
<td>1,020</td>
<td>871</td>
<td>1,072</td>
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<tr>
<td>5</td>
<td>1,347</td>
<td>1,612</td>
<td>211</td>
<td>1,347</td>
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<tr>
<td>6</td>
<td>1,347</td>
<td>1,612</td>
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<td>7</td>
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Source: Monthly Dispositional Matrix Dashboard Report. Florida Department of Juvenile Justice, Office of Research and Data Integrity
Disposition Matrix Validation

- **38,117** youth released in FY10-11.

- Below \( (n=691) \)
  - Optimum \( (n=27,916) \)
  - Appropriate \( (n=7,322) \)
  - Above \( (n=2,188) \)

- Holds true for males, females, across race/ethnicity, and for all risk levels of youth.

**Figure 3**

Full Sample Twelve-Month Recidivism Rates by Level of Adherence to the Disposition Matrix

- Below Guidelines: 53.5%
- Optimum Placement: 18.9%
- Appropriate Placement: 21.3%
- Above Guidelines: 34.0%

Again... Tiers of Evidence

- The lowest form is anecdotal evidence: stories, opinions, testimonials, case studies, etc.

- The highest form is empirical evidence: research, data, results from controlled studies, etc.

- We do not want to norm an entire system on anecdotes or unusual outliers.
Next Steps

- Monitoring Implementation of Disposition Matrix
- On-going Mapping Continuum of Services
- Case Studies Follow-Up
Discussion & Feedback

Please visit the Department’s Website for more information:

www.djj.state.fl.us