



**See the Change:
Girls' Juvenile Justice Trends on the First Coast**

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March 30, 2016



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Introduction

In October 2013, the Delores Barr Weaver Policy Center research team released its first publication, “*A Wake up Call: Trends in Girls’ Involvement in the Juvenile Justice System*” on National Girls Justice day. It marked a deliberate shift in focus toward understanding the juvenile justice data through a gendered lens, by looking at nuances specific to girls, particularly from the First Coast community. *Wake Up Call* identified specific risk factors facing girls entering the juvenile justice system from the First Coast: higher involvement with the child welfare system, with 32% experiencing out-of-home placement (compared to 19% of boys). Additionally, it highlighted intervention areas requiring a different approach for girls — greater reports of physical and sexual abuse, mental health needs, self-mutilation, suicidal ideation and attempts, and family risk factors. The Report called attention to the arrest (77%) and incarceration (68%) trends of girls for non-felony offenses and girls’ incarceration for violation of probation at higher rates than boys (38% vs. 20%). It called for a continuum of services to reduce the number of girls entering the juvenile justice system. Since then, it has sparked many strategic efforts.

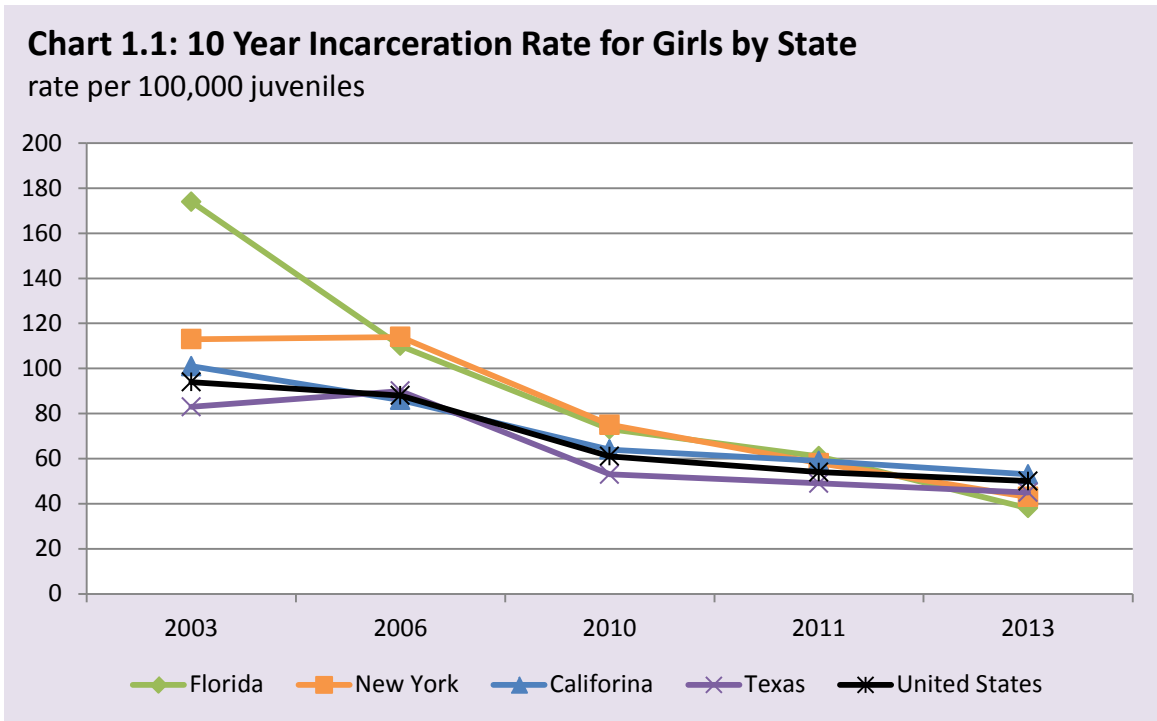
Data trend reports provide an opportunity to be deliberate in review and analysis of data. They provide an opportunity to identify the current status of girls’ involvement in the juvenile justice system — where trends are shifting in a positive direction, and also where we are failing to prevent, divert, intervene, or provide appropriate treatment for girls. We hope this report provides a template for local communities to assess the status of girls’ involvement in the justice system, to explore the reasons for their arrest and commitment, to increase understanding of girls’ lived experiences and intervention needs, and to begin community-level conversations.

Globally, the rate of incarceration is greater in the United States than in any other country, with 716 people incarcerated for every 100,000 population (Kajstura & Immarigeon, 2015). There are currently 215,332 women incarcerated in jails and prisons in the United States at a rate of 127 per 100,000 women (Bureau of Justice Statistics, 2015). Florida has the 15th highest women’s incarceration rate in the world with 169 women incarcerated per 100,000 women (Kajstura & Immarigeon, 2015).

In contrast to the incarceration rate for women in the United States, the incarceration rate for girls in the United States has been declining for the past 12 years. In 2013, the national average

Established in 2013, the Delores Barr Weaver Policy Center is the outgrowth of a justice for girls’ reform movement led by Lawanda Ravoira, our President & CEO that began in Florida over 15 years ago. Our mission is to engage communities, organizations and individuals through quality research, community organizing, advocacy, training and model programming to advance the rights of girls and young women, especially those in the juvenile justice system.

rate of commitment for girls was 50 per 100,000 girls compared to 99 per 100,000 girls in 2001 (Sickmund, Sladky, Kang & Puzanchera, 2015). In 2013, the rate of girls committed to residential facilities in Florida (38 per 100,000 girls) dropped below the national rate for the first time in 18 years. The most recent data available show Florida has the lowest rate of commitment to residential placement (38) when compared to other states of comparable population size: California (53), Texas (45), and New York (43), despite having had the highest incarceration rate for girls in 2003 (174 per 100,000 girls) (Sickmund et al., 2015).



Source: OJJDP Census of Juveniles in Residential Placement, 2015

Statewide Data

The following figures illustrate trends of girls' and boys' involvement in the juvenile justice system over the past 10 years. Charts 1.2 and 1.3 highlight juvenile arrest and probation data since 2005. Charts 1.4 and 1.5 highlight commitment data and rates of transfer from juvenile to adult justice systems.

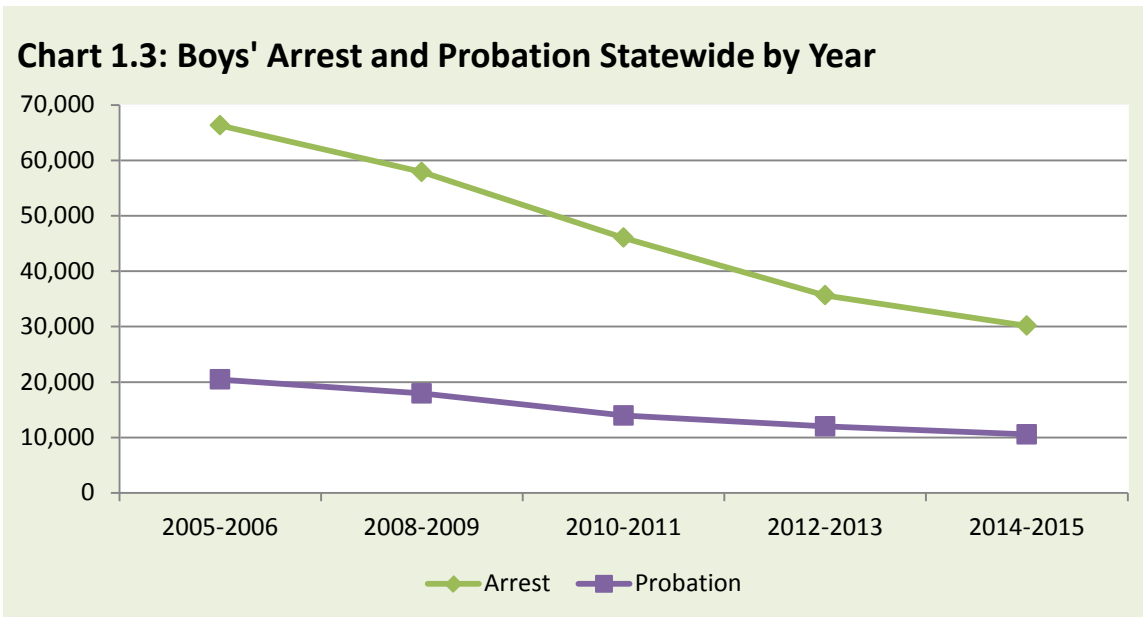
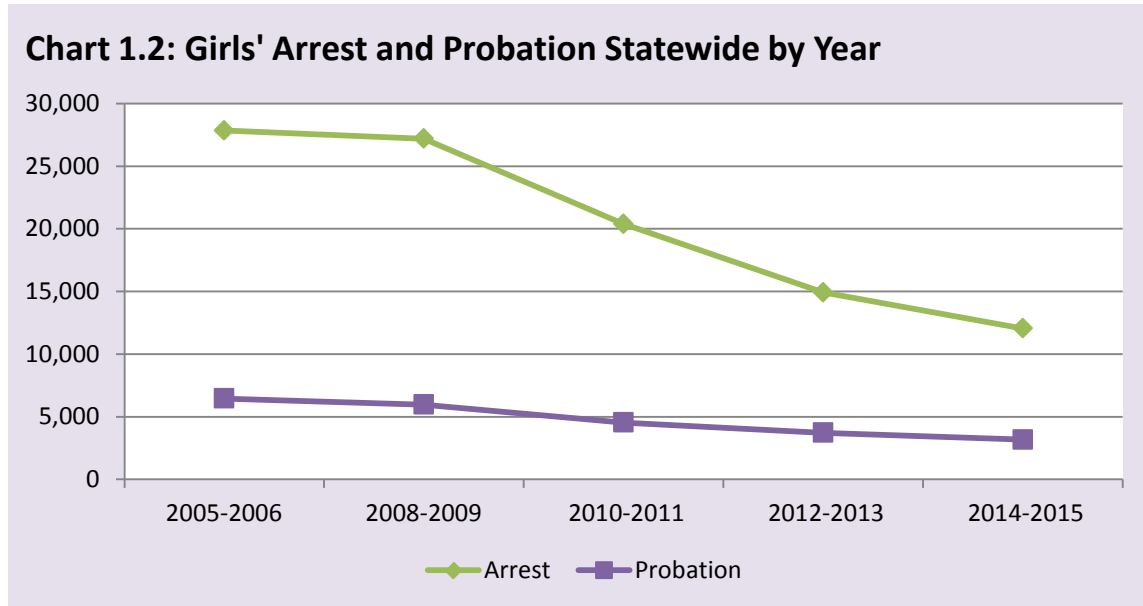


Chart 1.4: Girls' Commitment and Transfers Statewide by Year

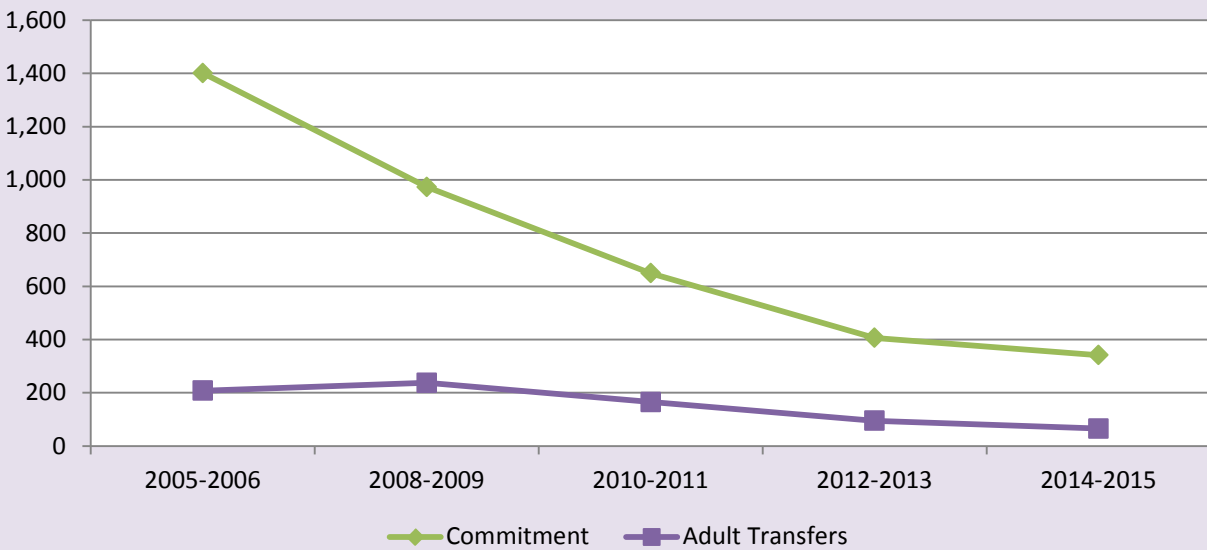


Chart 1.5: Boys' Commitment and Transfers Statewide by Year



Source of Charts 1.2-1.5: Florida Department of Juvenile Justice Delinquency Profile, 2015

Florida has much to celebrate: the state went from having one of the highest rates of commitments for girls relative to comparable states with large populations (e.g., California, Texas, and New York) ten years ago to having the lowest rate of commitment among the group now. The State of Florida is moving in the right direction as it experiences great reductions in the number of youth who are involved in the juvenile justice system; this is both absolute and relative change.

Reduced Arrest

In 2014-2015, there were 42,211 youth arrested statewide, girls made up 29% of all arrests (n=12,049). The number of girls referred to the juvenile justice system decreased 57% over a ten-year period, while the number of boys decreased 55%.

Consistent Probation

In Florida there were 13,710 youth serving on probation, girls made up 23% of all youth on probation (n=3,167) in 2014-2015. The number of girls placed on probation decreased 51% for girls and 48% for boys over a ten-year period. This trend was consistent with the decrease seen in the number of girls and boys arrested statewide.

Reduced Commitment

The greatest decrease in the number of youth referred along the juvenile justice continuum is seen in the number of youth committed. In 2014-2015, there were a total of 2,613 youth committed to residential facilities; girls accounted for 13% of all youth committed (n=341). Since 2005-2006, the number of Florida girls committed has decreased 76% and the number of boys has decreased 67%.

Transfers to Adult Court

Girls continue to account for significantly fewer transfers to adult court. In 2014-2015, there were 1,282 youth transferred to adult court. Girls accounted for 5% of the total youth transferred to adult court which has been consistent for the last ten years.

Recidivism

For data that are available for youth releases in 2013-2014, girls consistently have a lower recidivism rate than boys across every type of program level (e.g.; low risk, moderate risk, and high risk).

Table 1.1 Recidivism by Gender 2013-2014

Category	Recidivism	
	Girls Avg.	Boys Avg.
Low Risk-Behavioral/Mental Health (Overlay)	19%	56%
Low Risk-Intensive Mental Health (Intensive)	19%	63%
Low Risk-Integrated Substance Abuse (Specialized)	67%	N/A
Moderate Risk-Behavioral/Mental Health (Overlay)	32%	47%
Moderate Risk-Integrated Substance Abuse (Specialized)	30%	52%
High Risk-Behavioral/Mental Health (Overlay)	27%	49%
High Risk-Intensive Mental Health (Intensive)	13%	N/A
Maximum Risk-Behavioral/Mental Health (Overlay)	0%	39%

Source: Florida Department of Juvenile Justice Comprehensive Accountability Report: Residential Services (2015)

A Look at the First Coast: How it Compares to Statewide Trends

The Policy Center focuses on girls living in communities on the First Coast (Duval, Nassau, Clay, St. John's and Baker counties) who are at risk of or involved in the juvenile justice system. The Policy Center monitors trends related to girls' juvenile justice system involvement because it is important to understand trends on the First Coast within the broader context of statewide trends. In 2013, there were over 1,000 girls who had been arrested within the First Coast community. Circuit 4 which comprises Duval, Nassau and Clay counties incarcerated more girls than any other Circuit in the state (even more than Miami and Tampa combined¹). This report is a three-year analysis of juvenile justice trends for girls on the First Coast with specific attention to what is better, worse, or unchanged. It summarizes arrest and incarceration trends, intervention needs, and emerging data for specialized populations.

Arrest and Incarceration Trends

In addition to the State of Florida experiencing notable reductions in commitment, the First Coast is experiencing even *greater* reductions for the commitment of girls relative to statewide arrest and commitment trends. Specifically, the data shows that while the First Coast has experienced significant reductions in arrest rates (23% reduction since 2011-2012), the statewide rate of arrest has decreased at an even faster rate (30% reduction statewide since 2011-2012). However, despite the First Coast's arrest rate, data reveal that commitments for girls on the First Coast have decreased at a rate that is over double the decrease statewide (48% reduction in commitments for First Coast girls compared with 22% reduction statewide). This commitment trend among girls on the First Coast is also significant by gender, since there was only a 22% decrease for boys on the First Coast and 28% decrease for boys statewide.

In 2014-2015, there were 943 girls arrested and 28 committed on the First Coast compared to 1,221 girls arrested and 54 committed in 2011-2012. Table 2.1 compares the number of girls involved in the different stages along the juvenile justice continuum from each of the First Coast counties in 2011-2012 (top row) and 2014-2015 (bottom row).

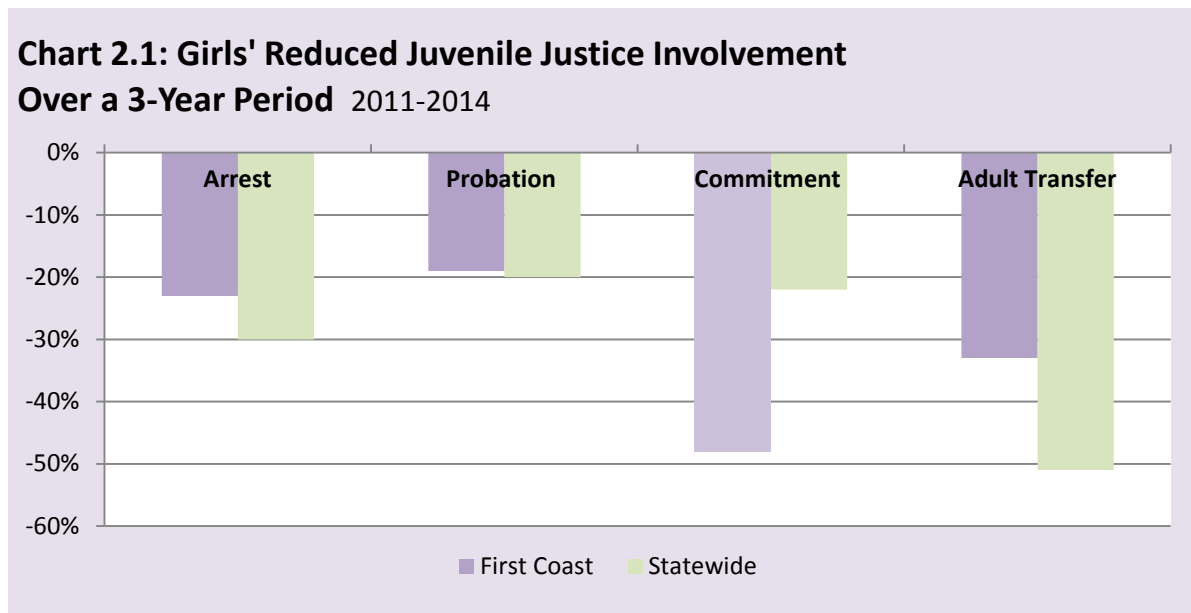
Chart 2.1 shows the reductions in First Coast and statewide girls' juvenile justice involvement along the juvenile justice continuum. Since 2011-2012, arrests for girls on the First Coast have decreased by 23% and girls placed on probation have decreased by 19%. Commitments have decreased by 48% and transfers to adult court have decreased by 33%.

¹ Jacksonville is often compared to big cities with comparable populations, such as Miami and Tampa.
Delores Barr Weaver Policy Center - See the Change, March 2016

Table 2.1: Snapshot of First Coast Girls' Involvement Along the Continuum
by County, 2011-2012 and 2014-2015

County	Year	# of Girls Arrested	# of Girls on Probation	# of Girls Committed	# of Girls Transferred
Duval	2011-2012	819	262	43	12
	2014-2015	612	214	14	5
Nassau	2011-2012	46	9	1	0
	2014-2015	40	13	5	0
Clay	2011-2012	188	59	9	0
	2014-2015	166	39	7	2
St. Johns	2011-2012	135	33	0	0
	2014-2015	102	20	2	1
Baker	2011-2012	33	5	1	0
	2014-2015	23	11	0	0
First Coast	2011-2012	1,221	368	54	12
	2014-2015	943	297	28	8
Statewide	2011-2012	17,178	3,949	439	133
	2014-2015	12,049	3,167	341	65

Source: Florida Department of Juvenile Justice Delinquency Profile, 2015



Source: Authors' analysis of Department of Juvenile Justice Delinquency Profile Data

Circuit 4 no longer has the highest number of commitments for girls in the State of Florida (53 girls in 2011-2012; 26 girls in 2014-2015). Circuit 4 ranks third in the state for committing the highest number of girls in Florida during 2014-2015, behind Circuit 1 (Escambia, Santa Rosa, Okaloosa) and Circuit 7 (Flagler, Putnam, St. Johns, Volusia). Table 2.2 displays the percent

change among select circuits of comparable size. Since 2011-2012, Circuit 4 has experienced a 51% reduction, and most specifically, Duval County has reduced the number of girls committed by 67%. Circuits 4, 9, and 13 also experienced reductions, while Circuits 1, 7, 8, 11, and 17 are experiencing increases.

Table 2.2: Number of Commitments by Circuit/County, 3 Year Percent Change

Circuit	Counties	2011-2012	2012-2013	2013-2014	2014-2015	% Change (2011-2012 to 2014-2015)
Circuit 1	Escambia/Santa Rosa/Okaloosa	47	59	61	52	11%
Circuit 4	Duval/Nassau/Clay	53	57	50	26	-51%
Circuit 7	Flagler/Putnam/St. Johns/Volusia	22	31	26	32	45%
Circuit 8	Baker/Union/Bradford/Alachua/Gilchrist/Levy	17	19	21	21	24%
Circuit 9	Orange/Osceola	44	22	27	19	-57%
Circuit 11	Miami-Dade	11	16	12	18	64%
Circuit 13	Hillsborough	20	8	14	6	-70%
Circuit 17	Broward	21	11	13	23	10%
Statewide		439	406	374	341	-22%

Source: Florida Department of Juvenile Justice Delinquency Profile, 2015

A glossary explaining the various stages of the continuum can be found in the Appendix of this publication.

Arrest

Girls continue to be arrested for non-felony offenses at higher rates than boys. In 2014-2015, there were 3,153 youth arrested on the First Coast. Three out of four girls (75%) were arrested for non-felony offenses compared to one out of two boys (51%). This trend has remained the same since 2011-2012. The trend for arrest for non-felony offenses on the First Coast mirrored statewide trends (71% of girls, 50% of boys). Tables 2.3 and 2.4 show the top reasons that girls and boys are referred to the juvenile justice system and the top reasons for commitments on the First Coast and statewide.

In 2014-2015, 25% of girls were arrested for felony offenses compared to 49% of boys on the First Coast. This trend has remained the same since 2011-2012. However, girls' and boys' arrests for felony offenses statewide are slightly higher with 29% of girls and 51% of boys arrested for felony offenses in 2014-2015.

Table 2.3: Girls' Arrests and Commitments on the First Coast and Statewide

Most Frequent Reason for Arrests and Commitments	% of Arrests 2011-2012		% of Commitments 2011-2012		% of Arrests 2014-2015		% of Commitments 2014-2015	
	First Coast	State-wide	First Coast	State-wide	First Coast	State-wide	First Coast	State-wide
Misdemeanor Petit Theft	36%	26%	6%	7%	30%	19%	4%	4%
Misdemeanor Assault or Battery	22%	26%	7%	10%	27%	27%	11%	9%
Felony Aggravated Assault or Battery	8%	9%	28%	25%	8%	10%	11%	17%
Misdemeanor Disorderly Conduct	3%	6%	0%	0.50%	2%	5%	0%	2%
Misdemeanor Drug	3%	5%	2%	1%	3%	6%	4%	1%
Felony Grand Larceny	4%	4%	6%	5%	5%	6%	0%	4%
Felony Burglary	6%	4%	15%	7%	3%	4%	14%	10%
Non-Law Violation of Probation	2%	3%	22%	23%	4%	3%	36%	27%
	N=1,221	N=17,178	N=54	N=439	N=943	N=12,049	N=28	N=341

Source: Florida Department of Juvenile Justice Delinquency Profile, 2015

Table 2.4: Boys' Arrests and Commitments on the First Coast and Statewide

Most Frequent Reason for Arrests and Commitments	% of Arrests 2011-2012		% of Commitments 2011-2012		% of Arrests 2014-2015		% of Commitments 2014-2015	
	First Coast	State-wide	First Coast	State-wide	First Coast	State-wide	First Coast	State-wide
Felony Burglary	17%	16%	31%	29%	16%	16%	25%	27%
Misdemeanor Assault or Battery	11%	13%	5%	5%	13%	13%	4%	4%
Misdemeanor Petit Theft	14%	10%	1%	3%	12%	9%	1%	2%
Felony Aggravated Assault or Battery	9%	9%	7%	11%	9%	10%	11%	12%
Misdemeanor Drug	9%	11%	2%	2%	7%	10%	2%	2%
Non-Law Violation of Probation	2%	3%	11%	10%	4%	3%	8%	11%
Drug Felony	4%	3%	5%	4%	3%	4%	3%	2%

Felony Grand Larceny	4%	3%	4%	4%	3%	4%	2%	4%
Felony Auto Theft	1%	1%	3%	3%	2%	2%	3%	5%
Felony Other Robbery	2%	2%	4%	5%	2%	2%	3%	4%
	N=2,841	N=40,399	N=419	N=3,166	N=2,210	N=30,162	N=292	N=2,272

Source: Florida Department of Juvenile Justice Delinquency Profile, 2015

Girls are more likely to come into contact with the juvenile justice system for different types of offenses than boys.

In 2014-2015, girls were most often arrested for misdemeanor assault or battery or misdemeanor petit theft on the First Coast. These misdemeanor offenses have been the top two reasons for First Coast girls' referrals to the judicial system for the past five years. In 2014-2015, these charges accounted for 57% of all arrests for girls on the First Coast and 46% statewide. In a study examining girls' pathways into the juvenile justice system, researchers found that a common pathway leading girls into the system is an arrest for a misdemeanor charge such as battery or petit theft (Patino Lydia and Moore, 2015). The research found that 50% of the girls in the study had been arrested for fighting with someone in their household, usually with their mother/mother figure.

Secure Detention and Probation

The number of girls placed in secure detention in Duval County has decreased. The Duval County Regional Juvenile Detention Center is operating below its designed capacity. In 2014-2015, there were 1,289 boys and 346 girls admitted to the Duval County Regional Juvenile Detention Center. There has been a 34% decrease in the number of girls detained and a 29% decrease in the number of boys detained since 2011-2012.

The reduction in the number of girls placed on probation on the First Coast is consistent with the reduction seen statewide. In 2014-2015, there were 297 girls and 883 boys placed on probation. Since 2011-2012, the number of girls placed on probation has decreased 19% on the First Coast compared to 20% statewide. Although the First Coast aggregated data shows a decline in the number of girls placed on probation over a three-year period, there was an increase in the number of girls on probation in Nassau and Baker counties from 2011-2012 to 2014-2015. The number of boys has decreased 16% on the First Coast compared to 18% statewide since 2011-2012.

Commitments

Girls continue to be committed for less serious offenses than boys. In 2014-2015, 320 youth were committed on the First Coast; 28 were girls. While the number of commitments is going down, the trends regarding commitment of girls for less serious offenses at time of disposition remain the same. This warrants attention based on the new level of detail/data that is available specific to non-law violation of probation. On the First Coast, 64% of girls were committed for

non-felony offenses compared to only 26% of boys. The percentage of girls committed for non-felony offenses is also higher on the First Coast than statewide (64% vs. 52%). Specifically, 36% of girls and 8% of boys on the First Coast were committed for a non-law violation of probation (see Charts 2.2, 2.3 and Table 2.5 for non-law VOP's disaggregated by County). This finding raises critical questions for the community regarding whether incarceration is warranted for girls who do not commit a law violation but rather for girls who are running away, not attending school, violating curfew, failing a drug test, being suspended from school, or failing to appear in court. Research suggests that high-need girls are locked up in residential programs to have their basic needs met: education, housing, and mental health services (Patino Lydia & Moore, 2015). The latest examination of girls from the First Coast who were incarcerated revealed that a non-law violation of probation (VOP) was the reason why half of the girls (50%) in the study were placed in a commitment program. Of the girls committed for VOP, 38% had no prior felony charges, 44% had one or two prior felonies, and 19% had three or more prior felonies (Patino Lydia & Moore, 2015).

Chart 2.2: First Coast Girls' Commitment by Offense
2014-2015

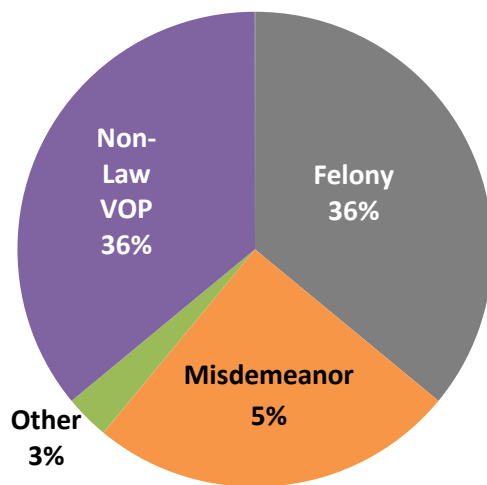
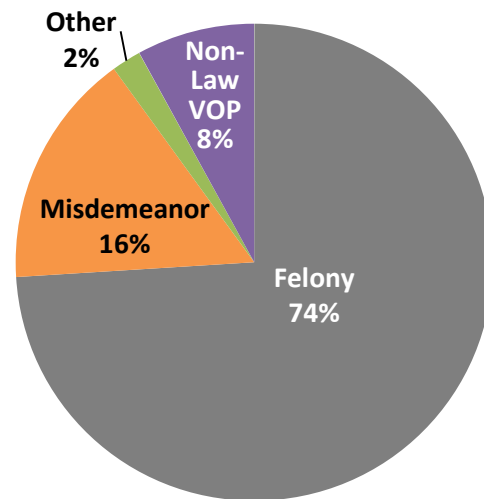


Chart 2.3: First Coast Boys' Commitment by Offense
2014-2015



Source: Florida Department of Juvenile Justice Delinquency Profile, 2015

Other offenses include county ordinance, aftercare violation, violation of probation new-law, violation of probation law enforcement, contempt of court, non-criminal infraction, prosecution previously deferred, and case transfer for disposition.

Table 2.5: First Coast and Statewide Girls and Boys Committed for VOP non-law

County	Girls 2011-2012	Boys 2011-2012	Girls 2014-2015	Boys 2014-2015
Duval	21%	6%	29%	6%
Clay	22%	22%	29%	32%
Nassau	100% ²	48%	80% ³	0%
St. Johns	0%	5%	0%	8%
Baker	0%	50%	0%	0%
Statewide	23%	10%	27%	11%

Source: Authors' analysis of Florida Department of Juvenile Justice Delinquency Profile, 2016

Ongoing Trends

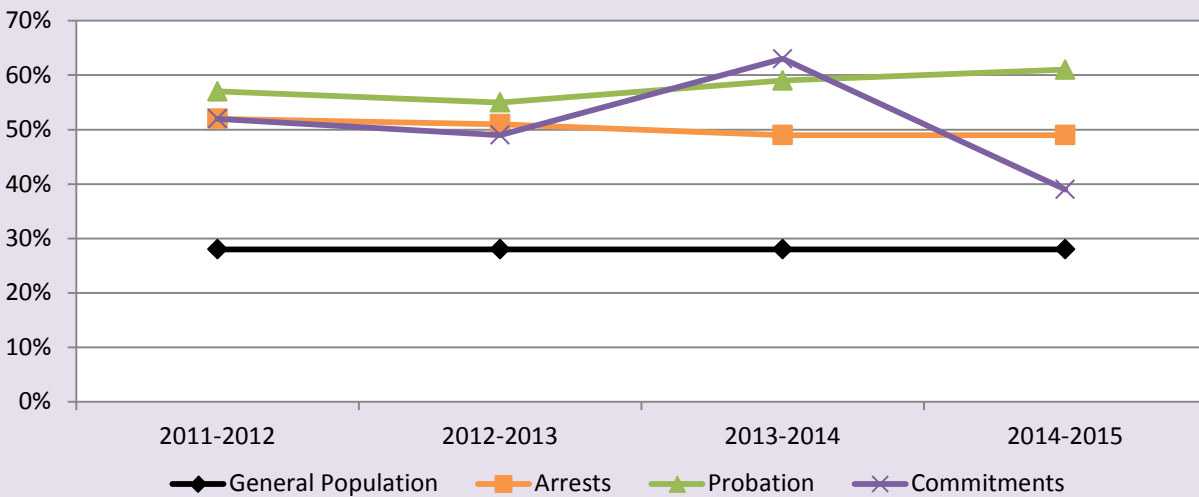
Over-Representation

Black girls continue to be over-represented at all points along the juvenile justice system continuum on the First Coast. Although Black girls accounted for 28% of the general population of girls ages 10-18 on the First Coast, in 2014-2015, they represented 49% of total girls arrested, 61% of girls on probation, and 39% of girls committed. On the First Coast, the proportion of committed girls who were Black in 2014-2015 experienced a sharp decline. Chart 2.4 shows how Black girls continue to be over-represented at all points along the juvenile justice continuum on the First Coast. However, in Duval County, the disparity/over-representation of Black girls is greater where Black girls made up 62% of arrests, 75% of probation, and 64% of commitments, despite Black girls representing 40% of the population of girls in Duval County (see Table 2.6). Statewide, Black girls made up 44% of arrests, 54% of probation, and 53% of commitments, despite Black girls only representing 21% of the girl population statewide.

² In 2011-2012, there was 1 girl committed for VOP in Nassau County.

³ In 2014-2015 there were 4 girls committed for VOP in Nassau County.

Chart 2.4: Over-Representation of First Coast Black Girls in the Juvenile Justice System



Source: Florida Department of Juvenile Justice Delinquency Profile, 2015

Table 2.6: Over-Representation of First Coast Black Girls in the Juvenile Justice System, by County 2014-2015

	General Population	Arrests	Probation	Commitments
Duval County	40%	62%	75%	64%
Clay County	13%	25%	15%	14%
Nassau County	8%	18%	23%	0%
St. Johns County	8%	25%	30%	50%
Baker County	12%	35%	45%	0%
First Coast Total	28%	49%	61%	39%

Source: Florida Department of Juvenile Justice Delinquency Profile, 2015

Delinquency in Schools

School-related arrests⁴ experienced a decrease similar to non-school related arrests over a three-year period. In 2014-2015, there were 597 school related arrests on the First Coast, which accounted for 19% of all juvenile arrests on the First Coast. Statewide, school-related arrests accounted for 23% of all arrests. Each county on the First Coast experienced a decrease in the

⁴ Please note that the delinquency in schools data are not available by gender; thus, these data are inclusive of both female and male students. These data also only include felony and misdemeanor offenses.

number of school-related arrests over a three-year period. The number of school arrests on the First Coast has decreased 20% since 2011-2012. This trend is similar to the decrease seen in the total number of non-school related juvenile arrests over a three-year period (22%). Baker County had the greatest decrease in school-related arrests (57%) during this time period. School-related arrests statewide have decreased 29% over a three-year period.

Utilization of Civil Citation

Civil citations continue to be underutilized for girls in Duval County. Civil citation is an alternative to judicial handling for youth who commit first time misdemeanor offenses. From December 2014- November 2015, 354 girls were eligible for a civil citation in Duval County, but only 78 girls received a civil citation (22%). Similarly, 25% of eligible boys received a civil citation during this time period. The utilization of civil citations for girls in Duval County *is less than half of the civil citations* issued to girls statewide (22% vs. 45%). The underutilization of civil citations for eligible girls in Duval County consistently has been problematic over the last few years.

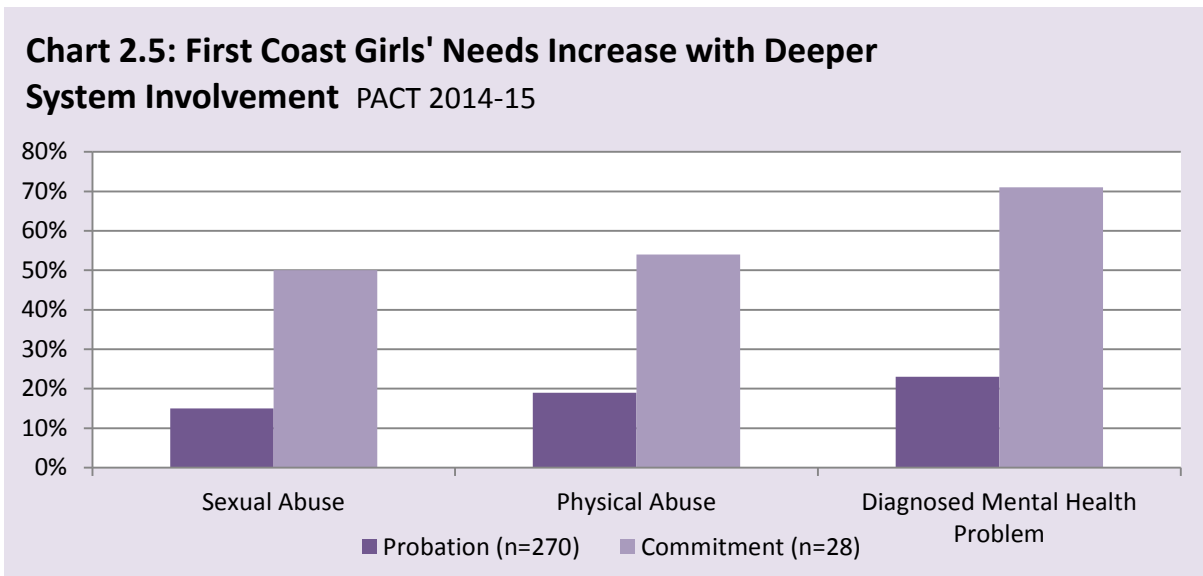
First Coast Girls' Needs

Documenting differences in the profile of needs by gender has helped to elucidate the level of interventions warranted to better meet the needs of both boys and girls entering the juvenile justice system. The latest data extracted from the Department of Juvenile Justice (DJJ) Positive Achievement Change Tool (PACT) helps to clarify how the risk and intervention needs of girls and boys shift as youth become deeper involved in the system. Such differences inform a range of responses to meet youth needs by gender: resource allocation, programming and/or pilots, staffing, training, data monitoring and evaluation.

The PACT profile of risks and needs for girls on the First Coast who are in the juvenile justice system continues to differ from boys'— and warrants gender-specific responses so that both boys and girls get their needs met. Girls involved in the juvenile justice system are less likely than boys to be enrolled in school at probation and on commitment. At both probation and commitment, First Coast girls' parents or household members have greater jail/prison histories than boys; this trend is also evident for First Coast girls compared to girls statewide. In 2011-2012, girls and boys on the First Coast had comparable high rates of witnessing violence and experiencing trauma. However, in 2014-2015, girls on the First Coast reported higher prevalence of witnessing violence than boys (93% vs. 75%) and girls statewide (93% vs. 82%). Over a three-year period, there have been fewer youth reporting experiences of trauma on the First Coast overall; however, First Coast girls are now reporting higher rates of trauma than boys on probation (24% vs. 14%) and commitment (43% vs. 18%).

Girls on the First Coast continue to report higher sexual and physical abuse than the statewide average. As reported in *Wake-Up Call*, girls on the First Coast reported higher rates of sexual and physical abuse than boys and statewide girls. This trend is persistent among First

Coast girls. In 2014-2015, of youth on probation on the First Coast, 1 in 7 girls compared to 1 in 20 boys reported sexual abuse; 1 in 5 girls compared to 1 in 10 boys reported physical abuse. Of youth committed, 1 in 2 girls compared to 1 in 25 boys reported sexual abuse; 1 in 2 girls compared to 1 in 6 boys reported physical abuse. First Coast girls who were committed in 2014-2015 reported experiencing greater rates of sexual and physical abuse than girls statewide (50% vs. 38% for sexual abuse; 54% vs. 40% for physical abuse). Further, girls on the First Coast report histories of sexual abuse, physical abuse, and mental health problems at a higher rate as they go deeper into the system from probation to commitment. At probation 1 in 7 girls reported a sexual abuse history rising to 1 in 2 girls at commitment. One in five girls reported a physical abuse history at probation compared to 1 in 2 girls at commitment. At probation 1 in 5 girls were diagnosed with a mental health problem rising to 3 in 4 girls at commitment.



Source: Authors' analysis of Florida Department of Juvenile Justice PACT Profile, 2015

Diagnosed mental health problems are greater among First Coast girls at commitment. At probation, diagnosed mental health problems were the same among First Coast girls and boys (23%). However, as First Coast girls moved deeper into the juvenile justice system their likelihood of having diagnosed mental health problems became greater than boys (71% vs. 38%) and statewide girls (71% vs. 57%).

Substance use continues to be high and increases as girls move deeper into the juvenile justice system. That is, 1 in 4 girls in high school reported using substances, but as girls enter the juvenile justice system, 1 in 2 girls on juvenile probation report using substances, rising to 9 in 10 girls in commitment. In the general community, 1 in 3 female high school students reported current alcohol use. This proportion is similar to the number of First Coast girls reporting an alcohol problem on probation and similar to boys on the First Coast, but lower than for girls statewide. Yet, the proportion of First Coast girls' reported alcohol problems are greater than boys at commitment, with 4 in 5 girls compared to 1 in 2 boys. Among youth on probation, drug use is similar between girls and boys on the First Coast, as well as girls statewide. However,

at commitment, First Coast girls reported greater drug problems than boys and statewide girls. Of girls committed on the First Coast, 9 in 10 reported a drug problem, compared to 8 in 10 boys and 8 in 10 girls statewide in commitment.

Table 2.7: Statewide and First Coast: Youth Needs by Gender at Probation⁵
2014-2015

	Statewide Girls	Statewide Boys	First Coast Girls	First Coast Boys
PACT Assessments	2,837	9,235	270	772
Not Enrolled in School	15%	14%	12%	7%
Dependency/CINS-FINS Petitions	25%	14%	20%	15%
Parent/Household Member Jail/Prison History	47%	42%	52%	45%
Parent w/ MH/Drug Problem	18%	16%	19%	11%
Placed Out of Home	21%	13%	15%	11%
Suspension History	82%	85%	78%	83%
Neglect	11%	7%	8%	6%
Physical Abuse History	19%	10%	19%	12%
Sexual Abuse History	18%	3%	15%	5%
Trauma ⁶	22%	12%	24%	14%
Witnessed Violence	59%	52%	64%	56%
Diagnosed Mental Health Problem ⁷	27%	19%	23%	23%
Self-Mutilation History ⁸	3%	1%	6%	0.4%
Suicide Attempted	5%	1%	4%	1%
Suicide Ideation	9%	8%	8%	7%
Somatic Problems ⁹	17%	11%	19%	11%
Drug Problem ¹⁰	58%	66%	52%	58%
Alcohol Problem ¹⁰	48%	36%	31%	28%

⁵ Preliminary PACT screen data for youth whose most serious placement in 2014-2015 was DJJ Probation

⁶ This is not a composite count of different types of trauma, but only the PACT question that specifies "trauma".

⁷ Diagnosed mental health problem such as schizophrenia, bipolar, mood, thought, personality, and adjustment disorders. Exclude conduct disorder, oppositional defiant disorder, substance abuse, and ADD/ADHD. Confirmed by a professional in the social service/healthcare field

⁸ Self mutilation are self-harming behaviors such as cutting and homemade tattoos.

⁹ Somatic problems involve having significant focus on physical symptoms, such as pain or fatigue, to the point that it causes major emotional distress and problems functioning.

¹⁰ This is a measure of any past use--whether that is a "problem" is open to question.

Table 2.8: Statewide and First Coast: Youth Needs by Gender at Commitment¹¹
2014-2015

	Statewide Girls	Statewide Boys	First Coast Girls ¹²	First Coast Boys
PACT Assessments	341	2,272	28	292
Not Enrolled in School	20%	20%	32%	13%
Dependency/CINS-FINS Petitions	31%	15%	32%	15%
Parent/Household Member Jail/Prison History	68%	60%	82%	68%
Parent w/ MH/Drug Problem	36%	30%	46%	28%
Placed Out of Home	33%	21%	36%	20%
Suspension History	85%	88%	61%	85%
Neglect	20%	11%	14%	9%
Physical Abuse History	40%	16%	54%	18%
Sexual Abuse History	38%	4%	50%	4%
Trauma ⁶	40%	19%	43%	18%
Witnessed Violence	82%	73%	93%	75%
Diagnosed Mental Health Problem ⁷	57%	33%	71%	38%
Self-Mutilation History ⁸	5%	1%	4%	1%
Suicide Attempted	6%	1%	4%	1%
Suicide Ideation	46%	33%	39%	35%
Somatic Problems ⁹	27%	18%	29%	27%
Drug Problem ¹⁰	84%	85%	93%	82%
Alcohol Problem ¹⁰	64%	54%	79%	47%

Source: Data extract provided by DJJ Research Department, January 2016

Girls' Risk Behaviors in the Community

The Youth Risk Behavior Survey (YRBS) (2013) found that high school students in Duval County (19%) reported experiencing higher incidences of bullying¹³ than in 2009 (16%). Females are more likely to experience bullying on school property and electronically. Females reported higher rates of physical dating violence and more incidences of physically forced sexual intercourse than boys. Reports of physical dating violence and physically forced sexual intercourse were higher among Hispanic females than Black and White females. High school female students in Duval County were more likely to feel sad or hopeless than males (35% vs. 22%) and seriously considered attempting suicide (21%) or made a plan about how they would

¹¹ Preliminary PACT screen data for youth whose most serious placement in 2014-2015 was DJJ Commitment

¹² There were no girls committed from Baker County.

¹³ YRBS defines bullying as a student being teased, hit, shoved or hurt by 1 or more students over and over again.

attempt suicide (17%). All three of these behaviors were higher among Hispanic and White females than Black females. Although sexual activity among high school youth in Duval County has declined 21% since 2009, teens in Duval County are having sex at younger ages and having sex with more partners than teens throughout Florida and nationally.

Lesbian, Gay, and Bisexual Youth (LGB)

Using the same Duval County Youth Risk Behavior Survey (2013), 9% of the 30,937 youth surveyed identified as lesbian, gay or bisexual and 4% reported that they were unsure of their sexual orientation. There was significantly more violence reported among LGB youth (72%) and unsure youth (66%) than their heterosexual peers (35%). The violence they experienced includes being teased because of perceived sexual orientation, being threatened or injured at school with a weapon, dating violence, being bullied (in person and/or electronically), and rape. There were higher incidences of being forced to have sex reported among LGB students (29%) and unsure students (33%) than heterosexual students (9%). Depression, suicidal ideation, suicidal planning, and suicidal attempts were reported at significantly higher rates among LGB and unsure youth than heterosexual youth. LGB youth (18%) and unsure youth (27%) were 2-3 times more likely than heterosexual youth (9%) to not attend school because they felt unsafe. As a result of missing school to avoid feeling unsafe, LGB youth are at greater risk for truancy violations and coming into contact with the juvenile justice system.

LGB youth are disproportionately represented in the juvenile justice system. Youth who identified as LGB or gender non-conforming accounted for 15% of youth detained nationally (Irvine, 2010). LGB and transgender (LGBT) youth are primarily charged with status offenses or other nonviolent crimes as a result of being rejected by their families, schools, and communities. This rejection leads to the youth running away, becoming homeless, trying to survive on the streets and cope with their situation. Organizational leaders seeking to reform the juvenile justice system, the Annie E. Casey Foundation, and National Council on Crime and Delinquency, have developed guides to ensure that the policies and practices in the juvenile justice system are taking into account the safety and well-being of LGBT youth. These practice guides are important in light of the sexual victimization that LGBT youth experience in residential facilities. Youth who identified as LGB or other¹⁴ reported higher youth-on-youth victimization in residential placements than heterosexual youth (10% vs. 2%) (Bureau of Justice Statistics, 2013).

Child Rape, Sexual Exploitation and Sex Trafficking

There has been growing attention to the lack of data regarding the prevalence of victims of commercial sexual exploitation of children (CSEC) across the State of Florida and by community. Although identification of the potential child victims of sex trafficking in Florida is improving, there are still concerns regarding the accuracy of the number of victims identified. To improve the identification of possible sexually exploited children, the Florida Department of Juvenile Justice (DJJ) and Department of Children and Families (DCF) developed and implemented a human trafficking screening tool statewide. DJJ performed a pilot of this

¹⁴ Youth identified as other sexual orientation.

screening tool over an 18-month period (July 2013-December 2014). There were 170 youth verified as human trafficking victims during the 18-month time period, representing 21% of CSE investigations (OPPAGA, 2015). Through the use of this human trafficking screening tool, there was approximately a 70% increase in the number of intakes to the hotline (1116) during the first 8 months of 2015 (post-pilot) compared to 656 intakes in 2014. The most common profile of the verified sex trafficking victims was an African American (55%) female (95%) that was 15 years or older (72%) who had at least one prior verified child maltreatment case (52%) and lived with at least one biological parent or adoptive parent (56%).

Between October 2014 and September 2015, there were 1,225 total reports of alleged human trafficking victims received to the Florida Abuse Hotline (DCF, 2015). This represents a 56% increase in the number of youth identified as potential human trafficking victims since 2011-2012. The reports of the alleged human trafficking victims include potential victims of commercial sexual exploitation (alleged perpetrator is a non-caregiver), sexual exploitation (alleged perpetrator is a caregiver) and labor trafficking. A snapshot of the most current outcome data from DCF reveals that 71 youth were identified as possible human trafficking victims on the First Coast from January to August 2015. Girls accounted for 75% of all the potential human trafficking victims (n=53). Four of the potential human trafficking victims' gender was unknown. On the First Coast, the youngest verified victim of human trafficking was 12 years old (see Chart 2.6). After an investigation was performed, 20% of the cases from Duval County, where the human trafficking tool was piloted, were verified¹⁵. No other counties on the First Coast had verified human trafficking victims. On the First Coast, 13% of the cases were not substantiated,¹⁶ and in 53% of the cases there was no indicator found.¹⁷ Table 2.9 and 2.10 provides a breakdown of the potential female victims by county and race along with the outcome of their investigation. None of the possible male victims or unknown gender victims were verified as a human trafficking victim. As the trends suggest, more and more youth are being identified as potential victims of sex trafficking, and the number of investigations continue to grow. Communities must be prepared to provide a continuum of services and interventions.

¹⁵ Verified-a preponderance of evidence results in a determination that the specific harm or threat of harm was the result of commercial sexual exploitation.

¹⁶ Not substantiated- there is credible evidence but it does not meet the standard of being a preponderance to support that the specific harm was the result of commercial sexual exploitation.

¹⁷ No indicator-there is no credible evidence to support the allegation of commercial sexual exploitation.

Table 2.9: First Coast Girls' Sex Trafficking by Race/Ethnicity

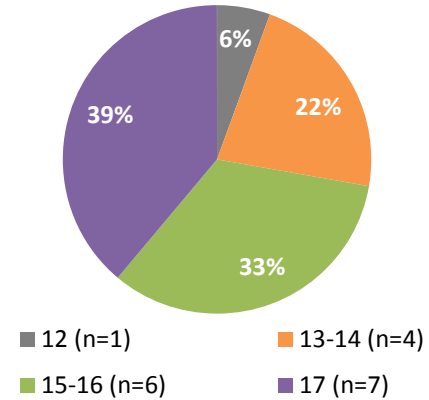
January-August 2015

County	Total #	Race/Ethnicity			
		Black	White	Multiple Races	Un-known Race
Duval	45	49%	47%	2%	2%
Clay	4	75%	25%	0%	0%
Nassau	0	0%	0%	0%	0%
Baker	1	0%	100%	0%	0%
St. Johns	3	0%	100%	0%	0%
Total	53	25%	54%	0%	0%

Source: Florida Department of Children and Families, Data extract, provided September 2015

Chart 2.6: Age Range of Potential Female Sex Trafficking Victims

of Verified or Non-Substantiated Cases on the First Coast, January-August 2015



Source: Authors' analysis of Florida Department of Children and Families, Data extract, provided September 2015

Table 2.10: First Coast Girls' Sex Trafficking Screening Outcomes

January-August 2015

County	#	Screening Outcomes			
		Verified	Not Substantiated	No Indicator	No outcome to date
Duval	45	20%	16%	49%	16%
Clay	4	0%	50%	50%	0%
Nassau	0	0%	0%	0%	0%
Baker	1	0%	0%	100%	0%
St. Johns	3	0%	0%	67%	33%
Total	53	4%	13%	53%	10%

Source: Florida Department of Children and Families, Data extract, provided September 2015

Call to Action

The Policy Center and local communities celebrate the significant shifts in reduction of commitment of girls. Florida is experiencing larger gains/improvements than national statistics in the trends that have negatively impacted girls, and the First Coast is experiencing larger gains than other areas both nationally and statewide. This marks a shift in a positive direction and at a faster rate of improvement than many other localities, offering greater impact on girls and young women in our community. Specifically, it means that fewer girls are being sent away from their communities, fewer girls are being detained, and that communities are implementing alternatives to incarceration as well as expanding services to meet needs.

Monitoring trends enable us to “see” what is shifting and discuss potential explanations. One particularly notable victory for girls in our community has been the significant reductions in commitments. Although reductions in arrests could partially account for this reduction in commitments, there is more to the story here, as the reductions in commitment are proportionally far greater than just the reduction in arrests, alone. There appears to be a relationship between reductions in commitment and relative increases in probation. This suggests that services may need to be expanded along this point on the continuum to prevent deeper system involvement. These types of services include mental health to address trauma, substance abuse treatment, family crisis, housing to address homelessness and runaway and care management and transition services.

The intersection of gender and race/ethnicity for girls’ trends show continued overrepresentation in arrest, probation, and commitment for Black girls. Attention to the issues, interventions (e.g., use of validated assessment tools, cultural competency training), and initiatives (e.g. Juvenile Detention Alternatives Initiative, Disproportionate Minority Contact Initiative (DMC), Jacksonville Children’s Commission) that can play a role in reducing racial/ethnic disparities is important to the evolving conversation about meeting the needs of girls.

In sum, we have achieved some important progress over the past three years for girls on the First Coast. The First Coast has an incredible opportunity to showcase to statewide and national audiences what it is doing to reverse its trends. We cannot, however, become complacent. We have a growing population of girls on probation in some communities, many of whom have unique needs that can and should be addressed to prevent re-involvement and escalation of involvement in the justice system. There are still girls being committed for technical violations of probation, many of whom would be better served in the short- and long-run via other mechanisms for intervention and support. And on the front end, civil citations are still woefully underutilized, thus preventing opportunities to be diverted from the justice system. There are also differences within the First Coast and beyond, based on individual counties and their level of resources. The differences in the profile of needs by gender warn that we need to be paying attention to education, children of incarcerated parents, and access to mental health care. To ensure that girls’ needs are met and that the juvenile justice system is not used as a service provider requires continuous community effort, brainstorming, and implementation of initiatives,

policy and practice shifts at every level. Together we can hold ourselves, the community, and systems accountable for creating alternatives to incarceration and access to community based interventions and supports that facilitate girls' growth and wellbeing.

Appendix:

The Juvenile Justice Continuum: Glossary of Terms

Arrest/Referral/Intake

Once a youth is arrested, they can either be formally charged or diverted. If a formal charge is issued, then youth undergo a detention hearing. Pending the outcome of the detention hearing, youth will either be released into a guardian's custody or placed in detention until the adjudicatory hearing. At the adjudicatory hearing, youth are either found not to have committed the offense and are released, or they are determined to have committed the offense and face a dispositional hearing. The dispositional hearing can have two primary outcomes: probation/supervision or residential commitment.

Disposition

The sanctions, conditions, and services imposed on a youth by the court.

Civil Citation

Rather than a formal, official arrest, a civil citation is issued, allowing youth to receive a comprehensive assessment and then have alternative (non-judicial) interventions designed to help ameliorate the referral problem. Civil citation is effective because it prevents youth from having an arrest record, specific pathways into the system can be addressed, service referrals can be provided, and case management can more effectively occur.

Detention

As previously mentioned, youth can be placed in detention prior to adjudication when less restrictive placements are not appropriate; youth pose a risk to public safety, their attendance in court cannot be guaranteed, or as the result of state mandates. The decision to place youth in detention includes current offenses, prior history, legal status, and any aggravating or mitigating factors. Detention services include secure detention, home detention, and electronic monitoring with secure detention being the most frequently used option.

Commitment

Commitment is the most severe disposition for juveniles. According to the Florida Department of Juvenile Justice, there are three levels of commitment in the state, and facilities vary by restrictiveness from non-secure to maximum risk. Ten facilities are designated for girls: 8 non-secure and 2 high and maximum risk. Forty-six facilities are designated for boys: 34 non-secure, 8 high-risk, 3 high and maximum risk, and 1 maximum risk.

Probation

Probation is the Florida Department of Juvenile Justice's primary form of community supervision. At the time of disposition, youth who are placed on probation by a judge are ordered to perform specific sanctions. These sanctions typically include community service work, adhering to a curfew, maintaining school attendance, and paying victim restitution. A court appointed Probation Officer monitors and supervises the youth on probation and determines when the sanctions are complete and the youth can be released from supervision.

Recidivism

According to the Florida Department of Juvenile Justice, recidivism is defined as any subsequent adjudication or conviction. Florida DJJ measures re-offending in five ways: (1) subsequent referral/arrest, (2) felony referral/arrest, (3) adjudication/conviction, (4) felony adjudication/conviction and subsequent sanctions (subsequent commitment to DJJ), and (5) sentencing to adult probation or prison.

Transfers

Arrested juvenile offenders may have their jurisdiction involuntarily transferred for disposition in the adult court system in three ways: direct filing of a bill of information by the state attorney, waiver of jurisdiction by a juvenile court judge, or indictment by a grand jury. Transfer to adult court processing does not necessarily result in a guilty verdict by the adult court. According to the Florida Department of Juvenile Justice, it is common for an adult court judge to sentence an offender to juvenile justice system sanctions.

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