



**EVALUATION OF THE  
DISPROPORTIONATE MINORITY  
CONFINEMENT (DMC) INITIATIVE**

**Florida Final Report**

**U. S. Department of Justice  
Office of Justice Programs  
Office of Juvenile Justice and  
Delinquency Prevention**

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## **EXECUTIVE SUMMARY**

## **EXECUTIVE SUMMARY**

The disproportionate minority confinement (DMC) mandate of the Juvenile Justice and Delinquency Prevention (JJDP) Act requires states to develop and implement strategies to address and reduce the overrepresentation of minority youth in secure facilities. In an effort to facilitate compliance with the mandate, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) sponsored demonstration projects in five pilot states. In Phase I of OJJDP's DMC Initiative, each pilot state assessed the extent of DMC in its juvenile justice system. In Phase II, each state designed and implemented strategies to address the disproportionate representation identified in Phase I. The Initiative also included a National Evaluation to document the lessons learned, identify key factors in the success of state and local efforts, and determine the efficacy of different interventions in reducing DMC. At the request of OJJDP, Caliber Associates, in conjunction with state representatives and Portland State University, conducted the National Evaluation, consisting of separate evaluations of each pilot state and one non-pilot state. This report presents findings from the evaluation of the Florida DMC demonstration project that began in October 1991 and concluded in February 1995.

## **METHODOLOGY**

Florida's DMC Initiative, focusing on the development and implementation of a pilot project in Hillsborough County, lent itself to a formative, or process, evaluation design. The evaluation consisted of qualitative analysis of state, county, and local project documents and interviews with key state, county, and local DMC stakeholders.

## **FLORIDA'S DMC INITIATIVE**

Florida's Phase I activities included a three-pronged research effort to examine racial bias in the juvenile justice system state-wide. The major findings of the analysis were that African American youth were over-represented at every stage of the juvenile justice process, beginning at intake, leading to disproportionate confinement. The Phase I research also found that the potential existed for differential treatment of minority youth by juvenile justice intake personnel and members of law enforcement. Hillsborough County was selected as the Phase II pilot site, primarily based on the severity of minority youth overrepresentation within the county's juvenile justice system and the manifest capacity and willingness of the county to address the issue.

Florida's Phase II intervention strategy focused on the initial decision point in juvenile justice processing, intake assessment. Reducing the disproportionate representation of minority juveniles at this early stage was expected to have effects on disproportionality that would ripple throughout the system. The design for the Minority Overrepresentation Initiative (MORI) in Hillsborough County included the following components: (1) development of a Core Group; (2) development of a Coalition of Service Providers; (3) development of a system for diverting non-serious, minority youth brought to the Juvenile Assessment Center; (4) provision of cultural sensitivity training for juvenile justice professionals; and (5) establishment of a civil citation program as an alternative to intake at the Juvenile Assessment Center. These plans were collaboratively developed by the Tampa-Hillsborough Urban League, Inc., the Agency for Community Treatment Services, Inc., the Children's Board of Hillsborough County, the Juvenile Assessment Center, and State and local Department of Human Resources staff.

All of the pilot project objectives, except for providing cultural sensitivity training, were accomplished during Phase II. The Florida DMC Initiative was an attempt to create a replicable model for a community-based program to reduce the high level of contact between minority youth and the juvenile justice system. Aspects of the project, including the Core Group, far exceeded expectations of interagency dialogue and efficiency. For example, in the course of Core Group meetings, involving members of the State's Attorneys' Office and other juvenile justice agencies, several procedures were streamlined, such as eliminating the need for police officers to bring the criminal report affidavit to the Clerk of the Court.

## **LESSONS LEARNED**

A primary objective of the DMC Initiative was to provide opportunities for the states and locales to learn from the pilot state experiences. The Florida DMC Initiative demonstrated the potential and the range of impacts possible with a strategy based on a wide spectrum of community involvement. The investment in rigorous data collection and structured problem definition helped the stakeholders to generate consensus that system changes were needed to address DMC. Educating stakeholders about alternatives to confinement available in the community persuaded them to develop a diversion program for minority youth already involved in the juvenile justice system. Allowing for local planning in the context of state and federal planning resulted in local processes and system reforms that continued after the completion of Phase II. Significant actors from the minority community and the juvenile justice system were

involved in addressing DMC; this group was able to work together to achieve system reforms to benefit minority youth. Understanding and respecting local power and influence structures was key to the implementation of the Phase II intervention. Each locality should strive to select DMC intervention strategies that respond to community and system needs.

## **FUTURE PLANS**

The real evidence of success for the Florida DMC Initiative is the extent to which DMC monitoring and interventions will continue into the future. At the state level, a full-time data analyst has been hired to continue to collect data about the characteristics and demographics of juveniles in the justice system. In addition, a state-wide DMC coordinator promotes DMC reduction in all Florida jurisdictions. The State Advisory Group (SAG), known as the Juvenile Justice and Delinquency Prevention Advisory Committee, which allocated \$400,000 each year on DMC projects during the demonstration period, recently approved five new DMC projects with a total annual budget of \$600,000.

## **I. INTRODUCTION**

## I. INTRODUCTION

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) sponsored, in five states, demonstration projects that were designed to address problems of Disproportionate Minority Confinement (DMC) within the juvenile justice system. This report presents findings from the evaluation of the Florida DMC project. This chapter presents relevant background information, an overview of the Florida demonstration project and the purpose and organization of the report.

### 1. BACKGROUND

Findings from a large body of literature suggest that disproportionate minority confinement occurs within many juvenile justice systems across the nation. Recent congressional legislation requires states to assess the extent of DMC in their juvenile justice systems and to develop and implement strategies to address DMC problems that are found. OJJDP's DMC Initiative seeks to assist states to comply with the mandate. The Initiative includes support for the development and implementation of DMC projects in five pilot states, including Florida. The DMC Initiative also calls for evaluation of pilot state projects to help OJJDP determine the best methods for assisting states to comply with the mandates as well as to suggest strategies and provide useful lessons to non-pilot states that are developing and implementing DMC projects of their own. The following paragraphs provide a summary of the DMC literature followed by a more detailed description of the OJJDP DMC Initiative.

#### 1.1 Summary of DMC Literature

Disproportionate minority confinement is defined by OJJDP as a ratio of "the share of the juvenile justice population that is minority relative to the share of the at-risk population that is minority." Since the late 1960s, scores of researchers have published studies assessing the extent to which DMC exists within the juvenile justice system. Approximately two thirds of all published studies found evidence of DMC (Pope and Feyerherm, 1992). One third of the studies, however, did not find evidence of DMC. Researchers note that inherent methodological difficulties contributed to the inconsistent findings. Another factor contributing to the inconsistent findings may be that most DMC studies were restricted to one stage in system processing (Bishop and Frazier, 1988). Such an approach, several authors contend, fails to measure the "cumulative disadvantage" to minority youth within a juvenile justice system. Although

race may have a small, statistically insignificant effect on decision-making at particular stages, race may still have a significant, cumulative effect on the juvenile justice system outcomes overall (Zatz, 1987).

Approximately one third of all DMC studies found an overall pattern of DMC while an equal proportion of studies found DMC only at particular points within the juvenile justice system (Pope and Feyerherm, 1992). Many researchers believe that DMC is most pronounced at the "front end" of the juvenile justice system, yet few DMC studies have focused on the front end (Conley, 1994). Measuring the racial bias that occurs when police officers decide which juveniles to question—or when citizens, social workers and school officials decide to alert authorities to delinquent behavior—is fraught with methodological challenges (Sampson, 1986).

Studies finding evidence of DMC typically ascribed its causes to either: (1) systematic racial bias against minority youth within the juvenile justice system; or (2) more serious and/or more frequent offenses being committed by minority youth. Both explanations were considered legitimate in the Federal DMC legislation which was developed, in large part, to answer the research findings summarized above.

## **1.2 OJJDP's DMC Initiative**

The 1988 amendments to the OJJDP Act included a requirement to states participating in the OJJDP Formula Grants Program to address the growing problem of the disproportionate of minority youth in secure facilities. The 1992 amendments to the JJDP Act included mandates requiring the states to assess the level of minority youth confinement in their juvenile justice system and to implement strategies to reduce disproportionate representation. To facilitate the state's ability to comply with the mandates of the JJDP Act, OJJDP established the Disproportionate Minority Confinement Initiative. Through a competitive process, OJJDP selected five states—Arizona, Florida, Iowa, Oregon, and North Carolina—to receive training, technical, and financial assistance.

The DMC Initiative was designed to include two 18-month phases. During Phase I, each of the five pilot states assessed the extent of disproportionate representation in its juvenile justice system and reported the findings to OJJDP. During Phase II, the pilot states designed strategies to address the disproportionate representation problems identified during their Phase I assessments.

Phase II included a National Evaluation of the DMC initiative. At OJJDP's request Caliber Associates designed and conducted the evaluation in collaboration with pilot state representatives and with the national technical assistance providers from Portland State University. The National Evaluation included separate evaluation reports on each pilot state and one non-pilot state.

To complement the pilot states, the National Evaluation eventually will include the State of Michigan, which developed and implemented a DMC plan without OJJDP support. The inclusion of Michigan, will provide a more robust picture of state efforts to reduce minority overrepresentation.

The objectives for the National Evaluation are to document the lessons learned and factors key to the success of state and local efforts, as well as to determine the efficacy of different types of interventions in reducing the degree of disproportionate representation. The evaluation findings will be incorporated with training and technical assistance manuals or other publications that OJJDP will disseminate to all states as a resource to assist states and localities in planning and implementing approaches to reduce disproportionate representation of minorities in the juvenile justice system.

## **2. FLORIDA DMC DEMONSTRATION PROJECT**

The Florida DMC activities, conducted under the OJJDP Special Emphasis Grant, included the Phase I research activities followed by the Phase II DMC intervention planning and implementation. To provide a context for the evaluation, the Florida Phase I and Phase II activities are summarized below.

### **2.1 Phase I Research**

Under Phase I of OJJDP's Disproportionate Minority Confinement Initiative, Florida's project team conducted a three-pronged research effort to examine racial bias in juvenile justice decision-making within their state. Florida's project team articulated the following primary objectives for the Phase I research efforts.<sup>1</sup>

- To describe the youth processed through Florida's juvenile justice system, by race and county

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<sup>1</sup> Florida Department of Health and Rehabilitative Services. (1993). The Minority Overrepresentation Initiative for Florida: Phase I Report. p. 10.

- Examine the decision by law enforcement officers to arrest or release youth with whom they come into contact, and the effect of the interaction of race.
- To learn how juvenile justice case managers' perception of the relative seriousness of the offense impacts their referral recommendations and the eventual distribution of disposition outcomes.

To meet the first objective, Florida's project team undertook a major quantitative analysis of juvenile data collected from three large public agencies, including the Florida Departments of Health and Rehabilitative Services, Labor, and Education. One of the key state-wide findings was that African American youth were referred to the juvenile justice system at rates disproportionately higher than those of other ethnic groups.<sup>2</sup>

To meet their second research objective, the Florida team developed a standardized survey which was completed for a sample of 497 juveniles based on information contained in formal police reports and other field reports used by law enforcement agencies in their decision-making. Researchers found that the youth's race did seem correlated with processing decisions at every stage. This influence was even more evident when examined in association with seriousness of offense, prior offenses, family structure, and urbanicity.

The third research objective was met through a mail survey of 258 delinquency intake workers and case managers. The survey showed that for referral categories, in general, females tended to give higher seriousness rating than did males. For many of the referral categories, the greatest divergence was found between African American males and African American females, with the latter often rating offense categories as significantly "more serious" than the former.

During Phase II, Florida's research team has been working to conduct a more rigorous trend analysis through the application of multivariate regression techniques. The research team is controlling for variables representing youth demographics, legal characteristics, family economic well-being and social context. The team began this effort by refining their combined database and updating the records.

## **2.2 Phase II Plans and Activities**

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<sup>2</sup> Ibid. p. iii.

Given the findings of their Phase I research, Florida's DMC project team elected to concentrate their Phase II efforts on the initial assessment decision point in juvenile justice processing. The research team theorized that reducing the disproportionate representation of minority juveniles at this early stage would have effects that would ripple throughout the system.

The project team selected Hillsborough County as the Phase II demonstration site. Local service providers and community representatives designed the intervention strategy basing it on effective and innovative programs already operating in the county.

The DMC Phase II plan was designed to achieve the following objectives:

- Establish a Core Group of community members to meet regularly to set the local agenda and identify community resources
- Provide diversion advocacy and planning for African American youth admitted to the Juvenile Assessment Center (JAC) in Hillsborough County
- Organize a coalition of existing service providers each with their own program capacity, dedicating slots to African American youth diverted from the justice system during assessment
- Establish a civil citation program for non-serious juvenile offenders
- Provide cultural competency training to staff in the juvenile justice system.

Florida's success in achieving these objective is discussed, in detail, in subsequent chapters of this report.

### **3. PURPOSE AND STRUCTURE OF THE EVALUATION REPORT**

The purpose of this document is to present Caliber Associates' evaluation findings on the DMC initiative in Florida. Chapter I provided an overview of the DMC literature, OJJDP's DMC initiative, and Florida's approach to addressing the DMC problem. Chapter II describes Caliber's objectives and methodology for conducting the evaluation. Chapter III presents evaluation findings from the Phase I research and the Phase II planning component of Florida's DMC initiative and Chapter IV presents evaluation findings on the Florida DMC Phase II project implementation. Finally, Chapter V summarizes the evaluation's conclusions and key lessons learned from Florida's experience which may be applicable to states that are developing their own

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DMC initiatives. Throughout the report, specific agencies or organizations are introduced by name and (in parentheses) by acronym; thereafter they are referred to only by acronym. To assist the reader, Appendix A provides an alphabetical list of organizations and their acronyms.

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- Bishop, D.M. and C. Frazier. "The Influence of Race in Juvenile Justice Processing" *Journal of Research in Crime and Delinquency* 25(3) 1988.
- Conley, D.J. "Adding Color to a Black and White Picture: Using Qualitative Data to Explain Racial Disproportionality in the Juvenile Justice System ." *Journal of Research in Crime and Delinquency* 31(2) 1994.
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## **II. METHODOLOGY**

## II. METHODOLOGY

While similar to evaluations of other DMC pilot sites, the evaluation of the Florida DMC Initiative also had some important differences. This chapter describes the purpose and scope of the evaluation, the data collection methods and sources, and how the data were analyzed.

### 1. EVALUATION DESIGN

OJJDP requested an evaluation of the DMC pilot project in Florida to help guide future efforts to reduce disproportionate minority confinement of juveniles nationwide. This evaluation supports OJJDP's National Evaluation objectives—to document lessons learned, identify factors facilitating or hindering success, and determine the efficacy of the chosen type of intervention.

While fulfilling the National Evaluation objectives, the evaluation design for the Florida DMC Initiative was also tailored to respond to the unique aspects of Florida's project. The Initiative in Florida differed from the other pilot states in its extensive involvement of a community-based coalition of juvenile justice service providers and stakeholders to plan and implement the DMC Initiative, in hopes of enabling the community to "own" the DMC issue while empowering the community to address it. The activities that took place to organize the Coalition of Service Providers also resulted in unintended benefits for both the juvenile justice system and Coalition members representing minority communities.

Involving stakeholders with potentially competing interests, however, can also slow a project. The Coalition in Hillsborough County used various organizing methods as members worked to stay focused and minimize internal conflict. Therefore, Florida's demonstration project offers invaluable lessons to other states and counties that similarly wish to apply DMC resources to community organizing and bridging gaps between traditional and non-traditional youth serving agencies.

To best capture the lessons learned from this Initiative, a "process evaluation" design was selected to develop a comprehensive account of what happened in Florida—and why. This descriptive, qualitative methodology was used to capture the critical elements of the processes of the Florida Initiative including to:

- Document the process of developing an intervention design for the pilot site
- Document the process of organizing the community coalition to understand, refine, and implement the intervention
- Identify the benefits and the draw backs of broad-based involvement by the community and the justice system
- Document project outcomes, both the attainment of project objectives (see Exhibit II-1) and unintended benefits.

In order to satisfy the National Evaluation objectives, the Florida DMC evaluation focuses on the interests of stakeholders and the lessons learned that can be transferred to other DMC sites.

## **2. DATA COLLECTION METHODS AND SOURCES**

Data collection for the evaluation was separated into two areas: (1) the state level—where the Florida Department of Juvenile Justice (DJJ) administered Phase I of the project<sup>3</sup> and then provided technical assistance to the local grantee during Phase II, and (2) Hillsborough County—where Phase II planning and implementation took place.

The foundation of the evaluation was the set of research questions to be addressed. The evaluation questions assisted in identifying the elements required, the data sources from which to obtain the data elements, and the most appropriate data collection methods. Florida evaluation questions were based on a model process for DMC Initiative planning that examines the connections between data gathering, problem identification, intervention planning, and implementation.

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<sup>3</sup> During Phase I, the Department of Juvenile Justice was created, when the State of Florida re-organized its Department of Health and Rehabilitative Services (HRS). DJJ became the lead state agency for the DMC Initiative.

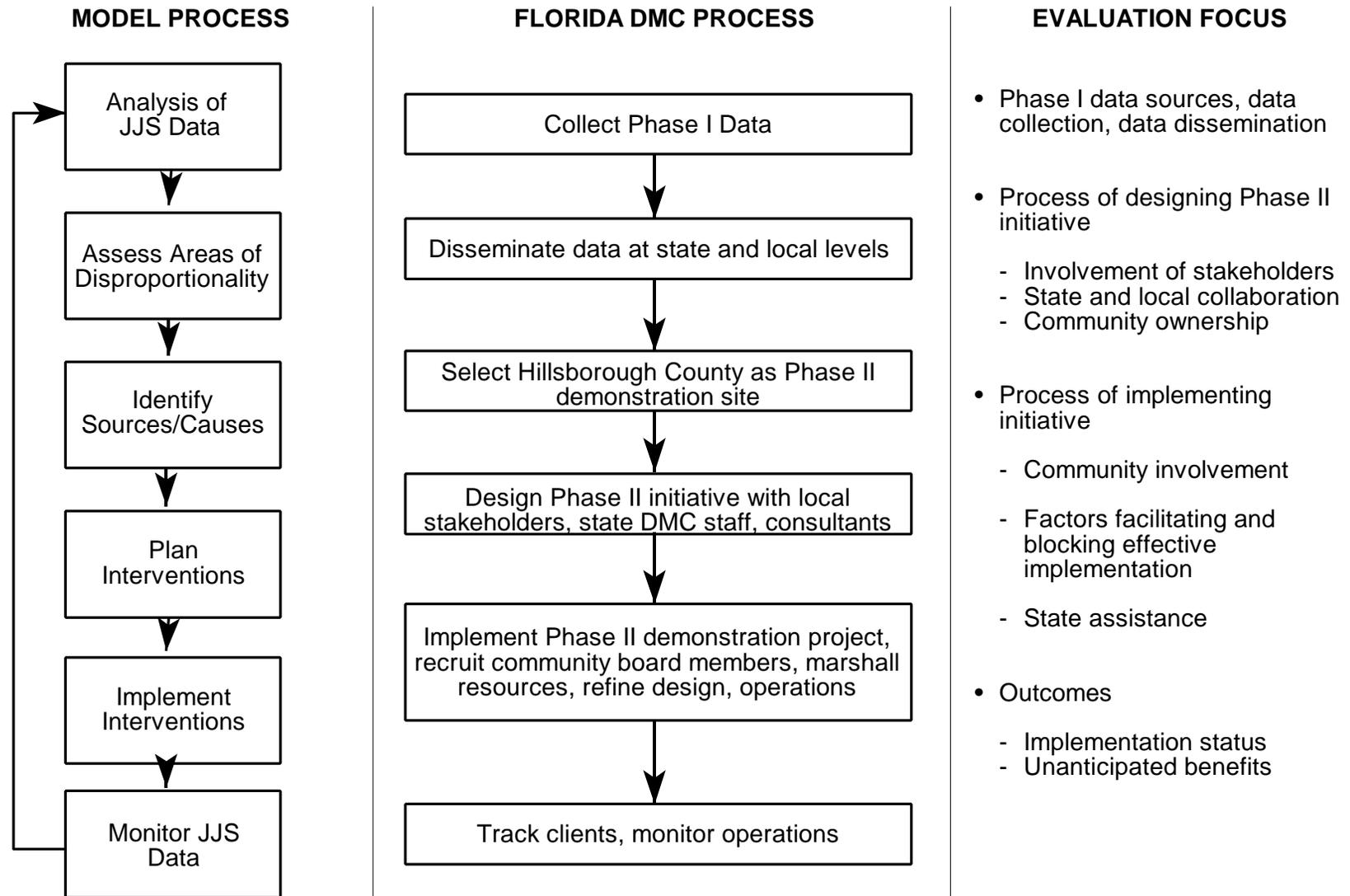
<b>EXHIBIT II-1 OBJECTIVES OF FLORIDA'S DMC INITIATIVE</b>	
<b>Phase I</b>	<b>Phase II</b>
<ul style="list-style-type: none"> <li>• Assess the extent of minority youth overrepresentation at each point in the juvenile justice system including law enforcement contact, case management recommendation, and judicial disposition</li> <li>• Build an information system that reports the status of juveniles by race in the education and juvenile justice systems</li> <li>• Report the results of Phase I research statewide and promote efforts to respond to the research.</li> </ul>	<ul style="list-style-type: none"> <li>• Establish a coalition of concerned citizens to identify community resources and advocate for systems change</li> <li>• Provide diversion advocacy for minority youth entering the system</li> <li>• Establish a civil citation alternative to divert non-serious youth away from the system</li> <li>• Train juvenile justice and law enforcement personnel to promote the diversion of minority youth.</li> </ul>

This model process was modified to allow for specific aspects of the Florida Initiative including the reliance on community-based planning and implementation (see Exhibit II-2). Using this model, process evaluators identified the following major evaluation questions for the Florida DMC Initiative:

- What were the sources of Phase I data, and how were they collected and disseminated?
- What was the process for designing the Phase II initiative, how were stakeholders involved, what was the extent of state and local collaboration, and what was the level of community ownership?
- What was the process for implementing the Initiative, how were community organizations involved, what factors facilitated or hindered effective implementation, and what was the role of the state agency?
- What were the outcomes of the first year, what is the implementation status of program components, and what unanticipated benefits occurred?

Methods for obtaining information to answer these questions on the state-level are described below followed by a description of how county-level information was collected.

## EXHIBIT II-2 EVALUATION FRAMEWORK FOR FLORIDA DMC PROJECT



## 2.1 State-Level Data Collection

Data sources for the state-level component included project documents and interviews with key DMC participants representing the Florida Department of Juvenile Justice and the Governor's Juvenile Justice and Delinquency Prevention Advisory Committee (the State Advisory Group or SAG). Documents reviewed during the evaluation included:

- Minority Overrepresentation Initiative for Florida: Phase I Report
- "Minority Overrepresentation Initiative for Florida: Phase II Continuation Application," January 29, 1993
- Florida's Minority Overrepresentation Initiative: Update , April 1993
- Minority Overrepresentation Initiative for Florida: Hillsborough County Report, August 1993
- Minority Overrepresentation Research Prospectus , July 1994.

These documents were used by the evaluation team to assess the Phase I state-wide data collection effort. The team also received documents from state-level sources pertaining to Phase II of the Initiative, including the contract for services between the Department of Juvenile Justice and Hillsborough County, and the Management Plan for Phase II activities. These documents were used to assess the planning of the Phase II project and helped the team to refine the state-level interview guide.

Two evaluators conducted on-site interviews with key state-level personnel from the Department of Juvenile Justice in March 1995. They interviewed the Chief of the Bureau of Research and Data, the State Juvenile Justice Specialist, the State DMC Specialist, and the Evaluator of the Pilot Project. These interviews collected information about research questions concerning Phase I and Phase II. The interviews were conducted using a semi-structured interview guide tailored for these individuals. A copy of the interview guide is presented in Appendix B.

## 2.2 Hillsborough County Data Collection

Data collection from sources in Hillsborough County took place at two times. First, in July 1994, telephone interviews were conducted with the newly hired project staff concerning the planning processes that were underway. These conversations

were supported by answers to written questions. The second period for data collection was March 1995, when two evaluators made a site visit to conduct interviews with project staff and members of the community coalition concerning the process of implementing the project. They interviewed the Project Director, the Training Specialist, and the Community Services Specialist. They also interviewed the Contract Manager from the Hillsborough County Children's Board, the Chairman of the Core Group, the District Manager for the Department of Juvenile Justice, and other Coalition members. Again, a semi-structured interview guide was used for these county-level interviews. The guide is presented in Appendix C.

Evaluators also observed a meeting of the Core Group during the site visit. Their observations helped provide a context for describing the process of community involvement in the project.

During the March 1995 site visit, evaluators also collected project documentation including the minutes from 22 meetings of the Core Group and its subcommittees, "A Blueprint for Action" and other documents describing and assessing the Hillsborough County juvenile justice system. These documents were used, together with the interview data, to construct a timeline for the process of planning, revising, and implementing the Phase II project.

### **3. DATA ANALYSES**

The types of analyses conducted were driven by the evaluation objectives. For both the state- and county-level components, project documents were analyzed in time-order sequence to reveal process dynamics, such as changes in program design or implementation plans.

To compare and summarize interview data, the evaluation team applied matrix analysis techniques. These techniques take advantage of the structure provided by the interview guides by recording responses from individual interviews into similarly structured matrices. The evaluator then compares interviewee responses horizontally—in the context of the interview—and vertically, among respondents. Comparison of data within a matrix structure develops a complete and accurate picture of project events as well as an assessment of what did and did not work.

Using this construct for evaluation analysis, the individual responses of various stakeholders were compared to build a critical description of the planning and

implementation process. The data relating to the Phase I information gathering and dissemination are presented in the following chapter along with an analysis of the Phase II planning process. Chapter IV discusses the implementation of Phase II based on a comparison of project documents and interview data. Chapter V discusses project outcomes and recommendations.

### **III. RESEARCH AND PLANNING FOR FLORIDA'S DMC INITIATIVE**

### **III. RESEARCH AND PLANNING FOR FLORIDA'S DMC INITIATIVE**

The Office of Juvenile Justice and Delinquency Prevention's (OJJDP) Disproportionate Minority Confinement (DMC) Initiative included two phases of activity: Phase I—researching the DMC problem and Phase II—implementing the DMC interventions. The purpose of this chapter is to describe that the Florida Phase I DMC research and the planning process preceded Florida's Phase II, DMC program implementation.

#### **1. THE STATUS OF MINORITIES IN FLORIDA'S JUVENILE JUSTICE SYSTEM**

During Phase I of OJJDP's DMC Initiative, Florida's project team conducted a three-pronged research effort to examine racial bias in juvenile justice decision-making within their state. The results of this research led to the selection of Hillsborough County as the site of Florida's DMC demonstration intervention and also indicated that the intervention strategy should focus on the juvenile justice intake processes. The following paragraphs provide an overview of Florida's Phase I research activities and a summary of their findings state-wide and for Hillsborough County.

##### **1.1 Phase I Research Activities and Findings**

Florida's DMC project team articulated the following primary objectives for its Phase I research efforts:

- Describe the youth processed through Florida's juvenile justice system, by race and county
- Examine the decision by law enforcement officers to arrest or release youth with whom they come into contact and the effect on the interaction of race
- Learn how juvenile justice case managers' perception of the relative seriousness of the offense impacts their referral recommendations and the eventual distribution of disposition outcomes.<sup>4</sup>

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<sup>4</sup> Florida Department of Health and Rehabilitative Services. (1993). The Minority Overrepresentative Initiative for Florida: Phase I Report. p.10.

To meet the first objective, Florida's DMC project team undertook a major quantitative analysis of data collected from three large public agencies: the Florida Departments of Health and Rehabilitative Services, Labor, and Education. The research team developed a database composed of approximately 62,000 records for individual youth, aged 10-17 years, who entered the juvenile justice system during a 16-month period (April 1991-August 1992), and cross-referenced the youth with their public school records (1.3 million children in Florida public schools). School records supplemented the delinquency-related data by identifying Hispanic youth (whose ethnicity was not uniquely identified in the other data sets) and providing information about school performance, behavior, and special academic needs. These data were further supplemented with county-level data from the 1990 Census. Exhibit III-1 presents a summary of the data collected from these sources for arrests by race during the study period.

<b>EXHIBIT III-1</b>					
<b>REFERRALS OF JUVENILES TO FLORIDA HRS BY RACE AND ETHNICITY*</b>					
	<b>Caucasian</b>	<b>African-American</b>	<b>Hispanic</b>	<b>Asian and Pacific Islander</b>	<b>Native American</b>
Number Referred	31,518	22,681	6,450	424	117
Percentage of Total	52%	37%	11%	1%	0.2%
Percentage referred by race	4%	8%	4%	2%	5%

\* April 1, 1991, to August 13, 1992

Using the database, Florida's DMC research team analyzed all cases with complete justice and demographic data. Their general state-wide findings are given below:

- State-wide, African American juveniles were referred to the justice system at rates disproportionately higher than those of other ethnic groups (excluding Native Americans, whose sample size was too small to yield significant results)
- Hispanic juveniles referred to the justice system generally received treatment equal to Caucasian youth; Asian-Pacific Islanders were generally under-represented

- African American juveniles were two to three times more likely to receive more serious actions from State's Attorneys, including filing petitions with the courts and petitions to transfer their cases to adult court
- African American juveniles received more serious dispositions from the court; the percentage of African Americans who were committed or transferred to adult court was two to three time higher than the percentage of Caucasians or Hispanics.<sup>5</sup>

These patterns of overrepresentation were also found after controlling for the seriousness of the offense and prior juvenile justice records.

The second major research objective was to find out if law enforcement officers are more or less likely to arrest or release a youth based on his or her race. To meet this objective the Florida team developed a standardized survey using police records for a sample of 491 juveniles who had contact with law enforcement officers. The sample design included comparable representation by race and locality. The agency survey asked for responses in the following categories:

- Demographic information about the juvenile encountered
- Reason police contact was made (i.e., the charge against the youth)
- Action taken by law enforcement.

The study found that Caucasian youth were most often released to their parents, while African American youth were released to their parents and taken to the HRS in equal proportions (see Exhibit III-2).

To meet the third research objective of examining the role played by Department of Health and Rehabilitative Services (HRS) case managers, Florida's research team conducted a mail survey of 258 delinquency intake workers and case managers. The survey asked respondents to provide their own ratings for the relative seriousness of the following offense and disposition categories:

- "Reason for referral" (49 categories)
- "Case disposition" (44 categories)
- "Case manager recommendation to State's Attorney" (5 categories).

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<sup>5</sup> Ibid. p. B-5.

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The survey also recorded demographic information about the respondent (e.g., age, race, gender, length of service). Based on 151 responses, researchers reported the following key findings:

**EXHIBIT III-2**  
**SUMMARY OF RESULTS OF LAW ENFORCEMENT CONTACT SURVEY:**  
**LAW ENFORCEMENT ACTION BY RACE OF JUVENILE**

Action	Caucasian		African American		Hispanic	
	N	%	N	%	N	%
No Action	49	16	21	15	10	29
Citation or Warning	32	10	17	12	1	3
Released to Custody of Parents	138	44	41	29	15	44
Released to HRS	65	20	42	30	6	18
Other (release to other agency, jail, no info.)	32	10	20	14	2	6
<b>TOTAL (N=491)</b>	<b>316</b>	<b>100</b>	<b>141</b>	<b>100</b>	<b>34</b>	<b>100</b>

- For referral categories in general, female case managers tended to give higher seriousness ratings than did males
- African American female case managers tended to rate referral categories more seriously than all others
- For many of the referral category analyses, the greatest divergence in seriousness ratings was found between African American males and African American females, with the latter often rating offense categories as significantly "more serious" than the former
- For disposition category ratings, differential ratings tended to be a function of race and length of service.<sup>6</sup>

The study concluded that "the difference of seriousness ratings by race for different categories of disposition might be taken to suggest that frontline workers perceive that certain disposition categories have more serious ramifications for some than for others."<sup>7</sup> In other words, there is a range of sensitivity among some case managers to the impact of a disposition on a youth; a feeling that certain referrals present an undue hardship to certain youth and families. To the extent that these judgements influence

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<sup>6</sup> Ibid. p. B-4.

<sup>7</sup> Ibid. p. B-5.

the ultimate referral and are based on the race of the youth, these differences in case managers' perceptions could be a contributing factor to higher rates of minority confinement.

In summary, the primary focus of Florida's Phase I research found that African American youth are more likely to receive more serious treatment at every stage of the juvenile justice process leading to disproportionate confinement. Supplemental research efforts included a survey of juvenile justice case managers in Florida to determine how their perceptions of "seriousness of offense" may influence intake and disposition decisions, finding that the potential for differential treatment did exist. In addition, Florida's research team worked to identify which factors contribute to the initial contact between law enforcement and youth and found that African American youth are much less likely to be released to their parents.

## **1.2 Follow-up Research on Hillsborough County**

Hillsborough County was selected as the most appropriate site for Florida's DMC demonstration. The selection was based on the severity of minority youth overrepresentation throughout the county's justice system, the advocacy of a State Advisory Group (SAG) member from Hillsborough County, as well as the existence of capacity and willingness of the community to address the issue. In response to the findings of the Phase I research, Florida's DMC project team elected to concentrate the Phase II efforts on the initial assessment decision point in juvenile justice processing. Reducing the disproportionate penetration of minority juveniles at this early stage would have effects that would ripple throughout the system.

Findings from Florida's Phase I research show that the odds in Hillsborough County of African American youth being involved in the juvenile justice system were the same or higher than those of the state as a whole at almost every decision point in the process. African American youth in the county were more than twice as likely as Caucasians to have an initial referral to the juvenile justice system (11 percent of Hillsborough County's 19,000 African Americans ages 10 through 17 were referred to the system during the 16-month study period of the Phase I research, compared to 5 percent of the Caucasian juvenile population). African American youth, who were 22 percent of the Phase I study population, were 39 percent of the youth referred to the system and 63 percent of the youth eventually committed. Once referred, African American youth were twice as likely to be detained. Of those not detained, a Caucasian youth would more often receive a "no petition" intake recommendation while

an African American would more often receive a "petition" recommendation. Statistics for Hispanics (15% of the study population) showed a pattern of referrals and dispositions very similar to those for Caucasians.<sup>8</sup>

According to Phase I researchers, the data show higher proportions for African American youth even when the seriousness of the offense and the youth's prior record are taken into account. Exhibit III-3 provides one example of this observation. The table shows that for youth with no prior referrals, charged with the same offense, Caucasian youth are significantly more likely to receive a recommendation not to be "petitioned" to court. The effect is even more pronounced for youth with prior records.

EXHIBIT III-3 ODDS RATIOS FOR A HILLSBOROUGH COUNTY JUVENILE CHARGED WITH A FELONY AGAINST PERSONS RECEIVING A "NO PETITION" RECOMMENDATION				
	Caucasian (N=145)		All Others (N=240)	
	%	Odds Ratio	%	Odds Ratio
No Prior Referrals	42%	15:36	31%	19:61
Prior Referrals	9%	8:86	2%	3:157

## 2. PLANNING FOR FLORIDA'S DMC PHASE II INITIATIVE

This section describes the process of drafting the application for the Phase II project and the resulting DMC Initiative design for Hillsborough County. The following paragraphs provide a description of the institutions represented in the planning process as well as a discussion of their interests and influence in designing the Phase II program. This section concludes with a description of the contract for services to the Florida HRS that resulted from the application.

### 2.1 Drafting the Application—State and Local Involvement

The Phase I research (discussed above) indicated that Hillsborough County had a significant DMC problem. This factor, as well as the advocacy by an influential SAG member from Hillsborough County and the County's capacity to serve as the demonstration site, led to the proposed selection of Hillsborough County as the Phase II demonstration site.

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<sup>8</sup> Florida Department of Health and Rehabilitative Services. (1993). Minority Overrepresentation Initiative for Florida: Hillsborough County Report.

The Hillsborough County SAG member was involved with the DMC issue both at the state-level, as chairman of the Minority Issues Subcommittee of the State Advisory Group, and locally, as a member of the Hillsborough County Juvenile Justice Work Group. He/she organized local stakeholders from the City of Tampa and Hillsborough County to apply for the DMC Phase II demonstration site funds. (The Work Group was in the process of examining current issues, such as DMC, in the county's justice system.)

Hillsborough County, but specifically its major urban center, Tampa, was well suited to serve as the Phase II demonstration site because local agencies had already developed a comprehensive set of unique institutions that served youth needs. Among them were the Children's Board of Hillsborough County, an independent government agency founded as a special taxing district to combine and coordinate funds for children's services. Another was the recently created Juvenile Assessment Center (JAC), a centralized receiving facility for youth taken into custody by law enforcement. The facility provided detoxification, emergency medical assistance, mental health and family needs assessment, case management, and temporary holding facilities, while allowing law enforcement officers to return to other duties more quickly.

In June 1993, a small group of representatives from these and other community and juvenile justice stakeholders in Tampa joined with staff members from the HRS and expert consultants (provided by the OJJDP) to draft the Hillsborough County application to the Florida SAG for DMC Phase II funds.

### **Hillsborough County Stakeholders**

The stakeholders involved in the DMC pilot project reported that the Hillsborough County juvenile justice and youth-serving community had been pursuing the issue of DMC and juvenile justice reform for several years. The Phase II grant application represented a specific avenue and source of funds to further address this problem.

The Juvenile Justice Work Group provided evidence of the local community's interest in DMC. Formed in 1992, the Work Group was created to facilitate communication among the 16 local committees, councils, task forces, and boards that deal with different aspects of juvenile justice. Representatives of these groups, including public agencies, such as the City of Tampa Police Department and HRS,

alongside community-based groups, such as the Tampa-Hillsborough Urban League, Inc., staffed the Work Group. After six months of research and subcommittee meetings involving over 100 persons, their first product, published in the Summer of 1993, was a report addressing gaps in services and problems with existing programs that deal with youth who violate criminal laws in Hillsborough County. The report identified 37 goals (each with four to six practical strategies) to improve the juvenile justice system through various tasks, including:

- Creation of a unified juvenile justice body with planning and oversight responsibilities
- Development of resources to empower parents and communities to help solve juvenile delinquency problems
- Commitment to a multi-faceted approach to reduce disproportionate confinement of African American males.<sup>9</sup>

The plan included these and many other specific recommendations to involve the community in the reworking of existing components into a true system for juvenile justice, examining and reallocating system resources where necessary.

The commitment and mobilization of the Juvenile Justice Work Group helped lead to Hillsborough County's application for DMC Phase II funds that also occurred in Summer 1993. The subcommittee that drafted the Work Group's objectives concerning minorities in the juvenile justice system included individuals who would draft the application for the DMC demonstration project: representatives of the University of South Florida, the Director of the Tampa-Hillsborough Urban League, the Tampa office of the HRS staff, and members of the Children's Board of Hillsborough County.

It is not clear how much of the Phase II program was designed by local stakeholders. The source of the project design and the role of local stakeholders in the application process is not merely an academic question, but is important because increased community involvement is a primary expectation of the project. It is also crucial as a means of achieving the other project outcomes since the design relies on significant volunteer (i.e., uncompensated) involvement of local government and non-profit agencies.

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<sup>9</sup> Juvenile Justice Work Group. (1993). "Hillsborough County Juvenile Justice: Recreating a system that is upside-down, confusing and broken." Children's Board of Hillsborough County, Tampa, FL.

In a June 1993 letter, the Acting Assistant Secretary for HRS informed the Director of the Children's Board that the agency hoped to select Hillsborough County as the Phase II demonstration site. The letter invited the Children's Board to participate in a meeting in Tampa with the HRS project team from Tallahassee and DMC consultants provided through OJJDP, where they would "complete the Phase II design." The letter also stated that the SAG was funding Phase II at an amount of \$77,000 for the program year, and it mentioned the possibility of the Children's Board providing a 100 percent local match. The letter also stated that the "HRS would administer the pilot project through a contract with the Children's Board. The development of the contract would be completed jointly by HRS and the Children's Board."<sup>10</sup>

### **June 1993 Planning Meeting**

The meeting between HRS, the Children's Board, and DMC consultants took place as planned. The head of Juvenile Justice Planning for the HRS attended. The State Juvenile Justice Specialist and Hillsborough Work Group, including minority community stakeholders, also attended the meeting.

The group agreed that the planning activities would have the following guiding principles:

- The program would be a collaboration between the SAG, HRS, and the Children's Board
- The program would involve the Tampa minority community in the solution to DMC
- The program would take advantage of certain under-utilized resources that were available, including the new Juvenile Assessment Center and a statutory diversion option called civil citation.

Civil citation was an option created by the Florida legislature that allows law enforcement officers to "sentence" a juvenile to a sanction of up to 40 hours of community service without taking the youth into custody (analogous to writing a ticket for a traffic violation).

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<sup>10</sup> Acting Assistant Secretary for Health and Rehabilitative Services (correspondence with the Director of the Children's Board of Hillsborough County), June 1993.

According to meeting participants, the first principle of the group was to create a program that would be a true collaboration between the SAG, HRS, and the Children's Board. A collaboration, as opposed to a more traditional contract for services, would make the Children's Board joint manager of the project rather than a service provider to HRS. Having local contract management, the planning group believed, would extend the potential for community planning (one of the principles of the Federal DMC Initiative) by means of easier access and familiarity between the project and the Children's Board.

The final contract, based on the application drafted by the group, however, did not develop the principle of collaboration. The Children's Board is named the "provider" rather than the "joint manager." Despite their designated title, the Children's Board, as co-funder of the project, expected to retain control over project aspects that were strictly local. Furthermore, these expectations were not resolved before the beginning of the project. The Children's Board application, in an appendix to the contract, describes the project as a "joint venture" between the Children's Board and the HRS.

A contract manager at the Children's Board cites this issue as a major weakness of the contract, one that hindered the project. HRS reportedly viewed the Children's Board more as a contractor and less as a partner. Meanwhile, the Children's Board remained in the background during the program year and did not insist on its role as an equal partner. The Children's Board could have provided more training and assistance to the project, especially to document outcomes, and also to use its influence to set up systems and relationships in the community.

Besides collaboration, the participants in the June planning meeting agreed that the project should foster the involvement of the minority community as much as possible. A Core Group of concerned citizens and minority groups and a Coalition of Service Providers among the minority communities was planned. These groups would guide the project to local problem areas that outside actors might not recognize, simultaneously increasing local ownership of the program and further empowering minority groups to address systemic change in the justice system.

The first evidence of community ownership was the inclusion of members of the Juvenile Justice Work Group in the program design and the selection of the Tampa-Hillsborough Urban League, Inc., as a subcontractor to the Children's Board to recruit

and support the Core Group. Furthermore, the Core Group was responsible for planning the implementation of the project components described in the contract, including choosing—given certain contract limits (such as deadlines and measurable outcome goals)—how to implement the strategies in the contract.

By many standards of grant contracts, the plan allowed for a high degree of community ownership. The issue of ownership was one of the continuing problems during the first year of the Initiative, however. The staff of the project, who were hired after the grant application was written, said that the lack of continuity between the application and the project itself put them at a disadvantage relative to the contract managers. Conversely, the HRS contract managers felt that there were times that the staff of the project lost sight of the original intent of the project design.

Following the June 1993 meeting, an application for Phase II funds was developed by the Children's Board with input from a group of Hillsborough County stakeholders: the Urban League, the Juvenile Assessment Center, the Sheriff's Office, the School Board, and the local office of HRS. The application incorporated all of the principles developed and documented during the planning process. The Florida HRS drafted a contract based on that application. The next section describes that contract.

## **2.2 The Phase II Contract**

This section describes the design of the Phase II program that was developed in the application and the subsequent contract between the Florida HRS and the Hillsborough County Children's Board. This initial design evolved during the program year through discussions by local stakeholders that included the delineation of program methods and other details. The second year contract has been changed to reflect these modifications.

The contract that went into effect on December 1, 1993, called for a program to "develop and document an effective approach for reducing the disproportionate number of minority youth processed by the juvenile justice system." It specifically stated:

The Children's Board will contract with the Greater Tampa Urban League to establish a coalition of concerned groups and citizens who will work to reduce the disproportionate number of African American youth in the county's juvenile justice system through (1) advocacy and systems change, (2) the development of alternative programs and services, and (3) training for juvenile justice and

related social service personnel. In addition, the Urban League will work with the Agency for Community Treatment Services to develop diversion plans and advocate for the diversion of minority youth.<sup>11</sup>

These services were intended to address the problem of disproportionate confinement on several different levels concurrently.

The contract established the following five objectives outlining this approach:

- Develop a coalition of concerned citizens and a core planning group
- Develop a system for diverting non-serious youth brought to the JAC
- Provide cultural sensitivity training for professionals in the system
- Establish a civil citation as an alternative to intake at the JAC
- Track the number of youth diverted.

Although these objectives constituted Florida's DMC Phase II agenda for the first program year, planning the methods to carry out these objectives led to the development of new targets and emphases of the program. The process of involving community stakeholders in program planning and implementation directly influenced this development.

### **3. SUMMARY OF THE DMC PHASE I PLANNING PROCESS**

The DMC Phase I research documented a pattern of disproportionate involvement of African American youth within Florida's juvenile justice system, at every stage of the juvenile justice process. Hillsborough County was selected as the site for Florida's DMC Phase II interventions due to the severity of overrepresentation throughout the county's justice system, the advocacy of a Hillsborough County SAG member, and the level of interest within the county in addressing the DMC issue.

During the same time period as the DMC Phase I research, a broad-based coalition of state, county and local organizations was working toward improving Hillsborough County's juvenile justice system. In fact, planning the DMC Phase II intervention coincided with another Hillsborough County Initiative—the Hillsborough County Juvenile Justice Work Group. This group published a report that addressed gaps in services and problems with existing juvenile justice programs. Subsequently,

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<sup>11</sup> Florida Department of Health and Rehabilitative Services, contract for services with the Children's Board of Hillsborough County: Minority Overrepresentation Initiative, 1993.

members of the Juvenile Justice Work Group provided leadership in developing Hillsborough County's application for DMC Phase II funds.

Representatives from the following organizations worked on the DMC Phase II plan: a Hillsborough County SAG representative, the Juvenile Justice Work Group (including the Tampa-Hillsborough Urban League, Inc., and the Agency for Community Treatment Services, Inc.), the Children's Board, the Juvenile Assessment Center staff, and local HRS representatives. The DMC Phase II plan included the following components:

- Develop a coalition of concerned citizens and a core planning group
- Develop a system for diverting non-serious youth brought to the JAC
- Provide cultural sensitivity training for professionals in the system

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- Establish a civil citation as an alternative to intake at the JAC
- Track the number of youth diverted.

Despite the guiding principles of community collaboration and representation, it is not clear how much of the Phase II program was designed by local stakeholders. Also, the lack of clear ownership at the local-level, as evidenced by the lack of continuity between the DMC Phase II application and Phase II project itself, was a persistent problem during the first year of the project and may have contributed to project staff losing sight of the original intent of the DMC intervention.

Chapter IV describes the process of implementing the DMC project during its first year of operation and the evolution of changes to the original design. Included in Chapter IV are discussions of such issues as local ownership, local collaboration and the extent to which these issues were impediments to the project's full implementation.

#### **IV. IMPLEMENTATION EXPERIENCE OF FLORIDA'S DMC INITIATIVE**

## **IV. IMPLEMENTATION EXPERIENCES OF FLORIDA'S DMC INITIATIVE**

This chapter describes the process of implementing Phase II of Florida's DMC Initiative named the Minority Overrepresentation Initiative (MORI). The chapter provides an overview of the Phase II design and implementation process and describes MORI staffing, the implementation of the five project objectives, and the assistance provided to the project by the Florida Department of Juvenile Justice contract managers.

### **1. PHASE II DESIGN AND IMPLEMENTATION OVERVIEW**

The purpose of this section is to provide a context for understanding the Florida DMC Phase II implementation experiences. The section begins with an overview of the DMC Phase II initiative design. A summary of the implementation timeline and project milestones is then presented.

#### **1.1 Overview of the Florida DMC Phase II Design**

As previously described, Florida's Department of Human and Rehabilitative Services provided oversight to the collaboration among Hillsborough County organizations to develop the DMC Phase II design. Participants included the Juvenile Justice Work Group (including the Tampa-Hillsborough Urban League, Inc., the Agency for Community Treatment Services, Inc., and others), the Children's Board of Hillsborough County and Hillsborough County SAG representatives. Together these agencies designed a program that focused on the initial contact of youth taken into custody by the juvenile justice system. The Phase I analysis shows that significant disparities by race occur in the early stages of the system.<sup>12</sup>

The Florida DMC Phase II intervention design for Hillsborough County called for:

- Establishing a Core Group of community members and juvenile justice professionals to set the local agenda and identify community resources

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<sup>12</sup> Children's Board of Hillsborough County/Florida Department of Health and Rehabilitative Services. (1993). "Management Plan" p. 2.

- Organizing a coalition of existing service providers, each with their own program capacity, to dedicate slots to minority youth diverted from the justice system during assessment
- Establishing a civil citation program for non-serious juvenile offenders
- Providing diversion advocacy for minority youth charged with serious crimes and admitted to the Juvenile Assessment Center in Hillsborough County
- Training juvenile justice and related social service personnel to promote the diversion of minority youth.

The DMC Phase II intervention was designed to use elements that were already in place, some of which, such as the Juvenile Assessment Center, were innovative in their own right. As a community-based design, it utilized the experience of providers who functioned effectively in Hillsborough County by relying on the basic structure of services as they were.

The various elements of the Phase II design had three areas of emphasis. The first emphasis was on more effectively matching minority youth—even those who have been arrested for serious crimes—with community services at the earliest possible stage based on intake assessment of risk. Using early referrals to community service providers, it was planned that each young person might learn to cope in the community without becoming more deeply involved with the juvenile justice system.

The second emphasis was on involving the minority community in the solution to the problem of minority youth confinement. The Core Group of community representatives was to reach out to include non-traditional institutions within the Coalition of Service Providers such as churches and spiritually based treatment programs and an association of African American mental health clinicians. Hillsborough's grass-roots planners believed that community service sentences should be performed in the service of the youth's own community. If these hours were supervised by neighborhood institutions, the neighborhood would become involved in the treatment of the youth while the youth became involved in the neighborhood. Institutions that provided "structured time" would also be partly responsible for the rest of the youth's treatment. The Phase II design also called for Volunteer Monitors who would be recruited from the community to supervise the youth as they performed community service. These monitors would be the source of community feedback to the professionals in the juvenile justice system as they reported back on the progress of their client's treatment plans.

The third emphasis was on raising the level of awareness among juvenile justice professionals of the racial differentials in the system. Formal training was planned for juvenile justice professionals as part of the DMC Initiative (HRS and court personnel would receive cultural awareness training while service providers would undergo cultural competency certification and remediation). At the same time, the Initiative also planned to increase the exposure of case managers to community-based alternative treatment programs. For example, part of the diversion advocates's job was to alert HRS case workers to the capacity and availability of little-used, minority-run treatment programs.

These three areas of emphasis—more effective diversion and treatment, increased involvement of the minority community and increased cultural awareness of professionals in the system—formed the foundation of the Florida DMC Phase II design. The extent to which these guiding principles and the specific DMC Initiative components were realized is discussed in subsequent sections of this report.

## **1.2 Overview of the DMC Phase II Implementation Timeline and Milestones**

The implementation of the Florida DMC Phase II Initiative began with the selection of Hillsborough County as the demonstration site in September 1993. The Year 1 implementation timeline is depicted in Exhibit IV-1 and briefly summarized below.

The DMC Phase II project officially began in January 1994 with the contract between HRS and the Hillsborough County Children's Board and the hiring of a MORI Project Director. Between January and April 1994, project activities focused on refining the implementation plan and enlisting community support and participation.

Additional project staff were hired in May and June 1994, months that also marked the official beginning of the project activities including the first Core Group meeting, the first Task Force meeting, and the beginning of the project services.

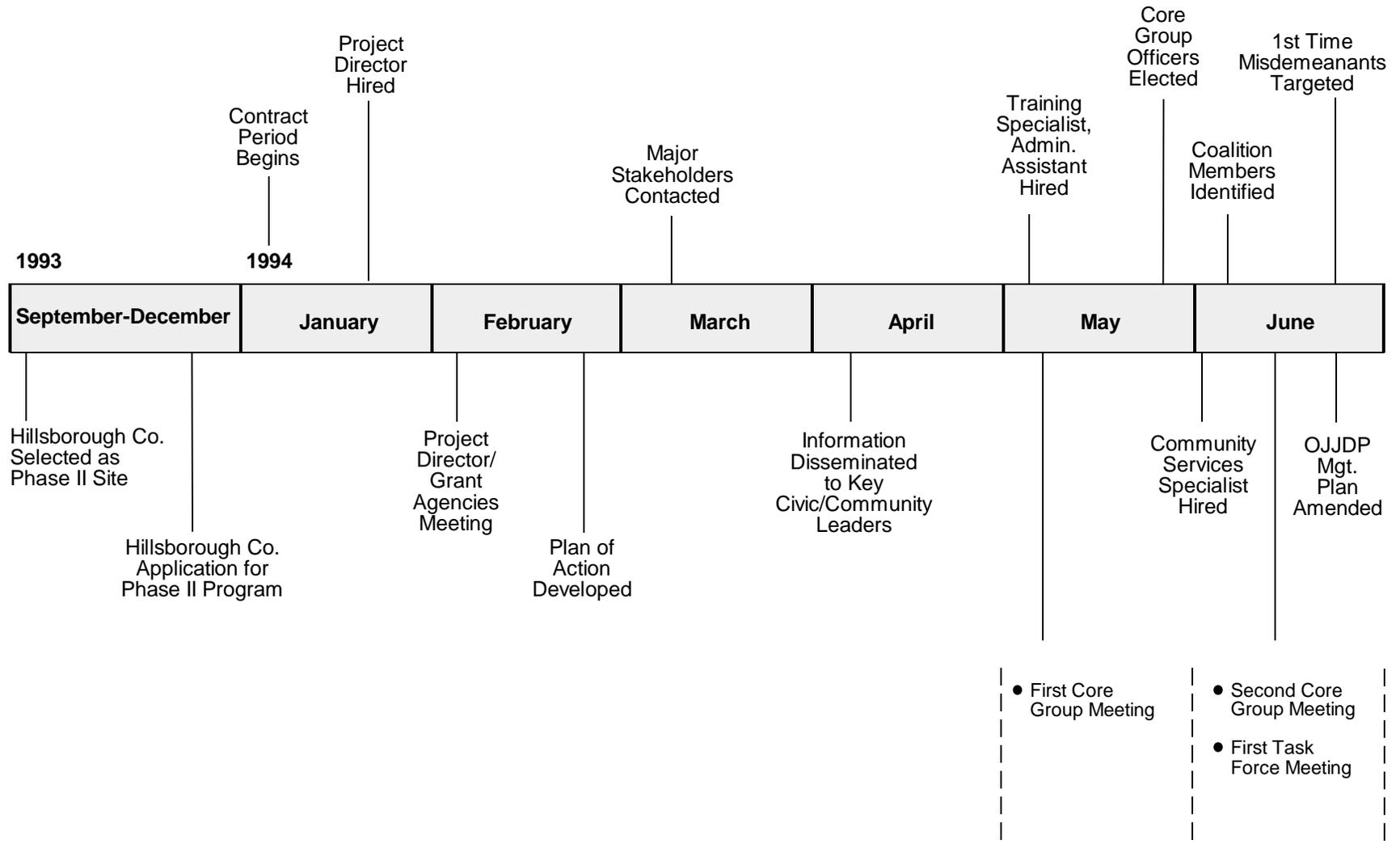
In July 1994, three major milestones occurred. The civil citation program component was created. The project shifted its focus for services from African American to all minority youth, and the first meeting of the Coalition of Service Providers was held. August 1994 brought additional progress, including the completion of six assessments for Coalition organizations and the first Core Group/Coalition meeting.

## TABLE OF CONTENTS (Continued)

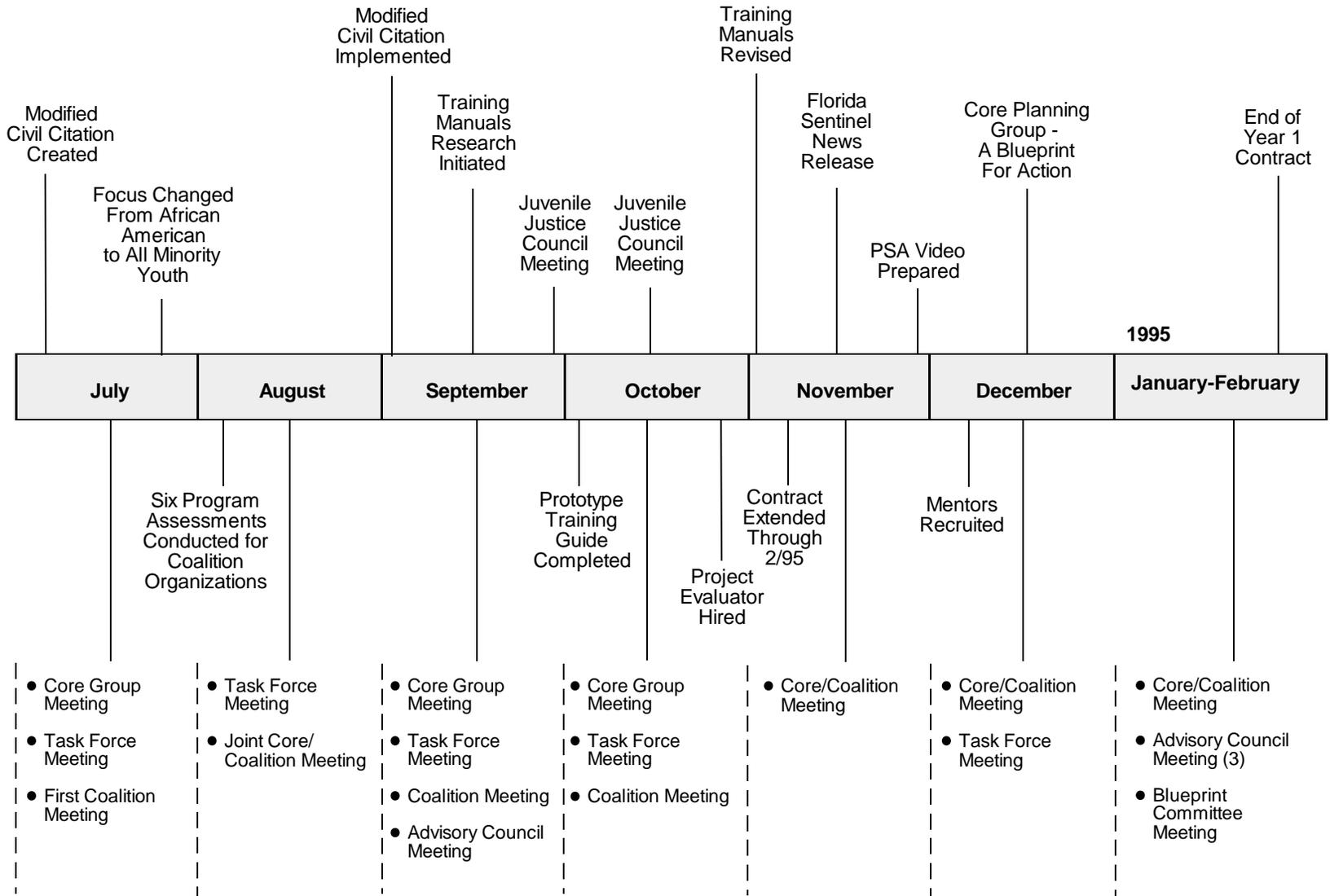
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During Fall 1994, the remainder of the MORI project components were implemented including the development of training manuals and training guides. The Core Group, Task Force, and Core/Coalition meetings continued.

**EXHIBIT IV-1  
FLORIDIA DMC INITIATIVE — IMPLEMENTATION TIMETABLE**



**EXHIBIT IV-1 (Continued)  
FLORIDIA DMC INITIATIVE — IMPLEMENTATION TIMETABLE**



Also between Fall 1994 and Winter 1995, the Florida DMC Phase II contract between HRS and the Children's Board was extended to February 1995. Publicity for the project was also generated in this time period through news announcements. The Core Planning Group's "A Blueprint for Action" was provided in December 1994.

In summary, with the completion of the contract between the Children's Board of Hillsborough County and the Florida Department of Health and Rehabilitative Services, the implementation of Phase II of the Florida DMC Project began. The process of implementing the Initiative continued throughout the year as the Core Group and the MORI staff worked to refine and begin operation of five initiative objectives. Over the course of the year the program design evolved and developed due to the development of community leaders and juvenile justice professionals in Hillsborough County. The program expanded to include reforms of the existing juvenile justice system that were thought to be beyond the original scope of the project.

Project successes were made possible by the level of involvement among juvenile justice stakeholders in the community. The MORI project held dozens of meetings of members such as the Core Group, the Diversion Working Group, and the Coalition of Services Providers. These meetings involved participation by representatives of public agencies and private and non-profit groups, including the Urban League, the Children's Board, and churches. The MORI project did not mobilize the community—interest in DMC already existed—but it gave shape to the potential energies of the community and provided an environment to actualize these resources.

## **2. FLORIDA DMC PHASE II PROJECT ORGANIZATION AND STAFFING<sup>13</sup>**

The Florida DMC Phase II project includes a complex interagency organization with staff responsibilities spread across two Tampa agencies. An organizational and functional chart is presented in Exhibit IV-2. The following paragraphs describe the project's organization and staffing, followed by a status report of the project staff.

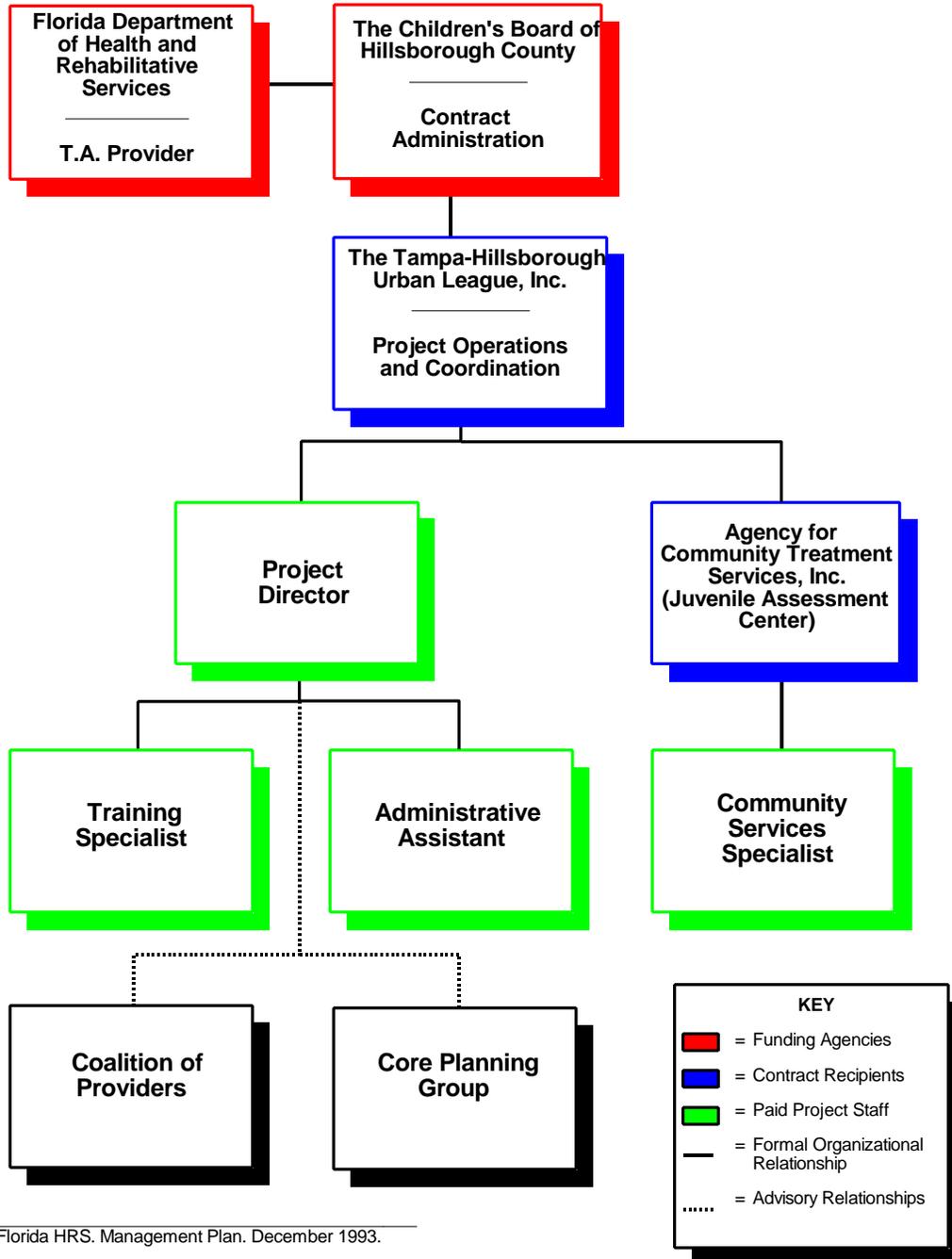
### **2.1 Project Organization and Staffing**

The **Florida Department of Health and Rehabilitative Services** is the OJJDP grant recipient for the Phase I and Phase II DMC funds. Florida HRS provides the

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<sup>13</sup> Information reported in this section was obtained from the evaluation interviews as well as from HRS project documents, most prominently: Children's Board of Hillsborough County/Florida Department of Human Rehabilitative Services "Management Plan." (1993).

**EXHIBIT IV-2  
FLORIDA DMC PHASE II INITIATIVE  
PROJECT ORGANIZATION AND FUNCTION CHART**



<sup>1</sup>SOURCE: Florida HRS. Management Plan. December 1993.

Phase II DMC Federal funds to Hillsborough County and is responsible for providing technical assistance to the project.

**The Children's Board of Hillsborough County**, as previously mentioned, is an independent public agency established by the Florida legislature, the Board of Commissioners in Hillsborough County, and Hillsborough County voters in 1988. The purpose of the Children's Board is to plan, fund, facilitate, coordinate, and evaluate the county's children's services. For the DMC Phase II project, the Children's Board is providing funds, equally matched to HRS, and administering the contract with the Urban League.

**The Tampa-Hillsborough Urban League, Inc.**, is a non-project agency that provides programs and services in the areas of education, employment and training, youth development, and family and community support. For the Phase II project, the Urban League has overall responsibility for project operations including:

- Hiring, training, and managing three project staff including the Project Director, Training Specialist, and Administrative Assistant
- Establishing a Coalition of Service Providers who will provide diversion and other project services to minority youth
- Establishing a Core Group of community representatives to guide the project
- Administering a subcontract with the Agency for Community Treatment Services, Inc.

The staff hired by the Urban League and their responsibilities include the following:

- **Project Director** is responsible for administration and coordination of the Phase II project
- **Training Specialist** is responsible for assessing the training needs as well as developing and conducting cultural competency training throughout Hillsborough County
- **Administrative Assistant** is responsible for providing clerical support to the Phase II Project.

The **Coalition of Service Providers** is the group of community agencies who will receive referrals from the Juvenile Assessment Center and provide services to

these minority youth. They will meet monthly with the Project Director. The **Core Group** is a group of Hillsborough County residents who will assist the Project Director by meeting monthly and functioning in an advisory capacity.

The **Agency for Community Treatment Services, Inc.**, operates the **Juvenile Assessment Center (JAC)**, and through a sub-contract with the Tampa-Hillsborough Urban League, Inc., will hire the following staff person and provide the following staff:

- **Community Services Specialist** reports to the director of JAC and is responsible for creating diversion plans for minority youth at JAC, as part of the DMC Phase II project
- JAC Systems Analyst will provide monthly JAC information on minority youth who pass through the center.

In addition, the Agency for Community Treatment Services, Inc., is responsible for minority youth advocacy.

## **2.2 Status of Project Staff Hiring**

As stated above, funds to hire four project staff were included in the terms of the Phase II contract. The Urban League filled three of these positions: the Project Director (hired in January 1994), the Training Specialist (May 1994) and the Administrative Assistant (May 1994). In addition, the Agency for Community Treatment Services, Inc. hired the Community Services Specialist in June 1994.

Each of the staff positions was filled by local residents, known in the minority communities. The Project Director is a former school principal who has experience in community organizing. The Training Specialist is a former parole officer familiar with the local justice system. The Community Services Specialist has been working at the Juvenile Assessment Center and has worked with the full range of available youth services.

MORI staff mentioned two aspects of the staffing process that contributed to weaknesses in the project. One was the lack of continuity between the Phase II application process and the project itself. None of the people who worked on the Phase II application were on the MORI staff. Once the MORI staff were hired they became largely independent from the Urban League, losing that opportunity to carry over knowledge from the application process. Consequently, the staff of the project

had a vague grasp of the original intent of the project designers that put them at a disadvantage when responding to DJJ contract managers. The other problem with staffing was that the positions were not filled when the project period began (the Community Services Specialist was hired during the fifth month) which had the effect of shortening project deadlines.

### **3. PHASE II PROJECT IMPLEMENTATION**

As previously stated, the Florida DMC Phase II intervention design included five components:

- Core Planning Group
- Coalition of Service Providers
- Civil Citation Program
- Assessment and Diversion System
- Cultural Competency Training.

The following paragraphs describe in more detail each of these components. Each of the five project components is discussed including what was planned, how the plan was modified and how the objective was implemented.

#### **3.1 Core Planning Group**

The Phase II plan and contract calls for a Core Planning Group to be recruited and convened by the Project Director to set policy and recruit organizations for the Coalition of Service Providers. By design, Group members are representative of the community at-large, the minority community, private and governmental service providers, law enforcement, and the justice system. Therefore, in their discussions and planning, the Core Group members were required to weigh diverse political and other interests held by members of the Group. Even though this group brought together potentially competing views and interests, by structuring the planning process to allow for consensus decision-making, the Group was able to make progress through compromise.

As planned, the Core Group reflects the on-going, community-based nature of the DMC Phase II initiative. According to the management plan, "the search for solutions will begin with a strong and influential group of concerned citizens." The Group was intended to coordinate the planning and implementation of efforts to reduce DMC through:

- Advocacy for minority juveniles and reforming the juvenile justice system
- Development of alternative services to treat juveniles for mental health, family, and other problems that lead to delinquency
- Training for juvenile justice personnel.

In addition to these project objectives, the Core Group also, according to the plan, has responsibility for the planning and implementation of the project with assistance from the full time project staff. Among the project responsibilities of the Core Group found in the management plan are:

- Reach consensus on the primary issues to be addressed
- Develop a plan for involving the minority community in resolving the DMC problem
- Build community interest in action by involving key neighborhood leaders and utilizing the media
- Reach a consensus on goals and methods with a Coalition of Service Providers and develop "A Blueprint for Action"
- Implement the plan and evaluate progress.

This aspect of the Florida DMC Phase II project was successfully implemented. The Project Director successfully recruited a wide range of members for the Core Group that represented key decision makers in the juvenile justice system, as well as leaders from minority neighborhoods. A list of Core Planning Group members is presented in Exhibit IV-3. In fact, project observers rated the members of the Core Group and their level of commitment to DMC reduction as the greatest resource of the project. Florida DJJ staff said that they learned the value of achieving a "broad spectrum" of involvement on the community board. The Project Director said that the accomplishments of the Initiative could not have occurred without the involvement of key justice system individuals, such as the Hillsborough County State's Attorney.

These same observers also commented that the Phase I research results were very valuable in organizing the Core Group. All of the stakeholders arrived at the first meeting with their individual understanding of the status and causes of DMC, but the detailed research on the local-level illustrating the extent of the discrepancy by race at

each decision point helped to break through resistance and denial. DJJ staff said that the results themselves were important, but that finding a way to present them to the Core Group audience without accusation was equally important. DJJ staff used the research findings to demonstrate that the local justice system decision-making was resulting in DMC and that each component of the system had room to improve. Law enforcement, case management, treatment services, prosecutors, and the courts were informed that they were all part of a system that was treating minority juveniles more harshly than Caucasian juveniles for the same offenses.

<b>EXHIBIT IV-3 MEMBERS OF THE CORE PLANNING GROUP</b>	
<p><b>Juvenile Justice</b>            Staff of State's Attorneys' Office (including the State's Attorney for Hillsborough County)            Public Defender's Office            Mediation and Diversion Services            Juvenile Arbitration            Bay Area Youth Services            Department of Corrections            Tampa Police Department            Hillsborough County Sheriff's Office            Tampa Marine Institute (Boot Camp)</p>	<p><b>Community-Based Service Providers</b>            Prison Crusade            Shared Service Network            THAP            HOPE            COACH            PAL            NU Alliance            WISP Mental Health Center            African American Association Mental Health Program            Lee Davis Neighborhood Service Center            Community Action and Planning            The Children's Home Inc.            Boys and Girls Club            Men II Boys</p>
<p><b>Civic</b>            City of Tampa            City of Tampa Recreation            Tampa Community Relations            Hillsborough County Parks and Recreation</p>	<p><b>Churches</b>            Blessed Hope Ministries            United Methodist Church            34th Street Church of God            True Faith Inspirational Baptist Church            Everyday Faith</p>
<p><b>Education and Juvenile Services</b>            Hillsborough County Schools (including the Superintendent of Schools)            Department of Health and Rehabilitative Services            Agency for Community Treatment Services, Inc.</p>	<p><b>Community Groups</b>            Children's Board of Hillsborough County            The Tampa-Hillsborough Urban League, Inc.</p>
<p><b>Universities and Research Institutions</b>            University of South Florida            Florida Mental Health Institute            Hillsborough Community College</p>	<p><b>Individuals</b>            Concerned parents            Young adults</p>

The Core Group was able to achieve the management plan objectives during the first year. Members of the Group participated in over twenty formal meetings over a nine month period beginning May 23, 1994. They developed "A Blueprint for Action"

that was delivered at the end of 1994. They also went beyond their original scope by negotiating and implementing interagency reforms to the juvenile justice system that streamlined referrals, arraignment and paperwork. As a result of Core Group meetings, several juvenile justice system changes were made: (1) the need for police officers to drop off the criminal report affidavit (the record of arrest) at the Clerk of the Court was eliminated; (2) a uniform case number for detained minority juveniles was immediately assigned (eliminating three days of paperwork); and (3) arrangements were made for youth to be arraigned at their detention hearing, resolving a procedure that had resulted in a high rate of re-arrest for minority juveniles.

### **3.2 Coalition of Service Providers**

The 32 agencies represented on the Coalition of Service Providers were recruited by the Core Group from among public and neighborhood non-profit agencies already serving Hillsborough County. The reason for recruiting service providers to participate in the DMC Initiative was to develop a comprehensive set of proven providers able to serve the needs of minority juveniles and reverse the high rate of recidivism for youth who are re-arrested after receiving treatment. The Florida DMC Phase II plan especially sought to broaden the base of providers from Hillsborough's minority community by involving providers not traditionally utilized by the juvenile justice system.

The Coalition is comprised of a diverse group of service providers, each with their own area of specialization, which enables a unique contribution to the treatment and care of MORI-referred youth. For example, Coalition providers include traditional services such as educational assistance, job training and placement, mental health, substance abuse, crisis management, and juvenile arbitration. Coalition providers also provide a culturally sensitive environment for treatment programs, supervise community service hours, and simply provide a structured setting for youth.

All Coalition members made a special commitment to the DMC Initiative. They are required to provide their services free of charge or on sliding scale to MORI-referred youth. Coalition members do not, however, receive any new program funds from the Phase II project. Membership in the Coalition, however, does provide a channel for input to juvenile justice system policy makers and networking opportunities with other providers. Membership also increases efficiency by speeding the referral process. The DMC Initiative also offers technical assistance to the Coalition members in grant writing, client tracking, and developing uniform record keeping systems.

All Coalition members undergo a cultural/program competency assessment. DMC Initiative planners believe that cultural competency embodied in specific programs is necessary to helping youth learn to deal with the elements of their environment that put them at-risk. This cultural competency assessment was planned to be conducted using an instrument designed by a cultural competency expert and administered to senior program staff by outside technical assistance personnel. The instrument asks a series of questions about staff capabilities and racial attitudes, about program goals and methods, and about outreach, intake and networking. Using the results of the questionnaire, areas in the program with weak performance or racial/cultural barriers are identified. At that point, a remediation plan may be developed to improve performance in that area.

### **3.3 Civil Citation Program**

Juvenile civil citation is a law enforcement option in Florida which allows a police officer to issue a sanction of up to 40 hours of community service to a juvenile for a non-serious offense without taking the youth into custody. The Phase II grant application proposed to adopt this option, which had not been previously used in Hillsborough County, as a way to divert youth away from the justice system at the point of initial contact.

This diversion away from the "front door" of the justice system was developed in response to the data collected in Phase I which showed that African American youths were over-represented at the initial point of contact and that the overrepresentation gradually increased at later points in the juvenile justice system. Civil citation was intended to have a "ripple effect" by reducing the percentage of African American youths at subsequent stages of the system.

The Hillsborough Phase II DMC application stated that, in this instance, the community service sanction would be broadly interpreted to include "sentences" referring the youth to treatment providers if needed. The DMC project would use the civil citation to divert minority youth from the justice system by referring them directly to needed treatment services and eliminating the need for processing by the State's Attorneys' Office.

The Phase II contract directed that the MORI Program Director would meet with the Chief Judge of the circuit, the State's Attorney, Public Defender and the heads of

Hillsborough law enforcement agencies to develop, implement, and monitor the impact of a civil citation option. Each of the named agencies had committed to participate in the DMC Initiative and were represented on the Core Planning Group. In compliance with the contract, the Core Group formed a Civil Citation Task Force with representatives of those agencies.

Planning and implementing the civil citation was a main focus of the Phase II DMC project in the months following the first meeting of the Core Planning Group. The Civil Citation Task Force met five times (June-September 1994), achieving an unusual level of interagency communication that resulted in significant unintended benefits such as reforms to the juvenile justice system which reduced the average amount of time a youth spends in detention awaiting arraignment by more than one-half. The Civil Citation Task Force decisions concerning the target population, sanctions, and tracking/supervision are summarized in Exhibit IV-4 and described below.

Initially the Task Force identified the target population for the civil citation (according to the contract) to be non-serious, minority juveniles. They defined "non-serious" as youth charged with misdemeanors for the first time, and "minority" as African-American males. At the June 13, 1994 Task Force meeting, the Hillsborough County State's Attorney expressed his concern that the civil citation option should also be made available to youth who are not brought to the JAC and he questioned the legality of a diversion option that was targeted by race.

A second concern was raised by the Hillsborough County State's Attorney, who had been elected to head the Core Planning Group. The State's Attorney was aware of rural Florida counties' experiences with civil citation alternatives and the fact that these counties had adopted programs that assigned law enforcement personnel the job of monitoring the juvenile's compliance with sanctions. Consequently, the State's Attorney was adamantly opposed to the adoption of a standard civil citation because the size and population density of the City of Tampa might make following up on compliance with the sanctions excessively difficult for law enforcement officers.

In July 1994, the Task Force therefore modified the civil citation design in response to the Hillsborough County State's Attorneys' concerns. It was decided to offer civil citation to all youth brought to the JAC or directly referred to the State's Attorneys' Office. The necessary case processing capability would be provided through the JAC.

<b>EXHIBIT VI-4 JUVENILE CIVIL CITATION MODIFICATIONS DURING PLANNING</b>			
<b>DATE</b>	<b>TARGET POPULATION</b>	<b>SANCTIONS</b>	<b>TRACKING/ SUPERVISION</b>
June 1994	African American  Male  First or second misdemeanor offense  Brought to the JAC  Residing in one of two targeted zip codes	Referral by JAC to treatment programs provided by the Coalition of Service Providers	Undecided
July 1994	Any minority race  Male or female  First time misdemeanor offense  Brought to the JAC or referred directly to the State's Attorneys' Office  Residing in one of two targeted zip codes	Referral by JAC to treatment programs provided by the Coalition of Service Providers	Undecided
Sept 1994	Any race  Male or female  First time misdemeanor offense  Brought to the JAC or referred directly to the State's Attorneys' Office  Resident of Hillsborough County	Referral by Juvenile Arbitration to treatment programs provided by the Coalition of Service Providers	Juvenile Arbitration reports to the JAC on the completion of sanctions

At the September 22, 1994 meeting of the Task Force, civil citation for juveniles of all races was established, throughout the county. Records of juveniles recommended for civil citation would be routed through the State's Attorneys' Office (for record-keeping purposes).

From there, sanctions would be determined through the Juvenile Arbitration Program, one of the diversion alternatives for non-serious offenders. Juvenile Arbitration Staff would not only determine sanctions for civil citation cases but also monitor compliance and report back to the JAC.

At this point in the planning process several members of the Core Planning Group experienced confusion over the target population and diversion methods. The Florida DJJ contract managers also sensed that communication among the stakeholders had become a problem and that the diversion plan was being aimed primarily at non-serious offenders. In planning for a civil citation, the DMC project was focusing its attention on youth who were unlikely to be sentenced to secure confinement. DJJ staff attempted to communicate the original intent of the diversion to address youth who were likely to be confined (a more serious or "at-risk" population) and to provide assistance to the project to meet the goals of the contract, if needed.

The Core Group members who had been planning for several months to implement the civil citation program reported frustration in light of the DJJ staff concerns. Since the contract required a civil citation program and civil citation is inherently a diversion method for non-serious offenders, the Core Group members believed they were in compliance with the Phase II plan.

In implementing the civil citation program, members of the Task Force and the Core Planning Group eventually drew a distinction between civil citation and other DMC diversion activities that would be exclusively targeted to minority juveniles. Introducing civil citation would help keep many first-time offenders from coming into contact with the system, but the Task Force agreed that 1) non-minority youth should not be excluded from the civil citation option, and 2) the spirit of the DMC program called for the further development of special programs to divert minority youth by specifically addressing their needs. The Task Force adopted civil citation in accordance with the terms of the contract, but only after some confusion and miscommunication, internally and with the DJJ, on the role it would play in addressing DMC.

### **3.4 Assessment and Diversion System**

As the civil citation alternative evolved and was implemented, members of the Core Group—including the Chairman—initially thought of the "civil citation" and "minority diversion" as conceptually interchangeable. As the DMC project matured,

however, the Core Planning Group recognized that the needs of minority youth required the separate development and implementation of an assessment and diversion system. The DMC-related assessment and diversion system is described below including a description of the original system and changes which occurred as the MORI project was more fully implemented.

### **Original Diversion Design**

A keystone of the DMC Phase II Plan is the provision of assessment and diversion advocacy for minority youth at the Juvenile Assessment Center, the primary entry point to the juvenile justice system in Tampa. A brief description of the Juvenile Assessment Center and the planned services is presented below.

**The Juvenile Assessment Center (JAC)** is a 24-hour centralized receiving, processing, and intervention facility for adolescents taken into custody by law enforcement officers." The JAC is operated by the Agency for Community Treatment Services, Inc., and began operating in May 1993, accepting juveniles arrested for serious crimes (all felonies and weapons-related misdemeanors). In May 1994, the JAC phased in treatment for juveniles arrested for all misdemeanors.

During the first eight months of operation, over 2,000 youth were brought to the JAC (mostly on felony charges). Most of these were male (83%), a majority were African American (54%); their median age was 15 years; and while the ages ranged from 8 to 20, all but 7 percent were between the ages of 13 and 18.<sup>14</sup>

Juveniles brought to the JAC are given a series of standardized tests to assess individual treatment needs. Meanwhile, the youth's prior justice and education records are obtained and reviewed and an intake assessment is made by county Health and Rehabilitative Service staff, and an HRS case worker is assigned. The youth may be detained in a secure facility or released to the custody of a family member or to a program to await his/her court date. The JAC follows up on referrals by tracking whether the youth secured the recommended services, but detailed monitoring is left to the HRS case manager. This process is graphically depicted in Exhibit IV-5.

### **DMC Initiative Services—Assessment and Diversion Advocacy**

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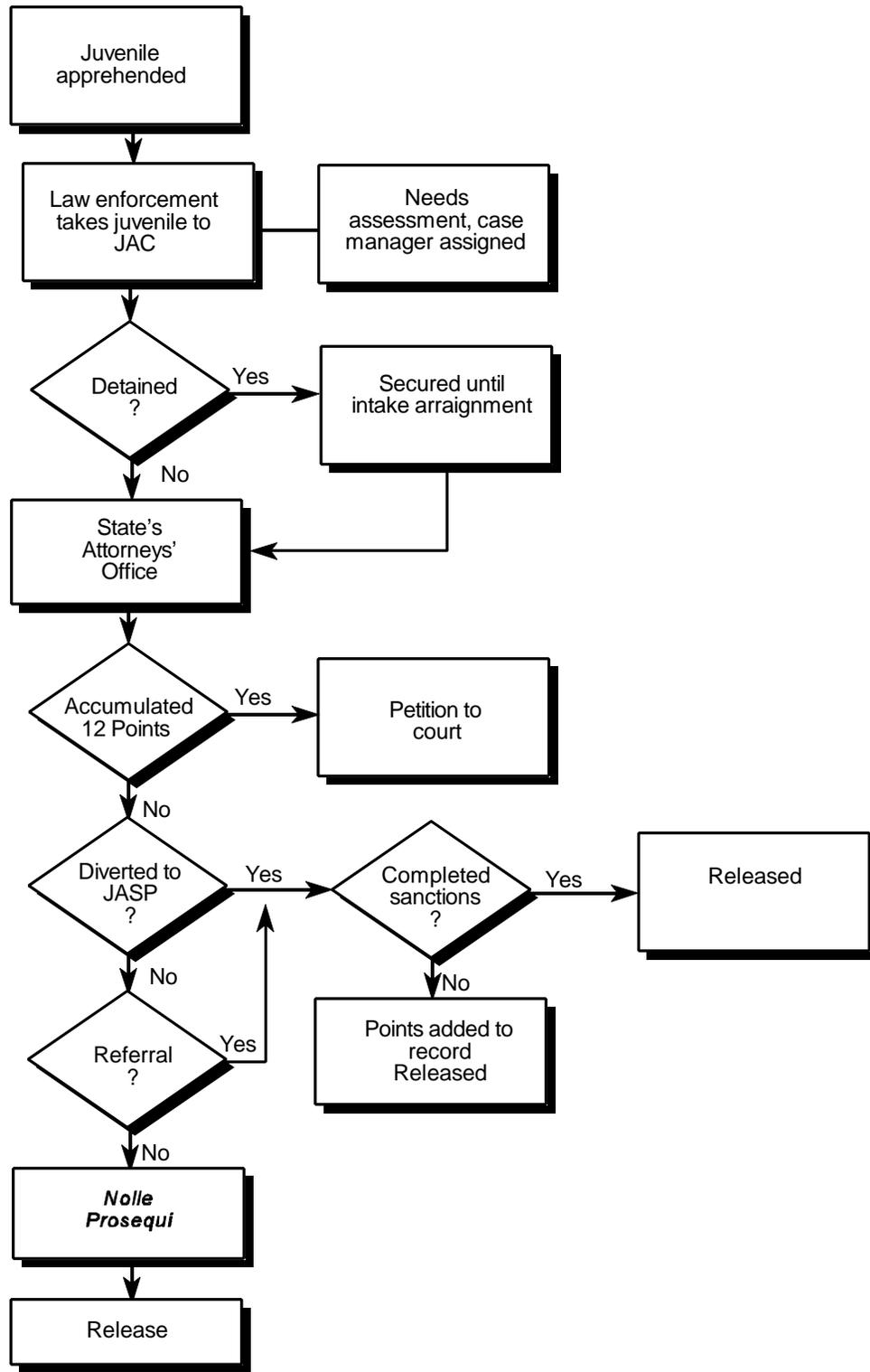
<sup>14</sup> Dembo, Richard, et al. (1994). "Predictors of Recidivism to a Juvenile Assessment Center," Department of Criminology, University of South Florida.

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Based on the Phase I finding that African American youth are over-represented among youth who receive intake recommendations for court petitions, the intake assessment process was addressed by the MORI project. Phase II designers believed

## EXHIBIT IV-5 ORIGINAL DIVERSION SYSTEM DESIGN



that African American youth could have more successful treatment experiences in programs that are located in their communities and run by African American staff.

The diversion design begins with the Community Services Specialist who was hired by the MORI project and located at the JAC. When a minority youth was brought to the JAC and the assessment is underway, the Specialist was notified. The Specialist enters the process after the normal assessment is completed and the HRS caseworker has developed a treatment plan and made a referral recommendation. The Specialist reviewed the assessment instrument results and met with the youth to discuss treatment and special needs. At this point, the Specialist's role was that of an advocate for the youth to attempt to find the most appropriate service and provider possible, taking race and community explicitly into account.

The Specialist would then recommend to the HRS caseworker a service provider from the Coalition of Service Providers based on the individual needs of the youth. This component of the Initiative was designed to improve upon prior referral matches by taking cultural differences and needs into account. Before the DMC Initiative, the JAC tended to make quick turnaround or emergency referrals to a short list of large, publicly-funded providers who may not have been able to serve the culturally-specific needs of minority youth.

### **Changes to the Diversion System Design**

No other aspect of the DMC project has changed more than the role of the Community Services Specialist at the JAC. The duties, methods, and target population for the Specialist's diversion planning have been subject to change both from MORI project direction and/or from DJJ grant monitoring staff.

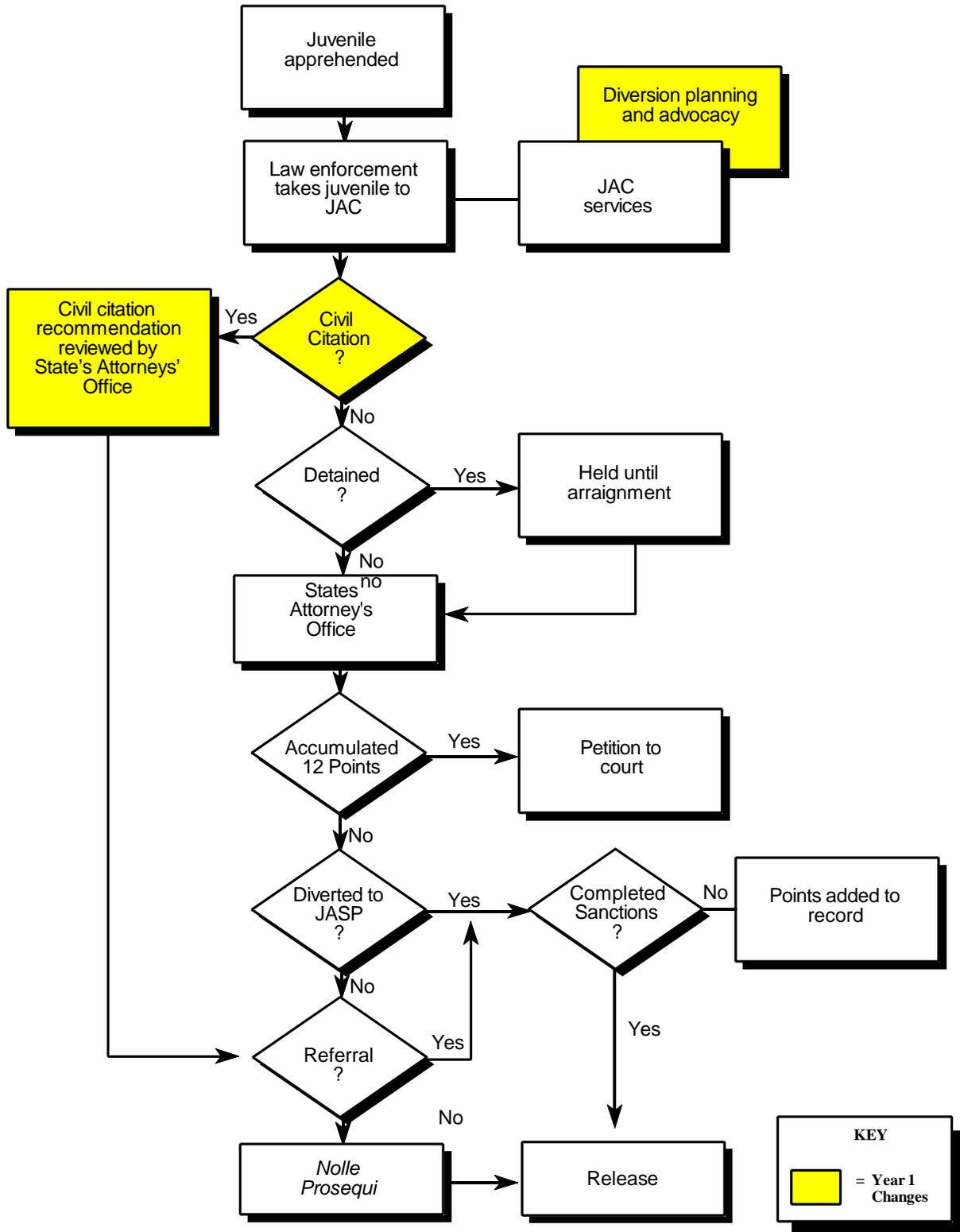
Initially, the Specialist would go in the morning to the secure area of the JAC to review the case worker recommendations on all of the youth processed for misdemeanors since the last shift. Scrutiny was directed to incidences of mis-assigned minority youth, both in terms of the recommended legal action and treatment assignments to the Coalition of Service Providers. Between September and December 1994, the Community Services Specialist had approved treatment plans for approximately 300 youth. Twice he challenged a case worker's recommendation to petition a youth to court, and both times the recommendation was reduced. This process is summarized in Exhibit IV-6.

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In a November 1994 project update meeting in Tampa, DJJ expressed concern that the diversion objective of the program was not being met because the youth

**EXHIBIT IV-6  
YEAR 1 CHANGES TO THE DIVERSION SYSTEM DESIGN**



receiving services would have avoided court anyway. State staff perceived that the Community Services Specialist was only reviewing and approving treatment plans, and not providing enough direct services to clients. MORI was requested to revise the Specialist's role and expand the target population to include youth who were headed for confinement.

In response to the DJJ concerns that the diversion method was not helping youth who were at-risk of confinement, the Core Group and the State's Attorneys' Office revised the process to target youth whose offense and prior record were more serious. The State's Attorneys' Office will now identify youth who, by virtue of his/her offenses and prior record, are qualified to go to court. Many of these cases will be youth who had been previously diverted to the Juvenile Alternative Sanctions Program (JASP) or the Juvenile Arbitration Program but had not completed their sanctions, and are subject to re-arrest. (MORI research found that 20 to 30 percent of youth are failing to complete their diversion program, and two-thirds of those are minority youth). In cases of minority youth meeting certain eligibility requirements, the State's Attorneys' Office, instead of petitioning the court, will make an exception and divert the youth to the minority diversion program.

For a youth your diverted to the minority diverson program, a JAC Specialist will draft a diversion plan that focuses on treating individual and family functioning issues, and arrange for appropriate treatment providers. Then the Specialist and a case manager on loan from the DJJ will closely supervise the youth as they complete their treatment and other sanctions. The maximum case load for the diversion program has been set at fifty. The first youth were referred in June 1995. Exhibit IV-7 provides a diagram of the revised diversion process.

For this minority diversion program, the Core Group and the State's Attorneys' Office identified a group of youth in the juvenile justice system who, under previous procedures, would be eligible for a judicial sanction. Utilizing the prosecutorial discretion of the State's Attorneys' Office, eligible youth are targeted for a second chance to complete their diversion program. The collaboration of the MORI staff, the Core Group, and the State's Attorneys' Office resulted in a tangible change for youth who would have otherwise further penetrated the juvenile justice system.

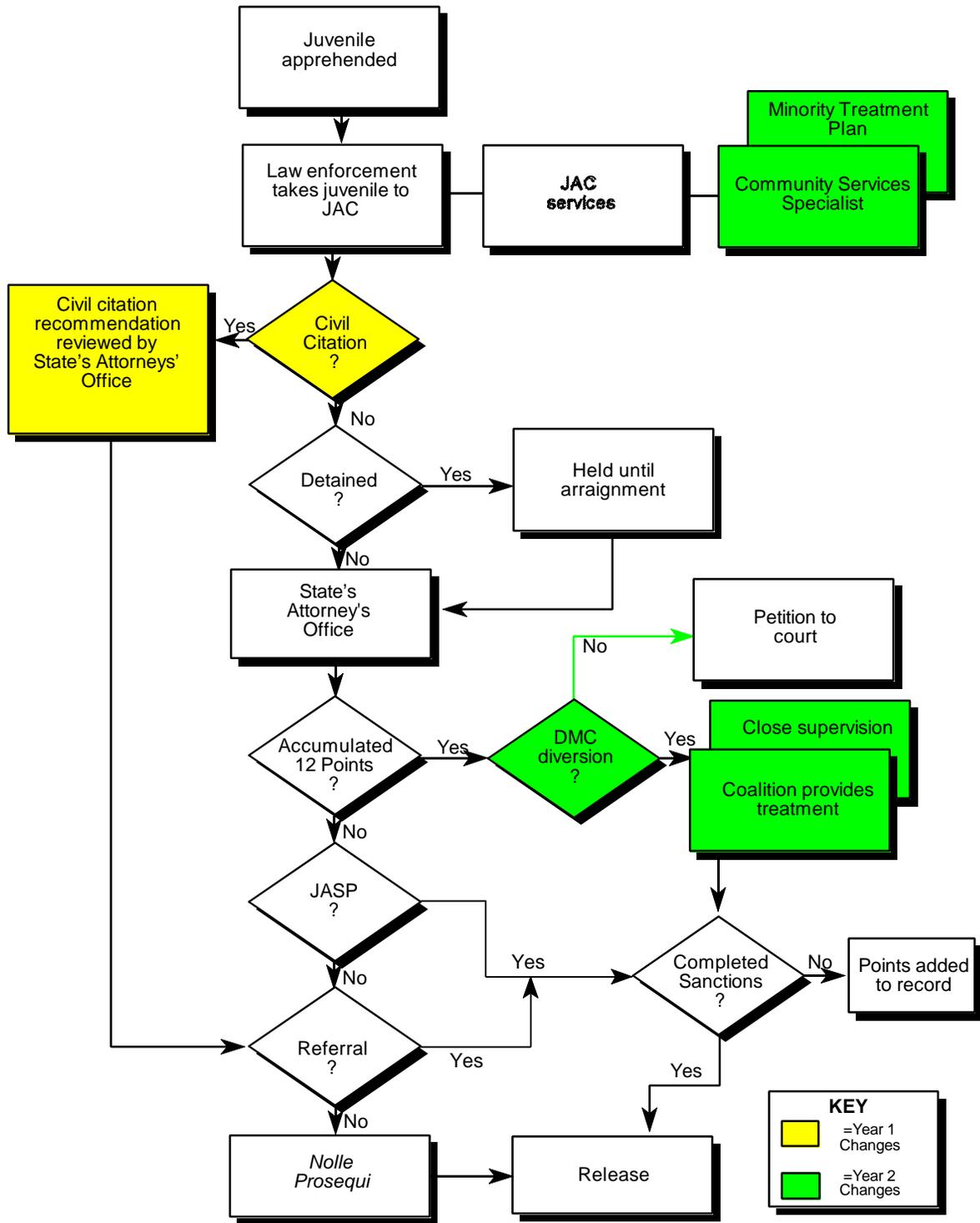
According to the evaluation interviews, communications between DJJ and Hillsborough County DMC staff were most difficult and strained, beginning in November 1994, concerning the design and implementation of the minority division program.

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While local staff reported high levels of commitment to resolving the tensions with DJJ staff, there was a local perception that the revisions to the diversion design represented

**EXHIBIT IV-7  
YEAR 2 CHANGES TO THE DIVERSION SYSTEM DESIGN**



a significant adjustment to the contract and a distraction to the DMC Phase II project implementation.

### **Volunteer Monitors**

A final component of the diversion design was the use of Volunteer Monitors as part of the diversion system. During assessment, the Community Services Specialist would also assign some youth as needed to a Volunteer Monitor. These Monitors would be recruited from the minority community by the Core Group to help the youth navigate their treatment, community service obligation, and other everyday issues. They would be in contact with the youth for 6 to 12 weeks and help get the youth to the provider and make sure the program is having the expected effect. The Initiative design sees the Monitor as an important role model as well.

According to the DMC Phase II design, the Monitors are managed by the Community Services Specialist. There is an initial meeting in which the Specialist uses the youth's assessment results to tell the Monitor about the case-specific expectations and how to meet them. The Monitor also makes progress reports back to the Specialist. The Monitor supplements the role performed by the HRS case manager by spending more individual time with the youth and by being a person from the community who "leads by example" demonstrating the importance of day-to-day responsibility.

In August 1994, the Core Group began planning to recruit the Volunteer Monitors to help supervise diverted youth. The plan to recruit monitors was suspended in November, however, as the MORI worked to redress the DJJ issues and concerns related to the more central diversion system design.

### **Tracking the Youth Diverted**

Tracking the number of youth diverted by the DMC Phase II project was a related objective Initiative. Tracking the number and progress of youth would provide information about the effectiveness of program practices in diverting youth and aid evaluation of the outcomes of the project. It would also serve as a way to keep case managers in touch with youth as they were shifted away from the formal system.

Project planners intended tracking to fill an information gap between the Juvenile Assessment Center and community-based service providers who receive minority youth

referrals. The JAC has a well developed information system with the ability to call up the juvenile's justice history, assessment record, and a record of referrals for services. Once the youth is referred to a service provider, however, the JAC information system does not collect any data about the performance or completion of treatment. Thus MORI was directed to collect information and report on the progress of youth in treatment programs recommended during diversion planning.

At the end of the first program year, the MORI Community Service Specialist was able to report that 306 minority youth whose intake records he reviewed were handled non-judicially by Juvenile Arbitration. The ongoing evolution of the meaning of diversion and the design of a diversion process however has meant that devising a comprehensive tracking method has been delayed. During the first year of the program there was no system for tracking the progress of these youth, therefore no way of knowing if they benefitted from non-judicial sanctions.

In the second year of the program, MORI will need to close the information gaps between JAC and Juvenile Arbitration and eventually include service providers as well. The Community Services Specialist has recently established a new method for alerting Juvenile Arbitration that a particular case is a MORI diversion, enabling them to report back the youth's sanctions and recommended service provider. MORI currently lacks staff and case management expertise to follow up on with youth on a face-to-face basis, but they plan to institute such a method by means of limiting the case load to no more than 50 in the next program year and taking advantage of a case worker detailed to the project by the Regional Director of HRS.

### **3.5 Cultural Competency Training**

Based on the Phase I findings indicating that intake workers and members of law enforcement may have biases that contribute to DMC, another focus of the Phase II activities was cultural competency training. The contract and management plan directed the Urban League to hire a full-time Training Specialist to "design, develop, and implement research-based curricula for training juvenile justice and social service personnel in strategies for working with troubled minority youth." To develop the training plan, the Training Specialist was to follow African American youth through the system and into the community, experiencing first-hand the situations and problems which these youth face as they move through the juvenile justice system. The emphasis of the training is to help professionals recognize and overcome behaviors that act as barriers to minority diversion and result in the higher ratios of minority youth

in the system. The contract called for the training to be targeted to law enforcement personnel, JAC and DJJ staff, and social service agencies.

The Training Specialist was hired in May 1994. Since that time the role and responsibilities of the position have expanded to include: assisting with cultural competency assessment and training for organizations belonging to the Coalition, giving presentations about MORI objectives and programs in the community, and recruiting and training mentors for existing youth-related programs. In addition to these new responsibilities, the Training Specialist has been working to accomplish the original tasks assigned in the contract and assisting with staffing the Core Group and Coalition.

The Training Specialist's primary role is still to develop a cultural awareness curriculum for juvenile justice and law enforcement personnel and to provide them with training. To fulfill this role the Training Specialist has himself received cultural awareness training (in August 1994 at the Florida Detention Initiative and September 1994 at the University of South Florida). He also completed research for the training curriculum development (in September and October 1994), supplementing his prior knowledge gained as a Hillsborough County parole officer.

The Training Specialist received technical assistance from researchers at the University of South Florida to ensure that the training manuals included the best available methods for cultural sensitivity training. The manuals were revised and drafts were delivered in March 1995. MORI has been arranging a training schedule with the Tampa Police Department to begin during the second program year. The Specialist gave four sensitivity training workshops during the first program year to groups such as the "Great American Teach In" and Pinellas County law enforcement personnel.

During his nine months with MORI, the Training Specialist also performed his expanded secondary responsibilities. He helped assess 11 out of 36 Coalition members with respect to their organizational cultural competency and programmatic capacity. After reporting the assessment results, he outlined areas of need and offered appropriate assistance and training to the organization. The Specialist has also spoken about MORI and the issues of overrepresentation and cultural awareness at school meetings and other community events. Moreover, he has had primary responsibility for a mentor recruiting effort that has received and begun to train 30 to 40 volunteers.

#### **4. STATE-LEVEL SUPPORT OF THE DMC PHASE II PROJECT**

The Florida DJJ in Tallahassee provided support to the MORI throughout the planning and implementation stages to help them to meet the objectives of the contract. This assistance sometimes took the form of technical assistance from outside consultants with issues such as developing a work plan and developing training curricula. At other times the technical assistance was provided by DJJ staff who managed the contract.

In their role as project managers, the DJJ chose to use a "team" approach with the MORI. All members of the DJJ state-level DMC staff were available to assist MORI with issues relating to the project. The DJJ staff, who had helped draft the initial project design, were very involved in the project and made eight to ten visits to the project during the year. The MORI Project Director said that the assistance received from DJJ was excellent. "State representatives came down to Tampa whenever we asked them to."

Although there was overall satisfaction with the state-local relationships, both the DJJ staff and the staff of the MORI identified some problems with the management of the contract. DJJ staff said that they eventually had to change their team management style because the loose accountability was confusing. Instead of having completely open access with MORI staff, the DJJ assigned one person as a formal contract manager whose role was to ensure compliance with the contract. A second staff member was assigned as the main technical assistance contact. According to DJJ staff, "the role of the state manager is a balance between guidance and dictatorship." State-level staff learned that it was important not to be perceived as standing in the way of the community-based planners.

The DJJ also felt that it took a long time for some of the members of the Core Group to learn the intentions of the Initiative, resulting in some breakdowns in communication between the DJJ and the MORI. DJJ staff would visit the site to explain options and check on progress and leave feeling that the project was operating according to the management plan. But concepts such as "target population," and "case load" would be misunderstood and require another visit. The DJJ felt that one problem was the lack of a strong central figure to keep the Core Group focused on the objectives of the contract.

At the same time, the staff of the MORI wanted the DJJ managers to understand that they were not in a position to force members of the Core Group or the Coalition to comply with the terms of the contract. The contract environment was one of volunteerism—the Core Group had volunteered to serve and were not compensated for their time. "We could not create new duties or responsibilities for Coalition members." In a community planning context, the local staff of the Initiative felt that they need more leeway to make adjustments to the details of the plan because key participants did not experience the same obligation to fulfill the terms of the contract. Eventually local staff were frustrated by what was perceived as an unrealistic expectation that the community could be organized according to schedule. The county DMC staff ultimately recognized their professional priorities, however. One staff member stated, "We needed to honor the contract whether it was realistic or not."

## **V. CONCLUSIONS AND LESSONS LEARNED**

## **V. CONCLUSIONS AND LESSONS LEARNED**

This chapter discusses the accomplishments of the Florida DMC Initiative and identifies "lessons learned" from the Florida project which may usefully inform other states and localities as they work to overcome DMC. The chapter is organized in two sections: (1) conclusions and (2) lessons learned.

### **1. CONCLUSIONS**

The following paragraphs present the overall conclusions, drawn by the evaluation of the Florida DMC Initiative followed by a more detailed discussion of accomplishments.

#### **1.1 Overall Conclusions**

The demonstration phase of the Florida DMC Initiative was an attempt to create a replicable model for a community-based program to reduce the high level of contact between minority youth and the courts. The project used the Tampa-Hillsborough Urban League, Inc. as a conduit for the involvement of minority leaders in the community. These leaders were formed into a Core Group who set up and oversaw aspects of the project (cultural sensitivity training for juvenile justice professionals, alternative treatment for minority youth diverted from the courts), and advocated for the benefit of minority youth in the juvenile justice system.

As advocates, the Core Group far exceeded expectations. The presence of the group, where none had existed before, brought together the different agencies in the juvenile justice system, creating an unprecedented high level of dialogue. This communication led to gains in interagency efficiency that not only benefited minority youth but reduced the average days in pre-arraignment detention for all youth.

In their role as a steering committee, the Core Group was ultimately successful in meeting the objectives of the program contract to design a system for diverting minority youth, and a curriculum for training juvenile justice professionals. With the assistance of the contract managers from the State Department of Juvenile Justice, the first year of the project has been devoted to defining and setting up the system that will provide intensive supervision to minority youth who have failed to benefit from minimally intrusive measures. While both the DJJ contract managers and the Core Group had hoped to fully implement diversion during the first year of the contract, they

agree now that they are "on the right track" toward implementing services in the second year.

This project demonstrated the high potential and the range of impacts possible with a wide spectrum of community involvement. The quality of communication was the key to success. When communication was frequent, as it normally was (the project averaged three formal meetings per month and an average of about twenty attendees) benefits flowed in many different directions. When communications broke down (as they did between the committee and the DJJ contract managers around the question of the target population for the diversion program) progress slowed.

## **1.2 Project Accomplishments**

During the program year and through all of the negotiations and modifications to the program design, the MORI, with help from the DJJ, remained focused on fulfilling the terms of the contract. The DJJ contract managers and their counterpart at the Children's Board agree that the MORI made every effort to achieve the outcome goals detailed in the contract despite the delay before implementing services to clients. DJJ reported concern that very few clients were receiving services; after a period of miscommunication, DJJ discovered, however, that youth were being served but that the MORI staff were not sufficiently documenting their measurable impacts. DJJ staff assured the MORI that they "weren't looking for massive numbers" and provided assistance in documenting outcomes, by sending the state-level project evaluator to meet with them several times toward the end of the program year.

The five program objectives outlined in the contract and discussed in the preceding chapters were supplemented by five program outcome measures which are presented in Exhibit V-1. Essentially, the Florida DMC project satisfied all but one of the five program outcome measures.

All of the reports and other deliverable products required by the measurable outcome objectives were delivered to the DJJ. Objective one, the civil citation program, was established and is a fully functioning diversion alternative for all youth in Hillsborough County. The satisfaction of objective two, the diversion planning and advocacy program, was dependant on the definition of "non-serious" and the specification of a target group. Until November 1994, MORI defined "non-serious" as first time misdemeanants; under this definition, the objective of diverting one-half of all

<b>EXHIBIT V-1 PROGRAM OUTCOME MEASURES AND ACCOMPLISHMENTS</b>			
<b>OUTCOME MEASURE</b>	<b>TIMEFRAME</b>	<b>ACHIEVED?</b>	<b>COMMENTS</b>
Develop and operationalize a civil citation program	2nd quarter	Yes	Program fully functioning
50% minority youth referred for non-serious delinquent acts to receive case staffing, diversion planning, and advocacy	Project end	Yes	Dependent on definition of "non-serious"
Compile monthly report of minority youth diverted away from juvenile justice system	Project end	Yes	Dependent on definition of "diverted"
Organize and provide support to Core Planning Group of concerned citizens; document progress in monthly report	1st Quarter	Yes	Core Planning Group and Coalition of Service Providers
Design, develop and implement research-based curricula for training—specifically to work with troubled youth:			Manuals are still under review
• Prototype trainers guide	3rd Quarter	Yes	
• Training Participant Guide	3rd Quarter	Yes	
• Minimum four training sessions	4th Quarter	No	

eligible youth was met. Similarly, objective three was dependant on the definition of "diverted." MORI did submit monthly reports on the number of youth referred and diverted by race, where "diverted" meant that their intake materials were reviewed by the Community Services Specialist and their case was handled non-judicially. Objective four, organizing a community planning board, was successfully accomplished although completed behind schedule. The Core and Coalition groups convened more than the required number of times, provided minutes of their meetings, and produced "A Blueprint for Action." Objective five, to develop prototype training manuals, was accomplished with help from researchers at the University of South Florida. Since the manuals are still under review, the four minimum training sessions have not yet been provided.

Another program benefit, identified by all project participants, was that the MORI was able to continue to operate for the program year despite periodic tensions with

DJJ. The benefits of the project were evident enough to local project staff that it had to be sustained through any difficulty. The staff of the MORI said that the community itself provided the strongest support for the project. One member stated: "The community needed to express themselves about this. We could have lost the local support during the year. The fact that we haven't proves they are thirsty."

The real evidence of success for the Florida DMC Initiative is the extent to which DMC monitoring and interventions will continue in the future. Florida has clearly made a commitment to DMC monitoring and interventions. At the state-level, the DJJ has hired a full-time data analyst to continue to collect data about the characteristics and demographics of juveniles in the justice system. DJJ also created and staffed a position for a State DMC Coordinator, whose job is to promote DMC reduction in all Florida jurisdictions. Finally, the SAG has made DMC an ongoing area of focus. Before the 1992 Federal mandate, the Florida SAG was already spending \$400,000 of their OJJDP formula grants annually on projects that impacted DMC. Currently the SAG has approved five new DMC projects with a total budget of \$600,000.

## **2. SPECIFICATION OF LESSONS LEARNED**

The Florida DMC Initiative provided opportunities to learn from the efforts to reform the juvenile justice system and involve state and local stakeholders in project planning and implementation. The following paragraphs describe the DMC process and corresponding lessons learned in more detail. The analysis of the evaluation findings in this chapter is based on the findings presented in Dr. Feyerherm's companion document.<sup>15</sup> The information is organized according to the following topics: 1) defining DMC, 2) designing and implementing an intervention, 3) monitoring progress and recognizing the impact of DMC activities.

### **2.1 Defining the DMC Problem**

The process of defining the extent of disproportionate confinement of minority youth involves both the collection and analysis of statistical data and the identification of factors which contribute to DMC. In Florida's DMC experience the research conducted at the State-level during Phase I was important in defining the extent of DMC and also in indicating potential causes.

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<sup>15</sup> Feyerherm, W. (1995). *Disproportionate Minority Confinement: Lessons Learned From the Pilot State Experiences*. Prepared for: Office of Juvenile Justice and Delinquency Prevention.

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## ***Invest in Rigorous Data Collection and Structured Problem Definition***

Rigorous data collection was an investment in problem definition and consensus building. The Phase I research went beyond the minimum scope of the problem by not only examining the ratio of minority youth held in confinement, but also collecting data for youth with comparable records and offenses by race in the following juvenile justice areas:

- The disposition of youth detained by law enforcement
- The processing of youth by HRS case managers
- The decision to adjudicate youth by State's Attorneys' Office
- The judicial disposition of youth.

Data for each county were graphically presented as odds ratios by race in a decision tree representing the juvenile justice system from initial referral to final disposition. Once the research had established data showing that processing decisions throughout the system were combining to result in DMC, then state staff called a statewide conference to disseminate the information to system stakeholders. They found that if the data were presented without accusation they were able to help generate consensus that the entire system needed to address internal practices to reduce DMC. "You can't go against any of the players if you are trying to convince them to join a cooperative effort to change the system."

## ***Unnecessary Controversy Over "Minority Criminality"***

As Feyerherm has observed, a common first reaction among juvenile justice professionals to data demonstrating disproportionate outcomes is to argue that the youth who are confined are the "right kids."<sup>16</sup> This claim is based on the idea that minority juveniles are more likely to be involved with delinquent behavior and therefore it is reasonable that ratios above strict population proportions would be observed. It is unnecessary, however, to become distracted by debate over racial comparisons of juvenile crime rates if the problem is defined as one of equal processing for equal crimes once youth are in the system. Prevention approaches in minority communities can be addressed separately from the question of equal treatment within the system without fighting the battle of perceived criminality of minority youth.<sup>17</sup>

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<sup>16</sup> Ibid.

<sup>17</sup> Ibid.

In Hillsborough County, the majority of the Core Group held the position that the youth held in confinement were the "right kids." This was partially because of the large number of juvenile justice professionals, including the State's Attorney (an elected official), whose voices helped define the agenda, were wary of being perceived as soft on dangerous juvenile delinquents. Eventually, however, the group agreed to consider that improving treatment alternatives for even serious minority delinquents could help to prevent some of them from committing additional crimes requiring confinement. The State DJJ helped the Core Group reach this acceptance by providing technical assistance on alternatives to confinement and by insisting that the project address a target population including more serious delinquents already involved with the juvenile justice system. Many members of the Group still hold that the system has confined only the right juveniles, but by taking a systemic approach to the causes of DMC, they have continued to participate and to move forward with developing constructive alternatives to court and confinement. (The issue may surface again in the coming year when MORI implements its cultural sensitivity training for juvenile justice professionals.)

## **2.2 Designing an Approach**

The experience of designing and implementing an approach to address DMC has been the main focus of this evaluation. The Hillsborough MORI project experiences have implications for issues such as community ownership, broad-based involvement, and ease of implementation, which are discussed below.

### ***Local Planning, Not State or Federal***

Juvenile justice remains primarily a function of local governments in hundreds of jurisdictions across the country. Further, solutions to problems of high rates of minority confinement must involve minority communities as advocates for changes in the juvenile justice system, changes in social policies that result in conditions putting youth at-risk of delinquency, and changes in the social conditions of minority communities and the community at-large that may also put youth at-risk. Therefore, planning must be provided for at the local level. Communities should be allowed the policy "space" in which to develop their own capacity and their own approaches.

Florida DMC project success stems, in large part, from the exceptional level of participation both from the public agencies and officials, and from community providers and representatives. But it was not just the act of meeting that created real changes in the juvenile justice system, it was when the group was given something to do that the

real changes occurred. When the group had to discuss topics, such as describing how the details of how the justice system works, they found they had to clarify their positions and reach consensus. By simply meeting, they could and did agree that they all wanted to improve the situation, but it took months from the point that they could agree that there was a DMC problem before the group and the process matured enough that they could agree on a method for diverting minority youth.

### ***Involve All Significant Actors to Achieve System Reforms***

An obvious benefit of the Florida DMC Initiative was the interagency dialogue it created within the juvenile justice system, which enabled long-needed reforms. Staff of the Florida DJJ said, "DMC planning can start a dialogue on other important juvenile justice issues; the MORI interagency planning was able to affect how youth are processed in Tampa, removing kinks in the system and shortening time in confinement." A member of the Core Group commented that it is important to document and recognize the unintended benefits of a community-based planning project such as this. Getting all of the stakeholders into the same room and discussing ways to address a common problem was valuable in so many other ways besides being able to achieve the measurable outcomes of the project. "The unexpected benefits can be expected."

One unintended benefit was that community-based service providers met each other and representatives of public agencies, learned how each works and built trust that all organizations have the same objectives. This networking was considered to be a crucial outcome for the future of MORI in the county. The importance of the cooperation of the key juvenile justice actors cannot be overestimated: the Public Defender, the superintendent of schools, the Hillsborough County State's Attorney, the Regional Director of the DJJ, all participated as equal members with the community and enabled the project to make a significant impact.

### ***Understand and Respect Local Power and Influence Structures***

Approaches to DMC, such as Florida's, that seek to foster local planning need to invest in understanding local power and influence structures. Both state and local DMC stakeholders felt that a lack of knowledge of local power structures resulted in frustration for state project managers when they perceived a lack of ability to implement components of the project on schedule. State DJJ staff said that MORI lacked a central leader to keep the project focused and that "people with responsibility for project

activities (such as the Project Director) have to have authority to achieve their tasks. Meanwhile, the staff of the MORI were subject to what they considered unrealistic demands that they speed up consensus, or delegate responsibilities to volunteer Board members who participated on a goodwill basis and were not accountable to the project or the terms of the contract.

While the contract was often useful for keeping the State DJJ staff in Tallahassee "on the same page" with the MORI staff and the Core Group in Tampa, it often did not allow "space" for the implementation of appropriate DMC interventions in Tampa. For example, the Core Group had to develop and implement a civil citation program because it was in the contract, even though the Group realized that it was not the most effective method for diverting minority youth from the juvenile justice system. Without the firm contract language, the Core Group might have chosen not to focus on the civil citation program but to focus on a diversion program that was more targeted to minority youth.

One way to achieve understanding of local power structures is through the involvement of a local grant partner. In Hillsborough County, the Children's Board provided one-half of the grant funds and initially wished to serve as the local contract manager. However, the Children's Board remained in the background during the first program year. A Children's Board contract manager said that her organization "failed" MORI by not insisting on its role as equal partner with the DJJ. "The Children's Board should have understood the state's expectations of the pilot project, such as the contractual goals and the logical way to report progress data." As an experienced local grants administrator, the Children's Board could have played a greater role and helped both the DJJ and MORI by setting up necessary relationships with service providers in the community and by tempering expectations in the beginning stages of the project.

### ***Choose Intervention Strategies That Respond to System Needs***

The Florida DMC project accepted a systemic view of the causes of DMC recognizing that the juvenile justice system could be partially responsible for high rates of minority confinement that are also the result of larger social policies and societal conditions (including poverty and racism). Consistent with this view, they also accepted that many different approaches could work to reduce DMC and, in fact, could work together. The MORI plan involved five largely independent strategies aimed at both serious and non-serious juvenile offenders, system reform, and training for professionals within the system.

### **2.3 Monitor Progress and Recognize the System Effects of DMC Activity**

Observers and participants in the Florida DMC Initiative continually stressed the unexpected benefits to the juvenile justice system that directly resulted from DMC and MORI activities. As discussed above, Florida has made DMC an on-going topic of statewide concern in juvenile justice, hiring a State DMC Coordinator, funding continued data collection, and committing significant formula grant funds to DMC programs in other sites. The Phase I data collection caused the state to recognize the lack of regularly collected data available on the status and characteristics of youth in the system. The state has created new resources and mechanisms to address those needs.

DMC organizing activities maintained the momentum begun in Hillsborough County by the Juvenile Justice Work Group. By forming the Core Group and the Coalition of Service Providers, MORI not only focused community attention and resources on the juvenile justice system, but also created a new high level of collaboration. Public and non-profit organizations worked together and learned about each other, establishing links that are necessary if MORI is to implement a successful model of community-based provision of alternative services for minority youth.

**APPENDIX A-  
GLOSSARY OF ACRONYMS**

**APPENDIX A**  
**GLOSSARY OF ACRONYMS**

DJJ	-	The Florida Department of Juvenile Justice
DMC	-	Disproportionate Minority Confinement
HRS	-	The Florida Department of Health and Rehabilitative Services
JAC	-	The Juvenile Assessment Center
JASP	-	The Juvenile Alternative Sanctions Program
JJS	-	The Juvenile Justice System
MORI	-	The Minority Overrepresentation Initiative
OJJDP	-	The Office of Juvenile Justice and Delinquency Prevention
SAG	-	The State Advisory Group

**APPENDIX B-  
STATE-LEVEL INTERVIEW GUIDE**

**DISPROPORTIONATE MINORITY CONFINEMENT (DMC) INITIATIVE  
FLORIDA**

**STATE-LEVEL INTERVIEW GUIDE**

NAME : \_\_\_\_\_ POSITION/TITLE : \_\_\_\_\_

LOCATION : \_\_\_\_\_ OFFICE : \_\_\_\_\_

DATE : \_\_\_\_\_ INTERVIEWER : \_\_\_\_\_

Introduction:

Good morning/afternoon.

Caliber Associates is a consulting firm located near Washington, D.C. specializing in the evaluation of social service programs. Caliber is currently under contract with the Office of Juvenile Justice and Delinquency Prevention (OJJDP) to provide evaluation services for the Governor's Office for Children, Equitable Treatment of Minority Youth Project.

Based on the data required for an evaluation of the Florida initiative, interviews are being conducted with key personnel from the Governor's Office for Children about the Equitable Treatment of Minority Youth Project. We are here today to document the state-level approaches to remedy minority over-representation.

Do you have any questions before we begin?

1. Please briefly describe the Governor's Office for Children—its' mission, functions, staffing and programs. How is it that this Office has responsibility for OJJDP mandates, etc.?

2. Please briefly describe your own job.

- Title
  
  
  
  
  
  
  
  
  
  
- Responsibilities
  
  
  
  
  
  
  
  
  
  
- Length of time in job

3. Please describe your participation and support of the DMC initiative (i.e., brief chronology of events).

4. What are your perceptions of factors that contribute to the problem of DMC?

5. What role do you think various levels of government should play to eliminate DMC?

- Federal

- State

- County

6. What were the major issues or problems that your organization wanted to address through the Equitable Treatment of Minority Youth Project (ET)?

- What/who were the sources of support of the Project?
  
  
  
  
  
  
  
  
  
  
  - What/who presented barriers to the Project?)
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7. What was the level of coordination or cooperation within the state in developing/implementing the ET project?
  
  
  
  
  
  
  
  
  
  
  8. Among politicians, bureaucrats and others who do not support ET, what were their reasons and rationale?
  
  
  
  
  
  
  
  
  
  
  9. What were the total resources devoted to ET? (Trying to get at other non-federal contributions/sources of commitment).

10. What were the factors that facilitated the implementation and operation of the ET project?

11. What obstacles occurred when implementing and operating the ET project?

12. Please describe your data/information systems.

13. Do you think that the ET project impacted or affected the target population?

14. What have been the most important lessons learned from implementing and operating the ET project?



**APPENDIX C-  
PILOT PROJECT INTERVIEW GUIDE**

**DISPROPORTIONATE MINORITY CONFINEMENT (DMC) INITIATIVE  
FLORIDA**

**PILOT PROJECT INTERVIEW GUIDE**

NAME : \_\_\_\_\_ POSITION/TITLE : \_\_\_\_\_

LOCATION : \_\_\_\_\_ PROGRAM NAME : \_\_\_\_\_

DATE : \_\_\_\_\_ INTERVIEWER : \_\_\_\_\_

Introduction:

Good morning/afternoon.

Caliber Associates is a consulting firm located near Washington, D.C., specializing in the evaluation of social service programs. Caliber is currently under contract with the Office of Juvenile Justice and Delinquency Prevention (OJJDP) to provide evaluation support for each of the DMC State Pilot Projects.

Today we want to discuss three main topics about your DMC initiative:

The local planning process for the intervention

The State support role for the pilot project

Future plans for DMC

Do you have any questions before we begin?



4. What role do you think various levels of government should play to eliminate DMC?

5. What are your perceptions of the key factors that contribute to DMC?

## **II. THE STATE PHASE I PLANNING PROCESS**

6. Please describe Phase I of the DMC initiative.

- What was your participation in Phase I of the DMC initiative?

- What was your interpretation of key Phase I analysis findings?
- How were the Phase I analysis findings disseminated?
- How well were the Phase I analysis findings received?
- How did the Phase I analysis findings influence planning for Phase II?



What were the obstacles or hindering factors in the planning process?

- What were the facilitating factors in the planning process?

8. What were the total resources devoted to planning DMC? (NOTE: If only federal - we know the amounts. This question is trying to get at other contributions/ sources of commitment)

- State contributions

- Other



10. What has been the role of the SAG on the DMC initiative?

11. What is the current Hillsborough County DMC project plan/design?

- JAC diversion
  
- Training of juvenile justice personnel
  
- Coalition of service providers
  
- Tracking of minority youth



13. How will the DMC plan been implemented?

- Timetable
- Level of state/local collaboration

**V. FUTURE PLANS ON DMC**

14. How will the state monitor incidences of DMC? (Processes and outcomes)

- What are the sources of data?

- What type of data will be collected?
  
  - Where will the data be reported?
15. What are the state's future plans to meet the federal DMC mandate?
16. What have been the most important lessons learned from planning and implementing the DMC pilot project?
17. Do you have any final questions or comments?

This interview is now completed. Thank you very much for your time and assistance.