



# Requiring Juvenile Civil Citations in Florida

A report to inform data-driven decision-making in the Florida Legislative session 2017

## CONTENTS

Executive Summary.....	pg. 1
Five key approaches to requiring civil citations.....	pg. 2
Statewide Utilization Table.....	pg. 3
Scenario A: If Legislature Does Not Require Civil Citations.....	pg. 4
A tale of two counties an hour away.....	pg. 6
Local obstacles to increasing utilization.....	pg. 7
Scenario B: If Legislature Requires Civil Citations.....	pg. 8
Concerns with proposed legislation.....	pg. 9
Other key questions.....	pg. 10
Recommendations.....	pg. 11
Upcoming Research-Based Best Practices.....	pg. 12
Endorsements.....	pg. 13
End Notes.....	pg. 14

## Purpose of report

The purpose of this report is to inform data-driven decision-making on the issue of requiring Florida juvenile civil citations, which is an alternative to arrest for common youth misbehavior. Currently, civil citations are voluntary, providing law enforcement full discretion whether to arrest or issue a civil citation for any misdemeanor. Under current Florida law, serious crimes, including all felonies, are not eligible for civil citations. A full background on juvenile civil citations can be found in the annual study *“Stepping Up: Florida’s Top Juvenile Civil Citation Efforts”*, which is in its third year (see [www.caruthers.institute](http://www.caruthers.institute))

Based on the data that shows civil citations increase public safety, improve youth outcomes and save taxpayer money – and data that reveals arrests have detrimental effects in those areas -- CI advocates for greater statewide utilization. However, CI takes no position on requiring law enforcement to issue civil citations, which is only one of numerous ways outlined in this report to increase utilization.



**caruthers.institute**  
research + solutions + advocacy

The Caruthers Institute (CI) is a nonprofit think-tank that conducts research, crafts solutions and leads advocacy on emerging youth issues for the purpose of data-driven social change. CI is formerly dewey & associates (d&a).

President + CEO Dewey Caruthers is one of Florida’s top experts on juvenile civil citations. He authors the annual study *“Stepping Up: Florida’s Top Juvenile Civil Citation Efforts”*, which is in its third year. Additionally, he has helped numerous counties start and grow juvenile civil citation programs.



**Report  
Author:**  
Dewey Caruthers

## Executive Summary

The Florida Legislature in its upcoming 2017 session will consider bills to require juvenile civil citations for 11 common youth misbehaviors for first time offenders, removing law enforcement discretion to arrest first-time offenders in these instances. The 11 common youth misbehaviors include offenses such as underage drinking, a fight without injury, petit theft, disorderly conduct and small amounts of marijuana.<sup>1</sup>

The proposed legislation is a result of the underutilization of juvenile civil citations by most counties, school districts and law enforcement agencies, - jurisdictions that have been unable to utilize civil citations in at least a moderate 75% of all instances – a fair and reasonable minimum benchmark cited in the annual study *“Stepping Up: Florida’s Top Juvenile Civil Citation Efforts.”*<sup>2</sup>

This underutilization is in spite of the data that clearly shows juvenile civil citations in lieu of arrests have positive benefits on public safety, youth outcomes and taxpayer spending -- with arrests having detrimental effects in those areas. Adding fuel to the growing movement to require civil citations is that many of the underperformers are not taking steps to increase utilization.

Yet removing law enforcement discretion, even only for first-time offenders with a small number of minor offenses, is a drastic move that needs significant consideration. CI takes no position on requiring civil citations. Also, there are other approaches to increasing utilization without removal of law enforcement discretion by offense, which are listed on page 2 of this report.

### Report methodology

This report provides data and insight into the likely impact of proposed legislation in the three most important categories to Florida communities -- public safety, youth outcomes and taxpayers. Projections are made in two scenarios: First, what the data shows is likely to occur in the categories if the Legislature does nothing and juvenile civil citation utilization continues at current rate increases; and second, what the data shows is likely to occur if the Legislature passes a law that requires officers to issue juvenile civil citations in the 11 enumerated offenses.

## 2 Questions This Report Poses

1. Do the positive benefits of juvenile civil citations on public safety, youth outcomes and cost savings – and the negative effects of arrests in those categories -- rise to the threshold of requiring law enforcement to issue civil citations for 11 common youth misbehaviors for first-time offenders?
2. If the Legislature does not act on juvenile civil citations either by requirement or funding, what will incentivize low-performing counties (and those not using civil citation at all) to rapidly achieve higher utilization rates that the data shows increases public safety, improves youth outcomes, and saves taxpayer money?

**Scenario A projections: Legislature does nothing to require civil citations**

- Civil citation utilization rates are increasing at approximately 6 percentage points annually.<sup>3</sup>
- The statewide utilization rate in FY 2017-2018 is estimated to be 62%, meaning in 38% of all instances there is an arrest with all the detrimental effects to the public and youth.
- This will equate to an estimated 14,000 arrests having been made from FY 16-17 through FY 17-18, including 6,000 black youth, some at-risk to enter the school-to-prison pipeline.

**Scenario B projections: Legislature requires civil citations for certain minor offenses**

- Civil citation utilization will increase more rapidly if required for the 11 offenses for first-time offenders.
- A 75% statewide utilization rate in FY 14-15 would have generated \$20 million - \$62 million in cost savings that could have been reinvested into addressing serious crimes including violent felonies; as well as reduced arrests by 56%, or more than 6,600 youth not being arrested.<sup>4</sup>

**Top Recommendation: Legislative funding needed regardless**

The Legislature should provide funding to increase utilization, which can be accomplished via money for training, as well as through financial incentives to counties, school districts and law enforcement agencies to make juvenile civil citations the presumptive norm. Funding should be provided regardless of whether civil citations are required for the enumerated offenses. Note, the higher utilization rates would generate large annual cost savings – millions of dollars at state and local levels each year.

**Five key approaches to require juvenile civil citations**

**By Age:** Require civil citations for youth ages 13 and younger. This would mean the only youth who could be arrested for any eligible offenses would be 14-17-years old.

**By offense:** Require civil citation for certain offenses, allowing law enforcement discretion to arrest with other offenses. This would standardize how law enforcement throughout the state would address common youth misbehaviors like petit theft, underage drinking, and criminal mischief.

**By Procedure:** Add a procedure to require law enforcement officers who want to arrest youth ages 14-17-years-old for eligible offenses provide justification in a report approved by a supervisor.

**By county performance:** Set a county utilization benchmark – such as a minimum of 75% -- that if not met would remove law enforcement discretion in all misdemeanor offenses. Once the county's performance increased to or above the benchmark, law enforcement discretion would be returned.

**By Funding:** Financially incentivize counties, school districts and law enforcement agencies to start and expand local efforts, including providing money for research-based training.

Civil citation utilization is the percent eligible issued a civil citation. SOURCE: Florida Dept. of Juvenile Justice Civil Citation Dashboard Nov. 2015 – Oct. 2016. Accessed Feb. 2017. Utilization rates are based on all statewide eligible offenses, not based on eligible offenses per county. NOTE: Civil citation reporting includes other juvenile prearrest diversion efforts operated under a different name.

## State Civil Citation Utilization

(all 67 counties)

Utilization:	51%
Eligible Youth:	18,726
Arrested:	9,117
Issued Civil Citation:	9,609

## State Civil Citation Utilization by Race

(all 67 counties)

	<u>Arrest %</u>	<u># Arrested</u>	<u>Civil Citation %</u>
Black:	48%	3,159	52%
Hispanic:	40%	1,361	60%
Other:	45%	64	55%
White:	52%	4,533	48%

## State Civil Citation Utilization by School District

(all 67 counties)

Utilization:	67%
Eligible Youth:	5,198
Arrested:	1,726
Issued Civil Citation:	3,472

## State Civil Citation Utilization by Gender

(all 67 counties)

	<u>Arrest %</u>	<u># Arrested</u>	<u>Civil Citation %</u>
Male:	49%	5,378	51%
Female:	48%	3,739	52%

## Top 5 offenses by % arrested

(all 67 counties)

1. Violation of hunt, fish, boat laws	90% arrest rate
2. Non felony traffic offenses	86% arrest rate
3. Assault / battery (non agg.)	68% arrest rate
4. Misd. Obstruction of justice	61% arrest rate
5. Misd. alcohol	55% arrest rate

## Top 5 offenses by number arrested

(all 67 counties)

1. Assault / battery (non agg.)	3,814
2. Petit larceny	1,785
3. Misd. Violation drug laws	1,312
4. Disorderly conduct	530
5. Misd. Alcohol offenses	379

## State Civil Citation Utilization and the School-to-Prison Pipeline

(black males in all 67 counties)

	<u>Arrest %</u>	<u># Arrested</u>	<u>Civil Citation %</u>
Black Male School-Based:	37%	449	63%
Black Male Community-Based:	54%	1,395	46%

The school-to-prison pipeline is a term for the national trend where children are funneled out of public schools and into the juvenile and criminal justice systems. Students of color – particularly black males – are especially vulnerable to the pipeline that may begin with arrests for common youth misbehavior and leads to continued contact with law enforcement and further arrests.

**Scenario A:** Florida law **does not** require juvenile civil citations; instead allowing civil citations to continue to be voluntary with full law enforcement discretion. What three key questions should legislators be asking?

**50%**

Statewide juvenile civil citation  
utilization rate FY 2015-2016

## 1. What is the impact on public safety?

### What the data tells us

*Public safety is reduced by a slower increase in utilization than the requirement would generate.*

**56%**

ESTIMATED Statewide juvenile civil  
citation utilization rate FY 2016-2017

Low utilization of civil citations means higher arrest rates. The *Stepping Up 2016* study revealed counties that arrest youth rather than issue juvenile civil citations create more reoffenders who generate more crime -- a counter-productive unintended consequence.<sup>5</sup>

**62%**

ESTIMATED Statewide juvenile civil  
citation utilization rate FY 2017-2018

This is due to the recidivism rate of juvenile civil citations, which is 4%, substantially outperforming the recidivism rate for post-arrest diversions for civil citation-eligible offenses, which is 9%.<sup>6</sup>

*Civil citation utilization is increasing on average by 6 percentage points per year since FY 2011-2012.*

By doing nothing, the increases in statewide utilization will move at the projected rate of 6 percentage points per year, a slower increase than the requirement would generate, which could increase utilization by 20 percentage points or more in just the first year.

Note, the 6 percentage point increase in utilization represents more than 14,000 arrests over the two-year period of FY 2016-2017 and FY 2017-2018.



*The continued high arrest rates for common youth misbehavior represent the unintended consequence of law enforcement generating more crime than if utilizing civil citations.*



## 2. What is the impact on youth outcomes?

### What the data tells us

*More youth's futures are damaged and diminished by the Legislature doing nothing, which will result in a slower reduction in arrests that the requirement would provide.*

By doing nothing, the number of arrests for common youth misbehavior will decrease an average of approximately 1,700 per year (based on the two previous fiscal years FY 14-15 and FY 15-16). If this trend continues, in FY 2016-2017 there will be an estimated 8,000 arrests; and in FY 2017-2018 an estimated 6,300, also considering the number of eligible offenses is decreasing annually.<sup>7</sup>

# 14,300

ESTIMATED number of arrests in  
FY 2016-2017 and FY 2017-2018

# 6,000

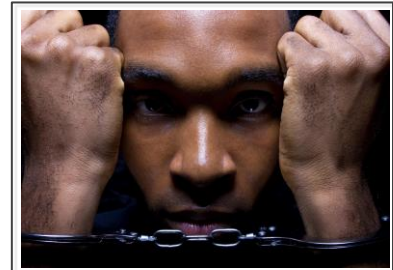
ESTIMATED number of arrests of  
black youth in FY 2016-2017 and  
FY 2017-2018

### Negative Impact of an Arrest

Common youth misbehaviors – underage drinking, a fight without injury, petit theft – are unacceptable and should have a consequence. But is an arrest the appropriate consequence for such minor infractions?

Consider the impact:

- Denied college or vocational school entry, scholarships and grants
- Rejected from leasing a college apartment or entry into a dormitory
- Not permitted to join the military
- Blocked from obtaining employment
- Turned down for some loans
- Social stigma, trauma and humiliation of a physical arrest



### Unequal Justice by Geography

Unequal justice will continue to be a common occurrence if the Legislature does not require juvenile civil citations.

Because civil citations are voluntary, common youth misbehaviors eligible for civil citations can vary per county, per city and per agency. This means two youth committing the same exact civil citation-eligible offense can result in one being issued a civil citation and the other being arrested – depending on the city or county where the youth is located as well as the law enforcement agency that confronts them.





*Arrests are substantially more expensive than issuing juvenile civil citations.*

### 3. What is the impact on taxpayers?

#### What the data tells us

*Taxpayers will spend more money if the Legislature does nothing because arrests are more expensive than civil citations.*

Arrests are more financially expensive than juvenile civil citations, which generate significant cost savings that are seamlessly reinvested in public safety resources to prevent and handle more serious crimes like violent felonies.

This is due in part because Juvenile civil citations allow for the allocation of resources to address more serious public safety issues.

By doing nothing, arrest rates – and the higher costs – will reduce more slowly than if civil citations are required.

## A tale of two counties an hour away

This is a story of two counties: One has embraced juvenile civil citations and increased its efforts into one of the state's best. The other has chosen to not use civil citations at all.

*Stepping Up 2016* shows that under the leadership of Sheriff Bob Gualtieri the Pinellas County Sheriff's Office ranked as the twelfth best law enforcement agency in the state (out of nearly 400 total agencies), which propelled Pinellas to be ranked as the second-best county in the state.<sup>8</sup> The most recent year-to-date utilization rate (Nov. 15-Oct. 16) of Pinellas Sheriff's Office is 90% and the rate of Pinellas County is 94% -- impressive outcomes.<sup>9</sup>

With a 94% utilization rate, Pinellas increased its public safety resources to address more serious crimes like felonies in one year by \$1.8 million to \$5.6 million (Nov. 15–Oct. 16) as a result of the cost savings of juvenile civil citations.

An hour away, Polk County Sheriff's Office was tied for last place in the state among law enforcement agencies, which dictated Polk's performance that was ranked in last place in counties in the state, according to *Stepping Up 2016*.<sup>10</sup> The most recent year-to-date utilization rate of Polk County Sheriff's Office is 0% and the rate of Polk County is 0%.<sup>11</sup>

If Polk had a 94% utilization rate during the same time period, the county would have increased its public safety resources for more serious crimes by \$1.2 million to \$3.7 million. Additionally, Polk would not have arrested 855 youth for common misbehavior.

## Local obstacles to increasing utilization

### Unanimous approval by statutory stakeholders

Civil citation policy changes at the county level require unanimous support from numerous statutory stakeholders that includes: All heads of law enforcement (such as sheriff, municipal police chiefs), state attorney, public defender, and chief judge of the circuit. While the school superintendent's approval is not required by statute, it's often given equal consideration.

*Unanimous approval by statutory stakeholders is a major obstacle to higher utilization*

Without unanimous approval – which in many counties involves more than 10 stakeholders and in some more than 20 -- a county cannot change policies to increase utilization, such as expanding the number of eligible offenses. In fact, in some counties with low utilization rates there is just one holdout – a sheriff or a state attorney – who is able to obstruct new policies and approaches that could dramatically increase utilization and reduce arrests.



### Slow adopters of high utilization

Nearly all counties have juvenile civil citation programs. But most do not believe in utilizing civil citations at high levels. In FY 14-15 there were 63 counties, 53 school districts and more than 300 law enforcement agencies with rates of less than 75%, which means arrests are occurring in more than 1-in-4 instances of common youth misbehavior.<sup>12</sup>

*While nearly all counties have juvenile civil citation programs, most do not believe in high utilization.*

In many of the counties with low and moderate utilization, statutory stakeholders regularly voice their support for juvenile civil citations – often at news conferences. Yet their low and moderate utilization rates show they do not support the higher rates that many of their constituents are demanding.

For example, three large counties – Duval, Hillsborough and Orange – have low utilization rates: 26%, 34%, and 39% respectively for the one-year period of Nov. 2015 – Oct. 2016 (most recent available).<sup>13</sup> And, these counties comprised nearly one-fourth (24%) of all statewide arrests for common youth misbehavior, totaling nearly 3,000, in FY 2014-2015.<sup>14</sup> All the while statutory stakeholders in each county have been vocal about their support of juvenile civil citations.



**Scenario B:** The Florida Legislature **requires juvenile civil citations**, removing law enforcement discretion for at least 11 common youth misbehaviors for first-time offenders. What three key questions should legislators be asking?

---

### 1. What will be the impact on public safety?

#### What the data tells us

*Public safety would be increased by the Legislature requiring juvenile civil citations for certain minor offenses -- based on the requirement creating a spike in utilization.*

Higher utilization equals fewer reoffenders and more resources for serious crimes like felonies.



### 2. What will be the impact on youth

#### What the data tells us

*Youth outcomes would be improved by the Legislature requiring juvenile civil citations for certain minor offenses. The requirement would contribute to a more rapid reduction in the number of youth arrests.*

The fewer youth arrested for common misbehavior is for the better. Fewer youth have arrest records. Fewer youth become reoffenders.



Additionally, unequal justice will dramatically decrease for first-time offenders with the 11 common youth misbehaviors – which become standardized statewide.

---

### 3. What will be the impact on taxpayers?

#### What the data tells us

*Taxpayer money would be spent more effectively by the Legislature requiring juvenile civil citations for certain minor offenses, which will result in more resources available to be invested in addressing felonies.*

Increasing statewide juvenile civil citation utilization up to 75% would have increased public safety resources to prevent and handle felonies by \$20 million to \$62 million. (FY 2014-2015). <sup>15</sup>

---

## Concerns with the proposed legislation

### **Are juvenile civil citation programs prepared for the spike in youth enrollment the new law would bring?**

Requiring juvenile civil citations will create a spike in youth entering existing programs, and force counties not using civil citations to create programs to handle these youth for the first time.

While there is no data available on the capacity of civil citation programs throughout the state, it is safe to assume many if not most county programs are not prepared to accommodate rapid increases in youth enrollment.

Additionally, program capacity is different from program effectiveness. After law enforcement issues a civil citation, it becomes the responsibility of the program to effectively address the misbehavior with an approach that reduces the chances youth will reoffend. Keep in mind, many youth entering programs are there for an underlying reason – such as an anger management problem or underage drinking issue due to problems at home or school.

Programs must be prepared to effectively address youth issues, as well as handle the quick uptick in capacity. Funding is vital for program preparedness.

### **Could there be unintended consequences?**

A widespread concern is instances where law enforcement deems it necessary to make an arrest for a common youth misbehavior, but cannot because a civil citation is required. The concern is law enforcement could elevate the behavior to a felony charge in order to make the arrest.

While this speculation could be an unintended consequence, it would not be a wise move by law enforcement. This would burden state attorneys who would be sent felony cases that don't meet that threshold, not to mention the public outcry from community organizations. If civil citations become required for first-time offenders with the enumerated offenses, The Caruthers Institute will include in its annual *Stepping Up* study a monitoring of juvenile felonies and report any unusual increases.

### **Who enforces the new law?**

If the Legislature requires juvenile civil citations for any offenses, who will enforce the new law? If a county, school district or law enforcement agency chooses to ignore the law either by not having a civil citation program, or keeping utilization rates low, who will force them to follow the law?

There seems to be a false assumption among supporters of the proposed legislation that passing a law requiring law enforcement to issue civil citations for the 11 enumerated offenses will result in 100% utilization in those instances.

---

---

## Other key questions

### **How much law enforcement discretion does proposed legislation remove?**

It's important for both sides of this issue to keep top of mind the proposed legislation does not completely remove law enforcement discretion with juvenile civil citations – only with 11 offenses and only for first-time offenders. This means two things: First, law enforcement can still make an arrest for the many common youth misbehaviors beyond the 11 required. Second, law enforcement has full discretion to arrest youth who have previously received one civil citation.

Also, note that multiple offenses can occur in one situation. For instance, law enforcement confronts an intoxicated 17-year-old bothering people at the beach. The teen sees the officers and flees. Law enforcement chase down the teen. There are multiple offenses that can be “stacked” at the officer’s discretion. The youth could be issued a civil citation for underage drinking (meeting the proposed state requirement), but arrested for ‘resisting arrest without violence’ (running away), and ‘disorderly conduct’ (being drunk and harassing people).

### **Is race a factor in arrests?**

The statewide Relative Rate Index (RRI) was 2.27 in FY 2014-2015, which means for every white youth arrested for a civil citation-eligible offense there were 2.27 black youth arrested, according to *Stepping Up* 2016 study.<sup>16</sup> (*Stepping Up* did not calculate RRI for Hispanic youth, but plans to do so in its next study to be released in June.)

There were 13 counties with an RRI less than the state average, which does not include those counties that did not utilize civil citation. Additionally, there were 15 counties with a Relative Rate Index above 4.0, with one county as high as 25.1.

Relative Rate Index (RRI) is a means of comparing the rates of juvenile justice contact experienced by different groups of youth, according to the Office of Juvenile Justice and Delinquency Prevention (OJJDP). The RRI above represents arrest rate for white youth with the arrest rate for black youth. The RRI does not necessarily imply racial bias in the arrest process. There could be many reasons other than racial bias that produced this racial disparity at arrest (e.g., different levels of delinquency behavior by white juveniles and black juveniles). All the RRI can say is that disparity exists and additional exploration is needed to determine the source of the bias, according to OJJDP.<sup>17</sup>

### **Are there any studies or data that shows value of arrests over civil citations?**

The Caruthers Institute -- which researches the issue on a weekly basis -- cannot find any studies nor data that shows arrests for common youth misbehavior, instead of civil citations, is a good idea. Nor can any supporters of its *Stepping Up* studies -- top national and state juvenile justice organizations that span the ideology spectrum from liberal to conservative -- identify any such studies or data. In fact, there is a large body of research that shows the value of prearrest diversions over arrests for minor youth misbehavior.

While there are no studies, there are instances where an arrest makes more sense than a civil citation, such as domestic violence. But these instances are rare, and do not align with the frequency of arrests statewide and in most counties.

---

---

## Recommendations

The following are recommendations to inform discussions on the proposed legislation:

**1. Consider all five approaches to increase utilization of juvenile civil citations: By age, by offense, by procedure, by county performance, and by funding.**

The five key approaches – by age, offense, procedure, county performance, funding – are listed on page 2 of this report.

**2. Legislative funding is needed, if only on a one-time basis, to increase utilization and program effectiveness – regardless of whether civil citations are required.**

The Legislature should provide funding to increase utilization and program effectiveness -- regardless of the proposed requirement of law enforcement.

Programs need training on research-based best practices to better understand the policies, and practices governing the effective use of juvenile civil citations. Counties, law enforcement agencies and school districts need financial incentives to make juvenile civil citations the presumptive norm.

This one-time legislative funding is a small investment that would generate large annual cost savings – millions of dollars each year -- at state and local levels.

**3. If the proposed legislation becomes law, there should be 12 months ramp-up time for law enforcement and program preparedness, and there needs to be an enforcement entity.**

In the initial year of a new law, many counties, school districts, and law enforcement agencies will be unable to meet the requirement of issuing civil citations will all of the enumerated offenses; as well as unable to develop the programmatic infrastructure needed for effective implementation. Ramp-up time will be needed – a recommended 12 months -- to allow programs and stakeholders to fully implement the spirit of the new law.

Additionally, there must be an enforcement mechanism for those counties, school districts and law enforcement agencies that would choose not to follow the new law. There likely will be those, even after a sufficient ramp-up time, that will not meet the new law's requirements. The new law is more of a suggestion than a requirement if it does not specify an entity and enforcement authority, or at least, disincentives for failure to comply for ignoring the new requirement.

**The new law is more of a suggestion than a requirement if it does not specify an enforcement authority, or at least, disincentives for failure to comply.**

---

The following are recommendations from *Stepping Up* studies that are relevant for discussions on a bill that would require juvenile civil citations.

**In those rare and exceptional circumstances for using an arrest rather than a civil citation, law enforcement should document, justify and have supervisory approval.** *Stepping Up 2016 study, Recommendation One*<sup>18</sup>

**For some offenses with younger children, law enforcement should take no action other than allowing school officials and parents handle the behavior.** *Stepping Up 2016 study, Recommendation Two*<sup>19</sup>

**“Provide for equal justice within counties.”** (this identified geographical unequal justice). *Stepping Up 2015 study, Recommendation Seven*<sup>20</sup>

**“The state’s civil citation efforts need funding for continuous improvements in public safety, youth opportunities and taxpayer savings.”** (this recommendation identified the need for funding to start and expand programs effectively) *Stepping Up 2015 study, Recommendation Ten*<sup>21</sup>

Research-based best practices will allow communities to realize the full benefits of juvenile civil citations on public safety, youth outcomes and taxpayers.

## Research-based best practices coming soon

The Caruthers Institute will be releasing research-based best practices in the spring. For two years, CI has been conducting in-depth research on the state’s top performers – counties, law enforcement agencies, school districts and program -- to understand what makes them so successful.

This first-ever set of research-based best practices will include the common policies, procedures and approaches of the very best in the state – those with the highest utilization rates and the lowest recidivism rates.

These research-based best practices will be a valuable resource for law enforcement to increase utilization, as well as for programs to achieve the combined outcomes of high completion rates and low recidivism rates.

Research-based best practices will allow communities to realize the full benefits of juvenile civil citations on public safety, youth outcomes and taxpayers.



## Endorsements

The following organizations endorse this report as a key resource for legislator decision-making on requiring juvenile civil citations for first-time offenders on the 11 enumerated offenses. Other endorsements can be added.



Joseph W. &  
Terrell S. Clark



Note, there is a large body of national research that in general supports the conclusions that prearrest diversion for minor offenses generates better outcomes for communities and youth than arrests. Such research is not noted for brevity, in consideration this is not a full length study, rather a short white paper focused on one piece of proposed legislation.

Also note, CI studies the topic of Florida juvenile civil citations on a weekly basis, having released two state studies and 134 county reports in less than three years. Some of CI's ongoing research is referenced in this report.

1. Senate bill 0196 (2017) - the Florida Senate. Retrieved February 1, 2017, from <https://www.flsenate.gov/Session/Bill/2017/0196/?Tab=BillText>
2. Caruthers, D. (2016)., from Caruthers Institute, from Stepping Up Florida's Top Civil Citation Efforts <http://www.caruthers.institute/wp-content/uploads/2016/11/FL-Top-Juvenile-Civil-Citaction-Efforts-Study-FINAL-9-7-16-2.pdf>, p.6.
3. Florida Department of Juvenile Justice. Retrieved February 1, 2017, from Florida Civil Citation, <http://www.djj.state.fl.us/research/delinquency-data/civil-citation-dashboard>
4. Caruthers, D. (2016)., from Caruthers Institute, from Stepping Up Florida's Top Civil Citation Efforts <http://www.caruthers.institute/wp-content/uploads/2016/11/FL-Top-Juvenile-Civil-Citaction-Efforts-Study-FINAL-9-7-16-2.pdf>, p.6.
5. Ibid., p14.
6. Florida Department of Juvenile Justice. (2016). Retrieved February 1, 2017, from Comprehensive Accountability Report, <http://www.djj.state.fl.us/research/reports/research-reports/car>
7. Florida Department of Juvenile Justice. Retrieved February 1, 2017, from Florida Civil Citation, <http://www.djj.state.fl.us/research/delinquency-data/civil-citation-dashboard>
8. Caruthers, D. (2016)., from Caruthers Institute, from Stepping Up Florida's Top Civil Citation Efforts <http://www.caruthers.institute/wp-content/uploads/2016/11/FL-Top-Juvenile-Civil-Citaction-Efforts-Study-FINAL-9-7-16-2.pdf>, p.7-9.
9. Florida Department of Juvenile Justice. Retrieved February 1, 2017, from Florida Civil Citation, <http://www.djj.state.fl.us/research/delinquency-data/civil-citation-dashboard>
10. Caruthers, D. (2016)., from Caruthers Institute, from Stepping Up Florida's Top Civil Citation Efforts <http://www.caruthers.institute/wp-content/uploads/2016/11/FL-Top-Juvenile-Civil-Citaction-Efforts-Study-FINAL-9-7-16-2.pdf>, p.31.
11. Florida Department of Juvenile Justice. Retrieved February 1, 2017, from Florida Civil Citation, <http://www.djj.state.fl.us/research/delinquency-data/civil-citation-dashboard>
12. Caruthers, D. (2016)., from Caruthers Institute, from Stepping Up Florida's Top Civil Citation Efforts <http://www.caruthers.institute/wp-content/uploads/2016/11/FL-Top-Juvenile-Civil-Citaction-Efforts-Study-FINAL-9-7-16-2.pdf>,
13. Florida Department of Juvenile Justice. Retrieved February 1, 2017, from Florida Civil Citation, <http://www.djj.state.fl.us/research/delinquency-data/civil-citation-dashboard>
14. Ibid.

- 
15. Caruthers, D. (2016)., from Caruthers Institute, from Stepping Up Florida's Top Civil Citation Efforts <http://www.caruthers.institute/wp-content/uploads/2016/11/FL-Top-Juvenile-Civil-Citaction-Efforts-Study-FINAL-9-7-16-2.pdf>, p.6.
  16. Ibid., p5.
  17. National disproportionate minority contact Databook. (2007). Retrieved February 14, 2017, from Office of Juvenile Justice and Delinquency Prevention, <https://www.ojjdp.gov/ojstatbb/dmcd/b/asp/whatis.asp>
  18. Caruthers, D. (2016)., from Caruthers Institute, from Stepping Up Florida's Top Civil Citation Efforts <http://www.caruthers.institute/wp-content/uploads/2016/11/FL-Top-Juvenile-Civil-Citaction-Efforts-Study-FINAL-9-7-16-2.pdf>, p. 17.
  19. Ibid, p. 18.
  20. Caruthers, D. (2015). Dewey & Associates. Retrieved February 1, 2017, from Stepping Up Florida's Top Civil Citation Efforts, <http://deweyandassociates.com/Stepping%20Up%20Florida%27s%20Top%20Civil%20Citation%20Efforts%207%2009%2015.pdf>, p.13.
  21. Ibid., p. 16.
-