THE
JUVENILE JUSTICE
COMMITTEE

MEETING PACKET

Wednesday, March 15, 2006
8:30-11:00 AM
214 CAPITOL

Allan G. Bense
Speaker

Faye B. Culp
Chair

FLORIDA HOUSE OF REPRESENTATIVES

Allan G. Bense, Speaker

Juvenile Justice Committee

Faye B. Culp
Chair

Mitch Needelman
Vice Chair

Meeting Agenda
Wednesday, March 15, 2006
214 Capitol, 8:30-11:00 AM

I. **Opening remarks by Chair Culp**

II. **Roll call**

III. **PCB JUVJ 06-02—Judicial Discretion to Select Commitment Programs**

IV. **Discussion of the Martin County Boot Camp with Sheriff Robert L. Crowder of the Martin County Sheriff's Office.**

V. **Presentation on "Research Study: Girls in Florida's Juvenile Justice System" by Dr. Barry Krisberg, President of the National Council on Crime and Delinquency and Dr. LaWanda Ravoira, President of PACE Center for Girls.**

VI. **Presentation on Report No. 06-13 entitled, "Effective Community Programs Could Reduce Commitments of Girls to Residential Programs" by staff of the Office of Program Policy Analysis and Government Accountability.**

VII. **Closing remarks by Chair Culp**

VIII. **Adjournment**

1302 The Capitol, 402 South Monroe Street, Tallahassee, Florida 32399-1300 (850) 487-0608

PCB JUVJ
06-02

HOUSE OF REPRESENTATIVES STAFF ANALYSIS

BILL #: PCB JUVJ 06-02 Judicial Discretion to Select Commitment Programs
SPONSOR(S): Juvenile Justice Committee
TIED BILLS: **IDEN./SIM. BILLS:**

REFERENCE	ACTION	ANALYST	STAFF DIRECTOR
Orig. Comm.: Juvenile Justice Committee		White	White
1)			
2)			
3)			
4)			
5)			

SUMMARY ANALYSIS

PCB JUVJ 06-02 implements recommendations made in the House Juvenile Justice Committee's Interim Report entitled, "Judicial Discretion to Select Juvenile Commitment Programs," and during the Committee's workshop on the bill. Specifically, the bill:

- Creates a three-year pilot program in the First, Eleventh, and Thirteenth Judicial Circuits, which authorizes judges to select commitment programs within the restrictiveness level ordered by the court.

- Requires the Department of Juvenile Justice (DJJ) prior to the beginning of the pilot program to:
  - Publish on its Internet website information that identifies and describes each commitment program.
  - Develop procedures, in consultation with judges, to implement the pilot program.

- Requires the DJJ, when requested by the court, to provide a list of commitment programs for which the youth is eligible, along with expected wait periods, and authorizes the court to select a program from the list if the expected wait period is 20 days or less for a maximum-risk program or 30 days or less for a program in the other restrictiveness levels. Alternatively, the court may select a commitment program with a longer wait period or that is not on the list, if the court provides reasons establishing that the youth is eligible for the program and that the program is in the youth's best interest.

- Requires the Office of Program Policy Analysis and Government Accountability (OPPAGA) to evaluate the pilot program and to periodically submit written reports that include:
  - Data on the frequency of court-specified placements and on the impact of such placements on commitment program wait periods, including secure detention stays.
  - Comparisons of successful completion and recidivism data for court-specified and DJJ-specified placements.
  - Findings by the OPPAGA, DJJ, and delinquency courts regarding the benefits and disadvantages of court-specified placements, and recommendations by these entities for amendments to statute addressing commitment.

FULL ANALYSIS

I. SUBSTANTIVE ANALYSIS

A. HOUSE PRINCIPLES ANALYSIS:

This bill does not appear to implicate any of the House Principles.

B. EFFECT OF PROPOSED CHANGES:

Disposition and Commitment of Delinquent Youth: Under current law, when a youth is found to have committed a delinquent act, the options available to the court for disposition include: (1) withholding adjudication and probation; or (2) adjudication and probation or commitment to the minimum-, low-, moderate-, high-, or maximum-risk restrictiveness levels.[1]

Prior to committing a youth, the court must consider a predisposition report (PDR) that is based upon a multidisciplinary assessment of the youth by the Department of Juvenile Justice (DJJ) and that includes:

- A description of the youth's criminal history, educational background, and needs, and if residential commitment is considered, a comprehensive evaluation of the youth's physical and mental health and of substance abuse, academic, educational, or vocational problems.
- The DJJ's recommendation for a treatment plan and restrictiveness level as determined during a commitment staffing[2] conducted by the DJJ for the youth.[3]

The PDR must be provided to the court at least 48 hours before the disposition hearing.[4] The court may follow the DJJ's recommendation in the PDR, or it may reject the recommendation if it states reasons that establish by a preponderance of the evidence why it is rejecting the recommendation.[5] [6]

If the court orders commitment for the youth, it must specify the restrictiveness level, but it may not select a program within the level.[7] Instead, the DJJ is responsible for placing the youth in a program within the court-ordered restrictiveness level.

Placement of Committed Youth: Once a court has committed a youth to a restrictiveness level, a DJJ commitment manager utilizes the Juvenile Justice Information System (JJIS), which manages the availability of commitment slots, to determine the appropriate program placement. For each committed youth, a DJJ commitment manager enters the following information into the JJIS:

- **The restrictiveness level ordered by the court.**
- **Whether the youth needs any of the following services:** pregnancy services; restitution services; a staff, fence, or hardware secure facility; sex offender treatment; behavior overlay services; residential substance abuse overlay services; intensive mental health services; special needs mental health services; mental health overlay services; developmentally disabled services;

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[1] *See* Section 985.03(46), F.S. (defining each restrictiveness level).
[2] According to DJJ representatives, invitees to the commitment staffing include the JPO, a DJJ commitment manager, the youth, the youth's parent(s) or guardian(s), the state attorney, the public defender, school officials, mental health staff, and other parties with information regarding the youth.
[3] Sections 985.229(1) and 985.23(2) and (3)(b), F.S.
[4] Section 985.229(1), F.S.
[5] *See* Section 985.23(3)(c), F.S.
[6] Data provided by the DJJ indicates that judges agreed with DJJ's disposition recommendation approximately 76 percent (n=8500) of the time in Fiscal Year 2004-2005.
[7] *See Department of Juvenile Justice v. J.R.*, 716 So.2d 872 (Fla 1st DCA 1998) and *Department of Juvenile Justice v. E.R., J.R., M.C., and C.A.*, 724 So.2d 129 (Fla 3rd DCA 1998) (holding that the court has no statutory authority to require placement of a committed youth in a particular facility).

social and life skills; vocational training; educational services; residential substance abuse treatment; or specialized mental health services.

- **Whether any of the following disqualifying factors apply to the youth:** documented arson history; extremely aggressive behavior; DSM IV diagnosis; psychotropic medications; IQ below 70; serious habitual offender; intensive residential treatment; asthma; diabetes; heart condition; seizures; sickle cell anemia; cancer; sexually transmitted disease; tuberculosis; or pregnancy.

Based on this information, the JJIS produces a list of programs that will meet the youth's needs and for which the youth has no disqualifying factors. The JJIS also indicates the expected wait list for the listed programs. The commitment manager selects a program from the JJIS list after considering which program best meets the youth's needs and which is closest to the youth's home.

The JJIS does not factor Program Accountability Measures (PAM)[8] and Quality Assurance[9] ratings into the placement process; however, DJJ representatives have stated that the commitment manager may be aware of the ratings and may factor these into his or her final placement choice for a youth.[10]

Interim Project on Judicial Discretion to Select Commitment Programs: During the 2006 Interim, the House Juvenile Justice Committee conducted a project that reviewed the issue of statutorily affording judges the discretion to select particular commitment programs for youth. This issue had been considered by the Legislature in three bills filed during the 2003 and 2005 Regular Sessions.[11]

The interim project report indicates that a survey of Florida's 81 juvenile delinquency judges was conducted to obtain feedback regarding whether they desire judicial discretion. Out of 41 judges responding to the survey, more than half (23 judges or 56 percent) believed that statute should be amended to afford judicial discretion. The judges indicated that judicial discretion would be advantageous because it would assist in insuring that placements are based on youth needs and the most effective programming available, rather than on program availability and budgetary concerns.[12]

The report also notes disadvantages to affording judicial discretion, which were cited by judges responding to the survey and by the DJJ. These disadvantages include that: (a) sufficient information on the content and effectiveness of commitment programs may not be readily available to judges in order for them to make informed placement decisions; (b) DJJ employees, who attend the commitment staffing, are in the best position to know which programs are available and for which the youth meets eligibility requirements; and (c) the time youth spend awaiting commitment placements may increase if judges over utilize the most effective programs.[13] In order to mitigate these disadvantages, the report made recommendations that included the following for the Legislature to consider should it desire to grant judicial discretion in the future:

- To offer juvenile delinquency judges greater information on the content and effectiveness of commitment programs, the Legislature could require the DJJ to annually: (a) provide judges with a publication providing a comprehensive overview of each commitment program, including recidivism rates, and PAM and QA ratings; and (b) training at judicial conferences.

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[8] PAM scores consist of a program recidivism effectiveness measure and a cost effectiveness measure. Recidivism effectiveness is calculated as the standardized difference between the program's expected recidivism and observed recidivism. Cost effectiveness is calculated as the standardized difference between each program's average cost per youth completing the program and the statewide average cost per completion of $34,083. *See The 2005 PAM Report,* Department of Juvenile Justice, December 2004, p. 5.

[9] Quality Assurance ratings are based upon an evaluation of the following three elements in each program: (1) level of performance and quality of services; (2) immediate and long-term outcomes; and (3) cost. *See An Introduction to Florida's Juvenile Justice Quality Assurance System,* Department of Juvenile Justice, May 2004, p. 4.

[10] *Judicial Discretion to Select Juvenile Commitment Programs,* House of Representatives Juvenile Justice Committee, January 2006, pp. 4-6.

[11] *See* HB 1741 and SB 1900 (2003) and HB 1917 (2005).

[12] *Judicial Discretion to Select Juvenile Commitment Programs* at pp. 6, 9, 11.

[13] As discussed in the report, however, this alleged disadvantage might ultimately result in the DJJ either expanding the most effective programs or opening new ones that are equally effective. *Id.* at 9.

- To insure that judges only place youth in commitment programs for which they are eligible, the Legislature could require the DJJ to provide judges, upon request, the list of programs produced by the JJIS for the youth and the wait list for those programs.

- To minimize the risk that judicial placements might result in substantially longer commitment wait lists, the Legislature could provide that such placements must occur within 30 days, rather than within 45 days as specified in the 2005 proposed legislation. For Fiscal Years 2003 through 2005, the average wait list time for placement in a low-, moderate-, or high-risk program was 28 days and in a maximum-risk program was 17.7 days.

- To more fully evaluate the advantages and disadvantages of affording judicial discretion prior to statewide adoption, the Legislature could initially implement such discretion as a pilot program and require the collection of data during the project that includes: (a) the number of youth committed by circuit; (b) the number of youth placed in judicially-specified programs by circuit; (c) the number of times judges deviated from JJIS-listed programs; (d) the average wait list time for judicially- and DJJ-specified program placements; (e) the average time spent by youth in secure detention while awaiting judicially- and DJJ-specified program placements; and (f) a description of any written documents and training provided by the DJJ to judges regarding the content and effectiveness of commitment programs.[14]

Effect of Bill: The bill implements recommendations made in the House Juvenile Justice Committee's Interim Report entitled, "Judicial Discretion to Select Juvenile Commitment Programs," and during the Committee's workshop on the bill. Under the bill, a three-year pilot program (September 1, 2006 and August 31, 2009) is created in the First (Escambia, Okaloosa, Santa Rosa, and Walton Counties), Eleventh (Dade County) and Thirteenth (Hillsborough County) Judicial Circuits for the purpose of authorizing delinquency courts in those circuits to specify commitment program placements for youth.[15]

The bill requires the DJJ before August 31, 2006, to:

- *Develop, in consultation with affected delinquency court judges, procedures to implement the pilot program.*

- *Publish on its Internet website, and to continually update as changes occur, information that identifies the name and address of each commitment program and that describes for each identified program: the population of youth served; the maximum capacity; the services offered; applicable disqualifying factors; the most recent recidivism rates; and the most recent cost-effectiveness, i.e., PAM, rankings and QA results under s. 985.412, Florida Statutes.*

- *Develop, in consultation with the Office of Program Policy Analysis and Government Accountability (OPPAGA), reporting protocols to collect and maintain data necessary for OPPAGA's required reports on the pilot program.*

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[14] *Id.* at 10-11.

[15] These judicial circuits were selected based upon the number of referrals annually received, the number of commitments annually imposed, and the expressed desire of judges within the circuit to utilize judicial discretion to select commitment programs. The First Judicial Circuit: had the 13th highest number of referrals in the state for Fiscal Years 2000 through 2005; had the third highest number of commitments in the state for Fiscal Years 2000 through 2005; and two out of four judges responding to the interim project survey indicated that the law should be amended to afford judicial discretion. The Eleventh Judicial Circuit had the highest number of referrals in the state for Fiscal Years 2000 through 2005; had the sixth highest number of commitments in the state for Fiscal Years 2000 through 2005; and four out of four judges responding to the interim project survey indicated that the law should be amended to afford judicial discretion. The Thirteenth Judicial Circuit: had the fifth highest number of referrals in the state for Fiscal Years 2000 through 2005; had the eighth highest number of commitments in the state for Fiscal Years 2000 through 2005; and two out of four judges responding to the interim project survey indicated that the law should be amended to afford judicial discretion.

The bill authorizes delinquency court judges[16] during the pilot program period to require the DJJ to include in a youth's PDR the list of commitment programs produced by the JJIS for the youth, including the wait period for each program. The judge may select a program from the list, which has a wait period of 20 calendar days or less for a maximum-risk program or 30 calendar days or less for another program. If the judge wishes to select a program from the list with a longer wait period, the judge must state reasons on the record establishing by a preponderance of the evidence that the placement is in the youth's best interest. Further, if the judge wishes to place the youth in a commitment program not on the list, the judge must state reasons on the record establishing by a preponderance of the evidence that the youth is eligible for the commitment program and that the commitment program is in the youth's best interest. The bill defines "eligible" as meaning a determination that the commitment program provides services needed by the youth and that the youth does not possess any disqualifying factors applicable to the program.

The bill also requires the OPPAGA to evaluate the pilot program and to submit a report to the Governor and Legislature on January 1, 2008, and annually thereafter, which identifies, according to judicial circuit and restrictiveness level, the following data, as it becomes available, for the pilot program period:

- *The number of youth committed to the department by the delinquency court.*
- *The number of youth placed by the delinquency court in a program: on the JJIS list with a wait period of 20 or 30 calendar days or less, as applicable; on the JJIS list with a wait period in excess of 20 or 30 calendar days, as applicable; and that was not on the JJIS list.*
- *The number of youth placed in DJJ-specified commitment programs.*
- *The average wait period for, and the average number of days spent by youth in secure detention while awaiting placement in, delinquency court-specified commitment programs and DJJ-specified commitment programs.*
- *The number of youth who complete, and who are otherwise released from, delinquency court-specified commitment programs and DJJ-specified commitment programs.*
- *The number of youth who recidivate within six-months following completion of delinquency court-specified commitment programs and DJJ-specified commitment programs.[17]*

Further, the bill requires that the reports submitted by the OPPAGA on January 1, 2009 and January 1, 2010, contain: (a) findings by the OPPAGA, DJJ, and delinquency courts regarding the benefits and disadvantages of authorizing courts to select commitment programs; and (b) recommendations by the OPPAGA, DJJ, and delinquency courts, if found to be warranted, for amendments to current statute addressing commitment.

Finally, the bill provides for the repeal of the pilot program on January 1, 2010.

C. SECTION DIRECTORY:

Section 1. Creates a pilot program for the period of September 1, 2006 through August 31, 2009, which authorizes delinquency courts to select commitment programs in the First, Eleventh, and Thirteenth Judicial Circuits; provides definitions; requires the DJJ before August 31, 2006, to develop procedures to implement the pilot program, to publish on its Internet website specified information about commitment programs, and to develop reporting protocols for specified data; specifies requirements applicable to the selection of commitment programs by judges; requires the OPPAGA to submit a report

[16] Some interested parties have raised concerns about the bill indicating that judges may be unduly influenced by private providers to select certain commitment programs. Judges, however, are governed by the Code of Judicial Conduct, which: (1) requires a judge to disqualify himself or herself in any case where his or her impartiality may be questioned, including where a judge or a family member has anything more than a de minimis interest that could be affected by a proceeding; and (2) prohibits the acceptance of a gifts by a judge if the donor's interests are likely to come before the judge. *See* Canons 3.E. and 5.D. of the Code of Judicial Conduct. Compliance with the Code of Judicial Conduct is enforced by the Judicial Qualifications Commission. *See* Florida Judicial Qualifications Commission Rules.

[17] The bill directs the OPPAGA, in consultation with staff of the appropriate substantive and fiscal committees of the Legislature, to develop common terminology and operational definitions for the measurement of data required to be included in the report.

containing specified data to the Governor and Legislature regarding the pilot program on January 1, 2008, and annually thereafter; requires the OPPAGA, the DJJ, and judges to make findings and recommendations; provides that the section repeals on January 2, 2010.

Section 2. Provides an effective date of July 1, 2006.

II. FISCAL ANALYSIS & ECONOMIC IMPACT STATEMENT

A. FISCAL IMPACT ON STATE GOVERNMENT:

1. Revenues:

   None.

2. Expenditures:

   The DJJ funds post-disposition secure detention costs. Under s. 985.215(10)(c) and (d), F.S., any type of detention for which a juvenile scores on his or her risk assessment instrument may be continued until the youth is placed in a high- or maximum-risk commitment program. Accordingly, the bill may increase post-disposition secure detention costs in the First, Eleventh, and Thirteenth Judicial Circuits, to the extent that judicial commitment program placements increase wait lists for high- and maximum-risk commitment programs. Fiscal impact data on this issue has been requested from the DJJ.[18]

B. FISCAL IMPACT ON LOCAL GOVERNMENTS:

1. Revenues:

   None.

2. Expenditures:

   None.

C. DIRECT ECONOMIC IMPACT ON PRIVATE SECTOR:

None.

D. FISCAL COMMENTS:

None.

III. COMMENTS

A. CONSTITUTIONAL ISSUES:

1. Applicability of Municipality/County Mandates Provision:

   Not applicable because this bill does not appear to: require the counties or cities to spend funds or take an action requiring the expenditure of funds; reduce the authority that cities or counties have to raise revenues in the aggregate; or reduce the percentage of a state tax shared with cities or counties.

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[18] Last year, the DJJ estimated that HB 1917 could have had up to a $533,000 fiscal impact for post-disposition secure detention costs. This legislation would have afforded judicial discretion statewide and would have allowed judicially-specified programs to have wait lists up to 45 days. Distinguishably, this bill affects only three judicial circuits and limits the wait list period to 20 days for maximum-risk and 30 days for high-risk. Accordingly, the projected fiscal impact of this bill is expected to be significantly less than that estimated for last year's legislation.

2. Other:

None.

B. RULE-MAKING AUTHORITY:

None.

C. DRAFTING ISSUES OR OTHER COMMENTS:

None.

IV. AMENDMENTS/COMMITTEE SUBSTITUTE & COMBINED BILL CHANGES

1 A bill to be entitled
2 An act relating to juvenile justice; creating a pilot
3 program that authorizes specified courts to select
4 commitment programs for juvenile delinquents; providing
5 definitions; providing program's purpose; requiring the
6 Department of Juvenile Justice to develop implementation
7 procedures and to publish specified information about
8 commitment programs on its website; providing procedures
9 for the selection of commitment programs by courts;
10 requiring an evaluation and report by the Office of
11 Program Policy and Government Accountability; specifying
12 department and court responsibilities relating to the
13 report; providing for repeal; providing an effective date.
14
15 Be It Enacted by the Legislature of the State of Florida:
16
17 Section 1. Judicial discretion to select commitment
18 programs; pilot program. -
19 (1) The definitions contained in s. 985.03, Florida
20 Statutes, apply to this section. Additionally, for purposes of
21 this section, the term:
22 (a) "Available placement" means a commitment program for
23 which the department has determined the youth is eligible.
24 (b) "Commitment program" means a facility, service, or
25 program operated by the department or by a provider under
26 contract with the department within a restrictiveness level.
27 (c) "Delinquency court" means a circuit court in the First,
28 Eleventh, or Thirteenth Judicial Circuits.

29 (d) "Eligible" means a determination that the commitment
30 program provides services needed by the youth and that the youth
31 does not possess any disqualifying factors applicable to the
32 commitment program.
33 (e) "Wait period" means the shortest period of time expected
34 to elapse prior to placement of a youth in a commitment program,
35 as determined by the department based upon anticipated release
36 dates for youth currently placed in the commitment program.
37 (2) Between September 1, 2006 and August 31, 2009, a pilot
38 program shall be conducted in the First, Eleventh, and Thirteenth
39 Judicial Circuits, which authorizes delinquency courts to select
40 commitment programs for youth. The purpose of the pilot program
41 is to identify and evaluate the benefits and disadvantages of
42 affording such judicial discretion prior to legislative
43 consideration of statewide implementation.
44 (3) Before August 31, 2006, the department shall:
45 (a) Develop, in consultation with delinquency court judges,
46 procedures to implement this section.
47 (b) Publish on its Internet website information that
48 identifies the name and address of each commitment program and
49 that describes for each identified commitment program: the
50 population of youth served; the maximum capacity; the services
51 offered; applicable disqualifying factors; the most recent
52 recidivism rates; and the most recent cost-effectiveness rankings
53 and quality assurance results under s. 985.412, Florida Statutes.
54 The department shall continually update information published
55 under this paragraph as modifications occur.
56 (4) Between September 1, 2006 and August 31, 2009, a
57 delinquency court may:

58 (a) Order the department to include in a youth's
59 predisposition report a list of all available placements within
60 each restrictiveness level identified by the court or recommended
61 by the department. The list shall also indicate the wait period
62 for each available placement identified by the department.
63 (b) Specify for a youth committed by the court an available
64 placement identified in the listing under paragraph (a), which
65 has a wait period of 30 calendar days or less for a minimum-risk
66 nonresidential, low-risk residential, moderate-risk residential,
67 or high-risk residential commitment program or a wait period of
68 20 calendar days or less for a maximum-risk residential
69 commitment program. Alternatively, a delinquency court may
70 specify:
71 1. An available placement with a wait period in excess of
72 those identified in paragraph (b), if the court states reasons on
73 the record establishing by a preponderance of the evidence that
74 the available placement is in the youth's best interest.
75 2. A commitment program that is not listed as an available
76 placement, if the court states reasons on the record establishing
77 by a preponderance of the evidence that the youth is eligible for
78 the commitment program and that the commitment program is in the
79 youth's best interest.
80 (5)(a) The Office of Program Policy Analysis and Government
81 Accountability shall conduct a longitudinal evaluation of the
82 pilot program created by this section and shall submit a written
83 report to the appropriate substantive and fiscal committees of
84 the Legislature and to the Governor on January 1, 2008, and
85 annually thereafter, which identifies, according to judicial

86 circuit and restrictiveness level, the following data, as it
87 becomes available, for the pilot program period:
88 1. The number of youth committed to the department by a
89 delinquency court.
90 2. The number of youth placed by a delinquency court in an
91 available placement under paragraph (4)(b) and subparagraph
92 (4)(b)1., and in a commitment program under subparagraph (4)(b)2.
93 3. The number of youth placed in a department-specified
94 commitment program.
95 4. The average wait period for, and the average number of
96 days spent by youth in secure detention while awaiting placement
97 in, delinquency court-specified commitment programs and
98 department-specified commitment programs.
99 5. The number of youth who complete, and who are otherwise
100 released from, delinquency court-specified commitment programs
101 and department-specified commitment programs.
102 6. The number of youth who are taken into custody for a
103 felony or misdemeanor within six-months following completion of
104 delinquency court-specified commitment programs and department-
105 specified commitment programs.
106 (b) Before August 31, 2006:
107 1. The department, in consultation with the Office of
108 Program Policy Analysis and Government Accountability, shall
109 develop reporting protocols to collect and maintain data
110 necessary for the report required by this subsection.
111 2. The Office of Program Policy Analysis and Government
112 Accountability, in consultation with staff of the appropriate
113 substantive and fiscal committees of the Legislature, shall
114 develop common terminology and operational definitions for the

115 measurement of data necessary for the report required by this
116 subsection.
117 (c) The reports required under paragraph (a) to be submitted
118 on January 1, 2009 and January 1, 2010, must also include:
119 1. Findings by the Office of Program Policy Analysis and
120 Government Accountability, department, and delinquency courts
121 regarding the benefits and disadvantages of authorizing courts to
122 select commitment programs.
123 2. Recommendations by the Office of Program Policy Analysis
124 and Government Accountability, department, and delinquency
125 courts, if found to be warranted, for amendments to current
126 statute addressing commitment.
127 (6) This section is repealed effective January 2, 2010.
128 Section 2. This act shall take effect July 1, 2006.

Boot Camp

Robert L. Crowder
Sheriff
(772) 220-7000

Office of the Sheriff
Martin County, Florida
www.sheriff.martin.fl.us

December 16, 2005

Mr. Anthony Schembri
Secretary of the Department of Juvenile Justice
Florida Department of Juvenile Justice
2737 Centerview Drive
Tallahassee, Florida 32399

RE: MARTIN COUNTY SHERIFF'S OFFICE
JUVENILE OFFENDER TRAINING CENTER

Dear Secretary Schembri:

I would like to begin this correspondence by stating that since 1994, when we began on this journey, our hopes of redirecting the lives of the young men committed to the Juvenile Offender Training Center (JOTC) has achieved many successes.

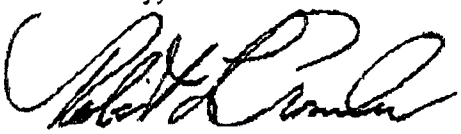
However, due to rising costs and lack of funding, I find myself in a fiscal position which requires me to make a difficult decision. Upon reviewing the current budget and projected cost increases for the next fiscal year, 2006/2007; I have determined that the monetary shortfall would be too large for the state to overcome. Our devotion to this program has remained solid, and members of my staff and I have continually looked for ways to sustain its existence. Nevertheless, the striking reality is that if we were to renew our contract in October 2006 at the current per-diem rates and contract provisions, the projected shortfall would be overwhelming.

With this obvious financial hurdle, I have decided to commence closing the JOTC in a phased approach. The projected completion date of closure is June 30, 2006. Your office has been contacted and is currently working with the JOTC staff to dismantle the program in such a way that will cause the least disruption to the youth, as well as the Martin County Sheriff's Office employees who have been devoted to this program.

It goes without saying that this has been a very difficult decision to make and one that affects many people. For this reason, I am choosing to proceed forward so there is time to sort out the issues that will arise from the closing of this program.

It has been very rewarding to participate in such a successful program. I wish your department and the youth impacted by this the very best in future endeavors.

Sincerely,



Robert L. Crowder, Sheriff

SC/KLW/kw

cc: Senator JD Alexander
Senator Dave Aronberg
Senator Jeff Atwater
Senator Larcenia Bullard
Senator Mandy Dawson
Senator Mike Haridopolos
Senator Ron Klein
Senator Ken Pruitt

Representative Frank Attkisson
Representative E. Setnor Bogdanoff
Representative Mary Brandenburg
Representative Susan Bucher
Representative Carl Domino
Representative Anne Gannon
Representative Gayle Harrell
Representative Adam Hasner
Representative Richard Machek
Representative Stanley Mayfield
Representative Joe Negron
Representative Ralph Poppell
Representative Irving Slosberg
Representative Priscilla Taylor
Representative Shelley Vana

Table 2. Moderate Risk Residential Programs by PAM Score

Moderate Risk Programs	N	Percent Difference*	Cost per Completion	PAM Score
Martin Boot Camp	90	-7%	$37,838	94
Okaloosa Halfway House	61	-6%	$44,479	90
Crossroads Wilderness Institute	92	-5%	$23,267	90
Miami Halfway House (State-Operated) (Provider changed)	45	-5%	$28,710	89
Grove Unique Youth Services (GUYS)	45	-6%	$56,294	88
Bay Point Schools-North	58	-5%	$33,643	88
Bay Behavioral Hope-Female-Mental Health	82	-5%	$42,711	87
Florida Environmental Institute	48	-5%	$44,646	86
Thompson Academy (YSI)	56	-3%	$25,739	83
YMCA Character Halfway House-Female-Pregnancy	58	-3%	$33,389	82
WINGS-Female	65	-3%	$28,231	82
Nassau Halfway House	91	-2%	$15,993	81
Jefferson Halfway House (DISC) (Provider changed)	62	-2%	$25,177	80
Space Coast Marine Institute	91	-2%	$23,596	80
ATC Boys Halfway House	141	-2%	$27,053	79
Camp E-How-Kee (Closed)	67	-2%	$33,233	78
Collier Drill Academy	112	-1%	$16,118	78
Ft. Walton Adolescent Substance Abuse Program	79	-2%	$40,822	77
Liberty Juvenile Residential Facility	117	-1%	$21,301	77
West Florida Wilderness Institute	108	-1%	$22,116	77
Santa Rosa Juvenile Residential Facility	41	-1%	$24,041	77
Taylor Halfway House (DISC) (Provider changed)	77	-1%	$24,102	77
Impact Halfway House	78	-1%	$22,755	77
Okeechobee Redirection Camp	131	-1%	$27,228	76
Avon Park Youth Academy	413	-1%	$27,883	76
ARC Halfway House	240	-1%	$30,385	76
ATC Substance Abuse Halfway House	101	-1%	$36,772	75
Kelly Hall Halfway House	94	-1%	$34,515	75
Okaloosa Youth Academy	264	-1%	$31,390	75
Bay Point Schools-West-Kennedy	322	-1%	$33,052	75
Eckerd Youth Challenge Program	109	-1%	$42,366	74
First Step Girls Juvenile Residential Facility-Female	48	0%	$21,836	74
Sawmill Academy-Female (NAFI) (Provider changed)	76	0%	$22,381	74
Volusia HWH (State-Operated) (Provider changed)	63	0%	$17,309	74
Pensacola Boys Base	93	0%	$17,877	74
Seminole Work and Learn Center	76	0%	$18,078	74
Falkenberg Academy	292	0%	$22,290	74
Price Halfway House	81	0%	$21,366	74
Francis Walker HWH-Female (State-Oper.) (Provider changed)	37	0%	$24,783	73
Vision Quest-Female Moderate Risk	154	0%	$28,566	73

*Percentages have been rounded to the nearest whole percent

Table 2, (Continued). Moderate Risk Residential Programs by PAM Score

Moderate Risk Programs	N	Percent Difference*	Cost per Completion	PAM Score
Bowling Green Juvenile Residential Facility-Female	94	0%	$28,804	73
Oaks Juvenile Residential Facility	144	0%	$24,086	73
Bristol Youth Academy	172	0%	$25,944	73
Thompson Academy (PJS) (Provider changed)	260	0%	$26,092	73
South Pines Moderate Risk	122	0%	$26,430	73
Leslie Peters Halfway House	81	0%	$26,553	73
Marion Youth Development Center (CSC)	25	0%	$26,888	73
Bassin House-Substance Abuse (DISC) (Provider changed)	43	0%	$27,161	73
Southern Glades Youth Camp	198	0%	$27,411	73
Wilson Academy-Female (FL Yth Academy) (Provider changed)	103	0%	$24,881	73
Greenville Academy (DISC Village) (Provider changed)	57	0%	$26,867	73
Gulf Coast Youth Academy (Premier)	310	0%	$27,742	73
Leaf Recovery-Female-Substance Abuse (Closed)	48	0%	$32,931	72
Bridges Academy-Female	55	0%	$34,732	72
Hastings Youth Academy Moderate Risk	327	0%	$30,536	72
Big Cypress Wilderness Institute	85	0%	$30,582	72
Palm Beach HWH (State-Operated) (Provider changed)	34	0%	$34,215	72
Polk Boot Camp-Male	141	0%	$35,053	72
MATS Halfway House	120	0%	$35,399	72
Mandala ATC Halfway House-Dual Diagnosis	90	0%	$33,693	72
Adolescent Therapeutic Center-Female	100	0%	$36,763	71
Live Oak Juvenile Residential Facility-Female	140	0%	$38,498	71
Gulf Academy-Mental Health	71	0%	$36,963	71
GOALS	86	0%	$37,694	71
Riverside Academy-Substance Abuse	312	0%	$40,228	71
Duval Juvenile Residential Facility	120	1%	$15,199	71
San Antonio Boys Village	99	1%	$18,224	71
Duval START Center (Closed)	53	1%	$21,305	70
Youth Environmental Services	98	1%	$23,110	70
Marion YDC (Career Systems) (Provider changed)	215	1%	$24,920	70
Pines Juvenile Residential Facility-Female	194	1%	$23,682	70
JUST Program-MH (DISC) (Provider changed)	37	0%	$52,132	69
Florida City Youth Center	41	1%	$33,715	69
Alachua HWH-Female (State-Operated) (Provider changed)	40	1%	$28,701	69
Panther Success Center Halfway House	233	2%	$12,783	69
DeSoto Juvenile Residential Facility-Dual Diagnosis	176	0%	$57,808	68
Camp E-Kel-Etu	64	0%	$58,100	68
Polk Boot Camp-Female (Closed)	40	1%	$39,057	68
Polk Halfway House (State-Operated) (Provider changed)	64	2%	$17,227	68
Eckerd Intensive Halfway House	43	0%	$66,681	67

*Percentages have been rounded to the nearest whole percent

Table 2, (Continued). Moderate Risk Residential Programs by PAM Score

Moderate Risk Programs	N	Percent Difference*	Cost per Completion	PAM Score
Lake Academy-Female-Mental Health	118	0%	$64,030	67
Britt Halfway House	74	2%	$25,208	67
Kingsley Center-Female	231	2%	$30,061	66
Pinellas Boot Camp	109	2%	$32,212	66
Lighthouse JRF-Female-Mental Health	42	2%	$41,639	64
Bay Boot Camp	73	3%	$24,032	64
DeSoto JRF-Female-Dual Diagnosis Moderate Risk	30	-1%	$111,828	63
Milton Juvenile Residential Facility-Female-MH	122	2%	$45,740	63
Manatee Boot Camp	75	5%	$25,148	57
RAMC-Mentally Challenged (DISC) (Provider changed)	63	4%	$51,948	56
Madison Halfway House (DISC) (Provider changed)	68	6%	$22,972	54
MERIT (DISC) (Provider changed)	44	6%	$33,533	52
Camp E-Nini-Hassee-Female	44	5%	$60,985	51
Camp E-Tu-Makee	62	6%	$58,272	48
GATE (DISC) (Provider changed)	57	8%	$25,818	47
Florida Youth Academy-Female Moderate Risk (Closed)	55	10%	$23,992	43
Camp E-Ma-Chamee	72	8%	$54,842	42

*Percentages have been rounded to the nearest whole percent

Table 6. Male Residential Programs by PAM Score

Restrictiveness Level	Program Name	N	Percent Difference*	Cost per Completion	PAM Score
Maximum	Cypress Creek JOCC Maximum Risk (Securicor)	27	-9%	$71,735	95
Moderate	Martin Boot Camp	90	-7%	$37,838	94
Moderate	Okaloosa Halfway House	61	-6%	$44,479	90
Moderate	Crossroads Wilderness Institute	92	-5%	$23,267	90
Moderate	Miami Halfway House (State-Operated) (Provider changed)	45	-5%	$28,710	89
Moderate	Grove Unique Youth Services (GUYS)	45	-6%	$56,294	88
High	NAFI Serious Habitual Offender Program	51	-6%	$53,426	88
Moderate	Bay Point Schools-North	58	-5%	$33,643	88
Moderate	Florida Environmental Institute	48	-5%	$44,646	86
High	DeSoto Juvenile Correctional Facility-MH	39	-7%	$94,110	85
High	Tiger Success SHOP (Youthtrack) (Provider changed)	31	-5%	$57,300	84
Moderate	Thompson Academy (YSI)	56	-3%	$25,739	83
Moderate	Nassau Halfway House	91	-2%	$15,993	81
Moderate	Jefferson Halfway House (DISC) (Provider changed)	62	-2%	$25,177	80
Moderate	Space Coast Marine Institute	91	-2%	$23,596	80
Moderate	ATC Boys Halfway House	141	-2%	$27,053	79
Low	Jonathan Dickinson Short-Term Offender Program Camp	121	-1%	$9,924	79
Low	STEP I-Male	277	-1%	$6,656	79
Moderate	Camp E-How-Kee (Closed)	67	-2%	$33,233	78
Low	Withlacoohee Juvenile Residential Facility	69	-1%	$13,377	78
Moderate	Collier Drill Academy	112	-1%	$16,118	78
Low	Manatee Wilderness Camp (Closed)	137	-1%	$17,084	78
Moderate	Ft. Walton Adolescent Substance Abuse Program	79	-2%	$40,822	77
Moderate	Liberty Juvenile Residential Facility	117	-1%	$21,301	77
Moderate	West Florida Wilderness Institute	108	-1%	$22,116	77
Moderate	Santa Rosa Juvenile Residential Facility	41	-1%	$24,041	77
Moderate	Taylor Halfway House (DISC) (Provider changed)	77	-1%	$24,102	77
Moderate	Impact Halfway House	78	-1%	$22,755	77
Moderate	Okeechobee Redirection Camp	131	-1%	$27,228	76
Moderate	Avon Park Youth Academy	413	-1%	$27,883	76
Moderate	ARC Halfway House	240	-1%	$30,385	76
Low	Alligator Short-Term Offender Program Camp	227	0%	$6,545	76
Moderate	ATC Substance Abuse Halfway House	101	-1%	$36,772	75
Moderate	Kelly Hall Halfway House	94	-1%	$34,515	75
High	Marion Juvenile Correctional Facility	84	-1%	$37,017	75
Moderate	Okaloosa Youth Academy	264	-1%	$31,390	75
Moderate	Bay Point Schools-West-Kennedy	322	-1%	$33,052	75
Moderate	Eckerd Youth Challenge Program	109	-1%	$42,366	74
Low	South Pines Low Risk	135	0%	$20,844	74
Moderate	Volusia HWH (State-Operated) (Provider changed)	63	0%	$17,309	74
Moderate	Pensacola Boys Base	93	0%	$17,877	74

*Percentages have been rounded to the nearest whole percent

Table 6, (Continued). Male Residential Programs by PAM Score

Restrictiveness Level	Program Name	N	Percent Difference*	Cost per Completion	PAM Score
Moderate	Seminole Work and Learn Center	76	0%	$18,078	74
Moderate	Falkenberg Academy	292	0%	$22,290	74
Moderate	Price Halfway House	81	0%	$21,366	74
Low	Blackwater Short-Term Offender Program Camp (CSC)	15	0%	$25,981	73
Moderate	Oaks Juvenile Residential Facility	144	0%	$24,086	73
Moderate	Bristol Youth Academy	172	0%	$25,944	73
Moderate	Thompson Academy (PJS) (Provider changed)	260	0%	$26,092	73
Moderate	South Pines Moderate Risk	122	0%	$26,430	73
Moderate	Leslie Peters Halfway House	81	0%	$26,553	73
Moderate	Marion Youth Development Center (CSC)	25	0%	$26,888	73
Moderate	Bassin House-Substance Abuse (DISC) (Provider changed)	43	0%	$27,161	73
Moderate	Southern Glades Youth Camp	198	0%	$27,411	73
Moderate	Greenville Academy (DISC Village) (Provider changed)	57	0%	$26,867	73
Moderate	Gulf Coast Youth Academy (Premier)	310	0%	$27,742	73
High	Hastings Youth Academy High Risk	147	0%	$27,882	73
High	Bartow Juvenile Correctional Facility	31	0%	$27,676	73
Moderate	Hastings Youth Academy Moderate Risk	327	0%	$30,536	72
Moderate	Big Cypress Wilderness Institute	85	0%	$30,582	72
Moderate	Palm Beach HWH (State-Operated) (Provider changed)	34	0%	$34,215	72
Moderate	Polk Boot Camp-Male	141	0%	$35,053	72
Moderate	MATS Halfway House	120	0%	$35,399	72
High	Sago Palm Youth Development Center	189	0%	$30,169	72
High	Polk JCF (Premier) (Provider changed)	343	0%	$35,013	72
Moderate	Mandala ATC Halfway House-Dual Diagnosis	90	0%	$33,693	72
Low	Eckerd Youth Conservation Academy	115	0%	$37,145	71
Low	Forestry Youth Academy	77	0%	$40,962	71
Moderate	Gulf Academy-Mental Health	71	0%	$36,963	71
Moderate	GOALS	86	0%	$37,694	71
Moderate	Riverside Academy-Substance Abuse	312	0%	$40,228	71
High	Everglades Youth Development Center (Premier)	187	0%	$41,785	71
High	Jackson Juvenile Offender Correctional Center	113	0%	$41,989	71
Moderate	Duval Juvenile Residential Facility	120	1%	$15,199	71
Low	Escambia River Outward Bound	178	1%	$19,039	71
Moderate	San Antonio Boys Village	99	1%	$18,224	71
Maximum	Omega JOCC	46	-3%	$106,572	70
High	Okeechobee JOCC SOP (Securicor)	38	-2%	$87,339	70
High	Sago Palm Pathfinders-Substance Abuse	95	0%	$46,273	70
Low	Rilla White Foundation Family Homes-Male	98	1%	$23,815	70
Moderate	Duval START Center (Closed)	53	1%	$21,305	70
Moderate	Youth Environmental Services	98	1%	$23,110	70

*Percentages have been rounded to the nearest whole percent

Table 6, (Continued). Male Residential Programs by PAM Score

Restrictiveness Level	Program Name	N	Percent Difference*	Cost per Completion	PAM Score
Moderate	Marion YDC (Career Systems) (Provider changed)	215	1%	$24,920	70
Low	Blackwater STOP Camp (State-Operated) (Provider changed)	151	2%	$5,943	70
Moderate	JUST Program-MH (DISC) (Provider changed)	37	0%	$52,132	69
High	Dozier Training School	204	0%	$49,774	69
Moderate	Florida City Youth Center	41	1%	$33,715	69
Moderate	Panther Success Center Halfway House	233	2%	$12,783	69
Moderate	DeSoto Juvenile Residential Facility-Dual Diagnosis	176	0%	$57,808	68
Moderate	Camp E-Kel-Etu	64	0%	$58,100	68
High	ARC Serious Habitual Offender Program	45	0%	$55,584	68
Moderate	Polk Halfway House (State-Operated) (Provider changed)	64	2%	$17,227	68
Moderate	Eckerd Intensive Halfway House	43	0%	$66,681	67
Moderate	Britt Halfway House	74	2%	$25,208	67
High	Eckerd Youth Development Center	215	0%	$68,876	66
High	Okaloosa Intensive Halfway House	56	1%	$49,646	66
Moderate	Pinellas Boot Camp	109	2%	$32,212	66
High	Three Springs SOP	44	0%	$82,125	64
High	Elaine Gordon SOP (Three Springs)	58	0%	$85,582	64
Moderate	Bay Boot Camp	73	3%	$24,032	64
High	Manatee Adolescent Treatment SOP (Premier)	47	0%	$89,568	63
High	Bartow Serious Habitual Offender Program	35	2%	$47,700	63
High	Jackson JOCC SOP	42	0%	$105,275	61
High	Dozier SOP	85	0%	$111,991	60
Maximum	Okeechobee JOCC Maximum Risk (Securicor)	26	0%	$116,663	59
High	Sago Palm SOP	149	2%	$70,926	59
High	Broward Intensive Halfway House	61	4%	$43,208	57
Moderate	Manatee Boot Camp	75	5%	$25,148	57
High	Hillsborough Intensive Residential Treatment (IRT)	15	0%	$159,451	56
High	DeSoto Juvenile Correctional Facility-Dual Diagnosis	70	0%	$219,844	56
Moderate	RAMC-Mentally Challenged (DISC) (Provider changed)	63	4%	$51,948	56
High	NAFI Intensive Halfway House	42	5%	$30,734	56
High	Manatee Youth Academy	54	5%	$34,449	55
High	Cypress Creek High Risk (Securicor)	56	5%	$33,773	55
Low	Florida Youth Academy-Male Low Risk (Closed)	75	6%	$13,733	55
Moderate	Madison Halfway House (DISC) (Provider changed)	68	6%	$22,972	54
Moderate	MERIT (DISC) (Provider changed)	44	6%	$33,533	52
High	Kissimmee Juvenile Correctional Facility SOP	51	3%	$102,843	51
Low	Peace River Outward Bound	82	7%	$36,246	49
Moderate	Camp E-Tu-Makee	62	6%	$58,272	48
Moderate	GATE (DISC) (Provider changed)	57	8%	$25,818	47
Low	Brevard Group Treatment Home	58	9%	$31,351	43
Moderate	Camp E-Ma-Chamee	72	8%	$54,842	42
Low	Dade Group Treatment Home	23	12%	$26,725	42

*Percentages have been rounded to the nearest whole percent

Table 10. Male Moderate-Risk Residential Programs Ranked by Program Effectiveness

Moderate Risk Programs	N	Observed Recidivism Rate	Expected Recidivism Range	Percent Difference*	Two-Year Expenditures	Cost per Completion	PAM Score	Effectiveness Category	Cost Category
Martin Boot Camp	90	22%	29% - 32%	-7%	$3,405,450	$37,838	94	Highly Effective	Moderate
Grove Unique Youth Services (GUYS)	45	29%	35% - 39%	-6%	$2,533,210	$56,294	88	Highly Effective	High
Okaloosa Halfway House	61	28%	34% - 37%	-6%	$2,713,218	$44,479	90	Highly Effective	High
Bay Point Schools-North	58	29%	35% - 38%	-5%	$1,951,268	$33,643	88	Highly Effective	Moderate
Miami Halfway House (State-Operated) (Provider changed)	45	31%	36% - 40%	-5%	$1,291,949	$28,710	89	Highly Effective	Moderate
Florida Environmental Institute	48	31%	36% - 40%	-5%	$2,143,002	$44,646	86	Highly Effective	High
Crossroads Wilderness Institute	92	28%	33% - 35%	-5%	$2,140,530	$23,267	90	Highly Effective	Low
Thompson Academy (YSI)	56	34%	37% - 40%	-3%	$1,441,365	$25,739	83	Highly Effective	Low
Nassau Halfway House	91	34%	37% - 39%	-2%	$1,455,400	$15,993	81	Effective	Low
Jefferson Halfway House (DISC) (Provider changed)	62	35%	38% - 41%	-2%	$1,560,973	$25,177	80	Effective	Low
Ft. Walton Adolescent Substance Abuse Program	79	35%	38% - 40%	-2%	$3,224,940	$40,822	77	Effective	High
ATC Boys Halfway House	141	33%	35% - 36%	-2%	$3,814,447	$27,053	79	Effective	Moderate
Camp E-How-Kee (Closed)	67	36%	38% - 41%	-2%	$2,226,640	$33,233	78	Effective	Moderate
Space Coast Marine Institute	91	35%	37% - 39%	-2%	$2,147,278	$23,596	80	Effective	Low
Eckerd Youth Challenge Program	109	37%	38% - 40%	-1%	$4,617,936	$42,366	74	Effective	High
ATC Substance Abuse Halfway House	101	38%	39% - 41%	-1%	$3,713,985	$36,772	75	Effective	Moderate
Liberty Juvenile Residential Facility	117	38%	38% - 40%	-1%	$2,492,247	$21,301	77	Effective	Low
West Florida Wilderness Institute	108	38%	39% - 41%	-1%	$2,388,547	$22,116	77	Effective	Low
Kelly Hall Halfway House	94	38%	39% - 41%	-1%	$3,244,446	$34,515	75	Effective	Moderate
Collier Drill Academy	112	38%	39% - 41%	-1%	$1,805,233	$16,118	78	Effective	Low
Santa Rosa Juvenile Residential Facility	41	39%	40% - 44%	-1%	$985,675	$24,041	77	Effective	Low
Taylor Halfway House (DISC) (Provider changed)	77	39%	40% - 42%	-1%	$1,855,816	$24,102	77	Effective	Low
Okeechobee Redirection Camp	131	39%	39% - 41%	-1%	$3,566,890	$27,228	76	Effective	Moderate
Okaloosa Youth Academy	264	37%	37% - 38%	-1%	$8,287,083	$31,390	75	Effective	Moderate
Avon Park Youth Academy	413	35%	35% - 36%	-1%	$11,515,611	$27,883	76	Effective	Moderate

*Percentages have been rounded to the nearest whole percent

Table 10, (Continued). Male Moderate-Risk Residential Programs Ranked by Program Effectiveness

Moderate Risk Programs	N	Observed Recidivism Rate	Expected Recidivism Range	Percent Difference*	Two-Year Expenditures	Cost per Completion	PAM Score	Effectiveness Category	Cost Category
Bay Point Schools-West-Kennedy	322	36%	37% - 37%	-1%	$10,642,895	$33,052	75	Effective	Moderate
ARC Halfway House	240	38%	39% - 40%	-1%	$7,292,415	$30,385	76	Effective	Moderate
Impact Halfway House	78	40%	40% - 43%	-1%	$1,774,864	$22,755	77	Effective	Low
Volusia HWH (State-Operated) (Provider changed)	63	43%	42% - 45%	0%	$1,090,454	$17,309	74	Average	Low
Pensacola Boys Base	93	42%	41% - 44%	0%	$1,662,607	$17,877	74	Average	Low
Seminole Work and Learn Center	76	41%	41% - 43%	0%	$1,373,960	$18,078	74	Average	Low
Oaks Juvenile Residential Facility	144	46%	44% - 46%	0%	$3,468,409	$24,086	73	Average	Low
Bristol Youth Academy	172	43%	42% - 44%	0%	$4,462,380	$25,944	73	Average	Low
Thompson Academy (PJS) (Provider changed)	260	44%	43% - 44%	0%	$6,783,907	$26,092	73	Average	Low
South Pines Moderate Risk	122	44%	43% - 45%	0%	$3,224,517	$26,430	73	Average	Low
Leslie Peters Halfway House	81	43%	42% - 45%	0%	$2,150,775	$26,553	73	Average	Moderate
Marion Youth Development Center (CSC)	25	40%	40% - 46%	0%	$672,199	$26,888	73	Average	Moderate
Bassin House-Substance Abuse (DISC) (Provider changed)	43	44%	42% - 46%	0%	$1,167,935	$27,161	73	Average	Moderate
Southern Glades Youth Camp	198	45%	44% - 45%	0%	$5,427,351	$27,411	73	Average	Moderate
Hastings Youth Academy Moderate Risk	327	45%	44% - 45%	0%	$9,985,368	$30,536	72	Average	Moderate
Big Cypress Wilderness Institute	85	42%	42% - 44%	0%	$2,599,449	$30,582	72	Average	Moderate
Palm Beach HWH (State-Operated) (Provider changed)	34	41%	40% - 45%	0%	$1,163,315	$34,215	72	Average	Moderate
Polk Boot Camp-Male	141	43%	43% - 44%	0%	$4,942,480	$35,053	72	Average	Moderate
MATS Halfway House	120	43%	42% - 44%	0%	$4,247,850	$35,399	72	Average	Moderate
Gulf Academy-Mental Health	71	42%	41% - 44%	0%	$2,624,360	$36,963	71	Average	Moderate
GOALS	86	44%	43% - 45%	0%	$3,241,722	$37,694	71	Average	Moderate
Riverside Academy-Substance Abuse	312	40%	40% - 41%	0%	$12,551,150	$40,228	71	Average	High
JUST Program-MH (DISC) (Provider changed)	37	41%	40% - 45%	0%	$1,928,888	$52,132	69	Average	High
DeSoto Juvenile Residential Facility-Dual Diagnosis	176	41%	41% - 42%	0%	$10,174,225	$57,808	68	Average	High
Camp E-Kel-Etu	64	44%	42% - 45%	0%	$3,718,384	$58,100	68	Average	High

*Percentages have been rounded to the nearest whole percent

Table 10, (Continued). Male Moderate-Risk Residential Programs Ranked by Program Effectiveness

Moderate Risk Programs	N	Observed Recidivism Rate	Expected Recidivism Range	Percent Difference*	Two-Year Expenditures	Cost per Completion	PAM Score	Effectiveness Category	Cost Category
Eckerd Intensive Halfway House	43	42%	41% - 45%	0%	$2,867,295	$66,681	67	Average	High
Greenville Academy (DISC Village) (Provider changed)	57	47%	44% - 47%	0%	$1,531,431	$26,867	73	Average	Moderate
Gulf Coast Youth Academy (Premier)	310	46%	45% - 46%	0%	$8,599,970	$27,742	73	Average	Moderate
Falkenberg Academy	292	49%	48% - 49%	0%	$6,508,762	$22,290	74	Average	Low
Mandala ATC Halfway House-Dual Diagnosis	90	48%	45% - 47%	0%	$3,032,376	$33,693	72	Average	Moderate
Price Halfway House	81	48%	45% - 48%	0%	$1,730,648	$21,366	74	Average	Low
Florida City Youth Center	41	49%	44% - 48%	1%	$1,382,307	$33,715	69	Below Average	Moderate
Duval START Center (Closed)	53	49%	45% - 48%	1%	$1,129,142	$21,305	70	Below Average	Low
Duval Juvenile Residential Facility	120	50%	47% - 49%	1%	$1,823,876	$15,199	71	Below Average	Low
Youth Environmental Services	98	49%	46% - 48%	1%	$2,264,776	$23,110	70	Below Average	Low
Marion YDC (Career Systems) (Provider changed)	215	53%	50% - 51%	1%	$5,357,699	$24,920	70	Below Average	Low
San Antonio Boys Village	99	51%	47% - 49%	1%	$1,804,225	$18,224	71	Below Average	Low
Panther Success Center Halfway House	233	56%	54% - 55%	2%	$2,978,400	$12,783	69	Below Average	Low
Britt Halfway House	74	51%	47% - 50%	2%	$1,865,413	$25,208	67	Below Average	Low
Polk Halfway House (State-Operated) (Provider changed)	64	52%	46% - 50%	2%	$1,102,505	$17,227	68	Below Average	Low
Pinellas Boot Camp	109	53%	49% - 51%	2%	$3,511,082	$32,212	66	Below Average	Moderate
Bay Boot Camp	73	55%	49% - 52%	3%	$1,754,367	$24,032	64	Below Average	Low
RAMC-Mentally Challenged (DISC) (Provider changed)	63	57%	50% - 53%	4%	$3,272,741	$51,948	56	Least Effective	High
Manatee Boot Camp	75	58%	51% - 54%	5%	$1,886,123	$25,148	57	Least Effective	Low
MERIT (DISC) (Provider changed)	44	59%	49% - 53%	6%	$1,475,442	$33,533	52	Least Effective	Moderate
Madison Halfway House (DISC) (Provider changed)	68	62%	52% - 55%	6%	$1,562,095	$22,972	54	Least Effective	Low
Camp E-Tu-Makee	62	61%	52% - 55%	6%	$3,612,880	$58,272	48	Least Effective	High
GATE (DISC) (Provider changed)	57	63%	52% - 55%	8%	$1,471,603	$25,818	47	Least Effective	Low
Camp E-Ma-Chamee	72	65%	55% - 58%	8%	$3,948,611	$54,842	42	Least Effective	High

*Percentages have been rounded to the nearest whole percent

Girls in FL
JJ System

Overview of Research Study

Girls in Florida's Juvenile Justice System
National Council on Crime and Delinquency

Research Purpose and Overview

Both nationally and in Florida, there has been a trend of increasing rates of detention and commitment for girls. Specifically in Florida, admissions for girls increased 10% over the last five years, while admissions for boys have decreased 12%. According to DJJ, girls now account for 1 in 3 juveniles served in the Florida system (DJJ, 2005). However, the system is still designed for boys and lacks appropriate and effective gender-specific programming that focuses on the unique characteristics of girls. Research shows that girls have different pathways to crime than boys. By providing programs that are embedded in girls' experiences, their opportunities for success are increased. Implementing gender-appropriate programming for girls has broad benefits including: appropriateness of services and effectiveness of management, decreasing staff turnover and sexual misconduct, and increasing overall safety of environments.

The National Council on Crime and Delinquency (NCCD) was funded by the Jessie Ball duPont Fund to conduct an independent research study of girls in the Florida juvenile justice system in order to inform a comprehensive approach to gender-specific juvenile justice programming. The research provides information to the state of Florida to help create and support programming designed to address the pathways of girls into the system and the intervention treatments needed to address behaviors specific to girls. This research furthers the discussion about an essential set of services that are critical to meet the different needs of girls in the juvenile justice system

Sample Selection

Sample selection first consisted of selecting programs from across the state and then selecting girls within those programs. NCCD selected 13 residential programs for girls at 11 facilities. These sites represent a cross-section of services including region/location, average daily population, and range

of services (low-risk, moderate risk regular, moderate risk mental health, moderate risk substance abuse, high risk regular, high risk mental health, and maximum risk). In order to maximize the benefit to the DJJ system—that is, in order to provide individualized reports for more of the most needy cases—NCCD over-sampled high-risk level facilities as well as those providing specialized mental health services. Based on the average daily population of all girls in residential programs from March- August 2005 (n=903), NCCD interviewed a sample of 244 girls and an additional 75 girls from six non-residential PACE Centers. Girls were randomly selected from the current list of admissions at each of the selected sites. The data collection was conducted between October and December 2005.

Methodology

Youth Assessments

NCCD used their Juvenile Assessment and Intervention System (JAIS) interview instrument to learn more about girls in the system at the aggregate level, their intervention needs, and to classify each girl by risk level of offending and also to suggest supervision strategies for working with each. The bulk of the data was collected using the Juvenile Assessment Intervention System (JAIS) instrument. The JAIS interview is a combination of a risk assessment, needs assessment, and supervision strategies assessment. It is a casework tool that can be used by any juvenile justice department across the country to assist with individual case planning. For the current study, JAIS was used both as a casework tool, to assist caseworkers in making decisions regarding the girls in the study, and a research instrument.

JAIS measures each girl's level of need in several categories, including mental health, family relationships, social skills, peer relationships, vocational skills, value orientation, substance use/abuse, school/educational issues, and health. It also provides a score for a girl's public safety risk. JAIS addresses the qualitative aspects of juvenile supervision by identifying specific strategies that will likely result in positive change on the part of the individual juvenile offender. An individualized JAIS Supervision Plan based on girls' responses to questions is

created. It includes:

- Attitudes and behaviors to expect
- Potential compliance issues
- Proactive steps to take for success within program
- Indicators of emerging problems
- Best responses to compliance problems/violations
- Contact level based on risk
- Recommended programs based on needs

NCCD provided the DJJ treatment staff at the selected sites with an individualized assessment output for each girl that gave her consent to participate. In addition to the assessment administration training, NCCD also provided a supervision guide that assists caseworkers in understanding the individual reports and incorporating them into case planning and management.

Staff Focus Groups

In addition to interviews with the girls, NCCD conducted focus groups with staff at each of the selected facilities. A total of 75 staff participated, including administrators (often the director), and mental health, educational, and direct care staff. Notes were taken and, in some cases, NCCD requested and received permission from participants to record and transcribe the information. Common themes and patterns related to needs of girls, gaps in services, and other important programming issues are included in the report findings. Below are NCCD's research questions guiding the study:

- What is the profile of girls in residential programs (demographics, mental health needs, substance abuse, delinquency history, placement history, family history)?
- What are the risk and protective factors associated with girls in Florida?
- What are the supervision needs and public safety risks of the girls in residential programs?
- What are the types of programming/intervention strategies intended to increase protective factors and reduce risk factors in order to maximize opportunities for these girls?

- Is this programming currently available in residential programs? Where are the gaps in services? What are the barriers?
- What are national standards of best practices?
- What are potential roadblocks that need to be addressed before girls get released from facilities?

Dr. Barry Krisberg, President of the National Council on Crime and Delinquency (NCCD) from Oakland, California; Vanessa Patino, Senior Researcher, NCCD and Dr. Lawanda Ravoira, (former) President & CEO of PACE Center For Girls, Inc. will provide advance information to the legislature prior to the release of this groundbreaking study including key findings and recommendations for systemic reform for girls in Florida Juvenile Justice System.

Biographical Information
Dr. LaWanda Ravoira
2580 Herschel Street
Jacksonville, Florida 32204
(904) 237-8666
ravoira@pacecenter.org
lravoira@aol.com

Dr. LaWanda Ravoira served as the President & CEO of PACE Center for Girls, Inc., a state wide not-for-profit organization that provides gender specific, comprehensive educational, therapeutic and transitional support services to 4,500 at risk girls annually for over 13 years. Headquartered in Jacksonville with 20 centers (including the Pre-Teen Center) throughout Florida, PACE has proven to be highly effective with girls in the justice system. Ninety six percent of the girls who exhibited risk factors for criminal activity remained crime free.

The mission of PACE is to provide girls and young women an opportunity for a better future through education, counseling, training and advocacy. PACE values all girls and young women, believing each one deserves an opportunity to find her voice, achieve her potential and celebrate a life defined by responsibility, dignity, serenity, and grace.

In August, 2005, Dr. Ravoira made the decision to transition as President & CEO and the State Board of Trustees asked that she continue to provide consultation services to PACE during the transition. In this role, she leads the state and national advocacy efforts on behalf of girls and young women in the justice system and provides support to the executive leadership team in the area of strategic planning, training, and external affairs.

Currently, she is involved in a major research project with the National Council on Crime and Delinquency which entails in-depth interviews with 300 girls in residential placement throughout Florida. The findings will be published in a report in late February that will include a recommended blueprint of gender responsive services for the State of Florida. These findings will be presented to the State of Florida legislature at a scheduled committee hearing in March, 2006.

Dr. Ravoira is committed to organizational excellence and outcomes that make a positive difference in the lives of girls and young women who are in or at risk of entering the juvenile justice system. Under her leadership at PACE, the following accomplishments are noteworthy:

- Annual budget increased from $900,000 to $18 million
- Expanded from 3 centers to 20 centers statewide (19 Teen Centers & 1 Pre-Teen Center)
- Increased students served to 4,500 annually (residential and transition services)
- Recognized as the national model for girls programming

- 94% success rate (only 6% recidivism)
- Convened National Girls Caucus advocacy organization and served as Board President
- Founded and implemented the PACE Institute (provides training nationally)
- Developed and worked for the successful passage of HB 1989 which amends State of Florida juvenile justice statutes to require gender responsive services

Dr. Ravoira was the recipient of the prestigious 2002 Anthony Gruppo Memorial Women's National Leadership Award presented by the Child Welfare League of America at the Women's Leadership Conference in San Diego, January 2003. This award recognizes leaders for their work in advocacy and services for children.

She has served as an Advisory Board Member, Jacksonville Community Fund, Jessie Ball duPont Fund, Community Building Initiative since 1999 and serves on the executive committee of the Florida Juvenile Justice Association and the Florida Children's Campaign Board of Directors. She was the past chair of the National Girls Caucus and the First Coast Girls' Initiative.

Prior to her tenure at PACE, she was the Director of Program Services for the National Network of Runaway and Youth Services in Washington, DC. Additionally, she served as an administrator with Covenant House/Florida, Ft. Lauderdale, an international child-caring agency that provides residential and non-residential services to homeless and runaway youth. In this position, Dr. Ravoira was responsible for the administration of the residential and non-residential programming for males and females, including the adolescent pregnancy and parenting program. Previous experience includes working as a social worker with inner city youth in New York City with Catholic Guardian Society.

Dr. Ravoira authored *Social Bonds and Teen Pregnancy*, Greenwood Publishing, 1992; *National Girls Caucus*, Journal of the Office of JJDP, VI, #1, 1999 among other publications and has extensive teaching and research experience. She holds a doctorate in public administration, Masters in Allied Health, and a Bachelors in Sociology.

She is a national presenter and trainer on issues related to organizational leadership, systems change, gender responsive services, fundraising, development, public policy and advocacy.

Barry A. Krisberg, Ph.D.

Barry A. Krisberg has been the president of the National Council on Crime and Delinquency (NCCD) since 1983. He is known nationally for his research and expertise on juvenile justice issues and is called upon as a resource for professionals and the media.

Dr. Krisberg received his master's degree in criminology and a doctorate in sociology, both from the University of Pennsylvania.

Dr. Krisberg has held several educational posts. He was a faculty member in the School of Criminology at the University of California at Berkeley. He was also an adjunct professor with the Hubert Humphrey Institute of Public Affairs at the University of Minnesota and the Department of Psychiatry at the University of Hawaii. He is currently a Lecturer in the Legal Studies Department of the University of California at Berkeley.

Dr. Krisberg was appointed by the legislature to serve on the California Blue Ribbon Commission on Inmate Population Management. His memberships include the American Correctional Association, the National Association of Juvenile Correctional Administrators, and the Association of Criminal Justice Researchers. He is past president and fellow of the Western Society of Criminology and is the Chair of the California Attorney General's Research Advisory Committee. In 1993 he was the recipient of the August Vollmer Award, the American Society of Criminology's most prestigious award. The Jessie Ball duPont Fund named him the 1999 Grantee of the Year for his outstanding commitment and expertise in the area of juvenile justice and delinquency prevention. Dr. Krisberg was appointed to chair an Expert Panel to investigate the conditions in the California Youth Authority. He has recently been named in a consent decree to help develop remedial plans and to monitor many of the mandated reforms in the Youth Authority.

Dr. Krisberg has several books and articles to his credit including Crime and Privilege; Juvenile Justice: Redeeming Our Children, and A Sourcebook: Serious, Violent, & Chronic Juvenile Offenders with James C. Howell, Ph.D.; J. David Hawkins, Ph.D.; and John J. Wilson, Esq.

Dr. Krisberg is frequently called upon by private foundations to assist with the design, implementation and evaluation of programs—both their own and those of the public sector. For example, most recently, he was the Chair on an expert panel reviewing the conditions and policies of the California Youth Authority. The Annie E. Casey Foundation engaged him to assess the effectiveness of their Juvenile Detention Alternatives Initiative, the single largest private program for juvenile justice system reform in the country. The Walter Johnson Foundation supported him to lead a Blue Ribbon Commission on California's policy of out-of-state placement of delinquent youth. Baptist Community Ministries has sought his expertise on assessing the needs of troubled youth in the greater New Orleans area and the Robert Wood Johnson Foundation asked that he prepare a white paper on delinquency and substance abuse.

Dr. Krisberg regularly appears as an expert on national network news shows about criminal justice issues and is frequently consulted by the leading print media.

oppaga
OFFICE OF PROGRAM POLICY ANALYSIS
& GOVERNMENT ACCOUNTABILITY

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Effective Community Programs Could Reduce Commitments of Girls to Residential Programs

at a glance

As juvenile crime in Florida has declined over the past 10 years, admissions to the state's residential juvenile justice programs also have leveled off. The number of girls admitted to residential programs peaked in 2000-01, and has gradually decreased since then. However, in 2004-05, over half (52%) of girls admitted to residential programs were committed for misdemeanors and violations of probation. Compared to boys, girls were admitted for less serious offenses and had fewer prior felonies. Many girls in juvenile commitment programs had histories of physical abuse, sexual abuse, or neglect, as well as offenses and/or aggressive behavior related to domestic violence.

Community-based programs could increase opportunities to address the family problems that underlie delinquency for many girls, and would cost less than residential placements. There are several evidence-based program models that have been shown to be effective in reducing recidivism for girls that could be implemented or expanded in Florida. Funding for such new programs would need to be shifted from residential programs over time to avoid disrupting existing placement options while the new programs are being established, but $1.7 million could be shifted from residential programs to establish evidence-based community programs for girls in Fiscal Year 2006-07.

Scope

Chapter 2004-333, *Laws of Florida,* directed OPPAGA to review programs for young females within the Department of Juvenile Justice. This is the third report in this series, and focuses on the offenses resulting in the incarceration of young females and whether these girls could be served in less-costly community-based alternative programs. The two previous reports in this series have examined residential and non-residential programs for girls. [1]

Background

Historically, the adult correctional and juvenile justice systems have focused on male offenders. However, the population of female juvenile offenders has increased in recent years. To address issues posed by this trend, Congress required states to assess the adequacy of services, especially for girls, as a condition of receiving federal funds under the reauthorized Juvenile Justice and Delinquency Prevention Act.

[1] Prior reports examined girls in residential programs - *Gender Specific Services for Delinquent Girls Vary Across Programs, But Help Reduce Recidivism,* OPPAGA Report No. 05-13, March 2005; and girls in non-residential programs - *Gender-Specific Services for Delinquent Girls Vary Across Prevention, Detention, and Probation Programs,* OPPAGA Report No. 05-56, December 2005.

To address similar concerns in Florida, the Legislature passed Ch. 2004-333, *Laws of Florida,* which directs that juvenile justice programs be designed to address the needs of each gender. As part of this legislation, the Legislature directed OPPAGA to examine patterns of admissions of girls to residential programs to determine the percentage of girls incarcerated for non-law violations of probation, whether community-based alternative programs meet the gender-specific needs of girls, and whether girls could be better served in less costly community-based programs.

Findings

Our report addresses three questions.

- What is the recent trend in admissions to residential juvenile justice programs?
- What offenses have girls committed who are admitted to residential juvenile justice programs?
- Are there viable community alternatives to residential commitment for girls?

What is the recent trend in admissions of girls to residential juvenile justice programs?

Juvenile crime in Florida has declined dramatically over the past 10 years. Admissions to the state's residential juvenile justice programs also have leveled off. The number of admissions to these programs peaked in 1999-00 for boys and in 2000-01 for girls. As shown in Exhibit 1, admissions gradually have decreased since then for both genders.

Exhibit 1
Admissions to Residential Juvenile Justice Programs Are Slowly Decreasing

	Admissions	
Fiscal Year	Girls	Boys
1999-00	1,555	8,440
2000-01	1,685	8,063
2001-02	1,643	7,309
2002-03	1,606	7,257
2003-04	1,506	7,032
2004-05	1,455	6,898
% Change	-6%	-18%

Source: Department of Juvenile Justice.

What offenses have girls committed who are admitted to residential juvenile justice programs?

Girls are more likely to be admitted to residential commitment programs for less serious offenses than are boys, as shown in Exhibit 2. In 2004-05, 16% of girls were committed to residential programs for non-law violations of probation such as staying out after curfew and not attending school, and 36% were committed for misdemeanors, compared to 9% and 25% for boys, respectively. [2]

Exhibit 2
A Higher Percentage of Girls Than Boys Are Admitted for Less Serious Offenses

Admissions Reason	Girls			Boys		
	02-03	03-04	04-05	02-03	03-04	04-05
Felony	42%	42%	44%	61%	60%	63%
Misdemeanor	32%	34%	36%	23%	25%	25%
Non-Law Violation of Probation	22%	20%	16%	13%	12%	9%
Other[1]	4%	4%	4%	2%	3%	3%
Total	1,572	1,487	1,414	7,114	6,892	6,712

[1] Other includes cases reopened, transferred, or pick-up orders where the original offense is unknown; violations of municipal ordinance, non-felony traffic, or federal charges.
Source: Department of Juvenile Justice.

Further, girls tend to have less extensive histories of serious offenses than do boys. As shown in Exhibit 3, over one-half (59%) of the boys admitted to residential programs in 2004-05 had repeated felony convictions, compared to only about a third (35%) of the girls. Also, 21% of the girls had no prior felony adjudications or recent felony charges compared to 9% of the boys.

[2] Our 2003 review of juvenile justice commitment programs noted that the number of youth admitted to residential programs for non-law violations of probation had increased over the prior four-year period. This trend has been reversed now, and admissions to residential programs for these offenses declined over Fiscal Years 2003-04 and 2004-05 for both boys and girls. However, misdemeanor admissions for girls have continued to increase as a percentage of total admissions, as shown in Exhibit 2.

Exhibit 3
Most Boys in Commitment Are Repeat Felons, While Most Girls Are One-Time or Non-Felons [1]

Felony History	Girls	Boys	Total
Repeat Felon	35%	59%	4,463
One-Time Felon[1]	44%	32%	2,776
Non-Felon	21%	9%	886
Total Youth Admitted	**1,414**	**6,711**	**8,125**

[1] One-time felons are those who had one felony adjudication or a felony charge associated with, or within one year prior to, the admission, or had a second misdemeanor assault and battery adjudication, which could be counted as a felony.

Source: OPPAGA analysis of DJJ data.

However, of the non-felons admitted for misdemeanors or non-law violations of probation in Fiscal Year 2004-05, similar percentages of both boys and girls had misdemeanor assault and battery adjudications. Of the youth admitted for a non-law violation or a misdemeanor with no prior felonies, 39% of the girls had misdemeanor assault and battery adjudications, compared to 36% of boys, as shown in Exhibit 4.

Exhibit 4
Comparable Percentages of Girls and Boys With No Felony History Had Assault and Battery Adjudications

Misdemeanor History	Gender	
	Girls	Boys
One assault and battery adjudication	39%	36%
No assault and battery adjudications	61%	64%
Non-Felons[1] Admitted for a Misdemeanor or Non-Law Violation of Probation	**291**	**595**

[1] Non-felons had no felony adjudications or felony charges associated with, or within one year prior to, the admission, and no second misdemeanor assault and battery adjudication which could be counted as a felony.

Source: OPPAGA analysis of DJJ data.

The nine counties with the highest number of girls committed for misdemeanors or non-law violations of probation in both Fiscal Years 2003-04 and 2004-05 were Duval, Hillsborough, Pinellas, Palm Beach, Dade, Polk, Pasco, Escambia, and Volusia. In these counties in Fiscal Year 2004-05, 95 girls were committed for non-law violations of probation and 260 girls were committed for misdemeanors, as shown in Exhibit 5.

Exhibit 5
Girls' Admissions for Misdemeanors and Non-Law Violations Are Highest in Nine Counties

County	Misdemeanors	Non-Law Violations	Both
Duval	54	7	61
Hillsborough	32	16	48
Pinellas	27	20	47
Palm Beach	33	7	40
Dade	27	11	38
Polk	37	1	38
Pasco	16	16	32
Escambia	19	7	26
Volusia	15	10	25
Total	**260**	**95**	**355**

Source: OPPAGA analysis of DJJ data.

One factor affecting the admission of youth to residential programs for less serious violations is that the department's treatment services are concentrated in its residential programs. Our 2003 review of the department found that many delinquency judges consider treatment resources in their communities to be inadequate. As a result, judges may commit delinquents to residential programs in order to obtain services that are not available in their communities. [3]

Are there viable community alternatives to residential commitment for girls?

The Legislature could achieve savings by reducing beds in residential delinquency programs and creating community treatment programs for at-risk girls. Such community-based programs provide services to address the family problems that underlie delinquency for many girls and generally cost less than residential commitment programs. However, funding for such new programs would need to be shifted from residential programs over time to avoid disrupting existing placement options while the new programs are being established.

[3] *More Youth Are Admitted for Less Serious Offenses, in Part to Meet Treatment Needs,* OPPAGA Report No. 03-76, December 2003.

Most delinquent girls in juvenile residential commitment programs have histories of abuse and neglect. Our review of the histories of a sample of 90 girls in these programs showed that 68% had histories of physical or sexual abuse or neglect; 71% had diagnosed mental health disorders; and 36% had aggressive behavior or charges known to be related to domestic violence, as shown in Exhibit 6.

Exhibit 6
Girls in Juvenile Residential Facilities Have High Rates of Abuse and Mental Health, Substance Abuse, and School Problems

Family Factors	Percentage (N = 90)
Parental control inadequate or limited	90%
Physical or sexual abuse or neglect	68%
Dysfunctional family	57%
Aggressive behavior or charges related to domestic violence	36%
Mental Health	
Diagnosed mental health problem	94%
Conduct disorder and behavior disorders	84%
Mental health problems other than conduct and behavior disorders	71%
Currently on psychotropic medication	48%
Drug or alcohol abuse or dependency	43%
Major depression and other mood disorders	42%
Post-traumatic stress disorder	6%
At-Risk Behaviors	
Primarily negative peers	84%
Physical aggression	73%
History of running away from home	58%
Chronic tardiness or truancy from school	49%
History of suspensions and expulsions	49%
Suicidal threats or attempts	40%
Self-mutilation	27%

Source: OPPAGA analysis of data obtained through interviews with program therapists or case managers for a statistically valid random sample of 90 girls in residential commitment programs.

National research has shown that community-based alternatives to residential placement can effectively address these risk factors. These studies have generated a consistent body of knowledge about the characteristics of programs that are effective in reducing juvenile recidivism. [4] These characteristics include a focus on developing communication and relationship skills and dealing with family problems, which make these programs particularly appropriate to the needs of delinquent girls.

We assessed four evidence-based community treatment program models that the Legislature could fund to divert girls from residential delinquency programs. These are

- expanding the Redirection Program;
- establishing a pilot program to serve girls with self-destructive and aggressive behaviors, mood disorders, or substance abuse problems;
- combining PACE with Dialectical Behavior Therapy to serve girls with school problems and intensive mental health needs; and
- establishing a project for girls with intensive mental health and abuse-related problems.

As shown in Exhibit 7, these programs would have lower costs than the residential programs currently serving comparable populations. Large cost savings could be realized over time as girls are diverted from residential to community programs; however, funding would need to be shifted over a multi-year period to avoid disrupting existing placement options while the new programs become operational.

Exhibit 7
Community Alternatives Would Have Lower Costs Than Current Residential Programs

Potential Treatment Models	Cost per Girl
Expanded Redirection Program	**$ 8,400**
Family Integrated Transitions Program	**9,900**
Low-Risk Commitment	11,186
PACE with Dialectical Behavior Therapy	**16,373**
MultiSystemic Therapy Specialized Mental Health and Abuse Treatment	**20,170**
Moderate-Risk Commitment	
Non-special needs[1]	21,077
Special needs beds[2]	32,806
High-Risk Commitment	50,160

[1]Medicaid-funded (BHOS) and basic care and custody
[2]State-funded overlay (MHOS) and specialized treatment beds
Source: OPPAGA analysis of DJJ data.

[4] While many of these studies examined programs for delinquent males, studies show each recommended program is effective for female delinquents.

Alternative 1: Expand the Redirection Program. In this option, the Legislature would expand the Redirection Program to serve youth who are at risk of residential commitment for a misdemeanor; appropriate youth with prior violent crimes also could be included. The Redirection pilot project was funded by the 2004 Legislature to serve youth who violated probation and otherwise would have been sent to a residential commitment program. It provides community-based delinquency sanctions and treatment services. The Redirection project had served 283 youth as of January 1, 2006, and appears to have reduced residential admissions for non-law violations of probation in the counties where it was initially implemented. The pilots are located in Dade, Broward, Escambia, Pinellas, Hillsborough, Brevard, Orange, Seminole, and Osceola counties.

Youth in the Redirection Program receive either Multisystemic Therapy or Functional Family Therapy. These therapy models have been identified as Blueprint Programs for Violence Prevention by the U.S. Office of Juvenile Justice and Delinquency Prevention, meaning that they have the highest level of experimental research showing sustained reductions in recidivism for serious and violent offenders compared to residential treatment programs. The programs provide therapy in the home, and focus on helping parents implement more effective ways to communicate with, monitor, and discipline their adolescent children. National research has shown that these approaches are effective in reducing recidivism for delinquent females as well as males.

The proviso establishing Redirection currently excludes youth from the program who are being committed to residential programs for misdemeanors, as well as youth with a prior charge for a violent misdemeanor or felony. [5] State prosecutors, judges, and probation officers in circuits where Redirection has been implemented assert that the program should be expanded to serve appropriate youth who now are being sent to residential programs for misdemeanors or have a prior violent crime. These stakeholders argue that since youth adjudicated for violent felony offenses can be served in the community on probation, youth who have been committed for less serious offenses should not be excluded from the Redirection Program based on their prior criminal history.

Roughly two-thirds of girls in commitment programs have experienced abuse or neglect and over a third have experienced domestic violence, and a high percentage of committed girls with such histories exhibit aggressive behavior. [6] Prosecutors and judges have observed that Multisystemic Therapy and/or Functional Family Therapy would be appropriate for such girls who have committed assault and battery offenses, particularly related to fights at school or domestic violence. These therapies address violent behavior by teaching youth and families better skills for communication, problem-solving, anger management and conflict resolution. The therapies also teach parents how to use systematic monitoring, reward, and discipline systems to increase their child's involvement in supervised activities with positive rather than violent peers. Since Multisystemic Therapy is a more intensive treatment than Functional Family Therapy, the department considers it the treatment of choice for youth with more severe behavioral or mental health problems.

The department could use its new risk assessment instrument to determine which youth, including violent youth, are appropriate for an expanded Redirection Program and other evidence-based community programs. The department has recently begun using a nationally recognized and validated risk assessment instrument that measures 12 dimensions of recidivism risk, including aggressive behavior. Validated risk

[5] The proviso states "Youth who have been adjudicated or convicted of a violent crime or first degree felony, or otherwise have a criminal history of such offenses, shall not be eligible for placement into the pilot project."

[6] *Gender Specific Services for Delinquent Girls Vary Across Programs, But Help Reduce Recidivism*, OPPAGA Report No. 05-13, March 2005. Of girls with known histories of abuse and domestic violence, 82% exhibited aggressive behavior, compared to 18% of girls without such histories.

assessments include other factors in addition to criminal history that could give better information to assist judges and prosecutors in making placement decisions than relying on criminal history alone. This would be useful because crime categories cover a wide range of behaviors and risk levels, so eligibility criteria based only on categories of current and previous crimes can be misleading. For example, a misdemeanor assault and battery charge may reflect a fight at school, an inappropriate response to abuse, or a serious problem of potentially violent behavior.

In Fiscal Year 2004-05, in the nine counties where the Redirection Program is available, 55 girls were committed to residential programs for misdemeanors who otherwise met Redirection eligibility criteria, and an additional 149 girls with prior violent histories were committed because they were excluded from the Redirection Program.[7] When the Redirection Program provides Multisystemic Therapy, the cost is $8,400 per child. If eligibility were expanded to include misdemeanants and girls with prior violent histories, and 50 of the 204 girls were determined through screening to be suitable for the program, the cost of providing Multisystemic Therapy for these 50 additional girls would be $420,000.

Alternative 2: Create a pilot project for girls with self-destructive and aggressive behaviors, mood disorders, and substance abuse. The Family Integrated Transitions Program developed by the Division of Public Behavioral Health and Justice Policy at the University of Washington has been shown to reduce recidivism and address risk factors for girls, including family problems and co-occurring mental health and substance abuse disorders. This program combines several evidence-based model programs, including Dialectical Behavior Therapy and Multisystemic Therapy. The program works with families in their homes as well as working directly with youth.

Using this model to create a pilot program in Florida would provide an alternative to residential placement for girls who have committed non-law violations or misdemeanors. The developers of the Washington state program estimate that a Florida program that serves 32 youth would cost $9,900 per girl for a total cost of $316,800. This would include funding for three therapists, a case manager, staff training, and ongoing oversight services to ensure that the model is implemented as designed. This oversight is important as research has shown that training and ongoing monitoring and evaluation by experts in the treatment model being implemented is critical to the effectiveness of evidence-based programs.

Alternative 3: Combine PACE with Dialectical Behavior Therapy. Another option would be for PACE to provide day treatment and Dialectical Behavior Therapy (DBT) for girls who are now being sent to commitment for non-law violations and misdemeanors. PACE has gained recognition nationally and in Florida as an exemplary gender-specific day treatment program for girls at risk of delinquency. However, because PACE has been primarily a prevention program, it has not been evaluated in controlled studies to determine its effectiveness in reducing recidivism. The PACE program's emphasis on counseling, relationships, self-esteem, empowerment of girls, and case management makes it compatible with a therapeutic program such as Dialectical Behavior Therapy that has been shown to reduce recidivism for delinquent girls.

PACE administrators propose implementing a program to serve 30 girls at risk of commitment in Duval, Escambia, and Pinellas counties. Because PACE also serves girls in delinquency prevention in a school setting, these administrators believe that girls with mental health and school problems but no violent offense history would be appropriate for this program. As the cost per girl including PACE day treatment and DBT counseling, training, and model adherence services, is estimated at $16,373 per girl, the cost of serving 30 girls

[7] In counties with a current Redirection Program, 42 girls who were committed for non-law violations and 107 girls who were committed for misdemeanors had histories of violent offenses.

would be $491,205. As in Option 2, such a pilot project should include staff training and ongoing monitoring to ensure that staff appropriately implements Dialectical Behavior Therapy.

Alternative 4: Pilot a project for girls with mental health and abuse issues. As a fourth option, the Legislature could direct the department to implement a community-based program that works with families to address girls' multiple risk factors related to abuse and mental health problems. This pilot could use the Multisystemic Therapy model, which has been shown to result in sustained reductions in recidivism and violent offending. The developers of MST at the Medical University of South Carolina are currently piloting a more intensive adaptation of this model designed to address mental health and physical abuse problems similar to those found among girls in residential commitment programs in Florida. This pilot could be replicated in Florida to serve girls with mental health needs and/or abuse histories that are at risk of commitment for non-law violations of probation or misdemeanor charges.

This model has an estimated cost of $20,170 per girl, including staff training and ongoing monitoring and technical assistance. This would be a slightly lower cost than the estimated $21,007 cost of placing girls in non-special needs moderate-risk residential commitment beds. However, the program also could provide a community treatment alternative for girls with intensive mental health problems who are currently served in moderate-risk special needs programs at a cost of $32,806 per girl. The cost of a pilot project serving 24 girls would be $484,080.

Over the long term, pilot projects could be funded with savings from residential programs, but this would need to be phased in over several years. During the last decade the department experienced a shortage of residential commitment programs for girls and waiting lists for these placements due to increased commitments of girls to residential juvenile justice programs. This problem has been ameliorated by declining admissions and legislative funding of additional residential beds for girls, and it appears that the number of beds currently funded is generally adequate to meet demand in programs for girls. The department did experience an increase in waiting lists for residential girls' placements in Fiscal Year 2004-05 due to closings of several large girls' programs over the past year and the resultant loss of a large number of beds. [8] As the beds from the closed programs are rebid and become operational again, this problem should be resolved.

In previous years, the Legislature has funded community alternatives to residential commitment programs by reducing the number of beds in commitment programs. If the Legislature decides to create additional community alternative programs, we recommend that it phase in this reduction and cut excess capacity in commitment programs rather than immediately reduce bed capacity by the number of girls that could be served in new community programs. This would allow the department to manage the transition to community programs, which require start-up time and funding to train staff and become operational. As the new community programs become operational over coming years, additional vacancies in residential programs will occur, allowing additional residential beds to be reduced.

A conservative approach would be to plan for approximately 94% utilization of residential commitment beds. [9] Since commitments of girls have declined in recent years, there are approximately 50 beds beyond a 6% reserve. If the Legislature reduced residential commitment beds by 44 non-special needs moderate-risk beds and 6 high-risk beds in Fiscal Year 2006-07, it would generate $1.7 million in savings, which could then be

[8] In Fiscal Year 2004-05, for example, two major girls' programs, Kingsley Youth Academy and Florida Institute of Girls, which together account for 14% of funded beds for girls, closed.

[9] In Fiscal Year 2004-05, just under 5% of girls' commitment beds were reserved for girls awaiting placement when the beds were vacated. Maintaining a 3% reserve beyond this level would allow for fluctuations in population and allow the department to close programs that are not working and move children to more successful programs without a significant delay.

reinvested to support all of the recommended pilot projects to serve girls in evidence-based projects in the community. [10]

As the new community-based programs become fully operational, the Legislature could cut additional beds from residential commitment programs as girls are diverted from these programs and vacancies occur. This would generate considerable savings in future years.

Recommendations

To provide funding to establish community-based programs for girls, we recommend that the Legislature consider eliminating 50 beds in girls' moderate and high risk residential programs and reallocate the associated $1.7 million to programs for girls that research has shown to be effective, including Redirection, Family Integrated Transitions, a joint project between PACE and Dialectical Behavior Therapy, and an intensive MST-Mental Health/MST-Children of Abuse and Neglect project.

These pilots should be located in the counties that are currently funded to provide the Redirection Program—Dade, Broward, Escambia, Pinellas, Hillsborough, Brevard, Orange, Seminole, and Osceola counties, or in other counties with the highest number of girls being committed for a misdemeanor or a non-law violation of probation—Polk, Volusia, Duval, and Palm Beach. Additional savings would accrue in future years when the community-based programs become fully operational and divert girls from more expensive residential placements.

Agency Response

In accordance with the provisions of s. 11.51(6), *Florida Statutes,* a draft of our report was submitted to the Secretary of the Department of Juvenile Justice for review and response.

The Secretary's written response is reproduced in its entirety in Appendix A.

[10] In 2004-05, 13% of beds occupied by girls committed for misdemeanors and non-law violations of probation were in low-risk programs, 77% were in moderate-risk programs, and 10% were in high-risk programs. If a 50-bed cut were distributed proportionally among moderate and high-risk programs, it would affect 44 beds in moderate-risk programs, and 6 beds in high-risk programs.

Appendix A

FLORIDA DEPARTMENT OF JUVENILE JUSTICE

Jeb Bush, Governor **Anthony J. Schembri, Secretary**

February 10, 2006

Ms. Kathy McGuire, Deputy Director
Office of Program Policy Analysis and
Government Accountability
The Pepper Building
Tallahassee, Florida 32399

Dear Ms. McGuire:

Thank you for the opportunity to respond to your report entitled "Effective Community Programs Could Reduce Commitments of Girls to Residential Programs," dated February 2006. Like you, I am excited about the results of nationally recognized, evidence-based programs and am eager to put these programs for delinquent girls to use.

While the Department of Juvenile Justice cannot predict judicial dispositional practices, I agree that today's committed youth are generally less serious in terms of the seriousness and chronicity of offenses. This presents an excellent opportunity for us to increase the availability and variety of community-based programs as alternatives to commitment. The Department supports additional flexibility in our budget to facilitate the development of these new programs.

Our experience with evidence-based programs, such as Redirection and Multidimensional Treatment Foster Care, teaches us that these programs require a reasonable time and expense for implementation. While fixed costs for community-based programs can often be borne by a provider and recouped in a normal per diem, the exceptional costs of training associated with evidence-based programs makes a start-up period essential. I appreciate your efforts to discuss this in your report.

I also concur with your recommendations to expand eligibility criteria for the Redirection program. I agree that a number of youth continue to be committed for minor offenses who could be effectively treated within the community. Your recommendation is consistent with the advice the Department has received from stakeholder groups in the redirection pilot areas.

2737 Centerview Drive • Tallahassee, Florida 32399-3100 • (850) 488-1850

The mission of the Department of Juvenile Justice is to protect the public by reducing juvenile crime and delinquency in Florida.

Kathy McGuire
February 8, 2006
Page 2 of 2

Your research on this topic will be an advantage to both the Department and the Florida Legislature in formulating informed opinions. I look forward to working on these exciting and innovative programs for our girls.

Sincerely,

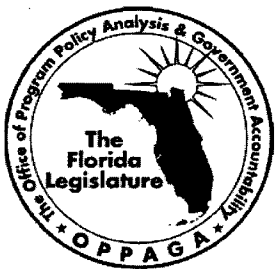
Anthony J. Schembri
Secretary

AJS/pcc/lat

cc: Mary Eubanks, Inspector General
Darryl Olson, Assistant Secretary, Probation and Community Corrections
Charles Chervanik, Assistant Secretary, Residential Services

The Florida Legislature

Office of Program Policy Analysis and Government Accountability



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Project supervised by Kathy McGuire (850/487-9224)

Project conducted by LucyAnn Walker-Fraser (850/487-9168), Jason Gaitanis, and Rashada Houston

Gary R. VanLandingham, OPPAGA Director