



**FY 2004-2005 through FY 2008-2009**

# **Long-Range Program Plan**

**Legislative Version  
January 2, 2004**

**Jeb Bush**  
Governor

**W. G. "Bill" Bankhead**  
Secretary



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## **Agency Mission**

# Reduce Juvenile Crime

## **Vision**

“We can and will make Florida a state with safe cities and towns, where children can grow up without fear, where young people can resist the lure of crime and drugs, and where all of us can pursue our dreams free from the ravages of ever-higher crime rates.”

-- **Governor Jeb Bush**

# Preface

This is the Legislative Version of the Long-Range Program Plan (Fiscal Years 2004-05 through 2008-09) for the Florida Department of Juvenile Justice (DJJ). This volume has been produced in accordance with the Long-Range Program Plan (LRPP) Instructions provided by the Executive Office of the Governor's Office of Policy and Budget (OPB) in conjunction and agreement with the Florida Legislature, and pursuant to Chapter 216, Florida Statutes. The Long-Range Program Plan process links agency planning, budget, performance, and program accountability. The LRPP-LBR processes combine elements of strategic planning, activity-based program budgeting, zero-based budgeting, performance measurement, unit cost pricing, and program evaluation.

This final version of the LRPP has been completed by January 2, 2004, to comply with its statutory deadline. As recommended by Office of Policy and Budget and the DJJ Executive Management Team, this version of the LRPP includes an update of Goal #5.

The Department delivers a range of programs and services through five program areas, or branches, with linkages to the Governor's three new priorities (improving education, strengthening families and promoting economic diversity). The Agency's goals, programs and projections link to the Governor's six priorities set at the beginning of the Bush Administration. The Department's eight goals, derived from the Governor's priorities, create the framework upon which this plan has been developed. Three of the goals are societal in nature. Their attainment is dependent upon the accomplishments and efforts of many agencies, organizations, partners, stakeholders, and individuals. Those goals seek to reduce acts of violence, overall juvenile crime, and illegal drug use by juveniles. The remaining five goals are programmatic. In large part, their attainment rests with the Department of Juvenile Justice and its management, staff and providers in the agency's five program areas of prevention and victim services, juvenile detention, residential and correctional facilities, probation and community corrections, and administration.

During the history of the LRPP process, the Department of Juvenile Justice has made steady progress toward significant targets with each of its eight goals. As a result, juvenile crime has been reduced, violent and serious offenders are being incarcerated longer and provided more intense special treatment, fewer offenders are returning to the juvenile justice system, and public safety has been enhanced. This plan sets ambitious five-year targets to reduce overall juvenile crime, with specific focuses to reduce violent crime and drug use among juveniles.

If attained, these goals will make the Florida Department of Juvenile Justice unequalled among similar state agencies in the United States. Impressive levels will be met for increasing success rates for non-recidivism, allocating programs and bed capacities to special needs, ensuring that offenders remain crime free while in agency programs, decreasing escapes to a zero rate, targeting prevention and diversion programs to more at-risk youths, and operating the agency in a measurably efficient and effective manner with reduced administrative costs and positions. Attainment of these goals will mean significant progress toward the Governor's vision of a "state with safe cities and towns, where children can grow up without fear, where young people can resist the lure of crime and drugs, and where all of us can pursue our dreams free from the ravages of ever-higher crime rates."

# Department of Juvenile Justice Goals and Objectives

*(With Outcomes and Projections)*

**Goal 1:**

**Protect Florida's citizens and visitors from acts of violence by juveniles.**

*Objective 1A: Reduce the rate at which juveniles are referred for murder, attempted murder, manslaughter, sex offenses, robberies, and resisting arrest with violence.*

FY 98-99	FY 02-03	FY 03-04	FY 04-05	FY 05-06	FY 06-07	FY 07-08	FY 08-09
Baseline	Actual	Projection	Projection	Projection	Projection	Projection	Projection

**Outcome:** Rate of referral for acts of violence against persons per 100,000 youths.  
321      259      258      250      242      235      229      223

**Outcome:** Total number of referrals for felonious acts of violence against persons.  
5,150      4,526      4,502      4,472      4,375      4,270      4,168      4,077

**Outcome:** Actual number of youths referred for acts of violence against persons.  
4,614      4,191      4,175      4,084      3,995      3,900      3,800      3,723

*Objective 1B: Reduce the rate at which juveniles are referred for aggravated assault/battery.*

FY 98-99	FY 02-03	FY 03-04	FY 04-05	FY 05-06	FY 06-07	FY 07-08	FY 08-09
Baseline	Actual	Projection	Projection	Projection	Projection	Projection	Projection

**Outcome:** Rate of referrals for aggravated assault/battery per 100,000 youths.  
696      562      551      534      519      506      494      482

**Outcome:** Total referrals for aggravated assault/battery.  
11,164      9,834      9,772      9,651      9,435      9,224      9,017      8,815

**Outcome:** Actual number of youths referred for aggravated assault/battery.  
8,498      7,858      7,629      7,458      7,291      7,128      6,968      6,812

Note: Beginning this year, the referral figures and referral rates cited in the outcome figures and projections for each year have been 'frozen.' Each year's outcomes and data points are based on data extracted during the first week in September following the end of that Fiscal Year. These data points will not be updated in subsequent years, as the data changes.

**Goal 2:****Strengthen the public safety of Florida's residents and visitors by reducing juvenile crime.****Objective 2A: Continue annual reductions in the rate and number of referrals for felonies, misdemeanors and other delinquent offenses.**

FY 96-97	FY 02-03	FY 03-04	FY 04-05	FY 05-06	FY 06-07	FY 07-08
Baseline	Actual	Projection	Projection	Projection	Projection	Projection

**Outcome:** Rate of referrals received per every 100,000 youths (ages 10-17) for felonies, misdemeanors and other offenses.

11,658	8,612	8,339	8,210	8,138	8,131	8,190
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**Outcome:** Total referrals for felonies, misdemeanors and other offenses.

175,055	150,742	147,876	147,131	146,994	147,655	149,308
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**Outcome:** Number of youths referred for felonies, misdemeanors and other offenses.

108,340	97,743	95,818	95,058	94,743	94,996	95,940
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**Goal 3:****Participate in the Governor's Drug Control Strategy to reduce illegal drug use.****Objective 3A: Reduce the rate of juveniles referred for drug-related (marijuana and non-marijuana) felonies and misdemeanors.**

FY 98-99	FY 02-03	FY 03-04	FY 04-05	FY 05-06	FY 06-07	FY 07-08	FY 08-09
Baseline	Actual	Projection	Projection	Projection	Projection	Projection	Projection

**Outcome:** Rate at which youths are referred for drug use per 100,000 youths.

977	831	778	762	738	716	695	676
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**Outcome:** Total referrals for non-alcohol drug-involved felonies and misdemeanors.

15,669	14,552	13,800	13,661	13,325	12,998	12,678	12,366
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**Outcome:** Total referrals for drug-involved felonies.

6,518	5,133	4,422	4,112	3,824	3,556	3,307	3,076
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**Outcome:** Total referrals for drug-involved felonies excluding marijuana.

4,864	3,806	3,132	2,793	2,454	>2,454	>2,454	>2,454
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**Goal 4:**

**Enhance residential commitment programs to ensure graduated sanctions, address special needs, enhance offender education, and increase the effectiveness of rehabilitation services.**

*Objective 4: Ensure that two out of three youths, who complete secure and non-secure commitment programs, remain crime free for one year after release.*

**Outcome:** Percentage of youths who remain crime free (were adjudicated or had adjudication withheld) one year after release from a residential commitment program.

<b>Report Year</b>	<b>1998</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>
Year Spent Crime Free	FY 96-97	FY 01-02	FY 02-03	FY 03-04
Year of Release	FY 95-96	FY 00-01	FY 01-02	FY 02-03
Data Type	Baseline	Actual	Standard	Standard
Data Point	50.5%	59.2%	56.5%	65%

<b>Report Year</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>
Year Spent Crime Free	FY 04-05	FY 05-06	2006-07	2007-08
Year of Release	FY 03-04	FY 04-05	2005-06	2006-07
Data Type	Standard	Projection	Projection	Projection
Data Point	62%	63%	63%	63%

**Goal 5:**

**Detain and/or monitor alleged juvenile offenders who meet detention criteria or are court ordered to detention, to enhance public safety.**

*Objective 5A: Prevent escapes from secure detention*

**Outcome:** Number of escapes from secure detention.

FY 95-96	FY 02-03	FY 03-04	FY 04-05	FY 05-06	FY 06-07	FY 07-08	FY 08-09
Baseline	Actual	Standard	Req. Standard	Projection	Projection	Projection	Projection
29	6	0	0	0	0	0	0

*Objective 5B: Increase the percentage of youths who remain crime free while in secure detention (w/o committing assault/battery, contraband possession, an escape or other delinquent incident).*

**Outcome:** Percentage of youths who remain crime free while in secure detention.

FY 99-00	FY 01-02	FY 02-03	FY 03-04	FY 04-05	FY 05-06	(And beyond)
Baseline	Actual	Estimated	Standard	Req. Standard	Projection	
96.8%	98%	98%	98.5%	99%	>99%	

**Objective 5C: Increase the percentage of completions from home detention without the assigned youth committing a new law or contract violation, failure to appear, an abscond, or contempt of court.**

**Outcome:** Percentage of successful completions without committing a new law or contract violation, failure to appear, an abscond, or contempt of court.

FY 99-00	FY 01-02	FY 02-03	FY 03-04	FY 04-05	FY 05-06	FY 06-07
Baseline	Actual	Estimated	Projection	Projection	Projection	Projection
73%	96%	96%	96%	96%	96.5%	97%

**Goal 6:**

**Prevent juvenile crime; divert youth from becoming serious, chronic offenders.**

**Objective 6A: Target the most at-risk youths, but achieve and maintain a high percentage of youths who remain crime free six months after receiving prevention services.**

**Outcome:** Percentage of youths who remain crime free six months after receiving prevention services.

FY 95-96	FY 00-01	FY 01-02	FY 02-3	FY 03-04	FY 04-05	FY (and beyond) 05-06
Baseline	Actual	Projection	Projection	Projection	Projection	Projection
88%	86%	85%	86%	87%	87%	87%

**Goal 7:**

**Increase the effectiveness of services for juveniles under probation, community corrections, and conditional release to reduce the costs of commitment and to decrease the likelihood of repeat offenders victimizing the public.**

**Objective 7A: Increase the percentage of youth who do not commit a new crime one year after release from probation.**

**Outcome:** Percentage of youth who remain crime free one year after release from probation.

<b>Report Year</b>	<b>2000</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>
Year Spent Crime Free	FY 98-99	FY 01-02	FY 02-03	FY 03-04
Year of Release	FY 97-98	FY 00-01	FY 01-02	FY 02-03
Data Type	Baseline	Actual	Standard	Standard
Data Point	79.1%	81%	81%	81%
<b>Report Year</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>
Year Spent Crime Free	FY 04-05	FY 05-06	2006-07	2007-08
Year of Release	FY 03-04	FY 04-05	2005-06	2006-07
Data Type	Standard	Projection	Projection	Projection
Data Point	81%	82%	82%	82%

**Objective 7B: Increase the percentage of youth who do not commit new crimes while under conditional release and/or post-commitment supervision.**

**Outcome:** Percentage of youths who remain crime free one year after release from aftercare (conditional release).

<b>Report Year</b>	<b>2001</b>	<b>2003</b>	<b>2004</b>	<b>2005</b>
Year Spent Crime Free	FY 99-00	FY 01-02	FY 02-03	FY 03-04
Year of Release	FY 98-99	FY 00-01	FY 01-02	FY 02-03
Data Type	Baseline	Actual	Standard	Standard
Data Point	62%	64%	64%	64%

<b>Report Year</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>
Year Spent Crime Free	FY 04-05	FY 05-06	2006-07	2007-08
Year of Release	FY 03-04	FY 04-05	2005-06	2006-07
Data Type	Standard	Projection	Projection	Projection
Data Point	65%	65%	66%	66%

**Goal 8:**

**Improve agency efficiency and accountability, evaluate the effectiveness of programs to support the agency's core functions, and help attain the agency's goals through identification of best practices.**

**Objective 8A: Ensure that the percentage of administrative costs and positions to overall agency costs and positions do not exceed the standards set by the Legislature**

FY 00-01	FY 02-03	FY 03-04	FY 04-05	FY 05-06	FY 06-07	FY 07-08	FY 08-09
Baseline	Actual	Standard	Standard	Projection	Projection	Projection	Projection
4.8/5.8%	3.6/5.3%	3.2/4.7%	3.1/4.6%	3.0/4.5%	3.0/4.4%	3.0/4.3%	3.0/4.3%

**Objective 8B: Receive satisfactory or higher ratings from the public and stakeholders with the services, activities and responses provided by the Department.**

About Objective 8B: This objective has been added pursuant to S. 23.30, Florida Statutes, titled "The Florida Consumer Service Standards Act," as passed by the 2001 Legislature from Senate Bill 0710. Currently, a customer satisfaction survey method is being developed by the Department to survey customers, stakeholders and partners to provide a Balanced Scorecard approach to how the agency is doing when interfacing with and delivering services to public, judicial, law enforcement, and local government entities. That survey will be implemented during FY 2003-04.

**Objective 8C: Replicate best practices identified through Quality Assurance, program accountability measurement, outcome evaluation, and special studies.**

The "What Works Initiative" is developing a pilot project to begin during FY 2003-04. This project is a department-wide effort to systematically introducing evidence-based assessment, intervention, and treatment and management practices that research has shown result in reduced risk of re-offending. The project will assess the level of best practices in the pilot

programs before and after receiving technical assistance. A special study will be conducted to monitor the implementation process, and to determine whether such a systematic program of improvement results in reductions in recidivism large enough to justify expanding the program statewide.

# Agency Leadership Priorities and LRPP Goals Linkage to Governor's Priorities

During his first term, Governor Jeb Bush established six priorities for his administration to better serve Floridians. Beginning this year, the Governor has established three new priorities. Guided by these priorities, DJJ Secretary Bill Bankhead has developed an Agency Leadership Agenda with eight priorities to enhance juvenile justice services. This FY 2004-2009 Long-Range Program Plan (LRPP) therefore is created upon eight goals—three of which are societal and five of which are programmatic—aligning with the agency's functional branches. As shown below, direct linkages exist between Governor Bush's new priorities, the original six priorities, the DJJ Leadership Agenda priorities, and the LRPP goals.

## **NEW PRIORITIES:**

### **#1 Improving education**

#### **DJJ Leadership Agenda:**

- Enhance juvenile justice educational services

#### **LRPP Goal:**

- Enhance residential commitment programs to ensure graduated sanctions, address special needs, enhance offender education, and increase the effectiveness of rehabilitation services.

### **#2 Strengthening families**

#### **DJJ Leadership Agenda:**

- Target prevention and early intervention efforts.

#### **LRPP Goal:**

- Prevent juvenile crime; divert youth from becoming serious, chronic offenders.
- Enhance residential commitment programs to ensure graduated sanctions, address special needs, enhance offender education, and increase the effectiveness of rehabilitation services.

### **#3 Promoting economic diversity**

#### **DJJ Leadership Agenda:**

- Improve organizational efficiency and accountability.

#### **LRPP Goal:**

- Improve agency efficiency and accountability, evaluate the effectiveness of programs to support the agency's core functions, and help attain the agency's goals through identification of best practices.

## **GOVERNOR'S ORIGINAL PRIORITIES:**

### **#4 Improve student achievement**

#### **DJJ Leadership Agenda:**

- **Enhance juvenile justice educational services**

#### **LRPP Goal:**

- **Enhance residential commitment programs to ensure graduated sanctions, address special needs, enhance offender education, and increase the effectiveness of rehabilitation services.**

### **#5 Reduce violent crime and illegal drug use**

#### **DJJ Leadership Agenda:**

- **Improve public, staff and offender safety**
- **Target delinquency prevention and diversion efforts**
- **Increase the effectiveness of probation and aftercare**

#### **LRPP Goal:**

- **Protect our citizens and visitors from acts of violence by juveniles**
- **Participate in the Governor's Drug Control Strategy to reduce illegal drug use**
- **Detain and monitor alleged juvenile offenders to enhance public safety**
- **Increase the effectiveness of services for youth under probation, community corrections, and conditional release to reduce the costs of commitment and to decrease the likelihood of repeat offenders victimizing the public**

### **#6 Create a smaller, more effective, more efficient government that fully harnesses the power of technology to achieve these goals**

#### **DJJ Leadership Agenda:**

- **Improve organizational efficiency and accountability**
- **Critically evaluate the effectiveness of programs**
- **Target prevention and early intervention efforts**

#### **LRPP Goal:**

- **Improve agency efficiency and accountability, evaluate the effectiveness of programs to support the agency's core functions, and help attain the agency's goals through identification of best practices**

**#7 Create a business climate that is conducive to economic opportunity**

**DJJ Leadership Agenda:**

- **Improve organizational efficiency and accountability**
- **Improve public, staff and offender safety**

**LRPP Goal:**

- **Improve agency efficiency and accountability, evaluate the effectiveness of programs to support the agency's core functions, and help attain the agency's goals through identification of best practices**
- **Lessen the threat of juvenile crime on all Floridians**

**#8 Help the most vulnerable among us**

**DJJ Leadership Agenda:**

- **Implement restorative justice and victim services**
- **Allocate program and bed capacities to special needs**
- **Target prevention and early intervention efforts**
- **Enhance juvenile justice educational services**

**LRPP Goal:**

- **Protect our citizens and visitors from acts of violence by juveniles**
- **Expand residential commitment programs to...address special needs and increase the effectiveness of rehabilitation services**
- **Prevent juvenile crime...and implement restorative justice and victim services**

**#9 Enhance Florida's environment and quality of life**

**DJJ Leadership Agenda:**

- **Improve public, staff and offender safety**
- **Target prevention and early intervention efforts**
- **Implement restorative justice and victim services**

**LRPP Goal:**

- **All 8 LRPP goals are aligned with this priority**





# Trends and Conditions

**About This Section:** Described and analyzed within this section are the trends and conditions about Florida's juvenile population, juvenile delinquency, and priority actions of the Department of Juvenile Justice. In accordance with the *State of Florida Long-Range Program Planning Instructions*, the information for this section has been derived from an analysis of the strengths, weaknesses, opportunities and threats that impact agency operations. As required in the LRPP Instructions, this section addresses the statutory basis for agency responsibility, the factors that led to the agency priorities, an analysis of the final projection for each outcome, and the trends describing juvenile crime and the Department's mission to reduce it.

To protect the public by reducing juvenile crime and delinquency in Florida, the Department of Juvenile Justice intervenes with almost 100,000 referred juveniles each year and another 40,000 at-risk youths. That's about one out of every 11 youths in Florida. The agency delivers programs and services through delinquency prevention, diversion, detention, residential commitment, community supervision, and administrative activities.

## **Agency Statutory Authority**

The agency's operating authority, responsibilities and legislative intent for the Department of Juvenile Justice (the Department, DJJ) are defined primarily through Section 20.316, *Department of Juvenile Justice*; Chapter 984, *Children And Families In Need Of Services*; and Chapter 985, *Delinquency; Interstate Compact On Juveniles*. The 2000 Legislature authorized a restructuring of the Department, creating four core functions or program areas through which DJJ delivers programs and services to fulfill its responsibilities to our citizens. Subsequently, the Department is organized to implement programs for Prevention and Victim Services; Detention; Probation and Community Corrections; Residential and Correctional Facilities; and Administration.

## **Planning Hierarchy**

Under the direction of Secretary Bill Bankhead, a 20-year veteran of the Florida Senate and House of Representatives, and Deputy Secretary Frank Alarcon, a former director of the California Youth Authority, the agency is in its fourth year of implementing the DJJ Leadership Agenda. The agenda is derived from and supports the Governor's nine priorities.

### **Governor Bush's Priorities**

1. Improve education
2. Strengthen families
3. Promote economic diversity
4. Improve student achievement
5. Reduce violent crime and illegal drug use
6. Create a smaller, more effective, more efficient government that fully harnesses the power of technology to achieve these goals
7. Create a business climate that is conducive to economic opportunity
8. Help the most vulnerable among us
9. Enhance Florida's environment and quality of life

The mission of the Department of Juvenile Justice is to reduce juvenile crime. The agency Leadership Agenda to accomplish that mission is made up of eight priorities derived from and related to those of the Governor. The priorities were established in 1999 following in-depth analysis of juvenile crime in Florida during the 1990s, a review of the operating structure, and a review of program outcomes for the Department during its first four years. The priorities were further examined during an in-depth review process prior to the agency's reorganization with a subsequent review in 2002.

### **Department of Juvenile Justice Leadership Agenda**

1. Improve public, staff and offender safety
2. Increase the effectiveness of probation and conditional release
3. Target prevention and early intervention efforts
4. Enhance juvenile justice educational services
5. Allocate program and bed capacities to special needs
6. Implement restorative justice and victim services
7. Improve organizational efficiency and accountability
8. Critically evaluate the effectiveness of programs

The Governor's priorities and the DJJ Leadership Agenda are the basis of eight goals chosen as the framework for the FY 2004-05 through FY 2008-09 Long-Range Program Plan. Each goal is linked to at least one or, in some cases, multiple priorities of the agency's Leadership Agenda and the Governor's priorities. Each goal was developed through the long-range planning process involving information from several sources, including the SWOT analysis. The goals, made up of three societal and five program goals, plot the Department's course into the future. Societal goals are defined as those goals that will take a combined effort of the agency, its partners, community leaders, and other stakeholders to attain. The five program goals fall directly under the Department's realm of responsibility.

### **Department of Juvenile Justice Long-Range Program Planning Goals**

1. Protect Florida's citizens and visitors from acts of violence by juveniles
2. Strengthen the public safety of Florida's residents and visitors by reducing juvenile crime
3. Participate in the Governor's Drug Control Strategy to reduce illegal drug use
4. Enhance residential commitment programs to ensure graduated sanctions, address special needs, enhance offender education, and increase the effectiveness of rehabilitation services
5. Detain and monitor alleged juvenile offenders to enhance public safety
6. Prevent juvenile crime; divert youth from becoming serious, chronic offenders
7. Increase the effectiveness of services for juveniles under probation, community corrections, and conditional release to reduce the costs of commitment and to decrease the likelihood of repeat offenders victimizing the public
8. Improve agency efficiency and accountability, evaluate the effectiveness of programs to support the agency's core functions, and help attain the agency's goals through identification of best practices

Care was given to ensure that each LRPP goal was accompanied by specific, measurable and achievable intermediate objectives or service outcomes. These objectives and the related outcome measures for each are included in the table, **Goals and Objectives (With Outcomes and Projections)**, on pages three through seven of this document. A detailed listing of the Department's 60 activities and their respective outputs can be found in the Department's Legislative Budget Request.

### **Planning and Prioritizing Process**

The agency planning and prioritizing process that results in the LRPP goals and intermediate objectives is based upon a number of important information sources. During FY 2000-01, the Department's Strategic Planning and Performance Measurement Unit, under the Office of the Secretary, developed an Efficiency and Enterprise Development Guide. Development of the guide involved a thorough analysis of the strengths, weaknesses, opportunities and threats facing the agency. That guide won a Davis Productivity Award for its innovation and contents. In addition, during July 2003, the agency's five branches of administration, prevention, detention, residential commitment, and probation/community corrections conducted an abbreviated SWOT analysis to update the work of the efficiency guide.

In addition to these resources, information used to create this draft LRPP was developed from research and publications produced by various offices of the agency, most notably the Bureau of Data and Research. Recent publications of particular value in the SWOT analysis included the:

- FY 2003-2008 LRPP Legislative Version, published in 2002.
- 2003 Outcome Evaluation Report, published February 2003.
- 2002 Quality Assurance Report, published January 2003.
- Profile of Delinquency Referrals and Youths Referred, published January 2003.
- 2002 Florida Youth Substance Abuse Survey, published January 2003.
- The DJJ Delinquency Prevention Plan, published July 2000.

## Strategic Approaches

Having set priorities and established goals and objectives, the leadership of the Department has established a strategic approach to accomplish these goals. The strategy is intended to be research-based and data-driven.

National research and agency studies reveal that a small proportion of juvenile offenders commits the majority of juvenile crime. One of the most recognized research studies to identify the impact of chronic offenders is *The 8% Solution: Preventing Serious, Repeat Juvenile Crime*. The Orange County, California study identified 8 percent of its juvenile offenders as causing 55 percent of its repeat cases and nearly all 8 percent youth were found by the court to have committed at least one very serious or violent crime or both. A Department study found that 58 percent of youths referred for delinquency in Florida never have another referral. Among the others, another 27 percent received one or two more referrals within two years, while 14 percent became chronic offenders, receiving at least three additional referrals during the two-year study period. The 14 percent of chronic offenders were responsible for 42 percent of all referrals and 67 percent of all repeat referrals. Chronic offenders averaged six referrals per youth during the two-year study period.

**Strategy: Target offenders most at risk.** In view of these findings, the Department is committed to targeting resources strategically. More effort and resources are being focused on youths most likely to remain involved in criminal behavior, while youths who are less likely to re-offend will be diverted to community-based programs with proven effectiveness. In addition, the early identification, management and treatment of the high-risk population before they become chronic, serious or habitual juvenile adult offenders are guiding prevention efforts. A balanced approach of treating and incarcerating the small group of persistent offenders can significantly decrease the number of victims impacted by serious, violent crime.

**Strategy: Treat risk factors associated with re-offending behavior.** Research efforts also have advanced our understanding of the dynamics of delinquent behavior through the identification of specific risk factors that are associated with re-offending behavior. Some of these factors, such as antisocial peer associations, criminal thought patterns, pro-criminal attitudes, substance abuse and other problems, when treated, result in lower rates of recidivism. The Department strategy is to invest in a range of treatments that are focused specifically on the needs that research has shown to be associated with re-offending behavior.

**Strategy: Employ evidence-based treatments.** Research has also shown that there are some treatments that are more effective than others at reducing these risk factors. Treatments with proven effectiveness in "real world" applications are now being recognized as "evidence-based" or "What Works" treatments. The Department strategy is to expand its use of what works, rather than what *might* work or what *ought* to work.

**Strategy: Tailor treatments to meet special needs.** Other research by the Department has revealed a need for identifying important factors that interfere with treatment unless they are addressed. A strategy that takes into account the special needs of girls, of youth with mental health and substance abuse problems, of sex offenders or of youth with developmental disabilities has been adopted. The Department continues to expand the number of treatment options within existing specialty programs to meet these needs so that risk factors can be reduced effectively.

**Strategy: Monitor implementation quality and treatment fidelity.** Finally, important research on implementation has revealed that monitoring programs to ensure that treatment is provided in a manner consistent with the original design—treatment fidelity—is associated with lower rates of recidivism. The Department strategy is to monitor programs to ensure public safety, the health and safety of staff and the youth in programs, and to ensure compliance with contracts. The Department is also exploring new ways to monitor the implementation of treatments and provide technical assistance so that youth receive the highest quality treatment in the manner it was designed.

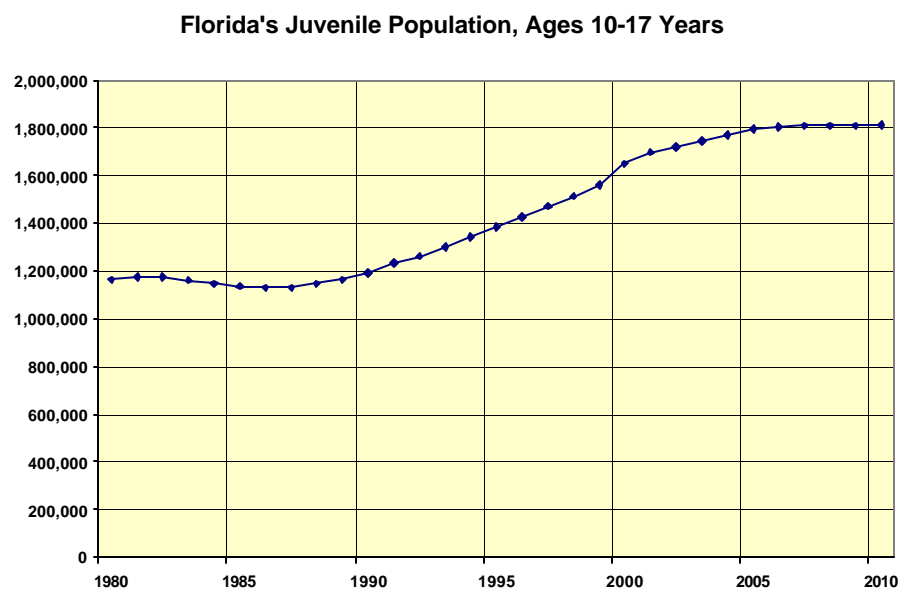
Targeting offenders most at risk, treating the needs research has shown associated with re-offending behavior, utilizing evidence-based treatments, dealing with special needs that pose roadblocks to effective treatment, and careful implementation and monitoring are all part of the Department's strategic approach to reducing juvenile crime.

### **Florida's Youth Profile**

Since its authorization by the 1994 Legislature, the Department of Juvenile Justice (the Department, DJJ) has evidenced the peaking of juvenile crime in Florida. The Legislature established the Department just as juvenile crime surged upward to record levels during the mid-1990s. The rise in juvenile crime in Florida during the 1990s now can be attributed largely to a parallel boom in the population of juveniles coupled with a lack of sanctions and facilities to treat juvenile offenders.

### **Continuing Population Growth Projected to Slow**

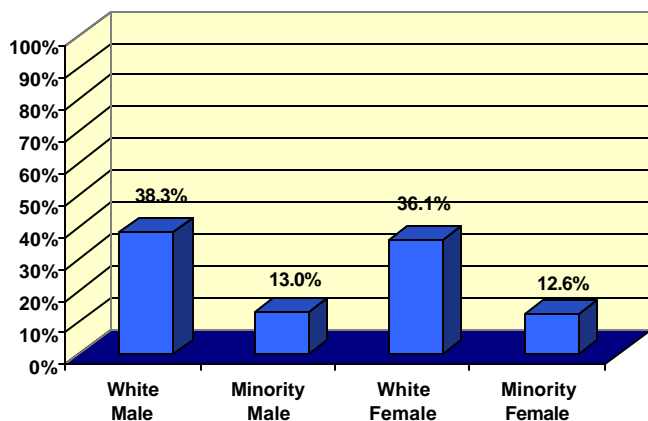
The Florida youth population during the 1990s rose higher than any recent decade before it. The 39 percent population increase during the 1990s far outpaced both the 2.5 percent increase of the 1980s and the 16 percent increase during the 1970s. Florida's 10-to-17 year old age group increased by only 29,000 youths during the 1980s, that age group increased by more than 465,000 youths during the "Baby Boom Echo" of the 1990s. Florida's overall population increase of nearly 24 percent during the 1990s pales when compared to its youth population increase of 39 percent.



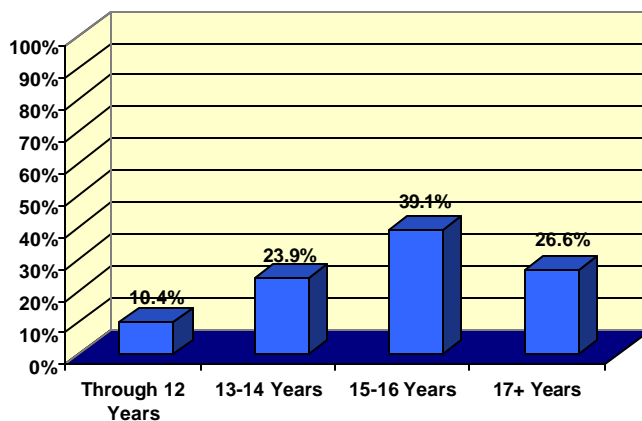
Currently, Florida is experiencing its 17th consecutive year of an annual population increase among juveniles. According to the Office of Economic and Demographic Research of the Florida Legislature, annual youth population increases are projected to continue, but at a slower pace, through 2025. A total population increase of more than 140,000 youths is expected during the current decade. The rate of increase, however, is expected to slow from almost 50,000 youth between 2000 and 2001, to an annual increase of about 1,000 between 2009 and 2010. During 2003, more than 1.75 million youths reside in Florida out of a total population of 16.7 million or 10.5 percent of the state's population. With the state's climate, beach resorts, and amusement attractions, the number of out-of-state youths in Florida on any day significantly increases the youth population that can commit delinquent acts.

Overall, an 8.5 percent increase in population is expected during the 2000s for the 10-to-17-year-old age group to which most juvenile justice services are delivered. Among Florida's youths, 38.3 percent are white males, 13.0 percent are racial minority males, 36.1 percent are white females, and 12.6 percent are racial minority females. As for ages, 10.4 percent of Florida's delinquent youths are younger than age 13, 23.9 percent are ages 13 or 14, 39.1 percent are ages 15 and 16, and the remaining 26.6 percent are mainly ages 17 or 18. Most of Florida's youth do not ever commit a delinquent offense during their childhood or teen-age years. Among those who do, about 60 percent commit only a single offense.

**Distribution of Youth Referred by Race**



**Distribution of Youth Referred by Age**



## **Risk Factors Facing Florida's Youth—Alcohol and Drugs**

The recently published *2002 Florida Youth Substance Abuse Survey* polled nearly 63,000 students in grades 6 through 12 from 338 middle schools, 31 middle/high schools and 220 high schools. The Florida Departments of Juvenile Justice, Children and Families, Education and Health worked in a cooperative effort led by the Governor's Office of Drug Control to provide information critical to planning and prevention efforts by these agencies. This research is especially important with regard to the societal goals of the Department—those goals that require a coordinated effort by these state agencies.

The *2002 Florida Youth Substance Abuse Survey* showed that in Florida, substance abuse is declining among juveniles. Use of alcohol or other drugs (within the past 30 days) declined from 38.2 percent in 2000 to 34.8 percent in 2002. In their lifetimes, 59.7 percent of Florida's students in grades 6 through 12 reported at least one use of any illicit drug.

The survey found that alcohol is the most commonly abused drug. The lifetime use of alcohol among Florida's youths overall is 56.5 percent, according to the youth survey. In 2002, 31.2 percent of surveyed Florida students reported the use of alcohol in the past 30 days.

### **Trends in Florida Youth Substance Abuse Alcohol, Drug and Tobacco Use in the Past 30 Days**

Behavior	Drinking Alcohol	Binge Drinking	Cigarettes	Marijuana	Any Drug other than Marijuana	Alcohol or any Illicit Drug
<b>2000 Survey</b>	34.3%	18.8%	18.4%	14.4%	9.3%	38.2%
<b>2001 Survey</b>	32.6%	16.8%	13.5%	13.0%	8.2%	36.2%
<b>2002 Survey</b>	31.2%	16.0%	11.4%	12.1%	7.5%	34.8%

Source: 2002 Florida Youth Substance Abuse Survey, Florida Department of Children and Families (2003)

Among other highlights from the survey:

- Alcohol continues to be the drug of choice for most students, with more than half of 12th graders and one out of 10 sixth graders reporting alcohol use in the past 30 days.
- Although use of Ecstasy has declined, still almost 10 percent of these Florida youth have used Ecstasy at least once in their life.
- The use of cigarettes by Florida youths is down sharply. Only 36.2 percent of Florida students reported smoking cigarettes in their lifetimes, and reports of smoking within the past 30 days declined from 18.4 percent in 2000 to 11.4 percent in 2002.

## Risks Facing Florida's Youth—Antisocial Behavior

The survey revealed that student self-reports of anti-social behavior also declined between 2000 and 2002. Students reported that within the past 12 months, 14.9 percent were suspended from school; 12.1 percent reported attacking someone to harm them; 12.7 percent were drunk or high at school; 5.6 percent were arrested; 5.6 percent sold illegal drugs; 3.7 percent carried a handgun.

### Trends in Florida Youth Antisocial Behavior Self-Reported Delinquent Behaviors

Behavior	School Suspension	Attack Someone to Harm Them	Drunk or High at School	Being Arrested	Selling Drugs	Carrying a Handgun
2000 Survey	19.3%	18.1%	15.5%	9.3%	7.9%	5.8%
2001 Survey	15.3%	13.0%	13.5%	6.5%	6.5%	3.8%
2002 Survey	14.9%	12.1%	12.7%	5.6%	5.8%	3.7%

Source: 2002 Florida Youth Substance Abuse Survey, Florida Department of Children and Families (2003)

## Risks Facing Florida's Youth—Risk and Protective Factors

The 2002 Florida Youth Substance Abuse Survey reveals patterns of substance abuse and anti-social behavior among Florida's youth. It also measures risk and protective factors present in homes, schools and local communities. This framework for understanding drug abuse and antisocial behavior was developed by Hawkins and Catalano in their work, *Communities That Care: Action for Drug Abuse Prevention* (1992). Protective factors help youth by reducing the impact of risks, or enabling youth to respond to risks differently. Risk factors are those that increase the likelihood a youth will engage in substance abuse or delinquency. The survey highlighted several protective factors that were strengths communities might leverage, and weaknesses that could be addressed. Likewise, the survey found several risk factors that were less a problem than others (see table).

### Risk and Protective Factor Scales for Florida Youth 2002 Strengths and Weaknesses

	Strengths			Weaknesses		
Protective Factors	High Religiosity	High Social Skills	Many Family Opportunities for Prosocial Involvement	Low School Rewards for Prosocial Involvement	Low Community Rewards for Prosocial Involvement	Weak Belief in the Moral Order
Risk Factors	Low Perceived Availability of Drugs and Firearms	High Perceived Risks of Drug Abuse	Few Peer Rewards for Antisocial Behavior	High Personal Transitions and Mobility	Low Neighborhood Attachment	High Friends' Delinquent Behavior

Source: 2002 Florida Youth Substance Abuse Survey, Florida Department of Children and Families (2003)



Much of the impact of risk and protective factors, and the potential to modify them occurs at the local, community level. County-level reports are available and provide significantly more information to local delinquency prevention planners. Outside of the community domain, academic failure was significantly more elevated at the state level in Florida, but the risk of academic failure varies among Florida communities. Governor Bush’s literacy and education initiatives have begun to address the core cause of a lot of academic failures, as evidenced by falling scores for risk in that domain.

In 1998, the Department of Juvenile Justice published a report titled: *Communities That Care (CTC) Delinquency Prevention Model: A Study in Florida*. Using the CTC model and data from 67 Florida counties, 26 risk-indicator variables within the community domain were assessed, with four found to be significantly related to the rate of juvenile delinquency in Florida. Those risk indicators were significantly higher rates of white poverty, adult arrests for weapons offenses, and arrests for driving under the influence, and lower percentages of black owner-occupied housing units.

Concurrent with the Governor’s priorities, the Department is now harnessing the power of its technological capabilities to help local communities target those youth most at-risk to become serious, chronic offenders. Using zip code data, the agency is able to identify and map neighborhoods where most delinquents live in Florida’s cities and counties. National Census data can be blended with poverty and parental data from the Department of Revenue. That combined information then can be evaluated against the survey’s risk factor data and all of that added to various crime data maintained by DJJ, the Florida Department of Law Enforcement, and the Department of Corrections. As a result, local strategies for combating juvenile crime can be derived from integrated data sources rather than relying on only a single statewide source.

### **Trends and Projections in Florida Delinquency**

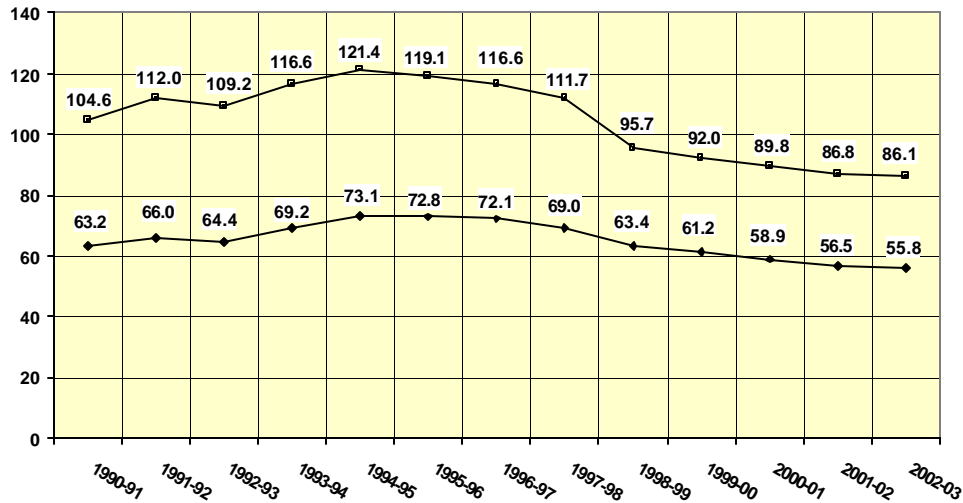
Juvenile crime has dropped following an explosive peak in the mid-1990s. The most recent five-year trend shows a 4 percent decrease in the number of youths referred, a 10 percent decrease in the rate of juvenile crimes per 1000 youths, and a 12 percent decrease in the violent crime rate among juveniles.

**Referrals and Youth Received by Fiscal Year**



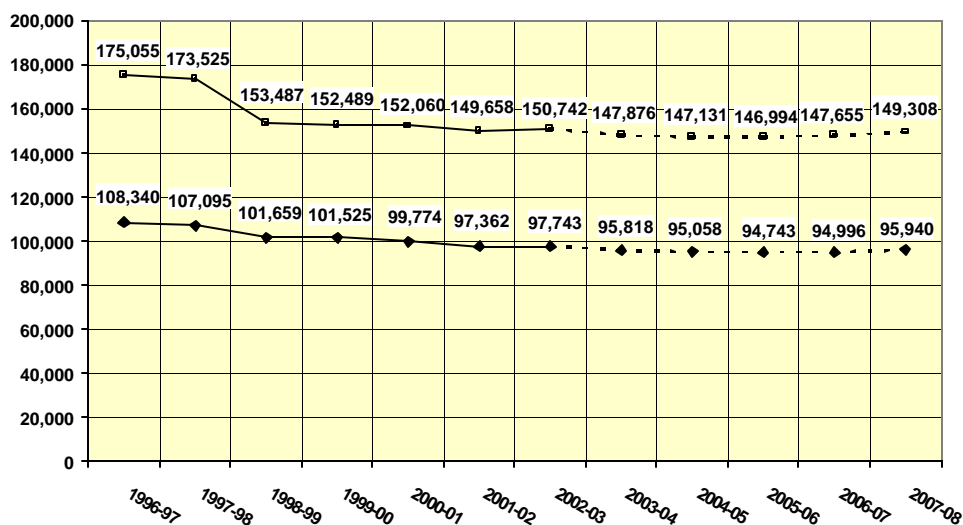
With the number of referrals to the juvenile justice system at about 150,000 for FY 2002-03, the state is at its lowest level of delinquency in ten years. (The number of referrals includes youths who are referred more than once on separate occasions.) When combined with population, the state's rate of juvenile-committed crimes per 1,000 youths has declined from 121.4 per 1,000 in 1994-95, the year the Department was created, to 86.1 per 1,000 in 2002-03--a decrease of almost 30 percent.

**Referral Rates and Rates of Youth Referred per 1000 Youth at Risk**



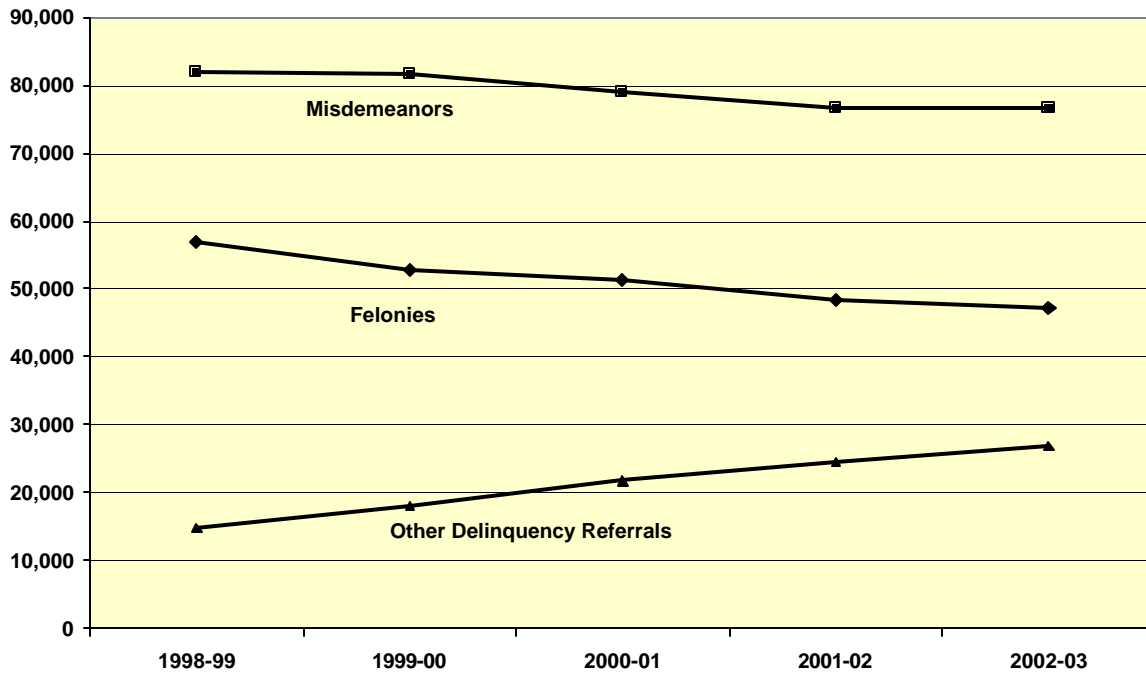
Current estimates of juvenile crime trends indicate that the downward direction in rates will continue; however, as the youth population grows annually the net effect is a projection of little increase in the number of youth and referrals received. Only small increases or decreases are anticipated over the next five years.

**Projected Referrals and Youth Received**



Even as the population ages 10-17 years continues to increase, the number of referrals and the number of youth received continues to decline. Not only is a decline in numbers evident, but also a decline in the seriousness of their offenses.

### Referrals by Fiscal Year and Type



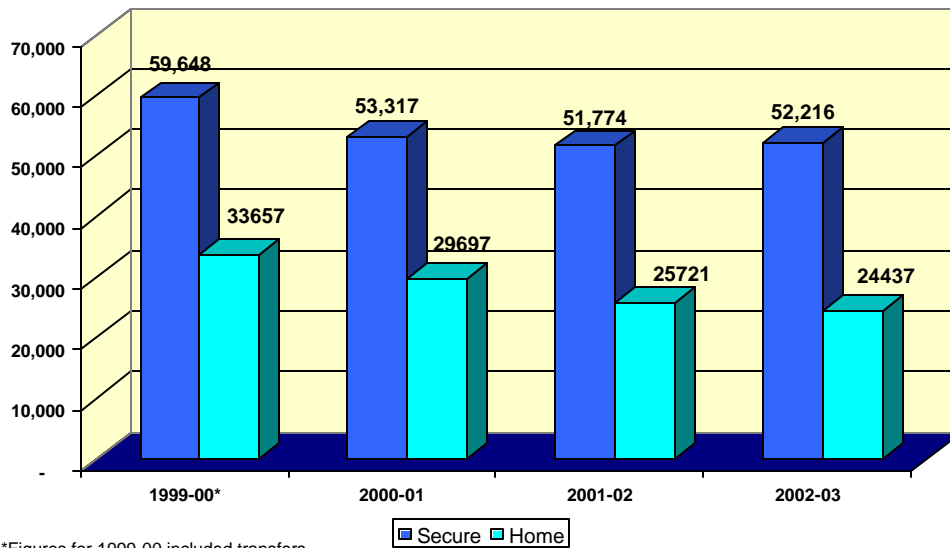
The number of felonies shows a decline in numbers of almost 17 percent over the last five years. The number of misdemeanors declined as well, by more than five percent. Probably the most striking trend, however, is the dramatic increase in "other" delinquency referrals—those which include both technical and new law violations of probation<sup>1</sup>—an increase of more than 80 percent. Had these other delinquency referrals not increased, but simply stayed at the 1998-99 level, the total number of referrals would have declined by ten percent over the last 5 years rather than the two percent decline observed.

Over the last five years, the Department has emphasized the need to hold youth and staff accountable for compliance with the terms of their probation. There has been a resulting increase in the number of youth referred and committed for violations of probation. A preliminary analysis of referrals connected with admissions between FY 2001-02 and FY 2002-03 revealed an increase of more than 50 percent in the number of admissions to residential treatment for non-law violations of probation or aftercare. As more youth are being held accountable, in view of Department capacity and the costs involved in residential commitment, a need has arisen for alternative means to sanction their behavior.

<sup>1</sup> Other delinquency offenses include violations of city and county ordinances, violations of probation or aftercare, prosecutions of previously deferred cases, transfers to other counties for prosecution or interstate compact.

The number of admissions to secure detention has declined and now seems flat, reflecting the general trend of stability in the numbers of juvenile crimes. Home detention continues to decline, however, in response to change in funding patterns that resulted in the loss of 179 community youth leaders.

**Admissions to Secure and Home Detention by Fiscal Year**



The same trend in admissions is evident in residential placements as well. First-time admissions to residential commitment have increased by less than four per cent over the last five years. Most of the increase in total admissions for 2002-03 was due to transfers occurring as programs opened and closed.

**Admissions to Residential Commitment, FY 1998-99 to 2002-03**

Fiscal Year	First-Time Admission	Subsequent Recidivism Admission	Recommitment Placement Change	New Admissions	Lateral Transfer-- Placement Change	Transfer Up	Transfer Down	Transfer Admissions	Total Admissions
98-99	6,224	2,003	469	8,696	436	202	38	676	9,372
99-00	6,292	2,422	521	9,235	564	166	30	760	9,995
00-01	6,065	2,143	434	8,642	743	199	165	1,107	9,749
01-02	6,418	2,224	310	8,952	518	181	33	732	9,684
02-03	6,459	2,224	180	8,863	562	271	63	896	9,759

In part due to program changes and privatization, the waiting list has seen a mild increase in numbers early in FY 2003-04. An important indicator of the current capacity of the residential commitment system is the amount of time youth spend on the waiting list before entering a program suitable to their needs and level of risk.

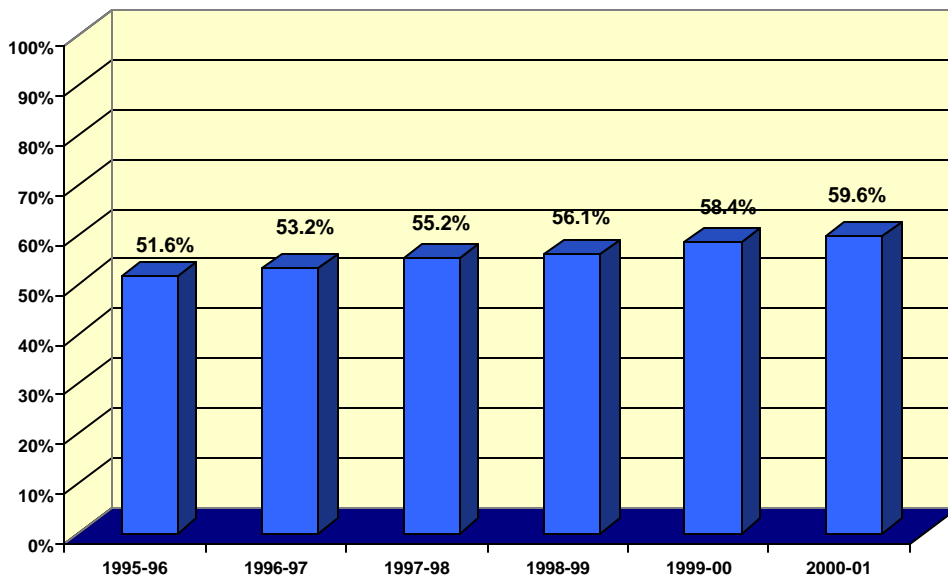
### Length of Waiting by Residential Program Types and Restrictiveness Levels, Youth on the Waiting List from January 2003 through September 2003

Restrictiveness Level	Program Type	Total 2002-03 Admissions	Length of Waiting				
			1 Week %	2 Weeks %	3-4 Weeks %	5-8 Weeks %	9 Weeks + %
Low	Special Needs Programs	74	16%	13%	33%	29%	9%
	Forestry Youth Adademy	46	33%	46%	17%		4%
	Group Treatment Homes_Male	112	4%	29%	49%	12%	6%
	Group Treatment Homes-Female	122	11%	25%	30%	23%	11%
	Therapeutic Wilderness Camps	234	26%	29%	32%	10%	4%
	Work and Wilderness Programs	1,002	14%	33%	30%	17%	6%
	<b>Subtotal</b>	<b>1,590</b>	<b>15%</b>	<b>31%</b>	<b>32%</b>	<b>17%</b>	<b>6%</b>
Moderate	Boot Camps and Drill Academies	339	49%	9%	18%	17%	6%
	Special Needs Programs	747	9%	17%	26%	29%	19%
	Halfway House-Male	2,386	22%	31%	26%	15%	6%
	Halfway House-Female	740	30%	33%	25%	9%	3%
	Sex Offender Programs	20	0%	16%	26%	26%	32%
	Youth Development Academy	1,665	22%	33%	29%	12%	4%
	Work and Wilderness Programs	176	22%	48%	23%	5%	2%
<b>Subtotal</b>	<b>6,073</b>	<b>24%</b>	<b>29%</b>	<b>26%</b>	<b>15%</b>	<b>7%</b>	
High	Special Needs Programs	174	1%	6%	27%	43%	23%
	Intensive Halfway House-Male	138	9%	17%	32%	36%	6%
	Intensive Halfway House-Female	271	36%	31%	21%	5%	7%
	Intensive Residential Treatment Programs	11	0%	60%	40%	0%	0%
	Sex Offender Programs	287	7%	11%	32%	31%	19%
	Serious or Habitual Offender Programs SHOP	111	15%	25%	28%	25%	9%
	Youth Development Academy	982	23%	21%	30%	18%	7%
<b>Subtotal</b>	<b>1,974</b>	<b>20%</b>	<b>20%</b>	<b>29%</b>	<b>21%</b>	<b>10%</b>	
Maximum	Maximum Risk	122	19%	27%	36%	14%	4%
	<b>Subtotal</b>	<b>122</b>	<b>19%</b>	<b>27%</b>	<b>36%</b>	<b>14%</b>	<b>4%</b>
<b>Statewide</b>		<b>9,759</b>	<b>22%</b>	<b>27%</b>	<b>28%</b>	<b>17%</b>	<b>7%</b>

Increases in capacity over the last five years have had an effect on the waiting list for residential placement. Almost half of the youth committed to residential treatment walk into the program within two weeks. Three-fourths are in place by one month. The data indicate that youth in special needs programs, such as moderate restrictiveness special needs and sex offender programs, and high restrictiveness special needs and sex offender programs have longer waits, indicating continuing pressure on these resources for appropriate placement of delinquent youth.

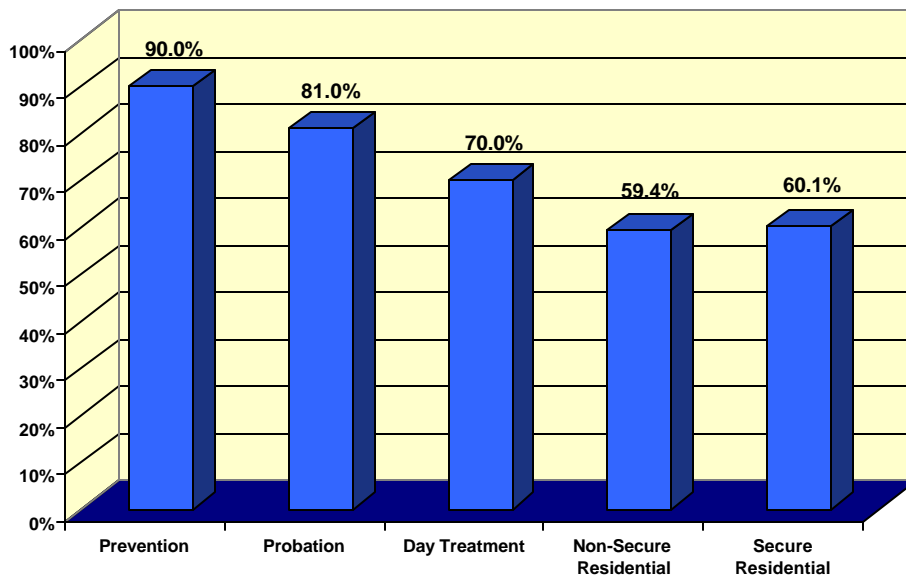
As it has increased treatment capacity, DJJ has also increased program effectiveness as indicated by the success rates for juveniles released from residential commitment programs. Success is defined as remaining crime-free for one year after release from a treatment program—no adjudications or adjudications withheld for crimes committed within 12 months of release.

**Residential Success Rates by Fiscal Year**



Success rates for prevention, probation, day treatment and both non-secure and secure residential programs reflect the risk level and treatment needs of the youth served.

**2000-01 Success Rates for DJJ Programs**



## Analysis of Service Outcomes and Projections

The first three goals of this FY 2003-04 through FY 2008-09 Long-Range Program Plan are societal goals that will take a combined effort of the agency, its partners and community leaders to attain. No single entity or agency is responsible for lowering overall delinquency, violent crime or illegal drug use; however, the DJJ accepts the responsibility to increase coordinated efforts toward the achievement of high goals. These goals are ambitious, with targets that may be difficult to reach. These goals serve as the Department's commitment to play its role vigorously to make Floridians and their visitors safer from the pain and suffering of juvenile crime. The first two goals are related to the Governor's priorities of reducing violent crime and enhancing Florida's quality of life:

**Goal 1: Protect Florida's citizens and visitors from acts of violence by juveniles.** There are two agency objectives related to this first goal:

Objective 1A: Reduce the rate at which juveniles are referred for murder, attempted murder, manslaughter, sex offenses, robberies, and resisting arrest with violence.

Objective 1B: Reduce the rate at which juveniles are referred for aggravated assault/battery.

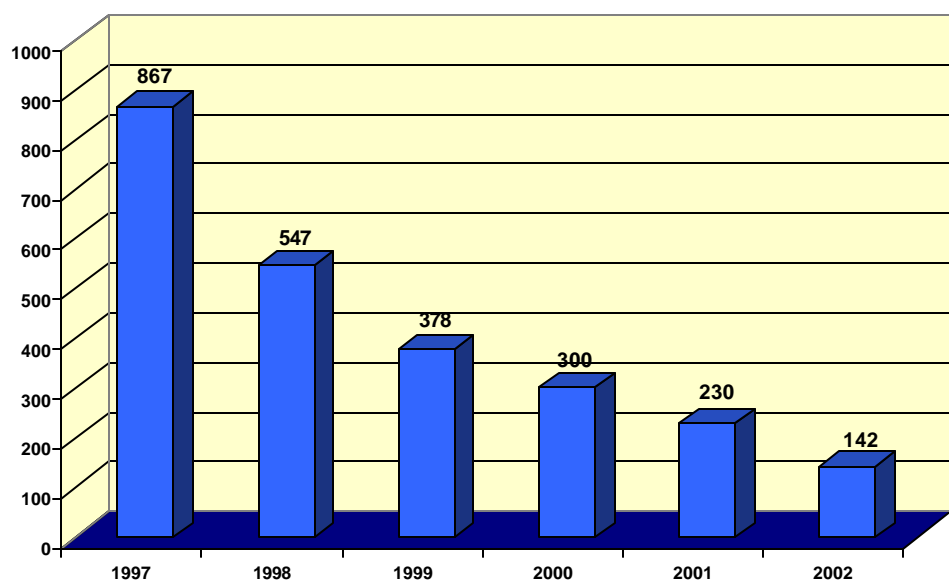
**Goal 2: Strengthen the public safety of Florida's residents and visitors by reducing juvenile crime.** This goal has one agency objective.

Objective 2A: Continue annual reductions in the rate and number of referrals for felonies, misdemeanors and other delinquent offenses.

As indicated by agency outcome measures, these two goals are being met. Juvenile crime has dropped following an explosive peak in the mid-1990s. With the number of youths referred to the juvenile justice system at about 150,000 for FY 2002-03, the state remains at its lowest level of delinquency in at least ten years. When changes in population are factored in, the state's rate of juvenile crimes, 86 per 1000 youths, is at its lowest level in more than 15 years.

The dramatic reduction in escapes from residential commitment also reflects the Department's commitment to the goal of public safety, and its progress toward accomplishing that goal. During the last five years, escapes from detention centers also declined 73 percent from 22 to only 6 during FY 2002-03.

**Residential Commitment Escape Trends, 1997-2002**



Among the key points about the security at agency facilities:

- The 148 escapes from all residential and detention facilities represent the lowest annual total ever for the department.
- There is one escape from a detention center per every 9,199 youths served.
- There is one escape from a residential facility for every 103 youths served in residential commitment.

The Department standard and five-year goal is zero escapes for detention centers and secure residential commitment programs. The Department is currently involved with its residential providers in a workgroup to establish contractual sanctions for escapes and incentives for zero escapes. By sanctioning providers for escapes the Department hopes to lower and eliminate escapes from its residential programs.

One of the issues that emerged in the 2002-03 SWOT analysis was a concern about the effect of the continued increase in Florida's population, ages 10 to 17 years. Because current estimates of juvenile crime trends indicate that the downward direction in the rate per 1000 youths will continue, as the youth population grows annually the net effect is a projection of little increase in the number of youth and referrals received. Only small increases or decreases are anticipated over the next five years. Another SWOT issue was countering the effects of risk factors facing Florida youths, such as educational failure, disruptive homes, low neighborhood attachment, and other factors measured in the Florida Youth Substance Abuse Survey. The decline in risk factors may indicate that Florida's prevention efforts are gaining ground.

These societal goals directly support the Governor's priority of reducing violent crime. Too many Florida citizens are victimized annually by senseless acts of violence by many youth who do not have the capacity for victim empathy. In view of the Governor's priority of strengthening families, the area of domestic violence is receiving more attention. Curtailing increased violence, especially the numbers of aggravated assaults/battery, will take a combined focus of agency delinquency prevention, diversion, commitment and supervision efforts.

Victim services strategies will include providing offender youth with "Impact of Crime" training. The projected 5 percent annual decrease may be too ambitious unless increased legislative support affords the necessary programs aimed at violence reduction.

**Goal 3: Participate in the Governor's Drug Control Strategy to reduce illegal drug use.** This goal has one objective:

Objective 3A: Reduce the rate of juveniles referred for drug-related (marijuana and non-marijuana) felonies and misdemeanors.

The third societal goal focuses on reducing illegal drug use. This societal goal also directly supports the Governor's priority of reducing violent crime and illegal drug use. The Governor's 50 percent reduction in illegal drug use is an ambitious goal that will require a coordinated effort from all state agencies that have a stake in drug abuse prevention. Both the *Florida Youth Substance Abuse Survey* and the outcome



measures included in this LRPP indicate that progress is being made toward this goal. The overall rate of drug referrals per 100,000 youth has declined from 977 in FY 1998-99 to 831 during FY 2002-03, a decrease of almost 15 percent in the rate.

The Department efforts to accomplish this goal include both prevention and treatment efforts. The SWOT analysis revealed an immediate threat to the objective of reducing drug-related felonies and misdemeanors represented by the loss of Federal funding. The Department primarily provides substance abuse treatment services in residential commitment through funding from the U.S. Department of Justice (DOJ). The Department received \$3.4 million in funding (\$4.1 million, annualized) for Violent Offender Incarceration/Truth in Sentencing (VOI/TIS) overlay services through a DOJ Grant to FDLE. FDLE has advised the Department that the U.S. Department of Justice VOI/TIS funding will end in 2004 because federal funds under this grant have not been awarded to the State.

**Goal 4: Enhance residential commitment programs to ensure graduated sanctions, address special needs, enhance offender education, and increase the effectiveness of rehabilitation services.**

Objective 4: Ensure that two out of three youths, who complete secure and non-secure commitment programs, remain crime free for one year after release.

This broad goal is related to several of the Governor's priorities, including reducing violent crime and illegal drug use, strengthening families, improving education, improving student achievement, and helping the most vulnerable among us. During the past five years residential capacity within the Department of Juvenile Justice has increased from a total of 5,579 beds in 1999 to a current capacity of 7,256, which equates to a 30% increase. Previously authorized funding has enabled the Department to construct an additional 383 residential beds. They will be available for use when operational funding is approved by the Legislature. As a result of these increases in capacity, currently 50 percent of youth arrive in their residential placement within 14 days, and 75 percent arrive within one month.

Specialized treatment services are funded for 4,284 of the residential beds as compared to 1,479 in 1999. With the increase in residential bed capacity, in conjunction with the Department's ability to now provide specialized mental health and substance abuse treatment, the statewide waiting list has dropped from 819 offenders in 1999 to a monthly average of 375 during 2003.

The average length of stay in residential placement, by level, for FY 1998-1999 as compared to the Department's most current data, is as follows:

**Trends in Length of Stay by Restrictiveness Level**

<b>Restrictiveness Level</b>	<b>1998-1999</b>	<b>2001-02</b>
<b>Low</b>	3.3 months	4.8 months
<b>Moderate</b>	6.6 months	7.4 months
<b>High</b>	11.3 months	11.8 months
<b>Maximum</b>	18.6 months	19 months

Reducing the number of youths who recidivate or the frequency with which they re-offend is critical to the agency's mission to reduce juvenile crime. For youths released from DJJ residential commitment

programs from FY1995-96 through FY 2000-2001, the agency's overall success rate, which accounts for youths not committing another offense within a year of release, has increased from 51.6 percent to 59.2 percent. This overall 14.7 percent improvement in performance is likely attributable to more specialized services and longer lengths of stay in residential commitment, overall maturation of programs offered by private providers, and improved linkage between residential commitment and probation/community corrections officers who oversee youths' transitions back into their communities. Following the one-year monitoring period for youths who were released from DJJ programs in FY 2000-2001, the agency met the standard(s) set by the Legislature for the second consecutive year that the program was monitored under performance-based program budgeting guidelines. For youths released in FY 2000-2001, the Legislature's standard was 53 percent. DJJ's performance exceeds the Legislature's standard by 6.2 percent overall and represents a performance increase of 13.2 percent.

## Residential Commitment Success Rates by Fiscal Year of Release

Year of Release	1995-96	1996-97	1997-98	1998-99	1999-00	2000-01
<b>Non-Secure</b>	51.7%	53.3%	55.1%	55.0%	57.9%	59.0%
<b>Secure</b>	51.4%	52.9%	55.8%	59.9%	60.1%	59.7%
<b>TOTAL</b>	51.6%	53.2%	55.2%	56.1%	58.4%	59.2%

Directly under the agency's influence and responsibility is its most ambitious program goal—to increase success rates (non-recidivism rates) to 67 percent. In other words, this goal sets a standard that two out of every three juveniles released from DJJ commitment programs should not return to the juvenile justice system within one year. The Legislature has approved a 65 percent success rate in recidivism for youth who were released from commitment during FY 2002-03. Recent trends indicate good progress toward accomplishing this goal, however, a success rate of about 62 percent may be more realistic prior to FY 2005-06.

Several important issues arose concerning this goal as the leadership of Residential and Correctional facilities considered their strengths and weaknesses, and anticipated opportunities and threats to progress toward their goals. The SWOT analysis identified loss of revenue, continuing need for mental health and behavioral health services, provision of adequate training for direct-care staff, additional financial support for providers, logistical support for program monitors, trends in commitments, and the opportunity to further implement the Department strategies among these issues.

**Loss of Revenue.** The Department receives funding for mental health services from the Office of Juvenile Justice and Delinquency Prevention (OJJDP), U.S. Department of Justice under the Juvenile Accountability Incentive Block Grants Program (JAIBG). This year, nearly \$3.2 million in funding may end. This is in addition to the potential loss of \$4.1 million in substance abuse services, which threatens to bring the total to more than \$7.3 million for FY 2004-05.

**Six-Year Review**  
**Department of Juvenile Justice**  
**Residential Commitment Success Rates**

<b>Report Year</b>	<b>1998</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>
Year Spent Crime Free	1996-97	1997-98	1998-99	1999-00	2000-01	2001-02
Year of Release	1995-96	1996-97	1997-98	1998-99	1999-00	2000-01
<b>Non-Secure</b>	<b>51.7%</b>	<b>53.3%</b>	<b>55.1%</b>	<b>55.0%</b>	<b>57.9%</b>	<b>59.0%</b>
<b>Secure</b>	<b>51.4%</b>	<b>52.9%</b>	<b>55.8%</b>	<b>59.9%</b>	<b>60.1%</b>	<b>59.7%</b>
<b>TOTAL</b>	<b>51.6%</b>	<b>53.2%</b>	<b>55.2%</b>	<b>56.1%</b>	<b>58.4%</b>	<b>59.2%</b>

**Source: Outcome Evaluation Report**

Definition: Percentage of youths who remain crime free one year after release from a residential commitment program. To be considered "crime free one year after release," a youth must not be adjudicated, have adjudication withheld, or be convicted in adult criminal court for an offense that occurred within one year of release.

Agency Performance: Reducing the number of youths who recidivate or the frequency with which they re-offend is critical to the agency's mission to reduce juvenile crime. For youths released from DJJ residential commitment programs from FY1995-96 through FY 2000-2001, the agency's overall success rate, which accounts for youths not committing another offense within a year of release, has increased from 51.6 percent to 59.2 percent. This overall 14.7 percent improvement in performance is likely attributable to more specialized services and longer lengths of stay in residential commitment, overall maturation of programs offered by private providers, and improved linkage between residential commitment and probation/community corrections officers who oversee youths' transitions back into their communities. Following the one-year monitoring period for youths who were released from DJJ programs in FY 2000-2001, the agency met the standard(s) set by the Legislature for the second consecutive year that the program was monitored under performance-based program budgeting guidelines. For youths released in FY 2000-2001, the Legislature's standard was 53 percent. DJJ's performance exceeds the Legislature's standard by 6.2 percent overall and represents a performance increase of 13.2 percent.

**Mental and Behavioral Health Overlay Services.** Although the numbers on the waiting list have diminished, and overall time waiting for program openings is at a reasonable level, youth requiring placement in specialized treatment facilities still face a wait longer than a month. Of special needs youth, 48 percent awaiting Moderate- and 66 percent awaiting High-Restrictiveness level beds face a wait of 5 weeks to more than 2 months prior to placement. Similarly, 58 percent of sex offenders awaiting Moderate- and 50 percent awaiting High-Restrictiveness treatment face the same period.

**Adequate Training of Direct Care Staff, Support for Providers.** An important factor in program success is hiring, training and retaining quality staff. Per diem increases are being sought to attract quality staff, and training for private provider staff is an important challenge. Private provider direct-care staff are not attending the academy-based portion of the Juvenile Correctional Officer (JCO) certification. The Department has no method of ensuring contracted direct care staff have the minimal skills and knowledge required to work directly with offenders. It is estimated that there are approximately 4,500 private provider employees who need to be certified.

**Trends in Commitment.** Although Florida is enjoying some relief from the high numbers of referrals and serious delinquent youth of the mid 90's, first-time placements in residential treatment remain at or slightly above those of 1998-99. As the Department holds youth accountable for the terms of their probation, more youth are being placed in residential commitment for non-law or "technical" violations of probation or aftercare than in previous years. Practical, less expensive alternatives to residential placement are needed to provide appropriate sanctions for lack of compliance with court orders.

**Implementation of Department Strategy.** Targeting resources to youths most likely to become serious chronic offenders and purchasing and using evidence-based treatment was cited as an important opportunity for the Department. A pilot "What Works" project is under development to explore just how to make this happen.

In view of these trends and conditions, the five-year priorities for Residential and Correctional Facilities include the following:

1. **Seek revenue replacement for discontinued funding.** Residential and Correctional Facilities will seek funding to provide substance abuse and mental health treatment services at current levels in both non-secure and secure residential commitment programs.
2. **Implement "Tough Love" legislation.** Residential and Correctional Facilities will seek to expand programs so that residential lengths of stay can be increased in keeping with the "Tough Love" legislation and to provide specialized treatment services.
3. **Expand special needs and mental/behavioral health services.** Because of continuing pressure on these resources, the Department will seek additional BHOS funding for non-secure beds, and funding for mental health services in secure programs, where Medicaid funding is not available.
4. **Per Diem increases, JCO training for contracted providers.** To attract and retain quality staff, the Department will seek per diem increases to increase contracted employee pay, thereby reducing high turnover rates and increasing the ability to provide public safety to the community and address needs associated with re-offending behavior.

5. **Implementation of Restorative Justice programming.** The branch will seek funding for the design and delivery of critical training, provision of technical assistance, piloting of restorative practices in residential commitment and coordinative and strategic planning functions to guide and support activities to make Department of Juvenile Justice programs more restorative.

**Goal 5: Detain and monitor alleged juvenile offenders to enhance public safety.** There are three objectives related to this goal.

Objective 5A: Prevent escapes from secure detention

Objective 5B: Increase the percentage of youths who remain crime free while in secure detention (w/o committing assault/battery, contraband possession, an escape or other delinquent incident).

Objective 5C: Increase the percentage of completions from home detention without the assigned youth committing a new law or contract violation, failure to appear, an abscond, or contempt of court.

This goal is related to the Governor's priorities of protecting the public from violent crime and strengthening public safety. Three outcome measures indicate progress in meeting the objectives related to this goal: prevention of escapes, increasing safety and order within secure detention and during home detention. During the last five years, escapes from detention centers declined 73 percent from 22 to only 6 during FY 2002-03. The percentage of youths who remain crime free while in secure detention had increased from 96.8% during FY 1999-2000 to 98% during FY 2001-02. It is reasonable to project that with a continued focus on the development of staff professionalism, staff training and improved behavior management programs in detention centers the crime free rate will continue to increase. Considerable progress is indicated toward successful completions of home detention. The success rate has risen from 73 percent to 96 percent between FY 1999-2000 and FY 2001-02.

The SWOT analysis raised several issues with regard to continuing progress toward these goals, including decreases in funding and staff, the ability to attract, train and retain staff, and loss of Federal funding for mental health and substance abuse services.

**Elimination of Staff and Funding.** Decreases in funding and elimination of 179 community youth leaders threaten the progress toward the successful completions goal. Supervision of youth placed on Home Detention status is provided through the use of electronic surveillance technology. There are no staff currently assigned specifically to respond to alerts generated by the electronic equipment and collection of equipment. Juvenile Probation Officers are absorbing these responsibilities along with their primary duties. This negatively impacts staff ability to properly perform their assigned duties

**Adequate Training and Support of Direct Care Staff.** As was the case with residential programming, another challenge to continued progress toward goals of successful completion of detention is the ability to attract, train and retain qualified staff. Additional training and the inclusion of positions in the Special Risk Retirement Program will result in a lower turnover rate and will strengthen and upgrade detention facilities by attracting and maintaining competent, qualified staff.

**Loss of Revenue.** Detention also plays an important role in the treatment of youth in order to reduce juvenile crime. Educational, restorative justice, mental health and substance abuse services are provided for youth while in secure detention facilities. These services are linked to the DJJ Leadership Agenda and the Governor's Priorities for improvement in education, educational achievement and reducing crime. As is the case with residential programs, loss of funding threatens the ability to provide mental health and substance abuse services.

In view of these trends and conditions, the five-year priorities for Detention include the following:

1. **Provide safe detention center environments.** Detention Services will continue to upgrade facility safety and security devices as funding allows. Detention will also continue to monitor and study all safety related incidents so that training for Detention staff can be further enhanced.
2. **Enhance public safety by maintaining secure detention centers.** Detention Services will continue to upgrade facility security devices as funding allows. Detention Services staff will actively track quarterly security audits and will follow-up on any recommendations and/or criticisms included in these. Ongoing training will be provided to staff regarding all aspects of safety and security in Detention centers.
3. **Implement restorative justice programming in detention centers.** A restorative justice coordinator will be appointed in each of the three regions to work with area Detention centers in planning and executing restorative justice programming. Reports on regional activities and accomplishments in this area will be forwarded to a Detention Services representative at Headquarters.
4. **Continue to provide programming designed to improve youth literacy.** Detention Services will actively participate in the Just Read, Florida! Workgroup. In addition, an education coordinator has been appointed in each of the three regions to work with area Detention centers in planning and executing education overall and youth literacy specifically. Reports on regional activities and accomplishments will be forwarded to a Detention Services representative at Headquarters.
5. **Continue to improve staff professionalism through training and education.** Detention Services will continue to work towards the improvement of the training program for staff. In addition, the annual Detention Services Symposium is geared specifically towards enhancing the education of direct care staff through workshops focusing on topics such as safety and security, communicating appropriately with detainees, and personal professional growth.

**Goal 6: Prevent juvenile crime; divert youth from becoming serious, chronic offenders.**

Objective 6A: Target the most at-risk youths, but achieve and maintain a high percentage of youths who remain crime free six months after receiving prevention services.

Increasing success rates and lowering recidivism also are the focus of the agency's program goals for delinquency prevention programs. This goal is related to the Governor's priority of reducing crime, strengthening families, and helping the most vulnerable among us. As the Department goals and strategies have shifted to target youth with the highest risk of delinquent behavior, a Prevention strength

has been its diligent efforts to locate and serve these youth. As a result, measures of risk have increased, as indicated by the number of youth served with previous contacts with law enforcement and other measures. Progress toward the goal of maintaining a high percentage of youth who remain crime free, however, has decreased from 88 percent for youth served in FY 1995-96 to 86 percent for youth served in FY 2000-01. This is most likely due to the fact that the youth being served have more significant family, school and behavioral problems than those served in the past few years. The agency will need to establish a new baseline for its delinquency prevention measure with a more at-risk population being identified for programs.

Important issues regarding the future of prevention were revealed through the SWOT analysis. Strengths, weaknesses, opportunities and threats included the chance to implement restorative justice programs, address workload in response to staff reductions, and adjust programming due to a loss of federal funding.

**Implementing Restorative Justice.** Improving upfront delinquency services to employ the concepts of restorative justice, such as making the victim whole and holding youths accountable within their neighborhoods was considered an important opportunity. Several communities have experimented with Neighborhood Accountability Boards, and their success has encouraged wider implementation in all 20 judicial circuits.

**Staff Reductions.** While reductions made during 2002 have significantly compromised the Department's ability to adequately manage and monitor more than \$38 million in contracted services at more than 55 sites across the state, including runaway CINS/FINS shelters and PACE Centers for Girls, the Branch has implemented a new policy and procedures manual to ensure quarterly on-site visits of programs and better fiscal management of grant funding.

**Loss of Federal Funding.** Anticipated reductions in federal Juvenile Accountability Block Grant (JAIBG) funding will result in a \$2 million reduction in delinquency prevention grant funding and more than 2,000 youth and families will be denied services. In addition, federally funded prevention programs come with specific criteria in which must be followed with timelines in which funds must be expended. This criteria does not always allow the Department the latitude to expend funds as allocated by the federal government. There is a need to expand the Department's spending authority to encumber these federal funds.

In view of these factors the five-year priorities for prevention include the following:

1. **Target delinquency prevention resources to those youth who are most likely to become serious repeat juvenile offenders—before they offend.** Using the 8% Solution research from the Orange County (CA) Probation Department, research confirms that a small percentage of youth are responsible for a large percentage of juvenile crime. These youth can be identified and needs associated with antisocial behavior addressed through meaningful programs. By focusing on the multiple domains of a child's life, including the child's family, delinquency prevention programs have a greater chance of long-term success to strengthen the family and improve the educational abilities of troubled youth. Data collection becomes even more important to track the rate of reduction of juvenile crime and its correlation to the increasing number of troubled youth.

2. **Target delinquency prevention resources to those communities where delinquent behavior is most prevalent and an acceptable part of the neighborhood.** Using GIS mapping of neighborhoods, delinquency prevention services can be targeted at those communities where intervention is most needed. This will result in stronger families and communities. Continued analysis of databases and map making will be necessary.
3. **Target funding to those programs implementing research-based programs.** Successful research-based programs are those that have been duplicated and continue to show positive impact in the lives of children and families. Limited delinquency prevention funding should be used to only fund these program types. Educating potential providers and stakeholders about these programs will be necessary.
4. **Encourage the meaningful contribution of the faith community toward the Department's efforts to reduce juvenile crime.** The Department will continue to implement the Community Faith Network and encourage representatives of the faith community to apply for grant funds.
5. **Increase the level of understanding of, empathy towards and services to victims of juvenile crime.** Through training of agency and contract personnel who work with youth and victims, the Department will better be able to fulfill its obligations under the Florida Constitution and Chapter 960, F.S.

**Goal 7: Increase the effectiveness of services for juveniles under probation, community corrections, and conditional release to reduce the costs of commitment and to decrease the likelihood of repeat offenders victimizing the public.**

Objective 7A: Increase the percentage of youth who do not commit a new crime one year after release from probation.

Objective 7B: Increase the percentage of youth who do not commit new crimes while under conditional release and/or post-commitment supervision.

Increasing success rates is also the focus of the agency's program goals for community corrections programs. This goal is consistent with the Governor's priorities including reducing violent crime and illegal drug use, strengthening families, improving student achievement, and helping the most vulnerable among us. Progress toward these goals is evident in the increases in youth who remain crime-free one year after release from probation (79.1 percent to 81.0 percent between FY 1997-98 and FY 2000-01) and aftercare (62.0 percent to 64.0 percent between FY 1998-99 and FY 2000-01). It is reasonable to project that with a continued focus on the implementation of the Department strategy along with the development of staff professionalism and training the crime free rate will continue to increase.

While the Department establishes priorities and goals for its probation and aftercare programming, it is recognized that community roles and attitudes are critical to ensure that progress continues to be made once youths are released from the juvenile justice system. The department is working to increase the involvement of the community through the recruitment of volunteers, accessing existing resources and actively involving victims in a restorative justice approach. One unique opportunity for community involvement that presented itself after the SWOT analysis took place is the replication of a faith-based



mentoring program sponsored and underwritten by a grant from OJJDP. The SWOT analysis also raised several other important issues for Probation and Community Corrections that included loss of federal funding, the impact of Article V implementation, training and support of juvenile probation officers, implementation of the Department strategy, and trends in commitment.

**Loss of Federal Funding.** Anticipated reductions in federal Juvenile Accountability Block Grant (JAIBG) funding will result in a \$1 million reduction in aftercare grant funding and more than 500 youth in South Florida may be denied services.

**Article V Implementation.** Community-based diversion services may be lost due to Article V implementation involving shifting costs from the state to the counties. Programs may be lost as counties with their own funding problems attempt to cover the costs of courts and other state-funded programs that included many diversion programs such as Teen Court. Because state attorneys will want sanctions to hold youth accountable for all crimes committed, the loss of community-based programs funded through the state is anticipated to raise Juvenile Probation involvement with diverted cases.

**Adequate Training and Support of Juvenile Probation Officers.** Another challenge to continued progress toward goals of successful completion of probation is the ability to attract, train and retain qualified staff. Additional training and adequate salaries will enable the branch to attract and retain qualified and competent staff, and result in more progress toward the goal of increasing the success rate for probation, community corrections, and conditional release.

**Juvenile Probation Officer Workload Issues.** The additional time demanded from the transportation and supervision of youths, especially in Florida's rural areas, is an important consideration in JPO workload computations. Using juvenile probation officer's time for finance collection efforts to recover cost of care may threaten the accomplishment of higher probation and aftercare success rates.

**Implementing the Department Strategy.** Targeting resources to the youths who are most likely to become serious, habitual criminals and intervening before criminal behavior becomes ingrained was raised as an important opportunity. Probation and Community Corrections plays a pivotal role in identifying these youth through the development and use of research-based assessment and classification tools. Community corrections programming is targeting the purchase of different services that have proven more effective at reducing juvenile crime, including Multi-Systemic Therapy (MST) and Functional Family Therapy (FFT). Intensive Delinquency Diversion Services (IDDS) is implementing research-based strategies to target and supply rehabilitative services to delinquent youth and their families. These are critical steps toward implementing the What Works strategy.

**Trends in Commitment.** As the Department holds youths accountable for the terms of their probation, more youths are being placed in residential commitment for non-law or "technical" violations of probation or aftercare than in previous years. Practical, less expensive alternatives to residential placement are needed to provide appropriate sanctions for lack of compliance with court orders. The Re-Direction Program is considered an opportunity to address the issues related to juvenile offender accountability in a cost-effective way that also employs evidence-based treatment.

In view of these issues, Probation and Community Corrections have established the following five year priorities:

1. **The implementation of a risk and needs classification tool that focuses on criminogenic factors and subsequently links to the elements of a supervision case plan.** The Branch is researching tools used nationwide and research based instruments that could be incorporated into the Florida Probation system to better classify and intervene with youthful offenders.
2. **The development of a classification system based on risk to better utilize supervision resources and staff allocation.** Through nationwide research, the Branch proposes to classify youth by risk and provide a level of supervision and intervention to supervise and reduce recidivism. By implementing a classification system, the Branch can allocate resources and management to areas in most need and those youth with the highest risk.
3. **The development of an intervention system that suits the needs of youth under supervision.** By personally tailoring the levels of treatment or intervention for a youth, the level of success and reduction of recidivism is increased as we target the criminogenic factors. Through the use of a validated classification system and needs assessment, the Branch can provide for the population we serve and treat those risk factors that create potential victims.
4. **Implement restorative justice principles and victim awareness training to staff through statewide training by a specialist in the area of restorative justice.** By contracting the expertise of a trainer in the area of Restorative Justice and Victims Awareness, the Branch can develop a training schedule for statewide use to educate and promote the appropriate skills for staff and the offenders we supervise.
5. **Continue to improve staff professionalism through training, education and certification.** A better work force equates to professionalism and work ethic. That dedication to the field is then felt by the juveniles Probation Officers supervise. Through this commitment and professionalism, a higher level of staff retention and recruitment is gained.

**Goal 8: Improve agency efficiency and accountability, evaluate the effectiveness of programs to support the agency's core functions, and help attain the agency's goals through identification of best practices.**

Objective 8A: Ensure that the percentage of administrative costs and positions to overall agency costs and positions do not exceed the standards set by the Legislature.

Objective 8B: Receive satisfactory or higher ratings from the public and stakeholders with the services, activities and responses provided by the Department.

Objective 8C: Replicate best practices identified through Quality Assurance, program accountability measurement, outcome evaluation, and special studies.

This broad goal is related to several of the Governor's priorities, including reducing violent crime and illegal drug use, creating a more effective and efficient government that fully harnesses the power of

technology, and promoting economic diversity. Progress toward reducing the percentage of costs devoted to administration is evident in the decline from 4.8 percent to 3.6 percent between FY 2000-01 and 2002-03. The number of administrative positions also has declined from 5.8 percent to 5.3 percent during the same period.

A customer satisfaction objective has been added pursuant to S. 23.30, Florida Statutes, titled "The Florida Consumer Service Standards Act." This legislation requires state agencies to develop customer satisfaction measures as part of the agency's performance measurement system. Currently, a customer satisfaction survey method is being developed by the Department to survey customers, stakeholders and partners. It will be designed to provide a Balanced Scorecard approach to how the agency is doing when interfacing with and delivering services to public, judicial, law enforcement, and local government entities. Implementation will take place during FY 2004-05.

The "What Works Initiative" is developing a pilot project to begin during FY 2003-04. This project is a department-wide effort to systematically introducing evidence-based assessment, intervention, treatment and management practices that research has shown result in reduced risk of re-offending. The project will assess the level of best practices in the pilot programs before and after receiving technical assistance. A special study will be conducted to monitor the implementation process, and to determine whether such a systematic program of improvement results in reductions in recidivism large enough to justify expanding the program statewide.

The agency's administration goal sets ambitious ends. The objectives of the agency's administration goal will be to reduce overall unit activity costs, increase best practices, and support the agency's core functions to ensure that the annual targets for all objectives are met. As Administration staff considered their strengths, weaknesses, opportunities and threats, several issues emerged. Among them were strengthening data collection and reporting, increasing economic diversity, maintaining Department facilities, supporting contracted relationships, staff development, implementing best practices.

**Strengthening data collection and reporting.** Developing and strengthening data collection and reporting throughout the agency and its providers to improve organizational efficiency, program effectiveness, management decision making, and overall accountability is considered both a strength and an opportunity.

**Increasing economic diversity.** Increasing Certified Minority Business Enterprise (CMBE) usage and working with nonprofit providers to use CMBE services is considered a strength. Increasing privatization and outsourcing while ensuring the agency does not become vulnerable due to the loss of in-house expertise will be a challenge in the future.

**Maintaining Department facilities.** Meeting critical infrastructure maintenance needs and upgrades such as air conditioning repair, roof maintenance, as well as essential security hardware such as radios and facility camera systems with extremely limited funding is an immediate challenge for Administration. This will be especially difficult in view of rising costs of fuel, building materials, facility, security and fleet maintenance, and other commodities that negatively impact the budgets of the agency and contract providers.

**Supporting contracted relationships.** Maintaining contracts with providers whose financial welfare has been negatively impacted by transportation costs, fringe benefit expenses, and other overhead costs

and avoiding disruption in community programming or a loss in quality of service delivery is a challenge to Administration. In addition, as more programs are being privatized, more contract managing/monitoring responsibilities result, but the total number of agency FTEs is reduced. The net effect is to raise the percentage of administrative employees in the agency, which will negatively impact progress toward meeting legislative standards for that percentage. In order for these priorities not to conflict, some consideration of adjustments to the legislative standards in view of the percentage of privatization may be needed.

**Staff development.** Recruiting and retaining qualified employees who comply with the Department's background screening requirements is an administrative challenge. Staff salaries are not competitive with law enforcement and social service positions and consequently the agency experiences high turnover, gaps are created by staff reductions, maintaining expertise in program areas is more difficult, and increasing efficiency and effectiveness of staff and programs is a challenge.

**Implementing best practices.** Targeting the purchase of different services that have proven more effective at reducing juvenile crime is a strategic opportunity for the Department. Using research-based strategies to achieve maximum effectiveness through optimal lengths of stay, rehabilitative services, and programming options helps achieve Department goals at an acceptable cost.

The role of administration is to support all fiscal, personnel, contractual and general services functions of the agency, improve efficiency and accountability, and evaluate the effectiveness of programs; to strengthen the agency's four program functions, and to help attain the agency's societal and program goals.

### **Response to the Challenges**

In response to current trends and conditions, and in consideration of the strengths, weaknesses, opportunities and threats confronting each branch, each program has submitted legislative budget issues that have arisen out of agency priorities. These responses are contained in the FY 2004-05 Department of Juvenile Justice Legislative Budget Request.

## Current Issues and Future Challenges

### Highlights from DJJ SWOT Analysis

The following subjects were identified as future challenges or issues by the executive management team and other agency managers. (They are not presented in any ranked order.)

- ✓ Continuing increases in the state's juvenile population.
- ✓ Rising costs of food, medicine, fuel, building materials, facility, security and fleet maintenance, and other commodities that negatively impact the agency and per diem rates of contract providers.
- ✓ Financing and treating the high prevalence rates of mental health, substance abuse and developmental disability special needs among youth arrested and detained or placed in residential facilities.
- ✓ Recruiting and retaining qualified employees who comply with the Department's background screening requirements.
- ✓ Increasing privatization and outsourcing while ensuring the agency doesn't become vulnerable through the loss of in-house expertise in overseeing and monitoring service delivery.
- ✓ Meeting the transportation challenges and costs involved in the transportation and supervision of youths, especially dealing with the considerable distances that juvenile probation officers must travel to see clients in Florida's rural areas.
- ✓ Providing adequate training to maximize the benefits of technology and to enhance the skills of direct care staff.
- ✓ Targeting resources to the youths who are most likely to become serious, habitual criminals and intervening before criminal behavior becomes ingrained.
- ✓ Developing and strengthening data collection and reporting throughout the agency and its providers to improve organizational efficiency, program effectiveness, management decision making, and overall accountability.
- ✓ Identifying adequately funded, community-based non-profit groups to assist with prevention, diversion, and mentoring efforts.
- ✓ Reducing operating costs while maintaining adequate resources for staff to be productive.
- ✓ Coordinating information and the diversity of information systems present in the offices of crucial parties to the juvenile justice system, such as clerks, law enforcement, juvenile assessment centers and the courts.
- ✓ Developing the systems programming necessary to retrieve essential data from the Juvenile Justice Information System to monitor probation caseloads and time management.
- ✓ Improving upfront delinquency services to employ the concepts of restorative justice, such as making the victim whole and holding youths accountable within their neighborhoods.

- ✓ Increasing Certified Minority Business Enterprise (CMBE) usage and working with nonprofit providers to use CMBE services.
- ✓ Using research-based strategies to achieve maximum effectiveness through optimal lengths of stay, rehabilitative services, and programming options.
- ✓ Contributing to the Governor's three major priorities to improve literacy, make families healthier, and diversify Florida's economy by improving services provided to juvenile justice youths through coordination with other state agencies including the departments of Education, Children and Families, Health, and the Agency for Health Care Administration.
- ✓ Meeting critical infrastructure maintenance needs and upgrades such as air conditioning repair, roof maintenance, etc., with extremely limited funding.
- ✓ Maintaining and upgrading essential security hardware such as radios and facility camera systems with extremely limited funding.
- ✓ Obtaining special risk retirement as an incentive in the reward, recruitment and retention of staff.
- ✓ Operating safe and secure detention centers with continued decreases in funding.
- ✓ Using juvenile probation officers for finance collection efforts to recover cost of care while maintaining necessary force for supervision and counseling activities.
- ✓ Targeting the purchase of different services that have proven more effective at reducing juvenile crime.
- ✓ Maintaining contracts with providers whose financial welfare has been negatively impacted by transportation costs, fringe benefit expenses, and other overhead costs and avoiding disruption in community programming or a loss in quality of service delivery.
- ✓ Targeting more Diversion services will be required with the anticipated loss of community programming due to Article 5 implementation. The loss of programs funded through the community will raise the caseload of youths diverted, as the state attorney will want to see a consequence for all crimes committed, that influx is anticipated to raise Juvenile Probation involvement with diverted cases.
- ✓ As the Department holds youth accountable for the terms of their probation, more youth are being placed in residential commitment for non-law or "technical" violations of probation or aftercare than in previous years. The Re-Direction Program is needed to address the issues related to juvenile offender accountability and unnecessary commitment of juveniles to the State's residential and correctional programs.
- ✓ Loss of Federal JAIBG funds used to fund Intensive Mental Health beds for girls.
- ✓ End of the Residential Substance Abuse Treatment (RSAT) funding that has provided a large portion of the substance abuse treatment in residential commitment programs.
- ✓ More residential commitment programs being privatized which means more contract managing/monitoring responsibilities and fewer residential administrative staff to perform those functions.

# External Forces and Environmental Impacts

- ✓ Population (Continuing growth in the juvenile population, ages 10 to 17).
- ✓ Economics (The rising costs of prescription drugs, medical services, food, technology, construction materials, and travel coupled with shortfalls in state budget appropriations and fiscal obligations of recently passed constitutional requirements).
- ✓ At Risk Factors (Countering the at risk factors facing Florida youths such as educational failure, disruptive homes, low neighborhood attachment, poverty, and substance abuse).
- ✓ Relationships with Juvenile Justice Partners (A range of impacts including the development of partnerships, ease of dealing with local government on issues such as law enforcement and facility siting, and identification of providers).
- ✓ Geography and Demographics (The geographic size of Florida creates special impact for serving clients in rural areas; the demographics of Florida's youths impact the percentage of at risk youths).
- ✓ Federal and state funding and statutory requirements (Reductions in funding and changes in statutory obligations due to appropriations and laws passed, amended or repealed by Congress and the Legislature).
- ✓ Judicial Decision-making (Decisions made by judges, state attorneys and local law enforcement leadership that impact workload created for the agency).
- ✓ Issues Preventing Stability of Agency Staff (Staff salaries are not competitive with law enforcement and social service positions and consequently agency experiences high turnover; gaps created by staff reductions; maintaining expertise in program areas; and increasing efficiency and effectiveness of staff and programs.)

**This is a partial list of the types of external forces and environmental impacts that can affect the inputs, outputs and outcomes of the Department.**

## DJJ Customers and Stakeholders

- ✓ The Citizens of Florida
- ✓ Victims, their Families, and Victim Advocates
- ✓ Juvenile Offenders
- ✓ At-Risk Juveniles
- ✓ Families and Guardians of Offenders
- ✓ Private Providers of Juvenile Justice Services
- ✓ Law Enforcement
- ✓ The Judiciary
- ✓ Governor and Legislature
- ✓ County and Municipal Governments
- ✓ Schools
- ✓ Business Partners
- ✓ Faith-Based Partners
- ✓ Civic Organizations
- ✓ Media and Information-Oriented Organizations
- ✓ Associated Criminal Justice Agencies
- ✓ Employees of the Department of Juvenile Justice



# 5-Year Workforce Plan

## Update

At the beginning of his administration, Governor Bush requested that state agencies evaluate ways to reduce their workforce from FY 1998-99 levels by 25 percent. At that time, the number of DJJ employees stood at 5,477.5, but with the addition of OPS positions, the agency's number of employees subjected to the 25 percent reduction totaled 5,705.5. As a result, DJJ's reduction target was set at 1,426.38 full-time equivalent (FTE) and OPS positions. According to the Department Workforce Plan, this number must take into account both decreases and any increases in positions that occur. The Department has reduced its workforce by 523.5 since FY 1998-99, or 37 percent of the goal. There are an additional 162.5 FTEs that will be attributed to FY 2004-05 reductions, bringing the percentage to 48 percent. The Department plan is to continue to reduce 740 positions over the next five years to reach this goal.

### DJJ WORKFORCE PLAN

Baseline and Adjustments	FTE Target Adjustments to Target	FTE Reduction / Increase	OPS Reduction / Increase	Total Reduction / Increase
FTE in FY 1998-1999	5,477.5			
OPS in FY 1998-1999 (1,800 Annual Hours)	228.0			
<b>Adjustments/Actions:</b>				
FY 1999-2000:		62.0	13.0	75.0
FY 2000-2001:		229.5	(182.0)	47.5
FY 2001-2002:		(418.5)	(21.0)	(439.5)
Additional Appropriated FTE		518.0		518.0
Special Session C		(615.0)		(615.0)
FY 2002-2003:		(48.0)	(10.0)	(58.0)
Additional Appropriated FTE		74.5		74.5
FY 2003-2004:				0.0
Additional Appropriated FTE		26.0		26.0
Reduction through Leg Appropriation		(127.0)	(25.0)	(152.0)
FY 2004-2005: 162.5				
FY 2005-2006: 75.0				
FY 2006-2007: 210.0				
FY 2007-2008: 225.0				
FY 2008-2009: 230.5				
<b>NUMBER SUBJECT TO 25% EXERCISE</b>	<b>5,705.5</b>			
<b>ADJUSTED 25% TARGET</b>	<b>1,426.38</b>	<b>(298.5)</b>	<b>(225.0)</b>	<b>(523.5)</b>
<b>PERCENTAGE OF REDUCTION TARGET</b>		<b>20.9%</b>	<b>15.8%</b>	<b>36.7%</b>

The Department will have proposals in this and future LBRs to address this ambitious goal. Positions that were cut effective October 2003 (162.5 FTEs) will count in FY 2004-05.

During FY 2002-03, the agency reduced 16 positions through Human Resource outsourcing, 32 positions that were considered Special Session C annualized reductions, 29 positions through the outsourcing of food services at several residential facilities, and 45 positions were placed on reserve through the pilot to outsource detention center personnel.

DJJ also has made major strides that have turned its administration into perhaps the most streamlined of any state agency. Through legislative reductions and reorganization, the number of positions that the agency dedicates to administration and support services has been reduced from almost 400 during FY 1998-99 to 239.5 during FY 2002-03. Only 3.6 percent of the DJJ budget is allocated to administration. That percentage of administration and support services budget is among the lowest in state government.

# Potential Departmental Policy Changes

**Community Service Expansion** – The Department will develop policy requiring that 100 percent of Probation cases be presented to the court with a recommendation of Community Service as a Court Ordered sanction.

**Accountability for Supervision Violators** – The Department will develop policy and resources to address programming and services, residential and non-residential, to deal with those youths who violate their community supervision. The emphasis is placed on accountability and the reduction of violators ending up in long-term residential commitment placements.

**Standardize Conditional Release** – The Department will develop policy that creates a single standard and a single legal status for post residential supervision and the process in which those youths are handled upon a violation.

**Targeting Youths With Highest Risk and Needs** – The branch will focus at both the Intake and Supervision levels at targeting services and supervision to those youths designated as highest risk to re-offend, to include specified domestic violence diversion interventions. The counterpart to this increased emphasis is a decreased emphasis on those youths with little risk of re-offending. Targeting those youths with higher risk and needs allows the Department to focus on the mission of reducing juvenile crime by targeting the serious and chronic offender from the onset of delinquency.

**Re-Alignment of Probation and Community Corrections Budget Entities** – The Probation and Community Corrections budget is currently divided into three entities: 1) Juvenile Probation, 2) Non-Residential Delinquency Rehabilitation, and 3) Aftercare Services / Conditional Release. The budget entities provide services to youth referred to the juvenile justice system for violations of law. These services include intake and assessment, diversion, court related services, probation supervision, day treatment conditional release supervision and conditional release day treatment. Much of the current budget structure can be traced back to the 1990s and was more of a function of where a particular service was originally funded, rather than the type of service provided or status of the offender. Currently, similar types of services are not aligned in the same budget entities making tracking of performance goals and establishing unit costs difficult.

The Probation and Community Corrections branch proposes to establish three (3) new budget entities to capture the three (3) major service areas and offender jurisdictional types served by the Probation branch. These three (3) categories are: Predispositional Services, Community Probation Services, and Post Residential Services.

Alignment of services into these three (3) budget entities will allow the Department, the Office of the Governor and the Legislature to more clearly measure expenditure and performance. It will allow for more accurate caseload counts, unit costs and outcome data.

**ADDENDUM:**

Given the speed and complexity of the requested revisions to the Probation and Community Corrections Budget categorization and associated standards, and the attempt of the branch to reflect exactly what we are measuring, most recent data was not included in the legislative session version. The effort to best capture workload and appropriate indicators were recently updated to reflect the actual caseload breakdown per Juvenile Probation Officer and were inadvertently not recorded in the latest version of the Long Range Performance Plan. These figures will be updated upon opportunity.

# Potential Legislative Policy Changes

## **DEPARTMENT OF JUVENILE JUSTICE GENERAL BILL:**

These are issues important to the Department that streamline government and allow for the Department to function better. It helps improve the Department's operational ability.

- Removes obsolete reporting requirements to OPPAGA
- Clarifies process for making Children in Need of Services (CINS) court records available to the public.
- Clarifies the general jurisdiction of the court over a juvenile
- Expands the authority of Youth Custody Officers
- Authorizes juveniles to appear at detention hearings by telephone or video teleconference, rather than in person
- Allows DJJ to provide an affidavit, rather than a petition, alleging that a juvenile has violated the conditions of supervision
- Allows DJJ providers to buy off of state contracts

## **COST OF CARE AND SUPERVISION FEES :**

Clarifies the Department's ability to charge cost of care and supervision fees for youths in the Department's care to include detention, residential, and probation. The bill also includes some enforcement language to help in collecting the fee.

## **STANDARDIZATION JUVENILE JUSTICE'S INTERSTATE COMPACT LAW:**

The current compact was created in 1955. The existing compact has been severely compromised by individual state actions; incomplete adoption of three subsequent amendments to the compact; and the inability to promptly gather and transmit data concerning these juveniles or enforce provisions for their care and supervision.

When the new compact takes effect the participating states will promptly commence administrative, by-law and rule making decisions to address these deficiencies.

## **STANDARDIZE CONDITIONAL RELEASE:**

This policy change would require the removal of the Post Commitment Probation option in statute to allow the Department to supervise post residential youth uniformly.

# Agency Task Forces and Studies

- Administrative Efficiencies Workgroup – A workgroup comprised of senior management level provider and Department representatives who recommend policy changes that result in efficiencies and a reduction in duplication.
- Boards and Councils – Currently there are 20 Juvenile Justice Circuit boards and 57 county councils. The circuit boards and county councils provide local plans for improving juvenile justice programs and services and assist the department with recommendations for prevention funding.
- Bureau of Contracting and Purchasing Workgroup – This workgroup holds annual Providers and Contract Managers meetings. This workgroup brings Contract Managers and Providers to a central location to discuss ways to improve contracts and agency operations.
- Continuity of Operations Plan (COOP) Workgroup – A workgroup that includes other state departments to ensure a coordinated effort in protecting the public and those in the state's care in the case of a natural or man-made disaster.
- Contract Process Development Workgroup – This workgroup seeks to streamline and improve the Department's contract documents and forms and procedures for service contracting. The workgroup developed a new agency boilerplate contract and standardized all of its forms. Remaining tasks for the workgroup include the development of a contract management policy, a monitoring policy and other technical assistance documents for field personnel.
- Cost of Care Steering Committee – A workgroup that meets weekly to update and improve design elements in the billing system, review and revise policy and procedure and to respond to client inquiries. This workgroup consists of representatives from all branches of the department.
- Cost Data – DJJ is required to collect and report cost data for every program operated or contracted by the department to the Governor and Legislature no later than December 1, of each year.
- Data Integrity – A workgroup created in response to an audit by the Auditor General's office in which department-wide policy and procedure is being drafted to increase the accuracy of data collected by the department. This group meets as needed to discuss issues and concerns associated with the implementation of the Juvenile Justice Information System (JJIS) within the Juvenile Justice user community. Issues and requests to be presented to the JJIS Steering Committee are evaluated and reviewed by this group.
- Detention Services Quality Assurance Workgroup – This group is comprised of representatives from regional offices and detention center staff, including medical, mental health and education staff. This workgroup reviews and updates the Quality Assurance Standards for Detention Services.

- Detention Services Statewide Policy Review Workgroup – This group meets to conduct an annual review and update of department policies for Detention Services.
- Employee Benefit Advisory Workgroup – Meets twice a year to review and recommend supplemental benefits (post-taxed) for DJJ employees.
- Facilities Management Group – The Department's Facilities Management Group is comprised of representatives from Facility Services, Detention Services, Residential and Correctional Facilities, Budget, Legal, Contracts, and the Regional Administrative Services Center. This group meets every first and third Monday of the Month to discuss and resolve issues concerning the repair and maintenance projects and Fixed Capital Outlay design and construction projects, and other issues concerning the Department's facilities.
- Facility Design Standards Committee – The Department's Facility Design Standards Committee is comprised of representatives from Facility Services, Detention Services, and Residential and Correctional Facilities. Once the Facility Design Standards are approved, it is the responsibility of the committee to a) Review the results of the Post Occupancy Evaluation studies and determine their implications for possible modifications to the Facility Design Standards; b) Collect and review recommended changes to the Facility Design Standards from their respective sections and other appropriate sources; c) Make modifications to the Facility Design Standards as warranted; and d) Produce and disseminate updated Facility Design Standards.
- Florida Youth Survey Workgroup – Interagency effort to coordinate unified annual survey of students in public schools.
- Food Services Contract Workgroup – The statewide food services contract manager and the regional contract managers meet quarterly to discuss issues relating to this contract and the USDA National School Lunch and Breakfast Programs. This workgroup also meets annually with the food services provider to improve the level of communication between the two entities.
- Girls Initiative – A statewide workgroup comprised of representatives from all branches of the department, provider staff, and key representatives from other state agencies. This workgroup will identify unique programming and service needs for girls within the DJJ continuum and try to identify ways to meet and resolve those issues.
- Governor's One Florida Initiative – DJJ Implementation Workgroup meets bi-weekly on Wednesdays at 11 a.m. to review and monitor progress of the program.
- Health Insurance Portability and Accountability Act (HIPAA) – This workgroup was formed to ensure that the department is in compliance with federal regulations written to implement HIPAA that went into effect April 15, 2003. HIPAA requires, among other things, that national standards for electronic health care transactions be met. Each branch of the Department has a member on the Workgroup to act as liaison for implementation of any operational changes necessitated by the new federal rules.
- Home Detention and Electronic Monitoring Workgroup (with Probation) – This workgroup meets to continue to develop policy and improve communication between the branches of Detention and Probation regarding Home Detention and Electronic Monitoring. With the loss of 179 Community Youth Leaders during fiscal year 2001-2002 and a continued rate of about 700

youth per day on electronic monitoring, this area continues to stretch resources for both branches.

- HR Outsourcing – Bureau of Personnel staff working with Department of Management Services regarding the HR Outsourcing effort through this fiscal year.
- Incentives/Disincentives Proposal – DJJ is required to submit a proposal to the Legislature by November 1, each year, regarding funding and incentives and disincentives for department-operated and provider programs under contract with the department, based upon quality assurance and cost-effectiveness performance.
- Incentives/Disincentive Workgroup – This workgroup comprised of DJJ staff, provider agencies, and legislative staff is evaluating criteria for the Department to assess liquidated damages for escapes and certain failure to report incidents. This group is also looking at providing incentives to providers who perform well in these same categories.
- Information Technology (IT) Enterprise Resource Planning & Management Report – This is an annual report that requires the Chief Information Officer of each Florida state agency (s. 282.3063, F.S.), to report on enterprise resource planning and management activities including: the planning, budgeting, acquiring, developing, organizing, directing, training and control associated with government information technology (IT) resources. The report includes information and related IT resources, as well as the controls associated with their acquisition, development, dissemination and use (s. 282.303, F.S.).
- Information Technology (IT) Steering Committee – Voting Committee members are the Department’s Executive Management Team (EMT). The Committee must approve new technology development for the department. This group meets monthly to evaluate business problems and potential IT solutions. The group evaluates requests for IT services, prioritizes requests and approves IT project plans.
- Intake Web Workgroup – This workgroup is committed to the development of the new Intake Wizard for Probation.
- JJIS Steering Committee – A subcommittee of the IT Steering Committee. This group is made up of designees of the EMT. The group meets monthly to evaluate requested enhancements and changes to the Juvenile Justice Information System (JJIS). Recommendations are prioritized and sent to the IT Steering Committee for approval and prioritization within the scope of all IT projects.
- *Just Read, Florida!* – This workgroup meets to report and coordinate activities which support the Governor’s *Just Read, Florida!* Initiative. This group is made up of representatives from each branch of the department.
- MyFlorida MarketPlace Implementation Team – This team plans and implements the agency’s conversion to the statewide electronic procurement system. The team develops security requirements, conducts training for users and approvers, encourages vendors to register, and coordinates and prepares policies and procedures. The team began its work in February and should complete its mission by the end of FY 2003-04.



- Outcome Evaluation Project – Data from almost 1,000 different program and case management units of the prevention, intervention, and commitment components of the Department are collected, analyzed and reported.
- Personnel Officer Advisory Group – Bureau of Personnel staff working with the Department of Management Services, Division of Human Resource Management and People First office to review procedures/rules for full implementation of Service First.
- Probation and Community Corrections Process Improvement Workgroups – These groups are divided by the Core components of the Probation and Community Corrections branch and are working on efficiencies and improvements for the Branch. These groups also examine policy and practice to determine changes needed, statutory requests to be made and overall efficiencies.
- Program Accountability Measure (PAM) Report – The PAM report details Florida’s annual assessment and ranking of non-residential and residential juvenile justice programs based on client outcomes and program costs. Mandated by Florida Statute §985.412(4)(a)(b), the PAM Report has been under development since the 1980’s to evaluate the performance of juvenile justice programs that provide care, custody, and treatment for youth committed to the Department of Juvenile Justice (DJJ).
- Project Construction Team – A team that works together during the life of the development and building of a DJJ facility.
- Quality Assurance (QA) Advisory Council – An advisory group comprised of senior management level provider and Department representatives who recommend quality assurance policy changes to the Secretary.
- Quality Assurance (QA) Annual Report – An annual report mandated by Florida Statute s. 985.412, due to the Governor and Legislature by February 1 each year. The report provides a description of all juvenile justice programs and services, a description of the population served, a comparison of federal and state funding for each program, immediate and long-range concerns, and a complete analysis of each program’s QA performance during the year. The report recommends improvements across the entire juvenile justice system in Florida.
- Quality Assurance (QA) Standards Review Workshops – This is a series of seven workshops each year to allow provider and Department representatives to provide input regarding changes to the QA standards and process. There is one workshop for each of the major program types in juvenile justice. Following the workshops, the revised standards are published by September to allow programs time to implement the improvements.
- Residential Programs Report – The department must provide monthly reports identifying all residential commitment beds in operation on the last day of the month and a detailed listing of facilities that opened, closed, increased or decreased capacity during the reporting period.
- Statewide Advisory Group – Appointed by the Governor and charged with planning and making recommendations for allocation of funds/Federal dollars awarded to the Department by OJJDP. This group meets on a quarterly basis.

- Strategies Workgroup (Residential) – This workgroup, comprised of Department and provider staff, is looking at some of the most serious challenges facing residential programs and trying to establish a course of action to address these challenges.
- Transportation Accountability – The Department of Juvenile Justice is required to maintain accurate records related to motor vehicle inventory, vehicle maintenance, miles traveled, the number of youth transported, and all costs associated with youth transportation. This information must be reported semi-annually to the House Fiscal Responsibility Council and the Senate Appropriations Committee and must be sufficient to allow for the examination and evaluation of options to outsource youth transportation services.
- Victim Services Workgroup – This group has been developed to enhance, provide and coordinate victim services in all juvenile justice programs.

# Appendix

## *Glossary of Terms and Acronyms*

The juvenile justice system often uses terminology that is different from that used in the criminal justice system. This glossary of frequently used terms is provided to help the reader to better understand the descriptions and activities of the juvenile justice system, but is not intended to be a substitute for the statutory definitions in Chapter 985, F.S., and juvenile justice related statutes. For the purpose of this glossary, the word child is used in accordance with state statute and refers to a person that is under 18 years of age.

### **A**

**Adjudicated Delinquent/Adjudication/Re-Adjudicated** – Once a child has been found to have committed a violation of law or delinquent act, the judge can formally adjudicate the child and commit the child to the custody of the DJJ or place the child on probation with the department. If adjudication is withheld sanctions can be imposed.

**Adjudication Withheld** – Action by the court that suspends judgment in a case, but still permits the court to impose sanctions.

**Adjudicatory Hearing** – The fact-finding (trial) phase of a juvenile case when a judge receives and weighs evidence before deciding whether the allegations of a delinquency petition have been proved beyond a reasonable doubt. A finding of delinquency does not necessarily result in an adjudication of delinquency, because adjudication may be withheld.

**Aftercare** – See *Conditional Release*.

**Aggravating Factors** – Factors to be considered during risk assessment that may increase the seriousness of the offense, such as heinous nature of the crime, or threats to victims or witnesses.

**Allegations of Delinquency** – A probable cause affidavit or juvenile complaint that alleges a youth has committed a criminal act, usually completed and submitted by a law enforcement officer to the clerk of court, and to the DJJ or contract intake staff for intake screening.

**Alternative Sanctions Coordinator** – A Deputy Court Administrator in each judicial circuit, under the direction of the chief administrative judge of the juvenile division, who is responsible for coordinating and maintaining an array of alternative sanctions for contempt cases. The coordinator is responsible for providing recommendations to the court for the most appropriate and suitable alternative sanction.

**Arraignment** – A hearing in a juvenile case that must be held within 48 hours following the filing of a delinquency petition, if the youth is securely detained. The court explains the nature of the petition made against the juvenile and determines whether the child is represented by legal counsel or is entitled to appointed counsel. The child enters a plea of guilty, not guilty, or no contest to the allegations of the petition.

**Arrest** – An arrest is made when a law enforcement officer charges an adult with a criminal act or violation of law, and takes the adult into custody based on probable cause. A juvenile is not "arrested," but "taken into custody" under similar circumstances. This is known as a "referral."

**Assessment** – See *Comprehensive Assessment*.

**Average Daily Population** – Computed by dividing the total number of service days provided by the number of days in the fiscal year.

**Average Length of Stay for Completers** – This is computed by selecting only those juveniles who complete the program, then adding their total client service days and dividing by the number of youth who complete the program.

**Average Length of Stay for Total Releases** – Computed by dividing the client service days provided by a program by the total number of youth released for that program.

## **B**

**Battery** – The offense of battery occurs when a person: 1. Actually and intentionally touches or strikes another person against the will of the other; or 2. Intentionally causes bodily harm to another person (F.S. 784.03). The term battery refers to those incidents in which charges were filed or a youth was taken into custody for battery, aggravated battery or sexual battery occurring within a DJJ program. See also F.S. 784.045 and 794.011.

**Bed** – Usually refers to an opening in a residential commitment program where a juvenile lives and sleeps at night, or the total number of juveniles that can be accommodated at a particular program or category of program. May also refer to a residential opening in a detention center, non-secure shelter, respite home, staff-secure shelter or any other similar facility. The department may contract with provider agencies for a specific number of beds for residential programs.

**Bed Management Information System** – A web-based component of the Juvenile Justice Information System. It is designed to assist commitment management staff in the appropriate placement of committed offenders. Key components of the Bed Management Information System include, but are not limited to, commitment staff summary reports, facility census reports, facility waiting lists, program vacancies, and program descriptions of each program identifying the services offered to youth. In addition to providing a needed tool for the placement of offenders, the Bed Management Information System is the primary data source for Department in the preparation of management reports and research studies related to committed offenders, as well as projecting future bed needs for commitment system.

**Behavioral Health Overlay Services (BHOS)** – These are specialized treatment services (mental health or substance abuse, developmental disability or sex offender treatment) provided by qualified professionals to youths who have been diagnosed with a DSM -IV mental disorder or substance-related disorder. (DSM -IV is the trademark designation for the Diagnostic and Statistical Manual of Mental Disorders Fourth Edition).

**Boot Camp** – A moderate-risk residential commitment program serving males or females. The program, per statute, includes: physical training and exercise; educational, vocational and substance abuse programs; and training in the techniques of appropriate decision-making, life skills, and job skills. By law, the program must also include counseling directed at replacing criminal thinking beliefs and values with moral thinking beliefs and values. Conditional release is mandatory following completion of the residential program.

## C

**Capacity** – The number of youth who are served by a program or facility at one time. Actual capacity is determined by a physical count at a particular point in time. Budgeted capacity is the number of youth who can be served in a year based on the funds allocated to the program. Design capacity is the maximum number of youth who can be appropriately and safely served based on the physical design of a facility.

**Case Manager/Counselor** – See *Juvenile Probation Officer*.

**Case Plan** – Also Treatment Plan – As decided with each youth, a program’s proposed objectives, including a strategy for intervention and delivery of appropriate services required to enable the youth to reach successful program completion.

**Case Processing** – The stages a juvenile case must go through from receipt of the affidavit or juvenile complaint through disposition of the case.

**Certification to Adult Court** – See *Waiver – Request for Transfer*.

**Charge** – When a juvenile commits a law violation or a technical violation, he or she may be charged with one or more offenses. Each offense is termed a charge.

**Child** – Any unmarried juvenile under the age of 18, including those alleged to be dependent, in need of services, from a family in need of services, or any married or unmarried person who is charged with a violation of law occurring prior to the time that person reached the age of 18 years. If a child under 18 years of age has obtained a court-approved removal of disability of nonage (formerly known as emancipation of minors), that child is considered an adult for purposes of criminal prosecution.

**Children and Family Services, Department of** – The successor agency to the Department of Health and Rehabilitative Services. This department promotes self-sufficiency by providing short-term assistance to Florida residents seeking employment or long-term assistance to Florida residents who are elderly or disabled and unable to work. The department also assists Florida residents who are mentally ill or are working to overcome alcohol abuse or drug addiction, assists developmentally disabled adults and the vulnerable elderly, and provides child protection and family preservation services.

**CINS** – **Children In Need of Services** – (1) Children who exhibit behaviors such as running away, habitual truancy, and persistent disobedience of the reasonable and lawful demands of parents or legal guardians. (2) Children who have been adjudicated by the court as CINS. To be adjudicated CINS, a child may not have an open delinquency or dependency case.

**Circuit** – See *Judicial Circuit*.

**Civil Citation** – A formal process established through the chief judge of the circuit, the state attorney, and the public defender that permits an arresting officer to offer a youth in custody up to 50 hours of community service in lieu of referral to a juvenile intake office.

**Classification** – A determination made by a court or agency official, based upon statutory and agency guidelines, that identifies the risk the youth is to public safety.

**Commit(ment)/Re-Commit(ment)** – A juvenile court disposition placing an adjudicated child in a DJJ commitment program and authorizing the department to exercise active control over the child, including, but not limited to, custody, care, training, urine monitoring, treatment of the child, and release of the child into the community.

**Commitment Bed versus Detention Bed** – Commitment is for punishment, rehabilitation and longer-term treatment. The court commits a child to the DJJ, which places the child in a commitment program.

A residential program placement is considered a commitment bed. A placement in secure or non-secure detention is considered a detention bed. Secure and non-secure detention serve primarily to hold children who are either awaiting hearings, charged with an act of domestic violence, or awaiting placement in a commitment program. Secure detention is also used for short-term punishment of delinquent contemnors, traffic court contemnors, and youth sentenced for a firearms law violation. The terms commitment and detention are often used interchangeably but in fact have very different meanings.

**Commitment Program** – A residential program for youth who have been judicially placed in the custody of the department. Compares to a convicted adult being sent to jail or prison.

**Common Definitions** – Standardized definitions and data processing procedures developed in order to promote consistency in reporting.

**Communities That Care Model** – A delinquency prevention model developed in 1990 by David Hawkins and Richard Catalano. The model identifies delinquency risk and resiliency factors within the community, family, school and individual domains.

**Community Arbitration** – A process using neutral arbitrators or arbitration panels for speedy and informal proceedings designed to reduce instances of delinquent acts and to divert a case from the formal judicial system. A referral to community arbitration may be made by a law enforcement officer, intake or juvenile probation officers, parents, the state attorney, and the court.

**Community Juvenile Justice Partnership Grants** – One source of delinquency prevention grant funds intended to encourage the development of county and circuit juvenile justice plans. The funds are to be targeted at programs that reduce truancy, in-school and out-of-school suspensions and expulsions, enhance school safety and other delinquency early intervention and diversion services.

**Comprehensive Assessment** – The gathering of information for the evaluation of a juvenile offender's physical, psychological, educational, vocational, social condition and family environment as these relate to the offender's need for services.

**Comprehensive Strategy** – An OJJDP designed framework for serious, violent, and chronic offenders, designed to prevent delinquent conduct and reduce juvenile involvement in serious, violent and chronic delinquency. The framework focuses on five general principles: strengthen the family, support core social institutions, promote delinquency prevention, intervene immediately and effectively when delinquent behavior occurs, and identify and control the small group of serious, violent and chronic juvenile offenders.

**Conditional Release** – The care, treatment, help, and supervision provided to a juvenile released from a residential commitment program, which is intended to promote rehabilitation and prevent recidivism. The purpose of conditional release is to protect the public, reduce recidivism, increase responsible productive behavior, and provide for a successful transition of the youth from the department to the family. Conditional release includes, but is not limited to, minimum-risk nonresidential programs, and post-commitment probation.

**Contempt of Court** – Direct contempt is the intentional disruption of the administration of the court by conduct or speech in the court's presence that shows disrespect for the authority and dignity of the court. Indirect contempt is the willful disobedience of a lawful court order committed outside of the court's presence.

**Continuum** – A comprehensive array of juvenile justice programs and services ranging from the least intrusive serving youth at risk of delinquency, to the most intrusive, serving maximum-risk youth in

secure residential settings. It is the department's goal to develop a juvenile justice continuum in each of the 20 circuits.

**Contract** – A legal arrangement under which a private organization delivers prescribed juvenile justice programs and services to a defined population of youth on behalf of the DJJ for a specified sum or per diem rate in accordance with specified goals and objectives.

**Cost Benefit** – A criterion, usually expressed as a ratio, using the costs and benefits of a program. The resulting ratio permits comparison among programs.

**Cost of Care Recovery** – Effective July 1, 2000, juvenile law requires parents/guardians to pay for a portion of the cost of care for their children in DJJ programs. Parents/guardians may submit payments to the Bureau of Finance and Accounting or to their local Clerk of the Court who in turn submits revenue to the department on a monthly basis.

**County Juvenile Justice Council** – A statutory body within each county that acts in an advisory capacity to the Juvenile Justice Chief Probation Officer in program planning and development to meet the needs of the local community, and recommends local providers for Community Juvenile Justice Partnership Grants. A council must include representatives from the local school system, the DJJ, the Department of Children and Family Services, local law enforcement agencies, the judicial system, the business community, city and county government and may include youth and their parents, and child advocates. Membership is open to anyone interested.

**Court Order** – A mandate or directive given by a judicial authority.

**Crime** – A violation of any law of this state, the United States, or any other state which is a misdemeanor or a felony or a violation of a county or municipal ordinance which would be punishable by incarceration if the violation were committed by an adult.

**Custody; Taking Into Custody** – Being in the care of a criminal justice agency or official. Compares to being arrested in the adult system.

## D

**Day Treatment Probation** – Effective July 1, 2000, these programs are designed for youth who represent a minimum risk to themselves and public safety and do not require placement and services in a residential setting. This more intensive and structured probation option includes vocational programs, marine programs, alternative school programs, training and rehabilitation programs, and gender-specific programs.

**Deemed Status** – The designation of a program which has received an overall Quality Assurance (QA) performance rating of at least 80% Commendable Performance rating and a compliance rating of at least 90% in the department's current quality assurance rating system. A Deemed program must also achieve at least an average of five (5) points in the Education standard and have no other standard below an Acceptable rating.

**Delinquency Prevention Grants** – Grant Programs intended to support county and circuit juvenile justice plans. The funds are targeted towards youth most at risk of becoming chronically delinquent and live in neighborhoods with a high rate of delinquency.

**Delinquency Prevention Programs** – Programs and services designed to serve children at highest risk of entering the juvenile justice system.

**Delinquency Program or Juvenile Justice Program** – A component of the continuum including any intake, probation, furlough, or similar program; regional detention center or facility; a commitment program or facility, either state-run or contracted, which provides intake, supervision, or custody and care of children who are alleged to be or who have been found to be delinquent.

**Delinquent Act** – See *Crime*.

**Delinquent Youth** – A child who has been found to have committed a delinquent act (equivalent to being found guilty of a criminal offense) by a juvenile court judge, and adjudicated a delinquent, or had an adjudication withheld.

**Department** – Unless otherwise specified, the Florida Department of Juvenile Justice, the executive branch agency responsible for the management of the juvenile justice and children and families in need of services (CINS/FINS) continuum of programs and services.

**Desired Client Outcomes** – Expected behavior, attitudes, knowledge, skills or abilities, or circumstances in the target population as a result of program intervention.

**Detention** – The temporary care of a youth in a secure facility or in home detention, with or without electronic monitoring, pending a court adjudication or disposition or execution of a court order, serving a sentence for contempt of court or a firearms violation, or awaiting placement in a commitment program.

**Detention Center** – A temporary hardware-secure holding facility for alleged juvenile offenders, which compares to a jail in the adult system. Detention may be used to punish delinquent and juvenile traffic contemnors or those youth found to have committed firearms offenses. Offenders may be held 21 days prior to their adjudicatory hearing unless the court grants a continuance. A child committed to a Level 8 or Level 10 commitment program and awaiting placement may be held in secure detention indefinitely.

**Detention Hearing** – A judicial hearing, required to be held within 24 hours of a youth being taken into custody and detained on secure, non-secure or home detention status. The court must determine whether there is probable cause to believe that the child has committed a delinquent act, or whether a valid court order exists that requires the continued detention of the child.

**Detention Risk Assessment Instrument (DRAI)** – An instrument used to calculate the risk posed by the youth to himself or the community, and to formulate the DJJ recommendation to the court concerning pre-adjudicatory detention. The instrument assigns point values to a variety of factors that are used by the department and the court to determine pre-trial placement of the child. This instrument was designed and updated by representatives from the juvenile court judges, juvenile state attorneys, juvenile public defenders and the DJJ.

**Detention Screening** – The process in which front line Probation staff calculate the risk posed by the youth to himself or the community, assess for mental health and substance use and to formulate the DJJ recommendation to the Court on the initial handling of the case.

**Direct Admission** – A child that enters any form of detention status via the intake screening process, as opposed to a court-ordered admission.

**Direct File** – (1) The state attorney initiates prosecution of the juvenile by the filing of an information, rather than a delinquency petition. Depending on the circumstances of each case, the state attorney is either given the discretion to file the information or is required to file the information, but in either instance, the juvenile will be tried as an adult in the court's criminal division. (2) A juvenile's petition filed in the adult court by the state attorney.



**Disposition Hearing** – The hearing in a juvenile case (analogous to a sentencing hearing in criminal court) at which the court receives a predisposition report completed by the DJJ or contracted provider containing information and recommendations to assist in determining the suitability of sanctions that may include a probation program, adjudication and commitment to the custody of the DJJ, or other sanctions.

**Diversion** – A process by which a youth’s case is directed away from the judicial process of the juvenile justice system, by completing a specified treatment plan designed to preclude further delinquent acts while meeting the individual needs of the child.

**Domestic Violence (Juvenile)** – Any act of violence committed by a child (including, but not limited to, assault, battery or criminal sexual conduct) against a member of the child’s family or household. See § 985.213, 985.215, F.S., relating to detention and respite care.

**Dually Diagnosed** – Delinquent youth who, after assessment, have been determined to have developmental disabilities, moderate substance abuse or mental health problems or a combination of treatment needs that may be treated jointly with the underlying reasons for delinquency.

**Due Process** – The constitutional requirement of fundamental fairness in proceedings leading to a deprivation of liberty or property. Procedural due process requires, at a minimum, reasonable notice, the right to counsel, and the opportunity for a fair hearing.

## **E**

**Electronic Monitoring** – Generally used for those youth deemed to require additional supervision in the community and home, but for whom the court does not require secure detention. Electronic monitoring can also be used for those youth awaiting placement in a low or moderate risk commitment program. Youth are tracked electronically by such devices as ankle bracelets and receivers, or via computerized voice print or similar technology.

**Environmentally Secure** – A facility that is secure due to environmental factors, usually a remote rural location often surrounded by water or swampy terrain, that make escape from the program difficult.

**Escape** – Occurs when a juvenile leaves a residential program or a detention center, leaves the facility grounds or boundaries, or leaves the custody of facility staff when outside the facility, regardless of the length or duration of the departure and regardless of the juvenile’s intent.

**Experiential Learning** – Learning from the knowledge gained by encountering new persons, things and situations, and using that understanding in future situations.

## **F**

**Face Sheet** – A JJIS-generated form that includes delinquency referral, adjudication and disposition history, as well as basic demographic data on the client and family.

**Family Group Home (FGH)** – A low-risk residential commitment program where families provide a family environment for up to three committed males or females between the ages of 10 and 18 years. The average length of stay is three to six months.

**FINS – Families in Need of Services** – Families with a need for counseling, training or other services where a CINS youth is exhibiting runaway, truant or ungovernable behaviors.

**Fiscal Year – FY** – The state budget year beginning July 1 of a given calendar year and terminating June 30 of the following calendar year. The federal fiscal year begins October 1 and ends on September 30 each year.

**Florida Network of Youth and Family Services** – A non-profit statewide association of agencies that serve runaway, ungovernable and other troubled youth and their families. The Network also provides statewide training and research, data collection and technical assistance.

## G

**Group Treatment Home (GTH)** – A low risk residential program for youth ages 10 to 16 years. The length of stay ranges from four to six months.

## H

**Halfway House (HWH)** – A residential program for ten or more committed delinquents who have been determined to be a moderate-risk to public safety that is operated or contracted by the Department. The average length of stay is eight months.

**Hardware Secure** – Denotes the level of security in a facility that features alarms on doors and windows, and is usually surrounded by a security fence, sometimes topped by barbed wire. These security elements are designed to deter escapes. Same as “Physically Secure.”

**Health & Human Services Board** – The advisory body created in each service district of the Department of Children and Family Services.

**High-Risk Residential** – for committed youth who require close supervision in a structured residential setting that provides 24-hour-per-day awake hardware-secure custody, care, and supervision prompted by a concern for public safety that outweighs placement in programs at lower restrictiveness levels. High Risk programs require perimeter fencing and locking doors. Youth are not allowed to have access to the community. Program models include, but are not limited to: training schools, intensive halfway houses, residential sex offender programs, long-term wilderness programs designed exclusively for committed delinquent youth, boot camps, and Serious Habitual Offender Programs.

**Home Detention** – House Arrest – A type of detention where the child is returned to the custody of the child's parent, guardian, custodian or other responsible adult, under the supervision of DJJ staff pending court hearings. Home detention may include varied levels of supervision, including electronic monitoring.

## I

**Intake** – The process by which a child who is referred to the DJJ is screened, assessed and referred for services as prescribed by statute. Intake involves a preliminary screening of the condition of the child and family, and further assessments or evaluations as deemed necessary, in order to inform subsequent recommendations or decisions concerning the child and family that may be made by the child's juvenile probation officer, the state attorney, the court, and providers of services.

**Intensive Halfway House (IHWH)** – A high risk physically secure halfway house. The average length of stay is from nine to twelve months.

**Intensive Supervision Aftercare (ISA)** – Although ISA is funded, and programs with the term “intensive” in their names can be found, most are day treatment programs. Programs receiving ISA funding whose services are patterned after an intensive supervision model are difficult to identify.

## **J**

**Judicial Circuit** – Any one of the 20 geographically separate judicial circuits as set forth in statute.

**Judicial Plan** – An individualized plan, that is stipulated by the prosecutor, the court, and the child, in which a juvenile found to have committed a delinquent act is to receive specified sanctions and services.

**Judicial Warning** – A disposition option and sanction available to the juvenile court judge that provides an admonition to the juvenile and usually requires no follow-up by the department.

**Juvenile Assessment Center (JAC)** – Multi-disciplinary receiving, screening and assessment facilities funded and operated by local partnerships of law enforcement agencies, the school districts, human services agencies, the DJJ and other stakeholders.

**Juvenile Justice Board** – See **Juvenile Justice Circuit Managers**

**Juvenile Justice Circuit Managers** – Employees of the Department of Juvenile Justice who oversee the operation and management of juvenile justice probation and community corrections programs in each of the state's 20 judicial circuits.

**Juvenile Justice Council** – See *County Juvenile Justice Council*.

**Juvenile Justice Estimating Conference** – Established in 1994, the Juvenile Justice Estimating Conference is charged with developing information in order to plan and budget for the juvenile justice system. The principals include representatives from the Governor's Office, Legislature, DJJ, Department of Children and Family Services Substance Abuse or Mental Health Office, and FDLE. The JJAB is charged with providing technical support to the conference.

**Juvenile Justice Information System** – JJIS – The primary database system used by the DJJ.

**Juvenile Justice, Department of** – DJJ – The name of the executive branch agency responsible for the management of the juvenile justice and children and families in need of services (CINS/FINS) continuum of programs and services.

**Juvenile Probation Officer (JPO)** – This position is designed to track youth from entry to exit from the juvenile justice system. Department policy suggests that all youth from an immediate family be assigned the same JPO. They may assign intake or case supervision duties exclusively.

## **K-L**

**Legislative Budget Request (LBR)** – A formal, prescribed written request by an executive branch agency to the Governor for funding of positions and budget authority, submitted annually, according to the schedule issued by the Executive Office of the Governor.

**Length of Stay** – Length of stay (LOS) is computed from the time of entry into the program until an actual release from the program, less any time the juvenile was out on an inactive basis. Length of stay is computed only on juveniles with a stay greater than one (1) day and who had an actual release.

**Lock Out** – A youth under the age of 18 years whose family, although capable of providing for the youth's basic needs, have refused to do so for a variety of reasons, usually due to the youth's disruptive behavior.

**Low-Risk Residential** – Programs for committed youth who represent a low risk to themselves and public safety yet require placement and services in residential settings. Youth at this level are allowed unsupervised access to the community. Examples include: wilderness and work camps, family group homes, and group treatment homes.

## M

**Maximum-Risk Residential** – Programs for committed youth who require close supervision in a maximum security residential setting that includes perimeter fencing and locking door. All programs provide twenty-four-hour-per-day secure custody, care, and supervision; prompted by a demonstrated need to protect the public is provided for all youth. These programs are long term (stays from 18-36 months) and will provide a moderate overlay of educational, vocational, and behavioral-modification services. Youth placed in these programs have no access to the community. Examples are: juvenile correctional facilities and juvenile prisons.

**MAYSI (Massachusetts Youth Screening Instrument)** – The second version of the Massachusetts Youth Screening Instrument, a standardized tool administered by DJJ for an initial screening of a youth's need for further more thorough comprehensive diagnostic assessment of his or her mental health and substance abuse problem areas.

**Mediation** – A process whereby a neutral third person, called a mediator, acts to encourage and facilitate the resolution of a dispute between two or more parties. It is an informal and non-adversarial process with the objective of helping the disputing parties reach a mutually acceptable and voluntary agreement. Decision making authority rests with the parties. The role of the mediator includes, but is not limited to, assisting the parties in identifying issues, fostering joint problem solving, and exploring settlement alternatives.

**Medicaid-Eligible** – A program in the juvenile justice system that is qualified to claim reimbursement from Medicaid for certain services provided to qualified delinquent youth and their families. Medicaid is a jointly -funded federal and state health insurance for certain low income and needy people. Medicaid reimbursement is generally not available for services provided to youth in secure programs.

**Minority Over-Representation** – The phrase used to describe the fact that minority youth make up a substantially larger fraction of the population of youth found in every component of the juvenile justice system than they do in the general population.

**Mitigating Factors** – Circumstances that would reduce the penalty connected to the offense or the damage arising from the offense. Mitigating factors are considered during the detention risk assessment screening process and at the disposition hearing.

**Mental Health Overlay Services (MHOS)** – Mental Health Overlay Services are provided in DJJ residential and correctional facilities through additional dollars designated specifically to provide specialized treatment services and are provided in addition to delinquency programming services.

**Moderate Overlay Services** – Usually mental health and substance abuse services provided to a population in an inpatient or outpatient setting, that may include modest frequencies and duration of individual or group counseling, or both.

**Moderate-Risk Residential** – Programs for committed youth who represent a moderate risk to public safety, and who require 24-hour awake supervision, custody, care, and treatment. The facilities are either environmentally secure, staff secure or hardware secure with walls, fencing, or locking doors. Youth placed at this level may have supervised access to the community. Program models include: halfway houses, wilderness and work camps.

**Multi-Disciplinary Assessment** – Evaluation of a client by professionals from different fields, including a psychological, medical and educational assessment of the youth and family.

**Multi-Disciplinary Staffing** – A staffing, or meeting, to discuss a specific client or group of clients, attended by representatives of several different fields who are involved with or have knowledge of the

youth and family. The DJJ or provider staff often invites educators, medical or substance abuse clinicians, legal representatives, providers, youth and their family members to attend these staffings.

## N

**Needs Assessment** – (1) An evaluation of the child and family to determine treatment demands. (2) A systematic approach to identifying the needs in a geographic area or population for a proposed service or program.

**Neighborhood Accountability Boards (NAB)** – A community-based practice based on restorative justice principles that involves three major stakeholders--the victim, the offender and the community. This volunteer-intensive programming serves as a diversion option for youth charged with a crime, but able to take responsibility for their actions. The NAB process includes screening of referrals, pre-conferences with the victim and the offender, and the actual board meeting, which results in a written agreement between the community board members, the victim and the offender on how to repair the harm caused by the offense.

**Nolle Prosequi** – *Nol prosee* – “Unwilling to prosecute,” an entry made on a court record by a state attorney indicating that there will be no further action by the prosecutor.

## O

**Offense** – *See Crime*.

**OJJDP** – The Office of Juvenile Justice and Delinquency Prevention, Office of Justice Programs, U.S. Department of Justice.

**Outcome** – Actual changes in behavior, attitudes, knowledge, skills or abilities, or circumstances in the target population as a result of program intervention.

**Outcome Evaluation** – (1) Assessment of the extent to which a program achieves its objectives related to short-term or long-term changes in program participants’ behavior, knowledge attitudes, skills and abilities.

(2) Measurement of the effects of an intervention program in the target population.

**Overlay Services** – Overlay Services are provided in DJJ residential and correctional facilities through additional dollars designated specifically to provide specialized treatment services and are provided in addition to delinquency programming services.

## P

**PAM Scores** – Program Accountability Measures that rate programs using their recidivism rate, cost and the difficulty of youth served.

**Per Diem** – The amount budgeted or contracted per day to serve one youth in a particular type of DJJ program.

**Performance-Based Program Budgeting** – Created under the Government Performance and Accountability Act of 1994, Performance-Based Program Budgeting requires that all state government agencies define their programs, develop measures which indicate the success of their programs, and defend these programs based on empirical, quantitative data. OPPAGA is to evaluate the submitted measures. Strong performance can be rewarded with salary incentives and additional budget and personnel flexibility. Disincentives can include quarterly reporting and reduction in managerial salaries. Commonly referred to as “PB-squared.”

**Petition** – A formal written request made to the court or to a public official who has the authority to act upon that request.

**Physically Secure** – Denotes the level of security in a facility that features alarms on doors and windows, and is usually surrounded by a security fence, sometimes topped by barbed wire. These security elements are designed to deter escapes. Same as “Hardware Secure.”

**Pick-up Order** – An order issued by the court to take a child into custody and bring the child before the court as soon as possible.

**Post-Commitment Probation** – PCP – Juvenile probation officer supervision of a youth who has completed a commitment program and is no longer on committed status. The committing court retains jurisdiction over the youth's release. The youth is supervised under the terms of an order entered by the judge. Termination and revocation are at the discretion of the court.

**Predisposition Report (PDR)** – A document prepared by a juvenile probation officer for a client in preparation for a judicial disposition of the client's case. By law the PDR is to report the result of a multi-disciplinary assessment of the child's priority needs, an individualized plan for treatment of those needs, and a recommendation of the most appropriate placement to meet the child's needs in a setting that provides a level of security sufficient to ensure public safety.

**Preliminary Screening** – The gathering of preliminary information to be used in determining a child's need for further evaluation or assessment or for referral for other substance abuse, mental health or services through means such as interviews; urine and breathalyzer screenings; and reviews of available educational, delinquency, and dependency records of the child.

**Probation** – Effective July 1, 2000, means the legal status of probation created by law and court order in cases involving a child who has been found to have committed a delinquent act. Probation is an individualized program in which the freedom of the child is limited and the child is restricted to non-institutional quarters or restricted to the child's home in lieu of commitment to the custody of the Department of Juvenile Justice. Previously referred as *Community Control*.

**Process Evaluation** – An assessment that focuses on policies, procedures and practices in the field, in contrast to an assessment of outputs and outcomes based on statistical analyses.

**Program Effectiveness** – The ability of the program to achieve desired client outcomes, goals and objectives.

**Provider** – A non-employee of the Department who provides services to the Department. Most providers enter into contracts specifying what services are to be delivered. Examples are: residential commitment programs, day treatment services, JAC Centers.

## Q

**Quality Assurance (QA)** – A statutorily mandated DJJ process for the objective assessment of a program's operation, management, governance and service delivery based on established standards. A contracted program that fails to meet the designated standards is allowed six months to successfully implement a corrective action plan, or face cancellation of the DJJ contract and a loss of eligibility as a DJJ provider for 12 months.

## R

**Recidivism** – The reoccurrence of a condition or behavior that previously caused a youth to be referred to the juvenile justice system. For purposes of outcome evaluation, the DJJ uses the following working

definition: Subsequent involvement, re-adjudication or conviction for an offense that occurs within 12 months of release from a juvenile justice program or six months after receiving a prevention service.

**Re-entry** – A type of conditional release service where an assigned counselor tracks and intensively supervises a caseload of youth who have returned to their home communities from a commitment program and remain on committed status.

**Referral/Referred/Re-Referred** – A referral occurs when a youth is taken into custody and is charged with one or more offenses, each of which is called a charge. For DJJ Outcome Evaluation, a re-referral takes place within a period of 12 months. See *Arrest*.

**Rehabilitation** – Efforts to change the offender through treatment.

**Request for Transfer to Adult Court** – See *Waiver*.

**Residential Commitment Level** – Effective July 1, 2000, means the level of security provided by programs that service the supervision, custody, care, and treatment needs of committed children. Sections 985.3141 and 985.404(13) apply to children placed in programs at any residential commitment level. The levels of residential commitment are as follow: low-risk, moderate-risk, high-risk and maximum-risk.

**Residential Regional Directors** – Employees of the Department of Juvenile Justice who oversee the operation and management of residential commitment programs in each of the 5 regions.

**Restitution** – A requirement that the youth, the youth's parents, or both, make financial compensation to the victim (monetary restitution) or perform work that will benefit the community (service restitution).

**Restorative Justice** – A framework that views crime as an event that harms the victim, the offender and the community. All three stakeholders must be actively involved in repairing the harm. The victim's goal in this process is accountability in that a harm caused incurs an obligation for amends. The offender's goal is competency, that they leave the experience of the justice system as a more competent, productive citizen. The community's goal is public safety. The focus of restorative justice is repairing harm, reducing risk, and building community.

**Risk Factors** – Chosen indicators, the presence or absence of which may make an undesirable outcome more or less likely. These indicators are categorized in four domains; community, family, school and individual/peer.

## S

**Secure Detention** – A hardware-secure facility used to house a youth awaiting adjudication or disposition who is considered a risk to himself and others, used for youth awaiting placement in a commitment facility, or used for short-term punishment.

**Serious or Habitual Offender (SHO)** – A youth that meets specified SHO criteria in Florida Statutes. The court may retain jurisdiction over the child until the child reaches the age of 21, specifically for the purpose of the child completing the program.

**Sex Offender** – A person found guilty of a sex-related misdemeanor or felony offense.

**Shelter** – A place for the temporary care of a child who is alleged to be or who has been found to be dependent, a child from a family in need of services, or a child in need of services, pending court disposition before or after adjudication or after execution of a court order. Shelter may include a facility that provides 24-hour continual supervision for the temporary care of a child.

**Slot** – An opening in a non-residential . These units are normally in day treatment programs, where the youth returns to the family home each night. The department contracts with provider agencies for a specific number of slots for each non-residential program.

**Special Deemed Status** – The designation of a program which has achieved an overall 90% Exceptional performance rating and at least a 90% compliance rating in the department’s current quality assurance system. A Special Deemed program must also achieve an average of at least five (5) points in the Education standard and have all other standards in the Acceptable range.

**Staff Secure** – Denotes the level of security in a facility where the residents are supervised 24 hours a day by staff who must remain awake. An example of a staff secure facility is a CINS/FINS shelter.

**Step-Down** – A step-down occurs when a committed youth is transferred to a less restrictive residential or non-residential program. This term is commonly used to refer to a, as well as a transition program for a boot camp.

**Substance Abuse** – The abuse of any psychoactive or mood-altering drug, including alcohol, which may result in induced impairment, dysfunctional social behavior, and addiction.

**Suicide Risk Assessment Instrument** – A tool used to aid in determining a youth’s propensity towards harming himself while in secure detention. The arresting officer, intake worker, detention worker, detention nurse and, if necessary, mental health counselor, assess the youth prior to admission to secure detention.

**Supervision Risk Classification Instrument** – SRCI – An instrument used by the DJJ to assess a youth’s level of risk to public safety and treatment needs to assist staff in making a recommendation to the state attorney about the level of supervision required.

## **T**

**Taken Into Custody** – The status of a child when temporary physical control over the child is attained by a person authorized by law, pending the child's release, detention, placement, or other disposition as authorized by law. Similar to arrest for adults. See *Referral*.

**Teen Court** – A diversion program for youth, who have admitted guilt as charged, wherein they are sentenced by a jury of their peers.

**Temporary Release** – The terms and conditions under which a child is temporarily released from a commitment facility or allowed home visits. The term includes periods during which the child is supervised pursuant to a re-entry program or an aftercare program or a period during which the child is supervised by a juvenile probation officer or other non-residential staff of the department or staff employed by an entity under contract with the department. Temporary release may only be granted to youth placed in low and moderate programs.

**Training School** – A high-risk residential program that serves 100 or more youth in a hardware-secure setting and another 30 youth in a non-secure transition component. The program serves committed delinquent males with moderate to severe criminal histories.

**Treatment Plan** – An individualized plan designed by the youth, parent, and juvenile probation officer or commitment program staff that outlines goals to achieve while in a program, responsible parties and anticipated completion date.



**Truancy** – Unexcused absence from school. Habitual truancy is defined as 15 days of unexcused absences within a 90-day period during which interventions to address the truancy situation were attempted, but failed.

## U-V

**Venue** – The geographic location in which a court with jurisdiction may hear a case. Florida requires that delinquency petitions be filed in the county where the offense occurred.

**Victim** – A person who suffers harm as a result of a crime and who is identified on the law enforcement victim notification card, a police report or other official court record as a victim of crime pursuant to Florida Statutes.

**Violation of Law** – See *Crime*.

**Vocational Education** – Core set of occupational training activities and experience that can lead to certification, on-the-job training and job placement. Some course work can count toward a diploma.

## W

**Waiting List** – The list of youth committed to the department awaiting placement in a residential commitment program.

**Waiver (Request for Transfer)** – There are two types of waiver procedures, voluntary and involuntary. A voluntary waiver occurs, when the child, joined by parents or guardian, or guardian *ad litem*, makes a written request for transfer to adult court. Involuntary waiver is the process by which the state attorney makes a request to the juvenile circuit court to waive its jurisdiction, certify the case for adult prosecution and transfer the case to the criminal court division. In some types of cases, the state attorney is permitted by law to exercise discretion in seeking an involuntary waiver. In other circumstances the law mandates that the state attorney request the involuntary waiver and that the juvenile court approve the waiver.

**Walker Plan** – A plan of treatment, ordered by the court, that addresses the treatment needs of the youth and family.

## X-Y-Z

**Youth Custody Officer (YCO)** – A DJJ law enforcement officer designated to take youths into custody, if the officer has probable cause to believe that the youth has violated the conditions of probation, detention, conditional release, or post-commitment probation, or has failed to appear in court after being properly noticed. The authority of the youth custody officer to take youth into custody is specifically limited to this purpose.

## Other Acronyms and Abbreviations

ADP:	Average Daily Population
BHOS:	Behavioral Health Overlay Services
CR:	Conditional Release
EM:	Electronic Monitoring
FCO:	Fixed Capital Outlay
F.S.:	Florida Statutes
HD:	Home Detention
HIPAA:	Health Insurance Portability and Accountability Act
IT:	Information Technology
ITN:	Intrastate Transportation Network
JJIS	Juvenile Justice Information System
JDO:	Juvenile Detention Officer
JPO:	Juvenile Probation Officer
LBR:	Legislative Budget Request
LOS:	Length of Stay
LRPP:	Long-Range Program Plan
ODS:	Offenses During Supervision
OPB:	Office of Policy and Budget, Executive Office of the Governor
PBPB:	Performance-Based Program Budgeting
QA:	Quality Assurance
STOP:	Statewide Transportation Offender Program
SWOT:	Strengths, Weaknesses, Opportunities and Threats
YCO:	Youth Custody Officer

**User Note: Additional explanation of abbreviations is provided in the Glossary, where applicable.**