



# BLUEPRINT C



BL

*Dr. Frank P. Bueg*







**JUVENILE JUSTICE IN FLORIDA  
AT A GLANCE**

*(All data 2006-2007 unless otherwise noted)*

Florida Population  
Ages 10-17 .....1,911,307

**YOUTH IN JUVENILE JUSTICE SYSTEM**

Youth referred to DJJ .....91,497  
Total referrals .....146,765

Of Youth Referred  
Male .....64,194  
Female .....23,303

Of Total Referrals – most serious charge  
Misdemeanor .....70,285  
Felony .....48,471  
Other .....28,009

Minority over-representation

	White	Black	Hispanic
Florida population (age 10-17) ...	53%	21%	22%
Total referrals .....	45%	39%	13%
Total commitments .....	36%	52%	10%

Health Status

<sup>1</sup> Includes \$29,159,236 for executive direction









- In 2004, a grand jury, responding to years of complaints about conditions at the Florida Institute for Girls, documented 150 allegations of criminal mismanagement, including excessive force, sexual misconduct and inadequate supervisory practices. (p)25(l)2s, docsd













**R G G**: There is a need to establish stronger state and local partnerships to share and coordinate prevention information, efforts, and decision-making to ensure the best outcomes for youth.

#### **BLUEPRINT COMMISSION RECOMMENDATIONS**

29. **COORDINATING EFFORTS** – The Children and Youth Cabinet should direct the development and implementation of a statewide multi-agency plan to coordinate the efforts of local, state and federally funded programs, appropriations or activities designed to prevent juvenile delinquency, status offense behaviors, and other related behavioral problems.
  
  30. **DOMESTIC VIOLENCE** – The Florida Department of Juvenile Justice, the Florida Department of Law Enforcement, the Florida Sheriffs, Florida Police Chiefs, Florida Coalition Against Domestic Violence, Florida Network of Youth and Family Services, and other key stakeholders will work with local law enforcement agencies and victim advocate organizations to prevent children from being arrested who have had contact with law enforcement for domestic violence by allowing for the use of alternatives to arrest, such as placement in CINS/FINS shelters or other respite care, when appropriate for family and community safety.
-



practices to eliminate the referral of youth to DJJ for misdemeanor offenses. Ensure policies and practices are consistent with the original legislative intent of the zero tolerance laws targeting serious, violent offenses, while developing alternatives that promote youth accountability while avoiding suspension and other punitive options.

misdemeanors. Discipline and/or prosecution should be based on considerations of the individual student and the particular circumstances of misconduct. School districts should involve law enforcement only for serious offenses that

32. **ZERO TOLERANCE STATUTE** — Amend F.S. 1006.13 to prohibit the unjust application of zero tolerance, clearly stating that zero tolerance shall not be applied to petty acts of misconduct and



youth as they enter the juvenile justice system. There are 16 Juvenile Assessment Centers throughout the state, with one located in most judicial circuits.

However, each Center is unique, based on the resources of the community that it serves. Most are open 24 hours a day. Some accept every arrested youth; some accept only felony offenders or detention-eligible youth. Some conduct intake, detention screening, needs assessments, substance-abuse screening, physical and mental health screening, diagnostic testing and other related services.<sup>54</sup>

Others, however, offer only limited services. In D



Studies suggest this is particularly true for girls. Girls in the juvenile justice system in Florida have high incidence of sexual and physical abuse – more than 60% – suggesting that home may be an unsafe option for these girls.<sup>67</sup> In fact, 10.5% of total referrals for females in 2006 were for domestic violence.<sup>68</sup>

In fact, both male and female youth who come into contact with law enforcement because of domestic violence are at high risk of being placed in secure detention. In fiscal 2007, 4,094 youth were arrested with the only charge being domestic violence. Of these, 85% were misdemeanor charges. And yet 51% of these youth were placed in secure detention.

Multiple factors contribute to the increasing use of secure juvenile detention in Florida. Among them:

- Use of secure detention in cases of domestic violence;
- Overuse of Zero Tolerance policies by school districts (see Page 17);
- Use of secure detention for low-risk youth and youth under court order.

Domestic violence incidents are serious matters and can result in lasting physical and psychological damage to individuals and families. However, not all incidents of domestic violence rise to that level.

Domestic violence often erupts among juveniles and their families without representing the juvenile's persistent use of violence or causing serious injury or lasting harm. "This [minor] level of offense results from all too common conflicts between parents and their children. Many times these charges are incurred as a result of children pushing past parents while ineffectively attempting to leave a faring situation...struggling over a cell phone...or exchanging slaps with a parent after taking their car without permission."<sup>66</sup>

Because the Department of Juvenile Justice currently offers no non-secure detention options beyond home detention and parental supervision, youth who are involved in domestic violence may face no option but secure detention.





## BLUEPRINT COMMISSION RECOMMENDATION

30. **DOMESTIC VIOLENCE** — The Florida Department of Juvenile Justice

---







## MEETING THE HEALTH NEEDS OF GIRLS

About one third of the youth referred to the Department of Juvenile Justice are female, bringing with them the unique health needs of adolescent girls.

Compounding that challenge, 15% of girls in the juvenile justice system have a major illness, 35% have experienced a pregnancy and 46% have a history of substance abuse. For 79% of these girls, emotional factors have contributed to their delinquent behavior.<sup>95</sup>

Mental health issues are particularly acute for girls in the system, the majority – 68% – of whom have experienced some form of physical, emotional or sexual abuse. Across all diagnoses, the percent of girls exhibiting mental illness is significantly higher than that of boys.<sup>96</sup>

Girls in the juvenile justice system come from unstable home environments, with 40% having parents who abused substances and 21% living in out-of-home placements. Half have someone in their immediate family who is incarcerated.<sup>97</sup>

In addition to the general health services described above, girls under care of DJJ receive gynecological services, obstetrical services (pre- and post-natal), and infant care. While the state has been proactive in adopting gender-specific programming for girls within the system, effective girls programming has not yet been achieved.<sup>98</sup>













independently validated, evidence based and gender and racially neutral to ensure a fair, objective assessment of risk level for appropriate placement in secure or non-secure detention without increasing risk to public safety.

**R G G**: Florida should take the lead in working to identify causes of differential treatment of youth and develop strategies to ensure fair and equitable treatment.

**BLUEPRINT COMMISSION RECOMMENDATION**

- 27. **DISPROPORTIONATE MINORITY CONTACT**  
 -- The Florida Department of Juvenile Justice shall create a Disproportionate Minority Contact

(DMC) task force with representation from education, law enforcement, state attorney, public defender, judiciary, community of faith, providers, advocacy organizations, members from communities most affected, and other stakeholders, to reduce DMC, statewide, consistent with the JJDP Act of 1974 amended. The DMC task force will charge local juvenile justice boards and councils with the responsibility to develop a DMC reduction plan for their area. DJJ shall require every entity with which it works, throughout its continuum of services, to implement the strategies, policies, and practices to reduce DMC.

**FISCAL 2007 REFERRALS AND INCARCERATIONS BY RACE**

Judicial Circuit	Youth Referred to DJJ			Youth Incarcerated		
	White	Black	Hispanic	White	Black	Hispanic
1	58%	38%	3%	46%	51%	0%
2	36%	61%	2%	20%	76%	2%
3	54%	43%	2%	51%	47%	1%
4	45%	52%	2%	31%	68%	1%
5	61%	30%	8%	57%	35%	7%
6	61%	31%	6%	54%	40%	5%
7	61%	31%	8%	45%	50%	4%
8	41%	56%	1%	30%	69%	1%
9	32%	43%	23%	19%	62%	16%
10	50%	34%	15%	46%	39%	15%
11	7%	47%	38%	4%	52%	36%
12	58%	27%	14%	49%	37%	13%
13	37%	45%	16%	24%	62%	13%
14	65%	30%	3%	57%	38%	5%
15	38%	44%	12%	21%	62%	18%
16	60%	20%	19%	36%	45%	18%
17	31%	50%	11%	17%	64%	8%
18	60%	31%	8%	40%	52%	8%
19	49%	36%	12%	34%	52%	12%
20	57%	18%	21%	40%	31%	24%













"I believe that when the courts commit youth to

---



25. **INCREASED EDUCATIONAL FUNDING --**

Recommend a weighted cost factor of 1.6 specific to juvenile justice education programs. DOE should also monitor and ensure that 90% of funds generated for juvenile justice educational programs and 100% of all appropriate

---



COMPARING SALARIES Residential		
DOC Corrections Officer	DJJ Detention Officer	DJJ Contracted Direct Care Staff
\$30,807	\$25,479	\$19,780
Non-Residential		
DOC Probation Officer	DJJ Probation Officer	DJJ Contracted Professional
\$33,478	\$29,344	\$26,499
<i>Source: People First Data System, compiled by DJJ</i>		

## FINDINGS & RECOMMENDATIONS

**R G G** : The Department and its providers face a critical staff shortage due to excessive high turnover rates and their inability to recruit, hire and retain a qualified, professional staff.

### BLUEPRINT COMMISSION RECOMMENDATIONS

41. **RECRUITING AND RETENTION** – The Department of Juvenile Justice must have the ability to recruit and retain a professional direct care workforce and substantially reduce turnover to ensure the most appropriate supervision and rehabilitation of at-risk youth in their care. To achieve this goal, the Blueprint Commission recommends:
- 1) Funding for a role delineation study to determine core competencies for all state and contracted direct care staff and revision of minimum hiring requirements.

- 2) Development of professional curriculum, continuing education requirements, and establishment of a certification program to include standards, requirements, exams, certification, decertification.
  - 3) Review and increase of base rates of pay for all direct care staff.
  - 4) Special risk retirement benefit for direct service employees who work directly with youth.
42. **CONDITIONAL HIRING** -- In an effort to reduce the amount of time it takes to hire a direct care worker and in an effort to increase the pool of qualified applicants, DJJ should authorize the ability to conditionally hire juvenile justice employees upon successful completion of a preliminary background, but prior to completion of a full background, on the condition that no direct contact with children occurs and conditional hires are not located in the facility or grounds where youth are located. Additionally, the hiring eligibility criteria should be amended to authorize the hiring of applicants with past involvement in the juvenile justice system under certain conditions.
52. **PROBATION OFFICERS** – Increase the number of direct service Juvenile Probation Officers, and support staff to meet 100% of the need in order to fulfill the mission of the Department.



44. **ANNUAL CONVENINGS** — The Secretary of the Department of Juvenile Justice should convene the Blueprint Commission on Juvenile Justice annually, for a period of three years, for the purpose of reviewing and issuing a progress report on the Commission's recommendations and the impact on Florida's juvenile justice system.
37. **SERVICE DISTRICTS** — The department shall identify "service areas" that promote the concept of community-based programs while recognizing the unique characteristics of Florida's communities, and will recommend implementation to the Legislature. Adoption of the DCF service area boundaries shall receive careful consideration. A full continuum of services that include, but are not limited to, prevention, early intervention, supervision and support services in the family, probation, residential, and aftercare will be available in each service area.
45. **STATEWIDE RESEARCH INSTITUTE.** — Recommend the establishment of a State Juvenile Justice Policy Research Institute for Juvenile Practices.
51. **COMMITMENT TO BALANCED APPTf10.5 0 0 10.5 345**

---





During Commission meetings, the reasons behind and ramifications of decisions to prosecute youth as adults generated great debate, but Commissioners lacked the time to fully resolve their varied views. It was recommended that the Governor or Legislature appoint a committee to review this issue further.

## SHACKLING

“Shackling” refers to the use of handcuffs, leg restraints or belly chains to limit the movement of an individual, either singly or in a group. It is not uncommon for juveniles to be shackled during court appearances. In some juvenile courts in Florida, juveniles appear in court in groups, shackled together, regardless of age, size, gender, alleged offense, or the lack of likelihood of misbehavior or escape.

The Department of Juvenile Justice’s policies call for shackling youth in transit as a matter of public safety. Judges, however, have complete discretion over what happens within the courtroom.

Youth advocates express deep concerns about shackling youth in court. They describe instances where groups of shackled youth are herded into courtrooms and receive little individual attention from judges and prosecutors, and where detained children are brought to dependency court hearings in shackles to face the parent who is accused of abusing, neglecting or

abandoning the child. They argue that indiscriminate use of mechanical restraints is inconsistent with the rehabilitative goals of the juvenile justice system

Some judges defend the practice by pointing to the need to protect others in the courtroom from youth who could be potentially violent or volatile.

Others judges, however, have banned the practice from their courtrooms.

“Some of these children are 12 years old and picked up for misdemeanors like shoplifting,” said Broward Juvenile Court Judge Larry Seidlin, who ordered the restraints removed. “It’s unconscionable to shackle these children.”

And many public defenders have campaigned aggressively against the practice.

“The job in juvenile court is to make sure they [juveniles] don’t re-offend. Degrading and demeaning children is not the way to accomplish that goal,” said Pinellas-Pasco Public Defender Bob Dillinger.

The Commissioners encourage the Department of Juvenile Justice, in consultation with State’s Attorney, Public Defenders, and the Courts, to review rules and practices for shackling youth during transportation and in the courtroom.

<sup>155</sup> Jon Burstein, “Detained juveniles will not be shackled in courtrooms, judges rule,” South Florida Sun-Sentinel, September 26, 2006.

<sup>156</sup> Graham Brink, “Shackling in juvenile courts faces test / Three judges in Broward have banned the practice. One bay area public defender also wants a ban.” St. Petersburg Times, September 27, 2006.



BLUEPRINT C



**Lead Agency:** DOE;

**Legislation:** Requires substantive legislation;

**Fiscal Impact:** Funding may be required to provide training to schools / law enforcement on diversion options.

33: **YOUTH AGE 10 AND UNDER** – A child who is 10 years old or younger who is referred for a delinquent act should be diverted. A delinquency petition cannot be filed on a child 10 years of age or younger unless appropriate services have been exhausted.

**Lead Agency:** Courts;

**Legislation:** Requires substantive legislation;

**Fiscal Impact:** Dependent on the diversion options available in the circuit or county.

48: **ADVISORY BOARDS AND COUNCILS** – The Legislature should amend the statute, which establishes the Juvenile Justice Circuit Boards and Juvenile Justice County Councils, to provide for local discretionary grant prevention funds to meet the specific needs within their local communities.

**Lead Agency:** DJJ;

**Legislation:** Requires substantive legislation;

**Fiscal Impact:** None anticipated.

## **TOPIC: DETENTION**

1:



- 44: **ANNUAL CONVENINGS** — The Secretary of the Department of Juvenile Justice should convene the Blueprint Commission on Juvenile Justice annually, for a period of three years, for the purpose of reviewing and issuing a progress report on the Commission's recommendations and the impact on Florida's juvenile justice system.
- 45: **STATEWIDE RESEARCH INSTITUTE** — Recommend the establishment of a State Juvenile Justice Policy Research Institute for Juvenile Practices.
51. **COMMITMENT TO BALANCED APPROACH** — The Florida Department of Juvenile Justice shall have a commitment to a balanced approach in all of its activities and services. This approach should address the needs and interests of all stakeholders including victims, communities, and offenders impacted by juvenile crime.

**TOPIC: DETENTION**

- 38: **COMMUNITY ALTERNATIVES** — The state





46: **DUALLY-SERVED YOUTH** — The Department of Juvenile Justice and the Department of Children and Families should review and update the interagency agreement concerning the dually served youth to include defining the role of the Department of Children and Family community based care providers. The Courts assigned to hear dependency and delinquency cases are encouraged to communicate and collaborate concerning children in both court systems resulting in the most appropriate disposition for the child's well-being. Foster children in Department of Juvenile Justice residential commitment are especially vulnerable, need frequent case management, judicial review, and opportunity to attend dependency hearings in person or telephonically.

47: **CONDITIONAL RELEASE AND PAROLE**— Require the Parole Commission establish a mandatory parole hearing for those inmates sentenced to adult corrections, as a juvenile and who have received more than a 10 year adult prison sentence. Only those inmates who have served at least 8 years of their sentence and who meet established criteria would be eligible for a parole hearing for determination of conditional release or parole. It is imperative that victims are notified prior to the hearing and are afforded opportunity to provide comment and concerns to the Commission.

#### **TOPIC: SMALLER INSTITUTIONS**

34: **OFFENDER REVIEW** — The Department of Juvenile Justice should implement a systemic and structured process for identifying and reviewing non-violent and non-serious offenders, and those who have made significant progress in treatment, for consideration by the court for early release or "step down" to community based programs. The Department of Juvenile Justice should review probation practices and the commitment management process with the goal of reducing the incidence of probation violations and allowing for conditional release or transfer of committed youth.

35: **SMALL FACILITIES** — DJJ shall create community-based programs with a continuum of care that support the use of small facilities to provide programs and interventions that protect the public, serve families, and habilitate youth.

#### **TOPIC: AFTERCARE**

23: **TRANSITION PLANNING** — Prior to exiting juvenile justice commitment programs, all youth shall have the benefit of an identified community based, inter-agency transition planning team to facilitate a comprehensive, multi-agency reintegration of each youth into the community to include housing, education, and employability.

24: **INTEGRATING EDUCATION AND TREATMENT** — Recommend the Children and Youth Cabinet direct DJJ, DOE and DCF, in consultation with the Department of Financial Services, create a model template designed to integrate education and treatment services, funded through separate agencies, within a juvenile justice program serving youth with multi-agency needs.

#### **TOPIC: WORKFORCE**

42. **CONDITIONAL HIRING**— In an effort to reduce the amount of time it takes to hire a direct care worker and in an effort to increase the pool of qualified applicants, DJJ should authorize the ability to conditionally hire juvenile justice employees upon successful completion of a preliminary background, but prior to completion of a full background, on the condition that no direct contact with children occurs and conditional hires are not located in the facility or grounds where youth are located. Additionally, the hiring eligibility criteria should be amended to authorize the hiring of applicants with past involvement in the juvenile justice system under certain conditions.

52. **PROBATION OFFICERS** – Increase the number of direct service Juvenile Probation Officers, and support staff to meet 100% of the need in order to fulfill the mission of the Department.

## APPENDICES

- I. FLORIDA'S JUVENILE JUSTICE SYSTEM
- II. ABOUT THE BLUEPRINT COMMISSION
- III. HEARINGS & AGENDAS
- IV. PRESENTERS
- V. CHILDREN AND YOUTH CABINET
- VI. MENTAL HEALTH: TRANSFORMING FLORIDA'S MENTAL HEALTH SYSTEM
- VII. N i T f . / w 9 9 8 i T m . u M y T j . g T T \_ j 8 w / 4 i T f . / w 7 i 4 4 5 w 4 3 9 8 i 4 / 3 w h 9 9 8 i T m . u ' y /



Local Law Enforcement  
Courts  
Prosecutors  
Public Defenders  
Departments of Children & Families  
Department of Education

F.S. 984 & 985

Education Programs / Health Services

100% contract providers

State operated

State and contract operated

State and contract operated





## Detention Services



## ABOUT THE BLUEPRINT COMMISSION

### Commission Goals



## PUBLIC HEARING SCHEDULE

**AGENDA**  
**Fort Lauderdale Public Hearing**  
**September 4-5, 2007**

September 4, 2007; 1:00 pm – 8:00 pm; Holy Cross Hospital Campus, Sister Innocent Conference Center Auditorium at 4725 North Federal Highway, Ft. Lauderdale, Florida

Meeting Topic: Ensure Public Safety for Floridians by reviewing current detention practices. Meeting will focus on crime trends, detention data, detention screening tools, detention services, and alternatives to detention.

---

1:00 pm – 2:30 pm

- Chairman Frank Brogan  
Opening Remarks
  
- Welcome to Commission  
John Johnson, President / CEO, Holy Cross Hospital  
Honorable Mitch Needleman, Florida House of Representatives, Committee on Juvenile Justice
  
- Presentation by Vince N. Schiraldi, Director, Department of Youth Rehabilitation Services, Washington, D.C., on opportunities for detention reform and alternatives
  
- Discussion of public safety concerns and initiatives to address juvenile issues  
Honorable Krns fornDDT72CCC
  - 
  -



AGENDA  
Jacksonville Public Hearing  
September 25-26, 2007

Meeting Topic: Improving the outcomes of youth in the juvenile justice system by identifying critical youth health and treatment needs (focusing on general health, mental health, substance abuse, and developmental disabilities)





4:30 PM – 6:30 PM                      Public Comment

October 5, 2007 - Friday

8:30 AM – 8:45 AM                      Call to Order

8:45 AM                                      Discussion of over-representation of minority youth  
in all stages of the juvenile justice system – causes and  
solutions.

Presenters:

8:45 AM – 9:45 AM                      Rita Cameron Wedding, Ph.D., Director of Women’s  
Studies and Professor of Ethnic Studies, Pan  
African Studies Program, California State University,  
Sacramento, CA.

9:45 AM – 10:45 AM                      Barry Krisberg, Ph.D., President of the National Council on Crime  
and Delinquency. Present highlights of the NCCD January 2007  
report, And Justice for Some, Differential treatment of Youth of  
Color in the Justice System.

10:45 AM                      - 11:00AM                      Break

11:00 AM                      - 1:00 PM                      Re-cap of key issues and recommendations for consideration.  
  
Commission workshop on recommendations.

AGENDA  
Fk3C6ADA





AGENDA  
Tampa Public Hearing  
October 29-30, 2007

TOPIC: Advantages to community-based residential models; enhancing educational/workforce programs ensuring an effective continuum of services for youth and families; including re-entry and aftercare.

October 29, 2007 - Monday

4:50 PM - 5:00 PM      Break  
5:00 PM– 7:00 PM      Public comment

October 30, 2007 - Tuesday

8:30 AM                      Call to Order

8:30 AM – 8:45 AM      Judge Lynn Tepper, 6<sup>th</sup> Judicial Circuit  
Judicial best practices and alternatives to ensure the most appropriate placement and care for at-risk youth

8:45 AM – 9:45 AM      Fostering partnerships with workforce development to serve at-risk and youthful offenders

- Bryan Stone, Vice President of Policy and Program, Worksource of Jacksonville
- Freida Sheffield, Youth Development Council, Workforce Florida
- Will Miles, Special Projects; Florida reBuilds; Florida High School/High Tech; Workforce Development Board of Okaloosa and Walton Counties

9:45 AM – 10:00AM      Commission discussion

10:00 AM- 10:30 AM      Break and hotel check-out

10:30 AM – 3:30 PM      Commission workshop (working lunch included)  
Review, discuss, and develop recommendations



November 7 – Wednesday

9 A.M. – Noon	Commission Workshop
Noon – 1:00 P.M.	Break for lunch
1:00 P.M. – 3:00 P.M.	Commission Workshop
3:00 P.M. – 3:15 P.M.	Recognition of Special Guest, Representative Mitch Needleman, Chair, House Committee on Juvenile Justice
3:15 P.M. – 3:30 P.M.	Wrap up and Adjourn

## PRESENTERS

Florida Department of Juvenile Justice



Guests



## CHILDREN AND YOUTH CABINET

THE VISION:

THE MISSION:

Members

Ex officio members

[www.flgov.com/youth\\_cabinet](http://www.flgov.com/youth_cabinet)



CONSTRUCTING A COMPREHENSIVE AND COMPETENT  
CRIMINAL JUSTICE/MENTAL HEALTH/SUBSTANCE ABUSE  
TREATMENT SYSTEM:

Strategies for Planning, Leadership,  
Financing, and Service Development





taxpayer dollars into costly, back-end services that may render a person competent to stand trial, but will do nothing to provide the kind of treatment needed to facilitate eventual community re-entry and reintegration.

While expenditures in the area of forensic mental health services place Florida near the top of list nationally, the level of expenditures on front-end community-based services intended to promote recovery, resiliency, and adaptive life in the community place the state near dead last. According to the NASMHPD Research Institute, the State of Florida ranks 48th nationally in overall per capita public mental health spending. Difficult to navigate and inefficient points of entry have resulted in barriers to accessing preventative, routine, and competent care. Last year alone, more than half of all adults with SMI and about a third of all children with severe emotional disturbances (SED) in need of treatment in the Florida's public mental health system had no access to care. Furthermore, despite recent research which has led to the identification and development of increasingly effective, evidence-based interventions for serious mental illnesses, such treatments have yet to be adequately implemented by many service providers in the public mental health system. Consequently, increasing numbers of people experiencing acute episodes of mental illness are becoming involved in the justice systems.

Roughly 150,000 children and adolescents, under the age of 18, are referred to Florida's Department of Juvenile Justice (DJJ) every year. Many of these youth have been impacted by poverty, violence, substance abuse, and academic disadvantage. Over 70 percent have at least one mental health disorder, with females experiencing higher rates of disorders (81%) than males (67%). Of youth diagnosed with a mental health disorder, 79 percent meet criteria for at least one other co-morbid psychiatric diagnosis, the majority of whom (approximately 60 percent) are diagnosed with a co-occurring substance use disorder.

The problems currently facing Florida's mental health and, consequently, criminal justice systems relate to the fact that the community mental health infrastructure was developed at a time when most people with severe and disabling forms of mental illnesses resided in state hospitals. As such, the community mental health system was designed around individuals with more moderate treatment needs, and not around the needs of individuals who experience acute and chronic mental illnesses. People who would have been hospitalized 40 years ago because of the degree to which mental illness has impaired their ability to function are now forced to seek services from an inappropriate, fragmented, and unwelcoming system of community-based care.

The justice system was never intended to serve as the safety net for the public mental health system and is ill-equipped to do so. Florida's jails and prisons have been forced to house an increasing number of individuals who are unable to access critically needed and competent care in the community. The consequences of the failure to design and implement an appropriate system of community-based care for people who experience the most severe forms of mental illnesses have been:

- Substantial and disproportionate cost shifts from considerably less expensive, front end services in the public mental health system to much more expensive, back-end services in the juvenile justice, criminal justice, and forensic mental health systems
- Compromised public safety

- Increased arrest, incarceration, and criminalization of people with mental illnesses
- Increased police shootings of people with mental illnesses
- Increased police injuries
- Increased rates of chronic homelessness

To effectively and efficiently address the most pressing needs currently facing the mental health system in Florida, it is recommended that the state invest in a redesigned and transformed system of care oriented around ensuring adequate access to appropriate prevention and treatment services in the community, minimizing unnecessary involvement of people with mental illnesses in the criminal justice system, and developing collaborative cross-systems relationships that will facilitate continuous, integrated service delivery across levels of care and treatment settings.

In this report, recommendations are made for the development of a comprehensive and competent mental health system which will prevent individuals from entering the justice system to begin with and will respond to individuals who do become involved in the justice system quickly and effectively to link them to appropriate services and prevent recidivism. By designing an appropriate and responsive system of care for individuals with serious mental illnesses, severe emotional disturbances, and/or co-occurring substance use disorders, people who otherwise would continue to recycle through the justice system will be served more effectively and efficiently. Public safety will be improved and the rate of individuals accessing more costly services in forensic mental health and criminal justice systems will be reduced.

Under this redesigned system of care, which will serve both adults with SMI and children with SED there will be 1) programs incorporating best-practices to support adaptive functioning in the community and prevent individuals with SMI/SED from inappropriately entering the justice and forensic mental health systems, 2) mechanisms to quickly identify and appropriately respond to individuals with SMI/SED who do become inappropriately involved in the justice system, 3) programs to stabilize these individuals and link them to recovery-oriented, community-based services that are responsive to their unique needs; and 4) financing strategies which redirect cost savings from the forensic mental health system and establish new Medicaid funding programs.

Key elements of the proposed plan include:

- Adoption of innovative financing strategies, designed around principles of managed care, that create incentives to prevent individuals from inappropriately entering the justice systems, and to quickly respond to individuals who do become involved in the justice system.
- Establishment of a multi-tiered level of care classification system targeting individuals at highest risk of institutional involvement in the criminal justice, juvenile justice, and state mental health systems to ensure adequate services in times of acute need when at risk of penetration into institutional levels of care and maximizing limited state resources during periods of relatively stable recovery.
- Creation of a statewide system of limited enrollment, Integrated Specialty Care Networks (ISCNs) under a newly authorized Medicaid state plan option targeting Home and

Community Based Services (HCBS) and specifically tailored to serve individuals with SMI/SED who are involved in or at risk of becoming involved in the justice system or other institutional levels of care.

- State certification of local providers and communities for participation in the proposed ISCNs, who demonstrate:
  - The ability to deliver effective, high-quality services across systems of care to individuals at highest risk of becoming involved in the criminal justice system or other institutional levels of care.
  - Ongoing, collaborative relationships with state and local criminal justice and community stakeholders that will facilitate early intervention and continuity of care across systems.
- Implementation of strategies targeting community readiness and individuals at highest risk for institutional involvement.
- Establishment of a partnership between DCF and AHCA to maximize funding streams and opportunities to serve individuals covered under public entitlement benefits (i.e., Medicaid) as well as those not covered.
- Programs to maximize access to federal entitlement benefits by expediting the application process and increasing initial approval rates for individuals prescreened to be eligible for benefits.
- Strategic, phased in implementation over a six year period to ensure adequate infrastructure development and sustainability.
- Strategic reinvestment of general revenue

**BLUEPRINT COMMISSION RECOMMENDATIONS**  
Numerical Listing with Supporting Information





<p>Anticipated Results / Impact of Recommendation</p>	<p>Reduction in the number of youth committed to residential services.  Reduction in the number of minorities within the system.  Increased availability of resources to treat more serious offenders.</p>
<p>Accountability Measures:</p>	<p># youth diverted from juvenile justice system receiving services in these community-based programs  Racial and gender make up of youth diverted from juvenile justice system receiving services in community-based programs  # youth who commit an additional offense while in program  # / % youth who successfully complete program  #/% youth eligible to attend that do attend school while in program  Number of misdemeanor commitments.  Youth outcomes in community alternative programs.</p>

**Legislation Required: Yes (2009); Fiscal Impact: Yes**

<p>Recommendation 2</p> <p>Screening and Assessments</p>	<p>Every circuit shall have a full Juvenile Assessment Center (JAC) that is based on a model that includes substance abuse and mental health screening, comprehensive assessments with follow-up services, detention screening and intake services, educational assessment, community-risk assessments, transportation services, security services, health services, and administration. A diversion program using a community-based intervention or treatment service shall be available for children to be referred from the JAC or qualified intake.</p>
<p>Identify Related Goal:</p> <p>Rationale:</p>	<p>Ensure public safety for Floridians by reviewing current detention / diversion practices, crime trends, and alternatives to placement. Juvenile Assessment Centers are multi-agency shared resource centers designed to provide initial screening and assessments, intake, diversion, and detention services. Promising Juvenile Assessment Centers include Miami-Dade and Leon County. Participating agencies may include state DJJ, DCF, and local school districts, law enforcement and other youth service entities. Careful needs and risk assessment are essential to appropriate placement and help to avoid secure placement when such needs and risks can be addressed in community settings. Absence of valid and reliable assessment may create a mismatch between youth risk and needs and services / interventions that may result in too little intervention for high risk and high needs youth and/or too much for low risk and needs youth.</p> <p>In 2007-08, DJJ indicates Florida has: 16 Juvenile Assessment Centers (JAC) as follows (Circuits 1 and 4 have a call center only (Circuit 7 is anticipated to convert to a call center July 2008); Circuits 3, 14, and 16 have no JAC or call center). The cost to run a JAC varies based on the number of youth referrals. Small JACs are generally funded at or around \$200,000 annually while larger ones are funded on average at \$750,000.</p>

Legislation or Budget Required?

<p><b>Recommendation 3</b></p> <p><b>PREVENTION / INTERVENTION</b></p>	<p>The State shall fund, in each circuit, community based substance abuse intervention, evaluation, and treatment services. Youth whose first offense is for drug possession and accompanying misdemeanor shall be diverted from prosecution into these substance abuse services.</p>
<p><b>Identify Related Goal:</b></p>	<p>Ensure public safety for Floridians by reviewing current detention practices, crime trends, and alternatives to detention.</p>
<p><b>Rationale:</b></p>	<p>Drug involvement, especially among young adolescents, is best addressed through informal settings. Young, minor offenders placed in detention is more costly and does not provide the most appropriate mechanism for treatment.</p>
<p><b>Potential Strategies: Legislation or Budget Required?</b></p>	<p>Treatment and intervention as needed, drug education and awareness, neighborhood accountability boards, and mentoring. May require a new section in Chapter 985. There would be a cost to provide these services. DCF contracted rates for assessment is estimated at \$83 per hour and \$170 per bed per day for residential treatment. Adult Day treatment rates run approximately \$69 per half/day. A more in-depth analysis would need to be prepared to estimate the number of youth anticipated for diversion to these programs for anticipated overall cost. Upon revision of statute.</p>
<p><b>Anticipated Results / Impact of Recommendation</b></p>	<p>Fewer youth placed on probation or in other formal dispositions, more appropriate and effective handling of young adolescents arrested on drug charges. Prevent young offenders from exposure to more serious offenders.</p>
<p><b>Accountability Measures:</b></p>	<p>Reduction in the proportion of youth arrested, adjudicated delinquent, and formerly processed for drug charges.</p>

Legislation Required: No; Fiscal Impact: No -- DJJ has funding and authority

Recommendation 4

Detention Screening

Legislation Required: No; Fiscal Impact: No -- DJJ has funding and authority



Legislation Required: TBD; Fiscal Impact: TBD

<p><b>Recommendation – 7</b></p> <p>Medical / Mental Health / Substance Abuse</p>	<p>The Department of Juvenile Justice shall continue to assess all youth prior to commitment to make a determination of their medical, mental health, substance abuse and developmental disability needs. The Department shall meet the needs of these youth. Further, the Department recognizes that additional funding to provide these services either by contractual arrangements or through additional health, mental health, substance abuse or developmental disability staffing will be necessary. The Department will track these expenditures and provide a report on these instances to the Legislature.</p>
<p><b>Identify Related Goal:</b></p>	<p>Improving critical youth health and treatment needs.</p>
<p><b>Rationale:</b></p>	<p>Youth should not enter the Juvenile Justice system to receive treatment services . Over 60% of youth in DJJ have a diagnosed mental disorder or symptoms consistent with a disorder  75% of youths in delinquency treatment programs admit to alcohol or drug abuse  50% - 75% of girls in juvenile facilities suffer from post traumatic stress disorder  Those youth found to have mental health needs are involuntarily committed (Baker Act). Youth with less immediate needs are placed in programs with specialized mental health and substance abuse services.  Severely mentally ill youth who are not an immediate suicide risk but have mental health need that outweigh the services available, should be provided intense mental health treatment.</p>
<p><b>Potential Strategies:</b></p>	<p>TBD</p>
<p><b>Legislation or Budget Required?</b></p>	<p>Additional contract funding may be required to ensure access to short-term stabilization care. Increased funding would be required to ensure sufficient mental health treatment services and contracting for inpatient psychiatric beds and more intensive medical overlay services.</p>
<p><b>Impact of Recommendation</b></p>	<p>Improved care, decreased recidivism, reduction in injury and re-traumatization.</p>
<p><b>Accountability Measures:</b></p>	<p>##% youth with medical / mental health / substance abuse / developmental disabilities issues waiting for treatment &amp; wait times  ##% youth re-directed from DJJ care into alternative treatment programs</p>



**Recommendation 8**

---

**Legislation Required: No; Fiscal Impact: No**

Florida's policy on Medicaid eligibility, disenrollment, and suspension should be reviewed and amended to prevent the dis-

Medical / Mental Health /  
Substance Abuse

Legislation Required: No; Fiscal Impact: Yes

Resources for healthEOjJh0I0 r e J'jwIToswhI0 r e t f tQtqf93JJO0OhJ0909093JJOThs6T sw6T/I0 f swHTIsJTts0t f tQtqf930J3999  
wO969ubstanc f t [ TYswkjAbuhwJJTbs6Tujsw6Tvks6Tss9JQdctawC \ 9kIe vkskkuj \ 9kICkh b fseltrecwJTTbs6Tujsw6Tvks6

Recommendation 9  
Medical / Mental Health /  
Substance Abuse-



**Legislation Required: No; Fiscal Impact: Yes**

<p>Recommendation 11 Health, Mental Health, Substance Abuse</p>	<p>The Department of Juvenile Justice should perform a comprehensive assessment of the expenses associated with serving youth with extenuating medical, mental health, developmental disability services, including physical disabilities and impairments. Additional funds should be appropriated to the Department to draw upon to care for these youth who require treatment beyond routine care and who are Medicaid ineligible.</p>
<p>Identify Related Goal:</p>	<p>Improving the outcomes by identifying critical youth health and treatment needs.</p>
<p>Rationale:</p>	<p>Federal law prohibits Medicaid coverage for youths in a state operated facility or a secure institution, including a high risk or maximum risk residential commitment program. Federal law indicates “states need not terminate Medicaid eligibility during an individual’s period of incarceration”. Legislation would only be required if Trust Fund were established. This issue anticipate a general revenue appropriation held in reserve that could be used to reimburse the department for extraordinary medical expenses of seriously ill youth.</p>

Legislation or Budget Required?

Cost: Recommend \$1 million  
Detention excessive medical costs in FY 2006-2007 exceeded \$800,000 and just over \$300,000 for residential. These

Legislation Required: No; Fiscal Impact: No

Recommendation 12 Health, Mental Health, Substance Abuse	The Department shall re-organize to require the Chief Medical Director report directly to the Secretary of the Department of Juvenile Justice.
Identify Related Goal:	Improving the outcomes of youth in the juvenile justice system by identifying critical youth health and treatment needs.

Rationale:

Due to the criticalness of the issues ac sop

Recommendation 13

Gender Specific

Legislation Required: No; Fiscal Impact: Yes

**Legislation Required: No; Fiscal Impact: Yes**

Revised  
Recommendation 14  
Gender specific

To maintain healthy contact between mother and child, where appropriate, committed girls who are pregnant, and / or mothers with infant children, shall be placed in small family-style community-based programs, taking into account the safety risk to girls, the fetus or infant, and the public.

Identify Related Goal:

Providing a fair and balanced approach for addressing the needs of all youth; focusing on racial disparities, gender-specific program needs and legal representation of youth.

Rationale:

In Florida, according to the study conducted by the National Council on Crime and Juvenile Delin \ DD' on RKAJW'R WEKReWEYR WEJ

Recommendation 15

Gender Specific

Legislation Required: No; Fiscal Impact: Minimal





<p>Recommendation 17</p> <p>Legal Representation of Child</p> <p>Identify Related Goal:</p>	<p>Legislation Required: No; Fiscal Impact: Minimal</p> <p>A child is entitled to representation by legal counsel at all stages of any delinquency proceeding in court before a judge. The Supreme Court should adopt a rule that requires consultation with an attorney before a child takes a plea or gives up the right to legal representation.</p>
---	---

amendments to correct the existing conflict situation where a parent who is the victim is legally liable for paying for the child's representation.

Legislation Required: YES; Fiscal Impact: Possible workload – Public Defenders	
Recommendation 18 Legal Representation	Amend Florida law (sec. 27.51) to authorize the Public Defender to represent children in all delinquency proceedings in court before a judge, beginning with the detention hearing. This would clarify that the Public Defender in each circuit is authorized and should have an attorney present at all detention hearings. Parents or guardians, who are also the alleged victim, should not be charged for the legal representation of their children.
Identify Related Goal:	Providing a fair and balanced approach for addressing the needs of all children, including racial disparities, gender specific programs, and legal representation.
Rationale:	Children have the right to be represented by an attorney at all crucial stages of court proceedings. Because Florida law only authorizes Public Defender representation after a petition has been filed, that statutory glitch has created a gap in representation because State Attorneys do not always file the petition by the time of the child's first court appearance, the detention hearing. The result has been that in at least one Circuit, the Public Defender's office is not present at the detention hearing and children are therefore unrepresented at a crucial stage. Clarifies Florida law to make Chapter 27 consistent with the child's right to representation under Chapter 985.
Legislation or Budget Required?	Fiscal Impact: None anticipated Legislation required.
Time Frame?	2008 Legislature
Anticipated Results/Impact of Recommendations:	<ul style="list-style-type: none"> <li>-Reduced number of children unnecessarily or illegally held in secure detention.</li> <li>-Reduced racial disparity of children in detention.</li> <li>-Reduced costs to the counties who are now financially responsible for the cost of children held in secure detention prior to trial</li> </ul>
Accountability Measures:	Number of children represented at detention hearing versus prior year



**Legislation Required: 2009 Legislative Session; Fiscal Impact: Possible to FDLE**

<p><b>Recommendation 20</b> <b>Legal Representation</b></p>	<p>Juvenile arrest records of first time nonviolent offenders shall remain confidential and not available for sale or disclosure by FDLE or any other government agency so long as the juvenile remains crime free. The legislature should amend Florida law to protect the confidentiality of those juvenile arrest records, while allowing law enforcement and prosecutors access to such information. Notwithstanding these changes, the victim of the offense shall continue to have the right to receive a copy of the offense report, as provided under current law.</p>
<p><b>Identify Related Goal:</b></p>	<p>Providing a fair and balanced approach for addressing the needs of all youth, including racial disparities, gender specific programs, and legal representation.</p>
<p><b>Rationale:</b></p>	<p>Florida youth are often denied employment and other opportunities due to mistakes made in their early years. Youthful offenders from states whose confidentiality laws are more stringent than Florida have an advantage over our state's own youth. There are a number of short and long term consequences for a significant number of one-time offenders including ability to pursue education, employment, and other pro-social pursuits.</p>
<p><b>Potential Strategies:</b></p>	<p>TBD</p>
<p><b>Legislation or Budget Required?</b></p>	<p>May have fiscal impact to FDLE to modify criminal history file. Amendment and expansion to section 943.0582, F.S. (See 2007 Senate Bill 250)</p>
<p><b>Time Frame ?</b></p>	<p>2009</p>
<p><b>Anticipated Results / Impact of Recommendation</b></p>	<p>Reduction in number of youth with criminal record Increase in number of youth who gain employment and receive education opportunities.</p>
<p><b>Accountability Measures:</b></p>	<p>#!/% youth records eligible that are expunged.</p>

Legislation Required: No; Fiscal Impact: No

<p>Recommendation 21</p> <p>Education / Vocational</p>	<p>The Legislature, through OPPAGA, should conduct a comprehensive review of educational programs within the juvenile justice system, to include youth who also have their high school diploma or GED, and provide recommendations to address the needs for program and instructional flexibility to improve academic and vocational outcomes of youth served.</p>
<p>Identify Related Goal:</p>	<p>Enhance educational and vocational outcomes of juvenile justice involved youth.</p>

**Legislation Required: No; Fiscal Impact: Yes**

Provide regional workforce boards general revenue earmarked for juvenile justice involved youth employability skill development and prevention, intervention, and residential programs and post commitment.]

Recommendation 22

Vocational



**Legislation Required: No; Fiscal Impact: Yes**

<p>Recommendation 23 Re-entry</p>	<p>Prior to exiting juvenile justice commitment programs, all youth shall have the benefit of an identified community based, inter-agency transition planning team to facilitate a comprehensive, multi-agency reintegration of each youth into the community to include housing, education, and employability.</p>
<p>Identify Related Goal:</p>	<p>Effective re-integration of juvenile justice involved youth into continuing education, employability and communities upon program exit.</p>
<p>Rationale:</p>	<p>Youth should have a seamless transition and support upon exiting juvenile justice programs beginning while the youth is still in a commitment status including day treatment, prevention, and conditional release. A similar support system needs to exist at the receiving end with interested stakeholders and community advocates. Although such interagency teams exist currently in many circuits with a variety of names, standardized funding would make them available to all probation officers and residential commitment programs capitalizing on the state's investment in these youth prior to program exits and providing additional youth contacts and support supplementing the responsibilities of the probation officer.</p>
<p>Legislation Required ?</p>	<p>No legislation required; however, the Department should review existing policies to ensure the appropriate allocation of existing re-entry services and resources.</p>
<p>Fiscal Impact?</p>	<p>Estimated \$1,000 per youth provides for 40 hours of follow-up case management Contractual funds from the department for conditional release and or post commitment probation would provide matching resources for school district and /or related community services. These funds could be made available to current providers or existing models such as community action teams or multi-agency network projects funded by the DOE to school districts within each judicial circuit. \$1.5 M would serve 1500 youth</p>
<p>Time Frame ?</p>	<p>On-going - Begin 2008</p>
<p>Anticipated Results / Impact of Recommendation</p>	<p>Lower recidivism and increased community involvement. Individualized re-entry planning for juvenile justice students moving between and among programs within school districts.</p>
<p>Accountability Measures:</p>	<p>% reduction in recidivism % returned to school % combination of work or school</p>

Legislation Required: No; Fiscal Impact: No

Recommendation 24

Education / Vocation



Legislation Required: No; Fiscal Impact: Yes

<p>Recommendation 26 Education / Vocation</p>	<p>Expand use of technology in juvenile justice education programs to include distance learning, access to Florida Virtual High School and post-secondary education within and after school through shared working agreements between school districts and the Department of Juvenile Justice. Ensure education technology grants and career academy funding available from the Department of Education are available to juvenile justice educational programs with mobile student populations.</p>
<p>Identify Related Goal:</p>	<ul style="list-style-type: none"><li>• Strengthening communities, youth, families, schools through effective prevention / intervention programs including education / vocation.</li></ul>

Rationale:  
The use of technology has improved for educators within juvenile justice programs but classroom technology remains limited. Currently, no juvenile justice educational programs provide for access to computer equipment owned by the RvChve f DDDKDYKjzDDY

Legislation Required: No; Fiscal Impact: Yes

**Recommendation 27**

Fair and Balance - Minority  
Over-Representation

Develop strategic plan to reduce disproportionate minority contact and over-representation including strategies such as restorative decision-making practices, to offer alternatives aimed at preventing movement of youth to the next level of intervention as the point of school disciplinary decisions, arrest, charging, disposition, and placement.

Establish comprehensive partnerships with Faith and Community Based Organizations that will be minority-led, citizen-based, non-profit organizations designed and prepared to handle the range of responsibilities for responding to the needs of underserved youth.

Legislation Required: No ; Fiscal Impact: Yes

Recommendation 28

Prevention / Intervention

<p>Anticipated Results / Impact of Recommendation</p>	<p>Increase awareness of available prevention and early intervention services.  Reduction in the number of youth referred to the juvenile justice system.  Decrease in out-of-school suspensions and expulsions.  Decrease in school-based referrals to law enforcement and the Department of Juvenile Justice.</p>
<p>Accountability Measures:</p>	<p>Number of youth served through prevention and early intervention programs.  Number of youth diverted from juvenile justice system receiving services in community-based programs.  Number of children who remain in their homes and communities after receiving services.</p>



**Legislation Required: No ; Fiscal Impact: No**

<b>Recommendation 29</b> <b>Prevention / Intervention</b>	<b>The Children and Youth Cabinet should direct the development and implementation of a statewide multi-agency plan to coordinate the efforts of local, state and federally funded programs, appropriations or activities designed to prevent juvenile delinquency, status offense behaviors, and other related behavioral problems.</b>
<b>Identify Related Goal:</b>	<b>Strengthen Youth, Families, Communities and Schools through collaborations and effective prevention and intervention programs.</b>

**Section 402.56(b), F.S., establishes the Children and Youth cabinet and directs the development and implementation of a shared vision among the branches of government in order to improve child and family outcomes in this state and invest in the education and skill of children and youth. Two primary components of DJJ's prevention and early intervention strategy includes community collaboration.**

**Community organizing requires that community members be included at every level and step in the process. Community organizing provides the means for addressing local needs of communities and neighborhoods. Each community should identify and actively seek to involve all groups that represent the various agencies, organizations, racial and ethnic groups, ages, genders, etc.**

Legislation Required: No ; Fiscal Impact: yes

Recommendation 30

Prevention

	<p>violence charges) would cost approximately \$2,549,470. Counties with high percentages of youths detained for domestic violence, who had no prior delinquency referrals (70% and above), could be allocated funding to work with local CINS/FINS providers and other appropriate community-based service agencies to implement respite care, where deemed appropriate, to be accompanied by ongoing assessment and family interventions. Additionally, it would cost \$273,910 to conduct eligibility screening and intake/assessment for this population of youth (2,107 x \$130).</p> <p>20 counties in Florida accounted for 47% of all youth referred on a domestic violence charge (4,323 youth referred). The Department could work with local Juvenile Justice Circuit Boards and County Councils, and other key stakeholders in designated counties to coordinate and facilitate effective and innovative prevention and early intervention programs to reduce domestic violence referrals, which are estimated to cost approximately \$1,200 per youth.</p> <p>4,323 youth x 78% (misdemeanors) = 3,372 x \$1,200 = \$4,046,400</p>
<p>Time Frame</p> <p>Anticipated Results / Impact of Recommendation</p> <p>Accountability Measures:</p>	<p>2008 session</p> <p>Reduction in the number of youth referred to the juvenile justice system.</p> <p>Reduction in the number of youth held in secure detention.</p> <p>Reduction in the number of youth committed to residential services.</p> <p>Reduction in the number of girls within the system.</p> <p>Percent of youth charged with domestic violence placed in alternatives to secure detention.</p> <p>Percent of youth with domestic violence issues diverted from the formal juvenile court system</p>

Legislation Required: No ; Fiscal Impact: No

Recommend the Children and Youth ~~C&Y~~errswJTeswJTcswJTtwJTTrs699jsw6TtswIThs6TeskJT swJhTDwJTteswJTpw6TaswhT t lsw and the DwJTeswJTpw6TaswhT t lswJTtwJTJj6Tm6kCTeswJ6Tns6TwJTTrs699jsw6ToswhfJTrs699jsw6J b swHTus6TvswhTeJwJTns

Recommendation 31

Prevention / Zero Tolerance

**Legislation Required: 2009 Legislative Session; Fiscal Impact: No**

Amend F.S. 1006.13 to prohibit the unjust application of zero tolerance, clearly stating that zero tolerance shall not be applied to petty acts of misconduct and misdemeanors. Discipline and/or prosecution should be based on considerations of the individual student and the particular circumstances of misconduct. School districts should involve law enforcement only for serious offenses that threaten safety. Alternatives to expulsion or referral for prosecution should be developed that will improve student behavior and school climate without making schools dangerous.

**Recommendation 32**

Prevention Zero Tolerance  
Identify Related Goal:

Legislation Required: Yes; Fiscal Impact: No

A child who is 10 years old or younger who is referred for a delinquent act should be diverted. A delinquency petition cannot be filed on a child 10 years of age or younger unless appropriate services have been exhausted.

Recommendation 33

Legal Representation

Goal:

## Legislation Required

<p>Recommendation 35 Residential</p>	<p>DJJ shall create community-based programs with a continuum of care that support the use of small facilities to provide programs and interventions that protect the public, serve families, and habilitate youth.</p>
<p>Goal: Rationale:</p>	<p>Transforming large institutional care to community-based residential models. Research has found that community based programs help promote family involvement, prepare youth for successful transition back into the community through contacts with schools and employers, and provide a more realistic setting in which youth can learn and practice social skills.</p> <ul style="list-style-type: none"> <li>• Other states have experienced success in placing youth in smaller community based programs instead of large congregate juvenile facilities. Smaller programs with intensive services, which are less prone to violence, offer the best hope for the successful habilitation of youth.</li> </ul>

Potential Strategies:

- Submit a plan to move away from facilities of more than 165 beds by January 1, 2008 as directed by the Legislature.
  - Consider the physical layout and conduciveness to treatment in reviewing programs. Is it an institutional setting or is it a campus setting.
  - Take into consideration that some programs have economies of scale. If a larger capacity contributes to securing needed services for the youth and the program is successful, this should be considered.
  - Bring new facilities on line before closing existing facilities to avoid escalating the waiting list.
  - Explore opening therapeutic homes funded through Medicaid.
- The department should publish a definition of community based programs by January 1, 2008.





Legislation Required: No; Fiscal Impact: Yes

<p>Recommendation 37 Residential</p>	<p>The department shall identify “service areas” that promote the concept of community-based programs while recognizing the unique characteristics of Florida’s communities, and will recommend implementation to the Legislature. Adoption of the DCF service area boundaries shall receive careful consideration. A full continuum of services that include, but are not limited to, prevention, early intervention, supervision and support services in the family, probation, residential, and aftercare will be available in each service area.</p>
--	--

Goal:

Strengthen communities, youth, families and community collaborations through effective prevention and intervention programs. Florida’s communities have much to offer youth and their families that are involved in the juvenile justice system. Placement of a youth far away from his home community weakens community linkages that can assist the youth. Defining service areas that will facilitate services near the youth’s home will promote providing the youth with the appropriate



<b>Legislation Required: No; Fiscal Impact: Yes</b>	
<b>Recommendation 39</b>	Job skills training providing educational credits and / or nationally recognized certification will be available in all juvenile justice day treatment programs and residential commitment programs. The Department of Juvenile Justice shall work with the Agency for Workforce Innovation and Workforce Florida to assure that all job skills training is in areas directly tied to careers listed on Florida's targeted occupation list.
<b>Education / Vocational Goal</b>	Strengthen communities, youth, families and schools through effective prevention and intervention programs including youth development, education, and job training.
<b>Rationale:</b>	<p>The rationale for this recommendation is two-fold:</p> <ul style="list-style-type: none"> <li>Youth with higher-self esteem and sense of self worth are less likely to be involved in the commission of delinquent acts. By increasing a youth's skill level you increase their self worth, which will reduce their likelihood of re-offending.</li> </ul> <p>Youth who can be gainfully employed and provide legally for their own needs, and those of any dependents they may have, won't need to resort to criminal actions for basic subsistence.</p>
<b>Potential Strategies:</b>	<ul style="list-style-type: none"> <li>Develop "service areas" for youth served by the Department</li> <li>Work with programs to educate them and assure that all funding opportunities (such as Perkins Grants) are fully utilized.</li> </ul>
<b>Legislation or Budget Required?</b>	<p>Develop LBR's to assure that vocational training and specialized job coaching after placement is available in each service area.</p> <p>An LBR to address these additional services would need to be developed.</p> <p>As no decisions have been made yet regarding the number of service areas all estimates regarding costs are estimates. 20 (# of service areas) X 30 slots (vocational overlay) X 365 X \$55 ( average cost of vocational overlay) = \$12,045,000. Additionally 300 slots of 6 months job coaching would need to be requested at an average cost of \$11 per day 300 X 365 = 1,204,500 for an estimated total annual cost of \$13, 249, 500.</p>
<b>Time Frame</b>	2009 Legislative session
<b>Anticipated Results / Impact of Recommendation</b>	<p>More youth exiting residential commitment will have the skills necessary to get a job.</p> <p>More youth exiting residential commitment will continue their vocational training upon their release.</p>
<b>Accountability Measures:</b>	% of youth released from residential commitment who obtain employment within 3 months of release

**Legislation Required: No ; Fiscal Impact: No**

<p><b>Recommendation 40</b> <b>Residential</b></p>	<p>Services and education that youth receive in detention while awaiting placement in a commitment program should be considered as part of completing the youth's treatment plan. Similarly, the services and education that youth receive in a competency restoration placement should be taken into consideration as part of the pre-disposition report at the youth's treatment plan in any subsequent disposition. It is recommended that the Governor establish a committee to review and make recommendations to modify current statute and / or practices associated restoration of competency. The commission should include members of the judicial branch, the Department of Juvenile Justice, the Department of Children and Families, and community mental health representation.</p>
<p><b>Rationale:</b></p>	<p>Florida's Juvenile Incompetent to Proceed Program within the Department of Children and Families, provides competency restoration services to juveniles who are mentally ill and/or mentally retarded, who have been charged with a felony and do not have the ability to participate in legal proceedings due to the mental illness and/or mental retardation.</p> <p>The DCF program provides assessment, evaluation and intensive competency training and treatment to allow the juvenile to return to court and proceed with their court proceedings. Competency restoration services are available in both the community and in a secure residential setting.</p> <p>The goals and process involved in competency restoration are similar to delinquency programs. A youth should not have to spend several months in an incompetent to proceed program, and then start over when he enters a commitment program. DJJ residential programs and the incompetent to proceed program should work together to ensure youth receive credit for the progress that has been made.</p>
<p><b>Legislation or Budget Required?</b></p>	<p>No Legislation or Budget Impact. Support of stakeholders throughout the system would be required.</p>
<p><b>Time Frame</b></p>	<p>2009 Legislative Session</p>
<p><b>Anticipated Results / Impact of Recommendation</b></p>	<p>Treatment plans for youth would be more focused as progress in the previous program would be accounted for and the youth could focus on remaining priority issues.</p>
<p><b>Accountability Measures:</b></p>	<p>Reduced length of stay in juvenile justice programs that have completed an incompetent to proceed program</p>









**Legislation Required: No ; Fiscal Impact: Yes**

<p>Recommendation 43 Prevention</p>	<p>DOC/DJJ/DCF will work with a respected financial and forecasting research organization to calculate the return on investment and cost savings of crime reduction through effective programming (as done by the Washington State Institute for Public Policy) with the goal of implementing similar cost saving strategies and practices in Florida.</p>
<p>Rationale:</p>	<p>The return on investment in crime reduction from diverting funding for adult prisons has been substantial in Washington State. It is believed that if the State of Florida implements these same strategies, the savings will be similar, thereby providing an opportunity for more aggressive funding of increasing prevention, diversion, and intervention programs.</p>
<p>Potential Strategies:</p>	<p>Engage the Department of Corrections and Department of Children and Families to identify strategies to reduce future prison building to invest in prevention and intervention programs that will decrease recidivism. DJJ must become a fully engaged and partner in the State's Criminal Justice Estimating Conference DOC and DJJ should develop a joint planning process.</p>

<b>Legislation Required: No ; Fiscal Impact: Minimal</b>	
<p>Recommendation 44</p> <p>Oversight</p>	<p>The Secretary of the Department of Juvenile Justice should convene the Blueprint Commission on Juvenile Justice annually, for a period of three years, for the purpose of reviewing and issuing a progress report on the Commission's recommendations and the impact on Florida's Juvenile Justice system.</p>
<p>Rationale:</p>	<p>The purpose of convening the Commission annually over 3 years is to ensure measure annual progress of Blueprint initiatives and provide a report to the Governor. The Commission will hold its first meeting during the summer of 2008.</p>

Legislation or Budget Required? Voluntary Commission – no legislation required.

<b>Legislation Required: No ; Fiscal Impact: Minimal</b>	
Recommendation 45	Recommend the establishment of a State Juvenile Justice Policy Research Institute for Juvenile Practices.
Oversight / Best Practices	
Rationale:	The purpose of the Juvenile Justice Policy Research Institute would be to provide technical assistance, best practices, and policy and research assistance and support to the Department of Juvenile Justice and State Juvenile Justice policy makers.
Legislation or Budget Required?	Legislation and Budget would be required.
Time Frame	2009
Anticipated Results	Availability of policy research, analysis , best practices for policy decisions.

**Legislation Required: ; Fiscal Impact :**

<p><b>Recommendation 46</b>  <b>Dependency / Delinquency youth</b></p>	<p>The Department of Juvenile Justice and the Department of Children and Families should review and update the interagency agreement concerning the dually served youth to include defining the role of the Department of Children and Family community based care providers. The Courts assigned to hear dependency and delinquency cases are encouraged to communicate and collaborate concerning children in both court systems resulting in the most appropriate disposition for the child's well-being. Foster children in Department of Juvenile Justice residential commitment are especially vulnerable, need frequent case management, judicial review, and opportunity to attend dependency hearings in person or telephonically.</p>
<p><b>Rationale:</b></p>	<p>In keeping with the Supreme Court Unified Family Court Guiding Principles, the DJJ case worker most knowledgeable of the youth in question, must be an active player in all judicial reviews of dependent children. A current detailed progress report of the child in the DJJ program shall be made a part of the judicial review filings. Safe and permanent homes and the best interests of the children must be the primary objective of both DJJ and DCF when a child is involved in both agencies.</p>

**Potential Strategies:**

All dependent children within DJJ should be provided with a copy of the dependency petition, pre-dispositional study, dependency disposition order, and case plan by the Department of Children and Families. If parental rights have been terminated, Children and Families must provide a copy of the petition to terminate parental rights, final judgment of termination of parental rights. These documents should be a required component of the youth's case file and should be forwarded to the DJJ commitment program and case worker receiving the child.

All dependent children who are in a DJJ commitment placement must be specifically and effectively considered in the judicial

**Legislation Required: Yes ; Fiscal Impact: Needs to be analyzed**

<p>Recommendation 47 Review of youth sentences</p>	<p>Require the Parole Commission establish a mandatory parole hearing for those inmates sentenced to adult corrections, as a juvenile and who have received more than a 10 year adult prison sentence. Only those inmates who have served at least 8 years of their sentence and who meet established criteria would be eligible for a parole hearing for determination of conditional release or parole. It is imperative that victims are notified prior to the hearing and are afforded opportunity to provide comment and concerns to the Commission.</p>
<p>Rationale:</p>	<p>Parole is a form of early release from prison for offenders. The Parole Commission individually examines each inmate eligible for parole, and selects those worthy of parole for conditional release. A parolee is supervised like a probationer and may be sent back to prison for violation of the terms of the release.</p> <p>Inmates who were sentenced as adults for offenses committed prior to reaching 18 years of age are eligible for parole on the same basis as other inmates. Parole is not available for many crimes that were committed on or after October 1, 1983.</p> <p>This recommendation would require a modification to statute to allow for those inmates sentenced as an adult for an offense prior to reaching 18, and that meet parole eligibility criteria, would be eligible for parole and receive a parole hearing, upon serving at least 8 years of a 10 year or greater sentence.</p> <p>Any offense specified in s. 775.084(1)(b)1, F.S. (numerous violent felonies); s. 784.03, F.S. (battery); s. 827.03, F.S. (child abuse) would not be eligible under this recommendation.</p>

**Legislation or Budget Required?**

According to Parole Commission, Fiscal Impact would be minimal: Estimate 1 FTE at \$50,000 (salaries / benefits and expense)

Would require modification to statute to create a system f d? e YasYK(ji)jRR WX j i8Xi qi i R WEYRFjTWYRnWEIRoij WEIR \ DDW t

**Legislation Required: Yes ; Fiscal Impact: No**

The Legislature should amend the statute, which establishes the Juvenile Justice Circuit Boards and Juvenile Justice County Councils, to provide for 1 3JJTtWT T60kTesw6T sw6TtsrwJJThs6TisJTcswJThs6T sw6TeswJTssITtswIT3JkswITysTtice

Recommendation 48

Prevention

**Legislation Required: No ; Fiscal Impact:**

Consistent with the Attorney General's Statewide Gang Reduction Strategy, the Department of Juvenile Justice should partner with state and local law enforcement, the Department of Education, the Department of Children and Families, and

Recommendation 49

Prevention





<p><b>Victim Impact</b></p>	<p>The Florida Department of Juvenile Justice shall have a commitment to a balanced approach in all of its activities and services. This approach should address the needs and interests of all stakeholders including victims, communities, and offenders impacted by juvenile crime.</p>
<p><b>New Recommendation 51</b></p>	<p>Strengthening youth, families, and communities through collaborations.</p>

**Rationale:** Juvenile Justice often focuses exclusively on the offender. While meeting the youths' needs, the system often forgets other stakeholders, including the victim.

When a youth commits an offense, the victim is changed forever {B, the preceding language seems a bit much- physically,

Expand neighborhood accountability boards;

D

<p><b>Recommendation # 52</b></p>	<p>Increase the number of direct service Juvenile Probation Officers, and support staff to meet 100% of the need in order to fulfill the mission of the Department.</p>
<p><b>Identify Related Goal:</b></p>	<p>Ensuring an effective and accountable system by building a competent and stable workforce.</p>
<p><b>Rationale:</b></p>	<p>The fundamental resource that the Department of Juvenile Justice has to fulfill its mission is its human resource. The Juvenile Probation Officer position is the keystone to all that happens to all that happens to youth who are arrested and referred to the Florida Department of Juvenile Justice by law enforcement. In addition to the critical decision-making functions clustered under the intake and screening responsibilities of the Juvenile Probation Officer, the Officers also perform multiple supervision duties.</p>
<p><b>Potential Strategies:</b></p>	<p>A workload analysis is the most reliable means of identifying the unmet need for Juvenile Probation Officer positions. This analysis has been completed through the identification of the key tasks, the number of cases opened per year and a calculation of the amount of time on average that it takes to complete these critical tasks. Nine discreet tasks have been identified and a tenth for miscellaneous duties was included in the calculation. This methodology was then verified by a follow up task analysis prepared by the Bureau of Staff Development. The additional need for Juvenile Probation Officer and Senior Juvenile Probation Officer FTE was determined to be 379 FTE. By formula this number generates 47 unit supervisor positions and 100 clerical support FTE.</p>

**Legislation or Budget Required?**

No substantive legislation is required.  
 To bring juvenile probation staff up to the optimum level to ensure probation oversight of youth, 526 positions at a cost of \$29.8 m would be required. DJJ recommends phasing this in over 5 years.

