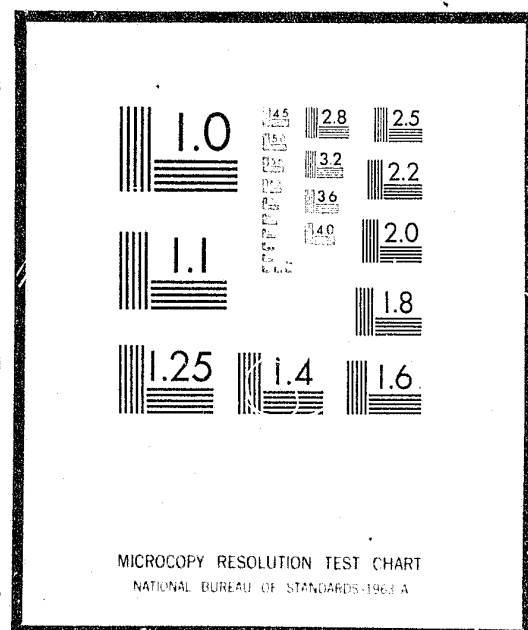


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## FLORIDA DIVISION OF YOUTH SERVICES COMPREHENSIVE PLAN 1974 - 1980

NOV 1977  
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ACQUISITIONS

The Florida Department of Health & Rehabilitative Services  
Division of Youth Services  
Comprehensive Plan  
1974 - 1980

Prepared by:  
The Bureau of Research,  
Statistics and Planning  
Division of Youth Services

This public document was promulgated at an annual cost of \$455.00 or \$.89 per copy to give future activities of the Department of Health and Rehabilitative Services, Division of Youth Services.

July 29, 1974

Mr. O. J. Keller, Secretary  
Department of Health and  
Rehabilitative Services  
1323 Winewood Blvd.  
Tallahassee, Florida 32301

Dear Secretary Keller:

I am pleased to submit to you the updated Comprehensive Plan for the Florida Division of Youth Services, the Department of Health and Rehabilitative Services. It is our hope that this Plan will fully acquaint the Legislature, the Governor and you with the general program directions we would like to take over the next six years in the Division of Youth Services.

This plan for the prevention, control and correction of juvenile delinquency in the state of Florida was developed under the auspices of the Bureau of Research, Statistics and Planning of the Division of Youth Services. The plan deals almost exclusively with the activities of the Division of Youth Services. It should be recognized, however, that Division activities are highly interrelated with the efforts of other state and local agencies. Therefore, the objectives and strategies presented in this document will affect the perspectives and activities of many other organizations and agencies in the state. In this way, the document is more than just a Division of Youth Services Plan. It should provide a framework for all those active in the Florida juvenile justice system.

The development and publication of this plan were partially funded by grant money provided through Law Enforcement Assistance Act monies.

It is expected that this document will provide the foundation for the implementation of a management by objectives format, which will govern program development and evaluation in the Division. The plan, with annual revisions, will give direction and cohesion to the development of Division policies and programs.

The Florida Division of Youth Services has rapidly grown into a large, major organization and no plan can fully capture or reflect the scope and complexity of its activities. In just four years the substantial growth and development of the Division completely outdated the original Comprehensive Plan. Hopefully, the following updated

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version will keep pace with events through a series of annual revisions. In this way, the Comprehensive Plan will both shape and be shaped by events as they unfold in Florida and across the nation.

This document will serve as a guide to the future, and help us comprehend both the past and the present more fully. In order to draw an informed picture of the future we must first understand where we have been. This Plan is not merely a ratification of the past; it is an effort to explore the past in such a way as to determine what changes are both desirable and possible. While it does not recommend any radical breaks with the past, it does, however, recommend certain shifts in emphasis, together with a speed-up in the pace of some programs and projects underway.

The development of this document has involved the efforts of many people in the Division of Youth Services. Without their cooperation and assistance the update of the Comprehensive Plan would not have been possible. Their continued assistance and criticism are expected as the Plan goes through annual revision. It is, after all, their Plan and expresses their concern for the troubled children of Florida.

Sincerely,

*J R Rowan*  
Joseph R. Rowan, Director  
Division of Youth Services

JRR/cmh

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I

INTRODUCTION

The Florida Division of Youth Services was created in 1967 by the State Legislature and charged with the mission of serving Florida's children in trouble. It functions as a division of the Department of Health and Rehabilitative Services. The Director reports to the Secretary of the Department, who in turn is responsible to the Governor.

The creation of the Division of Youth Services resulted from the findings of a Legislative Interim Committee appointed by the 1965 Legislature to study delinquency in Florida and recommend measures for improvement of the State's capability for dealing effectively with troubled youth. Its creation was endorsed by juvenile and county judges, who were concerned with unifying the State's fragmented services for youthful offenders.

The Division is currently composed of ten separate bureaus organized principally along functional lines. A brief description of activities of these bureaus will be provided in a later chapter. The Division views its mission as one of concern with the social and emotional growth of children in trouble. Its philosophy is that "corrections is a teaching process, and that personal growth can take place only in an atmosphere conducive to learning." If delinquent children are to discard negative attitudes about themselves and the world at large, "people-changing" experiences through personal involvement with concerned professional and lay persons must be provided.

In its early years, the Division consisted primarily of four residential training schools for boys and girls. However, since its inception in 1967, it has developed a varied, broad-based treatment program and is moving rapidly toward complete, statewide control of all delinquency-oriented youth services. Paralleling the growth of the Division as a whole has been the rapid expansion of the Bureau of Group Treatment. From a single group treatment facility, located in Tallahassee, the Bureau has grown into a statewide community-based residential and non-residential treatment system containing 25 facilities and dealing with approximately 1000 children per year.

Other far reaching reorganizations of the Florida Juvenile Justice System have taken place in recent years. The first of these, occurring in October of 1971, was the establishment within the Division of a statewide system of intake and probation services for the juvenile courts. Prior to this time, counties had been responsible for providing these services. The juvenile court judge was usually the primary administrator of probation and intake services. Counties had wide latitude in establishing both the number and qualifications of counselor positions with wide variations existing from county to county in the quality of service offered. Each county was somewhat autonomous in promulgating procedures to carry out the purposes of the juvenile justice system. Consequently, the way in which a child was handled in one county frequently had little relation to the manner of handling received in another. Many of the inequities caused by the splintered approach described above were minimized by the introduction of a state system. The new system also provided many counties with intake and probation services for the first time.

The second major change in the system occurred on January 1, 1973, when juvenile court jurisdiction was elevated to the circuit courts. Several juvenile court judges were elevated to the circuit court bench at the time of the change, but many judges were removed from their jurisdiction of juvenile matters. One of the prime issues that faced the reformed circuit courts was whether to assign judges to juvenile cases on a long term basis or to rotate areas of expertise periodically. Many circuits chose to rotate judicial functions. With this decision the role of the juvenile judge as a substitute father has been altered in favor of a role that emphasizes the legal aspect of the court.

A third major change in the Florida juvenile justice system occurred on January 1, 1974, when the Division assumed statewide control of all juvenile detention facilities. This change was based on the clear recognition that a continuation of the county system of detention would be detrimental to the welfare of the youth of Florida. The county detention system was in fact not a system at all. Counties varied as to the rates at which children were detained, the kinds of offenses for which they were detained, and the length of time they had to spend in detention. In addition, the buildings utilized for youth detention ranged from county jails to fairly modern facilities, with programs ranging from purely custodial to progressive. State administration of youth detention is designed to provide the following advantages:

- Uniformity of standards for facilities.
- Upgrading of staff positions and increased staff training.

- Innovative programs for individualization of detention services.
- Increased use of volunteers and paraprofessionals to support professional staff.
- Economy in bulk purchasing.
- Reliable data for evaluation and planning.
- Increased use of non-secure detention with resultant economies and less trauma for children.
- A more rational, efficient and humane detention system for the state of Florida

The assumption of statewide detention control provides the Division with the opportunity to increase further its ability to ensure effective and uniform operation of the juvenile justice system in Florida as a whole. It also relieves county governments of what had become a burdensome responsibility.

The original Comprehensive Juvenile Justice Plan, of which the following is an extensive update, was mandated by the Florida Legislature and created by the Governor's Task Force on Juvenile Delinquency. This task force, which sought to explore the major problem areas in the operation of the Division, made several significant recommendations. The substance of these recommendations is presented below, together with a brief analysis of the progress made to date in acting upon these recommendations. It should be noted that the recommendations are very basic in nature, reflecting the embryonic nature of the Division in 1969. The successful achievement of these basic goals has allowed the Division to turn its attention toward more sophisticated treatment and policy goals which will be enumerated in a later chapter.

The Task Force's first recommendation was that measures be taken to enable the central office to obtain effective administrative control of the organizational structure of the Division. The response to this recommendation came in the form of a consolidated budget administered for the Division as a whole and the establishment of an office of personnel. Central office control and administrative capabilities were also greatly increased by the addition of the following positions: an Assistant Chief for the Bureau of Training Schools, a Planning and Budgeting Coordinator, a Food Service Administrator, and a Maintenance Specialist.

The Task Force's second recommendation was concerned with the very essential problem of assuring that the basic needs of state wards were being met. The first of the actions called for under this topic was the hiring of sufficient houseparents in the training schools to permit 40 hour work weeks. This objective has been achieved through the phased reduction of training school population and by employing additional houseparents. An activities director has been employed by each institution to plan recreation activities. Additional maintenance staff have also been hired. However, this number is not yet sufficient to handle all mechanical functions adequately. New personnel have also been added to the food service staff to provide an improved management capability, and consultations with nutritionists have served to improve both the quality and management of this area.

Thirdly, the Task Force recommended that the Division's education programs be strengthened and that vocational training programs be established. In response to the above, the Bureau of Education

was created and designed to help develop and administer an effective educational program. Remedial instructors have been recruited, but the numbers are still insufficient to meet the need, especially in the area of reading. Basic vocational training is now being provided, though the brief length of stay for most youths precludes the adoption of full apprenticeship programs. The Division has been unable to provide the recommended librarian to serve in the training schools. However, an agreement with the Department of Education has provided the Division of Youth Services with librarian consulting services. It should also be noted that two of the four training schools have been accredited.

In its fourth recommendation, the Task Force suggested that "planning be instituted to develop a total, coordinated therapy program," and it specified the need to identify resources both within the institutions and in the communities, for use in the design, modification, and staffing of treatment programs. Until recently much of the planning capability of the Division was lodged with the Executive Staff, which operated both as a body in setting goals and policy guidelines for the agency as a whole, and as individual bureau chiefs in designing and implementing specific programs. The Bureau of Research, Statistics and Planning has recently sought to give a systematic structure to Divisional planning activities through the institution of a modified Operational Planning System. As an additional program and planning aid, the Bureau is conducting a series of research projects and specific program evaluations designed to explore crucial areas of the juvenile justice field, while testing the effectiveness of specific program designs.

As is evident from the above, the goals suggested by the Governor's Task Force in the original Comprehensive Juvenile Justice Plan are of a very basic nature. However, the effective achievement of these basic goals has provided the foundation upon which the Division has developed more progressive treatment and policy goal structures. These more progressive goals are clearly defined in the updated Comprehensive Plan.

The update of the 1969 Comprehensive Plan accomplished in this document is extremely extensive. Since 1969 the Division has greatly increased its ability to collect and analyze information and to conduct evaluations of projects and programs. Through the Bureaus of Group Treatment and Field Services, the Division has greatly expanded its community-based residential and non-residential programs. The Bureau of Community Services, through the development of volunteer and delinquency prevention programs, has provided substantial assistance to local communities in their efforts to prevent and control delinquency. As a result of increased capacity in Group Treatment facilities the population of the training schools has been lowered from 1500 children to approximately 1000 children. The Division now has responsibility for statewide detention, parole and probation.

These massive changes in both the structure and programs of the Division make a thorough, fundamental review of the 1969 Plan essential.

The 1974 updated Comprehensive Plan seeks to achieve very real goals, and follows a logical format. It is designed to provide the Division with a base document which: describes current Division



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activities and problems; projects future population and client trends together with the problems indicated by these trends; outlines Division treatment and funding priorities, defines Divisional goals and objectives along functional and bureau lines; and in a general sense, sets the future policy and programming goals of the Division as a whole.

The structure and format of the updated Comprehensive Plan are expressly designed to provide a logical planning framework while achieving Plan objectives discussed above. Chapter I attempts to provide the reader with an understanding of both the theoretical and practical framework which supports the Division's program efforts. The theoretical section contains a discussion of several competing theories concerning juvenile delinquency together with programming implications of each. Following a limited evaluation of each theory, the philosophical foundation of the Division's programming efforts is defined. The practical programming framework under which the Division operates is for the most part expressed as a selective out-growth of the standards and implementation strategies advocated by the National Advisory Committee on Criminal Justice.

Chapter II provides the foundation upon which the future program needs and problems of the Division are projected. It contains a series of charts and graphs pointing out current as well as potential future trends in client group populations. Also included in this section are commitment, referral and probation statistics by age, sex, race and offense type. Changes in these variables over time are discussed together with their more obvious implications for future Division programming. Founded in the above data is a needs

assessment, presented in Chapter III. In this chapter the current and future needs of the Division are discussed in relationship to the trends evident in the preceding chapter.

Chapter IV combines several important factors within a presentation ordered along bureau lines. In this chapter each bureau is discussed in terms of three important factors: (1) its current programming activities, to include brief descriptions of on-going programs, (2) its current and projected goals and objectives which are related to the preceding trend and needs assessment in that bureau's particular functional area, and (3) its suggested program implementation strategies, combining the Division's theoretical and practical programming framework with suggested program strategies to offer potential solutions to the problems enumerated in the needs assessment.

The final chapter included in the updated Comprehensive Plan is a conclusion which will attempt to draw together and summarize major areas of perceived program need with principal statements of Division policy expressed in terms of program directions.

THEORETICAL FRAMEWORK FOR DYS PROGRAMMING

This chapter is an effort to articulate the theoretical framework which supports the programs operated by the Florida Division of Youth Services. A discussion of the major alternative theories of delinquency constitutes the first half of the chapter and serves to provide a context for that effort.

The addition of this chapter to the updated Comprehensive Plan is an attempt to illustrate some of the assumptions and implicit understandings which support DYS programming. It is hoped that this will allow for a fuller and more informed discussion of program alternatives and may provide a more precise picture of where the agency is headed. Moreover, the contents of this chapter should condition and add direction to the development of agency goals, objectives and program strategies.

A. Major Theories of Delinquency

The positivist school of criminology has dominated the study of crime and delinquency for the past several decades. The positivist approach consists of three major themes. First, emphasis is placed on the criminal actor rather than the criminal law or the social structure as the major point of departure in the study of criminal or delinquent behavior. Secondly, in adopting a relatively straightforward scientific view of man, positivist criminology bases the study of crime and delinquency on scientific determinism. Man is no longer defined as a free actor. He is a product of his environment, his genetic structure, or some combination of these factors.

It is only, however, by studying the criminal actor that the analyst is able to understand the consequences of environmental and genetic forces.

The third theme of positivist criminology is the notion that the delinquent is fundamentally different from the law abiding individual. Regardless of whether the specific theory is based on biological, psychological, or socio/cultural factors, the delinquent is different from conventional people. If not biologically or psychologically predisposed, his status or cultural characteristics distinguish the delinquent from the non-delinquent. As will be shown later, these three themes are currently under attack. Furthermore, DYS goals and programs indicate that these themes are rejected by the agency as working propositions.

Within the framework provided by positivist assumptions, three major theoretical perspectives have been developed. Although it has not been in vogue for several years, the biological perspective on crime and delinquency is still given occasional expression. From this perspective it is claimed that man is born with a more or less immutable organic structure, functioning within the limits of his genetic structure under the influence of his environment. As the biological explanation of human behavior in general has declined, so has the biological explanation of criminal behavior been displaced to the periphery of criminology.

The genetic, biological emphasis has been replaced by the notion of environmental primacy. The environmentalist position may be broken into essentially two theoretical schools. First, the personality theory school stresses intimate factors. The main contention

of this school is that the criminal and the delinquent are characterized by a certain organization of personality created through intimate interpersonal relations primarily within the family. The psychological factors which contribute to the development of delinquency are many and highly varied.

The second school taking an essentially environmentalist position is usually referred to as the sociological school of crime and delinquency theory. Over the past several years the psychological explanation of delinquency has pretty much given way to the sociological approach. The delinquent personality syndrome, it seems, was never actually discovered. From the perspective of the sociological school, the social situation or social structures and institutions, is the primary source of criminal behavior. The social environment is no longer seen as merely a backdrop for the playing out of familial intimacies. After observing differences in rates and types of delinquency along class, ethnic, regional, national and other lines of socio-cultural distinction, the sociologist concludes that something broader and less intimate than family relations is involved in the etiology of delinquency. Social class, race relations, the issue of social disorganization and other socio-cultural factors are brought to the front as variables capable of explaining delinquent behavior.

Within the sociological school there are three theoretical approaches to the explanation of delinquency. First, the strain theory is based on the notion that man, as a conforming being, desires success, which is usually defined in material terms. Frequently, however, people are unable, for a variety of reasons including structural inequalities, to achieve the level or kind of success they may consider rightfully theirs. Out of desperation and intense frustration, a person may commit a deviant act or crime as a way of achieving the level of success unavailable to him through the exercise of legitimate means. A discrepancy then, between the symbols and substance of success and the means of achieving them which are recognized by society as legitimate, develops for certain people, usually depending on where they are in the social structure, and creates a strain pulling them toward deviant activities such as crime and delinquency.

The second sociological approach, the control theory of delinquency, is based on the notion that man is not by nature moral or conforming. Rather, man's allegiance to the society's moral order is based on a rational, calculative appraisal of whether or not the rewards of conformity and/or the threat of punishment are sufficient to the point of foregoing deviance and the possible superior rewards associated with deviant behavior. From this perspective, delinquency is seen as a frequently rational act with results (stolen goods, physical superiority, days away from school) highly attractive to the delinquent. From this perspective, the idea of paying adolescents not to commit delinquent acts makes eminently good sense.

Probably the most prominent sociological theory of delinquency conceives of delinquent behavior as produced by cultural deviance, which is facilitated by membership in a delinquent subculture. Matza has described this perspective as follows: . . . "contemporary sociological theorists arrive at a remarkably similar picture of the delinquent. He is committed to delinquency through membership in a subculture that requires the breaking of laws. The sociological delinquent is trapped by the accident of membership just as his predecessors were trapped by the accident of hereditary defect or emotional disturbance. The delinquent has come a long way under the auspices of positive criminology. He has been transformed from a defective to a defector."

Although not as clearly a part of the positivist tradition as the biological and psychological perspectives on delinquency, the sociological approach is in tune with at least two of the assumptions associated with the positivist school of thought. First, regardless of the particular theory, the sociological approach is characterized by a scientific view of man, i.e., man is more constrained than free. Secondly, people are seen as different in various and essential ways depending on where they are located in the social structure. This means that if a child is brought up in a slum where gangs and crime are prevalent he is much more likely to become a delinquent and, subsequently, an adult criminal than a middle-class child who grows up with swimming pools and little league baseball. The delinquent is condemned to a different set of social surroundings over which he has no real control. Therefore, he has virtually no

free choice and is locked into a life and mode of behavior different from that of the non-delinquent. This does not mean that the latter is in a much better position to exercise free choice, but rather the non-delinquent is more likely to live in a social context less conducive to delinquent behavior.

One of the chief problems with all three of the sociological theories of delinquency is that they are unable to account for the fact that few adolescents become delinquents in the official sense and that few delinquents become criminals; the vast majority of delinquents become normal adults.

In criticizing the strain theory of delinquency Hirschi has pointed out that it is inadequate and misleading. It suggests that delinquency is a relatively permanent attribute of the person and/or a regularly occurring event; it suggests that delinquency is largely restricted to a single social class; and it suggests that persons accepting legitimate goals are, as a result of this acceptance, more likely to commit delinquent acts.

In analyzing the effects of maturation on delinquency, Matza has observed that:

"The frequency with which delinquents more or less reform is most perplexing. Most juvenile delinquents outgrow their delinquencies. Relatively few become adult offenders. They grow up, come to terms with their world, find a job or enter the armed forces, get married and indulge in . . . only an occasional spree. Anywhere from 60 to 85 percent of delinquents do not apparently become adult violators. Moreover, this reform seems to occur irrespective of intervention of correctional agencies and irrespective of the quality of correctional service."

#### THEORETICAL FRAMEWORK SUPPORTING DYS PROGRAMS

The general theoretical framework which supports most DYS programming may be described as a combination of concepts drawn from Matza's Drift Theory of Delinquency and the conceptual framework which supports Glasser's notion of Reality Therapy. These are in part contradictory approaches to an understanding of delinquent behavior. The concepts used here, however, are drawn from parts of the approaches which are substantially compatible.

It is Matza's contention that for the large majority of children officially recognized as delinquent, deviant behavior is not a permanent way of life. They are not committed, either through involvement in a deviant sub-culture or psychological makeup, to consistent participation in unconventional activities. The officially recognized delinquent is committed to neither conventional nor delinquent norms of behavior.

Certain demographic and structural factors contribute to the loosening of socio-cultural bonds. The five chief factors appear to be sex, class, race, age and family structure. Apparently because the roles for which socialization experiences equip them are so tightly prescribed and supervised, girls are far less likely than boys to drift into delinquent behavior. This ratio seems to be changing, however, as role assignments and role models become more problematic. Lower-class children, particularly those who live in slum areas of metropolitan centers, are not as likely as middle-class children to value adherence to conventional norms of right conduct. Although they are not likely to participate in

something identifiable as a deviant sub-culture (regardless of how the concept is defined) they do not experience the same benefits from following conventional norms that middle class children do and are not likely to be as committed to them. They are more loosely attached to these norms and therefore, more likely to commit delinquent acts. Also, lower class children suffer from the fact that their parents, relatives and friends have less influence on the police and courts than is the case with middle class children. Furthermore, it seems clear that lower class children suffer from a generalized class bias when confronting representatives of the juvenile system.

Race is so confounded with class that it is difficult to determine clearly the role it plays in loosening the delinquent's or pre-delinquent's commitment to conventional rules of behavior. A limited amount of research indicates that middle class black children are no more likely than their white counterparts to become delinquent. Other research indicates, however, that delinquency rates for the lower class blacks is higher than that for any other group. It may be that lower class black children suffer from both a generalized class bias and racial discrimination when confronting representatives of the juvenile justice system. The pure independent effects of class and race are difficult to separate.

Research indicates that older children (14 to 17) are more likely than younger children to commit, or be apprehended for, delinquent acts. A variety of factors contribute to this fact. Biological and psychological developments contribute their share. Kids get bigger and stronger, they begin to assert their sexuality, they go

through unsettling identity crises, and they grow out from under parental, and some forms of institutional control. These factors do not in themselves account for delinquency, but they do help explain the age differences in delinquency rates.

To an important degree differences in family structure are closely related to the three or four factors discussed above. It does appear that family structure plays an independent role in determining the extent to which a child is committed to conventional norms of behavior. Research indicates that regardless of class or race, the child from a broken home is somewhat more likely (the actual difference may be quite small) to become a delinquent than the child from a more stable home. A broken home, then, is another condition which contributes to the loosening of commitment to conventional norms, although other factors, particularly class, may represent prior and more important conditions.

These five factors then, while not sufficient as explanatory variables, specify some of the conditions under which a child is likely to experience loosened commitment to conventional norms and may begin to drift into delinquency.

Many of the concepts and propositions associated with Reality Therapy either overlap or are compatible with the main tenets of the "drift theory" of delinquency. Reality therapy, as modified through the guided group interaction technique, has become the primary means of treatment in the Division of Youth Services.

Like the "drift theory" of delinquency the theoretical framework of reality therapy provides for the exercise of choice by the individual. That is, the individual is, to an important degree,

free to choose the kinds of commitments he will make and the kinds of acts in which he will engage. Indeed, this perspective on human nature is probably the chief characteristic of reality therapy. Individuals are considered responsible for what they do and the goal of reality therapy is to bring this realization home. The individual should understand that he is responsible for his day-to-day behavior. He must understand that suffering, both psychological and physical, is a natural consequence of irresponsible and unrealistic behavior and that regardless of his past behavior and relationships he is now free to choose another course of action; he is not locked into a behavior pattern determined by events which occurred in early childhood. Reality is certainly more oppressive for some than others, but the choice in any case is between becoming a responsible person and making the best of what is realistically possible or continuing to suffer.

The theoretical basis of reality therapy is also similar to drift theory in that it does not differentiate sharply between the mentally ill and the mentally well, the delinquent and non-delinquent. People are essentially alike in that they have the ability to choose and work their way through alternative courses of action.

Drawing from drift theory, the reality therapist would recognize the fact that most delinquent children grow up in the type of social structural conditions which loosens their commitment to conventional norms and makes the choice concerning courses of action more problematic. The reality therapist would also recognize

the fact that because of these social structural conditions, reality for the delinquent child is likely to be much more oppressive than for the non-delinquent child. These facts, however, do not make the delinquent child an essentially different person from the non-delinquent. The child has to be worked with, he has to be cared for and involved in warm, beneficial relationships. He has to be provided with resources, which may have been denied him in the past, and shown that he is capable of making decisions and perceiving reality accurately in order to better meet his needs for relatedness to others and self-respect.

As the individual begins to take responsibility for his own behavior the self-destructive consequences of delinquent behavior should become clear to him. He learns that insofar as he makes others suffer, he suffers himself. In short, he begins to experience and understand the value of responsible conduct. Morality becomes an issue and the drift into delinquency is likely to be halted. He begins to see the future as full of possibilities, and to understand the failures of the past. Perceptions of the future begin to shape his current behavior, and commitment to societal norms (facilitated by the responsible exercise of freedom) appears to him to have payoff in terms of expanded hope and diminished suffering.

Most of DYS programming is based on the assumption that the behavior of most children entering DYS is in large measure explained by these two approaches, with their many similarities, discussed above. Therefore, the treatment approaches of reality therapy, primarily guided group interaction, are considered the most suitable among those available, although behavior modification

techniques are also used in a secondary, supportive capacity.

Division personnel are cognizant of the fact, however, that a few delinquent children are neurotically compulsive and that some, as they continue their delinquent careers, develop a commitment to what might be called a criminal life style. These children, however, constitute a small minority and it is hoped that they can be provided more intense, individualized attention leading to resocialization as the training schools are phased down and become intensive treatment centers for the more difficult delinquent children.

SUMMARY:

In adhering to the Matza/Glasser approach to delinquency, DYS programmers implicitly reject, or substantially modify two principles which have traditionally distorted our understanding of delinquent behavior.

First, DYS programming is not based on the notion that delinquent behavior is, ipso facto, pathological. Research indicates that the vast majority of adolescents commit delinquent acts sometime during their adolescence. Because of certain environmental conditions which reduced their commitment to conventional values and behavior, some children may commit delinquent acts more frequently and increase their chances of getting caught. This does not mean, however, that they have pathological psyches. A few delinquent children do suffer from psychological disorders, but the vast majority do not.

Secondly, DYS programmers do not accept the belief that society's institutions are not responsible for the difficulties

delinquent children experience. Schools, churches, law enforcement agencies, our political system, our economic system and other institutions must share some of the responsibility for what happens to children in our society. This is particularly true in the case of indigent, vulnerable children whose lack of resources increases the likelihood of their getting into trouble.

B. Practical Framework for DYS Programming

The priorities and implementation strategies presented in this section are those suggested by the National Advisory Committee on Criminal Justice. In combination with the previously presented theoretical framework, they help provide the foundation from which the Florida Division of Youth Services must find the means to deal with the issues which face it.

The Commission has developed a set of far-reaching priorities and strategies designed to change the shape and substance of most current correctional practices. Its report represents an effort to interject more of an analytic process into the conception, development and administration of correctional programs. The update of the Florida Juvenile Justice Comprehensive Plan has in part been guided by the suggestions and insights contained in the Commission's Report.

The Commission recommends exclusion of sociomedical problem cases and purely behavioral problem cases from corrections. In the opinion of the Commission, it is "beyond the competence and proper scope of corrections to deal effectively with the mentally ill, alcoholics, and drug addicts. The propensity for outlawing private behavior that is fairly common because it is objectionable



to part of society has resulted in overcriminalization." In applying this recommendation to the Florida Juvenile Justice System, it would suggest that the "children in need of supervision" (CINS) category of adjudication be sharply circumscribed and used very carefully.

Once the juvenile enters the Juvenile Justice System it is the recommendation of the Commission that the mechanics of diversion begin immediately. "Diversion refers to formally acknowledged and organized efforts to use alternatives to reduce continued processing into the juvenile or criminal justice system." Under the Report's definition of diversion, such efforts occur after a legally prescribed action has occurred and before adjudication. Operationally, diversion involves halting or suspending formal criminal or juvenile justice proceedings against a person who has violated a statute in favor of processing through a non-criminal disposition or means.

Diversion differs from "prevention" and "minimizing penetration." Prevention involves efforts made before an illegal act occurs. Minimizing penetration means using the least drastic means available, but does not avoid or halt criminal proceedings altogether. Diversion should be the preferred "disposition" whenever possible. It is a more effective way to conserve scarce criminal justice resources in many cases, and encourages the offender's social restoration to the community, rather than his alienation from it. There are three diversion models based on the point at which diversion occurs and who is responsible for it: community, police and court-based diversion programs. Florida DYS is currently moving into all three areas to develop and expand diversion programs.

The Commission takes the position that the trend toward community-based corrections is one of the most promising developments in corrections today. It is based on the recognition that a considerable amount of delinquency and crime is a symptom of failure of the community, as well as the offender, and that a successful reduction of crime requires changes in both. Reasons for embracing the concept of community corrections and for embarking on a national strategy to effect a transition from our current institution-oriented correctional system to one that is community-based include the following:

- There is convincing evidence that current use of and practices in the traditional penal institutions intensify and compound the problems they profess to correct.
- The cost of institutionalization, particularly with the system's current excessive emphasis on security and hardware, is reaching a magnitude beyond all reason.
- The majority of offenders currently are treated as violent and dangerous despite the fact that only a few of them conform to this unfortunate stereotype.
- Time spent in confinement is inversely related to success on parole, and community-based programs appear to be more effective than traditional institutional programs in providing community protection.
- Imprisonment has a negative effect on an offender's ability to develop sufficient skills and competence to perform culturally prescribed roles after release into the community.
- The move toward community corrections implies that communities must assume responsibility for the problems that in part originate at the community level.

Since 1969/70, the Florida Division of Youth Services has been moving toward greater reliance on community treatment resources and away from conventional institutionalization. This trend is reflected in the Division's goal structure, in the growth of community-based

group treatment facilities, and in the decline of the training school population. Clearly, Florida is well on its way to a community-based juvenile corrections system.

In the areas of planning and management, the Commission has recommended that "effective relationships among the various components of the criminal justice system be established and corrections end its social and political isolation. Beyond these essential requirements, however, lies the need for uniformity of definition, standards, and practices, which requires an integrated system that is administratively manageable, fiscally sound, and responsive to public needs and scrutiny. Such requirements suggest that planning activities be coordinated to the highest possible degree to reduce organizational fragmentation, jurisdictional ambiguity, and costly duplication of correctional services."

Within the Division of Youth Services the original comprehensive plan helped in the coordination of Division functions and programs. The development and implementation, however, of a more systematic, detailed planning device, called the Management By Objectives Planning System (MOPS), is being contemplated. MOPS would require much more preparation and participation in the planning process than any previous planning efforts made by the Division. The successful implementation of MOPS should result in greater organizational cohesion, lessened jurisdictional ambiguity, less frequent duplication of services, and a stricter definition of program goals and objectives.

Undertrained personnel with inappropriate aptitudes have been a part of correctional programs since their establishment. Until recent years, however, little has been done to correct this deficiency. In Florida, the Division of Youth Services has established a Bureau of Staff Development, which is becoming the Division's chief source of staff training, both in-service and pre-service. Unfortunately, a lack of funding has limited the amount of training possible.

The Commission has stated that the "implementation of community corrections requires citizen involvement on an "unprecedented scale". In fact, the degree of citizen acceptance, involvement, and participation in community-based corrections not only will decide the swiftness of its implementation but also its success or failure. The Commission recommends that top priority be given to involvement of citizens in corrections. Citizen participation must occur at all levels of the correctional system: from determination of policies for the entire criminal justice system, to the shaping of specific community based programs.

An inherent aspect of the commitment to a community-based treatment approach and to delinquency prevention is a concern for increased citizen involvement in the corrections system. The Florida Division of Youth Services is increasing citizen involvement in juvenile corrections by greatly expanding its volunteer programs, and moving toward the development of community youth advisory councils in areas throughout the State. It is the feeling of Division personnel that only as community members become more involved in the operations of the Division at the local level will

the prevention of delinquency be successful.

The Commission goes on to discuss changes needed in other areas of correctional activity. Beginning with pre-trial release and detention, and concluding with statutory reform, the commission presents a comprehensive set of recommendations. The Division of Youth Services is committed to the implementation of these recommendations as they apply to Juvenile Justice in Florida.

1. Pre-trial, Release and Detention

Of all the steps in the criminal justice process, none is more neglected than the area of pre-trial detention. Detention of unconvicted persons has, for the most part, fallen outside the jurisdiction of corrections, the judiciary, law enforcement officials and defense lawyers. These abdications effectively relegate the pre-trial process to the role of stepchild in the criminal justice system. The Commission recommends use of the least drastic alternative necessary to insure the safety of the child and the community, and where necessary, the presence of the child at court. In all cases, pre-trial release should be assumed unless there is a specific reason to detain.

This stance calls for comprehensive pre-trial process planning to provide a full range of alternatives in each community. Cooperation of law enforcement and judicial and correctional agencies is essential.

Pre-trial process planning should encompass these goals:

- A. Detention and other restrictions on liberty should be minimized to an extent consistent with public interest.

- B. Treatment of persons awaiting a hearing should be consistent with the presumption of innocence.

- C. The pre-trial period should be a constructive time rather than a period of idleness.

The Florida Division of Youth Services is moving toward the implementation of detention programs which are designed to accomplish the three goals listed above. The essential elements of the program are the passage of Legislation giving over detention responsibilities to DYS statewide (operative January 1, 1974) and the extensive development of non-secure detention and own recognizance procedures as an alternative to detention centers.

2. The Commission points out that a valid classification scheme can be very useful in determining the appropriate disposition and treatment program for each juvenile who enters the juvenile justice system. The Commission is aware, however, of the deficiencies of most classification schemes and warns against the dangers of merely pigeon-holing and arbitrarily labeling youngsters in the name of behavioral science. The Commission believes that more development through experimentation and testing is needed before any currently used classification scheme can be recommended with confidence.

The Commission defines classification as a process for determining various needs and requirements of those for whom correction has been ordered and for assigning them to programs according to their needs and existing resources. It is the system or process by which a correctional agency, unit, or component determines differential care and handling of children. Ideally, it should go beyond mere administrative offender management.

Currently, the only useful system is "classification for risk". The report endorses the use and further refinement of this type of classification system. There is a need for a uniform classification system, which could serve a vital research function. An efficient, reliable classification system would lead to more effective assignment and management decision making. Of primary importance is the development of a classification system that avoids the stigmatization of negative labeling while being realistic in its assessment of the multiple needs of the child.

Classification is an essential tool in the reintegration process. It should operate on the principle that no juvenile should receive more surveillance or help than he requires, and no juvenile should be in a more secure condition or status than his potential risk dictates.

Included here is the recommendation for use of community classification teams to make more effective decisions in initial assignment of convicted juveniles and to maximize use of community resources.

3. As indicated above, the Commission places considerable emphasis on involvement of the community in correctional activity. An informed and concerned public, willing to insist on exercising its rights to make informed judgements concerning correctional services, must be attained in order to improve criminal justice standards and goals.

Correctional systems themselves must assume responsibility for enlisting broad community support for correctional programs. Correctional agencies must provide a continuous flow of information

to the public concerning issues and alternatives involved in implementing correctional programs so citizens may participate intelligently in the major decisions involved.

The two operating objectives of the community programs are:

- a. To use and coordinate existing community service agencies offering resources in areas such as family planning, counseling, general social, medical treatment, legal representation, and employment.
- b. To involve others in the mission of corrections.

Correctional agencies should make concentrated efforts to increase public involvement in planning and advisory roles, in developing and maintaining needed resources, in direct service roles, and as citizens interested in improving the system.

The Florida Division of Youth Services is working to meet the two primary objectives, as given above, of community programs. With the continuing move towards a community-based group treatment approach, increasingly greater use is being made of the services provided by community agencies. As indicated in the Chapter on Goals and Objectives, the Bureau of Community Services has been eminently successful in increasing the involvement of citizens in the mission of juvenile corrections in Florida. The various DYS volunteer programs have mushroomed in the past year (1972-73) and continue to grow at a rapid rate as citizens become involved in almost every aspect of DYS programming.

4. The Commission expressed great concern over the fact that juvenile intake and detention practices throughout this country are characterized by fragmentation and great disparity or even absence of services. The need to organize and integrate the multitude of programs and activities into a coherent system is great,

if the goals of crime reduction are to be achieved.

The Commission recommends that only those youths who have committed acts that would be criminal if committed by adults should be subject to the delinquency jurisdiction of courts. However, most jurisdictions use the juvenile justice system, including detention, not only for these youngsters, but also for children who have committed acts deemed by the court to be conducive to crime (truancy, disobedience, incorrigibility, etc.). Residential detention care should be an exclusive service for the juvenile court and should never be used for dependent or neglected children or those in need of supervision.

The Commission endorses wide use of police discretion to divert juveniles to alternative community programs and agencies. Detention decisions should be made by, as they are in Florida, the intake worker, and not by the police.

It is recommended that intake services be organized to screen, refer, and arrange information services for youngsters and to reduce detention to an absolute minimum.

Total system planning should be employed before a decision is made to construct new detention centers for juveniles. When construction is deemed absolutely necessary, the facility capacity should not exceed 30 residents for any one facility.

5. Throughout the Commission's report, probation is recommended as the preferred disposition whenever consistent with public safety. The broad use of probation is more economical than incarceration and, if properly administered, involves no greater risk to the community.

This transition from incarceration to probation as the preferred alternative in a greater number of cases would require:

- a. Development of a system facilitating effective decision-making about who should receive a sentence of probation. This implies the need for research directed toward the development of release criteria.
- b. Infusion of more resources into development of a system offering the support services offenders need to live independently in a legal manner.

Probation officers should operate as much as possible as community resource managers, or brokers of services -- locating and acquiring assistance for their clients. The use of probation officers in own recognizance release programs is also recommended.

In addition to his role of providing services to probationers, the probation officer also would provide services to the court, including the preparation of pre-disposition reports.

6. Given the belief that incarceration hinders rather than facilitates rehabilitation or reintegration into civic society, greater use of parole (Aftercare) for juvenile offenders is recommended by the Commission. The Commission also points out that parole is much less costly than institutionalization. In Florida the difference is between approximately \$1.50 per day in cost for a youth on parole, and approximately \$25.00 per day in cost for a youth in a training school.

7. The Commission concludes that the organization and administration of correctional programs are in need of drastic improvement. With the advent of community-based programs, effective management becomes even more important, and different types of administration are required.

Corrections is a "human resource" organization: its material is people; its product behavior. Organizational design must consider the interpersonal dimension.

The field of juvenile corrections faces a period of rapid and dramatic change with a highly fragmented organization and an inappropriate management orientation. Considerable evidence exists to suggest that the organizational arrangements and managerial approaches that characterize corrections did not serve well in the relatively stable situation of the past. There is every reason to believe that they will serve even less well in the dynamic and fluid environment of tomorrow.

Correctional organizations must be flexible. This requires employee participation in administrative decision making. Employee participation, by increasing the sources of information, will give management a fuller understanding of the changing environment and a better indication of the organizational consequences of such changes.

In addition to participatory management, the report urges correctional authorities to adopt a style of management by objectives, which emphasizes a goal-oriented philosophy and attitude, focusing on results with less preoccupation with method. The efforts of DYS in this area have been discussed above.

8. The Commission listed staff development as a priority recommendation. In the area of manpower generally, the Commission has taken the position that people are the most effective -- but the most under-utilized and misappropriated -- resource for helping other people. This is especially true in juvenile corrections. Manpower problems in corrections include critical shortage of specia-

lized, professional personnel; poor working conditions; and misappropriation of both human and fiscal resources. Staff recruitment, retention, education, and development have become increasingly important.

Purchase of services is recommended to get the best persons available, rather than having to settle for persons willing to work full-time in the correctional setting.

The Commission urges correctional agencies to begin planning immediately for the shift in manpower from institutional to community-based programs.

Minimum training standards for recruits and current employees are set as follows:

1. All top and middle managers should have at least 40 hours a year of executive development training, including training in the operations of police, courts, prosecution, and defense.
2. All new staff members should have at least 40 hours of orientation training during their first week on the job and at least 60 hours additional training during their first year.
3. All staff members, after their first year, should have at least 40 hours of continuing education a year to keep them abreast of the changing nature of their work and introduce them to current issues affecting corrections.

As stated above, the Florida Division of Youth Services is making a vigorous effort to recruit well prepared personnel and through its recently created Bureau of Staff Development, provide adequate pre-service and in-service training.

9. The Commission emphasizes the fact that with increased community demands for accountability, and especially with the move to community-based programs, corrections must develop a method of accurately determining its effectiveness. Controlled reporting is mandatory so that the correctional system, and the appropriate correctional program, is self-accountable for reducing crime and increasing public safety. In discussing the value of research, the issue of correctional success is paramount. When recidivists are subtracted from all released offenders, the remainder are not necessarily to be credited to the system as successes.

- a. Some offenders commit new offenses, but not in a jurisdiction that will report them to the agency that supervised or confined them.
- b. Some offenders may have endured the program without benefit, but for various reasons managed to abide by the law and avoid detection in the commission of new crimes for the follow-up period.
- c. Some offenders may not have needed correctional services to begin with.

It is easy to claim such individuals as successes, but unless success can be demonstrably related to programs, the claim is an inflation of fact.

This is where research becomes crucial. There are correctional successes, but their number is not likely to increase until the processes that produced favorable change are studied.

In this undertaking, evaluative research is especially significant. The report urges evaluation at the process level, which

attempts to link processes and results. Process evaluation should reveal:

- a. Attributes of the program related to success or failure.
- b. Recipients of the program who are more or less benefited.
- c. Conditions affecting program delivery.
- d. Effects produced by the program.

The report calls for the establishment of a state correctional information system. It is recommended that by 1978, each state develop and maintain, or cooperate with other states in maintaining a correctional information system to collect, store, analyze, and display information for planning, operational control, and program review for all state and local correctional programs and agencies.

Several problems may be encountered in implementing such a system. Correctional officials should be aware of the potential problems and try to avoid them:

- a. The information itself will not communicate. The agency must be able to interpret and use what information it receives.
- b. The information system may create a static system of its own with special sources of resistance to innovation.

The Florida Division of Youth Services has a Bureau of Research, Statistics and Planning which has been assigned primary responsibility for the activities and functions described above. The Bureau will be expanding its evaluative research program and will move toward more systematic planning in the near future as the Management by Objectives Planning System is implemented. With the development of a systematic information system (outlined in Chapter II) it is hoped the Bureau and the Division will have more precise, better organized and processed data to work with in the future.

The above outlined goals represent attempts on the part of the Commission to lay out concrete achievable objectives for program directors in the juvenile justice area. Some of these objectives have been implemented by DYS, others have not. However, taken as a whole, they present a worthwhile mixture of the pragmatic and the idealistic and serve at least partially as a model for the Division's programming efforts.

## CHAPTER II

Population Trends

This section contains a discussion of general population trends in Florida. In order for the Division of Youth Services to plan for the effective and efficient use of resources, it will be necessary to take into consideration the magnitude and the location of the growth of Florida's population over the past ten years and try to determine what this growth portends for the future. Most of the data referred to in the following discussion is taken from the 1972 Florida Statistical Abstract.

Since 1970, Florida's population has been growing much more than expected. The University of Florida, which makes annual estimates of the Florida population between regular Census years, already has rejected its projections for the decade and is charting new figures on the basis of significant new population increases. In the three years since the '70 Census, Florida Trend Magazine estimates that the Florida population has swelled by some 638,057 additional people, climbing from 6,789,443 to 7,427,500.

At this writing, the revised projections from the University of Florida were not yet completed. Florida Trend, using the original projections and updating them with data from regional and local planning groups, estimates the 7.4 million figure. Florida Trend, also projects the state population for 1982 at 10.2 million people, a 39 percent increase.

Despite Florida's high death rate, due to its retirement population of more than 1-million, the state will record a net gain of 2.7 million people between now and 1982. In that time span, Florida will bypass New Jersey to become the eighth most populous state.



Leading the state in population rate of growth was the Central region, up 13 percent from 1970 to 1972. At the same time, the largest actual number of new residents poured into the Southwest section of Florida. From 1970 to 1972, about 227,000 new residents came to stay on the suncoast with many of these settled in or near the metropolitan Tampa-St. Petersburg area.

In the Southeast, 27,705 new residents moved in, pushing the Southeast's portion of the population over the 2-million mark for the first time. At its present rate of growth, the Southeast should add an additional 1-million residents in the 10 years ending in 1982.

The Southeast in 1972 remained the most populous area of the state with 2,686,600 residents. The Southwest, on the other hand, added the most people in the two years with 227,031 new residents moving in to stay. The Central sector added 134,648 and with an increase of 45 percent in population from 1970-72, posted the largest percentage growth rate.

REGIONAL POPULATION

	1970	1972	Gain	1982*
Southeast	2,468,895	2,686,600	217,705	3,761,240
Southwest	1,774,569	2,001,800	227,231	2,842,556
Central	995,552	1,130,200	134,648	1,638,790
Northeast	858,585	892,700	34,115	1,089,094
Northwest	691,842	716,200	24,358	830,792
Florida	6,789,443	7,427,500	638,057	10,162,472

\*Estimates by Florida Trend

PATTERNS

It appears the Southeast will continue to be the state's most populous section, but as the population base widens, the rate of growth will slow. Dade, Broward and Palm Beach Counties will also continue to be the most heavily populated areas of the region, although Collier County on the lower west coast in the Southeast region, will show big percentage increases throughout the decade.

The Southwest, with a pattern of growing urbanization of its key cities -- Tampa, St. Pete, Clearwater, Sarasota, and Lakeland -- can be expected to see a shift of the heavy retiree concentration to its less populous counties -- Pasco, Manatee, Citrus, Lee, Hernando and Charlotte. Sharp increases in the cost of retirement living and housing will be the main pressures behind the shift.

The Central Region can be expected to continue in its pattern of population growth, becoming more and more keyed to tourism, especially as the Disney complex and the many satellite tourist attractions surrounding it continue to grow, and the Brevard area continues to phase out the Kennedy Space Center.

The Panhandle will probably see the most basic changes of any region in Florida. An entirely new population pattern will develop in the Northwest, involving more tourism, more retirement, more industry -- more of just about everything.

In the Northeast, Jacksonville's population, which held a low rate of growth during the 1960's, has begun to pick up significantly.

Business and population indicators show the Jacksonville area had a growth rate of 17 percent in calendar year 1972. The Jacksonville Area Planning Board estimates the city's population will continue

growing at a rate of 13,000 new residents a year to 1980 -- contrasted to about 7,200 a year during the sixties.

Estimated 1972 Population, Florida SMSA's

Cities	Region	Counties in SMSA	Est. Pop. 1972*
Miami	Southeast	Dade	1,365,000
Tampa-St. Petersburg	Southwest	Hillsborough-Pinellas	1,161,000
Ft. Lauderdale-Hollywood	Southeast	Broward	681,500
Jacksonville	Northeast	Duval	546,900
Orlando	Central	Orange, Seminole	522,900
West Palm Beach	Southeast	Palm Beach	390,000
Pensacola	Northwest	Escambia-Santa Rosa	252,900
Leeland-Winter Haven	Southwest	Polk	239,500
Melbourne-Cocoa-Titusville	Central	Brevard	239,500
Daytona Beach	Central	Volusia	180,100
Sarasota	Southwest	Sarasota	129,000
Fort Myers	Southwest	Lee	120,400
Gainesville	Northeast	Alachua	111,400
Tallahassee	Northwest	Leon	109,000

\*FLORIDA TREND estimates.

In 1970 the 0-18 age group constituted 31 percent of the Florida's total population. In 1972 the 0-19 age group constituted 34 per cent of Florida's total population. It would appear that the under 20 percentage of the total population is leveling off.

Given the overall growth of Florida's population, however, the 0-18 age group (population of risk for juvenile delinquency) will continue to grow in absolute numbers at a rapid pace. Over the past 7 years the yearly percentage increase of the 0-18 age group has been considerably greater in Florida than in the nation as a whole.

TIME PERIOD	NATIONAL POPULATION	U.S. POPULATION AGES 0 - 18	FLORIDA POPULATION	FLORIDA JUVENILE POPULATION (0 - 18)	YEARLY INCREMENTS
1965 - 1972	+9.46	+4.41	+23.88	+13.76	
1968 - 1972	+6.16	+2.16	+14.00	+6.86	
1965 - 1966	+1.09	+ .76	+ 2.73	+ 2.03	
1966 - 1967	+ .98	+ .76	+2.47	+ 1.87	
1967 - 1968	+1.00	+ .66	+3.23	+ 2.44	
1968 - 1969	+1.04	+ .66	+3.32	+ .69	
1969 - 1970	+1.43	+ .80	+2.07	+ 2.20	
1970 - 1971	+1.09	+ .22	+2.61	+ 1.71	
1971 - 1972	+1.18	+ .21	+2.65	+ 2.10	
1972 - 1973	+1.27	+ .46	+2.63	N/A	
AVERAGE YEARLY CHANGE	+1.15	+ .57	+2.71	+ 1.86	

In summary, it would appear that while the 0-18 age group as a percentage of the total population is leveling off, Florida's expanding population base will still result in increasingly larger numbers of children age 0-18. This fact, combined with Florida's high delinquency and CINS referral rates and the 1973 legislation which brings 17 year olds under the jurisdiction of the juvenile justice system, means that the number of referrals to DYS will continue to be high over the next few years.

If Florida follows the national trend, the 0-18 age group will begin to comprise an increasingly smaller percentage of the total population by the end of the seventies. Before concluding, however, that this development will result in a lower referral rate, it should be noted that not only is the population base expanding, but it is also becoming increasingly urban. This latter fact may keep the referral rate from dropping significantly. Moreover, as more referrals come from urban areas, the percentage of referrals for serious offenses; i.e., assault, narcotics, robbery, etc., will probably increase.

Finally, any long range planning effort should take into consideration the fact that certain parts of the state will be growing faster than others, as was pointed out in detail above. This means that DYS programs will have to expand at a faster rate in areas like Central, Southwestern and Northwestern Florida than they will in other areas of the state. The Division should begin planning now for these future adjustments.

#### Discussion of Client Data

The following is a brief analysis of the general trends evident in the Division's client data presented in the following section.

During the past eight years the number of referrals to DYS have increased greatly; from close to 65,000 in 1965 to over 108,000 in 1973. The average yearly changes between 1965 and 1973 were: delinquency referrals - up 15%, CINS referrals - up 18.3%, total referrals - up 6.9%.

Referrals for property crimes, drug offenses and violent crimes have increased enormously since 1968; from 240 to over 3800 in 1973 for drug offense referrals and from 666 to 3800 referrals for violent crimes. Of equal importance, however, is the uneven trend in referrals for crimes against property; from 12,100 in 1968 up to 23,000 in 1972, and down to 19,900 referrals in 1973.

Between 1965 and 1973 the number of female referrals almost doubled; from 18,500 to 36,600 referrals. This trend is likely to continue as females become more active in all aspects of society, including crime and other forms of deviant behavior.

Since 1965 the percentage of non-white referrals to total referrals has decreased. In 1965 non-whites constituted over 29% of the total referrals. In 1973 the percentage of non-white to total referrals decreased to 25.6%. The latter percentage is closer to the non-white percentage (21.6) of the total state population ages 10 to 17.

The percentage of CINS referrals to total referrals has increased by 3% since 1965; from 34.8% of the total referrals in 1965 to 37.7% in 1973. As with all types of referrals except dependency cases, the police refer the bulk of the CINS cases. Schools and relatives are the only other significant source of CINS referrals. Law enforcement agencies represent the only significant source of delinquency referrals, referring over 90% of the delinquency referrals.

Referrals for curfew violation have increased almost twelve-fold since 1965; from 153 referrals to almost 1300 in 1973. This increase is one reason for the big jump in CINS referrals between 1965 and 1973. Another reason for the increase in CINS referrals is that children are now running away from home much more frequently than ever before. In 1973 Florida experienced over 23,000 referrals for reasons of running away from home. Approximately half of these children were from out of state.

Between 1965 and 1973 the number of probation violations increased from around 1000 to 2100. During this period, however, there was considerable fluctuation in the yearly figures, which have peaked and dropped several times. Therefore caution should be exercised in interpreting this figure.

The number of referrals for sex related offenses is now far below the 1964 figure; from 626 referrals for sex related offenses in 1964 to 300 in 1973. Following this same trend the referrals for forcible rape have dropped back to the 1970 figure of 54.

The referrals for narcotic and non-narcotic drugs have continued their upward trend since 1969. The increase in referrals for narcotic drugs have taken an even sharper increase of 3700% over the past

5 years (from 119 to 4250). This sharp increase in arrests for drugs is accompanied by a decline in the arrests for alcohol since 1968 of 180% (from 2229 arrests to 797 arrests for alcohol).

The remainder of the discussion is given over to a presentation of data which reflects changes in Division operations during the period from June, 1972 through December, 1973.

The statistics on juveniles committed to DYS during the last half of 1973 show a continuation of the trends reported in the data for the previous year and a half (January 1972 to June, 1973). Committed youngsters tend to be younger, are more likely to be charged with delinquent acts, and are referred to Group Treatment more frequently than their predecessors.

Total intake referrals numbered 52,092 from July to December of 1973. This fits into the pattern of the previous data; January to June totals for both 1972 and 1973 are high, and the numbers fall off during the last half of each year. The total number of referrals for 1972 was 109,674; in 1973 it was 108,988.

The commitment rate for July to December 1973 was back to the "normal" level of 1972, after a slight increase in the early months of 1973. Two and two tenths percent (1165) of total referrals were committed in the last half of 1973, yielding a rate of 2.08% (2299) of referrals committed during the full year 1973. This represents a slight drop in both the rate and absolute number from 1972 figures: 2.25% (2,469 commitments).

The proportion of committed children who were admitted for delinquent acts increased substantially in late 1973, to 85.8%. The year's average for 1973 was 80.7% of commitments for delinquent acts,

as compared to only 69% in 1972. This increase reflects the declining tendency to commit youngsters for CINS offenses; only 14.2% of commitments were for these juvenile status offenses during the last half of 1973, and the yearly average for 1973 was 19.3% (compared to 31% in 1972).

The average age of committed juveniles has continued the decline evidenced in previous data. The average age in 1972 was 16.5%, while in 1973 it had dropped to 14.95.

A decrease was shown in the percentage of females committed to DYS residential facilities in 1973, when females comprised 19.1% of total commitments, compared to the 1972 figure of 21.3%. This decline is present despite an upward fluctuation (to 19.7%) during the last six months of 1973 (compared to 18% for the first half of the year).

As more Group Treatment facilities have been opened, the proportion of committed youngsters admitted to Group Treatment has risen steadily over the past two years. Twenty-eight and six tenths percent of commitments went to Group Treatment during the last half of 1973, with the remaining 71.4% being assigned to Training Schools. By comparison, in 1972, only 13.2% of all commitments went to Group Treatment, while 86.8% went to Training Schools.

There appears to have been a slight decline in the proportion of first commitments to DYS residential programs. In 1972, 77.7% of committed youngsters had no previous commitments, while in 1973, 75.3% were first commitments. The proportion of multiple recidivists was also slightly lower, with only .04% of the youths having three or more previous commitments, compared to 1.1% in 1972.

A look at how the type of offense is related to the type of treatment facility to which an offender is likely to be assigned, reveals that only drug and alcohol crimes are disproportionately represented in Group Treatment. Previous data had indicated that property crimes were also likely to result in Group Treatment placement. Thirty-nine percent of the drug offenses (130 youths), and thirty-two percent of the alcohol offenders (32 youths) were placed in Group Treatment facilities in 1973.

All other types of offenses have a much higher probability of resulting in commitment to a Training School. Seventy-four percent of offenders who committed crimes against property were assigned to Training Schools, as were 78% of CINS offenders, and 79% of youths who committed crimes against persons. These figures are close to the yearly Training School committal rate of 76% for 1973.

#### Toward a Comprehensive Information System

There is a growing recognition of the need for an increased information capability within the criminal justice system in Florida, as well as within its component agencies. Currently, the Division of Youth Services lacks what could be termed a "comprehensive information system." Data is collected by different bureaus at district, region and state levels in a less than adequate manner. The Division's general data collection, with the exception of management oriented information collected at intake and in specialized studies, fails to meet high management and policy standards.

The data collection, retrieval and dissemination needs within the Division are several:

1. The need for increased inter-regional and inter-district information coordination within and among bureaus.
2. The need for useful, selective management and policy oriented information concerning client group characteristics, both current and over time. This represents an essential element in effective program modification, design, and evaluation.
3. The need for a comprehensive information system as an integral first step in the Bureau of Research, Statistics and Planning's attempt to implement a goal-oriented, management-by-objective system within the Division.
4. The need for a highly selective study of the informational needs of the Division so that the actual data collection process impinges as little as possible on the essential service orientation of the Division.
5. The need for the development of an information system within the Division which, within the necessary limits of privacy and security, provides a useful interface between DYS and the remaining component agencies within the Florida criminal justice system.

With the above mentioned problem areas in mind, the Division has received a \$33,000.00 LEAA Grant to implement a twelve month planning effort that will result in the development of a five year Comprehensive Computer Information System Plan. The principal objective of this plan is the creation of a management, service and policy oriented information system which meets the needs of the Division in the most cost-effective manner. The system will be designed to provide the kinds of hard data which are essential to any on-going evaluation effort. In addition, the proposed information system allows for the collection, storage and retrieval of selective, useful data on

a consistent basis, while reducing the data reporting demand on service personnel to a minimum.

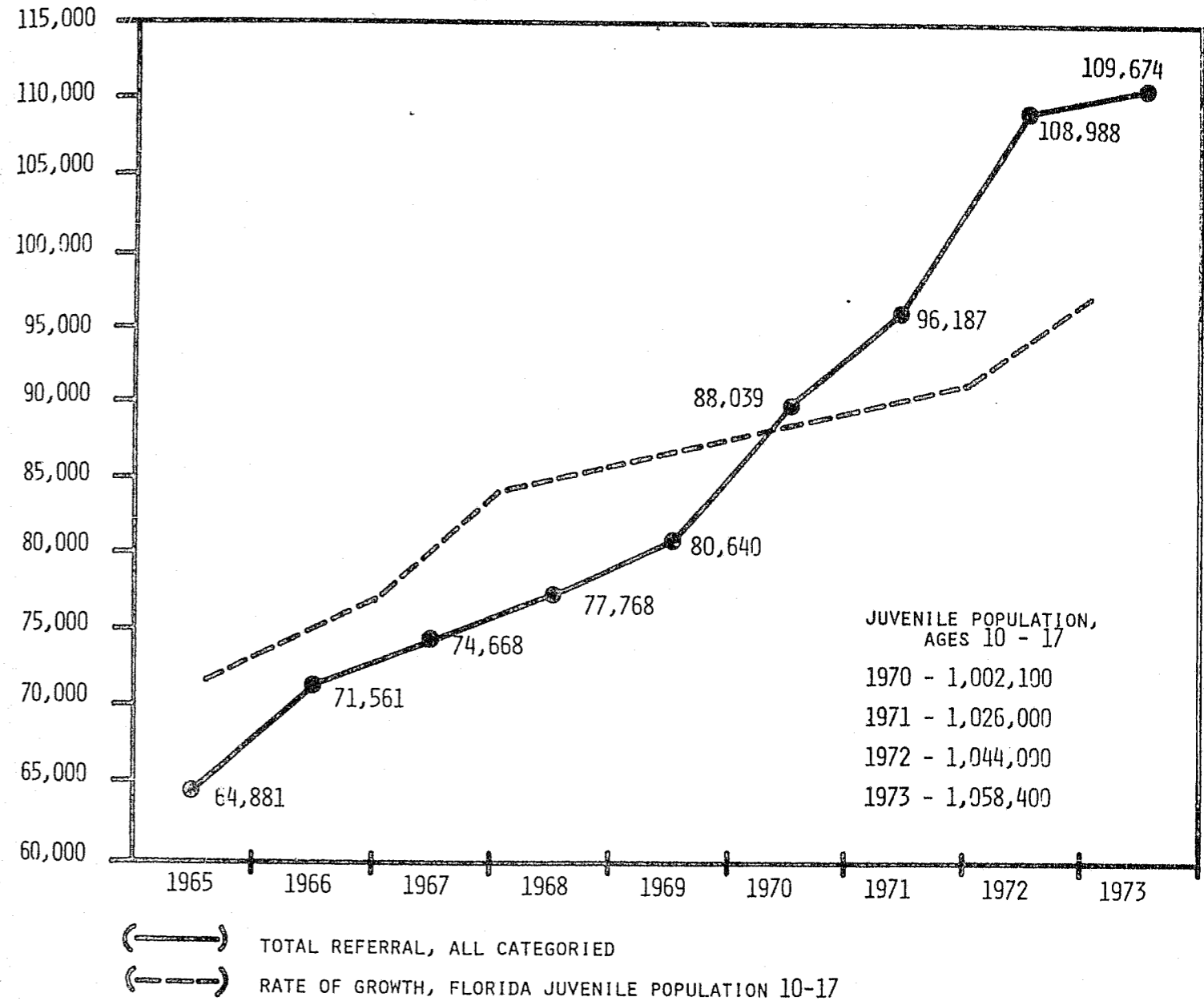
An important first step was taken in improving the data collection capabilities of the Division with the introduction of the DYS Statistical Card. This card provides the Division with the ability to monitor the handling of the thousands of cases referred to it each month. The card is divided into several sections, the coding of which provides certain types of information on a particular case. An analysis of the Statistical Card section by section is as follows:

- Section I: provides basic data on the child, to include: age, race, sex and county code.
- Section II: contains the source of referral, allowing analysis of where referrals are coming from - police, schools, family, etc.
- Section III: contains data on detention: whether the child was detained, where he was detained and for how long. If the child was released, information is recorded concerning who made the decision and the results of that decision.
- Section IV: provides information dealing with the length of time involved in various stages of processing the case. This enables the identification of problem areas in case processing.
- Section V: lists the principal reason for the child's referrals to DYS, enabling the collection of summary data for each referral reason as well as complaint category (i.e., delinquency, CINS - Child in Need of Supervision).
- Sections VI - VIII: contains lists of dispositions for non-judicial cases as well as information concerned with the dispositions of judicially handled cases.
- Section IX: provides case history information on children who have been previously referred to DYS. Prior number of dispositions is recorded as well as the type of supervision, if any, that the child was receiving at the time of the referral. The type of disposition of the most recent previous complaint is entered together with the time lapse since the last DYS complaint referral.

The policy, management and research implications for collection of this type of data are self-evident. It allows Field Services program managers at all levels to compare the processing of cases in their jurisdiction with processing throughout the State. Problem areas may then be identified and progress monitored to determine the effectiveness of remedial action. The collection of the above discussed type of information over time opens up the potential for significant efforts in the evaluation of program and treatment mode effectiveness.

The efforts discussed above rise out of a growing recognition within the Division of the important role which selective, relevant planning and management data plays in effective organizational management. These efforts represent the initial steps in what should be a continuing program to provide Division decision-makers at all levels with necessary information.

GRAPH #1 TOTAL REFERRALS, ALL CATEGORIES, STATE OF FLORIDA 1965-1973

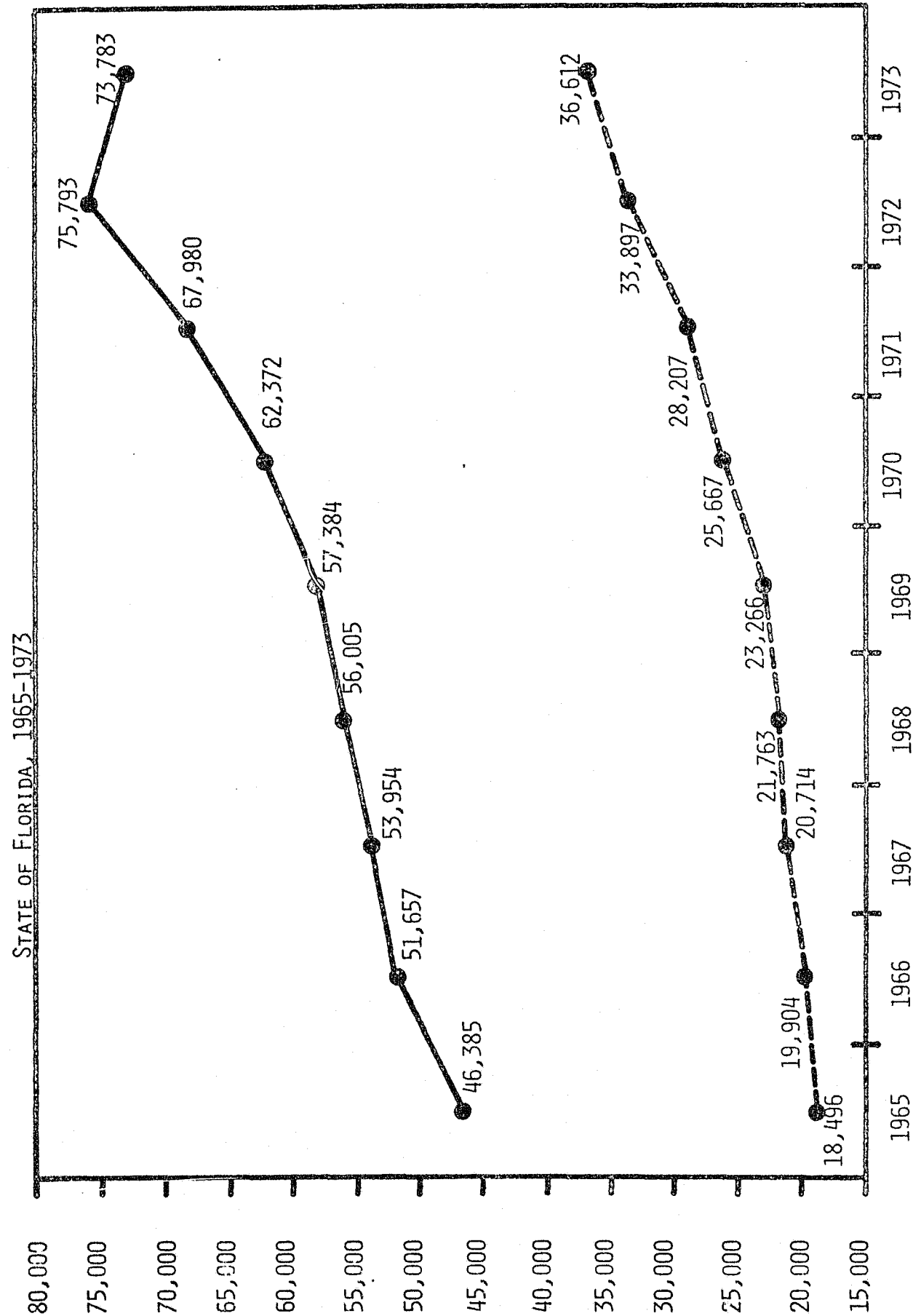


GRAPH #1 THIS GRAPH INDICATES THAT THE NUMBER OF REFERRALS TO DYS HAVE BEEN STEADILY INCREASING AT AN INCREASING RATE. DURING THE TIME PERIOD UNDER CONSIDERATION, THE RATIO OF THE NUMBER OF REFERRALS FOR DELINQUENCY AND CINS TO THE TOTAL NUMBER OF REFERRALS HAS REMAINED APPROXIMATELY THE SAME. THE GRAPH ALSO INDICATES THAT THE RATE OF REFERRAL HAS RISEN ABOVE THE RATE OF GROWTH FOR THE SAME AGE SEGMENT OF THE POPULATION SINCE 1970. IT SHOULD ALSO BE NOTED THAT REFERRALS DO NOT NECESSARILY MEAN DIFFERENT CHILDREN. A SINGLE CHILD MAY BE REFERRED MORE THAN ONCE DURING THE YEAR AND STUDIES IN OTHER STATES INDICATE THAT THIS FACTOR MAY ACCOUNT FOR AS MUCH AS 20% OF THE TOTAL. REFERRALS ARE ALSO INFLUENCED BY CHANGES IN LAWS, I.E., NEW CURFEW LAWS, OR ELIMINATION OF TRAFFIC OFFENSES FROM JUVENILE COURT SYSTEM.

1965 - 1966	=	10.30%
1966 - 1967	=	4.34%
1967 - 1968	=	4.15%
1968 - 1969	=	3.69%
1969 - 1970	=	9.18%
1970 - 1971	=	9.25%
1971 - 1972	=	14.02%
1972 - 1973	=	.66%

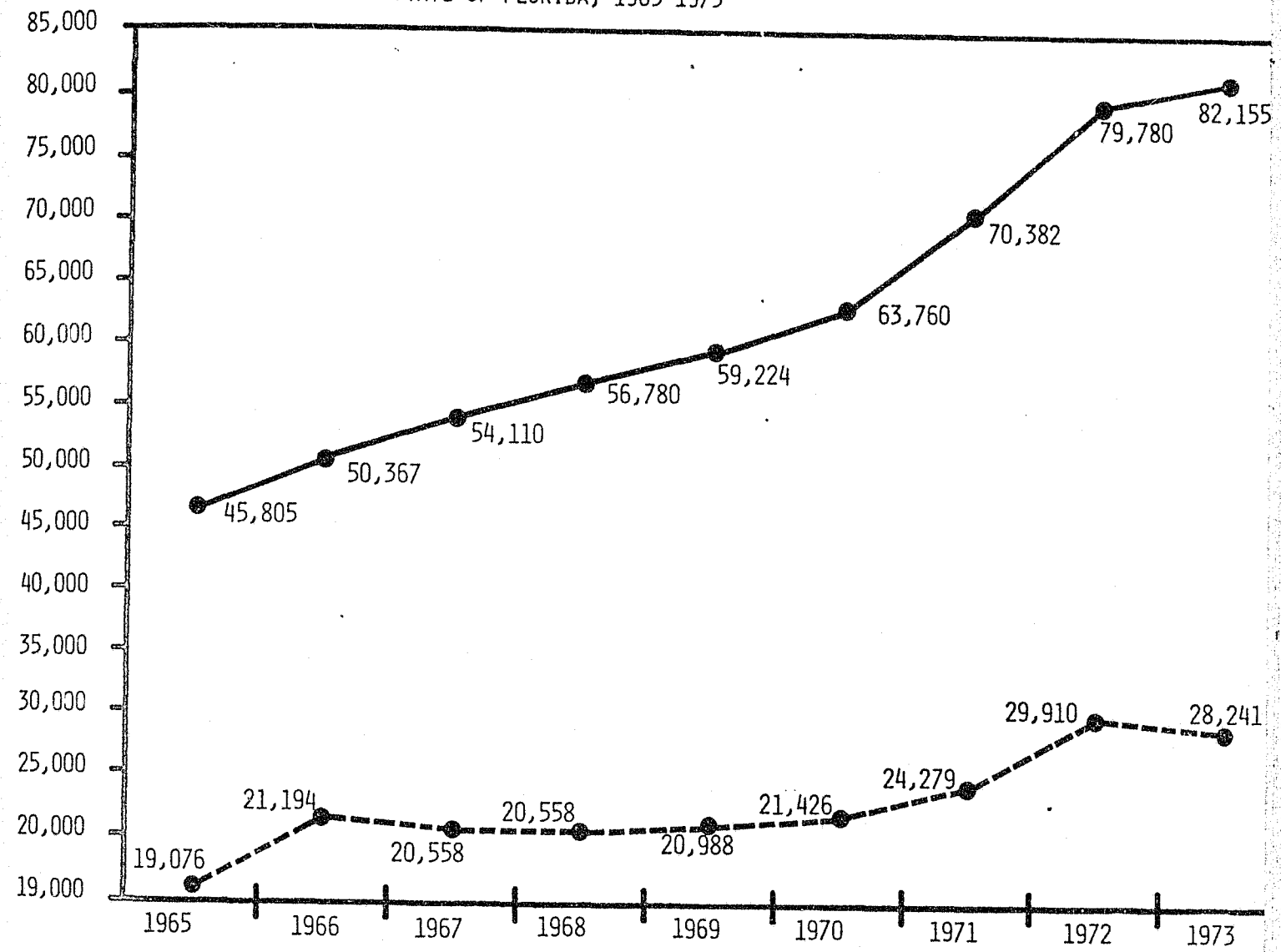
\* IN 1971 THE STATE ASSUMED RESPONSIBILITY FOR INTAKE AND THE INCREASE IN REFERRALS MAY BE INFLUENCED BY IMPROVED STATISTICAL CONTROL.

GRAPH 2 TOTAL REFERRALS, ALL CATEGORIES, FOR MALES AND FEMALES



MALE  
FEMALE

GRAPH 3 TOTAL REFERRALS, ALL CATEGORIES, FOR WHITE AND NON-WHITES  
STATE OF FLORIDA, 1965-1973



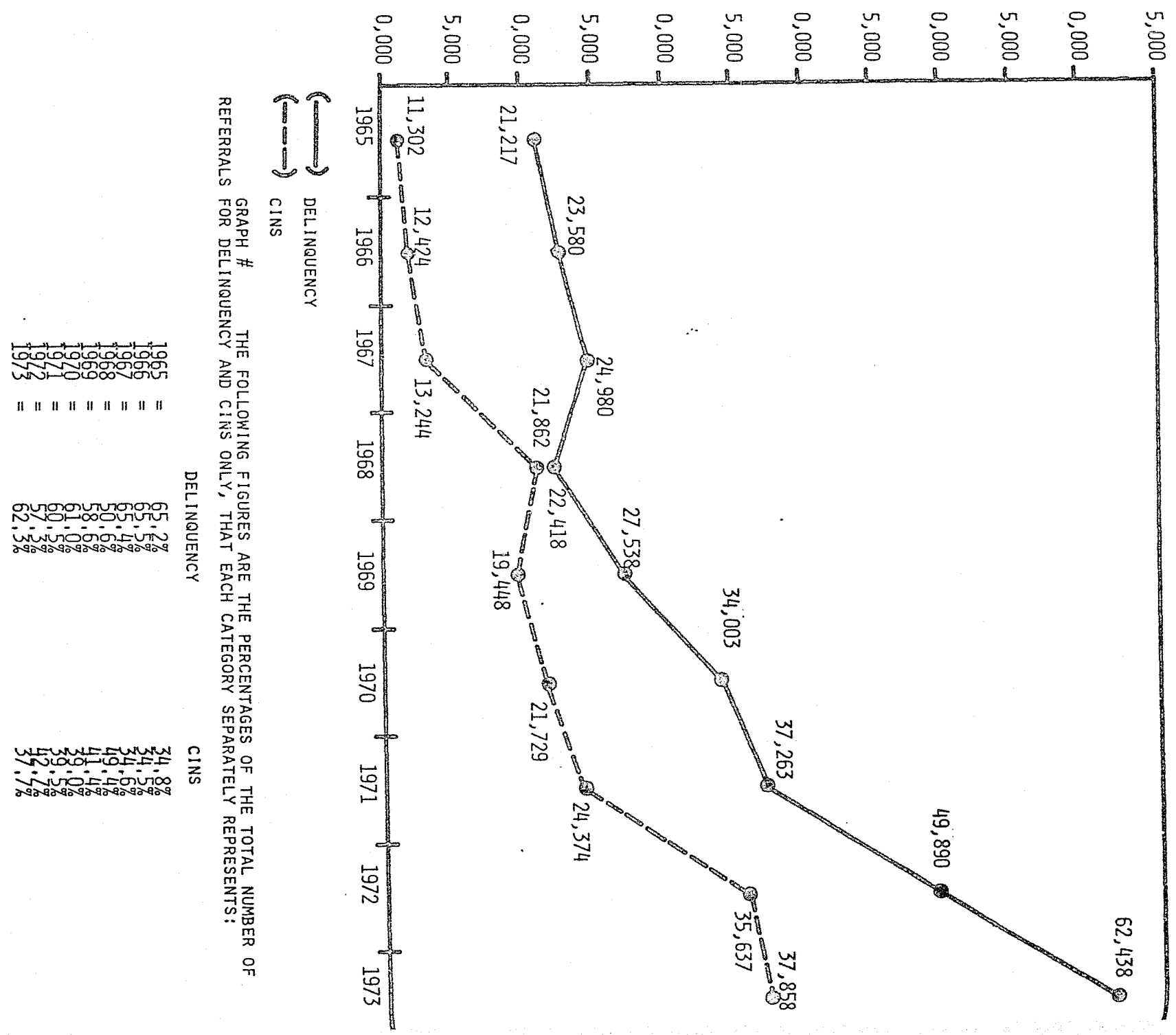
WHITES  
NON-WHITES

GRAPH #3: THE FOLLOWING FIGURES ARE THE PERCENTAGES OF PERSONS REFERRED TO DYS WHO WERE CATEGORIZED AS "NON-WHITES":

1965	=	29.4%
1966	=	29.6%
1967	=	27.5%
1968	=	27.0%
1969	=	26.6%
1970	=	27.6%
1971	=	26.8%
1972	=	27.3%
1973	=	25.6%

DURING THE TIME PERIOD UNDER CONSIDERATION THE RATE OF REFERRAL OF "NON-WHITES" HAS DECLINED, RELATIVE TO "WHITES", BY OVER 2%. THEREFORE, THE RATE OF INCREASE HAS BEEN HIGHER FOR WHITES THAN FOR NON-WHITES.





THE FOLLOWING FIGURES ARE THE PERCENTAGES OF THE TOTAL NUMBER OF REFERRALS FOR DELINQUENCY AND CINS ONLY, THAT EACH CATEGORY SEPARATELY REPRESENTS:

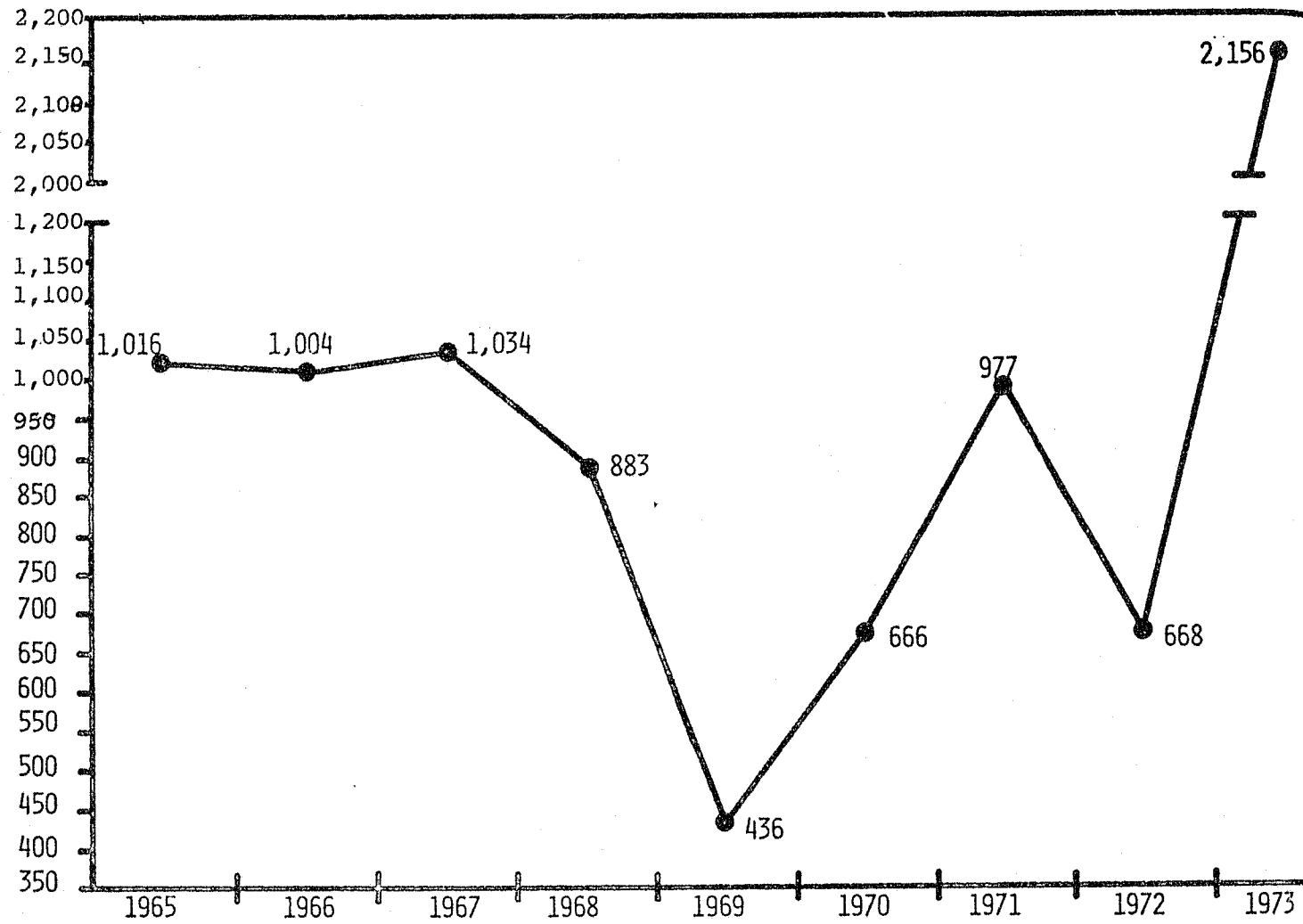
Year	Delinquency (%)	CINS (%)
1965	65.2%	34.8%
1966	65.5%	34.5%
1967	65.4%	34.6%
1968	60.6%	49.4%
1969	58.1%	47.4%
1970	61.0%	39.0%
1971	60.5%	39.5%
1972	57.3%	44.7%
1973	62.3%	37.7%

TABLE #1 JUVENILE POPULATION AND CINS & DELINQUENCY REFERRALS: U.S. AND FLORIDA 1965 - 1972

YEAR	U.S.			FLORIDA		
	JUVENILE POPULATION (AGES 10 - 18)	CINS AND DELINQUENCY CASES	RATE	ESTIMATED JUVENILE POPULATION (AGES 10 - 18)	CINS AND DELINQUENCY CASES	RATE
1965	29,489,000	697,000	23.6	888,200	32,500	36.6
1966	30,008,000	745,000	24.8	912,500	36,000	39.5
1967	30,750,000	811,000	26.4	937,500	38,200	40.7
1968	31,374,000	900,000	28.7	961,000	44,300	46.1
1969	31,971,000	988,500	30.9	992,000	47,000	47.4
1970	32,531,000	1,052,000	32.3	1,002,100	55,700	55.6
1971	33,243,000	1,125,000	33.8	1,026,060	61,500	59.9
1972	33,144,000	UNAVAILABLE	UNAVAILABLE	1,044,170	80,500	77.1

PROBATION VIOLATION REFERRALS 1965 - 1973

GRAPH # 5

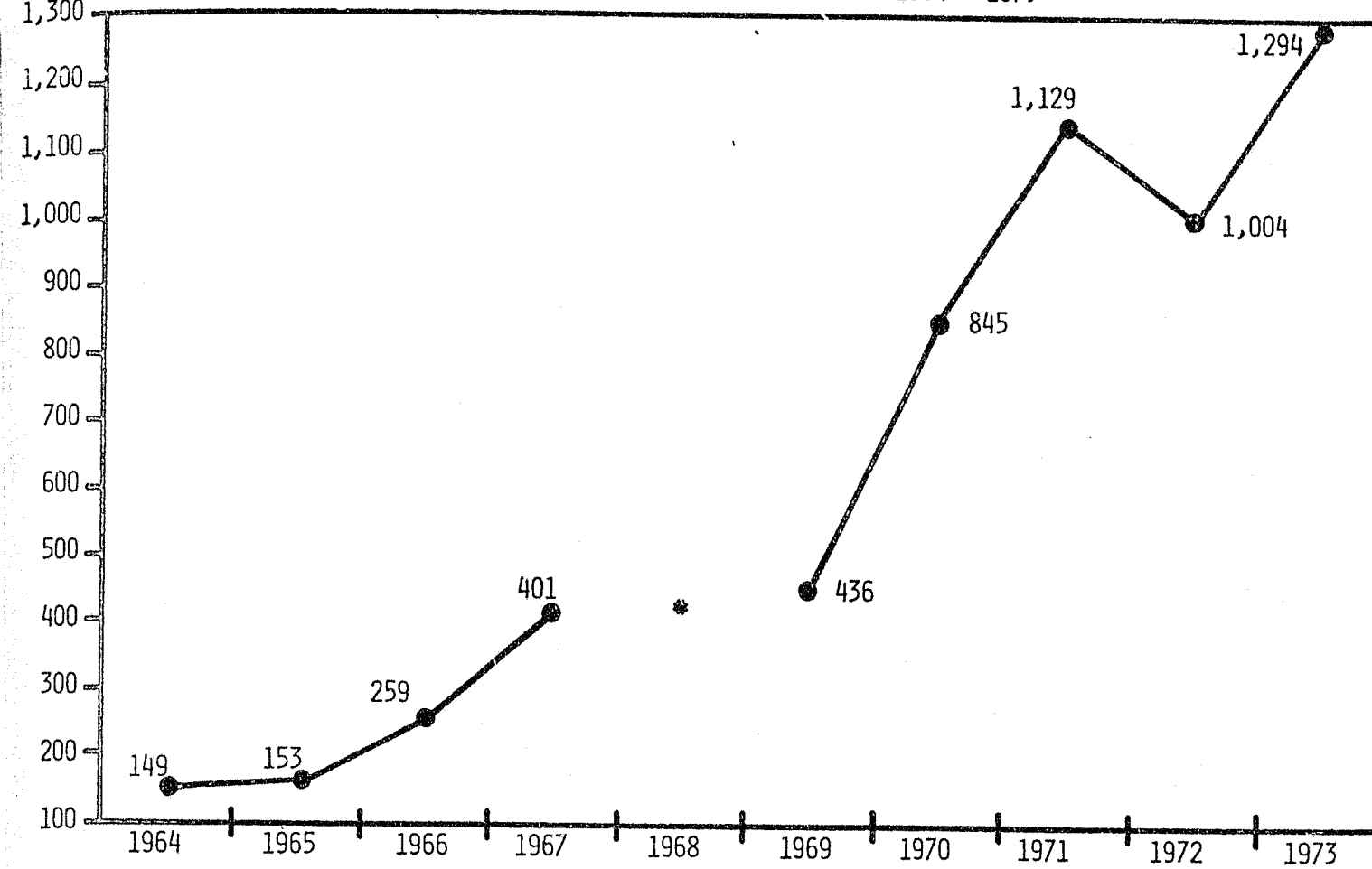


GRAPH #7: THE FOLLOWING FIGURES ARE THE YEARLY PERCENTAGE CHANGES IN THE NUMBER OF REFERRALS TO THE DIVISION OF YOUTH SERVICES FOR THE OFFENSE OF PROBATION VIOLATION:

1965 to 1966	=	-1.2%
1966 to 1967	=	+3.0%
1967 to 1968	=	-17.1%
1968 to 1969	=	-102.5%
1969 to 1970	=	+52.7%
1970 to 1971	=	+46.7%
1971 to 1972	=	-46.3%
1972 to 1973	=	+222.8%

NUMBER OF CURFEW VIOLATION REFERRALS 1964 - 1973

GRAPH #6



\* NO DATA AVAILABLE FOR 1968

GRAPH #8: THE FOLLOWING FIGURES ARE THE PERCENTAGES OF CHANGE IN THE NUMBER OF REFERRALS FOR CURFEW VIOLATIONS:

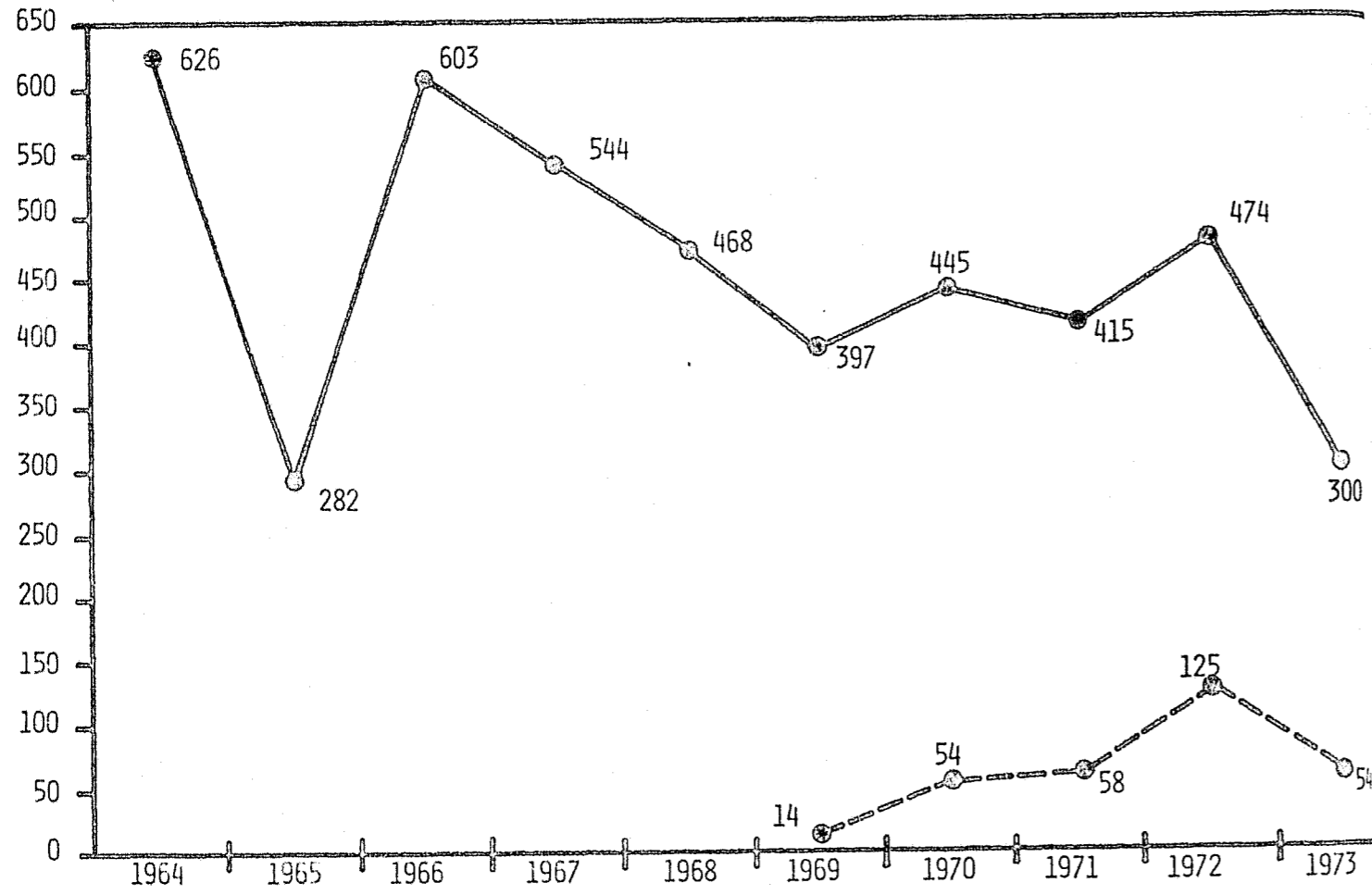
1964 to 1965	=	+00.3%
1965 to 1966	=	+69.3%
1966 to 1967	=	+54.8%
1967 to 1968	=	N/A
1968 to 1969	=	N/A
1969 to 1970	=	+93.8%
1970 to 1971	=	+33.6%
1971 to 1972	=	-12.4%
1972 to 1973	=	+28.9%

THE OVERALL INCREASE IN THE NUMBER OF REFERRALS FOR CURFEW VIOLATION FROM 1965 TO 1973 WAS 768.5%.

GRAPH #7

REFERRALS FOR SEX-RELATED OFFENSES

1964 - 1973



ALL SEX-RELATED REFERRALS  
 FORCIBLE RAPE REFERRALS ONLY

GRAPH #9: THE FOLLOWING FIGURES ARE THE PERCENTAGES OF CHANGE FOR SEXUALLY-RELATED REFERRALS FROM 1964 TO 1973:

1964 TO 1965	=	-122.0%
1965 TO 1966	=	+113.8%
1966 TO 1967	=	-10.8%
1967 TO 1968	=	-16.2%
1968 TO 1969	=	-17.9%
1969 TO 1970	=	+12.1%
1970 TO 1971	=	-7.2%
1971 TO 1972	=	+14.2%
1972 TO 1973	=	-58.0%

THE FOLLOWING FIGURES ARE THE PERCENTAGES OF CHANGE IN THE NUMBER OF REFERRALS FOR FORCIBLE RAPE ONLY:

1969 TO 1970	=	+285.7%
1970 TO 1971	=	+7.4%
1971 TO 1972	=	+115.5%
1972 TO 1973	=	-131.5%

\* THE SMALL NUMBER OF REFERRALS IN THIS CATEGORY HAS TENDED TO INFLATE THE PERCENTAGE OF INCREASE RELATIVE TO OTHER CATEGORIES WITH LARGER NUMBERS OF REFERRALS,

THERE HAS BEEN AN OVERALL DECREASE IN THE NUMBER OF SEXUALLY RELATED REFERRALS OF 108.7%

DELINQUENCY REFERRALS IN MAJOR OFFENSE CATEGORIES  
AGE 0-21 REFERRALS, 1968-1973

TABLE #2

CRIME CATEGORIES	1968	1969	1970	1971	1972	1973
VIOLENT CRIMES <sup>1</sup>	UNAVAILABLE	666	1,377	1,741	1,266	2,663
PROPERTY CRIMES <sup>2</sup>	12,162	16,032	19,283	20,721	23,285	19,902
DRUG OFFENSES <sup>3</sup>	UNAVAILABLE	240	1,642	2,525	2,981	3,800

<sup>1</sup> MURDER, MANSLAUGHTER, RAPE, ROBBERY AND AGGRAVATED ASSAULT

<sup>2</sup> BREAKING AND ENTERING, LARCENY AND AUTO THEFT

<sup>3</sup> INCLUDING BOTH NARCOTIC AND NON-NARCOTIC OFFENSES, EXCLUDING ALCOHOLIC DRUG OFFENSES



TABLE #4

JUVENILE POPULATION AND DEPENDENCY, ABUSE, NEGLECT REFERRALS:  
U.S. AND FLORIDA 1965-1972

YEAR	U.S.			FLORIDA		
	JUVENILE POPULATION (AGES 0 - 17)	DEPENDENCY <sup>1</sup> CASES	RATE	ESTIMATED JUVENILE POPULATION (AGES 0 - 18)	DEPENDENCY <sup>2</sup> CASES	RATE
1965	69,699,000	157,000	2.2	1,925,000	14,750	7.7
1966	69,851,000	161,000	2.2	1,964,000	15,100	7.7
1967	69,878,000	154,000	2.1	2,000,700	13,900	6.9
1968	69,831,000	141,000	1.9	2,049,500	12,300	6.0
1969	69,694,000	127,000	1.7	2,063,600	11,450	5.5
1970	69,669,000	133,000	1.8	2,109,000	9,600	4.6
1971	69,576,000	122,000	1.9	2,145,000	8,750	4.1
1972		UNAVAILABLE	UNAVAILABLE	2,190,000	11,344	5.2

1 AND 2 INCLUDED UNDER THE TITLE "DEPENDENCY" ARE NEGLECT AND ABUSE CASES ALSO.  
TABLE #5 REFFERAL TYPE BY SOURCE (NUMBER AND PERCENTAGE) - 1972

AGENCY	DELINQUENCY	CINS	TRAFFIC	DEPENDENCY	TOTAL
LAW ENFORCEMENT AGENCY	# 43,525 % 39.69	22,324 20.36	12,803 11.67	1,315 1.20	79,966 72.91
SCHOOL	# 805 % .73	4,257 3.88	0 .0	329 .30	5,391 4.92
SOCIAL AGENCY	# 266 % .24	692 .63	19 .02	4,062 3.70	5,039 4.59
PROBATION OFFICER OR COUNSELOR	# 343 % .31	1,167 1.06	5 .00	1,616 1.47	3,131 2.85
PARENTS OR RELATIVES	# 365 % .33	5,465 4.98	21 .02	3,950 3.60	9,801 8.94
OTHER COURTS	# 364 % .33	429 .39	106 .10	253 .23	1,152 1.05
OTHER	# 2,202 % 2.01	1,303 1.19	64 .06	1,623 1.48	5,193 4.73
TOTAL	# 47,870 % 43.65	35,637 32.49	13,018 11.87	13,148 11.90	109,673 100.00

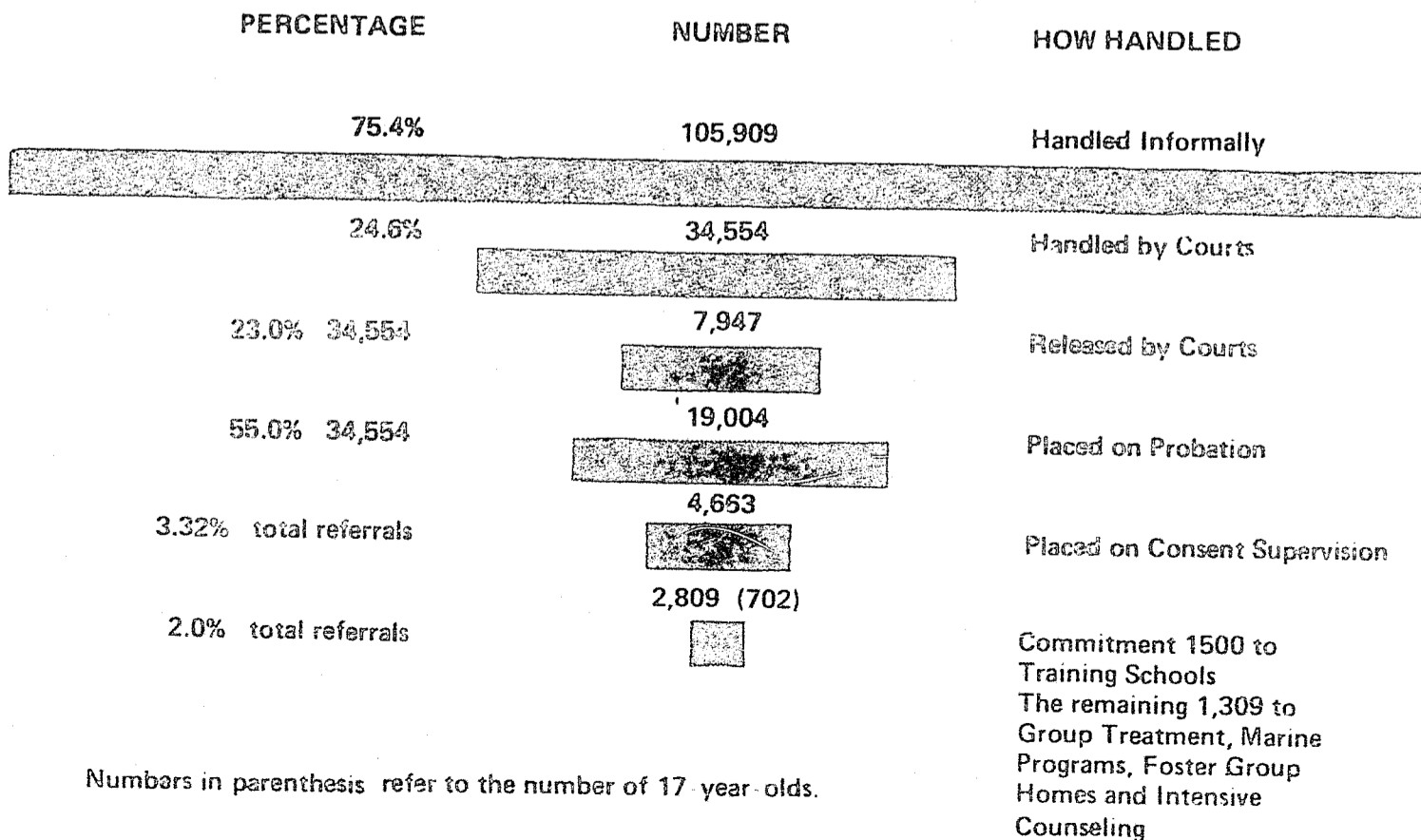
SOURCES OF DYS REFERRALS (1968 - 1971)

		DELINQUENCY				CINS				TRAFFIC				DEPENDENCY				TOTAL			
		1968	1969	1970	1971	1968	1969	1970	1971	1968	1969	1970	1971	1968	1969	1970	1971	1968	1969	1970	1971
LAW ENFORCEMENT AGENCY	#	35,582	25,681	30,766	33,639		14,966	14,553	15,865	15,744	16,859	16,467	18,681	1,785	6,836	2,427	1,751	53,109	64,342	64,215	69,917
	%	45.76	31.84	34.94	34.95		18.56	16.53	16.48	20.25	20.91	18.70	19.41	2.29	8.48	2.76	1.82	68.03	79.78	72.93	72.64
SCHOOL	#	2,505	0	797	870		0	1,652	2,126	0	0	2	6	0	0	175	291	2,505	0	2,636	3,291
	%	3.22	0	.91	.91		0	1.89	2.21	0	0	0	0	0	0	.20	.30	3.22	0	2.99	3.43
PROBATION OFFICER OR COUNSELOR	#	1,303	0	428	385		0	998	1,158	13	0	17	29	0	0	1,303	2,191	1,316	0	2,806	3,763
	%	1.68	0	.49			0	1.13		.02	0	.02		0	0	1.55		1.70	0	3.19	
PARENTS OR RELATIVES	#	2,442	332	248	214		1,087	2,672	3,433	0	16	21	10	6,698	154	4,965	5,593	9,050	1,589	7,906	9,250
	%	3.14	.41	.28	.22		1.35	3.03	3.57	0	.02	.02	.01	8.59	.19	5.64	5.81	11.04	1.97	8.98	9.61
OTHER COURTS	#	662	298	439	460		266	457	504	0	76	153	184	375	330	379	385	1,037	970	1,428	1,533
	%	.85	.37	.50	.48		.33	.52	.52	0	.09	.17	.19	.48	.41	.43	.40	1.33	1.20	1.62	1.59
OTHERS	#	1,466	233	1,064	1,547		2,642	1,056	649	127	2	45	82	3,111	6,765	2,083	1,402	4,704	9,641	4,248	3,687
	%	1.89	.29	1.21	1.61		3.28	1.20	.67	.16	0	.05	.09	4.00	8.39	2.37	1.46	6.05	11.95	4.82	3.82
SOCIAL AGENCY	#	323	944	261	142		487	331	639	0	100	18	2	5,714	2,521	4,200	4,021	6,034	4,102	4,810	4,801
	%	.42	1.23	.30	.15		.60	.38	.68	0	.12	.02	0	7.35	3.13	4.77	4.18	7.76	5.09	5.46	4.93
TOTAL	#	44,217	27,538	34,003	37,267		19,448	21,729	24,374	15,884	17,053	16,723	18,974	17,591	16,606	15,592	15,635	77,755	80,645	88,049	96,297
	%	58.35	34.15	38.52	35.72		24.12	24.58	25.32	20.43	21.15	18.93	19.71	22.62	20.53	17.71	16.24	100.00	100.00	100.00	100.00

\* DELINQUENCY AND CINS FIGURES ARE COMBINED FOR THE YEAR 1968

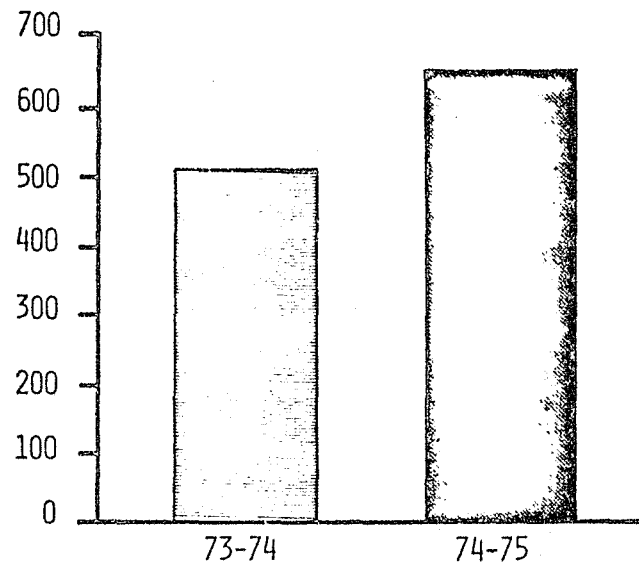
CHART #1

1974 - 75 PROJECTIONS  
 140,463 (28,092) (Total number of referrals to Intake)

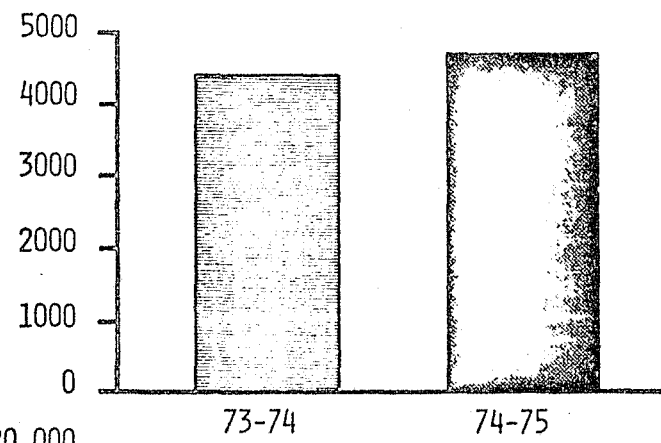


PROJECTED POPULATIONS 1973-1974, 1974-1975

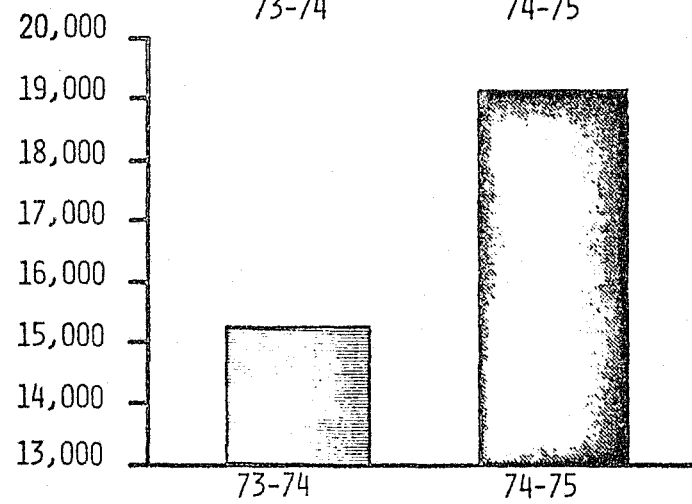
GROUP TREATMENT



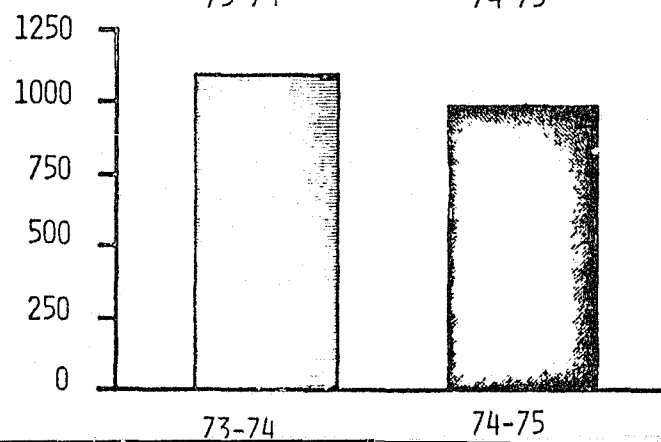
AFTERCARE



PROBATION



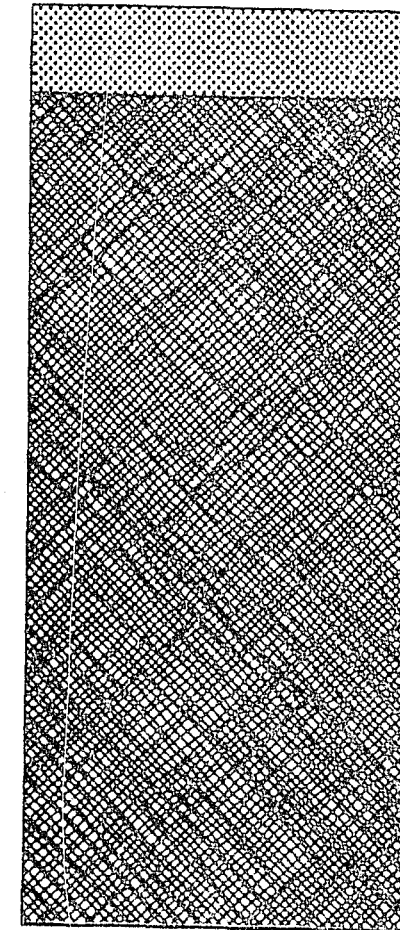
TRAINING SCHOOLS



RESIDENTIAL FACILITY RATIO

Group Treatment 13.2%

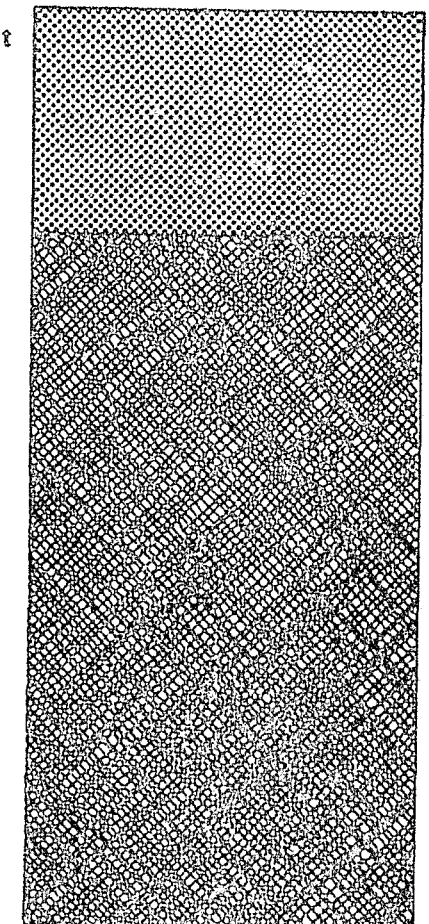
Training Schools 86.8%



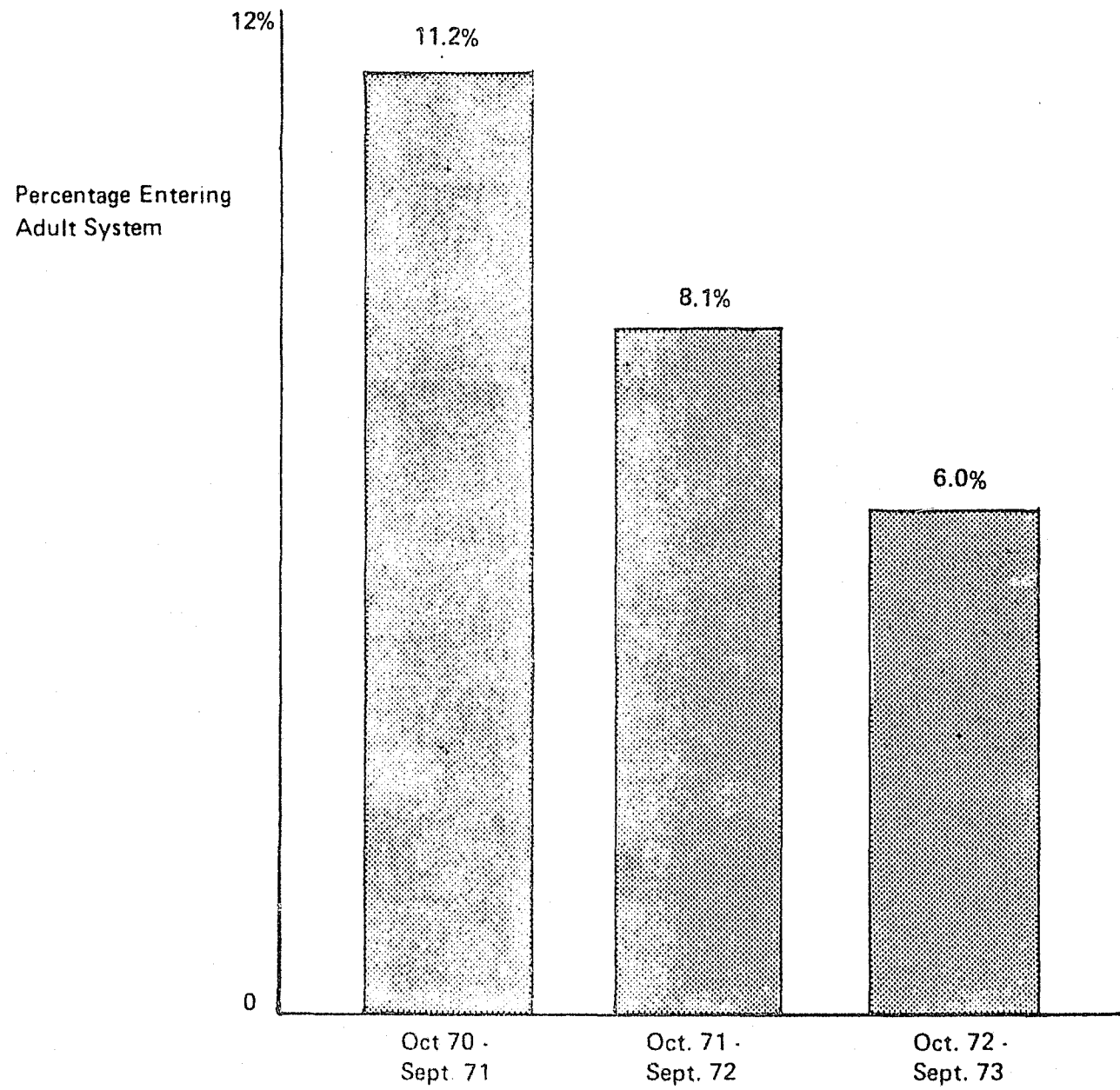
JAN.-JUNE 1972

Group Treatment 28.6%

Training Schools 71.4%



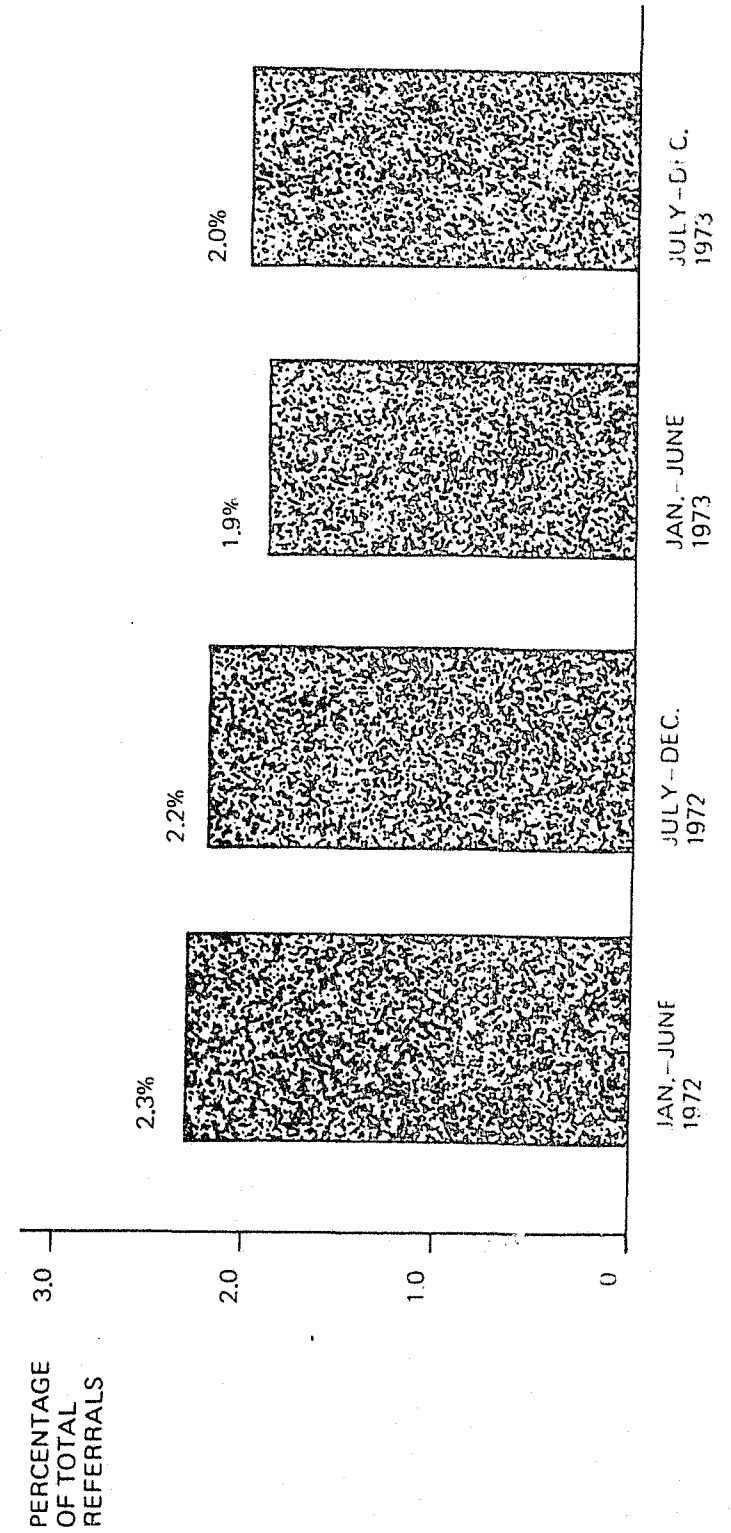
JAN.-JUNE 1973



PERCENTAGE OF CHILDREN UNDER DYS AFTERCARE SUPERVISION WHO WENT INTO THE ADULT CORRECTIONS SYSTEM WHILE UNDER SUPERVISION IN 1971, 1972 and 1973

This represents a 27.8% reduction in DYS wards in Aftercare who entered the adult corrections system from 1971 to 1972, and a 25.9% reduction from 1972 to 1973

PERCENTAGE OF TOTAL REFERRALS WHICH RESULTED IN COMMITMENT





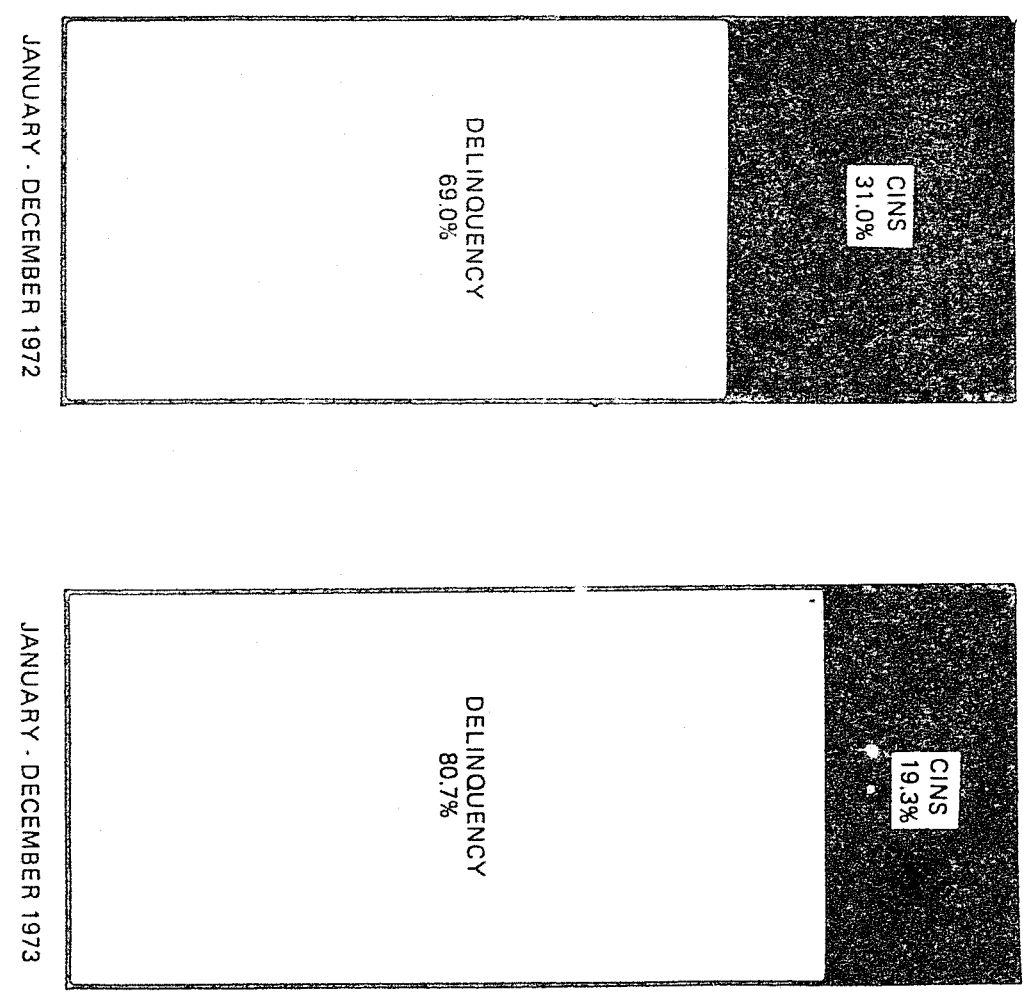
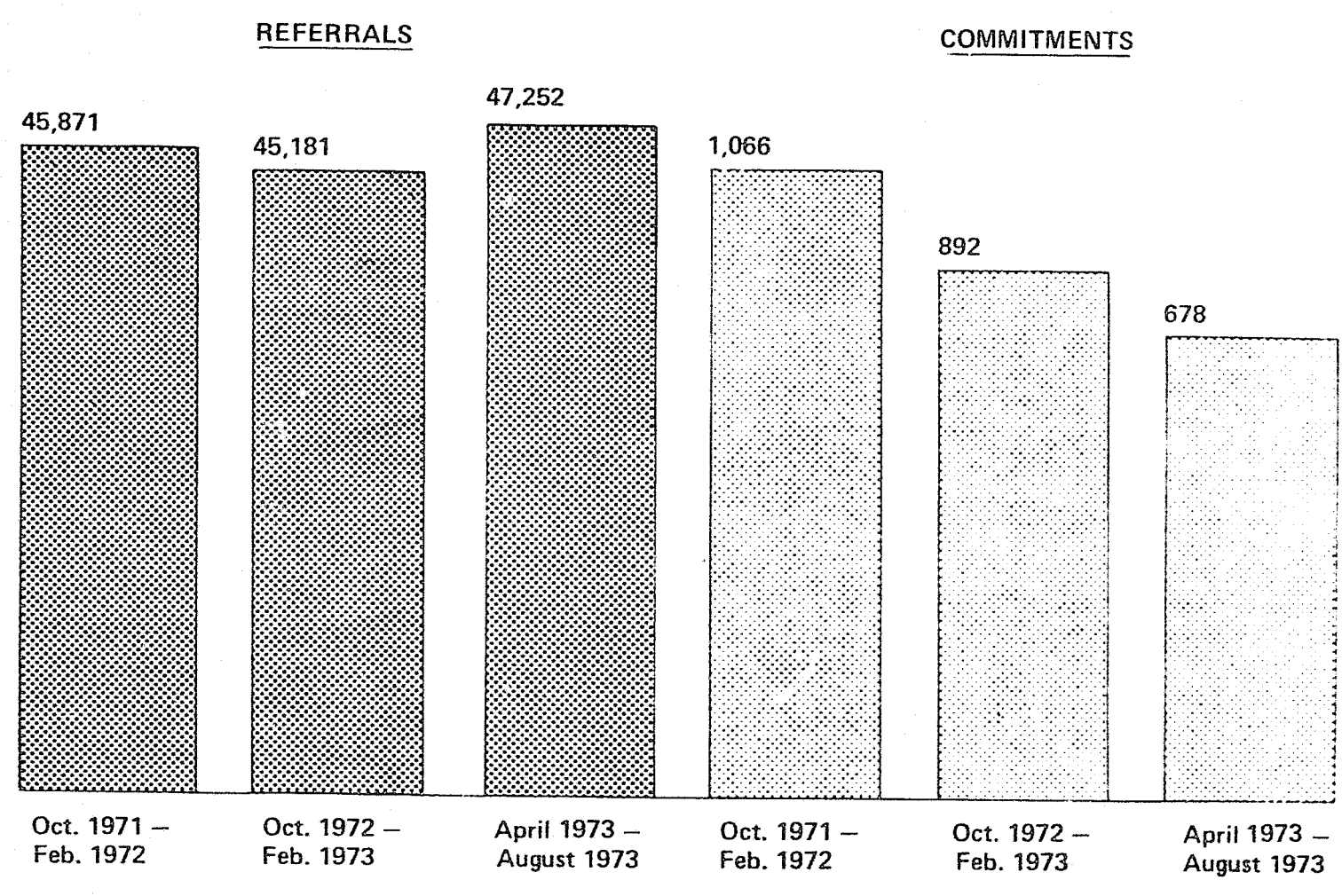


CHART #7

Comparison of Current Commitments and Referrals to Commitments and Referrals in Prior Years



Although the number of referrals from Oct. 71 - Feb. 72 compared to Oct. 72 - Feb. 73 remained constant, the number of residential commitments declined by 16.4%.

## CHAPTER III

## ANALYSIS OF THE NEEDS OF FLORIDA'S JUVENILE JUSTICE SYSTEM

This chapter contains a relatively straightforward presentation of the primary needs of that part of the juvenile justice system related to the Division of Youth Services programs. No effort is made to place the needs in a listing of priorities. The needs are presented according to the functional areas of prevention, diversion, rehabilitation, and administration. The needs and efforts of all the bureaus are highly interrelated and cross functional lines as the Division seeks to meet the goals and duties established by the Legislature, the Governor, the Division Director, and other Division personnel.

It should be remembered that the presentation and analysis of needs, along with material contained in Chapter II, play a major role in the development of goals and program strategies, which are contained in Chapter IV. It should also be noted that the presentation and analysis of needs are based on the recommendations contained in Chapter I B, the original plan, the 1973 Comprehensive Criminal Justice Plan for the Juvenile Justice System, input from Bureau Directors and other Division personnel, as well as a wide assortment of literature in criminology and corrections.

A. Program Demands and Implementation Constraints in Prevention of Delinquency

1. Problems of Causation

A principal stumbling block in the area of delinquency prevention is our inability to assess accurately the relative importance of different factors in the cause of crime and delinquency. As indicated in Chapter I there are a variety of theories explaining

delinquency; but the weight of empirical evidence does not strongly support one theory over the others, although the Glasser/Matza perspective has proven appropriate for DYS programming. This does not mean that we do not know enough about delinquency to develop prevention programs. We know that delinquency is a product of the interaction of several factors, among them: socio-economic status, selective law enforcement, family structure, etc. As research in delinquency progresses, and causal factors are isolated, our ability to design effective prevention programs will improve. In the meantime, we should use the knowledge we have to develop the best prevention programs possible.

As a result of our inability to determine precisely the causes of delinquent behavior, we have been unable to identify potential pre-delinquent and delinquent children. We simply cannot assume that every child who gets into trouble at school is a potential delinquent. Certainly most children who get involved in the juvenile justice system have had school problems. On the other hand, most children who manifest behavioral and/or learning problems in school cannot, in any real sense, be considered candidates for delinquency. The specific behaviors which constitute pre-delinquency cannot at this point in time be accurately determined. More research dealing with causal factors is needed.

2. Constraints to Development of a Systems Approach

a. A partial consequence of the first problem is the difficulty encountered in planning the development of prevention programs in the juvenile justice system and the coordinating of such efforts. Planning prevention programs requires the involvement

of other institutions and organizations, many of which lack the necessary commitment or knowledge. This means that the Division of Youth Services will have to adopt more of an advocacy role in the future if successful prevention programs are to be designed and implemented. Our lack of precise knowledge of all the interacting factors contributing to delinquency is not a sufficient reason for failing to plan and develop alternative preventive services to potential delinquents or pre-delinquent youths given the knowledge we do have. Currently, delinquency prevention services are relatively limited. Some cooperative programs are available in public schools or community groups, but no statewide programs are specifically directed to serve youth in trouble prior to DYS intake.

b. Improved technical assistance and consultation programs for the development of prevention programs in the juvenile justice system, both statewide and at the community level, are needed. The Bureau of Community Services, which has primary responsibility in the DYS for this activity, currently has only 5 field representatives distributed throughout the state, and is capable of only a few specialized efforts directed at prevention programs. Additional personnel are available from other DYS bureaus and other state Divisions. The coordinated effort to develop prevention programs in accordance with assessed causal factors, effective means, and a plan based on objectives should be expanded and accelerated.

In summary, it may be stated that the lack of coordinated comprehensive programs for prevention and community education has hampered the Division's ability to reduce or deter further crime and delinquency. Reducing recidivism and deterring further crime and

delinquency with previously adjudicated youth is primarily a preventive responsibility charged to state correctional authorities. Because a large number of juveniles are involved or will become involved in Florida's crime problem, it is essential that the juvenile justice system be considered as a fundamental prevention program for the adult correctional system. In addition, an improved quality of probation, aftercare, and institutional care for juveniles should lead to a general reduction of juvenile recidivism and deter further delinquency.

A 1969 study revealed that of approximately 1200 boys released from Florida's training schools in 1962, 26.2% were in Florida's adult prisons by 1968. A DYS study completed in 1973 indicated that the recidivism rate to adult corrections for DYS wards released during FY 1968-69 was 37%. Hopefully, the rate of recidivism for such youthful offenders is less today as a result of improved programs. However, in light of Florida's increased population, increased delinquency and crime rate, and expanded adult institutional capacity, the rate may not have changed substantially.

In addition, over the past few years there has been an annual increase of over 9% in the number of referrals to Florida's juvenile courts, and even with changes in state administered intake/probation and amended traffic rules calling for the deletion of offenses from the Juvenile Court, a 14% increase occurred in 1972.

#### A. Needs and Problems in Division

##### 1. Child Screening and Evaluation

The DYS needs to improve the means of screening and evaluating each child upon entry into the formal juvenile justice

system. As noted in the above, intake responsibility as of October 1, 1971, was transferred to the state Division of Youth Services, Bureau of Field Services.

In 1971 county-operated intake received some 96,246 juvenile referrals, but for the first twelve months (October, 1971 - September, 1972) of state-administered intake, nearly 110,000 referrals were received. Of all referrals received by juvenile courts in 1971, approximately 70% were from law enforcement agencies, with the remaining referrals received from schools, parents, self-referral, other community agencies, etc. Of the 106,746 referrals received by DYS during the first twelve months of DYS intake, 72.6% were noted from high crime urban areas, and the remaining 27.4% were from other areas of the state.

Since only 200 youth counselors are officially assigned as intake interviewers, an average of 550 interviews are handled annually by each intake counselor, exceeding by 50 the number allotted per counselor. In some areas of the state, intake interviews as well as investigations are shared by probation/aftercare counselors who are taken from their regular work to increase intake capabilities.

Other factors have also complicated the intake process and helped create the need for more specialized manpower. Previous provisions under Chapters 39 and 959, Florida Statutes, which have been amended to include juvenile court jurisdictions under the state circuit courts, place on DYS intake the responsibility to make certain decisions with regard to detention and judicial vs. non-judicial handling of individual cases. Also, the fact that DYS intake counselors are on call 24 hours adds to their workload.

Another problem experienced by state intake is the lack of an adequate data base or system of information to provide the comparative background and historical data necessary for appropriate intake decisions. In the past few months a new statistical intake card has been implemented. Once the data system based on the new card is fully operational and debugged, intake decisions should become more informed.

In addition, state DYS lacks the capability to provide such specialized clinical/diagnostic services as psychological testing and psychiatric evaluations for those few children who need them. The availability of such specialized testing and psychiatric evaluations is essential in arriving at the best prescriptive action for a limited, select number of juvenile referrals. Such requests are traditionally made to the appropriate neighborhood community mental health center; but costly delays in appointments, overloaded services, lack of coordination and cooperation, and a general absence of services prevail.

Additional problems are encountered by intake because of inappropriate and inadequate referrals made by police agencies, public schools, and other referral sources. A general misunderstanding exists regarding the actual authority and proceedings provided by the Juvenile Court vs. DYS Intake. In most areas of Florida, police and school authorities are not equipped or trained to differentiate between cases which should or should not be referred to intake or need official court action. In addition, reporting or referral systems are inadequate, causing poor reporting and documentation

regarding the official action sought and the specific charges presented. (The new 1973 intake card is beginning to help considerably in alleviating this problem.) Schools consistently refer great numbers of truants, ungovernables, and other school related problems to intake for court action in situations where school alternatives are limited, but actual court action is unnecessary.

### 2. Planning and Evaluation of Diversion Alternatives

Currently, the juvenile justice system has only a limited capability of planning for and assessing the diversionary alternatives for pre-delinquents in the system. State-operated intake and the newly operational state circuit court system with jurisdiction over juveniles, was established to provide dispositions in the best interests of the child with preference to non-judicial alternatives. Yet not enough has been done in Florida to assess the number of comprehensive alternatives available and the impact such alternatives could have on the reduction of crime and delinquency by other than formal adjudicatory proceedings. Given the current number of research staff and the lack of coordination among component agencies, neither the state juvenile court system nor DYS have attempted such a state-wide assessment, nor do they currently have the necessary capabilities to do so.

The diversionary process in the juvenile justice system offers a unique opportunity for the pre-delinquent or dysfunctional youngster, in that it can be a highly effective response to his basic needs. Resources such as non-secure detention programs, clinical diagnostic-prescriptive action, legal assistance, specialized educational testing, training and placement, consent supervision, etc., can all be considered critical in diverting the pre-delinquent from further

processing in the system. To date, the State has not made such a comprehensive and thorough review of the system's diversionary potential.

### 3. Placement and Referral Service

Partially as a result of deficiencies described in sections 1 and 2, the Florida juvenile justice system is not providing sufficient placement and referral services for pre-delinquent or dysfunctional youth, nor sufficiently coordinating the diversionary programs which are available, particularly at the community level. This in effect means that the system is limited in its ability to provide the kind of alternative services to pre-delinquent youth that are needed.

Current diversionary services offered by related state agencies include: limited dispositional alternatives provided through judicial process in the juvenile court; provisions of legal assistance; non-judicial alternatives including consent supervision, referral and placement services, and diagnostic evaluation. The DYS provides some residential alternatives for diverting the pre-delinquent through secure and non-secure detention, foster family group homes, and emergency shelter care.

A preliminary study conducted in September, 1972, reported that nearly 5,000 dependent/neglect cases have been held in Florida jails, police stations, or other secure facilities over the past five years. In addition, for the same period of time, over 13,850 delinquency referrals were detained, pending dispositions. In 1971 alone, 181 traffic and 1,252 neglect cases were held in secure detention facilities awaiting disposition. For all youths detained in Florida

during the first half of 1972, the estimated mean time spent in detention facilities awaiting processing was approximately eight (8) days. Florida currently has 22 locally administered juvenile detention facilities, which were transferred to state administration on January 1, 1974. Although the John Howard Association Report on Detention in Florida (1973) revealed an adequate number of existing secure beds available for a state-administered regional plan, there is a problem in providing adequate non-secure detention and shelter care services in the state.

Because of the lack of sufficient non-secure detention services, large numbers of juveniles are detained in secure detention facilities when non-secure or shelter care programs should be utilized. Non-secure detention facilities; namely shelter care, home detention, homemaker services, volunteer programs, etc., remain unevenly developed.

Other HRS Divisions including Vocational Rehabilitation, Mental Health, Retardation, and Family Services provide some additional related diversionary services, but such programs are generally regarded as too little and too late. The State Departments of Education, Commerce, Community Affairs, Law Enforcement, and Legal Affairs have few, if any, specified programs providing diversionary services for pre-delinquents in the state juvenile justice system.

Clearly, before the problem of limited diversionary alternatives can be met, the Division of Youth Services will have to develop a greater ability to provide technical assistance and consultation in the area of diversionary programming. The Bureau of Community Services, which has primary responsibility in this area, is handicapped because of the lack of adequate and specialized statewide staff.

## B. Needs and Problems in Rehabilitation

### 1. Diagnostic Capability

Outside of the diagnostic and assessment services in the training schools, DYS has few formal capabilities to thoroughly diagnose delinquent youth referred for treatment. While the dangers of labeling must be avoided, greater diagnostic evaluation capability is needed on the community level. Usually a subjective evaluation and a review of the child's social history is the extent of diagnostic evaluation in the field.

The Bureaus of Field Services and Group Treatment make limited use of psychological and psychiatric evaluations from private and public agencies. Due to a lack of follow-up and supportive services, however, these evaluations are not used as effectively as they could be if these services were more frequently available. The Bureau of Training Schools makes an extensive effort to evaluate newly committed youth, and attempts to provide the on-going, flexible kind of evaluation which is most useful. Many youths in the training schools, however, are tailored to the programs available, rather than comprehensive services being provided according to individual prescriptive action.

As noted earlier, a classification system that operates effectively at the community level will help diagnose and plan the treatment for those whose needs can best be met by community-based programs or by the training schools. A uniformly applied classification system can lead to more effective management, assignment, and programming decisions. A method of classification grouping should be carefully developed. There is always the danger that thoughtless dependence on a particular screening technique will

lead to little more than arbitrary pigeon-holing of youth.

Before any kind of diagnostic and screening method could work effectively, the DYS information and data management system would have to be vastly improved. The Division of Youth Services has limited data management and information system capability; it needs more comprehensive and readily accessible information on: previous juvenile histories, characteristics of the juveniles committed, and probable success of variable treatment alternatives by diagnostic classification. Also the follow-up capability to determine effectiveness or failure of the rehabilitative action needs to be expanded. Again, the new intake statistical card will be useful as an initial step in meeting these needs.

## 2. Rehabilitation Program Needs

a. Currently, the Division of Youth Services needs greater capability in assessing rehabilitative needs and planning services for delinquents accordingly. Once again the Bureau of Research, Statistics and Planning of state DYS is responsible for comprehensively planning rehabilitative programs in the state juvenile justice system. However, with past capabilities of only six professional personnel to respond to all the research, statistics, planning and evaluation needs of the system, little has been accomplished even in areas primarily restricted to DYS activities. This situation should improve with the recent growth of professional personnel in the Bureau. In addition, DYS needs more managerial control by organizational objectives, more functional operation by planned performance criteria, and greater adherence to an administrative perspective centering around the planned

development of programs. There are signs that movement in this direction is occurring.

b. Closely related to the problems discussed above is the limited ability to evaluate current rehabilitative programs for delinquent youth. The Bureau of Research, Statistics and Planning of DYS, although having comprehensive responsibility to evaluate state and local rehabilitative efforts, does not yet have the total capability required. Most efforts at such evaluation are limited to a manual system of data collection and analysis. Annual reports required by DYS lack a general basis of program accountability in performance terms. Periodic reports are provided by various bureaus claiming a variety of recidivism figures and comparative statements between services, but few evaluations are based on program accountability by performance objectives and follow-up capabilities on clients served. Because of a lack of follow-up capability, opportunities to evaluate the consequences of various rehabilitative alternatives are limited. In addition, the lack of effective management information and data systems hinders further development of measures to provide appropriate fiscal and program accountability.

A starting point for program development is knowledge of program effectiveness. The best way to get that knowledge is through systematic research and evaluation.

## 3. Community-Based Rehabilitation Alternatives

In recent years major strides have been made in the effort to provide residential community-based alternatives to rehabilitate delinquent youths. Much, however, remains to be done, particularly in light of the effort to reduce training school populations by more than half.

The Bureaus of Group Treatment and Field Services of DYS provide the primary resources of state residential care for delinquents in a community-based setting. In addition, contractual agreements exist with other local public and private agencies to facilitate placement of DYS wards. There are privately operated residential treatment programs in the community which could be used in many cases as an excellent treatment alternative to commitment to a DYS institution if monies were available for purchase of services.

The Bureau of Family Services' program of Foster Family Group Homes has made noted progress since its inception statewide in July, 1972. However, to date only a few more than fifty youths have received services due to limited facilities. With the intent to increase non-judicial and judicial alternatives other than conventional institutional care in the juvenile justice system, there is a critical need to expand the capabilities of Foster Family Group Homes and other pre- and post-dispositional residential alternatives. The utilization of volunteer services for foster placements, emergency shelter, temporary residential care, etc., has not yet been fully explored or developed by DYS.

The Bureau of Group Treatment provides the most comprehensive program of community-based residential care through a complex of Group Treatment Homes, START Centers, and Halfway Houses. Group Treatment intends to consider the comprehensive development of alternative residential programs such as: conservation camps and centers, specialized vocational and educational training facilities, etc. To date, 24 of approximately 50 projected residential facilities providing an additional 450 residential beds have been developed. The continued expansion of such residential facilities is critical to the problem of reducing

the institutional populations to manageable size, as well as offering specialized rehabilitative alternatives based on prescriptive action for delinquent youth.

One of the most serious problems encountered by Group Treatment is locating facilities around the state for their residential programs. Land sites and adequate facilities to meet the specific environmental and physical needs of such a program for delinquent youngsters are difficult to find. Many problems have been experienced because of site selection: necessity for extensive renovation and repair of a leased facility, short-term leases, inappropriate or inadequate facilities to meet program or individual client and staff needs, community settings not conducive to adequate community-based treatment, etc.

In addition to the problem of an inadequate number of alternative residential facilities, the quality of programs and rehabilitative efforts needs to be improved. Currently, DYS residential programs suffer from a general lack of training and staff development, and serious staff shortages, particularly in the Bureau of Group Treatment. Few educational and training programs have been developed by a planning by objectives method. Specific program objectives should be established for the residential facilities, and specialized treatment for specific child disability groups will require prescriptive actions that avoid fragmentation and a lack of coordination.

#### 4. Non-Residential Alternatives

In addition to the problem discussed in the above section, DYS needs more non-residential community-based alternatives for rehabilitating delinquent youth. As with the program of community-based residential care, impressive strides have been made in the



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effort to meet the need for more community-based non-residential treatment alternatives. However, the need has not yet been fully met.

The Bureaus of Field Services and Group Treatment of DYS provide non-residential resources to rehabilitate delinquent youth. In addition, an effort is being made to coordinate services by contract for referral and placement to other public, local and private agencies supporting or complementing the rehabilitative process. Because delinquent youths generally have a number of problems, the total rehabilitative scheme is virtually inexhaustible. However, because of a lack of state services, poor coordination of state and local resources, an inadequate assessment of alternatives and a comprehensive plan of action, Florida's alternatives for non-residential care of delinquents are in need of further development.

The Bureau of Field Services provides the primary resources for non-residential care through probation, aftercare, interstate compact, specialized counseling services including group and individual counseling, family counseling, and the utilization of para-professionals, ex-offenders, and volunteers. Due to a general lack of supportive community services to complement DYS efforts, few prescriptive and specialized resources are available.

With an increasing number of judicial referrals and an emphasis on expanding alternatives other than conventional institutional care, Field Services is experiencing a problem of retaining standard counselor caseloads and an adequate quality of services without reducing their effectiveness. In addition, there is a general lack of comprehensive staff development geared to improve counselors'

rehabilitative skills and expand managerial-administrative capabilities.

The Bureau of Group Treatment provides additional non-residential alternatives, primarily through the use of TRY Centers for intensive day-care counseling and supervision. Currently, five (5) programs exist which will eventually offer services to approximately 90 youths. Further attention should be given to the expansion of day-care alternatives and other programs to increase the number of non-judicial and judicial alternatives in the juvenile justice system.

#### 5. Educational Needs

In delinquency rehabilitation a major problem is the lack of adequate client education, training and placement services in the rehabilitative process. With the adoption of the notion of utilizing specialized residential and non-residential alternatives to conventional institutional care, expanding services which provide training and education services to juveniles has become a critical problem. Without educational and training programs to complement the overall rehabilitative process, the effectiveness of fundamental services of counseling, care, and supervision are seriously handicapped.

Traditionally, most specialized educational services for delinquents have been restricted to training schools and conventional institutional programs. However, with the Division's increased participation in community-based programs including probation, aftercare, halfway houses, START and TRY Centers, foster family and group treatment homes, etc., the responsibility of providing adequate educational and training services has been increased. In addition, the need for specialized services has necessitated more

coordinated efforts with public schools and other public or private programs providing educational/training services, and increased technical assistance and consultation to aid their development.

As long as training school populations remain above the recommended standard capacity of 150 per institution, the few educational/training alternatives offered will remain diluted and lack impact upon particularly severe client needs. When institutional populations are reduced to manageable size, the efforts to provide adequate services will be enhanced. A reduction of training school populations must be accomplished if such specialized educational/training services are to be developed.

Recently, there has been a concerted effort by the Bureau of Education to coordinate education and training programs and expand services in DYS. Cooperative programs with state universities and community colleges have been implemented, but only on a limited basis and without statewide coordination. Such factors as funding, staffing policies and procedures, and a special lack of planned programs by objective have hindered a more comprehensive development of services.

#### 6. Custodial Care

Although major improvements have been made, there is still a need to provide better custodial care and conventional institutional care. Improvements in this area are noted in Chapter I. Additional improvements should be facilitated by the steady decline in training schools' populations.

#### C. Needs and Problems in Administration and Management

The Division, over the past few years, has grown from an agency with less than 1,000 employees and a 4.5 million dollar budget to over 3,000 employees and a budget approaching 40 million dollars.

During this same period of time, the program areas and responsibilities have grown to the extent that DYS is now the primary care system for delinquent children in Florida. As a result of this growth, the complexity of managing DYS has increased and major problems have arisen. These problems have made it more difficult to use manpower and resources effectively.

During this growth period, the structure of DYS remained the same. As new functions and programs were added, the administration of the Division continued under the pre-existing structure. Problems among and within the administrative units and program areas have developed. As a result, the present organization is not operating as effectively as possible in the delivery of the diverse programs now under its administration. To compound the problems of structure, the Division is not sufficiently staffed and is lacking in certain kinds of crucial expertise. The Division does not have the staff necessary to be as responsive as it should to the many requests made on the Division by various state and federal agencies. The Bureaus of Administration, Staff Development, and Research, Statistics and Planning have felt the results of heavy work demands with limited manpower.

#### 1. DYS Reorganization

The Administrative structure of the Division should be one that: facilitates the efficient achievement of the goals of the Division; overcomes difficulties arising from the inherent tensions on any organization; and is flexible enough to respond to changing needs and conditions.

More specific guidelines for effective reorganization may be briefly outlined:

1. The Director should have overall responsibility for the operation of the Division.
2. The Division should be organized into relatively few bureaus.
3. The Division should be so structured and staffed that decision making will be decentralized and deconcentrated to the lowest possible level, but so that policy questions and issues will be filtered upward to top-policy officials for resolution.
4. The Bureau Chiefs should function as a cabinet and should be provided with the means to conduct continuing evaluations of the activities of the Division.

With the above guidelines in mind, it is suggested that the following organizational structure be considered. All field operations would be the responsibility of the Deputy Director and a number of regions would be created, each with a Regional Director in charge. Regional Directors would report to the Deputy Director.

Each region should have the specialized administrative and technical-professional staff required to conduct or supervise all the programs within the region. Administrative direction of this specialized regional staff would come from the Regional Director.

The direction of the regional operations, and the correlation of such operations with program policies and standards developed under the direction of the Deputy, would require a small staff within the office of the Deputy.

Within the regions, several suboffices or district offices may be required. This arrangement would probably be required in that the Division would administer directly, in some areas, certain programs which heretofore had been administered from Tallahassee.

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To accomplish this effectively, personnel could be headquartered at either the regional office or in Tallahassee. In any event, the subdivision of DYS regions into districts should be accomplished pursuant to detailed studies of work and caseloads in the respective regions. The creation of districts within regions should be undertaken in correspondence with the long-range objective of having more, but smaller, service regions.

The reorganization of DYS is depicted in the attached chart. Each Regional Director would report directly to the Deputy. Aside from the office of the Regional Director, each region should consist of sections as follows: Field Services, Group Treatment, Community Services and Staff Development and Training Services.

The Regional Directors should exercise direct supervision over all regional personnel and programs. Regional staffs should receive only functional or program directives from the central office. In this manner, a unified approach to the provision of services should become a reality. The Regional Director should have a budgeting and planning staff under his direction. Budget formulation would start from the region and work its way up the organization.

As the John Howard Association recommended in its publication Juvenile Detention and Alternatives in Florida, p. 46, the present Bureau Chiefs would be established as "cabinet" officers with program review responsibilities as well as with new program development. They would monitor the functions in the various regions and be resource consultants.

A critical area of concern for the Regional Directors would be the training function. The Regional Director should be responsible

for determining the need for training and should enlist the assistance of the Bureau of Staff Development in fulfilling training needs.

If the above reorganization takes place, the service delivery system will be decentralized to the lowest possible level. It is thereby anticipated that the persons near the everyday problems of service delivery will be responsible for the effective delivery of services. Responsibility will be pinpointed. The means to carry out the policies of the Division will rest with regional workers.

## 2. Staffing Problem

Because of administrative staff shortages, the ability of the Division to communicate and coordinate resources in the juvenile justice system, to provide adequate program accountability, and to provide adequate fiscal support services in the juvenile justice system has been sharply restricted.

With reference to program accountability, there are currently limited state capabilities to provide research, evaluation or program accountability of programs in the state's juvenile justice system. The state Division of Youth Services is now evaluating its own programs and is beginning to respond to the need for research and evaluation of other local, public or private services. To date, however, the emphasis of DYS has been directed toward evaluating rehabilitative services for delinquents and there has been little evaluation of preventive or diversionary programs. The Bureau of Research, Statistics and Planning has just entered this area with its evaluation of the Leon County Schools Delinquency Prevention Project.

The Division needs a more comprehensive research and evaluation design for evaluating the performance of the newly expanded programs of intake, probation, detention and shelter care. Current criteria of success of DYS programs are, for example, the average number of beds filled or unfilled, which programs are less expensive than other programs, the average length of stay or time under supervision, and the number of subsequent offenses committed while a ward of DYS. Additionally, more treatment and process oriented criteria are needed in the evaluation of programs.

Furthermore, the state has just begun to develop an efficient system of data collection, display and analysis to determine relative

management and planning needs for improved operation of programs and services. Efforts in this area, however, are under way, and are discussed in Chapter II.

### 3. Fiscal Support Services

The need to improve fiscal support services is crucial. The primary responsibility to provide fiscal support services in the state's formal juvenile justice system is provided by DYS' Bureau of Administrative Services and its related activities.

During fiscal years 1971-72, 1972-73, the Division of Youth Services has experienced rapid expansion in various program areas. The Bureau of Field Services, with previous responsibility for aftercare service only, is now charged with the additional responsibility of administering statewide intake and probation services formerly provided by individual counties. In 1971-72 the Bureau increased from 117 employees to 1,282 employees.

The Bureau of Group Treatment, responsible for the implementation and operation of community-based treatment services, has also realized rapid growth. In fiscal year 1970-71, there were two halfway houses in operation in Florida. By June 1973, approximately 18 community-based programs including halfway houses, START Centers, TRY Centers and Group Treatment Homes, were in operation. By June 1975, it is expected that a total of approximately 35-40 such programs will be implemented with a total proposed staff of about 240.

On October 1, 1972, DYS implemented the first phase of regional secure and non-secure detention by assuming operation of Dade County's Youth Hall. As of January 1, 1974, the DYS Bureau of Detention assumed sole responsibility for the detaining of children in Florida.

The Bureaus of Training Schools, Community Services, Staff Development, and Education also anticipate expansion.

With this increase in program responsibilities and opportunities, one would assume that the fiscal capabilities of the Division would be enhanced in some proportionate manner to enable the continuation of an adequate level of fiscal support services. This has not been the case. There has been only a minimal increase in the number and quality of DYS fiscal and administrative personnel.

The budgeting component of the Division consists of one planning and budgeting coordinator. Operating and legislative budgets for the Bureaus of Field Services, Group Treatment, Detention, and Training Schools are prepared by respective business managers. During budget periods the necessary day-to-day fiscal and administrative responsibilities in these bureaus are seriously hampered.

The Bureau of Administrative Services, because of staff shortages, has been hard pressed to meet fiscal guidelines of certain federal funding sources, including Title IV-A of the Social Security Act and LEAA, with regards to prompt and accurate financial quarterly and yearly accountability.

The Bureau of Administrative Services should be in a position to offer technical assistance and consultation to local juvenile justice programs lacking such a capability in terms of fiscal and administrative guidelines. Because of the tremendous workload carried and inadequate staff, these services have not been provided.

### 4. Manpower Development Needs

Partially as a consequence of administrative manpower shortages, the Division is unable to provide comprehensive recruitment, selection and training programs for manpower in the juvenile justice

system. The newly created Bureau of Staff Development is primarily responsible for the development, implementation, and administration of comprehensive staff development programs for DYS. This Bureau may also be the most realistic and reasonable alternative to coordinate and provide comprehensive staff development for the state juvenile justice system. The Bureau is currently responsible for orientation and in-service training of some 2,500 DYS personnel.

As proposed, the Staff Development program of DYS has been termed a potential "model for the southeast" by the Institute of Government, of the University of Georgia. However, the Staff Development program is understaffed and under-equipped to meet its responsibilities. Currently the Staff Development program is coordinated by only nine (9) professional training staff, with an additional four (4) staff to be added in a southern training center (Miami/Ft. Lauderdale).

All but four of the current and proposed Bureau personnel are under contracts provided by federal grants (LEAA), with a total operating budget that represents less than half of one percent of the total DYS budget. It is generally recommended that a minimum of 5% of the total budget be allocated to Staff Development programs. At the current rate of training, with present personnel and training capability, it is estimated that it will take two and one half years to offer each professional DYS staff member at least one initial training session. Such provisions are inadequate in light of the current and proposed changes affecting DYS operation and expansion of services throughout the state.

Recent proposals have been presented concerning career development programs for juvenile justice personnel with the Departments of Education, Law Enforcement, and Community Affairs. Since the role

of DYS in Florida's juvenile justice system is unique, the development of training and career development programs related to juvenile justice in Florida are without precedent and have potential impact in the related areas of law enforcement, public schools, juvenile courts, private and public youth service agencies, volunteers and citizen's action groups, and institutions of higher education.

Other than standard and imperfect state career service programs, the state has limited recruitment and selection programs related to the juvenile justice system.

#### 5. Comprehensive Planning and Information

The Division's ability to comprehensively plan programs and services in the juvenile justice system needs to be improved. Rapid development of state services in the juvenile justice system has created a critical problem in bringing together the functional areas of prevention, diversion and rehabilitation in the establishment of a more viable system of youth services. There remains a critical need to define the relationships and responsibility shared by state, local and private agencies within the broad system of juvenile justice.

Currently, the state provides only limited planning capability for the juvenile justice system and those capabilities that do prevail remain uncoordinated and lack uniform and comprehensive objectives.

As mentioned in previous sections, the Division does not have the capability needed to gather, assimilate, and analyze information in the juvenile justice system as quickly and accurately as is desirable. Current resources of information related to the juvenile justice system are fragmented in various state agencies with little effort to coordinate informational needs. The lack of coordination constricts the organizational effectiveness of the juvenile justice



system and ignores the utilization of technology for efficient management and program operation.

Important kinds of information can now be obtained from the State Departments of Law Enforcement, HRS, and the Florida Supreme Court. The State Division of Youth Services delegates the primary responsibility for information and statistics to the Bureau of Research, Statistics, and Planning.

It became obvious when reviewing and analyzing current data and information related to the juvenile justice system in Florida, that the available data are generally inadequate for an effective operational management information system.

## V. SUMMARY

The major needs in the four functional areas of juvenile corrections are summarized below.

### 1. Prevention

The Division needs to sponsor and produce an increased number of better coordinated and more comprehensive delinquency prevention projects. This need can be met by gaining a better understanding of the causes of the delinquency, by soliciting and guiding the efforts of local agencies in the development of prevention projects, and by investing or encouraging the investment of special projects grant money in prevention programs.

### 2. Diversion

The Division needs to divert more children from the juvenile justice system or minimize their penetration into the system. Among the various ways of meeting this need are: cutting caseloads and allowing the intake counselors more time to study the child's real needs and devise a suitable strategy for meeting them through informal handling; development of more precise criteria in deciding who should or should not be handled formally; quickening access to better data on children at intake; creating better informed referral sources, i.e., police schools, etc.; development and dissemination, particularly to intake workers, of information on diversionary alternatives; expansion of current diversionary alternatives and creation of new alternatives; and increased use of volunteers in all diversionary efforts.

### 3. Rehabilitation

Although Florida's delinquency recidivism rate seems to be lower than that of most states, it is still high enough to indicate that the Division's rehabilitative efforts are not sufficient. Of course, there are many factors beyond the control of the Division that contribute to the recidivism rate. Among the factors the Division can influence are the following: development of greater ability to diagnose the needs of children committed to DYS and to design treatment programs accordingly; better program planning and program evaluation; reduction in institutional populations and expansion of community-based and non-residential treatment programs; improved educational and vocational training programs; increased use of volunteers in all phases of the rehabilitation effort.

#### 4. Administrative Management

The administrative capacity of DYS has not kept pace with the overall growth of the Division during the past two years. The Division does not currently have sufficient statewide fiscal support capability. The Division's recruitment and staff training programs are understaffed and in need of rapid expansion. In large measure their needs can be met through the hiring of additional staff, and the reorganization of current staff along more functional lines. If the Division adopts a regional administrative structure some of the needs analyzed above may be met through more efficient use of current personnel.

#### CHAPTER IV

##### DESCRIPTION OF BUREAU ACTIVITIES, GOALS, OBJECTIVES AND SELECTED PROGRAM STRATEGIES

The importance of goals and objectives in shaping the nature of an organization should not be underestimated. It is frequently assumed that bureaucratic organizations exist merely to perpetuate themselves. This assumption may in some respects be true. In order for a public organization to exist, however, it must at least appear to be engaged in something beyond mere survival. In order for a public organization to excel, it must, in fact, be engaged in purposeful, goal directed activities which contribute to the public good.

Whenever possible an organization should state its goals and objectives clearly and provide some kind of priority ranking. Ambiguously defined goals hinder the effective use of resources, confuse the decision-making process and make evaluation of programs difficult and frequently useless. The establishment of goals and objectives is at the heart of the planning process. One of the primary products of the planning effort is the development of realistic, progressive goals which challenge the organization while facilitating its day-to-day operations. The development of lower level program objectives is dependent on the establishment of an organizational or divisional goal structure.

Using the information contained in the previous chapters, particularly chapters II and III, an effort is made below to develop a goal structure, which includes both Division-wide and Bureau specific goals. This is by no means intended to serve as a

final statement of the DYS goal structure. The Division's political and financial status is subject to change. As the organizational environment changes, adaptations within the goal structure will become necessary if the Division is to remain responsive to new demands. One major way, however, of shaping the organizational environment and of interjecting a degree of certainty into its shifting currents, is the creation of goals that provide organizational direction and allow elements in the environment to make adjustments consonant with the purposes of the organization.

The following program strategies were presented in the original comprehensive plan and have either been implemented since then, or implementation is now underway as in the case of detention.

1. Development of a Bureau of Research, Statistics & Planning

which would serve seven (7) major functions:

1. Data collection and compilation
2. Data analysis
3. Evaluation and interpretation
4. Information feedback for system modification
5. Publication for wide distribution
6. Experimental research
7. Overall process planning

The Bureau of Research, Statistics and Planning is now operating in all seven functional areas.

2. State Assumption of Detention

Because many children in Florida were being detained, prior to juvenile court disposition, in jails or in inadequately constructed, maintained, and staffed juvenile detention facilities, the original plan called for DYS to assume responsibility for detention programs across the state. As of January 1, 1974, this recommendation has been accomplished.

3. Adoption of Reality Therapy

The original plan strongly advocated the widespread application of Reality Therapy/Guided Group Interaction throughout all DYS programs. This has also been accomplished.

4. State Assumption of Probation

The original plan recommended that the state Division of Youth Services assume responsibility for statewide probation counseling services by incorporating the function of probation counseling and supervision into the already existing function of parole counseling in the Bureau of Aftercare, i.e., now the Bureau of Field Services. This was accomplished in 1971.

The following goals and objectives are given in order of priority.

1.0 OVERALL MANDATED GENERAL FUNCTION GOALS

1.01 To reintegrate youthful offenders into the mainstream of life, allowing them to live in a positive fashion with other people. Institutionalization and ever extended involvement in the preferred community-based programs are costly and mitigate against the goal of enabling the child to participate fully in society. Therefore, emphasis is placed on preparing the child to engage in normal societal activities as soon as possible.

1.02 To exercise reasonable control over the behavior of children committed to the Division's care in order that society may be protected from their own aggressive and self-destructive tendencies. In only a very limited number of cases should reasonable control of behavior involve institutionalization, and then for as short a period of time as is feasible. Even within security programs the goal should be to provide a wide range of professionally

recognized "people changing processes" (rehabilitation), tailored to the delinquent's needs.

1.03 To establish a coordinated system of youth services, involving all levels of governmental and private agencies engaged in law enforcement and rehabilitative work, and to continue to develop within the state agency a dynamic structure which will give optimum support, coordination and direction to a statewide correctional system.

The following goals are more specific and may be, in some instances, interpreted as process objectives directed toward the achievement of the overall mandated goals.

## 2.0 DIVISION GOALS AND OBJECTIVES

2.01 To offer a variety of treatment programs, including more clinically oriented services, recognizing that delinquent children do not fit a common mold. Careful screening (selective intake) is, of course, essential to insure that children are assigned to programs appropriate to their needs. Inherent in this goal is the need to establish a system of diversified treatment so interrelated and interdependent that children are handled with considerable flexibility; transferred, as their needs require, from one department, or facility, to another.

2.02 To move away gradually from large, remote institutions, and, as much as possible, in the direction of community-oriented correctional programs; for example: (a) specialized use of probation and parole; (b) group foster homes; (c) halfway houses; (d) day treatment centers; (e) forestry camps; and (f) "floating training schools." In order to move in this direction it will be necessary to have greater community involvement in corrections in

order to change popular misconceptions and attitudes which contribute to crime and delinquency, and which impede the reintegration of former offenders into society. It will also be necessary to encourage and assist local and state authorities to establish community-based programs for the early detection, diagnosis and treatment of maladaptive behavior in children and when needed, to refer appropriate cases to other suitable services. Experience down through the years has shown that about 2.5 percent of the youngsters arrested for actual delinquent acts are committed to private and public institutions (training schools). However, with the greater development of true community-based programs (community residential facilities with 20 or fewer beds) it is the goal of the Division not to commit more than 1.0 percent of all DYS delinquency referrals to institutions, with about 1.5 percent going to small community-based residential programs.

2.03 To develop and help organize prevention and diversion programs within communities throughout the state. It is expected that DYS, primarily through the Bureau of Community Services, will provide guidance and technical assistance to local agencies, organizations, and groups in a cooperative effort to seek out potentially delinquent children and provide them with the kind of care and services that will prevent their involvement in the juvenile justice system.

2.04 To campaign for improved environmental conditions -- better housing, adequate public school programs, mental health and mental retardation services, sufficient court and detention services, etc. -- in order that delinquency be prevented. Part

of the campaign would involve informing the state's elected officials, legislators, judiciary, press, and general public about delinquency problems and programs inside and outside Florida. It would also involve working cooperatively with other agencies -- federal, state, local, and private -- in preventing and controlling juvenile delinquency.

2.05 To recruit personnel who are tolerant, who can praise and encourage, who can respect each child as an important person in his own right, who can recognize the individuality of each child, who can set reasonable limits to a child's behavior, and who can serve as a model to a child. In order to utilize such personnel as efficiently and effectively as possible, it is necessary to employ sufficient personnel to ensure that individual caseloads are of reasonable size, giving therapeutic efforts maximum opportunity for success, and freeing individual staff members for periodic training.

2.06 To search constantly for new techniques and new ideas to improve services for Florida's troubled children; to conduct experimental and pilot projects that seem to have potential for improving services. A necessary part of any effort directed towards the achievement of this goal is the development of a strong research and planning program capable of collecting data from all youth service programs of the state, conducting research, planning and evaluating programs. The expenditure of public tax dollars must be made in a manner that insures the cost effective and cost beneficial use of these dollars.

2.07 To solicit the cooperation of universities and of other agencies -- federal, state, local and private -- in using combined talents to combat juvenile delinquency in Florida, and to stimulate

interest in working in the corrections field among those of college age and younger, as well as among those who are either currently employed in, or recently retired from, other fields of endeavor.

2.08 To assist employees in the establishment of programs beneficial to their welfare, such as participating in employee credit unions, group insurance plans, and blood banks.

2.09 To recruit and employ minority group individuals (Black, Cuban, American Indian and others) for all positions. A correctional population where minority groups are highly over-represented can benefit from a concordant balance of minority staff. Concern should be with strengthening the identification between minority staff and minority offenders. The need for a role model to admire and emulate is undeniable.

#### FAMILY PLANNING OBJECTIVES

The following set of objectives should provide some direction to the program bureaus in their efforts to inform DYS youngsters of the value and techniques of family planning. To date, little has been done to develop a systematic comprehensive family planning program in the program bureaus. In order to meet the following objectives such a program will be required.

#### OBJECTIVE I

To provide information and training to field employees regarding agencies which offer family planning information or contraceptives. Information and training will enable them to impart such information to DYS youngsters, and to make referrals to such agencies when requested.

### Program Strategy I

All DYS employees to be given information regarding family planning agencies in their area. Staff in direct contact with youngsters should be trained thoroughly in the kinds of resources available, including pre-marital counseling, and the uses for which they are appropriate.

### OBJECTIVE II

To provide information to DYS youngsters in the areas of sexual reproduction, contraception, venereal disease, nutrition, the role of the family in society, and other subjects related to family planning, where appropriate, and to provide counseling services in family planning for youngsters in DYS facilities and on probation or aftercare.

#### Program Strategy I

A Curriculum Guide for Teaching Health Education should be distributed to all institutions and training workshops for teachers should be conducted. New forms of visual aids, e.g., comic books should be considered. Film programs in Detention Centers should be planned.

#### Program Strategy II

Staff should be trained in adolescent sexual development and workshops should be conducted in family planning counseling, including psychological and social aspects.

### OBJECTIVE III

To provide contraceptives when they are desired to any DYS youngster who is married, a parent, pregnant, has the consent of his or her parents or legal guardian, or in the opinion of a physician will suffer probable health hazards if services are not provided.

#### Program Strategy I

Begin by purchasing service from County Health Departments, Planned Parenthood or private physicians.

Eventually, DYS should be able to provide some direct medical services.

In order to ensure adequate implementation of the above objectives, the following overall strategy should be adopted.

Periodic evaluations should be conducted. These may be done by the Bureau of Research, Statistics and Planning of DYS and the Division of Planning and Evaluation. Those evaluations should consider such areas as: number of personnel involved in Family Planning services, number of youngsters receiving counseling and direct services, extent of knowledge achieved by youngsters, changes in the attitudes and norms of youngsters receiving family planning education.

In the following sections objectives are given priority order for each of the Bureaus in the Division of Youth Services. All of the objectives represent efforts to achieve the more general goals contained in the mandated and Division-wide goal structures.

The Bureaus' objectives may be described as middle-range in nature. That is, in terms of comprehensiveness/specificity they are midway between the comprehensive statements making up the

mandated and Division-wide goal structure and the more specific and easily measurable objectives established for programs and projects within each of the Bureaus. Programs and projects are designed to achieve the objectives of a particular bureau, which in turn are designed to achieve the more comprehensive Division-wide goals.

#### Training Schools

There are four training schools operated by the Division. In 1972 there were 2,469 youths committed to DYS residential treatment programs. This was broken down further with 2,046 of the children being committed to the training schools and 416 being committed to the Group Treatment residential programs. In terms of all children referred to DYS (109,637), only 2.24 percent were actually committed to a residential facility.

In 1973 there were 2,299 youths committed to DYS residential treatment programs. Of this number 1,699 were committed to the training schools and 600 were committed to Group Treatment. Of the 110,376 children referred to DYS in 1973 only 2.08 percent were actually committed to an institution:

The movement away from rurally located training schools to community-based group treatment programs is continuing. At the end of calendar year 1973, approximately one third of all children committed to DYS programs were being committed to the community-based group treatment facilities.

The 2,469 children committed to the residential programs in 1972 were committed for many different acts of deviant behavior and represented children from many different geographic areas of the state. The following chart indicates the percentage of children committed for different types of offenses in 1972.

	Training Schools	Group Treatment Facilities
Crimes against person	8.0%	4.8%
Crimes against property	40.6%	49.1%
Drugs & Alcoholic Bev. Crimes	5.9%	11.9%
Children in need of supervision	31.7%	23.1%
Other crimes	13.8%	11.1%
	<u>100.0</u>	<u>100.0</u>

The following provides the same data for 1973.

	Training Schools	Group Treatment Facilities
Crimes against person	8.3%	6.5%
Crimes against property	51.0%	52.8%
Drugs & Alcoholic Bev. crimes	5.8%	10.5%
CINS	20.3%	16.3%
Other crimes	14.6%	13.9%
	<u>100.0</u>	<u>100.0</u>

The breakdown by sex of the children committed to DYS in 1972 for residential treatment indicates that 526 (21.3%) were females and 1,943 (78.7%) were males. The average age of a child committed for residential treatment was 16.50 years. In 1973 the breakdown was as follows: 440 females (19.1%), 1,859 males (80.9%) and the average age was 14.95 years.

The distribution by county of origin reveals that different judges and communities have different attitudes towards institutionalization of children. Chart A indicates the percentage over or under the expected rate of commitment given the juvenile age population at risk. The raw score number indicates the actual number of children committed by judges in that county. (See Chart A)

In the past year the training school staff has made significant inroads in reducing the average length of a child's stay. The following chart indicates the reduction in the length of a child's stay:

CHART #1

Training School	Average Length of Stay			
	1970-71	1971-72	1972-73	1973
Dozier	8 mo. 1 day	7 mo. 2 days	7.0 mo.	7.1 mo.
McPherson	7 mo. 28 days	6 mo. 12 days	6.2 mo.	5.6 mo.
Okeechobee	8 mo. 20 days	7 mo. 20 days	7.3 mo.	6.6 mo.
Lancaster	10 mo. 20 days	*16 mo. 27 days	15.9 mo.	18.0 mo.

\*The 1971-72 length of stay figures for Lancaster are cumulative figures representing both the time spent at one of the other schools prior to transfer to Lancaster and duration of stay at Lancaster.

This effort in reducing average length of stay has resulted in a reduced number of institutionalized children. Smaller populations mean improved staff-child ratios and an increased level of supervision, counseling and education. As of September 1, 1973 the training school population has been reduced from an average of 1,475 in June of 1972 to 1,040. This new population is the lowest level of institutionalized children to be achieved in the training schools since July of 1959. This reduced population is more impressive because in July 1969, there was one less training school in operation. The DYS goal is to reach a training school population of 993 by the end of 1974.

The internal behavioral change resulting from the improved DYS training school programs can be measured in many ways. However, there is one measure which is indicative of all the other measures - truancies. All of Florida's training schools are "open door" institutions. Although the children are closely supervised, the reality-stressed environment allows for a significant degree of freedom.



Significant progress has been made in the past few years in reducing truancy rates. In three of the four schools the truancy rates are down over 60% from the 1970-71 levels.

The training schools have achieved other notable successes in the past few years. Educational achievements in the training schools are among these successes and can be attributed, at least in part, to the improved child-staff ratios. Substantial progress has been made in transforming the schools from essentially custodial punitive institutions to centers geared toward the reintegration into society of delinquent youth. Young adults who possess an inadequate educational experience have considerable difficulty in securing employment upon release. Belton Fleisher, an economist, in a 1966 study of urban delinquency noted that a 10% decrease in unemployment among Chicago 16 year olds resulted in a 20% drop in delinquency rates.

The training schools in Florida have made a special effort to help their wards achieve academically. This task is a difficult one, because the average child committed to the training schools has achieved only 50% of the academic skills normally associated with his age group. The intensified educational experience that is made possible by DYS' excellent child-teacher ratios has produced some notable gains over the educational gains made by the same child in the public schools. In the Fort Clinch program, the average rate of educational gain has been 1.3 months for every month in school as compared to the previous .5 months gain in the public school system.

The ultimate measure of the success or failure of the DYS training school program must be seen in our recidivism rates.

In a recent survey of the children who have left DYS institutions and been placed in Aftercare ("Parole"), it was found that in FY 1971-72 only 8.1% had been discharged from Aftercare to adult court jurisdiction. This was an improvement of 27% over the rate of FY 1970-71. For FY 1972-73, only 6% had been discharged from Aftercare to adult court jurisdiction.

The recidivism rates, as they related to children committed to residential treatment in calendar year 1972, indicate that 22.3% of the wards had previously been committed to DYS; 77.7% of these children were committed once before and 3.2% had been committed more than once before. In California the percentage of children having previous commitments was 41.4%. The national percentage of children who fail after experiencing treatment in a training school is unknown, because the data has not been made available.

On a long term basis, a recent recidivism study (Dec., 1973) conducted by the Bureau of Research and Statistics, reveals that 37% of the children who were wards of DYS institutions in 1968-1969 became wards of the Florida adult corrections system sometime during the next three years. A summary of the study is given in the Appendix.

As the Division moves increasingly toward a community-based treatment program, the intention is to place approximately 80% of the children who now enter training schools in group treatment programs and other community-based programs and facilities. In all probability, however, this will not result in a directly proportional reduction in training school populations for the following two reasons:

1. Beginning in July of 1974, 17 year old juveniles will come under the correctional jurisdiction of DYS. This will result

in an additional 200-250 entries into the training schools, at least initially.

2. During the year July 1, 1973 to July 1, 1974, DYS will continue, though at a slower rate, to receive transfers to DYS facilities of under-age-18 offenders now held in adult corrections facilities.

OBJECTIVES AND SELECTED PROGRAM STRATEGIES:

3.01 To serve only those children, who, in the considered judgment of staff, can best be served away from existing community-based programs.

Program Strategy I

Children aged 12 and under should not be committed to the training schools, and children should not be placed in adjustment units for periods in excess of 14 days.

3.02 To strive toward reducing institutional populations to workable levels of approximately 150 children per institutional campus, in accordance with national standards. By 1980 the Division should have a training school population of 300/400 in no more than three training schools. This objective is inseparable from the Group Treatment Bureau objective of increasing the number of children in community-based programs and facilities.

Program Strategy I

As community-based alternatives become available to the courts, the state youth agency will need to establish appropriate criteria for admission of juvenile delinquents to state training schools. These criteria should screen out improper assignments by the agency to the training schools and should make it clear that only those children who have been

diagnosed as beyond the scope of community resources or, those children whose problems require removal from the home community or, those children who are judged to be dangerous to themselves or to society are eligible for training school assignment. The state youth agency will periodically establish reduced populations for each training school, consistent with the availability of community-based resources which can absorb delinquent children into local correctional programs. Ultimately, these populations shall be reduced to a level of not more than one hundred and fifty (150) children per school, consistent with recognized national standards.

3.03 The following objectives relate essentially to the physical well being of children in training schools and are consequently lumped together as a set constituting a single objective. (Chapter II contains an analysis of efforts since 1970 to achieve this objective more fully.)

To offer a balanced, varied diet, prepared under sanitary conditions, and attractively and tastefully served, and provide medical care.

To provide adequate and attractive clothing.

To correct, as much as possible, the physical defects of the children in care.

To provide living, sleeping, and bathroom accommodations that allow human dignity and personal privacy.

To provide sufficient physical activity and recreational outlets for each child.

3.04 To provide an accepting, secure, institutional climate where young people can live without fear of assault or sexual approaches, and to maintain the training schools in an orderly and efficient manner so that children are protected from filth, contamination, fire, or other hazards.

3.05 To provide limits to behavior which are flexible and influenced by treatment objectives, staff competency, student-group development, and community tolerance. Because these youngsters are removed from the community as threats to themselves or to others, they may be expected to demonstrate poor judgment and extremes in behavior. Depending upon the extent to which the treatment process has an effect upon a student's attitude and behavior, external control will have to be maintained.

#### Program Strategy I

Training schools should orient and train staff in the philosophy and operations of the adjustment unit program (lock-up) so that it is not used as punishment but as a therapeutic tool when a child has shown himself to be a danger to himself or others, a runaway, or a security risk. The goal should be to return him to the open campus program within a period of six days from the time of his placement in the program.

#### Program Strategy II

The training school staffs should develop flexible classification schemes which allow for the continuing redevelopment of each child's program as he or she passes through the institution. That is, the program

developed for the child as he comes into the institution should be constantly evaluated and changed as he progresses in the program and more is learned about him.

(The Bureau should also adopt the Jesness interpersonal maturity inventory, which would be administered when the child enters and exits the program.)

#### Program Strategy III

In addition to the Guided Group Interaction Program now operating in all of the training schools, the children should be allowed increasingly more participation in the various decision-making bodies or processes in each of the training schools, as children should have the opportunity to help decide training school objectives in addition to Objective 3.05.

#### Program Strategy IV

Establish professionally acceptable (as defined by relevant national standards) ward-to-staff ratios which will allow each discipline to effectively work with the youngsters placed in its area of responsibility. For example, national standards indicate that social workers to students ratio should be 1 to 30.

#### Program Strategy V

Provide all staff with 40 hours training in Reality Therapy. Across the board training of this kind would make the training schools a more thorough therapeutic setting.

3.06 To induce changes in attitudes and behavior which will allow young people to enjoy more successful relations with other people, improved self-concepts, and the ability to assume greater responsibilities for their own actions. The essential therapeutic technique involved in achieving this goal is the Reality Therapy's Guided Group Interaction approach which encourages children to help one another toward rehabilitation.

#### Program Strategy I

The youth in these schools should be allowed increasingly more participation in the various decision-making bodies or processes. The students should be able to have some influence on training school objectives as well as on objective 3.05.

#### Program Strategy II

The Bureau should adopt some type of inventory to be administered which would be administered when the child enters and exists the program. This instrument should provide some measure of change in the child's self-concept as a result of his experiences in the training schools.

#### Program Strategy III

Establish professionally acceptable (as defined by relevant national standards) ward-to-staff ratios which will allow each discipline to effectively work with a youngster placed in its area of responsibility. For example, national standards recommend a social worker to student ratio of 1 to 30.

3.07 To provide a flexible classification scheme which allows for the continuing development and redevelopment of each child's program as he or she enters and passes through the institution. It should differentiate among offenders by needs and problems and enable staff to offer consistent, planned assistance and facilitate the individual training and behavior change of the offender. This classification scheme will provide for a continuous follow-up and reassessment of students, with a view to making program changes as quickly as possible and involving children increasingly in community programs.

3.08 To assist the Bureau of Staff Development in conducting an on-going training program for new and seasoned employees so that they may maintain and enhance their expertise in working with delinquent children.

Staff members should be provided with personal development training to teach them to better understand themselves and to be more sensitive to others. Employees need a theoretical basis so that they can meet the demands of their treatment role without constant supervision.

Training programs should also be concerned with improving relationships among culturally diverse staff and clients.

3.09 To work closely and harmoniously with the Bureau of Education to maintain the academic-vocational operations as a function of the total institutional treatment program. Education includes all of the life experiences which shapes a person's attitude and behavior. From this viewpoint, education is synonymous with "treatment" in the training schools' rehabilitative programs.

3.10 To continue a child's schooling, so as to correct educational deficiencies to the greatest possible degree, hopefully allowing the child to return to the appropriate grade level in the open community.

3.11 To expand and improve the vocational training programs, which expose children to a number of work experiences, and furnishing them with initial training that can later be continued during and after Aftercare supervision. Related to goals 3.06 and 3.07 is the effort, not yet fully successful, to continually evaluate academic and vocational programs in order that children's interests and capacities are challenged, and in order that the learning experiences relate to work opportunities in their home communities.

3.12 To work closely with the Bureaus of Field Services, Group Treatment and other parts of the Division in planning for the child's release from the training school. Given the emphasis on reducing training school populations by, in part, shortening lengths of stay, it is necessary to work more closely with the Aftercare section.

3.13 To increase the use of university and community college students in the training schools.

#### Program Strategy I

The Bureau should push for improvement of the university projects operating on the campuses of the Dozier and Okeechobee Schools. Improvements could involve an increase in the number of students and the kinds of activities they could participate in, a tightened system of cost accounting and program evaluation and the development of a career development program, which would facilitate the hiring of project

students in DYS once they graduate.

#### Program Strategy II

The Bureau should begin to hire university and community college students as teacher aides, recreation workers, etc., part-time. This approach should not be limited to using just those students involved in the university projects mentioned above.

3.14 To use professionally trained personnel, not merely in direct service to children, but more frequently as teachers, in a constant series of staff development programs.

3.15 To encourage the interest and support of the local community through the formation of a Community Relations Committee, by cooperating with local agencies, by maintaining good relations with the press, and by soliciting the assistance of citizen volunteers in enriching training school programs, particularly in the tutorial and recreational areas.

## Group Treatment

The great majority of children placed under Division of Youth Services supervision by the courts can best be served by Field Services counselors without removal from their home environment. Repeated failures on probation or the severity of particular behavioral problems may, however, necessitate commitment to the Division. Since only a small percentage of these committed children are likely to benefit from exposure to a highly structured living situation, removal from outside society is a questionable method of helping the child learn to function satisfactorily in that society.

In many cases a highly structured environment can be counterproductive. Such an environment tends to promote feelings of failure and tendencies toward deviance. The child begins to perceive of himself as a criminal, associates with others who hold similar perceptions of failure and is negatively influenced by peer pressure. Responsibility for his behavior must be developed via an environment that encourages solutions to real life problems -- the community and public schools are such environments. With proper supervision in the Group Treatment facility, the child's movement toward responsibility and a "success"-oriented self image are more easily achieved. As a solution, Bureau of Group Treatment facilities provide the opportunity for a beneficially structured environment within the community setting. Here the child can profit from an intensive treatment program while continuing to interact with the surrounding community.

Florida is recognized as a frontrunner in the move toward community-based alternatives to institutional placement. It is

the intention of the Division of Youth Services to maintain this position. Because of the emphasis placed on the importance of limiting the institutional confinement of children, expansion of the DYS Group Treatment program and other community residential programs is of highest priority for the Division.

At this time, four different types of facilities are available to provide the appropriate care for each child assigned to the Group Treatment Program.

### I. The Halfway House

In the halfway houses children are exposed to an intensive, reality-oriented, treatment program geared toward enabling them to function successfully as members of the community.

The youths reside at the facility for approximately five months, during which time they attend public or vocational school, or are involved in a community work experience. Reality Therapy sessions are conducted daily by trained group leaders to provide the youths with an opportunity to discuss their problems openly and to find realistic solutions to them.

The halfway house program provides the following services to each resident:

1. A case study of each resident undertaken at the time of admission to determine problem areas and to formulate a realistic plan of treatment.
2. Intensive individual and group counseling on a regular and continuing basis, designed to enable each child to identify the causes or sources of his particular problems, to formulate realistic solutions and put them into practice.
3. Participation in a local public school educational and/or vocational program, or involvement in a full-time job in the community.

4. According to each resident's needs, training in the skills involved in the activities of daily living.
5. Medical examination by a local doctor upon admission to the program, and medical and dental services as needed throughout the resident's stay in the program.
6. In cooperation with each child's aftercare counselor, planning and preparation for suitable home placement or independent living situation upon the youth's successful completion of the program.
7. Counseling of youth's family in order to insure a proper home setting, and a realistic mutual understanding between the youth and his guardians to insure a successful transition from the program to his home community.

## II. START Centers

The START Center is a residential treatment center, located in the suburbs or a rural area, for 25 boys or 20 girls who have not yet displayed an ability to function successfully in a halfway house within an urban setting. Children admitted to a START Center are those with behavioral disabilities which render them temporarily poor candidates for an urban community program but are not serious enough to warrant secure or long-term institutional confinement.

The START Center is similar in most respects to a halfway house and offers the same treatment services, with the following additional programs:

1. An on-campus educational program for residents.
2. Training in outdoor activities such as boating, swimming, camping, and sports in order to develop the residents' sense of self-confidence and accomplishment, and to strengthen their capacities for more social involvement by working with each other as a team.

## III. Group Treatment Homes

The Group Treatment Home is a small facility designed to provide a group of seven children with severe behavioral problems with a home-like atmosphere and an intensive group treatment program. The program is under the supervision of a resident husband and wife team. These are children who have failed on probation. The residents of a group treatment home are racially mixed, though all the children in a home are of the same sex. The married couple is expected to serve as parental figures, providing a satisfying home life for the children. For the most part the residents are between the ages of seven and fourteen. The Bureau of Field Services assigns an Aftercare counselor to establish a close relationship with the child while in the program and to explore all possibilities for the preparation of a satisfactory home placement for the child upon release from the program.

The treatment services for the children of a group treatment home are again basically the same as within a halfway house program, with the following differences due to the younger ages of the children.

1. While the children do not work in the community, as do the residents of a halfway house, they are involved in public schools, community projects, and recreational activities which teach them appropriate social behavior and encourage a sense of trust in other people.
2. Frequent educational and entertainment outings are provided for the children in the company of the parents or volunteer worker.
3. The program parents are expected to become closely involved with each child on as personal a basis as possible, thereby filling deficiencies existing in the original home.

#### IV. TRY Centers

The TRY Center is a non-residential treatment program for 30 youths (20 boys, 10 girls) who are in need of specialized treatment services more intense than those provided through Probation or Aftercare, yet are judged capable of living at home during their involvement in the program. During the day they will participate in a community educational, vocational, or work program, then return to the Center each afternoon or evening for group sessions, individual counseling if required, tutorial assistance with their studies and recreational activities.

Residents of other DYS programs can be transferred to TRY Centers as a means of gradually easing them back into their homes and the life of the community once they have successfully completed their stay at the residential facility.

All the basic treatment services available at a halfway house are likewise provided for the participants of a TRY Center. There is, however, a heavier emphasis on work and vocational programs since many of the youths have neither the aptitude nor desire to finish high school. Involvement and counseling with parents and guardians are more regular and intensified than at a halfway house since the child is receiving treatment within his or her home community.

#### OBJECTIVES:

4.01 To provide non-institutional, community-based treatment resources for youths whose needs are neither being met at home nor by being placed in an institution. As these resources are made available, the goal of drastically reducing the training school

population will be made increasingly possible. In short, the goal is to offer community residential commitment space for 60-80% of all DYS commitments by 1978.

#### Program Strategy I

Between now and the end of the seventies there should be enough group treatment facilities to allow for a training school population of not more than 300/400 children in need of intensive treatment. Given the current trends in the adolescent population of Florida and in the DYS referral rates, there should be approximately 1,000 beds available in group treatment facilities by 1980, if the goal of 300/400 children in the training schools is to be attained.

4.02 To insure the physical and mental well being of all the children placed in Group Treatment facilities, by providing nourishing food, sound shelter, psychiatric aid, and etc.

#### Program Strategy I

Community-based facilities have been grossly underfunded in their needs for medical, dental, and psychiatric/psychological services. It is essential that money be provided so the health needs of these youngsters can be met. At least 49¢ per day per child is needed. This figure is quite modest considering the background of poor health care of most of the youngsters committed to the Division. In the past, the Division has been unable because of the lack of funds to provide basic medical and dental care for these youngsters.



4.03 To permit involvement in an intensive behavior change experience without separating youths from the responsibilities and realities of daily community living, nor discouraging the retention of social and psychological ties to their own home and local communities.

#### Program Strategy I

The Bureau should speed up the placement of both committed and pre-delinquent children in TRY centers. Firm agreements should be reached with the Bureaus of Field Services, Detention and Training Schools, resulting in the speedy and appropriate placement of children in the TRY centers. It is time for the potential of the TRY program to be fully tested.

#### Program Strategy II

Establish professionally acceptable (as defined by relevant national standards) ward-to-staff ratios which will allow each staff member to effectively work with the youngsters placed in his or her area of responsibility.

4.04 To make available small group, open, non-custodial, residential and non-residential programs for delinquent children in which both youth and staff share in the decision-making responsibility. Reality Therapy is considered most appropriate for this approach to program operation.

#### Program Strategy I

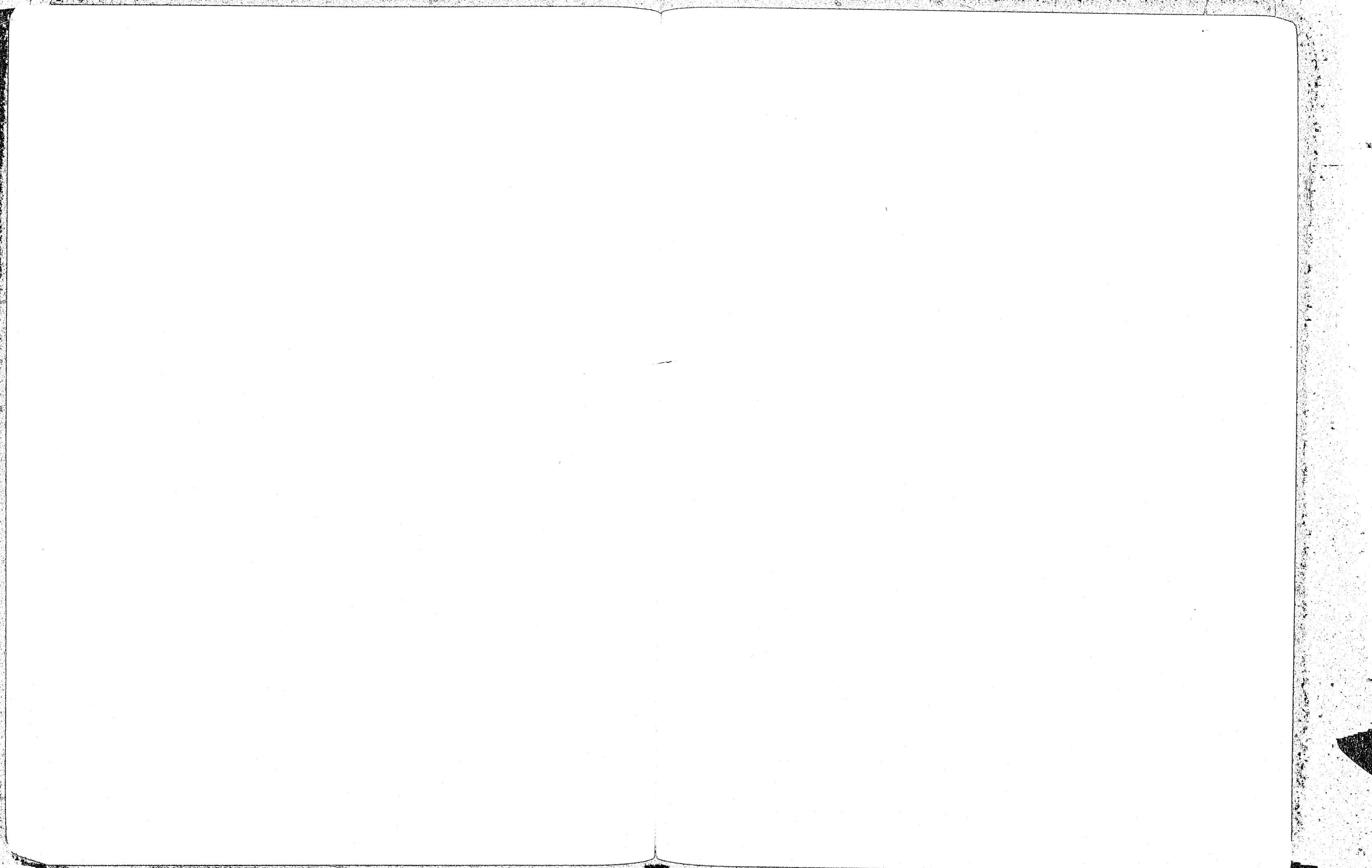
Insofar as it is compatible with overall program emphasis, group treatment programs in every community should expand the involvement of community law enforcement, judiciary, social service agency people and other interested influentials in a supportive relationship with the program by including them on a program specific citizen's advisory council, e.g., the Criswell House Citizens Advisory Council. This strategy could be implemented through close cooperation with the Bureau of Community Services.

4.05 To involve volunteers in as many facets of the Group Treatment program as feasible. Available evidence indicates that volunteers can be used very effectively in every stage of the rehabilitation/reintegration effort. One main reason for their effectiveness is that they help solidify ties between the program and the community. Volunteers can help educate community members concerning juvenile problems and can assist importantly in marshalling community resources to deal with juvenile problems.

4.06 To work closely and cooperatively with the courts, police, schools, and other community agencies, and participate in broadening and better integrating community services for troubled youths.

#### Program Strategy I

In order for a community-based reintegration program to work well it is necessary to have facilities and a treatment modality which match the needs of the child. Therefore, the Bureau of Group Treatment



1. To continue assisting other Bureaus of this agency in establishing group treatment programs that best meet their different requirements and responsibilities, and to assist the Bureau of Staff Development in training agency personnel in the theory and techniques of Guided Group Interaction and Reality Therapy.
2. To continue assisting other state and local governmental agencies, particularly public schools, in establishing programs of Guided Group Interaction.
3. To continue providing similar assistance to private agencies throughout the state of Florida.
4. To continue enlisting the close and cooperative support of various departments of the state universities in providing technical assistance for the Division and its programs.
5. To continue training university students in the theory and practice of Guided Group Interaction and Reality Therapy.

4.12 The following set of objectives are related in that all three deal with program research and evaluation:

1. To expand the opportunities for meaningful independent research at all facilities of the Bureau of Group Treatment.
2. To continue supporting the Bureau of Research, Statistics and Planning in setting up program evaluation, or experimentation.
3. To provide frequent and careful evaluation of the progress and adjustment of youths in program and to share this information with the courts and other Bureaus of the agency.

4.13 To continue efforts to inform and make the public more knowledgeable about community-based programs and Guided Group Interaction. One effort will involve permitting ready access to Group Treatment programs by the press, radio and television services.

### Field Services

Over the past three years the Bureau of Field Services grew from a small Bureau of 117 employees dealing largely with Florida's juvenile Aftercare Program, to the largest Bureau in the Division with a staff of nearly 1,300. This expansion included the establishment of state intake and probation programs needed to supplement a juvenile aftercare or parole system already recognized as one of the better systems in the country. During this period of growth, former county probation employees and new intake personnel merged with the state Aftercare staff to form the Bureau, which currently supervises approximately 15,000 children throughout Florida.

The same 1967 legislation which created the new Division of Youth Services also provided funds to complete implementation and staffing of the Aftercare program. Resources were sufficient to develop the program according to nationally recommended standards, giving maximum caseloads of 35 children per counselor. This standard has been maintained by the Bureau over the years, and is considered a vital factor in the success of the program. It should be pointed out, however, that the present staffing formula will not allow caseload to remain at 35 per counselor. Under this first section it should also be pointed out that, in addition to counseling responsibilities, it is a function of the Probation and Aftercare counselor to provide the pre-disposition reports for the courts. Also the Probation and Aftercare counselors are providing delinquency prevention counseling services.

With a much expanded network of field offices from Pensacola to Key West, aftercare and intake and probation services are available to children in all of Florida's 67 counties on a uniform basis. This is quite an accomplishment and improvement over the past when most of these services were non-existent or inadequate.

Intake is responsible for screening, evaluating, and providing crisis intervention counseling for all children referred. Referrals may be in the form of complaints alleging that the child is delinquent or in need of supervision. Requests for delinquency prevention counseling are another important type of referral. Many intake staff work closely with the school system in this prevention effort, to divert as many children as possible from ever entering the juvenile justice system. Also, referrals to the court have decreased in areas where there is cooperation between school and intake personnel.

The Intake staff of the Bureau of Field Services handled nearly 109,000 complaints and other referrals during the 1972-73 fiscal year. Intake services are now provided 24 hours a day in every county. Every intake office is open from 8:00 a.m. to 5:00 p.m. In the metropolitan areas, an Intake counselor remains on duty, usually at the detention center, from 5:00 p.m. to 8:00 a.m., while in smaller counties a counselor is "on call" around the clock.

Intake counselors examine and evaluate the circumstances of every case referred to determine whether it falls within the jurisdiction of the circuit court or whether it indicates a need for diversionary services. Important services to the juvenile court and the community are thus performed by the intake system, as its counselors (1) screen, evaluate, and refer cases; (2) provide short term counseling; (3) control detention; (4) expedite court processes,

and (5) provide delinquency prevention services.

The main function of the Aftercare and Probation staff is the supervision of youngsters in the community. They work to reinforce changes in attitude, both in group meetings and through individual counseling, and also provide the child with assistance in working out relationships with family, school, employer, and others with whom he must deal. The Youth Counselor is responsible for being knowledgeable of all resources in the community, so he can be maximally helpful in meeting the needs of the children under his supervision. He must also act as a catalyst in bringing those resources to bear.

Two techniques are being used on a limited basis in some regions to achieve greater efficiency in the probation and aftercare programs: team supervision and division of caseloads into demand, intensive and regular components.

Team supervision has many variations. Basically, a team is composed of three counselors who pool their cases. One counselor is always counseling in the field, one does investigations, and one remains in the office to handle administrative duties and emergency situations. These duties are shared on a rotating basis.

Division of caseloads, with or without the team supervision concept, into demand, intensive and regular components has also shown potential to increase the efficiency of the counselor's time. This is an effort to meet the special needs of cases. A child in a demand caseload category is seen only when he or the counselor deems it necessary. A counselor with an intensive caseload, usually about 10 children, sees these children frequently. A regular caseload on which all children are assigned when first placed on probation consists

of children who fall between the demand and the intensive categories.

The provision of supervision and counseling during the community readjustment period after the child is furloughed has made it possible to shorten the average stay in a residential treatment facility from over ten months to the 1972 average of about eight months. Both averages are derived without including the Lancaster school and the prison transfers. With the average cost per child per day in training schools around \$26 for FY 1972-73, this means a savings in excess of \$1,000 per child. Moreover, the availability of professional counselors to assist youngsters with their problems has helped many to avoid failure and parole revocation. Comparison of data over three years shows that in 1970-71, 11.2% of children on aftercare supervision went into the adult corrections system, while the 1971-72 proportion was 8.1%, and the 1972-73 proportion was 6.0%. Thus, failures in this important category were reduced by more than a third within two years.

Another measure of Aftercare failures also shows an improvement over the past year. Aftercare violations (revocations of parole and/or commitment) totaled 23.2% (558 cases) of the average monthly caseload (2,407 children) in 1971 -- about 47 children violating this supervision each month. In 1972, violations were reduced to 18.7% of the average monthly caseload (2,991), again about 47 children per month, but from an increased parole population.

In addition to decreasing the number of failures from Aftercare, this program has accomplished a one-month reduction of the average length of time a child is under aftercare supervision. During the first six months of 1972, the average stay was 17.92 months. The average length of stay is now (May, 1974) approximately 14/15 months.

Field Services Youth Counselors make widespread use of reality group counseling. This therapy is the major thrust of the Division's treatment program, both within the institution and for post-institutional care. Continuing involvement in group meetings in the community is the vital element, serving as reinforcement of socially acceptable attitudes, values, and behaviors.

An additional community program affecting probation and after-care wards is the Division's volunteer program, which is coordinated by the Bureau of Community Services. This program involves a volunteer worker in a one-to-one friend relationship with the delinquent child. Volunteers can be any concerned persons who want to get involved in a child's welfare, and to help the child informally by relating to him as a friend, counselor, tutor, or employment counselor, etc. The "volunteer friend" supplements but does not replace the Field Services Youth Counselor, who continues to provide group sessions, referral to services, record keeping, etc. A recent evaluation (January, 1974) of the Volunteer Friends Program indicates that volunteers can be used very effectively in the probation program.

Another new supplemental program recently instituted by Field Services is the Junior Counselor Program. In this program, current or former Aftercare wards were employed part-time throughout the state to assist Youth Counselors in holding group meetings, establishing recreational programs, devising innovative techniques in supervising delinquent children, as well as helping in other areas beneficial to children under supervision. The LEAA funding for this program was terminated in June, 1973, but the Bureau of Field Services is requesting General Revenue funds to revive it in fiscal year 1974-75 with 70 Junior Counselors, one for each Probation unit around

the state. A recent evaluation (October, 1973) showed that the program has been highly cost effective.

One of Field Services' most interesting and innovative uses of resources involves the placement of delinquent youngsters in the programs of Florida Ocean Sciences Institutes (FOSI) at Deerfield Beach, the Jacksonville Marine Institute, the Tampa Marine Institute (TMI) and the Pinellas Marine Institute in St. Petersburg. This program is fully described below.

The Foster Group Home Program is another important project recently developed under the Bureau of Field Services. This year-old program serves to provide a badly needed alternative for those delinquent youngsters whose special needs require that they not be returned to an inadequate home and neighborhood environment after furlough from a training school, or during their probation. This program is also fully described below.

In addition to many Bureau of Field Services Intra-state programs, the Interstate Compact on Juveniles serves to:

1. Initiate investigations which will permit placement and/or supervision of delinquent juveniles eligible for probation or parole who are sent or move to Florida from the state in which they were adjudicated. As of July 31, 1973, active supervision was being provided for 45 out-of-state parolees and 71 out-of-state probationers. An additional 503 placement investigations for other states were requested but these placements were not utilized for various reasons. In return, the other forty-nine compact states were providing active services for 117 Florida parolees and 64 Florida probationers residing outside the state.

2. Provide for the return of runaways who have not yet been adjudicated delinquent to their home state.

3. Provide for the return of absconders and escapees to the state from which they had absconded or escaped.

4. Provide escorts. In keeping with number 2 and 3 above, Florida's Interstate Compact office was able to assist in obtaining airport escorts for 615 runaways, thus assuring their safe return.

In addition to providing these programs and coordinating the use of many resources in the community, Youth Counselors throughout the state give generously of their own time in helping children under their supervision. They sponsor such activities as camping and fishing trips, trips to Disney World, cookouts, and sewing classes for mothers without husbands, plus many other innovative programs devised by the counselors to fit the particular needs of a child.

Nothing is more frustrating to the Youth Counselors who, for lack of opportunities and treatment facilities in the community, must helplessly watch the commitment of a delinquent youth to a training school or halfway house. The aim is the reversal of this trend by establishing and using an array of community services so that commitment -- all too often the case now -- will be the exception rather than the rule.

The Bureaus of Field Services and Community Services, given the overall policy of the Division, place substantial emphasis on those activities that aid in meeting the prescriptive needs of pre-delinquent youth through a coordinated community Youth Services System (YSS). Programs that coordinate with and/or provide for contractual agreements between state and local governmental and private agencies will be encouraged. Particular priorities will be placed on locally-administered

diversionary services that assist, complement, and supplement the fundamental activities provided by the state-administered, statewide programs of intake, probation and detention (DYS-HRS), and juvenile court process.

OBJECTIVES:

Intake

5.01 To increase the diversion rate at intake from 60/65% to 80/85% over the next three years. A diversion rate of this magnitude would prevent many children from unnecessarily penetrating the juvenile justice system and save the state a considerable amount of money. Every effort must be made by justice personnel to recommend diversion, where suitable, at every decision point, or to recommend alternatives to continued processing, wherever diversion is not desirable or possible, or to recommend continued processing where diversion or alternatives to continued processing have either failed or are unavoidable. The counselor should be flexible in adjusting to the changing needs of the child in order to make the most of every diversion opportunity.

DYS Director Joe Rowan has made the point that even the best group treatment facility or training school is a negative setting for youngsters who can benefit better from handling "earlier in the system," or being diverted from it completely. One of the major findings of the President's Crime Commission was that the earlier and deeper a youngster goes into the juvenile justice system, the more difficult it is for him to get out successfully. Some research has shown that youngsters who are not caught, but who were equally, or more, involved in criminal activities have done better than those youngsters who were apprehended and brought into the system for

rehabilitation. What all of this means is that every effort possible should be exerted from the standpoint of using every available resource to help children before relying upon more extreme measures.

If a youth is slipping, intensified help should be given. If one-to-one counseling was all that was used, perhaps use of the group counseling method will help. If a volunteer has not been utilized for daily contacts, this frequently can prevent the youth from slipping. If infrequent contacts with the family have been the practice, their involvement in intensive, reality-based family counseling sessions can be the successful intervention tool. If the youth is not adjusting in his own home, use of a group home may do the trick.

If the probation-aftercare counselor has not been a broker of services, and has relied upon him/herself too much for providing all of the services, he/she may find the youngster stabilizing when educational, law enforcement, and other personnel in the community acquainted with the youth, assist in his rehabilitation. There is plenty of experience to show that if probation counselors work closely with law enforcement, they can prevent harassment of offenders and encourage law enforcement officials to devote their efforts to positive assistance.

As this objective is reached, the number of children processed formally through the court should diminish as more children are diverted from further involvement in the juvenile justice system and greater use is made of community resources. By 1978, seventy-five to eighty percent of all children being referred to DYS intake should be diverted from further involvement.

## Program Strategy I

To limit the yearly ratio of intake workers to children to 250/1. Only when the intake worker is allowed to have 8 to 12 hours on the average with each child referred to DYS will the child and his or her problems receive the kind of attention and analysis necessary to develop a truly effective plan of assistance. As more effective plans of assistance are developed for more children, the number of DYS referrals diverted from the juvenile justice system should increase considerably. As the 250/1 ratio is approached, an 80% diversion rate of those referred can be achieved. Also, the percentage of children detained should decrease as the intake worker has the time required to take a closer look at each child's problems. The more the intake worker is able to see the child and understand him, the less difficult he appears to be, and the less likely the worker is to have him detained.

## Alternative to Program Strategy I

The Division should give consideration to establishing differential caseloads for intake workers, similar to the program suggested for probation and parole counselors. The less time consuming kinds of referrals could be assigned to caseloads of 500 to 1, while more difficult referrals could be assigned to 200/250 to 1 caseloads.

## Program Strategy II

In order to divert a greater percentage of children at intake more than a reduced counselor/children ratio is needed. The Bureau of Field Services in cooperation with the Bureau of Community Services should make a thorough, comprehensive review of all diversionary resources available. Once this review is completed the information should be disseminated to all intake workers, both in booklet form (regularly updated) and in seminar or workshop presentations. The workers should understand that they are expected to make full use of the diversionary resources information.

5.03 To perform investigations and evaluations for the court which provide information to augment court decisions. This objective makes explicit the fact that DYS counselors provide the court with much of the information used in the disposition of cases. This objective includes the performance of pre-disposition investigation for consideration by the judge in making court disposition.

## Program Strategy I

DYS should establish specialized units in certain areas to expedite court processes and make detention decisions freeing counselors to supervise youths.

5.04 To detain no more than ten percent, and preferably five percent, of those referred to DYS for actual delinquency acts. To detain only half of these children in secure facilities and the remainder in non-secure facilities. Expanded home detention and shelter care programs under the DYS Bureau of Detention will make this goal realistic.



#### Program Strategy I

Intake, in collaboration with Detention, should develop and adopt a detention determination scale which could be used to divert most children from detention. Such a scale could be a very useful tool in the detention decision-making process. It would not serve as a total substitute for human judgment.

5.04 To recommend for probation supervision no more than fifteen percent of those referred for actual delinquent acts and to improve probation and parole services through more intensive counseling and more efficient allocation of resources.

#### Program Strategy I

Field Services should move to expand the team supervision approach in the areas of Probation and Aftercare. This approach may well allow for a more rounded, fuller effort to meet the many problems of children under DYS supervision. A team approach should emphasize and give play to the counseling strengths and insights of each individual member, while minimizing individual shortcomings. At the least, the program should be expanded to the point that a thorough comparative evaluation can be conducted.

#### Program Strategy II

The Bureau should begin to move towards a decisive reduction in the average length of time spent on parole and probation. Within two to three years the average length of stay on parole should be down from 17 months to around 12 months, while average length of stay on

probation should decline from 10 months to around 6 months. Available research indicates that longer lengths of stays are not effective, but they are expensive.

#### Program Strategy III

The Aftercare and Probation sections should move toward a demand caseload program. Clearly some children need more care and supervision than others and variable caseloads would be one effective way of dealing with this fact. Therefore, it is recommended that the following work unit ratios be sought.

#### Counselor/Work Units

1/10	For children in need of most intense supervision
1/50	For children in need of moderate supervision
1/200	For children in need of little supervision/contact once a month or even less often

A screening mechanism containing predictor variables should be developed that would differentiate between children needing intensive supervision and those requiring only a small amount. The Division should move to integrate the team supervision and group counseling programs with the demand, regular, intensive caseload concept and use classification of case rather than reassignment to a particular counselor.

#### Program Strategy IV

Counselors should demonstrate to the Juvenile Court

judges the value of pre-sentence diagnostic recommendations and the available community-based rehabilitative services which may be used as alternatives to institutional commitments to the state youth agency. They should additionally keep the court informed of the availability of special programs within the State agency in order that the most appropriate treatment possible may be provided each child in accordance with his needs.

#### Program Strategy V

A study in search of predictors of success and failure on Aftercare should be conducted. Use of such a study would greatly improve the ability of the Division to make both humane and efficient decisions with reference to the granting or denial of Aftercare.

#### Program Strategy VI

Ordinarily, the parents of youngsters under probation or Aftercare supervision are expected to provide for their medical, dental, and psychiatric/psychological needs. However, there are numerous instances where the parents are not interested in the welfare of the child or do not have funds available to properly care for the youngster. In these cases where no other social agency can contribute the services, the Bureau of Field Services has an obligation to see that these vital needs of the youngster are met. Also, there are many instances where youngsters are forced from

their homes by the parents. Counselors need funds in these emergency situations to house and feed these youngsters for a very short period of time until suitable arrangements can be made for placement elsewhere or return to their home. Money for purchase of services should be provided as soon as possible.

#### Program Strategy VII

The Division should push for greater flexibility in the state funding formula for Field Services. Positions in the Bureau should not be tied to a caseload criterion alone. In order for counselors to have the time necessary to cultivate prevention and diversion programs in the community, they will have to be given release time from their caseload work. In exchange for budgeted release time to do prevention and diversion work, the Division should commit itself to a lowered referral rate.

5.06 To combine Intake and Probation services in certain locations in order to make more efficient and effective use of resources.

5.07 To expand statewide the program providing for the rapid "turnaround" of wards committed to facilities as CINS, with the eventual goal of eliminating commitment of these wards by statutory change. Far too many CINS cases (32% of total committed) are now being committed to the Division.

5.08 To facilitate the reintegration of children into civil society as rapidly and efficiently as possible. The success of the facilitation process will depend, in large measure, on the ability of the probation and parole counselor to locate, organize, and use community resources, particularly those provided by the school system, which are conducive to the reintegration of the child and on his/her ability to become more involved with the families of DYS children. Therefore, the counselor should see himself more as a resources coordinator than an instructor in moral behavior. Of course, he will frequently serve in the latter role as well. In working primarily as a resource coordinator rather than as a law enforcement officer, the counselor is more likely to be seen as a friend and advisor. The counselor, however, should never wink at a law or voice his own opinions concerning the quality of a law. This approach can be facilitated through implementation of a specific program plan for each child on a counselor's caseload, which is another way of saying counselors should meet specific needs of each case under his supervision as opposed to "general" supervision. The counselor should work closely with schools and families in helping them make adjustments conducive to reintegration of the child. Mr. Rowan has stated that:

Wherever possible, DYS personnel are encouraged to conduct reality-based group counseling sessions for youngsters on probation and aftercare. If possible, these sessions should be held in the schools. Good experience in Florida has shown that when this happens, the amount of disruptive behavior in the schools decreases significantly. The next step has been for students in the groups and school personnel to ask that pre-delinquent youngsters be brought into the groups to prevent them from going further into the system.

We now have at least two dozen schools in which our staff are conducting group counseling sessions for pre- or non-delinquents. Offering your services to the school systems will be appreciated, and, in the long run, will reduce the number of youngsters unnecessarily coming into DYS Intake. This is real delinquency prevention, and diversion from the juvenile justice system, which can be very adequately defended.

5.09 To maintain a maximum average limit of 35 children for each counselor. If counselors are going to be effective resource coordinators, it is imperative that this limit not be exceeded, except under a variable caseload and release time approach (described in Program Strategies II and VI under Objective 5.05). Further experimentation with the variable caseload approach should lead to statewide implementation. The notion of concentrating counseling services on those children who need them most seems to be sound. An intensive counseling probation program could take large numbers of children who would otherwise be committed.

5.10 To assist children and parents to live amicably with one another. This includes working with families, prior to a child's release from institutional care, to discover and alleviate problem areas. Whenever possible parents should be trained in Reality Therapy in order that they can continue the efforts begun in the training school and/or group treatment facility and can support the efforts of the parole counselor. Mr. Rowan has pointed out that:

The providing of greater assistance to families must be one of our major goals, which, in the long run, will mean lowered recidivism. I am confident that follow-up research will show that where families have been helped, they in turn will do a better job with youngsters who have been in trouble with the law, and they will prevent other siblings from following the same path.

5.11 To reduce the percentage of wards lost to the adult system and through recommitment, revocation of furlough, or commitment.

Program Strategy I

As a general strategy relevant to several objectives, DYS should allow its counselors a more flexible work schedule. This would involve allowing counselors to work from 1:00 p.m. to 9:00 p.m., or 2:00 p.m. to 10:00 p.m., etc. Only at these hours will the counselor be able to find many parents at home.

5.12 To make sure that a child is so located in the community that he has a genuine opportunity to avoid delinquent behavior. Although DYS should continue its efforts to strengthen the family structure, it may occasionally be best to place the child out-of-state, with relatives, or in a foster home, rather than returning him to his own family.

5.13 To work with the training schools, group treatment, and other departmental staff in the selection of those young people ready for a trial at community living under close supervision.

5.14 To assist children to perform well in school or on the job, and to cooperate with the training schools and other Bureaus of the Division in providing training and job experiences for youth on Aftercare.

5.15 To expand the group counseling programs in order to insure the involvement of each DYS youth in a group. Every youngster, except those on demand caseloads where it should be optional, on parole or probation should be involved in group sessions two to five times a week.

5.16 To supervise children from out-of-state, who are transferred to Florida by correctional agencies in other states.

5.17 To select and supervise current or former DYS wards as Junior Counselors. This program has proven to be quite successful and should be expanded substantially.

5.18 To assist the Bureau of Staff Development in conducting periodic training seminars, in order that Field Services counselors, as well as others concerned with juvenile crime, may be informed about new methods of working with delinquent children.

5.19 To return, after careful and sympathetic analysis, to the training schools, group treatment facilities, and other facilities of the Division of Youth Services, those children whose conduct clearly indicates that stronger controls are in order. Every time a child is committed or revoked, however, the counselor should prepare a plan describing the kind of care (supervision, programs, training, etc.) the child requires.

5.20 To work with the Bureau of Community Services in informing the community (civic groups, government officials, school authorities, police, the sheriff's department, the courts, and the press) regarding the purpose and programs of the Division of Youth Services.

5.21 To cooperate with local law enforcement officers and school officials, not only in regard to the Division's wards, but also attempting to minimize riots and other urban disturbances.

5.22 To provide the Bureau of Research, Statistics and Planning information regarding community services (school programs, court resources, welfare programs, police, detention centers, etc.) in the various Field Services regions.

Group Foster Homes

The Division of Youth Services Foster Group Home Program offers a specialized community-based system for providing effective supervision for some of Florida's young probationers and training school parolees.

The program was designed to provide a resocialization resource for delinquent youth by supplying wholesome substitute family situations among many of the 12-18 year old children who are DYS wards. Many such children have a past history of physical and emotional neglect, and many come from homes that are generally characterized by family disorganization, divorce, separation, alcoholism, brutality, and poor supervision. Some of their homes are not suitable for the child's return until he has gained sufficient maturity to understand and cope with prevailing family problems.

WHAT IS A GROUP HOME?

A group home is a private home owned or rented by an individual or (preferably) a stable married couple who are able to relate to children in need of help. Relationships with people are a central key in the selection of group home parents. Children who have experienced family disorganization, which so frequently is typical of DYS wards, often cannot stand too close a relationship with adults, and the group home provides the ideal setting for them to gradually begin trusting people as the situation allows. The youngsters support each other in the home and they do not have to individually become "too close" to the adults until they see it is "safe." Despite this allowance for some distance from the adults, it is important that group home parents evidence healthy family relationships and that serious conflict or tension be studiously avoided.

NEED FOR FOSTER GROUP HOMES

According to the Children's Bureau of the U.S. Department of Health, Education and Welfare, at least ten percent of the children furloughed from institutions need a substitute or alternate home placement. This percentage was also suggested in "An Aftercare Plan for Florida" in 1964, and by a 1969 State of Florida survey. When the 1971 legislative body enacted the state-administered intake, probation and parole system, it was estimated that five percent of the children who were receiving probation services would also receive positive measurable benefits from a Foster Group Home program.

Projected figures through future years show the need for such alternative placement as follows:

FY	1974:	1,177	Children
	1975:	1,265	"
	1976:	1,354	"
	1977:	1,444	"
	1978:	1,537	"
	1979:	1,635	"

Establishment of a network of Foster Group Homes to care for even a fraction of the estimated need will require time and money, but it seems clear from the above projections and from the following cost-benefit analysis that both the beginning and vast extension of this program is highly justifiable, sensible and economical.

COST BENEFIT ANALYSIS OF FOSTER GROUP HOMES

It is estimated that the cost per child per day in an institution in Florida currently runs approximately \$28.00. For approximately \$8.00 per child per day for Foster Group Home care, a youngster can remain in the community, attend community schools and take advantage of other community resources in becoming self-sufficient.

A major savings results from the state's not having to invest monies in buildings, rent and staff. If adequate room and board payments are made, it is not difficult to recruit good foster parents to take children into their homes.

In the year from the opening of the first Foster Group Home (June 15, 1972 in Fort Walton Beach) to July, 1973, 123 children have been serviced by the eleven homes. Of these, 79 were children on probation, and 42 were parolees from training schools. Of the remaining two, one was a temporary placement of a runaway and the other a CINS case (Child in Need of Supervision). There have been only seven revocations from parole status of group home children during this time.

OBJECTIVES:

There are currently 11 state and 7 locally funded, but state-supervised, Group Foster Homes in operation. Each home houses approximately 5 DYS wards. The goals of the Group Foster Home Program are:

5.23 To increase rehabilitative alternatives in the juvenile justice system.

Program Strategy I

DYS should ask the Legislature for enough funds to establish 20 new Foster Group Homes each year until the Division is serving 100% of the need for such homes in Florida.

Program Strategy II

DYS should request legislation permitting the placement of committed children in Foster Group Homes.

5.24 To provide DYS wards with a home-like community-based residential treatment.

5.25 To develop an effective, but less expensive alternative to state-operated treatment programs for those in need of residential care.

Program Strategy I

The Division should move ahead rapidly in the development of its Group Foster Homes Program. Evidence indicates that foster homes are an effective and relatively inexpensive alternative to conventional residential programs. Therefore, DYS should request funds to expand the program immediately. By the end of fiscal year 76/77, DYS should have between 50 and 75 group foster homes in operation.

Program Strategy II

In cooperation with community services, the Group Foster Home section of Field Services should begin to design programs whereby volunteers would provide short term foster home services, emergency shelter and temporary residential care. Such programs could serve as sources of diversion, and provide alternative treatment programs.

Florida Associated Marine Institutes

The Florida Ocean Sciences Institute (FOSI), a non-profit, tax-exempt, educational and research organization, has developed an exciting and innovative program for assisting delinquents to change

their attitudes about themselves and society, and for teaching them skills with which to live and work successfully in our society.

Between 40 and 50 boys are enrolled at a time in the Marine Technician Training Program. The program revolves around the ocean. Training includes courses in water safety, first aid, marine construction, marine biology, chemical oceanography, navigation, diving techniques, photography, mathematics, and career planning. One or two day boat trips are a part of the training as well. At regular intervals, one week cruises to carry out research are scheduled. These cruises enable youngsters to test out their newly learned skills.

The program at FOSI is structured to meet the following objectives: expected achievement in diving, seamanship, life-saving, ocean science, first aid, and electives, and personal goals in the area of family relationships, behavior in the Institute, drug use, and legal involvement.

FOSI has three primary aims:

- (1) To reduce or eliminate recidivism among participants in the program and to develop in them personal habits which are more socially acceptable.
- (2) To encourage further academic or vocational training, so that youngsters will enroll in the public school system or other training for advancement upon completion of the FOSI program.
- (3) To assist each participant in developing a wide range of employable skills.

To achieve these aims, the selection process includes a complete

medical and psychological evaluation. This does not mean that only "easy" participants are selected. Youngsters in the program have been involved in a wide variety of crimes which include drug use, breaking and entering, and armed robbery.

There are at present four Associated Marine Institutes, funded in part by the Division of Youth Services. Florida Ocean Sciences Institute is located in Deerfield Beach and serves both Broward and Palm Beach Counties. Tampa Marine Institute is located in Tampa, Pinellas Marine Institute in St. Petersburg, and Jacksonville Marine Institute in Jacksonville. All four programs, while independent non-profit corporations, with separate Boards of Trustees, are supervised via contract by a management team from FOSI.

#### Program Effectiveness

FOSI has been in existence for 3½ years. The other institutes are comparatively new, and little follow-up data are available on their trainees. Therefore, the follow-up data will consider only the program in Deerfield Beach.

From September, 1969, to April, 1973, 301 boys ranging in age from 14 to 22 years have been enrolled at FOSI in the Marine Technician Training Program. Of these, 45 are presently enrolled in the program. Fifty-four who were enrolled did not achieve training status, due primarily to lack of attendance or total lack of interest. Their average attendance was less than once a week. Of the 202 trainees who completed evaluation, 140 (69%) are considered successes; that is, they are currently enrolled in school, in the service, or are working full time. This is a very high rate of success.

The success rate is even higher when we consider only the 109 trainees who were able to remain in the program until graduation. Of these, 86 (79%) are in school, in the service, or working full-time. Only 9 youngsters have had any legal problems since graduation, although 93% had legal records prior to being enrolled in the Institute.

The reasons most often given for leaving the program before graduation were financial problems and returning to school. Considering those who are now working full-time, 39% of those who dropped out are employed, while 55% of those who graduated are employed, a difference of 16 percentage points in favor of graduates. Similarly, those who graduated are more likely than dropouts to be in school and are less likely to be incarcerated.

The Marine Technician Training Program offered by the Associated Marine Institutes, is a viable alternative to the Training Schools' approach. It is community-based; it permits a youngster to remain within the family setting with all of the emotional supports this can entail. It offers youngsters the chance to grow emotionally and at the same time trains them in skills with which to earn a living. It is fairly inexpensive in monetary terms and its extremely low recidivism rate - 10/15% - is unequaled by almost any other program!

OBJECTIVES:

5.26 To provide a wide range of DYS youth with a learning and occupational experience unlike that offered anywhere else in Florida. The program is designed to take advantage of Florida's unparalleled coast and marine occupations.

Program Strategy I

To request funds permitting the establishment of 12-15 new Marine Institutes over the next 3-4 years.

Program Strategy II

DYS should set aside at least half of the total spaces in the AMI programs for committed children, lower the I.Q. standard, which is currently 90, provide for the placement of increasingly larger numbers of Blacks in the program, and make at least half of the AMI programs co-educational.

Intensive Supervision Probation Program

The following few paragraphs provide a description of the Intensive Supervision Probation Program which will be implemented in FY 74-75. Every effort should be made to evaluate the program closely. The evaluation should determine whether or not the program is in fact an alternative to commitment. If the program proves successful it should be expanded statewide as soon as possible.

This program is an alternative to commitment of a child to a training school. It would include, with the agreement of judges, placement of eight hard-core delinquents who have been committed to DYS in a special caseload. Instead of a child going to a training school, he would be placed under an experienced counselor who would supervise only eight kids.

The counselor would be totally involved with these kids and do everything but live with them. They would have daily group interaction sessions, one-to-one counseling, involvement with school officials and employers; conduct the parent group sessions,



plan activities with the kids; and provide other services the child needs.

Funding for this program has been requested in the 1974-75 budget. Eight counselors have been requested to supervise eight kids each. Projected savings by this intensive supervision as opposed to keeping the same forty-eight kids in a DYS facility amounts to about \$250,000. This projected savings is based on an annual cost projection. Aside from the potentially impressive savings, it is anticipated that these youngsters would also receive more intensive treatment in the community than in a facility. These counselors with a small caseload will be able to devote the immense amount of time required to supervise these types of youngsters.

In addition to regular group counseling sessions with the kids, the group sessions would also be held with the parents, an ingredient not present when the child is in a facility.

The key to this program is total involvement with the kids by a veteran counselor who will use intensive efforts with these kids. This counselor would be free from all but the very basic administrative duties so that this would not sap time he could devote to working with kids.

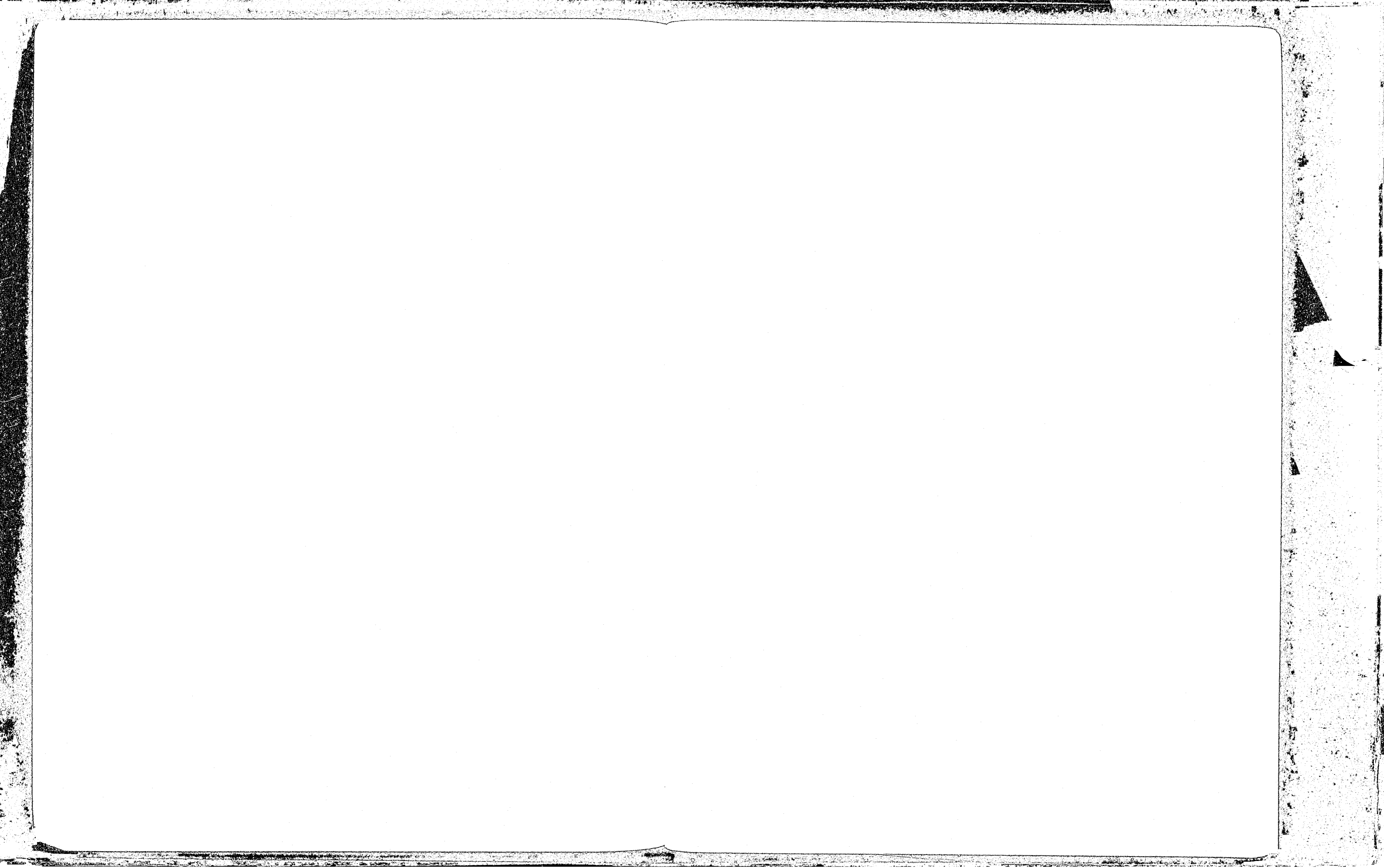
#### Bureau of Detention

The Legislature of 1972 passed a law mandating statewide operation of juvenile detention. This legislation called for the operation of Dade County Youth Hall, effective October 1, 1972, and other counties as designated by the Division after January 1, 1973. It also mandated a 50-50 cash match by the counties and the State for Detention operation. The law further specified that a plan be submitted to the legislature each year for a phase-in of the remainder of the county facilities prior to June 30, 1978.

The operation of Dade County Youth Hall was assumed by the State on October 1, 1972. A ten-county region in West Florida was then selected by the Division and became operational on March 20, 1973. This ten-county region provided for the operation of Youth Harbor in Pensacola and the Sue Cooper Detention Center in Panama City. These facilities provided for Secure Detention for all counties west of the Apalachicola River.

The 1973 Legislature revised the act passed in 1972 and changed the phase-in for statewide Detention from a five-year period to a six-month period, to be completed by December 31, 1973. It changed the funding from the 50-50 state-county match to 100% state funded operation of Detention as of December 31, 1973.

A number of factors were involved in bringing about this change in mandate by the Legislature. One of them was a study by the John Howard Association on detention practices in the state of Florida.



experience for a hard-core delinquent child, then certainly it follows that a child who is not a hard-core delinquent goes through an even more traumatic experience being locked in detention after his first referral. Currently, only 2% of the children referred to DYS are committed, while around 20% of those referred through Intake are detained. In mid-1973 the detention rate was around 30%; there has been substantial improvement. Nevertheless, a lot of money (approximately \$30-\$32 a day per child in secure detention) continues to be wasted as children are detained unnecessarily.

Once we have achieved the above-mentioned goals, we can then begin making the program in secure detention serve the child and the system rather than just the system. It is conceivable that with a high quality program in dealing with the child, we can utilize detention as an information resource to assist the court and the counselors in making better decisions. Many children are being committed to training schools and treatment programs based on a maximum of five to six hours of office interviews and hearsay evidence as to what is best for the child. In detention, a child is observed 24 hours a day, 7 days a week, sometimes for a period as long as 30 days. Yet the period of detention is ignored under the rationalization of the old cliché that it is an artificial atmosphere.

People in the correctional system realize that effective programs in probation, parole, psychiatric treatment, and the entire gamut of the rehabilitative tools are all dependent on sound information concerning the offender. Therefore, placing the period of detention on the same level as the other segments of the juvenile justice system and making the program a responsible one requires the system to consider its obligations. Instead of

making a major decision in a child's life based on sketchy interviews and observations, we will base it on a total observation of the child in custody under programs designed to give us more reliable information. We should be able to tell the court and the counselor how the child interacts with his peer group, and with the adult supervisors in the facility; his reactions after a visit with his parents or counselor; his ability to accept direction and supervision; his self motivation and leadership; his acceptance of especially designed school programs; his sleeping, eating, and health habits, and, last but not least, his willingness to change in these areas with proper guidance.

The information that the detention observation can provide is a factual demonstration of the child's behavior in programs especially designed to relax the child and lower his defenses. All of this will depend upon our ability to develop new models in our education programs in detention, new training for the staff, and the removal of the harsh security environment.

#### Goals for Detention

6.01 Reduce the use of secure detention to those children who are actually a threat to themselves or others, or who are not likely to be present at their court hearing.

- A. The placing of no more than 5% of the referrals to DYS in secure detention.

#### Program Strategy I

Reduce the number of existing secure detention beds in the state of Florida. This would not only include the number of beds currently used for children in 22

counties but would also provide for the children in the other 45 counties. Even though we anticipate an increase in the number of detention cases due to the 17-year olds, we still believe that over the long run we can phase down the number of secure detention beds. The statistical data which is currently being planned as a statewide standard will reflect the average daily population in each facility as compared to the number of available beds. When we begin to receive the 17-year olds and have had some experience for more accurate projections, we will then be able to make a determination as to which facilities should be reduced in capacity.

At the present time our projections are to reduce beds from 1,012 in 1972-73 to a figure of 789 in 1974-75.

- B. The placing of no more than another 10% in non-secure detention, i.e., home detention or placement in attention homes.

Program Strategy I (This strategy applies to Objective 6.01 also)

Development and implementation of a set of criteria to be used in determining whether or not a child should be detained. The criteria should be scaled and weighted in such a way as to provide clear cut-off points, i.e., if a child scores below a set point, he or she will not be detained. This procedure will make detention decision-making more rational, and provide for more uniform detention rates across the state.

Program Strategy II

Establishment of alternatives for secure detention:  
setting up Community Youth Leader programs in all 67

counties for those children who are released to their own home under supervision and contracting for attention homes for those children who cannot return to their own home. This would mean conditioning the courts and Field Services to releasing children to their own home without any follow-up pending their hearing as the first alternative; releasing to their own home under the supervision of a Community Youth Leader as a second priority; placing a child in a contract home or an attention home under supervision as a third priority; and placement in secure detention as a last resort.

The Home Detention program provides for a Community Youth Leader who will supervise five children with a minimum of three "eyeball" contacts a day. They will be recruited primarily from the area in which the children reside. In those cases where the child cannot be released to his own home, a series of private contract homes will be set up with families in the community. These homes will vary in bed capacity from one to six children depending upon the physical size of the home as well as the capability of the parents. These children, like the others in their own homes, will receive supervision from Community Youth Leaders.

To make the regional concept functional, a transportation network has been set up statewide to cross county lines in order to deliver children to and from intake, to secure detention, hearings, etc.

While these are essentially Field Services' goals, Detention can assist in achieving them through the implementation of the following objectives.

6.02 To change detention from a highly restrictive lockup orientation to a more open-program period of assessment. This goal involves the development of a systematic detention observation program which will provide the court and the counselor with more valid information on which they can make more decisions concerning the disposition of the child.

Program Strategy I

Require a monthly report from each secure detention facility for the following:

- a. The number of incident reports submitted for justification of placing a child in his/her rooms.
- b. The number of children who participate in each individual activity.
- c. How many programs other than those regularly scheduled take place in a facility, for example: a Saturday outdoor barbeque, a special social hour, a unique program put on by volunteers, etc.

Program Strategy II

Make detention an information resource in addition to custodial care. DYS should plan to develop files in such detail and with sufficient expertise that it would provide valuable information to Intake and the courts. Most children go before the court for a dispositional hearing with recommendations based on no more than a total of six hours of personal contact. The period in detention, which generally averages seven to eight days, should provide sufficient information to eliminate a percentage of doubtful cases from being committed.

6.03 To develop a program designed to acquaint the child with what will occur in court, what will be expected of him, the court processes he will go through, the roles of the judge, his attorney (if he has one), and others who might be involved, etc. Such information, with the exception of capital cases, might lessen the trauma of the courtroom experience.

6.04 Abolish any form of jailing as a means of punishment or security support for the facility. A child cannot be detained in jails after January 1, 1974 according to legislation passed in 1973.

Program Strategy I

Record not only all of the jailings of juveniles but also any and all requests for a jail order and identify the jailing request, whether initiated by the court, Detention, or Field Services.

6.05 To assist in the development of runaway shelters throughout the state, but beginning in areas with a high concentration of runaways. In most areas of the state more than 90% of the out-of-county runaways brought to DYS are detained. The detention rate for in-county runaways averages, statewide, between 20 and 25 percent of referrals. Usually detention occurs in lieu of anything else to do with these children.

Program Strategy I

Design and implement runaway shelters and information programs in those areas of the state with the greatest number of runaways, i.e., Fort Lauderdale, Miami, Daytona, etc. Insofar as possible federal grant money should be used in the planning and development of these programs, which, when fully operative, should

cut the detention rate of runaways decisively. Not only does the detention of runaways not contribute to the resolution of whatever problems they may have, it frequently tends to worsen them, i.e., poor self-concept, resentment toward authority figures, imposition of a "bad kid" label, etc. It may be desirable to lodge this program in some bureau other than Detention, i.e., Field Services.

6.06 To assist in reducing the average length of stay in detention from 7-8 days to 4-5 days.

6.07 To assist local county school boards in the development of a special education program for children placed in detention.

6.08 To facilitate Staff Development's effort to provide state detention employees who were formerly in county systems with pre- and in-service training.

#### Bureau of Staff Development and Training

The Bureau of Staff Development and Training is responsible for designing, implementing and coordinating training programs for all levels of DYS staff in all program and support bureaus, as well as for those personnel in youth service systems throughout the state who have direct impact on the prevention and diversion of dysfunctional and pre-delinquent youth. These training programs are aimed at developing the counseling skills of professionals and paraprofessionals working with dysfunctional, pre-delinquent and delinquent youth, such as intake and probation workers, secure and non-secure detention counselors, foster care parents, volunteers, training school and halfway house superintendents, group treatment leaders and cottage parents, TRY Center and START Center counselors and aftercare counselors.

7.01 The following set of objectives refer to the amount of training considered most desirable for different categories of employees.

1. To provide all top and middle managers with at least 40 hours a year of executive development training, including training in the operations of police, courts, prosecution, and defense.
2. To provide all new staff members with at least 40 hours of orientation training during their first week on the job and at least 40 hours additional training during their first year.
3. To provide all staff members, after their first year, with at least 40 hours of continuing education a year to keep them abreast of the changing nature of their work and introduce them to current issues affecting corrections.

Training in the amount discussed above will require considerably more money than is now provided for the planning, development, and implementation of training programs. It is hoped that from year to year increasingly more money will be provided for training purposes. Eventually, something in excess of 2.5% of the total Division's budget should be set aside for staff training and development.

#### Program Strategy I

By the end of 1974, the Bureau of Staff Development should be operating three DYS Regional Training Centers, one each in Miami, Orlando, and Tallahassee. These centers should be staffed and equipped well enough to provide a full range of training programs. As the centers are completed, the Bureau should be prepared to offer systematic, on-going training for all DYS personnel who have training needs.

7.02 To plan and conduct special training seminars year round. Such seminars should deal with relatively limited issues and should involve only those Division personnel for whom the issue is pertinent. In short, special seminars should be limited in scope and participation.

#### Program Strategy I

As the training needs of DYS personnel are met, the Bureau of Staff Development should develop, as an adjunct capability, training programs for school, police and other agency personnel who are professionally involved with the delinquent or pre-delinquent child. Such training should fit well into an overall delinquency prevention program.

7.03 To cooperate and assist the personnel office in the development of promotional criteria which are closely tied to amount and type of training. In this way career development may become a consistent consequence of training.

7.04 To determine regularly the training needs of each Bureau and to organize training resources accordingly.

#### Program Strategy I

The Bureau should begin to consider efforts directed at establishing minimum standards of pre-service and in-service training for law enforcement, public school and youth service personnel from various agencies, state and local. Such standards would encourage the development of joint staff development programs. Wherever possible the Bureau should coordinate with other agencies involved in training personnel in the juvenile justice area.

7.05 To work with universities, colleges, and junior colleges in order to enlist their resources in the planning, development, and implementation of training programs, or regular academic work geared to the needs of Division personnel.

7.06 To cooperate with and assist other Divisions in planning and implementing cross-divisional training programs. Such an effort would conserve resources, improve communication and facilitate service delivery.

7.07 To meet training needs as they are reflected on the overall priorities of the Division and within the bureaus; that is, training resources should be used in those areas most crucial to

the accomplishment of Division goals -- modes of treatment, management by objectives, etc.

7.08 To assist in the evaluation of training programs conducted by the Bureau. The main concern here is the assessment of certain, anticipated behavioral changes evidenced by trainees following a given training program. In short, there must be a determination of the results (benefits) of training. The Bureau should work closely with BRSP in the design, implementation and interpretation of training program evaluations.

#### Community Services

In the area of corrections, it is universally recommended that local communities assume greater responsibility for the problems they experience. One of the chief means of implementing these approaches to juvenile corrections is citizen participation on a volunteer basis.

Within the Division of Youth Services, the Bureau of Community Services has been mandated to carry out these functions. The Bureau was also responsible for the development of child care standards for county juvenile detention homes and for the inspection of these facilities to ensure their compliance with State regulations until the Bureau of Detention recently assumed these responsibilities.

Since the implementation of the minimum standards for detention of children and youth in January, 1972, the Division of Youth Services, through the Bureau of Community Services and the Bureau of Detention, has been responsible for inspecting detention homes and jails to ensure their compliance. The enforcement of these standards has helped to limit the abuse and mistreatment of detained children and to alleviate the deplorable conditions that have existed in many of these facilities for years. With the state takeover of Detention facilities and operations on January 1, 1974, these duties have been assumed almost entirely by the Bureau of Detention.

The Division of Youth Services has assigned the Bureau of Community Services the responsibility for working in communities throughout Florida to spearhead and develop more prevention and diversion services. Many communities are now becoming aware that



they must develop and operate programs for pre-delinquents and minor offenders. It is the job of Community Services to direct this concern into meaningful efforts by suggesting programs that should be implemented, helping local officials design prevention and diversion programs, working to locate and secure funds, train staff and offer on-going consultation and technical assistance to program operations.

One of the primary functions of the Bureau of Community Services is the provision of technical assistance, consultation and advisory services to local units of government, schools, public and private youth serving agencies, and citizen's groups. Over the last year Field Representatives of the Bureau have provided these services to over 300 separate youth -serving organizations throughout Florida.

One of the Division's most important efforts (with both short and long range consequences for community involvement, delinquency prevention and overall cost savings) is the volunteer program conducted by the Bureau of Community Services.

In March of 1972, the Bureau of Community Services initiated the first statewide youth corrections volunteer program in Florida. Called "Volunteer Probation Friend Program" this citizen participation effort involves the use of community volunteers as one-to-one counselor-friends for delinquent children under state jurisdiction.

Currently, there are 550 "Volunteer Probation Friends" giving approximately 13,000 hours per month of their time to helping 550 delinquent children on probation or aftercare. This is an average of 23 hours per month, per volunteer.

The current effort is just one of many volunteer programs currently underway or planned for future implementation within the agency. There

are now 800 on-going volunteers serving in many organized programs throughout the Division, with many others on call to provide services to children as needed. Examples include emergency foster parents, persons who give aid in securing jobs, clothing and medical services, taking children on camping trips, and offering transportation for doctors' appointments, etc. Community Services has been assigned the responsibility by the Division Director to plan, develop and oversee the implementation of volunteer programs throughout the Division. The Bureau is now responsible for setting program standards, inspecting field programs to ensure compliance with these standards, and providing on-going training, technical assistance and consultations to all agency staff planning or operating volunteer programs.

Volunteers who become involved with delinquent children become citizen advocates for them. Thus the volunteer who learns to understand the special problems associated with children in trouble often becomes an important spokesman within his community for more enlightened, humane care for youthful offenders. In communities where many people view the delinquent as a "hardened criminal" in need of swift and severe punishment, the influence of the volunteer can be vital.

The successful programs and activities of the Bureau of Community Services indicate that the community can become involved in dealing with its own delinquency and youth problems, that sound delinquency prevention initiatives can be taken, and that money can be saved while improving DYS services.

It should be noted that in order to better accomplish its primary mission, the Bureau should be relieved of duties which are not clearly related to the development and implementation of prevention and diversion programs with an emphasis on volunteer participation.

**CONTINUED**

**2 OF 3**

OBJECTIVES:

8.01 To develop statewide volunteer programs which involve citizens of all ages in as many aspects of DYS programming as possible -- from probation and aftercare to participation in Group Treatment and Training School activities and support staff functions, i.e., retired accountants, personnel workers, etc. As noted in the discussion of current Bureau activities, volunteer participation is an invaluable part of any juvenile corrections program.

## Program Strategy I

Station approximately 30-35 volunteer coordinators across the state. Once the state is adequately covered by volunteer coordinators, the already promising volunteer programs should grow and mature to the point that the need to hire more professionals will increasingly be reduced. The assistance of more and better volunteers could become an invaluable resource in the effort to divert pre-delinquent youth from the juvenile justice system. It is expected that system-wide use of volunteers can reduce recidivism rates by 30-40 percent and have a substantial impact on reducing the number of referrals and commitments.

8.02 To develop and help implement delinquency prevention programs which are community-based, which make use of available community resources, and involve increasingly larger numbers of community members, particularly in a volunteer capacity.

1. To cultivate and coordinate local, state, and federal resources in such a way as to facilitate the detection of potential

delinquents and to provide a coordinated set of services capable of preventing delinquent behavior. This effort might involve the Bureau's assistance, both technical and other, in the development of community comprehensive service delivery systems.

2. To facilitate Division-wide coordination with law enforcement agencies across the state in order to reduce the number of official referrals to DYS. At least 50% of the children picked up by the police should be diverted by them before reaching DYS intake. Similar efforts should be made to reduce the number of referrals from schools and other agencies. This thrust should be geared to improving community/law enforcement relations and DYS/law enforcement relations via a closer working relationship based on mutual trust.

3. To develop large-scale statewide volunteer programs directed at involving community members in the effort to prevent delinquency. Such involvement would include using volunteers in recreational programs, as tutors in public schools, as advisors to individual children, etc.

4. To play a leading role in the development of youth advisory councils in communities throughout the state. (The composition and functions of these councils are discussed under Program Strategy I.) The councils should become a primary means by which the youth of the state, including ex-offenders, may become involved in the development, operation, and evaluation of DYS programs.

5. To keep abreast of programs at the federal level in order that state and local delinquency prevention and control agencies may be informed of possible sources of federal funds, and to confer with representatives of such federal programs as the Model Cities, Health, Education and Welfare, and the Youth Development and Delinquency

Prevention Act, in developing services for pre-delinquent youth.

It should be noted while the above objectives for delinquency prevention are community oriented, the Bureau will also be involved in the planning, development, and coordination of statewide youth services programs to prevent and control delinquency.

#### Program Strategy I

The Bureau should begin to establish a coordinated statewide program of Youth Service Advisory councils. At least a third to one half of each council should consist of members under 18. At least half of this number should be people who have been involved in the juvenile justice system. These councils will formalize the Division's relationship with the community to an acceptable degree, and provide a ready source of feedback, information for policy development, and advocacy for children in trouble.

#### Program Strategy II

Arrangements should be made for contractual/consultant services to provide specialized assistance in development of delinquency prevention programs.

#### Program Strategy III

Community Services personnel should assist communities in their efforts to attain State and Federal funds for innovative community-based programs which, if evaluation results show them to be effective, may provide exemplary methods and techniques for the prevention of juvenile delinquency.

#### Program Strategy VII

An evaluation of primary prevention programs in the major urban areas throughout the State should be conducted by the Bureaus of Community Services and Research, as soon as possible. DYS should have relatively complete knowledge of current efforts, particularly at the local level, to prevent delinquent behavior, or cope with it without involving official agencies. Once such knowledge has been gained, an evaluation of the cost/effectiveness of each major approach should be conducted, and future prevention programming should be based on the results of the evaluation.

#### Program Strategy VIII

The Bureau of Community Services should assist the Bureau of Research, Statistics and Planning in the systematic, comprehensive investigation of the main conditions and predictors of delinquency. The current research in this area is fragmented and occasionally contradictory. Nevertheless, the potential usefulness of sound, accurate causal data makes the continuation of research in this area worthwhile. Indeed, prevention is not really possible without knowledge of basic conditions of delinquent behavior, or the processes by which delinquency is defined and controlled.

1. Assist federal agencies in defining criteria for selecting among grant applications.
2. Establish procedures for the administration of grants through the State agency.
3. Utilize federal funds available for community-based preventive programs.
4. Provide state matching funds through the Inter-Agency Law Enforcement Planning Council and through legislative appropriations.

#### Program Strategy IV

The Division should hire 5-6 delinquency prevention specialists. These personnel would work closely with community people, DYS volunteer coordinators, and other agency representatives in helping to improve current prevention related programs. They would also be expected to take a lead in developing new and, where innovation is called for, innovative prevention programs.

#### Program Strategy V

Engage in an intensive public information program which will convince the community of the need to develop growth-promoting programs to assist pre-delinquent and delinquent youth in their physical, intellectual, emotional and social development.

#### Program Startegy VI

The Bureau of Community Services and the Bureau of Education for the Division of Youth Services should work cooperatively with the Department of Education and the Division of Vocational Rehabilitation to plan and implement educational and social service programs

in local school systems to meet the needs of children who have been detected as under-achievers, or are handicapped mentally, emotionally, and culturally. One such program would involve the placement of youth advocates within schools. The youth advocate would not be another guidance counselor, a discipline officer or merely a point of referral to DYS. Rather than treating the troubled child as a complex behavioral problem, he would try to understand the child's social, economic, medical, psychological and academic needs as an interrelated set of barriers which must be removed if the child is to experience personal growth and avoid deviant behavior. The Youth Advocate would use every school, community, State and Federal resource available in his effort to meet the needs of troubled children in his or her school. These efforts may on occasion bring him into conflict with teachers and school officials. Conflict should be avoided whenever possible. At the same time, however, the Youth Advocate must attempt to broaden the school's sense of responsibility for the care of its children. The Youth Advocate Program in Oklahoma has shown how successful such a program can be in cutting absenteeism, improving grades, reducing delinquency referral rates, and broadening, over time, the school's scope of responsibility for children who formerly were neglected or punished for deficiencies beyond their power to correct.

8.03 To work with the Division's Information Specialist in alerting the press and citizenry to juvenile crime, and to their own responsibility in finding solutions.

8.04 The following objectives are related in that they refer to the Bureau's inter-agency consulting and coordinating responsibilities.

1. To provide consultation services and technical assistance to law enforcement agencies and the courts.
2. To maintain liaison with the Probation and Parole Commission.
3. To cooperate with the Bureau of Law Enforcement and the Police Standards Council in encouraging the development of police officers trained to deal with youth.
4. To assist local organizations in suggesting and establishing qualifications for youth service personnel in a variety of areas; to assist local authorities in recruiting qualified personnel; and to aid local authorities, private agencies, and educational institutions in planning and operating training programs for personnel dealing with youth.
5. To assist in locating volunteer home attention houses for runaways.

8.05 To encourage interest in corrections as an occupation among high school and college students, as well as among persons leaving other fields of employment.

8.06 To assist the Governor's staff in organizing regional and statewide conferences on youth needs.

8.07 To assist the Bureaus of Field Services and Group Treatment in securing community acceptance for community-based correctional programs, and to assist the Department of Research, Statistics and Planning in obtaining information on delinquency in Florida.

#### Bureau of Research, Statistics and Planning

During the past three years the Bureau of Research, Statistics and Planning (BRSP) has expanded its activities to various agencies and organizations outside the Division. In all probability the role of the Bureau within the Division will continue to grow as more and better management oriented data is produced, as program evaluation projects expand, and as a management by objectives planning and accountability system is developed.

The Research and Planning section of the Bureau is involved in a variety of research, and evaluation projects. Among the larger scale projects is a study of recidivism which will provide both figures on recidivism rates of children in aftercare and insight as to predictor variables. As a part of this study a manual will be prepared which will permit a yearly update of our recidivism figures. In addition, BRSP is preparing a parole prediction study which will systematically examine a set of variables to determine their relative weight in predicting parole success.

Recent projects include the writing of descriptive monographs on each of the Division's program bureaus, the analysis of the impact of 17-year olds entering the juvenile justice system, and the updating of the DYS Comprehensive Plan. Evaluation studies have been designed by BRSP personnel to measure the effectiveness of the Division's Foster Group Home Program, the Junior Counselor Program, and the Volunteer Probation Friends Program. Several other evaluations are now underway.

Operational Planning is a system of management by objectives which involves DYS Bureau managers in efforts to (1) define organizational expectations in quantifiable terms, and (2) link program goals with statements of expected outcomes to enable empirical evaluation. It is felt that the establishment of this on-going services planning and evaluation capability will move the Division in the direction of increased accountability.

In 1973 BRSP prepared a \$33,000 LEAA grant application to implement a twelve month planning and implementation effort that will result in the development of a Comprehensive Computer Information System. The principal objective of this plan is the creation of a management, service and policy oriented information system which meets the needs of the Division in the most cost-effective manner. The system will be designed to provide the kind of hard data which is essential to any on-going evaluation effort. In addition, the proposed information system allows for the collection, storage and retrieval of selective, useful data on a consistent basis, while reducing the data reporting demand on service personnel to a minimum.

A soundly constructed information system would provide field workers with more and better data on DYS clients without increasing the amount of paperwork. The development of a Division Information System would aid in overcoming problems associated with the collection of hard data for documentation of federal funding and for inter-district and inter-regional coordination, as well as provide a foundation for an on-going planning and evaluation effort. Finally, the proposed DYS Information System should provide an extremely useful

interface with the statewide Criminal Justice Information System mandated by the Governor's Council on Criminal Justice.

OBJECTIVES:

9.01 To help plan, develop, and implement a management by objectives planning and program development system for the Division. Movement towards this goal will involve the development of measurable program objectives, the designing of program strategies, evaluation formats, and other activities which will rationalize and improve decision-making within the Division.

Program Strategy I

The Division needs to adopt a system of management by objectives. The development, implementation and maintenance of an operational planning system would meet this need adequately.

9.02 To help plan and implement a comprehensive, computer-based information system for the Division (see Chapter II).

9.03 The following set of objectives are related in that they deal with BRSP research and evaluation responsibilities.

1. To plan, develop, and conduct regular evaluations of all of the Division's programs. The evaluations are expected to be critical and analytical in nature and will center around comparative rates of recidivism. The evaluations will be oriented towards an analysis of the adequacy of program performance outcomes and the effects of various program processes.

2. To conduct continuing evaluation of programs related to delinquency control and prevention in this and other states, and to make recommendations concerning the control and prevention of juvenile delinquency to any court or state agency which deals in any way with these problems.

#### Program Strategy I

The BRSP should solicit contractual agreements and research from private consultant firms, institutions of higher education, or various private and public social services agencies. For statewide continuity of implementation and effective utilization of information collected, it is recommended that staff capabilities of the Bureau of Research, Statistics and Planning of the Division of Youth Services be expanded.

#### Program Strategy II

The Bureau should establish an on-going evaluation seminar, in order that staff may keep abreast of the latest developments in the area of evaluation technology. The seminar could center around regular readings, weekly discussions groups, and outside speakers.

#### Program Strategy III

Every four months the Bureau will do an inventory of evaluation projects underway, evaluate their progress, and decide what new projects should be initiated. The chief criterion in choosing projects should be their relative importance to the decisions the Division Director has to make.

#### Program Strategy IV

The Bureau should prepare a comprehensive research and evaluation design generally applicable to the evaluation of new programs, particularly those in the areas of Intake, Probation, Foster Group Homes, Detention, Junior Counselors, etc.

9.04 The following set of objectives deal with BRSP data collecting responsibilities. See Chapter II for general discussion of proposed information system.

1. To collect, compile, organize, and evaluate data made available to it by the program bureaus and to make monthly reports. BRSP should serve as the central source for all data processing and reporting.
2. To prepare an annual report, based upon the study of data relating to juvenile delinquency gathered from courts and other sources, together with recommendations, to be submitted to the Governor and Legislature.
3. To prepare reports of a statistical nature that are beneficial to other state agencies and to the county and juvenile courts.
4. To assist other sections of the Division in the preparation of surveys and other information-gathering devices, and in the interpretation of information collected therefrom.
5. To prepare information concerning juvenile delinquency in Florida for such national agencies as the National Council on Crime and Delinquency and the United States Children's Bureau.

#### Program Strategy I

There is a critical need to expand information gathering and disseminating capabilities in Florida's juvenile justice system. The development of a system to collect, store, analyze, and display information for planning, operational control, and program review for all state and local youth correctional programs



and agencies is critical.

9.05 The following set of objectives deal with the research responsibilities of the Bureau outside of evaluative research.

1. To conduct research on the origins and conditions of delinquent behavior. Included are programs of correlational studies of juvenile delinquents over significant periods of their lives.
2. To conduct programs of experimental research which will provide the basis for introduction of new and innovative preventive and correctional programs in the Division

Program Strategy I

(See Program Strategy I under Objective 9.03)

9.06 To interest and train university students in the field of juvenile delinquency prevention and correction through participation in the Department's research projects.

Bureau of Education

The direction of the educational programs of the Division of Youth Services has been strongly influenced by research findings which show a strong relationship between educational attainment and self-sufficiency. Self-sufficiency, a primary goal of the Department of Health and Rehabilitative Services, is often measured in the adult world by a person's ability to obtain and keep employment which will maintain him without financial aid. It is in recognition of this established link that much of the rehabilitative emphasis of DYS is concentrated upon the educational achievement of its wards.

The youths who are committed to the Training Schools and Group Treatment centers within the Division of Youth Services have diverse family histories, socio-economic levels, and background experiences within their home communities. Nevertheless, these youths share common handicaps: they have all developed social and/or emotional problems which have caused them to behave in ways deemed unacceptable to society (i.e., commission of illegal acts), and most of their records disclose unsuccessful adjustment in school.

Research conducted over the past several years has shown that the average IQ score for youths committed to training schools has been significantly lower than for youths in the normal school population. In 1971, the average IQ score for youths committed to training schools was 83, whereas the average IQ score for the normal school population was between 100 and 105. In a recent survey at the Okeechobee Training School, it was discovered that 54% of the boys had IQ's measured at 75 or less. Although IQ measures many variables in addition to or other than intellectual capacity, it

is useful in partly accounting for why most of the youths committed to DYS training schools have failed in school prior to their commitment.

Truancy, disinterest, lack of encouragement from parents and/or teachers, and other factors, along with a below average intelligence distribution, contribute to the fact that most youths committed to the training schools function at only half the grade level usual for their age. On the average, children who enter training schools are found to have gained only 0.5 months of achievement for every month they have been in school prior to their commitment. This means that youths who should be functioning at the 10th grade level were generally performing at the 5th grade level.

To deal with these educational handicaps, the group treatment and training school programs have been designed to provide individualized instruction in self-contained, team-taught laboratories. To insure that such youths receive the individual specialized attention required, the Task Force on Juvenile Delinquency and Youth Crime, under the auspices of the President's Commission on Law Enforcement and Administration, recommends that a minimum ratio of one teacher to every fifteen pupils be maintained. For many years DYS training schools were far from this standard, but by 1973 Florida's institutions had become models for other states, operating with one teacher for each 10 students. The Bureau of Education provides planning and direction for these teachers through consulting services and assistance in constructing special educational units and programs to meet the needs of the students.

The major objective of this intensive individualized instruction program has been to assist each child in reaching his fullest potential

so that he can return to the community with as many personal life-management skills as possible, job marketability in particular. One of the primary methods employed by the DYS schools in helping youths attain their highest level of employment is preparation of eligible trainees for the General Educational Examination. In fiscal year 1971-72, twenty-seven students passed the General Educational Examination. When one considers that a youth must have attained his 18th birthday to take such a test and that less than 4% of the children entering training schools are 18 years old, the accomplishment is impressive. The importance of this achievement is emphasized by survey data which show that acquisition of a high school diploma has significant effect on ability to sustain employment.

Vocational training is another key route to employability which DYS is beginning to explore and develop. In 1970 there was no vocational instruction offered in the training schools, although students obtained some work experience on the institution's farm, or in the laundry or other services. Vocational education has become a major emphasis over the last three years, and teachers and programs are being phased in so that all training schools will offer some variety of skill training. It is also planned that START Centers will have one or more vocational units.

In summary, the program of the Bureau of Education is to offer a broad diversity of educational units. A diagnosis of each ward's needs and abilities is utilized to plan individualized programs aimed at helping them to develop their skills and achieve their life goals.

OBJECTIVES:

10.1 To provide every student maximum opportunity for learning in accordance with his abilities, interests, and his total treatment program. The educational-vocational programs in the Division of Youth Services treatment facilities are developmental and have therapeutic as well as instructional values. These programs are an essential part of the total treatment process and it is essential that they mesh with all other institutional programs in order for the total approach to treatment to be effective.

## Program Strategy I

Institutional education administration should emphasize sound concepts of education administration and give special attention to integrating the educational program with the entire institutional program.

## Program Strategy II

Teachers should be used as group leaders in the daily guided group interaction sessions. This can facilitate the combining of personal, social, and educational development both in institutional philosophy and in daily practice.

## Program Strategy III

To orient all teacher and educational administrative staff to the overall philosophy of treatment and the function of other specialists in relation to their duties as education personnel.

10.2 To diagnose each child through tests, personal interviews, and individual inventory or social and educational background in order to determine educational priorities.

## Program Strategy I

Complete implementation of the Division-wide testing program to be administered routinely at all facilities. Entry and exit testing should be procedural and performed without fail except under extenuating circumstances.

## Program Strategy II

Develop long and short span behavioral objectives for each child. This approach would provide a more accurate evaluation of student performance and would facilitate the development of remedial programs.

10.3 To provide the opportunity for each student to acquire the essential knowledge and skills which will enable him to engage in all those activities required for effective functioning in his group and community.

## Program Strategy I

Provide specialized remedial programs for DYS youngsters to improve basic learning skills of reading and mathematics.

## Program Strategy II

Integrate the concept of career education into the overall curriculum for all students in order to expose them to the range of career opportunities to help them identify choices as they relate to their own aptitudes and interests, and to provide him with

education and training appropriate to their career choices.

Program Strategy III

Develop program modules that will provide instruction and experience in the communication skills of speech, listening, and writing.

Program Strategy IV

Develop classes in the creative arts which will provide the opportunity for students to experience handiwork and with it the freedom to experiment and to develop their own ideas.

10.4 To provide prevocational and vocational training programs to enhance the student's marketable skills.

Program Strategy I

Develop a program which introduces and orients all students to the world of work and employability skills.

Program Strategy II

Expand and make available to all students vocational programs that are carefully planned, open entry/open exit arranged and competency based.

Program Strategy III

Establish trade advisory councils, which involve labor and management, to assist and advise in the on-going growth and development of the vocational program.

Program Strategy IV

Use consultants from the State Department of Education to assist in program development.

10.5 To obtain accreditation for all the training schools, and to provide courseways for credit so that children may continue a public school program.

10.6 To provide programmed instruction in subject areas to prepare older students to qualify for a high school diploma through the general educational development examination.

10.7 To recruit and employ qualified teachers who are certified and who meet the standards set up by the State Department of Education. DYS teachers should be paid salaries commensurate with that of their counterparts in the public school system and they should be provided with opportunities for professional growth through well organized in-service training programs. The working conditions should attract teachers who, in addition to having sound professional preparation, are interested in the challenge of working with delinquent children.

10.8 To provide both school and public library services for students in DYS institutions. Libraries in a correctional situation have a clear responsibility to support, broaden, and strengthen the institution's total rehabilitation program. Properly organized, directed, and utilized, the library is an instrument of recreation and of direct and indirect education.

10.9 To maintain significant and detailed records of the achievement and adjustment of individual students, as well as other records pertinent to the educational program, and to provide this data in assisting the Bureau of Field Services, community schools, vocational-technical centers in the placement of furloughed students.

10.10 To provide consultative services to assist community schools and vocational-technical centers in the development of meaningful programs for furloughed students and pre-delinquent

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In summary, the following list of overall goals represent the main policy thrusts for the Division of Youth Services over the next several years.

A high priority should continue to be placed on the phase-down of the Training Schools. Of course, it will be necessary to maintain an equally high priority on the development and expansion of alternative, community-based treatment programs. This will allow the training schools to reduce their population and begin to engage in more intensive treatment programs for the serious delinquent. The steady growth of Group Treatment facilities should be maintained through the late 70's. Group Treatment, however, should not be expected to absorb the entire burden resulting from the phase-down of the training schools. This consideration is crucial in light of the fact that DYS will begin receiving 17 year olds in July, 1974. The exact number is unknown, but will be enough to place considerable strain on the joint capacity of the training schools and Group Treatment. Therefore, an emphasis should be placed on the development of alternative community-based, residential and non-residential programs. The Foster Group Homes, and Associated Marine Institutes programs should be rapidly expanded, and arrangements made for them to take committed children. Also, a sizeable intensive caseload program, which will take children who would otherwise be committed, will serve to relieve some of the pressure on the residential programs.

An effort should be made to reduce the number of children processed through DYS intake to the juvenile court. Currently, DYS is diverting approximately 70-75% of the children referred to intake. Within the next two years DYS should reach a diversion percentage at

intake of 85-90%. This increase will provide for a greater use of community resources as referrals are made to local agencies and groups, and a decrease in the number of children stigmatized through extended involvement in the juvenile justice system.

The Division should work to reduce detention rates and improve the overall detention program. Current detention rates are far too high. No more than 10% of the children "arrested" for delinquency should be detained, and no more than half of these should be placed in secure detention. CINS cases should be cared for in shelter care when out-of-home placements are needed.

The average length of time a DYS ward spends in the residential and non-residential treatment programs and on probation and after-care should be shortened as much as possible. There is no indication that a 12 months average length of stay on probation is any more effective than a six months length of stay, but it is more expensive. The average length of stay in the treatment programs should be reduced in order that those who really need the care may be given greater attention.

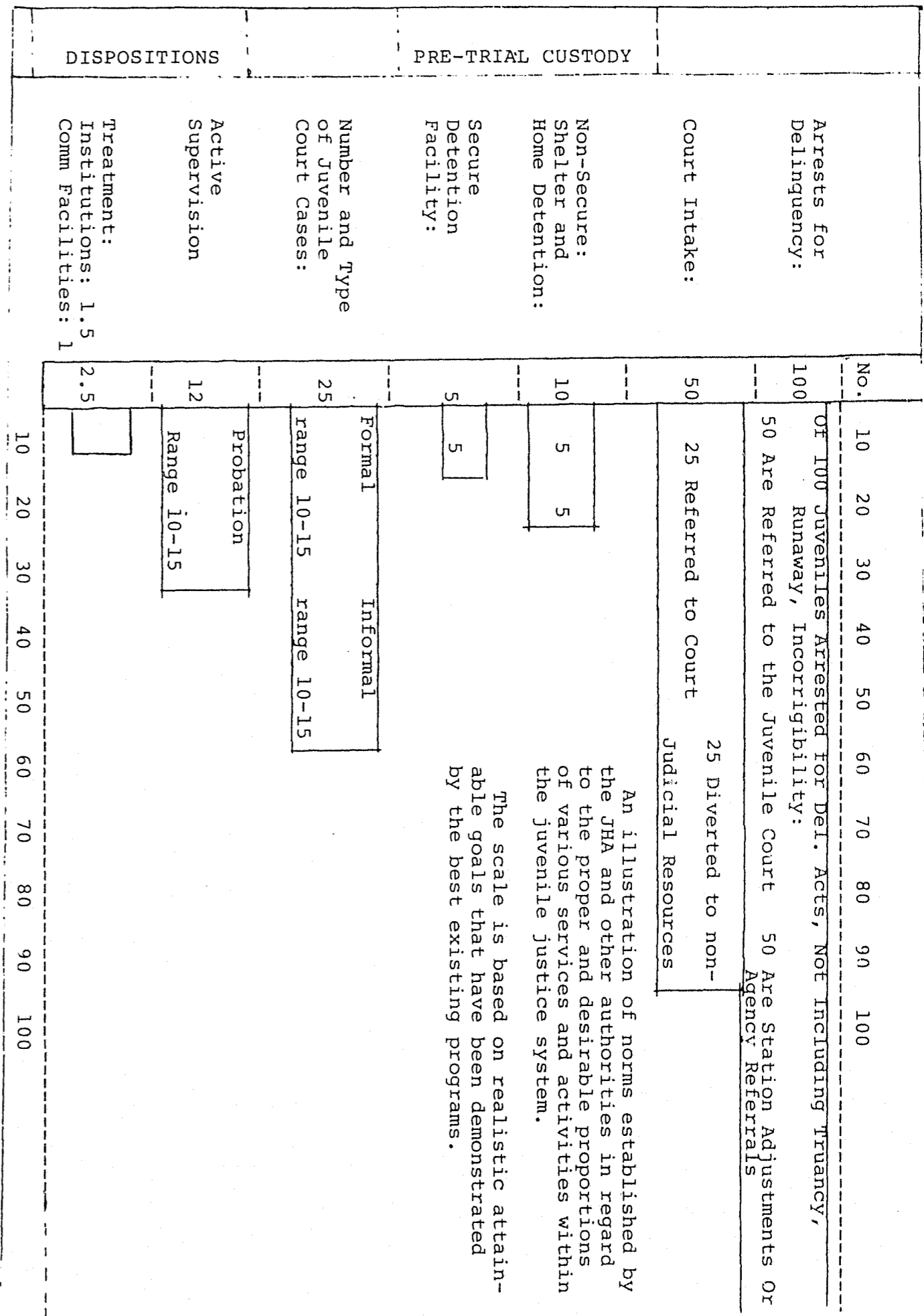
These and other standards which are clearly delineated in the Juvenile Normative Analysis Scale and are present throughout Chapter IV should be adhered to as closely as possible. They should serve as the standard base in the determination of overall agency effectiveness and efficiency. Every effort should be made to see that they are met month by month, year by year. In order for the standards to have meaning and to serve as effective program guides, it is necessary that Division policies be clearly promulgated and a comprehensive information system be fully implemented.

It should be noted that the JNAS is a minimum set of standards. It is expected that in many areas of DYS activity the performance of Division personnel will surpass the JNAS standards. These expectations are clearly expressed in the above paragraph.

The educational programs of the Division should be given greater emphasis. As the training schools phase-down, their populations are likely to be characterized by even worse academic problems than they are now. This will mean that the Division will have to become more innovative and imaginative in its efforts to reach its wards educationally and begin to make a difference in their academic and vocational performances.

The Division has taken impressive steps in the development of its volunteer programs. Over the next two years the programs should be greatly expanded as volunteers become an integral part of all DYS programs, particularly probation. Volunteers can be used in many ways to improve the effectiveness of the professional staff and increase overall program capabilities.

Volunteers could be of great assistance in the effort to work more closely with the families of DYS wards. Many DYS wards have experienced a very difficult family situation (divorced parents, poverty, alcoholism, etc.), which research indicates is a source of delinquency. As volunteers expand the capabilities of the Division, particularly in Field Services, more people will have more time to spend with families as counselors and generators of resources. In many cases volunteers should be able to fill these roles by themselves.



In terms of administrative structure, the Division should begin to investigate the possibility of moving towards an organizational structure which might provide greater efficiency and accountability in the operation of the Division. It is evident that the growth of the Division and the increasing complexity of its program structure is beginning to outstrip the ability of the current horizontal "Bureau oriented" administrative structure to provide cohesion and efficiency in the operation of programs. It is recommended that the Division begin to consider the development of a regional administrative structure which would feature regional directors who would be fully responsible for what goes on in their respective regions. The following description of the regional administrative structure is taken from the John Howard Association Report on Detention and might serve as a model, which could be implemented to one degree or another over a period of time.

The present Bureau Chiefs might be established as 'cabinet' officers with limited functional responsibility and policy development duties. They would monitor their functions in the various regions and be resource consultants.

With an adequate information system the Director of DYS and other Central Office administrative staff could have at their fingertips various peices of data regarding detention and other regional operations (at least monthly printouts). If one region was detaining too many youngsters the Director would know almost immediately and would (through the proper channels) call this matter to the attention of the regional director, who would be held responsible for its resolution. In the process the present Bureau Chief responsible for the malfunctioning part of the service in that region might well be the consultant providing the help to remedy the situation. In going out into the region the (now) Bureau Chief serving as a cabinet officer would be representing the Director

of DYS in getting the problem solved. In this way he would have limited functional authority. The Regional Director and staff in that region would certainly know that the cabinet officer was speaking for the Director in remedying this problem.

Of course, if the Division moves in this direction, greater administrative support services (budget preparation, purchasing, personnel) will have to be provided at the regional level. This will require the creation of regional administrative services units. Even if some form of the regionalization plan is not adopted it might be feasible to develop the regional administrative services units under another framework.

A regional administrative structure would probably facilitate the development of better lines of communication and cooperation between DYS and other agencies and organizations, particularly local police departments and public school systems. Insofar as DYS is placing considerable emphasis on delinquency prevention, it is imperative that the Division establish closer working relationships with community agencies which have resources available for preventive kinds of programs. With one person in each region responsible for overall Division activities it will be easier to establish contact and coordinate programs with community and other state agencies.

Finally, the Division should expand its efforts in the area of program evaluation and move quickly to develop and implement a comprehensive client-based information system, integrated with a system of management by objectives. It is time for the Division to take full advantage of the opportunities provided by the high speed computer in the areas of records management, client tracking, and performance measurement. As the information gathering and processing capability of the Division expands, a true management by



objectives method of agency operation will become increasingly feasible. In the meantime preliminary steps in the development of management by objectives system should be taken. The preparation of this plan is in fact one of the more crucial preliminary steps. Both systems should be developed according to overlapping guidelines, i.e., their development is interdependent.

The Division of Youth Services and all those associated with its operation can be very proud of what has been accomplished during the past four years. The work of Director Oliver J. Keller and his fine associates have been of inestimable value to Florida's troubled children. They have been supported by "a very concerned" Governor and a responsive legislature. Special recognition should be given to Senator Louis de la Parte, who is one of Florida's most committed and effective advocates of an improved juvenile justice system.

Just as the Division can look to the past four years with pride, it should look to the future with hope. The resources are now available to make Florida's juvenile justice system a total model for the rest of the country. In many respects Florida stands in advance of the other states in its services to children. Now is the time to move ahead in all respects.

**END**