

COMPREHENSIVE PLAN
FOR A
REGIONAL, COMMUNITY-BASED
COMPLEX OF JUVENILE DETENTION PROGRAMS

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Escambia County Juvenile Detention Facility Program
Pensacola, Escambia County, Florida

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SUMMARY OF THE PROJECT

The juvenile justice system in the Escambia/Santa Rosa region is severely hindered by crowded, outmoded facilities; by inadequate programs and services; by underskilled staff and by insufficient use of relevant resources within the community. Although significant beginnings have been made to correct these deficiencies--notably, the absorption by the Division of Youth Services of the intake and probation functions--there remains much more to be done.

Detention facilities and programs, for example, are deplorable. As we reported in our recent application for an LEAA planning project grant, detention in our region reached the crisis state some years ago and has worsened ever since. Children detained in Escambia or Pensacola are held either in Youth Harbor, a converted dairy farm, or the County Jail. Each of these structures suffers from a variety of deficiencies which not only impede the rehabilitative process but which also are hazardous to the children's physical safety and well being. In Santa Rosa there is no separate detention center for juveniles of any kind. All children, as a consequence, who cannot be returned to their homes must be confined in the County Jail.

Like Youth Harbor, other facilities in our juvenile justice system are makeshift arrangements, originally intended to be temporary but gradually acquiring a kind of permanence as long-term solutions fail to materialize. Thus, the Escambia Juvenile Court is presently housed in the former county hospital and nursing home. Although renovated to meet the basic requirements of a courthouse, its structural inadequacies are numerous. It lacks sufficient space for the recently expanded counselor staff; it contains no rooms in which children and their parents can confer with their attorneys in private; it lacks a room large enough to conduct staff meetings or inservice training; and its venerable construction is subject to leaks, drafts and furnace failures.

In addition to their individual structural deficiencies, the buildings housing the various elements of the juvenile justice system are widely separated. Youth Harbor is eleven miles north of the Juvenile Court and the nearby Sheriff's Department, while the Pensacola Police Department is five miles to the south. These distances impede counselor contacts with detained children and waste hundreds of man-days per year in law enforcement, court and detention personnel travel. In addition, the necessity for trans-

porting arrested or detained children substantial distances creates security problems.

Also undermining the administration of juvenile justice in our region are a variety of shortcomings in programs and services for the custody, care and rehabilitation of delinquent youngsters. Our investigations indicate, for example, that a substantial proportion of the children presently being detained in Youth Harbor or jail probably can be safely held in community-based, nonsecure programs. Such programs tend to minimize the destructive consequences of confinement association with even the best designed and operated detention centers. Thus, in addition to replacing Youth Harbor and jail with a new facility, it is essential that alternative measures for temporary care of delinquent youth in community settings also be developed.

In addition, we have found that there is a need to better integrate the diagnostic and treatment processes; to develop a repertoire of programs to supplement casework as the treatment methodology of probation and parole; to improve police handling of children; to increase the participation of organizations and individuals outside of the official system of juvenile justice as resources for enriching that system;

and to upgrade staff capabilities through inservice training and use of volunteer and paid paraprofessional staff.

As a first step in dealing with these problems, Escambia proposes a dual project of construction and program innovation; to build a new Juvenile Justice Center and to operate a complex of new programs and supporting services.

The Juvenile Justice Center will include a new detention facility which will serve Santa Rosa as well as Escambia/Pensacola. In addition, however, it also will consolidate within one set of buildings, hearing rooms, judges' chambers, office space for intake and probation counselors, space for clerical staff and equipment, a squadroom for Youth Aid Deputies and Officers, and the like. It is expected that the Juvenile Justice Center will be the first component of the Governmental Center to be erected in downtown Pensacola.

The new detention center not only will provide secure custody; it also will be designed so as to contribute to the detained youngsters' rehabilitation by assessing their treatment needs and by initiating the treatment process in appropriate cases. In addition, there will be four kinds of community-situated programs for the temporary care of children who do not require the secure custody of detention yet who

cannot be safely returned to their own homes. These four alternatives to detention will be a Supervised Activities Center located at Beggs Educational Center, two Group Custody Centers, ten private families providing Individual Residential Custody; and Intensive Community Monitoring provided by two detention aides.

Other programs will include refined intake procedures, Probation Envrichment, a volunteer program, and various orientation and inservice training programs.

Each of these component programs will be assessed, using objective measures of performance and the results reviewed to determine whether individual programs should be continued, modified or terminated. In addition, we will obtain continual feedback on the progress and status of each program through monitoring conducted by citizens' groups, our Intergovernmental Program Office and outside consultants. These data will be used as a management tool to help keep the programs on target.

Our proposed Juvenile Justice Center and the associated action programs are the product of more than a year's intensive planning by our community. We believe that they will make a significant contribution toward alleviating many of

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Our proposed Juvenile Justice Center and the associated action programs are the product of more than a year's intensive planning by our community. We believe that they will make a significant contribution toward alleviating many of

the more pressing deficiencies in our justice system for juveniles. At the same time, however, we recognize them to be only first and partial steps toward the improvements needed if our justice system is to keep pace with the new and growing problems with which it is compelled to deal.

I. THE PROBLEM

A. The Need for a Regional Juvenile Justice Center

1. Detention in Youth Harbor

In our proposal to the Law Enforcement Assistance Administration^{1/} last spring, we noted the array of studies and investigations documenting the deplorable condition of juvenile detention in Escambia and Pensacola. For nearly a quarter of a century, grand juries and outside experts have criticized Youth Harbor as a potential firetrap, a hazard to health and lacking in adequate security to hold youngsters intent on running away. They also have pointed to its dormitory-type sleeping quarters and the consequent risks to the younger, smaller children, the severe shortage of indoor recreation space, and the two crowded school rooms in which children of varying ages and grade levels go through the motions of learning.

Our Proposal reported a trend over the past several

years of increased admissions to Youth Harbor, including instances in which the daily population substantially exceeded the number of available beds.^{2/} We noted the facility's limited range of programs (outdoor sports in good weather, and games and television in bad weather) and suggested that their rehabilitative impact was probably minimal. Certainly, they fail to prepare the youngsters for their return to the community, much less their integration into subsequent treatment program. Staff, while treating the children kindly and sufficient in number to provide adequate coverage around the clock have had no formal instruction in the management of unruly or upset children. No inservice training is provided.

Youth Harbor is physically isolated in an area in transition from rural to suburban. This isolation allegedly acts as a deterrent to abscondance. Better documented, however, is the counselors' belief that the 22-mile round trip impedes their access to detained children, and cuts down on the amount of time they spend in observing and talking with them prior to disposition. In addition to wasting counselors' time in travel, Youth Harbor must allocate one fulltime staff position primarily for the transporting of children to and from the court. The absence of on-site medical or nursing assistance at Youth Harbor

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means that additional time is consumed taking children to the County Health Center or Hospital. Security problems also are aggravated for the same reason. Finally, because there is no public transportation to Youth Harbor, its isolation hinders visits by parents who are without their own means of transportation.

Conditions of Youth Harbor have changed very little since our application for planning funds was prepared less than a year ago. Its director and staff go out of their way to insure that the children are treated kindly, well-fed and cared for. But the youngsters still are housed in antiquated frame farm buildings which could explode into a holocaust with the first carelessly dropped cigarette; the septic tank regularly floods in rainy weather; children who want to run off, still succeed; inordinate amounts of staff time are wasted in transporting youngsters to and from court; predisposition social studies suffer for lack of personal contacts by counselors; and there is no preparation for follow-up casework, group counselling or other rehabilitative regimen to which the youth may be assigned.

In short, we conclude, as have those who have studied Youth Harbor before us, that it must be replaced by a modern facility, its programs and staff upgraded and its proximity

to law enforcement officers, counselors, the court, hospitals, parents and others who use its services, increased.

2. Detention in Jail

At the time of our application for planning funds, approximately 85 percent of all children detained in Escambia or Pensacola were placed initially in either the County or City Jails, usually only for a day or two. This practice was drastically altered by a subsequent appellate court ruling denying admission of a confession made while the child was held in jail. As a result of this holding, law enforcement officers now transport arrested juveniles directly to the court. Court counselors then determine whether a child may be released or detained.

With respect to detention, the practical consequence of this holding in Escambia has been to substantially reduce the proportion of children detained in jail from more than four out of five in 1970 to less than one out of five at present. In addition, virtually all children who are placed in jail are now held in the County Jail. In the past, about 10-15 percent of detained children were placed in the City's lockup, an installation even less conducive to the welfare of children than the County's facility.

This appellate holding, however, has not affected

the fact that jail remains the only place of secure custody for children in the Escambia/Santa Rosa region. Therefore, given the lack of security features at Youth Harbor and the complete absence of alternative facilities in Santa Rosa, it remains necessary to continue use of this type of institution for those few youth requiring close custody.

This is not to say, however, that a county lockup constitutes a suitable place for young people. Quite the reverse. In Escambia, for example, although juveniles are confined separately from adult prisoners, the cells are close enough to permit communication. Also inviting orientation to anti-social values, information and practices is the confinement of youth in multiple occupancy cells without regard to age, offense, delinquency record, mental condition or other such factors. Moreover, because of staff shortages, jail personnel are unable to make continuous observations. They, thus, are not always able to prevent aggressive youth from abusing the weaker, smaller inmates. Lack of resources also prevents us from having academic remediation, vocational training, counseling, or even physical activity. Youngsters simply remain locked in their cells until released.

In Santa Rosa the jail is newer and less dilapidated than Escambia's. With this single exception, however, children in

jail in Santa Rosa are exposed to all of the detriments to their welfare and rehabilitation as are those confined in Escambia's County Jail.

Both we and the residents of Santa Rosa are determined to put an end to the incarceration of our youth in jails. Badly needed as a replacement, we believe, is a modern secure detention facility, capable of serving both Escambia/Pensacola and Santa Rosa.

3. Escambia County Juvenile Court

In 1969 our Juvenile Court was moved from its overcrowded quarters in downtown Pensacola, five miles north to what had previously been the Escambia County Hospital, and later Nursing Home. Built 30-40 years ago, the building was structurally run down, lacked central air conditioning, was separated by eleven miles from Youth Harbor, and required substantial renovation to convert it into a courthouse. At the time, however, it offered badly-needed space for the increasing number of counselors, and therefore, constituted an adequate, though presumptively temporary solution.

Unfortunately, the adequacy of that solution has declined with the passage of time, and changing circumstances. One such event was the augmentation of staff associated with the Division of Youth Services' assumption of responsibility

for intake and probation. Since the past October when the Division took on its new duties in Escondido, the intake staff has increased from three to thirteen, and probation from seven to twenty. Clerical staff also has grown from six to eighteen, and administrative from one to three positions.

Although the administrative transition in general has proceeded with remarkable smoothness, a major problem for the Division has been to find space for the new staff. It created several new offices by partitioning larger rooms within the courthouse itself, and enclosed the porches at the end of two wings, thus adding four more counselor's offices. However, the majority of the new counselors are housed in leased space located approximately one mile from the court.

This recent overloading of the courthouse's capacity has highlighted other deficiencies which were not so apparent when it opened on a temporary basis three years ago. Even at that time, the facility lacked space for children, parents and attorneys to confer in privacy. Then, as now, they must discuss the details of their case either in front of other families, witnesses and court staff or leave the building. This lack of privacy is exacerbated by the conversion of the original waiting room into clerical space thereby requiring those waiting to go into court to sit on benches along the building's main

corridor.

Also lacking is readily available room for conferences, group counseling sessions, inservice workshops or other activities involving a half dozen or more persons. The counselors' offices are mere cubby holes incapable of holding more than a few people and the court library has been converted to an office used by planning project staff and consultants. As a result, the building's two hearing rooms are pressed into service at times when the court is not in session. This makeshift arrangement requires that meetings either conform to the schedules of the two busy judges or be held after regular hours.

Apart from its insufficient space, the building suffers from the usual debilities associated with a structure of its age. Leaks recently became so severe as to require a total reshingling; the furnace periodically goes out; the wiring is outdated and inadequate, and the plumbing is deteriorating. In addition, and as already noted, the courthouse is separated by nearly a dozen miles from the youngsters detained at Youth Harbor.

The dispensing of justice with wisdom, concern and evenhandedness is never easy. It is unduly complicated when those responsible must work under conditions which bespeak community indifference to the importance of their task. We believe that

the present accommodations of our Juvenile Court were at one time adequate as a temporary expediency. Now, however, they must be replaced by a permanent, up-to-date, well-designed structure which will facilitate rather than hinder the efforts of those charged with the adjudication and rehabilitation of youth in trouble.

B. The Need for New and Enriched Programs

The administration of juvenile justice in our region suffers not only from dilapidated, makeshift and scattered facilities. In addition, our investigations convince us that certain of our policies and practices require modification. New programs need to be tested, and additional funds, manpower and other resources tapped to implement them.

1. Improved Intake Functions of Law Enforcement

One of the problems which underlies many of the deficiencies in our juvenile justice system is the lack of resources needed to make the system operate effectively. This difficulty is nowhere more apparent than in the shortage of law enforcement personnel assigned to work with juveniles. At one time, the Pensacola Police Department was able to assign two officers fulltime, while the Sheriff's Department allocated two fulltime and two additional parttime deputies, to handle delinquency and other juvenile cases. However,

due to the necessity of meeting other obligations both departments in recent months have been compelled to cut back on their manpower specializing in youth matters. At present, the youth aid unit within the Police Department lacks even a parttime officer, while in the Sheriff's Department the single deputy assigned to youth work spends most of his time on drug-related cases.

In some law enforcement agencies an effort is made to offset a lack of specialized youth aid personnel by training the patrol, traffic and other line units in the procedures, techniques and skills needed to effectively handle juvenile and youth cases. Here again, however, lack of resources has prevented both our sheriff and Police Departments from providing such instruction to any but selected, high-ranking officers.

We believe that this gap in our law enforcement agencies' capabilities undermines their effectiveness in coping with youth crimes and delinquency. It contributes to friction between law enforcement and young people, a problem of growing seriousness, especially with respect to our minority group youth. It tends to produce a lack of uniformity in the processing of arrested youth, and in the selection of those referred to the Juvenile Court.

More subtle and less readily apparent difficulties also

are produced by the lack of manpower skilled in handling youthful law violators. Investigations of juvenile cases, it is reported, are not conducted as successfully by officers untrained in handling children. Community resources to which children in minor trouble could be referred on a voluntary basis instead of referring them to court or merely sending them home with a warning, are not used. And no systematic and in-depth effort can be made to prevent the occurrence of law enforcement problems in which youth often figure prominently, such as riots, vandalism, school disturbances and gang fights.

All of these shortcomings, we believe, could be reduced provided our Sheriff's and Police Departments possessed substantial numbers of additional personnel trained in juvenile procedures.

2. Revamped Detention Program

Children placed in detention are for the most part, simply warehoused. If held in jail, their basic physical requirements for shelter, food and emergency medical care are met, but virtually nothing else is done on behalf of the youngsters' welfare, much less their rehabilitation. If placed in Youth Harbor, the detained youth is provided, in addition, with some limited recreational opportunities. He

also is given firm but kindly supervision. And he is exposed to an academic program which the facility's director has candidly described as "high class babysitting". But none of this can be expected to appreciably enhance his ability to remain out of trouble once he is released.

The short duration of detention necessarily limits what can be accomplished toward rehabilitation. Nevertheless, we believe that detention need not simply be dead time, or worse, for the child. Instead, it can contribute to his eventual rehabilitation in at least two ways. First, it can provide a site in which the child can be observed, tested and his treatment needs realistically determined. And second, his detention experience can help prepare him for the program of treatment to which he is assigned at disposition. These will be the goals of our new detention program to be operated in the new detention center.

3. Alternatives to Detention

During the course of our planning project, we examined the characteristics of all children currently in detention. This study convinced us that many, though by no means, all of these children probably could have been cared for differently, at no substantial risk either to themselves or to others. Few, if any, could properly have been released

to their own homes. In our judgment, however, they could have been placed in various types of community-based programs--had such programs been in existence.

Escambia, like many other jurisdictions, is severely limited in its options for handling delinquent children pending disposition. It can place them in the custody of the parents or relatives or it can remove them from their home, school and neighborhood and confine them in a place of detention. These are procrustean alternatives at variance with the legislative objective of treating children according to their individualized needs.

The new detention center will not solve this problem since it will be a maximum security facility designed to hold those relatively few youth judged to be a serious danger to community, a threat to themselves, or in serious danger of being physically harmed by an aroused member of their family or community. Needed, in addition, are several different types of programs which provide a range of custody and supervision intermediate between that given in the home and secure detention. These programs will enable youngsters who otherwise would be candidates for detention to be cared for in the community and thus avoid the destructive influence of maximum custody associated with even the best run detention facilities. Moreover,

without these alternative programs, a detention center would have to be constructed with more than twice the capacity of our planned facility.

4. Enriched Probation

The assumption by the Division of Youth Services of responsibility for juvenile probation has greatly increased the potential effectiveness of this service. Counselors' case-loads have been cut to approximately 35 from a previous average of over 100. This reduction permits counselors to spend substantially greater amounts of time in contact with their probationers and to make more frequent field visits to their probationers and to their homes, schools and places of employment. In addition, it is our understanding that plans are under way to train all of the probation counselor staff in group counseling methods and to have all or most probationers in groups within the near future. Finally, the relevance of behavior modification techniques to probation is being explored.

It is too early to tell whether and in what manner these augmented resources and particular innovations which the Division for Youth Services is undertaking will pay off. We are convinced, however, that the Division is correct in its general approach. Substantial improvements in probation

effectiveness can come about only as a result of continued systematic and evaluated efforts of the kind the Division is attempting. In Escambia, as elsewhere, probation is an uncertain tool, capable of being applied in many different ways, under a variety of circumstances, and yielding widely differing results. Much more remains to be learned before its potential usefulness can be realized.

In recognition of the importance of continued testing of new applications of probation services, we urge that a pilot project whose initial findings are promising be expanded to permit a more complete evaluation. This program involves the expansion of legitimate employment opportunities for probationers by assigning them as a condition of probation to an experimental vocational educational program at Beggs Educational Center. The Beggs program has provisionally demonstrated that with this difficult group of young people, most of whom were in serious difficulty in their own schools, it can achieve substantial improvement in attendance, academic performance and social conduct. Moreover, as compared with a control group, Beggs' experimental population after six months participation averaged significantly fewer returns to court on delinquency complaints.

These results, while encouraging, are based upon small numbers of subjects. An expansion of the program will permit us to check these results as well as to possibly improve upon them.

5. Alternative Manpower Resources

It is virtually self-evident that our juvenile justice system must augment its own personnel with new types of manpower. Funded by the tax dollar, our police, courts and corrections have never, and in all likelihood, never will be able to employ professional staff in sufficient numbers to meet the diverse complex and growing demands placed upon them. Indeed, even being able to pay salaries and benefits sufficient to attract qualified staff is a major problem for many jurisdictions.

Increasingly, however, juvenile justice agencies are turning to other types of manpower as a means of augmenting their own limited staffs at modest additional cost. These are of two types: volunteers, recruited from the community, who may provide professional or nonprofessional assistance; and paraprofessionals who are full time paid staff and who possess relevant skills and background though they lack higher academic credentials and other accoutrements of professional status. When properly recruited, trained and supervised, both types of

manpower have been shown to be effective in:

- improving the quality of agency service by relieving the regular staff of routine duties and thereby freeing it to concentrate on the more difficult aspects of its work;
- amplifying the agency's services by using professional staff to supervise a number of volunteers or para-professionals in performing some or most of the professionals' former tasks;
- diversifying the agency's services by adding a repertoire of skills, contacts and knowledge to those of regular staff.

In Escambia, we have only begun to exploit the potential value of these new manpower resources. The Juvenile Court has long had an Advisory Board. Over the years, that Board has overseen the operations of Youth Harbor and has worked hard and effectively to increase the community's awareness of the need to replace that facility. From time to time, in addition, the court has made productive use of a number of community agencies which volunteer their services to children in need of treatment or care. Similarly, Youth Harbor has drawn upon the assistance of both individuals and agencies to help supply psychiatric, medical, dental and other services not covered

by its own budget.

These are useful beginnings. However, the extensive and productive use of volunteers in other jurisdictions, notably the Juvenile Court in Boulder, Colo.^{3/} persuades us that we can and should do much more to exploit the talent of interested citizens in our community. Similarly, rapidly accumulating evidence that paraprofessionals can be useful adjuncts to regular police, court and corrections agencies' staff^{4/} suggests that this type of manpower also should be developed. We do not, of course, regard either kind of supplementary manpower as being a panacea or an universal blessing. Problems will arise which unless dealt with effectively will offset the benefits to be acquired. Nevertheless, on balance, we believe there is a need to test out the feasibility of substantially expanding the Juvenile Court's current use of volunteers and of an initial program employing paraprofessionals.

C. Preparations Undertaken

1. First Steps in the Planning Process

Starting last July, when funds under our planning project grant from LEAA became available, we have been continuously engaged in preparations to cope with the problems impeding our juvenile justice system. In approaching this task, we recognized that far more was involved than simply the preparation of architectural designs and grant applications. No less

important, in our view, was the need to obtain the active participation of a spectrum of our community's citizenship and relevant organizations. The formal organizational vehicle for this purpose has been the Juvenile Detention Facility Task Force appointed by the Escambia County Board of Commissioners. The Task Force is broadly representative of the Escambia/Pensacola Community.^{5/} It includes the heads of several agencies directly concerned with the administration of juvenile justice, as well as several members of the Juvenile Court Advisory Board.

The Task Force is divided into working committees, each responsible for certain phases of the planning effort such as site selection, funding, and facility design and construction. One of these committees, the Committee on Program Development, was further divided into subcommittees to focus on specific needs and programs. (These are listed in Appendix B.) Thereafter, as the subcommittees' work progressed, it became apparent to several of them that certain key sectors of the community were inadequately represented or that additional skills and knowledge were needed. The Project Director thereupon appointed additional ad hoc members to these subcommittees to strengthen their original membership. In addition, staff of the Division of Youth Services acting as members at large of the subcommittees,

have worked closely with them and with project staff.

An early task in the planning process was to survey all agencies in the community capable of providing services to youth. The purpose of this survey was to obtain not only a clearer picture of the resources potentially available to prevent and control delinquency, but also to ascertain their readiness to participate in a comprehensive program. A total of 41 agencies with youth programs were identified. (See Appendix C.) Of these, seven appeared to be particularly well suited to carrying out certain phases of the project. Staff and the relevant Program Development subcommittees explored these agencies' interests and capabilities further to identify those which could best contribute to improving our juvenile justice system.

Another undertaking early in the planning period was to determine the projected populations of the various proposed secure and nonsecure detention programs. A review of the court's files indicated that this could not be done retrospectively by examining records of children who had been referred to the court in the past. Therefore, it was decided to conduct a month long study of all incoming cases.

The first step was to develop a set of hypothetical admission criteria for these proposed programs. Staff next reviewed these criteria with the court's judges to insure their practical validity and acceptance. The criteria were then converted into

a checklist to be applied at the time of each detention decision. (See Appendix D for a sample checklist.) The checklist requires the Intake Counselor or Judge using it to assume the availability of a modern, secure detention facility and of four different types of nonsecure, community-based detention programs. He also, of course, has the choice of returning the child to his parents' custody.

During the month the study was conducted, intake counselors interviewed every alleged delinquent child, his parents and the referring agent, usually an arresting officer, at the time the child was brought to court. Based on these interviews and court files the intake officers completed the checklist and thereby indicated their hypothetical decision whether and in what manner to detain the child. They also recorded their actual decisions. At the time of the subsequent detention hearing, the judge filled out a second checklist on the same child.

It was found that intake staff and judges were in general agreement, and that nearly all discrepancies were due to information being presented at the intake hearing which the Intake Counselor had not had when he initially received the case. When the region's projected population growth, future delinquency rates, and expected use by Santa Rosa were taken into

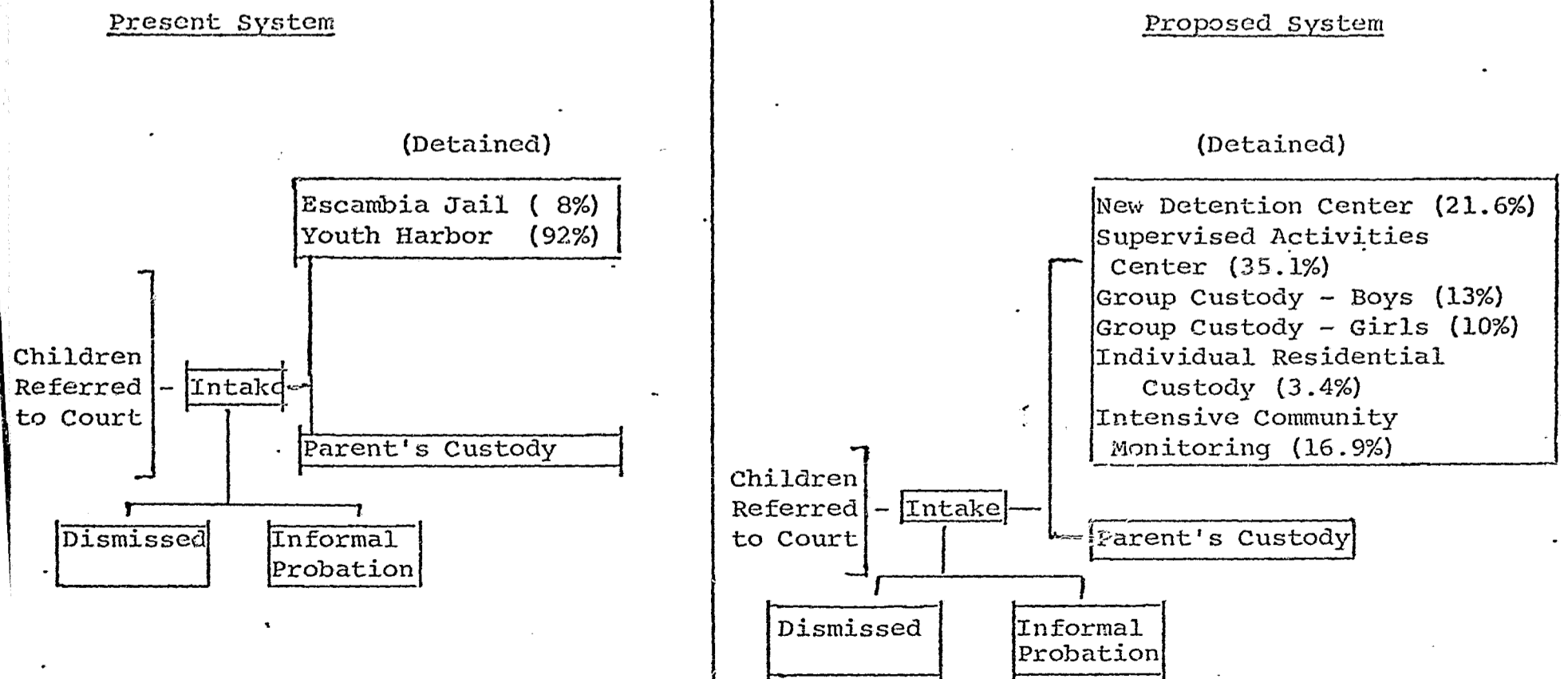
account, the study indicated that a 30-bed facility will be required during the next two decades. It also established that the various nonsecure programs eventually should have a total capacity of approximately double that number. The Division of Youth Services' Bureau of Field Services concurred in these projections. In addition, the Program Development Committee reviewed and approved them. (A full report of this study is given in Appendix E.)

Table I (page 28) contrasts the limited alternatives for handling detained children currently available with the more extensive range of short term placements which are needed. It also indicates the appropriate percentage of detained youngsters which our research leads us to believe would be assigned to each of those programs, assuming their availability. A similar distribution of juveniles presently being detained in Youth Harbor and the County Jail is given by way of comparison.

2. Program Development and Community Involvement

Planning as we have undertaken it, has been a joint effort involving staff, agency representatives, concerned citizens, local experts and outside consultants.

TABLE I
Handling of Children Pending
Adjudication and Disposition,
with Percentage Distribution
of Those Detained



Staff has provided leadership and overall direction for the project and with the assistance of outside consultants has performed the more technical phases of the planning, such as the detention population distribution study and the preparation of final drafts. However, local agency representatives, interested citizens and local experts, usually working through the various program development subcommittees, have given many hours of thought and effort. Indeed, each of the subcommittees produced one or more drafts of individual programs, often many pages in length and covering the topic in great detail and thoroughness. The full Program Development Committee reviewed these documents at various stages. In addition, the Court's Advisory Board has been informed of developments and on occasion has lent its assistance in thinking through certain problems.

Project staff also coordinated its planning with the Florida Division of Youth Services. This has included a meeting in Tallahassee with the Division's Director, Mr. O. J. Keller; a subsequent trip to Pensacola by Mr. Keller at which time he visited the Beggs Educational Center and approved its role as an adjunct to probation; numerous meetings in Pensacola between Division of Youth Services staff and project staff and consultants; and the preparation of a detailed draft of one of the program elements by the Division has assured us that our plans are consistent with its objectives.

While administratively cumbersome and very time consuming, we are convinced that our method of planning is essential to the ultimate success of our proposed facilities and programs. We expect to continue this approach in a modified form during the demonstration phase.

3. Planning for the Juvenile Justice Center

Early in the planning period the Escambia County Commissioners, pursuant to its regular selection procedures, appointed the Pensacola architectural firm of Look and Morrison to design the new Juvenile Justice Center. The firm is well qualified, having planned various facilities for both county and state corrections agencies in the past. By way of preparation for its current assignment, it conferred with LEAA's architectural consultant and reviewed voluminous materials on detention center design and construction prepared by the University of Pennsylvania under an LEAA grant.

It was contemplated from the outset that there would be close coordination between the design of the new detention facility and the development of the facility's programmatic elements. Similarly, planning the other elements of the Center, such as office space for counselors, space for clerical personnel and equipment, a squadroom for youth aide officers and the like, required a meshing of construction design and

program development. Initially, therefore, architectural planning was held up pending resolution of program needs. However, additional delays were encountered due to uncertainties as to the Juvenile Justice Center's location.

The Task Force and Juvenile Court Advisory Board both have recommended that the Juvenile Center be included within a new Pensacola/Escambia Governmental Center. Indeed, we expect that the Juvenile Justice Center will be among the first structures within this complex of public facilities to be erected. Selection of the Governmental Center's site, and consequently that of the Juvenile Justice Center, however, has involved extensive study, public hearings and reviews of possible alternative locations. However, the Governmental Center Authority now has approved the recommendations of its consultants and a site, located in downtown Pensacola, has been agreed upon by both Escambia and Pensacola governments. (A map of the final site development plan is contained in Appendix F.)

At this time, the Committee on Site Selection is reviewing the precise area within the Governmental Center which the Juvenile Justice Center will occupy. We expect approval by this Committee and the necessary concurrence of the State to

be reached shortly. Thereafter, the architect will be able to complete the design development phase of the Juvenile Justice Center. In the meantime, the Task Force's Finance Committee has also been cooperating with Governmental Center Authority in preparing to undertake the necessary legal steps to purchase the site and to arrange financing. Both the City and the County have set aside funds which may be used for this purpose. In addition, privately developed funds may be available. Several sources of federal assistance also are being explored.

4. Locating Other Financial Assistance

When we submitted our application for planning funds in March, 1971 to LEAA, LEAA funds under Part C and Part E of Title I of the Omnibus Crime Control and Safe Streets Act of 1968 were scheduled to be available to defray 75 percent of the costs of the programs designed under the planning grant as well as those for construction of the much needed Juvenile Justice Center. Relevant LEAA guidelines as well as conversations with LEAA officials indicated that both because of the program we were designing and the fact that LEAA had advanced funds to plan it, Escambia would receive a high priority regarding a follow-up application to LEAA to implement the plans made during the planning period.

On January 13, 1972, the Law Enforcement Assistance Administration announced its decision to support large scale comprehensive programs in eight major cities.^{6/} Although we had anticipated some such announcement, having learned the previous autumn of LEAA's decision to limit distribution of its discretionary funds to relatively numerous but small grants in favor of some kind of "massive impact" program, Escambia's total ineligibility for LEAA discretionary funds was both surprising and highly disappointing. Moreover, last fall we also learned of a further complication; namely, that all of Florida's Part E block grant funds for fiscal 1972 had been provisionally committed and were thus not available to Escambia.

This sudden turn of events has caused us to aggressively pursue other federal agencies for the program and construction funds LEAA would have been able to provide. In particular, we are exploring Title IV-A of the Social Security Act, as amended in 1967. Preliminary discussions with staff of the Division of Youth Services were highly encouraging and it appears likely that Escambia will receive the first third party IV-A contract for services related to detention and delinquency. Also, there is some likelihood that IV-A can be used to defray construction costs.

Unfortunately, the timing is such that we will not know definitely what can be funding under IV-A until after the submission of this application to the Governor's Council on Criminal Justice. Assuming we do receive IV-A support, it is our hope to fund as much of both construction and program costs as possible under Title IV-A and to utilize LEAA Part C block grant funds for those items which cannot be covered by IV-A. We anticipate, however, that IV-A funding because of its many complexities, will involve a good deal of negotiation and technical planning and programming for as much as several months after the end of the planning grant.

D. Contribution to Florida's System of Justice

We believe that the innovations we propose will improve the administration of juvenile justice in the Escambia/Pensacola and Santa Rosa region in the following ways:

- Children will no longer be detained in either Escambia or Santa Rosa jails, a current practice which is both detrimental to their future rehabilitation and contrary to the spirit of the Juvenile Court law;
- instead of its present minimal or negative impact on the detain child's ultimate rehabilitation, detention henceforth will be the starting point for corrective efforts which are continued once the child is found to be within the Court's jurisdiction;

- instead of a limited number of unsatisfactory methods by which to detain youth, these new programs will provide a series of alternative short-term placements which either individually or in combination can be matched against the child's individual needs for care and custody;
- The present minimally adequate social study processes will be upgraded in the case of detained children to permit the collection of information based upon systematic observation and testing of those children, and thus, will contribute to sounder dispositions of their cases;
- the present physical separation of detained children from the counselor staff will be eliminated, thereby facilitating daily contacts between staff and detained children;
- children, their parents and their attorneys will be able to confer in privacy, a practice which is next to impossible within the existing Juvenile Courthouse;
- Counselors no longer will waste time in travel between the courthouse and detention, or in going to

- and from the courthouse and their downtown offices;
- the working conditions of judges, counselors, bailiffs and clerical staff will be improved;
- limited staff resources will be supplemented through the employment of paraprofessional aides and a corps of volunteers;
- staff skills will be upgraded through inservice training;
- the skills, facilities and other resources of selected agencies in the community will be tapped to supplement those of the juvenile justice system.

II. PROGRAM COMPONENTS AND THEIR MEASURABLE OBJECTIVES

In this section, we outline the facilities and programs which we believe are of first priority in meeting the needs of our juvenile justice system. Their objectives, including those quantifiably measurable, are also described.

In Part V, Resources, we discuss in detail the organizational set-up of the program. Several agencies, each with administrative responsibility for one or more individual programs, will be involved. In addition, the Intergovernmental Program Office will have special duties regarding the overall operation of the program. Appendix H on page 200 summarizes this discussion in diagrammatic form. This chart may help the reader keep track of those various agencies, and the programs for which they will be responsible, as he takes up this part of the application.

A. Juvenile Justice Center

We believe that our juvenile justice system can be better administered and our effectiveness in preventing and controlling delinquency improved if we centralize our juvenile justice agencies. We propose, therefore, to house these agencies within a single structure, or complex of adjoining buildings, to be known as the Escambia-Pensacola Juvenile Justice Center. As previously discussed, this Center for Juvenile Justice will be a part of a new Governmental Center located in downtown Pensacola. A Law Enforcement Center, Adult Corrections Center, Justice Building and various other

local, State and Federal buildings, together with the Juvenile Justice Center, will comprise the Governmental Center.

Although architectural plans are still being drawn, we expect that the Juvenile Justice Center will contain two principal sections. One will be a court and service area; the other a place of detention. The detention facility will replace Youth Harbor. It also will obviate the need to confine juveniles in either the Pensacola or Escambia jails. Children arrested in Santa Rosa who require secure detention will be held in that County's jail only long enough to arrange transportation to the new facilities in our Juvenile Justice Center.

1. The Courthouse and Service Area

The Court and service area are expected to contain the following facilities: Hearing room; judges' chambers; offices for the court's clerk, his staff and their files, equipment and the like; Division of Youth Services' intake and probation counselors' office; Protective Services Unit of the State Division of Family Service; conference and training room; waiting room, interview rooms for children, their parents and attorneys; offices for the court's bailiffs; squad room for Sheriff and Police youth aid officers; space for janitors and their supplies; office supply room; rest room; cooling and heating plant, and so forth. As indicated above, the architect has only recently been able to start working out the details of the Juvenile Justice Center.

2. The Detention Center

The detention center will have a maximum capacity of 30 youngsters, but will be so designed as to minimize the cost of enlarging the facility's capacity to a maximum of 50 if this becomes necessary in the future. Effort will be made to avoid the appearance of a jail, both inside and out. So far as possible, we will draw upon the technology which has permitted certain modern mental hospitals to achieve built-in security yet be attractive and avoid a feeling of not being confined.

Each child will have his own private bedroom. Shower and toilet facilities also will be designed to offer privacy. In addition, the facility's walls and ceilings will be painted with colors which research indicate are cheerful and pleasing to people in confined spaces. So far as practical doors and windows will make use of security glass instead of bars or steel mesh.

The educational and evaluation portion of the detention center will consist of two classrooms, approximately 25 by 30 feet. There will be ten carroll-like work stations built along the walls in one room. These work stations will in effect be a simple division of a continuous work bench running along two walls.

Each work station will be fitted with lights, electrical outlets, peg boards for hanging tools, instruments, etc. A chalk board will be on one wall. A large table, or two small tables, will be located in the center of the room.

The second room will have work benches along two walls with good lighting and electrical outlets spaced along walls each above/work bench. These work benches will be heavily constructed in order to support a couple of small motors. One section of the work bench will have a built in sink to be used for washing hands, tools, etc. There will be a heavily constructed table that can be used for working leather or other such activity.

All activities in the evaluation-educational areas are intended to be co-educational. The toilet facilities, therefore, will be constructed with this in mind. There may be a toilet in each classroom-but designated for either boy or girl if the two classrooms are joined.

There will be ample storage space in each classroom of a secure nature in which to store tools and materials. All tools and instrument storage space will be constructed so that security checks can be made rapidly.

There will be a gymnasium large enough to conduct half-court basketball, volleyball, table tennis, and similar sports. We also will have an outdoor recreation area. The dining room probably will be serviced by the Center's own kitchen. However, economies of scale will be achieved by making use of a laundry serving both the detention center and the new adult corrections facility to be located nearby.

In addition to office space and quarters for live-in staff there will be a clinic in which a physician's assistant or nurse will be in attendance.

3. Objectives

Construction of the Juvenile Justice Center will accomplish the general goal of enhancing the dignity with which the juvenile justice system is administered. It also will tend to increase the efficiency of that system by eliminating staff time lost in unproductive activities, such as travel. And it will provide a protective environment in which to house delinquent children in need of secure custody pending disposition of their cases. Measurable objectives of the Center include the following:

- reduction in the average daily population of children held in jail in Escambia/Pensacola from about 12 to zero;
- reduction in the maximum duration of detention in the Santa Rosa Jail from several weeks to four hours;
- reduction in the number of escapes from detention from approximately a dozen per year to zero;
- reduction in the average daily population of Youth Harbor from about 40 to zero;
- increase in the number of contacts between detained children and their Intake, Probation or Aftercare Counselors from an average of two per week to five each week;
- increase in the hours of privacy available to detained children from an average of zero per day to nine per day;

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- increase in the number of offices in which children, parents and attorneys can confer in privacy from zero to two or three;
- reduction in counselor time spent in travel to and from their offices and detention from an average of 80 minutes per week to 10 minutes per week, for each counselor responsible for a detained juvenile;
- reduction in detention staff time spent in transporting children from a place of detention to court, hospital, clinic or other facility from an average of 35 hours a week to five hours each week.

B. Detention Program

The new detention center not only will provide secure custody; it will also be designed to create an atmosphere which, so far as is possible in an institutional setting, contributes to the youths' rehabilitation. This new program also will take account of the fact that while the relative brevity of detention makes long-term treatment impractical, most detained children are placed on probation, committed to an institution or otherwise retained under Juvenile Court jurisdiction. Therefore it will attempt to facilitate the dispositional decision-making and to integrate its treatment with the programs into which the children eventually are placed.

1. The Evaluation and Education Component

The detained youngsters will engage in a range of activities under the direction of specially trained corps of educational evaluators. Participation in such activities

not only will enhance the children's academic and vocational skills; it also will permit staff to observe and evaluate their ability to function in a variety of interpersonal, vocational and academic areas. The activities which will take place in this process of evaluation and education are:

- basic electricity: This will include bell wiring, changing plugs on toasters and irons, safety features regarding electricity around the house, renewing wire on small appliances, changing switches, etc.

- basic home plumbing: How to change washers, repair small pipe leaks, care of plumbing systems, repairing and/or cleaning traps, etc.

- telephone answering and use: How to answer a telephone, general courtesy in use of a telephone, making a direct dial telephone call, telephone abuse. Taking messages for someone, etc.

- alphabetical filing: The general format of the activity will be to teach the alphabet and its use in general filing.

- art and ceramics: There will be face style drawing, color mixing, and use of colors in painting. The ceramics will include a potters wheel, free style ceramics, use of molds, and glazing, as well as firing pottery.

- typing: Two typewriters to be used primarily in finger dexterity, motor and cognitive activities, as well as opportunity to attempt to use a typewriter.

- basic mechanics: The basic skills in understanding how a motor works, and the proper use of various tools in repairing a motor.

- horticulture and flower arranging: This activity will include potting indoor plants for decorative purposes in the building, care of arranging outdoor plants, as well as learning some of the basic skills in making floral arrangements.

- leather work: This will involve working with kits or the beating of designs on hide for purses, belts, etc.

- free reading: There will be ample supply of materials, paper-back books, etc., for free reading activities.

basic education: Simple Teaching machines, to be utilized in determining levels of reading, math, etc.

These activities will aid staff evaluate the youngsters in the following areas of behavior:

- fine motor skills
- gross motor skills
- ability to follow oral instruction
- ability to follow written instruction
- attention and/or concentration span or meaningful

activities

- ability to work alone
- ability to work with one or more persons
- level of basic educational skills*
- general ability to adapt

In general, each child will be allowed to select the activity or activities which hold the greatest interest.

However, staff will assure themselves that the children

become involved with enough activities to sample cognitive, motor, and personality variables which may be of value in the overall rehabilitation of the child.

Staff will evaluate the children's functioning in each of the activities by using a revised form of the Old Tower Scale. Beggs Center staff believe this modification, which was developed and validated at Beggs, to be superior to the original scale for use with the population of students attending Beggs. In addition, each child held for a week or more will be tested for academic achievement, vocational aptitudes and personality development using nationally standardized scales. Children found to be mentally retarded or unstable will be referred to personnel of the Community Mental Health Center for additional testing. (The Mental Health Center will provide this service at no cost to the detention center.) Finally, any exceptional behavior noted by the detention center's custodial and administrative staff will be included in the report and recommendations prepared on each child.

The educational evaluators will consolidate the information obtained on each child into an evaluation report. Evaluation reports will avoid the usual recitation of diagnostic labels, I.Q. scores and similar abstractions of marginal use to practitioners. Instead, they will summarize the child's needs, strengths and areas of vocational interest and will offer specific and concrete suggestions as to what the child's school can do to modify his anti-social behavior and improve his academic performance.

If the child is returned to his regular school, one of Beggs Center's Liaison-Teachers will go to the school with the results of the study and discuss the findings with the child's teacher and school counselor. If the school personnel feel they have exhausted their resources or if there is a feeling of giving up or hostility toward the child, other educational arrangements will be made, through the Court if necessary.

If the child is placed in the Probation Enrichment Program and assigned to Beggs, the information obtained in the Center will become part of the Beggs Center evaluation of the child.

The information developed in the center plus a record of each child's academic activities will be sent to the appropriate training school for those children who are committed by the court.

2. Staff

Overall responsibility for the administration of the detention center and the welfare of the youth detained in it will be lodged in the Director of the Escambia Department of Child Services. The Center's Superintendent, who will have day-to-day responsibility for the Center, is the present Superintendent of Youth Harbor. He has had many years experience operating detention facilities. He has amply demonstrated that he possesses not only the administrative skills needed to run such an institution efficiently, but also the wisdom, humor, fondness of children and tact necessary to do so in a humane manner. He will be assisted by staff recruited from the personnel currently operating Youth Harbor.

This staff will provide around the clock supervision and care. They will be responsible for insuring that the children's physical needs are met, and that the facility is properly maintained.

In addition to the administrative and custodial staff, there will be either a nurse or physician's assistant who will staff the detention center's clinic on a daily basis. As already indicated, the Community Mental Health Center will provide consultation on a regular basis to those children believed to be mentally abnormal. In addition, the Mental Health Center staff will provide consultation to the detention center's custodial personnel.

The Escambia School Board will be administratively responsible for the educational and evaluation components of the detention Center's program, through the Beggs Educational Center. These individuals will be selected on the basis of their background, education, and ability to work with children in an educational setting. They will have the minimum requirements to obtain a Florida teaching certificate. The evaluators also will have an industrial arts background with broad interests and abilities as well as being imaginative and creative. Above all, they will be very stable, warm individuals who enjoy working with and being closely associated with problem children.

The educational evaluators will be backed up by two regular teachers at the Beggs Educational Center. The two Beggs teachers will be trained to work in the detention center

as educational evaluators. They regularly will alternate from time to time with the evaluators working in the center. Periodic teaching at Beggs will enable the evaluators to avoid the intellectual and professional stultification likely to result from permanently working at the detention center in isolation from other teachers. It also will limit a possible tendency to over-identify with the detention center. The two Beggs teachers, in addition, will substitute for the educational evaluators in cases of illness or other emergencies, and thus minimize the possible disruption in the detention center's program caused by their absence.

3. Objectives

The overall objectives of the new detention program are to protect the physical welfare of those children who must be detained, to provide them with interesting and constructive activities, and to observe, test and evaluate them as means to recommending methods for improving their behavioral and academic performance.

With 90 days following the introduction of the new detention program, its measurable objectives will include:

- increasing from zero to eight the number of different types of activities in terms of which detained children, held seven days or more, are observed and evaluated on the basis of a standardized scale or scales;

- increasing from 25 percent to 100 percent the proportion of cases in which information developed during the pre-disposition study is communicated to the detained children's school, where such children are of school age and are placed on probation, or to the appropriate agency in the case of children who are committed to institutions;

C. Supervised Activities Center

Examination of the profiles of children being detained under current procedures indicated that while a substantial proportion did not require the maximum custody of secure detention neither could they safely be turned over to their parent's custody pending their return to court. Such youngsters might be placed in their parents' care, however, provided they were kept occupied in constructive, supervised activities during the daytime and early evenings, including week-ends. Their parents, who might be working during the day, would be expected to see that they stayed out of trouble at night and that they appeared in court when notified.

1. The Program

The Beggs Educational Center will conduct a Supervised Activities Center for this type of youngster. Overall administrative responsibility therefore will be lodged in the Escambia School Board. The Division of Youth Services, however, will have responsibility for the custodial aspects of the program. The Intake Department will assign

such children to the Supervised Activities Center in lieu of detention. A maximum of 20 children will be assigned to the Center at one time. However, priority will be given to admitting juveniles who otherwise probably will be detained.

Parents of children assigned to the Center will be responsible for making sure that their child arrives at the Center between 7:00 and 8:45 a.m. Transportation will be provided for children whose parents cannot bring them. The child will participate in the Beggs Center program as a regular student. However, he will remain at the Center after the normal school day ends at 3:00 p.m. and will take part in additional educational and recreational activities until 7:00 p.m. Parents will be encouraged to pick up their children at that time or to otherwise arrange for their prompt return home. If the parents cannot afford to transport their child, the Center will deliver him to his home. In these cases, parents will be expected to be home to receive their youngster when he is dropped off.

A child assigned to the Supervised Activities Center will first be referred to Beggs' Learning Center where he will be given a battery of diagnostic tests. These tests will assess the child's academic performance levels and behavioral skills.

If space is available, he will be admitted to a vocational training course of his choice. If space is not available, he will be assigned temporarily to programs in which there is space and his name placed on a waiting list for admission to his preferred course. Because of the brief period most children will attend the center, it may not be possible to admit all of them to their first priority courses.

Shortly after a child enters the Supervised Activities Center, the Beggs Review Committee will meet to study all available information pertaining to him. The Juvenile Court Counselor responsible for his case will participate in this discussion. The Review Committee will draw upon the results of the Learning Center's diagnostic tests, the developmental and social history which a Beggs' liaison-teacher will have obtained as a result of visiting his home, his performance in his regular school, and any additional information the Court Counselor may have, such as referrals to the Court, previous behavior while on probation, peer group relationships and the like.

The Review Committee will prepare an evaluation report on the basis of this information. This report will summarize the child's needs and strengths. It will suggest both academic and behavioral objectives for the child and recommend a program

by which the child can be assisted to meet these objectives.

If the court dismisses the case, places the child on probation or otherwise enables him to continue in his own school, a Beggs liaison teacher will discuss the recommendations with the child's teacher and school counselor. If the liaison teacher finds that the child's school is unwilling or unable to cooperate in helping him, the liaison teacher will attempt to work out another, more suitable academic placement, with the court's assistance if necessary. In all cases in which the child is placed on probation, he will cooperate with the child's probation counselor in obtaining a satisfactory placement.

If the court places the child on probation and assigns him to the Probation Enrichment Program, the evaluation report will become that program's initial assessment of the child. In the case of those children whom the court commits to a training school, copies of their evaluation reports will be forwarded to the institutions to which the children are sent.

From 3:00 p.m. to 7:00 p.m. on weekdays, and from 8:45 a.m. to 7:00 p.m. on weekends, the children will not attend their regular vocational courses. Instead, they will participate in various kinds of recreation, such as basketball, or

volley ball. They also will be assigned to the Learning Center for remedial work, to group counselling (which will meet twice weekly) to free study, or to a hobby program, depending upon their individual needs.

2. Staff

Two educational evaluators will be assigned to this program. During the mornings and early afternoons while the children are in their regular classes, the evaluators will be planning their activities between 3:00 and 7:00 p.m., and on the weekends. They also will make sure that the youngsters are fitting into their classes satisfactorily and will assist the regular Beggs staff if any difficulties arise. During the afternoons, evenings and weekends, they will supervise the children in their activities. The educational evaluators will work on staggered shifts to insure coverage during all hours the Supervised Activities Center is in operation.

The educational evaluators will have the same qualifications as the evaluators assigned to the detention center.

One liaison teacher will work with the educational evaluators. He will facilitate the Activities Center's assessment of the children by visiting their homes and schools to

learn their social development and to discover as much as possible about the nature and source of their problems. The liaison teacher also familiarizes the child's parents and his regular school with the Center's evaluation. He attempts to stimulate constructive responses by parents and school to the child. In appropriate cases he may act as the child's advocate in obtaining court-sanctioned changes in his environment. The liaison teacher will mobilize appropriate community resources, if available, to help reduce or eliminate problems in the children's family situations. Catholic Charities, the Community Mental Health Center, and the Salvation Army are among the agencies which may be called. The liaison teacher has the same qualifications as a visiting teacher in the Escambia school system.

3. Objectives

The Supervised Activities Center will permit up to 20 children per day to avoid the dangerous or inimical conditions associated with detention in jail and Youth Harbor as well as the potentially destructive consequences of confinement in the new detention center. At the same time, such children will remain under adequate supervision pending their court appearance. It will provide them with constructive activities in a community setting. It also will develop for

the court and other agencies responsible for the children's treatment evaluations and recommendations for corrective intervention which are based upon far more extensive testing and observation than is presently possible.

Measurable objectives of the Supervised Activities Center, applicable within 90 days of its inception, are:

- to provide a program of nonsecure, community-based detention for up to 20 young people per day in lieu of detention in either Youth Harbor or jail;
- to increase from zero to eight the number of different types of activities in terms of which children assigned to the Center, held seven days or more, are observed and evaluated on the basis of a standardized scale, or scales;
- to increase from 25 percent to 100 percent the proportion of cases in which information developed during the pre-disposition study is communicated to the detained children's school, where such children are of school age and are placed on probation, or to the appropriate agency in the case of children committed to institutions;
- to improve the skills of the majority of children assigned to the Center, as demonstrated by 75 percent

of all children attending seven or more days being able to score at least 85 percent on appropriate performance or written tests;

- to limit the abscondance rate of children in the program to an average of five percent or less; and
- to maintain children in the Center at approximately 50 percent of the cost of maintaining them in the new detention facility.

D. Group Custody Centers

A substantial proportion of the children presently placed in Youth Harbor is detained primarily because the children's own homes afford insufficient supervision, or are likely to neglect or abuse them pending their return to court. These juveniles do not require the maximum custody of the new detention center. And because the Supervised Activities Center functions only during the daytime and early evenings and, therefore, presupposes suitable parental care at night, it, too, by itself is an inappropriate placement.

A second group of children presently being detained also does not require secure physical custody. These young people are runaways.

Pensacola and Escambia tend to attract substantial numbers of youngsters who have left home, usually without

parental permission or even knowledge, and who have no adequate means of caring for themselves. They are from out-of-county and frequently even from out-of-state. Generally speaking, such children are not a substantial risk to the community, but often are a serious danger to themselves. Their legal status may be that of a child in need of supervision or as a person charged with a minor delinquency. It is in their interest as well as Escambia's that they be returned to their own jurisdiction for appropriate remedial assistance rather than to have our county seek to rehabilitate them.

Pending the location and arrival of their parents, or an appropriate official of their home jurisdiction, they need to be detained in sufficiently close custody to insure their availability when their parents or local official arrives to take them home. At the same time, because such youngsters are more vagabond than delinquent, it would be both an injustice and danger to them to confine them with the relatively sophisticated delinquent youth to be held in the new detention facility.

We propose to develop two Group Custody Centers as non-secure, community-based detention facilities for both types of child. One such Center will be for boys; the other will

house girls.

1. The Program

Each Center will be located in a leased private residence which has been renovated to meet all fire, sanitation and related code requirements. As indicated, boys will be placed in one center and girls in the other, up to a maximum of 15 in either facility. Both centers will accept children on a 24-hour basis, seven days a week, in accordance with the policies and procedures established by the Escambia County Director of Child Services in cooperation with appropriate representatives of the Florida Division of Youth Services.

So far as possible, every child assigned to a Group Custody Center will continue to attend classes of his regular school if he is of school age, or will continue on his job if he is beyond the age of mandatory attendance and is working under conditions which are consistent with his welfare. If such arrangements are not feasible, the child may be enrolled in an appropriate school located near his Group Custody Center or he may be simultaneously assigned to the Supervised Activities Center at Beggs. Children who cannot attend school or the Activities Center, and who are not employed, may be enrolled in other appropriate pro-

grams available in the community, such as those conducted by the Community Mental Health Center. The remaining children--those who cannot attend school, do not have a job and for whom no agency placement is suitable or available--will be supervised by their Group Custody Center's staff. During the hours equivalent to the school day, they may be helped with their studies; taught simple household skills such as basic cooking, carpentry, or plumbing; given instruction in personal grooming, hygiene and health care; encouraged to start learning a musical instrument; or similar activities.

Evening activities will be restricted to indoor programming and/or supervised outside activities as deemed appropriate for the individual child. Volunteer tutors will be available and a supervised study period will be required for children attending school. Although the budget of the Group Custody Center will not provide individual allowances or funds for outside entertainment, such entertainment will be made available on a voluntary basis when possible. Each Custody Center will be equipped with a radio, television set, and a supply of various group games appropriate to the teen and pre-teenage groups. The centers will also maintain small libraries compiled through voluntary contributions. In addition, as will be described in a subsequent section, an Intake Coordinator

will conduct group counseling sessions several days each week either in the evenings or late afternoon. The Community Mental Health Center also will detail staff as needed to provide individual and group counseling.

The Custody Center will attempt to help its runaway residents identify the pressures and problems which may have precipitated their abscondance and which may deter them from wanting to return home. Youngsters will be helped to sort out the alternatives open to them, and to examine these possible courses of action realistically. Because, however, the average young person's stay will be brief--perhaps only two to three days in some cases--emphasis will be placed on helping them deal with their immediate crises rather than cope with underlying, deep-seated problems.

As soon as possible after being admitted to the Center, youngsters will be given a medical checkup at the County Health Clinic and treated if needed. In addition, because many runaway teenagers have legitimate grievances with their parents and schools and because their rights may be in jeopardy, a roster of volunteer attorneys will be available to offer legal counsel. Most, if not all such youth, are drug users. Counseling sessions, so far as it is useful and practical to do so, will focus on this problem.

Children will be released to their parents or custody of a relative or official with the approval of the Juvenile Court. Parents will be encouraged to confer with the Center's staff before leaving with their child. The purpose of these conferences will be to attempt to work out a plan of action which will carry forward the Center's preliminary efforts to help the child cope realistically with the pressures which caused him to abandon his home.

Children who seriously disrupt the Group Custody Center or who attempt to run away will be transferred to the new detention facility.

2. Staff

The Group Custody Center will be part of the Escambia County Department of Child Services. The Director of that unit of government, therefore, will be responsible for their administration.

The Director for Child Services will recruit, hire and supervise the Group Custody Center staff. For each center, there will be a resident superintendent, two group supervisors, a part time relief group supervisor, and a cook. In addition, the Community Mental Health Center will provide a part time social worker.

A resident superintendent may be single or married.

If single, he will be of the same sex as the children assigned to the facility. The superintendent (and his spouse) will live in the center full time. With respect to his qualifications, a college education will be preferable, but not essential. Previous experience in caring for not only troubled children, but also children in trouble with the law is highly desirable. He will have a valid driver's license. In addition, the superintendent (and his spouse, if married) must have the following characteristics:

- A capacity to tolerate and understand a wide range of aggressive and demanding behavior on the part of children.
- An ability to give of himself emotionally and mentally without demanding a warm response from the children.
- An understanding of poverty and its impact on peoples lives.
- A willingness to confer with professional staff in describing and evaluating behavior, and to cooperate in an overall plan for the child which supports the efforts of other staff.
- A sense of constructive "mission" in helping children that carries them over the difficult days.

The resident superintendent is responsible for creating an

atmosphere within the center which is favorable to the healthy growth and development of each child. His specific duties include the following:

- Be responsible for the overall operation of the Center including the purchase of food, clothing, household supplies, etc.
- Accept youngsters into the center on a 24-hour basis, 7 days a week in accordance with the admitting policies and procedures of the Intake Department of the Juvenile Court.
- Supervise visitation in the Center as provided for in policies and programs.
- Insure that the children adhere to the center's daily routine of getting up, getting washed and dressed, going off to school or other appropriate activity, going to bed, and so forth.
- Plan the program activities for the children.
- Report to the intake counselor in writing any complaints serious enough to warrant early removal of a child from the center.
- Give to the counselor a brief written evaluation of any child who has remained in the Home five days or longer.

- Arrange for medical, dental and other clinic appointments, and arrange transportation when necessary.

At all times the superintendent or one of the group supervisors must be at the center or have arranged a qualified substitute if absolutely necessary. The superintendent has the ultimate responsibility for the center and must assure 24-hour coverage.

The group supervisors will be hired by the Director of the Department of Child Services. They should have experience in working with children. They should have the same personality qualifications as the resident superintendent in that they will be understanding and able to cope with difficult children, and be interested in preparing a program which will be helpful to them.

The group supervisors need not live in the center. However, they will supervise the center's residents in the absence or in the off hours of the resident director. In addition, they will assist the superintendent in planning and supervising the center's evening activities.

The cook will have experience in cooking for groups of a dozen or so. He or she will be able to follow written as well as oral instructions, and will possess a valid health card issued by the Florida State Board of Health. Like other

staff, the cook will understand and enjoy working with children. The center's resident superintendent will hire the cook.

The social worker, assigned by the Community Mental Health Center, will act as a consultant to the center's staff, helping them with difficult cases and upgrading their skills. He also will work directly with some of the children. He will be highly trained and experienced in counseling young people.

Volunteers, such as attorneys and tutors will assist the program as needed and as they are available.

3. Objectives

The primary goal is to protect children who otherwise would be detained from the damaging influences of incarceration in secure detention. At the same time, these non-secure detention programs seek to avoid serious risk either to the community or to the children themselves. An additional objective is to minimizing the disruption to the child's normal life so far as possible.

The measurable objectives are:

- Within one month of opening, to care for 15 children per day in each facility in lieu of detention in Youth Harbor or jail;
- to achieve an average abscondance rate of two percent or less;

- to enable 50 percent or more of the children to continue going to their regular school while residing at a center, excluding out-of-county runaways;

E. Individual Residential Custody

Our study of the children currently being placed at Youth Harbor identified a small number who not only require a minimum level of security, but who may require more personal attention and emotional support than is possible in a Group Custody Center. Such youngsters most often are Children In Need of Supervision although some may be charged with delinquent acts. Most are 10 to 12 years of age. Their own homes afford little or no supervision and care or may be actively dangerous to their well being. As a result, and due to the current absence of alternative placements, the court is compelled to detain such children at Youth Harbor pending disposition of their cases.

A more suitable method for temporarily caring for this type of child is to place him in a short term substitute home. We have designated this application of surrogate care "Individual Residential Custody" to distinguish it from the traditional concept of long-term care of dependent or neglected children by foster parents. For the same purpose of clarity, we designate the parents in these homes as "householders"

instead of foster parents.

1. The Program

The Director of the Escambia Department of Child Services will administer the Individual Residential Custody program. His assistant, the Coordinator of Community Services, will provide day-to-day supervision of this program. The Coordinator will recruit and maintain a roster of ten substitute homes. The parents in these homes will be prepared to care for and supervise youngsters assigned by the Intake section. No more than one child will be placed in a home at one time, except in exceptional circumstances (e.g., siblings) and as specifically agreed to by the householder. In addition, families will not be compelled to accept children with whom they feel they cannot get along.

Only individuals judged to be exceptionally mature and stable, and capable of giving troubled children love, acceptance and moral guidance will be recruited. Attention also will be paid to recruiting persons with special skills or experience (such as having raised their own retarded or emotionally disturbed child) needed by this program.

The surrogate parents will be expected to treat their temporary children much as they would their own: to care for and supervise the child while he is at home, make

sure that he attends school--which may be his regular school, another to which he is temporarily transferred pending disposition of his case or the Supervised Activities Center at Beggs; take him to a public health or dental clinic if necessary; and provide him with an atmosphere of affection, acceptance and discipline which will contribute to his rehabilitation.

The householder parents will not be expected to be on duty 24 hours a day. However, they will be required to arrange for substitute supervision of the child if they go out for the evening. The parents will keep a brief written account of the child's activities, which they will turn over to the Intake Counselor on the child's departure. They also will call Intake immediately concerning any discipline problem which might necessitate the child's removal to a more secure place of detention.

The Coordinator of Community Services will provide the surrogate family with professional guidance. This will include both an initial orientation to the program and periodic consultation thereafter. In addition, the parents will attend an inservice training program for all staff working with detained children, as will be described subsequently.

In return for their services, householders will be paid \$5.00 per child per day. They will be reimbursed for travel costs, clothing and other legitimate miscellaneous expenses.

2. Staff

Persons who provide Individual Residential Custody homes will be recruited from both low and middle income levels and from both white and black populations. They also will be recruited in accordance with their ability to cope effectively with children with special problems, such as emotional disturbance, mental retardation, physical disabilities, behavior problems and the like. One-parent homes may be selected to care for older children. At least one adult in each home will have a valid driver's license.

In addition to special qualifications, all adults in the family will have the following attributes:

- a capacity to tolerate and understand a wide range of aggressive and demanding behavior on the part of children;
- a capacity to give of themselves emotionally and mentally without expecting a warm response from these children;
- a willingness to confer with professional staff in describing and evaluating behavior, and to cooperate in a plan for the child which supports the efforts of other staff;
- a sense of constructive mission in helping children.

The specific duties of the householder include:

- creating an atmosphere within the home which will foster

the well-being and beginning of rehabilitation of the child;

- supervising the daily activities of the child; making sure he gets to school or the Supervised Activities program; and promoting physical and recreational activity;
- keeping in contact with the professional staff regarding changes in the child's situation;
- maintaining written records on the child to help professional staff evaluate and diagnose him during his stay in the home;
- attending training sessions;
- supervising any visits by parents, relatives, or siblings consistent with rules established by the Department of Child Services; and
- transporting the children as necessary.

The Coordinator of Community Services will recruit the householders, assist in planning their orientation and training, and coordinate their participation in such training. He also will act as a liaison between the Division of Youth Services' counselors and householders to insure that good communications are maintained. He will inspect and supervise the homes to

make sure that the interests of the children are well protected. He will process vouchers for payment submitted by the householders. He also will supervise expenditures for clothing, travel and miscellaneous costs.

3. Objectives

The aim of this program is to eliminate the necessity of detaining children who cannot be returned home, yet who can safely be held temporarily in a minimum security setting; to promote the rehabilitation of such children by placing them in a constructive home-like atmosphere with as little disruption to their daily lives as is possible under the circumstances; and to achieve these results at costs far below those of detention.

Measurable objectives of this program are:

- within 90 days of its start, to care for up to four children at one time, or a maximum of ten children per month, in Individual Residential Custody in lieu of placement in Youth Harbor or jail;
- to enable up to 75% of the children placed in Individual Residential Custody to continue to attend their regular school;
- to achieve an abscondance rate of five percent or lower;
- to operate at a cost per child day which is approximately 33 1/3 percent that of the new detention center.

F. Intensive Community Monitoring

Our investigation indicated that a small proportion of children presently being detained have families which are reasonably intact and are both willing and capable of providing at least some supervision, and who are either in school or holding a job. However, this type of child has a record of truancy, has failed to keep appointments at the court, associates with other juveniles known to engage repeatedly in acts of delinquency, or otherwise behaves in such a manner as to suggest that he constitutes some danger to the community or to himself before returning to court.

We believe that children with these characteristics should be placed in their parents' custody provided, however, they also receive supervision over and above that which their parents offer. Not only do they not constitute a serious risk either to themselves or the community, but also their parents are willing to accept responsibility for them. Instead of intervening between the child and his parent, the state should support the parent's resolve to discharge their duties and aid them in doing so to the extent necessary.

We propose, therefore, a program by which children with the characteristics just described can remain in their parents' custody. The program, "Intensive Community Monitoring", consists

of supplementary supervision and support rendered by para-professional aides.

1. The Program

Children charged with either delinquent acts or as being Children In Need of Supervision may be placed in the Intensive Community Monitoring program. A child admitted to the program will be returned to his parents' custody pending the disposition of his case. In addition, however, and as a condition of his return home, he and his parents will agree to accept specified controls and guidance administered by a detention aide. The controls will establish reasonable minimum standards of behavior for the child, such as attending school or work, complying with the law, being at home after certain hours, remaining in the county unless specifically permitted to leave, and the like. Parents and child also must agree to cooperate with the child's detention aide.

The detention aide will keep close tabs on the child during the 10-14 days the child is waiting to return to court. He will contact the youngster's school or place of employment from time to time to learn if he arrived and is performing according to the minimum standards expected of him. He will visit the child's home for the same purposes. He also may contact the youngster on the street corner, play-

ground, beach or wherever else he frequents after school and on weekends. Similarly, if the child is simultaneously assigned to the Supervised Activities Center, he will visit or telephone the Beggs staff. He will assist the Intake Counselor in compiling information concerning his supervisors.

The aide will not have the professional background of a counselor nor will he attempt to do casework with either the child or his parents. He will, however, have substantial practical experience in working with young people and will be familiar with the problems of growing up, including the acceptance of discipline. He also will understand the problems of the parent, teacher or employer confronted by an unruly, unreliable or otherwise difficult young person. This background will enable the detention aide to offer practical advice to the child, his parents or teacher and, thus, prepare the way for more intensive assistance by the juvenile's counselor.

Children who do not respond well to these temporary controls, and who appear to be getting into more trouble, will be transferred to a program of greater custody, such as the Group Residential Center, the Supervised Activities Center, or possibly even the new detention facility.

Initially, there will be two detention aides. This number may be increased, however, provided the program is effective and more children are referred to it.

Each detention aide will have a caseload of no more than twelve children. The aides will attend orientation and in-service training as is described elsewhere in this application.

2. Staff

The program will be administered by the Department of Child Services. The Director of that unit will recruit and supervise the two detention aides. The aides may be of either sex. They need not have a high school diploma, but must be able to write well enough to prepare brief reports on their cases. They will have a valid Florida driver's permit.

The aides must have had substantial practical experience working with young people, particularly those who are in trouble with the law. They themselves may have a delinquency record or have been arrested for a law violation, but have subsequently demonstrated a commitment to lawful behavior. Although the aides may come from circumstances of extreme poverty, they will be neither scornful of those who remain poor nor over-identified with their plight. They will relate well to all types of persons, including counselors, school teachers and other professionals with whom they may be working.

The aides duties will include:

- checking with the child and his parents to make sure that they fully understand the conditions under which he is allowed to remain in his home and that they are prepared to cooperate with them;
- contacting the child from time to time to find out what problems he is encountering and to provide suggestions for dealing with them;
- contacting the child's teachers, school guidance counselor, parents, employers or friends and peers to ascertain whether he is complying with the conditions of his release agreement;
- preparation of a brief written report summarizing the child's behavior during this predisposition period and other information pertinent to his disposition, which is turned in to the Intake Counselor.
- participation in an initial orientation session and thereafter in periodic inservice training sessions.

3. Objectives

Intensive Community Monitoring attempts to enable juveniles deemed to constitute some risk of being a danger to themselves or the community to remain in their parents' custody pending disposition of their case at minimal risk either to themselves or the community.

The program's measurable objectives are:

- within 90 days of initiation, to place up to 20 children at one time in their parents' custody in lieu of detention in Youth Harbor or jail;
- to enable 85 percent of the children placed in the program to continue attendance at their regular school or place of employment;
- to achieve an abscondance from home rate which is no higher than two percent; and
- to operate at a cost per child day which is approximately 10 percent that of the new detention center.

G. Intake

As will be discussed in greater detail in a subsequent section of this proposal, one of the first tasks of the action project will be to develop detailed procedures regarding the admission, and release, of children placed in the new detention programs.

The Division of Youth Services Intake department will take the lead in formulating these procedures. However, it will work cooperatively with the agencies responsible for administering each of the nonsecure programs--the Escambia Board of Education and the Escambia Department of Child Services--as well as with the Juvenile Court judges. In addition, the

Intergovernmental Program Office will provide overall coordination.

One problem which will have to be contended with in designing admission criteria is the need to counteract the probability that the programs will be overused. The experience of other jurisdictions which have acquired new resources suggests that they tend to be employed not only for those types of youngsters who in the past were detained, but also to hold a portion of the children who were sent home. While it is possible to justify this practice (for example, a subcategory of the class of children returned to their parents' custody may in fact constitute a risk to the community or themselves) it also creates two serious difficulties: one is that the programs will be filled up with youngsters marginally in need of such controls and, therefore, become unavailable to those juveniles who really require supplementary supervision; the other is that parents and children will be needlessly deprived of their rights.

In the course of our planning project, we developed a checklist of Standards for Differential Custody Pending

Adjudication or Disposition (see Appendix D). This checklist will be a starting point for developing admission criteria which limits the use of the new programs to youngsters realistically in need of them.

The new procedures also will have to take account of a related danger, namely that the urgency to expedite the processing of children held in jail or even Youth Harbor may be vitiated by a sense that extended participation in these new nonsecure programs is either somehow "good" for the children or at least is not harmful to them. The Division of Youth Services is much concerned by this problem. One method for reducing the risk of over long detention which the Division expects to employ will be to assign to one of its staff the task of monitoring the status of every detained child. The Division will supply the Intake Monitor at no cost to the program.

The Intake Monitor will keep track of the number of contacts which the intake staff make with the children assigned to them and will review their progress in assembling their social studies. He may lend a hand if an intake counselor is falling behind. Delays which he regards as unjustifiable will be brought to the attention of the director of intake. In addition, the Monitor may conduct short-term group counseling

sessions both as a method of initiating a treatment process which will be carried on if the child is placed on probation, and as a technique for eliciting information useful in determining the plan of treatment.

Measurable objectives of the Intake procedures are:

- to limit the holding of children in both nonsecure and secure detention facilities or programs to a period reasonably necessary to effect disposition, as demonstrated by a maximum detention of 14 days for 80 percent or more of the population of detained children;
- to insure that only children actually requiring detention are in fact detained in either nonsecure or secure facilities or programs, as demonstrated by the fact that no child will be detained who does not meet approved standards for detention as determined by monthly reviews of all cases detained during the proceeding 30 days, such review to be conducted jointly by representatives of the Intergovernmental Program Office, the Juvenile Court judiciary, the Division of Youth Services and the Public Defender's Office.

H. Probation Enrichment

The Beggs Educational Center will operate a program of vocational instruction and supplementary services as an

adjunct to probation. Like the Supervised Activities Center, previously described, the Probation Enrichment project will constitute an adaptation of the basic Beggs Center program. To avoid redundancy, this section will omit or minimize description of those features of Probation Enrichment which resemble those elements of the Beggs system which were previously discussed in connection with the Supervised Activities Center. It will, however, outline the basic programmatic elements of the Beggs Center, as well as indicate how we expect Probation Enrichment to fit into the Beggs' system.

1. The Program

As its title suggests, Probation Enrichment will be targeted at children on probation instead of those being detained pending disposition. These children will be assigned to the Beggs Educational Center as a condition of their probation.

The Beggs Center offers its students a choice of courses in approximately 30 different vocational areas. Each course consists of two parts: vocational training and academic instruction. The two educational processes are closely meshed, thus, enhancing for the student an awareness of the interrelationships and relevance of each one to the other. Not only are the vocational shops and academic classrooms located side by side, but more significantly, the curriculum of manual skills

explicitly stresses the application of academic knowledge to vocational topics. Similarly, reading, writing, arithmetic and similar academic subjects are largely taught in terms of their application to the practicalities of a given trade.

Staff continuously experiments with curricula, often in response to student suggestions. In addition, faculty together with each student work out a progression of goals by which to measure the student's progress. Incorporated in "contracts", these goals also help the student to acquire insight into his abilities and problems and encourage the development of realistic aspirations. The battery of diagnostic tests administered when the student first enters Beggs initiates this process of self discovery. It is followed up by the preparation of an educational program, including special tutoring, geared to each student's individual needs.

The Beggs Educational Center differs from many other vocational programs in its emphasis upon inducing constructive changes in the student's environment, as well as in the student himself. Beggs' staff aggressively seek job placements for its graduates; it attempts to induce in the teachers in the school from which the student has transferred and to which he hopefully can return; a more tolerant attitude, a greater awareness of his strengths and needs, and an improved capacity

to help him; it tries to remedy problems at home which undermine his abilities as a student; and it mobilizes other community resources such as Catholic Charities, Escambia Residence, and the Community Mental Health Center, to assist the child.

The Probation Enrichment program will enable the Beggs Educational Center to accept up to 20 probationers at one time. Each entering probationer will be processed in approximately the same fashion as a child admitted to the Supervised Activities Center. He will be assigned to a vocational area of his choice immediately if possible and as soon thereafter as an opening occurs; he will be extensively tested at Beggs' Learning Center; an educational program geared to his special needs, including special tutoring if necessary, will be designed by the Beggs Review Committee; a liaison teacher will visit his home to obtain a developmental and social history and to identify factors in the child's family situation appearing to contribute to his behavioral or academic difficulties; and if agencies to cope with such factors are available in the community, the liaison teacher will seek their assistance. In contrast with the Supervised Activities Center, however, the Probation Enrichment program will operate on the same schedule as the regular Beggs Center program. That is, it will run from 8:45 a.m. to 3:00 p.m., Monday through Friday.

After the probationer has been in the program for six to eight weeks, the team of teachers, counselors and curriculum developers to which he is assigned will review the child's progress toward his initial goals and set up additional intermediate and long-range goals.

Beggs staff will periodically re-evaluate each probationer's progress, both academic and behavioral. It will report these evaluations to the children's probation counselors in writing and will discuss them with the counselors. Chronic failure to comply with Beggs Center's rules or instances of serious misbehavior will result in the probationer being returned to court with a recommendation that his probation be revoked.

Probationers who respond well to the Enriched Probation program may be returned to their own school, if indicated, and regular probation continued for a reasonable period. Continued success may result in the child being released from probation. In some cases, however, the probationer's own school may be so hostile toward his return as to seriously jeopardize his ability to succeed. In others, in which the child is placed back in his school, new problems may crop up which also handicap his chances. In either situations, the liaison teacher and the probation counselor will work together to arrange a new placement. This may mean that the child returns to Beggs or that

he transfers to another regular school which presents less difficulty for him. The child's probation will be terminated as soon as he demonstrates that he no longer requires its controls.

2. Staff

Two counselor-teachers, and a liaison teacher will be added to the Beggs Center staff to operate this program. The counselor-teachers will augment the regular Beggs Center teaching staff, while the liaison teacher will conduct home visits, work with other schools and mobilize community resources.

The counselor-teachers will have the same qualifications as the educational evaluators assigned to the Supervised Activities Center. The liaison teacher's qualifications are those of a visiting teacher in the Escambia school system.

3. Objectives

The purpose of this program is to improve the target population's capacity to succeed academically in school, to avoid disciplinary problems at school and home, and to remain out of trouble with the law. Measurable objectives are:

- to improve behavior in school, as demonstrated by an average of 25 percent reduction in disciplinary reports received by probationers during one year's participation in the program;

- to improve academic skills, as demonstrated by an average of 20 percent improvement in grades received by probationers during one year's participation in the program;
- to improve attendance at school, as demonstrated by a reduction in the probationers' days absent by an average of 30 percent over the prior year;
- to improve self confidence, as demonstrated by an average of 40 percent increase in the probationers' self-evaluation scores during one year's participation in the program; and
- to reduce recidivism, as demonstrated by an average of 30 percent fewer returns to court by probationers after participating in the program for six months, as compared with a control group.

I. Volunteer Service

Our research indicates that there is a need to expand, amplify and diversify services for young people in trouble with the law. As previously discussed, we propose to meet this need in part through the use of paraprofessionals, as in the case of the staff of the Group Custody Centers, Individual Residential Custody and Intensive Community Monitoring programs. In addition, we are confident that the Escambia Community offers a

potentially invaluable reservoir of relevant skills and dedicated concern through the voluntary contributions of its citizens. This section discusses how we intend to mobilize, employ and administer a cadre of volunteers in our juvenile justice system.

1. The Program

Examination of the Juvenile Court system in Escambia suggests that volunteers can be profitably employed in virtually every functional segment of the system. More specifically, it is likely that beneficial roles can be developed for volunteers within intake, detention, probation, the hearing process, and parole. Delinquency prevention and law enforcement also appear to offer opportunities for volunteer services, but as yet we have not explored these possibilities in detail. In addition, of course, the Juvenile Court and Youth Harbor currently are importantly assisted by the efforts of its voluntary Citizens Advisory Board.

We are presently in the process of identifying roles for volunteers. This process will continue during the remaining months of our planning project and will be completed during the early stage of the implementation program. Our efforts to date have identified a wide range of service gaps-- that is, desirable activities which either are not being

performed at all or are being inadequately performed, due to a lack of qualified personnel. We also have begun to examine functions which though satisfactorily implemented are being performed by persons who are over-qualified, or whose skills could be more efficiently used if employed on other tasks. An assortment of diverse, useful jobs for volunteers is beginning to emerge as a result of this two-pronged analysis.

We expect that volunteers can be used in three basic areas: professional services, non-professional services and administrative and clerical services. The first two categories of volunteer aid focus on, though are not limited to, services involving person-to-person contact, and are differentiated from each other by the level of skills required of the volunteer. Administrative and clerical services, on the other hand emphasize working with ideas and things rather than people, although, of course, dealing with people also usually is involved.

Professional services which we expect to recruit volunteers to perform include the following:

- Law. Many families that come in contact with the Juvenile Court are in need of an attorney's assistance, not only from the standpoint of the child's involvement with the law, but from the standpoint of the family as a unit.

A local attorney serving as a volunteer in this area could do much to stabilize the family unit, and thus, create a better home situation for children.

- Medicine. Numerous children that come into contact with the court are suffering from medical disorders needing immediate attention. Unfortunately, it sometimes takes considerable time to have these children seen by a local community agency. If a physician were readily available for consultation purposes, it would assist countless families.
- Financial Management. Most families referred to the court are economically distressed. For many, this situation is aggravated by their own inability to manage their financial affairs. Consultation on debt management, budgeting, shopping practices and the like would help to reduce their financial problems and thereby contribute to a more stable home for their children.
- Job Development and Employment Counseling. Most families coming to the Juvenile Court are handicapped by marginal, sporadic and deadend employment. For the young people with delinquency records the problem is exacerbated. Volunteers with contacts, skills and interest in opening up employment opportunities in the Escambia/Pensacola

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- Job Development and Employment Counseling. Most families coming to the Juvenile Court are handicapped by marginal, sporadic and deadend employment. For the young people with delinquency records the problem is exacerbated. Volunteers with contacts, skills and interest in opening up employment opportunities in the Escambia/Pensacola

region and in helping juveniles and their families find and exploit these opportunities would be contributing significantly to the reduction of delinquency and crime.

- Education. Many children coming to the court are doing poorly in school. It is not unusual to find teenage children reading at the second grade level, and performing even less well in other academic areas. For those students whose achievement levels are extremely low, or whose disabilities are due to physical, mental or emotional handicaps, professionally trained tutors would provide an essential and badly needed service.

Volunteers can also perform a host of needed tasks which do not require advanced training and in many cases no more talent than most normally competent adults possess. Volunteers can render useful nonprofessional services of the following kinds:

- Education. Students behind in school whose problems are not of a deep-seated nature can be tutored successfully by volunteers lacking special training as tutors.

- Recreation. Existing detention facilities and even our proposed secure and nonsecure detention programs are not staffed to provide fully adequate recreational opportunities. Nor do probation and parole officers have the time to take their youngsters on outings, teach them

handicrafts or engage them in sports. Yet, recreation provides opportunities for concerned adults to serve as a role model to get to know the child in his own setting, and to offer him support and friendship. Volunteers can fill this gap. In addition, they can function on week-ends, evenings and holidays when regular staff are off duty or in short supply.

- Transportation. Consolidation of the major juvenile justice agencies within the Juvenile Justice Center will reduce the amount of staff time lost in travel. However, all of the new nonsecure detention programs are decentralized and the children held in them must be transported to and from the court. Volunteers not only could relieve staff in this regard, but also could take detained children to doctor's appointments, dental clinics, as well as to picnics, ball games and other such activities.
- Bailiff's Aide. As many as eight detention hearings are frequently held in one day. The parents waiting in the hallway often are uncertain of the purpose of the hearing, its consequences for themselves and their child, or its relationship to other court processes. A volunteer could briefly explain the detention hearing to the parents; he could accompany the child and his parents into the hearing

room and make the necessary introduction; and he could introduce the case to the Judge. Following the court's finding the volunteer would either return the child to the holding room or assist the child and his family out of the building. A volunteer functioning in this manner will free the intake counselor to spend more time on his more specialized duties.

- Intake Aide. At present, one counselor is always available to process walk-in cases. A volunteer trained in the basic procedures of intake, however, could conduct the preliminary screening of this type of case. He then will introduce those persons with complaints appearing to fall within the court's jurisdiction to the intake supervisor. Those with problems not coming under the Juvenile Court's jurisdiction he would refer to the appropriate agency of justice, an attorney or other appropriate source of assistance.

- Counselor Aide. Many volunteers are capable of being effective counselors. Such persons may be assigned to children on a one-to-one basis when it is apparent that the use of a regular staff member is not warranted. They could also be used to augment the services of the counselor by

providing intense supervision and contact with the child. Volunteers would work with four or five children and would see them on a frequent basis. The volunteer's greatest counseling tool would be that of providing friendship and concern. He also might aid the counselor in securing employment and assist him in making contacts with other volunteers helping in the areas of recreation and tutoring.

- Serving Process. Assuming that all parties were in accord with the proposal, a volunteer could be deputized to serve legal process for the Juvenile Court and the Division of Youth Services. Such a person would not be involved with the general field of law enforcement, but would augment the services of the Court Process Server. He would have little or no contact with children, and would not be given the authority to take children into custody. Speedy process service would do much to decrease the waiting time between the intake interview and a court hearing.

- Materials Collection. The youngsters in the new Detention Program, the Supervised Activities Center and the Probation Enrichment program need a steady supply of used or broken TVs and other appliances, power mowers and motors of

various types which they can take apart and work on. They also need materials and supplies for various kinds of arts and crafts. Volunteers could relieve staff of the time-consuming task of obtaining contributions and rounding up such materials, equipment and supplies.

- Needs Coordinator. Frequently children received at intake lack suitable shoes and clothes or their apparel requires washing or fumigation. A volunteer is needed who is able and willing to solicit contributions of used clothing in good condition or new but defective clothing which merchants are willing to donate.

Volunteers can also be helpful in performing various managerial, administrative or clerical tasks. For example, volunteers can raise money for special projects or necessary supplies; they can assist in the orientation and training of other volunteers; they can help the Division of Youth Services, the Department of Child Services or the Juvenile Court inform the public of their activities and mobilize citizen support for them; they can act as monitors, providing critical feedback to professional staff and administrators; and they can perform the duties of administrative assistant to busy agency managers.

We believe that there are numerous potential sources of volunteers in our community. Pensacola Junior College and the

University of West Florida, for example, may supply several types of volunteers. Faculty members possess relevant skills which they may be willing to contribute. Students also constitute a potentially valuable resource. We hope for example, to substantially increase the number of student interns already working at Beggs Center and with the Division of Youth Services intake and probation staff, and to allocate them to our new programs. In addition, we eventually expect to draw upon the general student bodies of both schools for volunteer services.

Similarly, we are confident that military personnel of all ranks assigned to the Naval Air Training Station in Pensacola potentially constitute a large and excellent supply of volunteers. Not only do military personnel have a wide range of talents and experience which appeal to youth, but many also have an enthusiasm, generosity of spirit and leadership quality which enable them to work well with young people.

Civic organizations, such as the Optimist Clubs, Kiwanis Clubs and the Junior Chamber of Commerce, already are helping the youngsters at the Juvenile Court and Youth Harbor. We expect that the Volunteer Services program will stimulate additional assistance. Moreover, we also believe that it can tap those special interest groups--hobbyists, fisherman,

policemen, firemen, artists, musicians and so forth--that children and youth will find stimulating. Personal friends of intake and probation counselors, judges and other court personnel also will provide an ample and reliable store of volunteer candidates.

We expect no serious difficulty in locating ample numbers of applicants. Nevertheless, (for several reasons) we plan to move slowly in building up the program. First, and most important, the introduction of volunteers necessarily changes the roles of professional staff. Without careful preparation and testing on a pilot basis, these changes will be severely threatening. Properly handled, however, volunteer services will enhance the professional aspects of staff's roles, provide intellectual stimulation, and improve morale. Second, too fast a buildup will complicate an already challenging series of problems to be overcome in setting up the various new detention and probation programs previously described. And third, we want to be sure that we minimize the number of misfits among our volunteers. This can be done only if we move carefully in the development and staffing of the Volunteer Services program.

Recruiting will be done selectively among groups expected to provide quality volunteers. We will not solicit applicants from among the general public. Recruiting also will come only

after we have identified our priority jobs for volunteers; specified in detail the component tasks of each job; described the qualifications needed for each job; spelled out the consequences for the professional staff who will be working with the volunteers; and prepared orientation sessions for both volunteers and staff. Recruiting from among those organizations or groups whom we think are most likely to supply the appropriate talent will be followed by careful screening. Candidates will be clearly informed as to what the job will entail and the kinds of qualifications needed. They will fill out an application form, their character references and police record will be checked and they will be interviewed not only by the Community Services Coordinator, but also by a representative of the Youth Services Division, Beggs Center or other agency to which they'll be assigned.

Even in well run volunteer court programs, turnover is usually about 50 percent during one year. We believe that careful preparation and buildup of our program will enable us to at least achieve that figure and hopefully to reduce it.

2. Staff

The Escambia Department of Child Services will administer the Volunteer Services program. The Director of the Department will have overall responsibility for the

program's operation. Day-to-day direction, however, will be provided by the Community Services Coordinator.

Duties of the Community Services Coordinator will fall in the following four areas: program development; recruiting; screening and selection; orientation and training; supervision and consultation.

- Program development. The Coordinator, with the assistance of outside consultants and regular staff will continue the analysis of service functions of the juvenile justice agencies already under way to determine possible additional roles for volunteers.
- Recruiting, screening and selection. The Coordinator will take the lead in searching out and recruiting qualified volunteers. He will encourage the assistance of staff in recommending friends and associates in whom they have confidence, will make sure that background checks are run on all candidates before they are accepted, and will obtain the prior approval of each agency to which the volunteer will be assigned.
- Orientation and training. The Coordinator will take the lead in orienting new volunteers to their work. He will be assisted by appropriate justice agency staff in familiarizing the volunteers with the details of their assignments,

the typical problems they can expect, and techniques for dealing with them. He will also conduct periodic refresher training as needed.

- Supervision, consultation and feedback. The Coordinator will keep in touch with volunteers, both to give them support and advice on problems they're running into, and to identify patterns of stress, which may be undermining the entire program. He will confer with agency heads to work out solutions to such generalized difficulties.

The Coordinator of Community Services will be college educated or possess equivalent experience. He will have worked with distressed, troubled children, preferably in a juvenile court situation. It is desirable though not essential that he have experience administering volunteer programs. In any event, he must possess administrative abilities.

In addition, because the coordinator of Community Services will be responsible for the Individual Residential Custody program, he must be familiar with the child care field. Preferably, he will have experience in selecting and supervising foster care homes, but will also be cognizant of the different problems presented by delinquent children.

3. Objectives

The overall aim of the Volunteer Services program

is to improve the welfare of children referred to the Juvenile Court and to increase their chances of being rehabilitated. This aim will be achieved through an expansion and diversification of services for these children, and by making existing services more effective.

Measurable objectives are:

- to reduce the anti-social attitudes of the children with whom volunteers are working, as demonstrated by such children scoring an average of 25 percent lower than a control group on a nationally standardized test measuring hostility, belligerence and anti-social attitudes after 18 months of contact with volunteers;
- to reduce commitments of probationers to training schools, as demonstrated by children with volunteer sponsors averaging 10 percent fewer probation revocations as compared with a control group; and
- to augment existing manpower by 120 hours of volunteer time per week.

J. Orientation, Training and Education

In agencies administering juvenile justice, staff training is more often honored in the breach than in practice. As a result, staff remain largely unaware of new and promising

findings, concepts and practices; traditional policies and procedures are followed uncritically despite evidence of their probable inconsequential or even negative impact on agency goals; and morale suffers, especially among those staff with more than the average quota of professional integrity, ambition and ability.

We believe that the time is propitious for a major reshaping of our own staff development program. There is, first of all, the opportunity created by the absorption of probation and intake functions by the Florida Division of Youth Services. Not simply new procedures and extra staff, but fresh ideas, an eagerness to test new approaches, and a willingness to challenge traditional methods have characterized this development. We believe that a revamped staff training program will help to translate this creative tension into an ongoing process of learning and exploration for all agencies in our juvenile justice system.

Second, our proposed programs create new challenges which can only be met through effective staff development. Existing personnel must understand the goals of these programs, how to use them effectively, and the kinds of problems which are likely to arise. New staff, including volunteers, must be oriented to our community's total juvenile justice system, as well as to their own specific responsibilities.

A third reason for believing that a fresh start on staff development is in order pertains to the changing circumstances of the juvenile court movement. For many years advocates on behalf of specialized tribunals for children could argue that the evidence was not yet in, that the noble experiment still needed time in which to prove itself and that despite its admitted faults, the juvenile court system of justice was an improvement over the adult criminal system. But after nearly three quarters of a century such assertions ring hollow.

Critics rightly accuse juvenile courts of both failing to rehabilitate while denying the children before them of rights necessary to an adequate defense. A few would abandon the entire concept. Others, including the U.S. Supreme Court would build in more procedural safeguards yet stop short of allowing juveniles the full panoply of defenses available to the criminal-ly accused. And some, such as the National Crime Commission, argue that juvenile courts should be stripped of portions of their jurisdiction and that new agencies--Youth Services Bureaus--be established outside of the justice system to take major responsibility for preventing delinquency and coping with children in need of supervision or in minor trouble with the law.

The juvenile court movement, in short, is in trouble, and to at least some degree its failures and shortcomings

characterize our own system. One function of our proposed training, therefore, will be to assist staff examine some of the more significant criticisms and recommended alterations; particularly from the standpoint of their possible application to our juvenile justice system in Escambia. Such a review may help to sharpen staff perceptions regarding directions for improvement; it also may lead to the identification and questioning of policies grounded on tradition rather than on any demonstrable contribution to agency goals. In short, it may lead staff to a healthy appreciation of the necessity for reform.

But in addition to exploring the fallibility of juvenile justice, we plan also to investigate the perfectibility of that system, an attribute which the critics often chose to ignore. Here also, there is much new and relevant information to be sorted out, analyzed and evaluated. In particular, a number of highly promising innovations in juvenile justice practices are being tested throughout the country. Our proposed training program will enable staff to examine these new programs, to explore their possible application to Escambia, and to assess their significance in light of the evidence of the system's shortcomings.

1. The Program

Staff development is complicated by the differences in education, by the heterogeneity of skills, and by the range

in levels of skill possessed by staff and adjunct personnel. The need to train new as well as current staff, and the fact that new staff will be hired at different times, also take into account the special concerns of the three participating agencies-- the Board of Education, the Florida Division of Youth Services and the Escambia Department of Child Services.

To cope with these complexities we have initiated a process of preparation which will be completed early in the first phase of the action program. Preparations thus far include the drafting of a preliminary training document. Drawn up by one of the Task Forces subcommittees, this draft outlines the structure of the training program, identifies certain of the curriculum topics and training methods, and lists available local training resources. It builds upon the inservice training program already being conducted at the Beggs Educational Center. The Division of Youth Services currently is reviewing this proposal. In addition, we are in touch with the Corrections Division, Governmental Institute, of the University of Georgia, Athens, Ga. We expect to use the services of this organization to assist us in both refining and implementing our training program. In addition, we will utilize resources available through the Division of Youth Services' Staff Development Center, and local resources such as the staff of the Community Mental Health Center to amplify and improve our training program.

a. Structure of the Training Program

Our tentative thinking is that training during this first year of implementation will be separated into (1) introductory orientation sessions for different categories of personnel; (2) inservice seminars repeated periodically thereafter for all staff; and (3) on-the-job training and related supportive services for selected staff.

We will develop each of these three types of training into an integrated, comprehensive staff development program and during the remainder of our planning period and during the first weeks of the proposed implementation program. Subject to these final preparations, we expect that each of the three categories of training will consist of certain basic elements. These are outlined next.

b. Orientation - Full Time Staff

Within two, and at the latest three, months from the start of the action program, we expect to have employed the staff of the Detention Center programs, the Supervised Activities Center, the Intensive Community Monitoring program, and of one of the Group Custody Centers. These staff

will participate full time in the first orientation session. Depending upon the availability of funding, the success of our recruiting efforts and similar contingencies it is possible that the staff of two of the remaining new programs--the other Group Custody Center and Probation Enrichment--also will have been hired. In that event, they too will attend the full two weeks of orientation.

The third category of trainees will be the present staff of our juvenile justice agencies--Youth Harbor, and the Intake and Probation Departments of the Division of Youth Services. Insofar as it is possible to free these personnel from their regular duties, they also will attend. Finally, Beggs Center also plans to make the arrangements necessary to enable its present staff to participate as much as possible in this first orientation.

We expect to devise a program which is sufficiently flexible in its curriculum, materials and methods to meet the different as well as common needs of the trainee population. The curriculum, for example, will be divided into two basic types: generic topics and issues, and specialty skills. Generic curriculum will

cover basic concepts, methodology and information which all staff will need. The specialty skills curriculum on the other hand will be divided into subcategories of curricula, each of which is intended to upgrade the specific job skills of particular categories of trainees.

The following are the types of topics which the generic curriculum may cover:

- An overview of the organizational and operational components of the Escambia/Pensacola juvenile justice system, including the goals, major functions, problems and interrelationships of each of subsystem.
- A review of the new nonsecure detention and other programs together with their functional and organizational relationship to the traditional elements of the juvenile system as well as to each other.
- A description and analysis of community resources in the Escambia region, including the nature, availability and limitations of the service each provides, as well as practical advice on how to use them.
- A summary review of available data regarding the distribution, volume and nature of juvenile delinquency in Pensacola/Escambia, including a brief

examination of the practical consequences for the juvenile justice system.

- A survey of the systematic interrelationships of neighborhood, social class, culture, family, peer group, school and other ecological factors in producing, sustaining and limiting the development of different types of delinquent behavior.
- An introduction to the typology of delinquency and the implications of such typologies for the handling of delinquent children.
- An introduction to the theory of behavior modification and the application of this technology to the control and treatment of delinquent youth at intake, detention and other stages of the juvenile justice system.

It is expected that from 30 to 40 percent of the two-week orientation will be spent in covering the generic curriculum. During the balance of the time, we will concentrate on various kinds of specialized skill training for different categories of staff. Skill training of intake counselors, for example, may cover the new procedures and criteria for placing children in Youth Harbor and in the new community-based detention programs. The intake counselors also may explore the steps to be followed in placing a child in more than one such program simultaneously

(e.g., Supervised Activities Center combined with Group Custody Center); and they may review the procedures to be followed in developing the social study and disposition to be recommended to the court. Methods for working cooperatively with liaison teachers may be worked out and discussed, as may techniques for assisting detention aides, Group Custody Center staff and other non-professional personnel. Refresher training in interviewing techniques, case screening, case file management and report writing also may be given intake counselors.

Skill training for paraprofessional staff will emphasize a different cluster of competencies. The Group Custody superintendent and his assistants, for example, may explore techniques for identifying and handling youngsters who are using drugs or who enter epileptic or psychotic episodes; they may be introduced to the basic concepts of group process; and they may investigate in greater detail than was possible during generic training, the realities of dealing with those community resources expected to be most useful to their program. They also may meet with intake staff to work out the details of admission procedures, the exact form and content of the information to be recorded on each

child, and the steps to be followed in having uncooperative youngsters transferred from the center.

Although each "package" of specialty skill curricula will be different, individual components may be the same as those in other such curricula. Thus, for example, detention aides as well as Group Custody Center staff may investigate techniques for coping with youngsters on drugs and may learn how to observe, interpret and report information to be recorded on children under their supervision. Probation counselors, educational evaluators and other professional staff, on the other hand, may discuss common problems of supervising volunteers, working with paraprofessional staff and recording the basic data required for evaluation. Although each group of trainees for the most part will pursue their specialty skill training separately from other groups, instruction in how to perform these common tasks may be given in joint sessions. Such sessions not only will avoid unnecessary duplication, but they also will enable the trainees to benefit from the thinking of persons with different backgrounds, skills, interests and biases from their own.

We also expect to vary the training methods and materials during the orientation both to avoid the tedium likely to result from using a too limited approach but also to

accommodate differences in conceptual skills and academic background among the trainees. Lectures, films, displays and other such proven techniques will be used as appropriate. However, so far as practical, we also expect to employ methods which encourage the trainees to become actively involved in their own training. Our assumption, generally supported by research, is that participatory training tends to be more effective than training in which the trainees are passive recipients of instruction over whose form, content and delivery they have no control.

Involvement of the trainee group has already begun through the participation of a small number of staff in the design of the training program. We expect to substantially increase the opportunities for staff input in the weeks ahead. During the orientation program itself, staff will participate in a variety of roles: as panel discussants, as workshop participants, in role playing sessions, as lecturers, as participants in question and answer sessions, as visitors to selected sites (such as Youth Harbor for new staff), and the like.

For the most part, our training materials will be the juvenile justice system's tools of trade. These will include Division of Youth Services' policy memorandum, rules

and regulations; the policies and procedures governing the use of the new detention facilities; the public health, fire and other safety regulations pertaining to the Group Custody Centers; and insofar as they are available, handbooks describing various community resources. We also will use, on a selective basis, materials available from the Staff Development Center of the Division of Youth Services, the Beggs Educational Center, and from our training consultants.

As already discussed, we are uncertain at this writing whether we will conduct one or two orientation sessions for fulltime staff. Assuming that all new staff is not hired in time to participate in the first session, or that a significant proportion of current staff are unable to participate, then a second orientation will be scheduled for these personnel. The second orientation will resemble its predecessor except as it may be modified upon the basis of our experience in conducting the first such session, and the special needs of this group of trainees.

c. Orientation - Ancillary Personnel

Both volunteers and householders participating in the Individual Residential Custody program will be oriented to their new assignments before coming into contact with delinquent youth.

In contrast to the orientation of full time staff, these sessions are expected to run for no more than four hours apiece. They probably will be held in the evenings as a matter of convenience to the participants. It is likely that neither program will be started until after most of the other new programs are underway. Therefore, the orientation of their participants will not come until after the initial orientation of fulltime staff. As new panels of volunteers and Individual Residential Custody parents are taken on during the course of the action program, subsequent orientations will be conducted.

Both volunteers and Individual Residential Custody householders require training for several reasons. They need to be familiarized with the basic information needed to perform their jobs; they need the encouragement of knowing that the system takes them seriously enough to provide training; and they need the support of others like themselves engaged in a new and challenging task. However, because their duties and backgrounds are expected to be very different, volunteers and householders will be oriented in separate groups.

Volunteer orientation will bring the new volunteers together to meet one another and to meet key staff members

in the juvenile justice system. They will be oriented to:

- (1) their job;
- (2) the responsibilities of counselors or other staff who also may be working with the same children as they are assigned;
- (3) what probationers, children in detention and other such youngsters with whom they may be working are like;
- (4) the court, Intake, Probation, the new programs, and their respective functions;
- (5) such community resources as they may be using; and
- (6) any rules or regulations with which they may be expected to comply.

The orientation of the householder group will be similar in approach, but will deal specifically with their assignment. Thus, it will familiarize them:

- (1) with the types of children expected to be placed in their care;
- (2) with the objectives and procedures of the intake process;
- (3) with the role of the intake counselor;
- (4) with their own specific responsibilities;
- (5) with the information to be collected on each child; and
- (6) with the procedures for obtaining payment for their services and expenses.

d. Other Training and Education

The remaining portions of our staff development program are less well conceptualized than the orientation component. However, we expect that they will consist of two

types: on-going inservice training and on-the-job training and related supportive services.

Inservice training will be conducted periodically for all full time staff following their initial orientation. Expected to be held once monthly, for a half day, these sessions will enable staff to explore in greater depth topics touched on in orientation, to take up new materials, and to deal collectively with problems arising from day-to-day operations. This on-going training will reinforce and expand upon the process of staff improvement begun during the initial orientation.

On-the-job training has been found to be an effective means of enabling new staff with limited job skills to work into their duties with a minimum of difficulty. Depending upon the competencies of our detention aides, for example, we may assign them to work under the close supervision of selected Intake staff for six to eight weeks following this orientation as a further introduction to their own duties. It also is possible that the staff of the Group Custody Centers would benefit from a brief period of working closely with the superintendent of Youth Harbor.

Again depending upon the needs of our paraprofessional personnel, it also may be advisable to provide them with other supplementary supportive services extensively employed in New Careers programs throughout the country. These could include core group sessions, for example, or individual counseling, or assistance in handling legal, financial, housing and other problems which may impede the paraprofessional's ability to perform satisfactorily on the job. And it may include a battery of techniques aimed at increasing their job mobility.

One such technique involves the establishment of a new series of civil service approved positions which would enable the paraprofessionals to move upward in responsibility and salary as they acquired increased experience, greater skills and relevant credentials. Creation of such a career ladder will enable an ambitious and able detention aide, for example, to move up through a series of progressively demanding paraprofessional jobs and perhaps eventually to qualify as a probation counselor or other first level professional. Academic remediation, and appropriate higher educational opportunities, which either the University of West Florida or Pensacola Junior College might provide, will facilitate such a program of staff development.

2. Staff

Responsibility for the development of staff lies with the agencies involved in our program: The Escambia School Board, the Division of Youth Services and the Escambia Department of Child Services. However, the Intergovernmental Program Office will, through its consultants, assist in developing and implementing the training program just described. It will coordinate the resources of the participating agencies, as well as outside sources of assistance.

The administrative personnel of the Beggs Center, the Division of Youth Services' District Supervisor for Escambia, the Directors of Intake and of Field Counselors and the Director of the Department of Child Services will participate in the development of this training program, and may conduct selected sessions of the program.

We expect to be assisted by the Division of Youth Services Staff Development Center; by various local agencies, business firms, and organizations including the University of West Florida and the Escambia Mental Health Center; and by outside training consultants such as the Corrections Division, Governmental Institute, of the University of Georgia and Blackstone Associates. These organizations will assist the Intergovernmental Program Office and the heads of

participating agencies examine in detail the training needs of staff, assess their priorities and refine the program's goals. They will aid in preparing curricula, developing materials and in training selected agency staff in the basic skills of training. They also will aid in implementing various phases of the program, in assessing its results and in suggesting future steps in staff development.

And as already indicated, we plan to use our own line staff in a variety of roles in developing, carrying out and evaluating the program.

3. Objectives

Measurable objectives consist of the following:

- An orientation session of approximately two weeks duration for all new, full time staff then employed. A minimum of 70 percent of present staff of participating agencies also will be involved in such orientation.
- Should all new staff not be hired in time to attend the first orientation, or should less than 70 percent of present staff be unable to participate, then a second orientation of approximately two weeks duration will be conducted for these personnel.

- Orientation sessions of approximately four hours duration for all volunteers.
- Orientation sessions of approximately four hours duration for all householders participating in the Individual Residential Custody Program.
- Inservice training sessions of approximately four hours each, conducted once per month for the remainder of the program following the first orientation, for full time staff.

Additional measurable objectives indicative of the impact of the training on the trainees' performance, attitudes and knowledge will be developed as we continue to refine the program during the weeks ahead.

III. PROCEDURES AND TIMETABLE

A. Steps to be Taken During Balance of Planning Program.

1. Continuation of Ongoing preparations

Our planning efforts will not cease with the submission of this application. Instead, we expect to continue the preparations already under way and to merge them into Phase I of the action program. These will include:

- continued work in designing a staff development program, as outlined above;
- a functional job analysis of staff positions and related activities involved in preparing a volunteer services program;
- specification of the precise site of the Juvenile Justice Center within the Governmental center;
- completion of the design development phase of the architectural plans for the Juvenile Justice Center; and
- development of supplemental funding, particularly with respect to Title IV A of the Social Security Act.

2. Establishment of the Escambia Department of Child Services

In addition to moving toward the completion of tasks already under way, we also expect to undertake an objective which we did not contemplate at the outset of our planning. This will be to establish a new, department level unit within the Escambia County Government. This new agency, to which refer-

ence already has been made, will be the Escambia Department of Child Services.

As previously indicated it is proposed that the Department administer several of our new programs (the Group Custody Center, Intensive Community Monitoring, Volunteer Services, and Intensive Residential Custody). In addition, administrative responsibility for Youth Harbor will pass from the Juvenile Court Advisory Board to the Department of Child Services. The Department's jurisdiction will be sufficiently broad to enable it to become the County's administrative Center for other juvenile justice programs which may be developed in the future. Thus, the Department is expected to have overall supervisory responsibility for the new detention facility upon its completion.

The Juvenile Court Advisory Board, with the assistance of the project staff and consultants initiated the proposal to create this new agency. The Board did so only after reviewing and rejecting alternative administrative arrangements, including the expansion of its own responsibilities to include the new programs. Representatives of the Division of Youth Services also aided the Board in its deliberation and recommended strongly that Escambia establish a permanent, professionally staffed agency, to administer its juvenile justice programs and facilities. Such an agency, it was indicated, will be consistent with the Division's own long range plans.

The Juvenile Court Advisory Board has submitted its recommendations to create a Department of Child Services to the Board of County Commissioners. Favorable action is expected shortly. Thereafter, project staff will collaborate with the County Civil Service Board in drawing up position qualifications and job descriptions for the Department's staff, in locating space and in performing other tasks needed to ready the Department. We will give top priority to these preparations in order to bring the Department's Director on the board as soon as possible following commencement of the action program.

We anticipate that our planning project will merge into the action program and that preparations not fully completed will be brought to a rapid conclusion with the assistance of the additional resources sought through this application. We therefore have scheduled the first three months of the action program as a period of final preparations as well as for the initiation of selected activities. (See Appendix G for a schedule of the major tasks of the action program.)

B. Phase I (3 months)

1. Programs to be Started.

For several reasons we plan to move with care and deliberation in starting up our proposed programs. In the first place, these programs are new and untried, at least in our area. While we are confident that they ultimately will be demonstrated to be major improvements in our juvenile justice system we also are prepared for the inevitable difficulties which attend

any novel undertaking in the handling of children in trouble. Second, we are attempting not just one or two but nearly a dozen new programs, each of which in varying degrees impinges on one another and upon the regular operations of our juvenile justice system. Not only the comprehensiveness of our approach but the high degree of coordination required among its parts can be counted upon to introduce administrative problems of a major order.

Third, we are proposing a cooperative venture involving not simply one or two agencies, but a complex of such agencies including those at the State level, the city and within two counties. Great care must be taken to insure that the interests of all of these units of government are continuously taken into account if the program is to succeed. And finally, because our system of justice too often operates in isolation from the citizenry which depend upon it, we have, and will continue to involve representatives of the general public in the implementation of these programs. Here again, a variety of concerns some of which may be in conflict with one another or with those of the official agencies of justice, must be recognized and dealt with.

For these reasons, then, we prepare to start up during the first three months only four of the proposed programs which deal directly with children. These will be:

- The Detention Program, which will be initiated at Youth Harbor and then transferred to the new detention facility upon its construction;
- the Supervised Activities Center, located at Beggs;
- one of the Group Custody Centers, the second being postponed to Phase II; and
- Intensive Community Monitoring.

Tasks to be accomplished include drawing up detailed job descriptions and position qualifications of staff; obtaining their approval by the Escambia Board of Commissioners; recruiting; screening and hiring of staff; purchase or leasing of a facility for the Group Custody Center; installation of equipment and limited remodelling of Youth Harbor; and the like.

The Program Coordinator will obtain the assistance of the appropriate units of government, such as the County Solicitor's Office, County Clerk and Court Service Board. He also will monitor these activities to insure that they are accomplished successfully and expeditiously. Direct, day-to-day responsibility for getting these programs started will be assigned to the staff of the Beggs Educational Center in the case of the Detention Program and the Supervised Activities Center, and to the Director of the Department of Child Services in the case of the Group Custody Center and the Intensive Community Monitoring program. The Superintendent of Youth Harbor will work closely with Beggs in making the renovations needed to introduce the Detention Program.

In addition to these programs we also expect to get under way the new Intake Program, and to conduct at least one and perhaps two initial orientation sessions. The Director of Intake under the supervision of the Division of Youth Services' District Supervisor for Escambia, will take the lead in formulating the new intake procedures and in specifying the details of the Intake Monitor's duties. The Program Coordinator will participate to insure that the revisions in Intake are consistent with the goals of the program, that the judiciary, Beggs Center and the Department of Child Services are consulted, and that their concerns are given due consideration.

The Program Coordinator will play a similar role in getting the staff development program under way. However, he will participate directly as a trainer in selected phases of it. In addition, he will supervise and coordinate the inputs of outside training consultants and others who will be assisting in the design, implementation and evaluation of the program. As previously indicated, representatives of the Beggs Center, the Division of Youth Services and the Child Services Department will contribute significantly to various phases of staff development.

2. Other Activities

We also will undertake several other related activities during Phase I. One will be to continue work on the architectural plans for the Juvenile Justice Center. Our architect, Look and Morrison, will continue to work closely

with program personnel, consultants and with the Program Director to insure that the structure meets the needs of those who will be using it.

Depending upon progress during the remainder of our planning project, we also will continue our efforts to develop supplementary funding under Title IV A of the Social Security Act as well as other possible sources. Additional sources include the manpower training and diversionary projects of the Labor Department, juvenile delinquency program of HEW, Youth development and other program funds from OEO, transportation projects from DOT, the Postal Academy program of the U. S. Postal Service, and building and construction program of HUD. This activity will be carried out by our consultants under the supervision of the Intergovernmental Program Office.

We believe that representatives of our community should continue their involvement in our new programs. However, they will need to assume new responsibilities such as helping to familiarize and obtain the cooperation of the community at large with our undertaking. They will need to be kept informed of the progress of each of the new programs and to have the opportunity to criticize, suggest methods for improvement and to lend direct assistance in appropriate circumstances. To effect these contributions we plan to reorganize our present task force and its component committees and subcommittees, to redefine their duties and to reassign and perhaps increase the membership. The

Program Coordinator will work directly on these activities.

The final set of tasks to be undertaken during Phase I pertain to establishing and operating systems for monitoring and evaluation. These are described in Part IV of this application.

C. Phase II (6 months)

As soon as practical after the beginning of Phase II we will start the remaining programs. These are:

- The second Group Custody Center;
- Individual Residential Custody;
- Volunteer Services; and
- Probation Enrichment

The Director of Child Services will work directly on getting the second Group Custody Center under way; he will supervise the Coordinator of Community Services in starting the Individual Residential Custody and Volunteer Services programs. The Beggs Center staff, working in cooperation with the Division of Youth Services, will take responsibility for commencing the Probation Enrichment Program. As in the case of other elements of our total program, the Program Coordinator will oversee and monitor these activities, lend a hand where necessary, and facilitate the cooperation of the County Civil Service, Clerk's Office and other units of government.

The Program Coordinator, assisted by his consultants, will continue to monitor the projects begun earlier. And as the second group of programs come into being, he routinely

will collect data on their progress as well. He also will oversee the continuation of staff development, including the orientation of volunteers and Individual Residential Custody householders, the establishment of regular inservice training sessions, and the provision of on-the-job training and other supportive services if needed.

It is likely that the architect's plans will be completed and that construction of the juvenile Justice Center will be started during this period. The Program Coordinator will oversee this development.

The Program Coordinator, will work with the various citizen groups and committees set up as liaison between the new programs and the community.

Unless adequate supplemental funds already have been obtained, we will continue to seek them. As before, the Project Director will supervise our consultants in performing this task.

Assuming that circumstances warrant it, the remaining major activity of Phase II will be to resume the planning process. A number of gaps in our capacity to prevent and control delinquency will continue to exist despite our new programs. We therefore expect to use a portion of our action program resources to further define these deficiencies, and to develop programs to remedy them. The following are among those which we have tentatively identified.

- Police handling of children remains a problem for the reasons discussed previously.

- The potential utility of court diversion programs for Escambia will be explored. Such programs could include voluntary "Drop-in centers" in which runaway children could find a refuge and assistance in coping with their problems; vocational training, job placement, in lieu of court processing for appropriate categories of older children; or progressive financial subsidies and technical assistance to schools to encourage them to develop improved means of handling truants and disruptive children in lieu of turning them over to the court.
- Judgements about children, from arrest through disposition to release from the Court's custody, are based on educated guesses. Judgments made in this manner have been consistently shown to be inferior to well constructed, properly applied, statistically derived, prediction instruments. Such instruments modified to be applicable to Escambia's juvenile delinquent population, would be a major asset both administratively and for purposes of program evaluation.
- Juvenile parolees constitute a high risk to the community. Needed are two types of programs: those which bypass the damaging influence of institutionalization by keeping youngsters who otherwise would be committed in the community under appropriate

supervision and treatment; and those which improve the prospects of youth who are committed by strengthening the parole process.

The Program Coordinator and his consultants will collaborate with the Court, the Division of Youth Services, the Escambia School Board and other appropriate agencies and citizen committees in exploring these and other possible new programs. They also will identify suitable funding sources.

D. Phase III (3 Months)

During the final stage of our program we will continue the activities commenced earlier. In addition, we will take into account the results of our program evaluation and monitoring in determining whether any of the new programs should be modified, expanded, curtailed or even terminated. Based on this assessment, we will prepare the applications for continued funding.

Similarly, proposals for new programs will be prepared if not already done so during the prior phase.

Our final activity will be to describe the results of our action programs in a final report. This report will incorporate the preliminary findings of our evaluation. We expect that those preliminary results will be informative and useful. However, a full assessment cannot be made within a 12-month period of the action program. In the next section, we discuss the reasons for this, and the strategy we contemplate using to cope with it.

IV. EVALUATION

We plan to evaluate our programs in accordance with two

procedures: (1) impact evaluation and (2) operations accountability. Although we contemplate that these two procedures will inform one another synergistically, their objectives, methods and purposes for which their results can be used will differ.

Impact evaluation will enable us to determine the relative merits of our several programs, as well as their utility measured against existing methods for handling children. On the other hand, it will tell us little about the processes which produced these results. Moreover, because the data needed for impact evaluation of most of our programs must be collected over substantial periods of time, this form of evaluation will have limited utility as operations feedback information to our program managers. Its principal virtue will be to provide objective outcome measures essential to reaching policy decisions regarding the continuation or termination of each individual program. It will, for example, produce cost/benefit data essential to planning the future of these programs. It also will be helpful in determining whether the placement criteria are being applied consistently and, assuming such consistency, the extent to which the criteria are valid.

Operations accountability, on the other hand, will provide a continuous flow of information regarding each program's progress toward its stated objectives. Operations

accountability also will pick up information regarding how and why such progress is, or is not, being made. Data on both progress and process will be fed back to the agency heads responsible for each component program. Derived independently from the program managers' own information, these data will enable the managers to better judge what changes, if any, in current operations, are needed to attain their program's objectives.

A. Impact Evaluation

1. Scope

Impact evaluation will attempt to measure the results of two different kinds of new programs: (1) secure and nonsecure detention and; (2) enriched probation. With respect to the former, however, only base line data on secure detention can be obtained until the new detention center has been constructed and sufficient numbers of children are placed in it to obtain statistically significant results. Except as expressly indicated, therefore, the impact evaluation design which we will use during the first year of action programs is limited to the nonsecure detention programs. These programs include, however, Youth Harbor, as modified by the introduction of the new detention program.

One other caveat: at this time we plan to limit our evaluation of intake, volunteer services and various types of training programs to operations accountability. Assuming the availability of supplemental funds, however, we will expand the scope of our impact evaluation design to include these programs.

2. Objectives

With respect to each of the detention programs and to Enriched Probation, the evaluation will indicate their success as measured by: (1) the cost; (2) the extent to which children are benefitted; and (3) the extent to which the community benefits, independent of cost. These outcomes are intertwined but distinguishable in reaching policy judgments regarding these programs.

Thus, for example, if the cost of the new detention programs is equal to the cost of our present methods of detention (Youth Harbor, Escambia County Jail) while the outcome for the children and the community is better, the inference presumably will be to continue the new programs. If the cost is lower but the outcome for children and community is equal to present handling, the decision also will be to continue the new programs. On the other hand, if the cost is higher and the outcome better, then the success of the new

detention programs and the decision whether to continue them must be determined upon other grounds. These might include humanitarian considerations, principles of justice, expectations of significant portions of the community, or other such factors.

Similar analyses can be made with respect to the success of individual detention programs and with regard to probation enrichment as compared with regular probation.

3. Design

a. Detention

From a research standpoint, the preferable design would permit children at Intake to be randomly assigned among each of the new detention programs. This is impractical. Instead, the evaluation design must take account of the fact that different types of children will be placed in different types of programs, each such placement being made upon the belief that it is the best available choice for the child and the community.

These placements will be made in accordance with admission criteria developed on the basis of expert judgment and long experience. However, it is virtually certain that there will not be clear, one-to-one relationships between children with given characteristics and the type of placement made.

We predict this outcome for the following reasons: The criteria are likely to contain subjective elements which permit discretion in their application; they may not cover all of the factors which the decision makers (intake counselors and judges) actually take into account; and the decision makers probably will not know, or take account of, all of the characteristics which define a given category of children. For these reasons, then, we anticipate that children with a variety of characteristics, rather than precisely the same cluster of characteristics, will be assigned to any pair (or trio, etc.) of detention placements.

This overlapping of categories of children among the several possible detention placements makes it possible to sort out and refine these categories after the fact of detention. Once these categories are clarified it then will be possible to measure the outcome of each program for the categories of children placed in it. This will be done by collecting data on two types of variables for each detention program: 1) the demographic characteristics of all children placed therein; and (2) outcome measures.

Demographic variables will include such items as:

- physical characteristics, i.e., age, sex, height, weight, race, and defects or handicaps;

- results of tests administered at the Beggs Educational Center;
- academic record;
- academic level at which child started having difficulty;
- number of school truancies, disciplinary reports and suspensions;
- socio-economic level (as measured by Lystaid Scale);
- reason for referral to court;
- court history; and
- family background information.

All or most of this information is routinely collected at Intake in compliance with the Division of Youth Service's regulations governing detention; is available from the children's schools', will be collected by the Begg's Center; or will be needed by intake counselors and judges in applying the new detention admission criteria. To the extent that additional types of data are required we will insure that they are susceptible to routine collection either at Intake or upon admission to individual detention programs.

Information pertaining to the outcome of children's detention placements will be collected either on a routine basis for each child by detention program staff and intake counselors in the course of their predisposition study, or

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on a sampling basis by our research consultants.

Among the outcome variables we expect to use are the following:

- Truancy from the detention program;
- Truancy or suspension from school and school misconduct reports while in detention status;
- arrests or returns to court while still in detention status;
- changes in self-concept during detention;
- changes in cooperation, motivation and attitudes toward authority as reported by detention staff, teachers and other adults responsible for detained children;
- disruptive or delinquent behavior during detention as measured by victim reports, i.e., reports of detained children who have been victimized by their fellow detainees;
- length of time in detention; and
- cost per child per day.

Three types of controls will be used. For some variables, such as adult evaluations, truancy from school and changes in self concept, the child can be used as his own control. In the case of others, such as length of time in detention and cost of detention, children in the new programs can be compared with past records of children in Youth Harbor or jail. The third means of control will be to compare children detained under our present system with those placed in the proposed new system. The interval of about three months between the beginning of the project and the starting up of the new programs will be used to obtain baseline data on children held in the County Jail or at Youth Harbor. This will enable us to compare for example, the rate of

victimization occurring in our present facilities with that which takes place in the Group Custody Center and other new programs. Because of possible sampling biases, such comparisons will be treated cautiously.

As indicated above, a preferable design would permit random assignment of children among the individual programs. During the second year, a limited random assignment may be feasible. In this event, children for whom two or more placements appear equally desirable (based upon the first year's evaluation results) will be randomly assigned among them.

Several types of information will be derived. Some data will be presented as descriptive statistics: the number of children processed, number of children falling within a given classification, average duration of detention and the like. Other analysis will compare the various types of placements or programs with each other in terms of outcome variables. And, third, we will compare children matched with themselves, or with others. Our research consultants will be responsible for analyzing, summarizing and interpreting these data. The Intergovernmental Program Office, however, will provide overall supervision for all phases of the impact evaluation.

b. Probation Enrichment

The objective of this evaluation will be to compare the relative results of Enriched Probation and regular probation. As in detention, success will be measured in terms of cost, benefit to the children, and benefit to society.

Our methodology will resemble the design we propose to use to assess the new detention programs. However, we hope to employ random assignment among programs in addition to the other forms of control. That is, youngsters deemed eligible for probation will be randomly assigned to the Enriched Probation Program (up to 20 youngsters at one time) and to regular probation. Details of the procedures to be followed will be worked out by the Intergovernmental Program Office in conjunction with our research consultants, the Division of Youth Services and Beggs Center.

Intake counselors and probation counselors will record the demographic data and much of the data on outcome as part of their routine record keeping. Our research consultants will be responsible for special sample surveys to obtain data not routinely collected, and for analyzing and interpreting the results of the evaluation. As previously stated, the Intergovernmental Program Office will have overall responsibility for this phase as well as all other aspects of the impact evaluation.

c. Evaluation Reports

We will present the results of our impact evaluation in three quarterly reports and in a final report, submitted within three to four months after the third quarterly report. In addition, we contemplate the possibility of a fifth report. This document will be prepared should either of two events occur during the program's expected 12-month duration: (1) insufficient numbers of children are placed in the individual programs to permit statistically significant analyses of their results; or (2) there is an insufficient follow-up time

subsequent to children's release from a program in which to meaningfully measure certain outcomes (such as return to court). If one or both events occur, we will either request an extension of this program or if a second year's funding is approved, submit the fifth and final report at an appropriate time during the program's second year.

B. Operations Accountability

The Intergovernmental Program Office will establish and implement a system by which to monitor the operations of all elements of our proposed program. As previously indicated, the objective is to provide a continuous feedback of reliable and precise information regarding each program's progress toward its objectives as a device for facilitating day-to-day management decisions.

Operations accountability will depend upon three inter-related systems for collecting, analyzing and reporting information. One such system will center around the various citizens committees appointed to oversee individual programs. IPO will prepare a concise synopsis of each program specifying its objectives, methods and resources for distribution to all members of the relevant committee. In addition, IPO together with appropriate agency heads, will conduct an orientation for each committee in which each program will be fully explained and their responsibilities, including monitoring, reviewed. Thereafter, IPO staff will routinely review all committee reports, will attend as many committee meetings as practical and will be available to committee members at any time in the event an emergency is discovered.

A second source of feedback will be staff inservice training sessions. It will be recalled that one purpose of such sessions will be to bring together staff operating within different segments of the juvenile justice system and to structure opportunities within the training for exchange of suggestions, criticism and information regarding program operations. IPO staff will attend these sessions both as a means of learning what is going on and in order to facilitate the working out of solutions, where appropriate. In certain instances, of course, major policy issues may be involved. In that case, IPO will use these sessions to obtain staffs' inputs and thereafter confer with agency heads to resolve the dispute or other type of problem.

A third system for operations accountability also will be used. More formal than the preceding methods, it takes account of the fact that even the most conscientious administrators tend to forget, or to ignore, the original objectives of their program as it moves along and, often unconsciously and with the best of motives, to devise new goals and accompanying rationales. In this fashion, policy is made tacitly rather than deliberately, and judgments concerning success are asserted on the basis of criteria having little or nothing to do with the reasons for starting the program in the first place.

To counteract these anticipated difficulties, IPO staff and consultants during Phase I will prepare for each program an evaluation card. Each card will record not only the project's ultimate measurable objectives but a series of intermediate objectives leading toward the attainment of the ultimate

objectives. In addition, each card will specify the major steps to be taken in reaching each intermediate objective, the person or individuals responsible for taking them, and the estimated date of completion. IPO will review these cards with the agency heads and supervisory staff responsible for each project to obtain their concurrence. Agency heads and supervisors will retain copies.

Once per month IPO will review with agency heads and supervisors progress made toward their intermediate objectives. A new card will be prepared reflecting the current status of the program and the next steps to be taken. Changes in original plans will be explicitly noted, including those made to cope with unanticipated problems. In this manner, a cumulative, objective record of progress toward stated goals will be maintained to which program managers can refer as a check on their program's accomplishments and as a guide to its future aims. Additional information will be obtained by making spot checks of program progress. Staff, children, their parents and others likely to have relevant information will be periodically contacted. This information also will be reviewed, analyzed and reported back to the program administrators.

V. RESOURCES

A. Implementing Agencies

1. Organizational Relationships and Functions

The Board of Commissioners of Escambia will have ultimate responsibility for and authority over all aspects of this program. It will delegate fiscal, coordination, monitoring and evaluation responsibilities to the Intergovernmental Program Office. IPO is the joint office of the City of Pensacola and the County of Escambia created by interlocal agreement between the two local governments. General administrative responsibilities for specific program components will be carried by the new Escambia Department of Child Services, the Escambia School Board and the Florida Division of Youth Services.

a. Escambia Department of Child Services

As previously stated, the Department of Child Services is not yet in existence, but is expected to be established shortly. Upon its creation, it will assume all administrative duties presently performed by the Juvenile Court's Advisory Board. The Department, thus, will be responsible for the administration of Youth Harbor, except as qualified above with respect to the new detention program. In addition, the Department of Child Services will take charge of the operation of the new detention center upon its construction.

The Department will administer three of the new nonsecure detention programs. These are the two Group Custody Centers, Intensive Community Monitoring and Volunteer Services. It also will help to set up and carry out the proposed training programs.

b. Intergovernmental Program Office

IPO will perform a number of discrete tasks in connection with the proposed juvenile justice programs.

These duties include:

- Coordination. IPO will be responsible for obtaining the cooperation of other local units of government, such as the County Clerk, the County Civil Service Board, the Pensacola Police Department and various other city agencies, in implementing the new programs. To the same end, it also will facilitate cooperative relations between the Division of Youth Services, the Board of Education and the Department of Child Services; between these agencies and the citizens' advisory committees assigned to their respective programs; and between juvenile justice agencies in Escambia/Pensacola and Santa Rosa.
- Impact evaluation. IPO will conduct the impact evaluation of all new programs and on the basis of these assessments will develop recommendations regarding these programs to the Board of County Commissioners.

- Operations accountability. IPO will conduct the operations assessment component of the evaluation. Information obtain through this type of assessment will be included in the data used to develop policy recommendations submitted to the Board of Commissioners.
- Fiscal accountability. IPO will monitor the expenditure of funds received under this application to insure compliance with all conditions and terms of the grant.
- Community involvement. IPO will facilitate community understanding and acceptance of the new programs. As a means to this end, it will recommend to the Board of Commissioners that a number of citizens committees be appointed to advise and monitor the various component programs. IPO will inform the membership of these committees of their duties, the goals of the programs and so forth, and will routinely collect, analyze and pass on their comments to the appropriate program administrators. IPO will also establish working relations with other community organizations, particularly the organized bar, civic groups, and neighborhood councils in a position to provide special assistance to the program.
- Funding. IPO will identify appropriate sources of federal funds; and will solicit their financial assistance in defraying both program and construction costs. In so doing,

it will negotiate with appropriate regional, state and federal agencies. It also will cooperate with and assist agencies, organizations, groups and individuals in raising local contributions from both public and private sources.

- Program development and needs assessment. IPO will engage in an on-going process of identifying, assessing and establishing priorities among the needs and deficiencies of the Escambia/Pensacola region's juvenile justice system. It will take the lead in developing a comprehensive plan of action for coping with these problems, including the preparation of action program proposals. IPO also will screen and coordinate all other program proposals regarding the juvenile justice system in the Escambia/Pensacola region.
- Training and education. IPO will develop and participate in the implementation of the orientation and inservice training of juvenile justice agency staff, volunteers and householders. It also will work with local colleges and universities in designing special curricula for the continued advanced education of these personnel.

c. Division of Youth Services

The Division will directly administer the new Intake Program. In addition, of course, it will continue its regular responsibilities for children being processed through intake and while on probation except as these are modified by the new duties assigned to the Board of Education and the Department of Child Services in connection with the new program. The Division also will assist in the training of staff and ancillary personnel.

d. Escambia School Board

The School Board through the Beggs Educational Center will administer the detention program, initially within Youth Harbor, but eventually within the new detention center. Beggs Center's responsibility will not include care and custody of the children in detention. These will be the duties of the Escambia Department of Child Services. The School Board, again through its operational arm, the Beggs Educational Center, also will conduct the Supervised Activities Center program. Beggs staff will be responsible for not only the evaluation and education of children assigned to the Center's program, but also for their care and custody while under Beggs Staff's supervision. In the case of children simultaneously placed in a second nonsecure program, such as a Group Custody Center or Intensive Community

Monitoring, the staff of these other programs will be responsible for their supervision and care during the night and other times when the children are not participating in the Supervised Activities Center program.

The School Board and its agency, the Beggs Center, will administer the Enriched Probation program. It will be responsible for the probationers' rehabilitation, a responsibility which it will share with the Probation Department of the Division of Youth Services. Beggs Center also will have the duty of caring for the probationers' welfare and custody during the times they are participating in the program.

Beggs staff will participate with staff of other agencies in designing and carrying out the training program.

2. Qualifications and Facilities

a. The Escambia Department of Child Services

As previously indicated, this agency will be a new unit within the Escambia County Government. Its director has not yet been appointed. He will, however, be a competent administrator with experience in the handling of delinquent youth, as is described in section B following.

b. Intergovernmental Program Office

This agency was created in 1971. Its staff

is highly competent in the area of social program planning, including criminal justice planning. This staff also has had substantial experience coordinating local units of government, in developing federal funding, and in initiating innovative projects.

c. The Division of Youth Services

The Division is staffed with skilled and dedicated counselors, and is led by experienced administrators. The Division's regional supervisor for Escambia has worked closely with our planning project staff during the later stages of the planning process and thus is fully familiar with the proposed programs. In addition, he is uniquely qualified to administer the new intake program, having been the principal draftsman of the Division's new intake regulations.

d. Escambia School Board

For the past several years, the Beggs Educational Center has conducted a pilot vocational education program for the youth of Escambia and Pensacola. It has assembled a highly skilled, experienced and dedicated staff whose special competencies are in dealing with youngsters likely to find their way into the juvenile justice system. The Center is located in substantial quarters with adequate space, appropriate vocational training, equipment and a sufficient supply of training materials. In addition, it is equipped with, and

its staff are trained to use special diagnostic scales, tests and programmed instruction machines.

The Beggs Center is largely supported by local public funds. However, it also has received several U. S. Office of Education grants.

B. Staff and Consultants

1. Staff

a. Program Coordinator

Robert A. Miller, Coordinator of Justice Programs for the Intergovernmental Program Office, will be the Program Coordinator. Mr. Miller will be responsible for all of the duties described above in connection with IPO's responsibilities. He will spend approximately 25% of his time on this program.

Mr. Miller currently is the director of our juvenile justice planning program. Previous to this assignment, he was the Escambia Juvenile Court's Chief Counselor.

b. Director of the Department of Child Services

The director of Child Services has not yet been named. It is expected, however, that he will have had substantial experience as an administrator of programs for delinquent youth. Preferably, he will have had experience in both institutional and nonsecure, community-based programs.

He also will have an advanced degree in an appropriate discipline such as social work, sociology, law, or social psychology, or the experience equivalent to such a degree.

In addition to administrative skills, the director will be abreast of current developments in the field of delinquency prevention and control and will be innovative in his approach to coping with problems impeding the administration of juvenile justice. He will be capable of working well with persons with different professional backgrounds from his own, in dealing with community groups, and in relating effectively with delinquent children and their families.

Further, because the director for Child Services also will be responsible for supervising the detention aides in the Intensive Community Monitoring program, he must be familiar with the New Careers field. Preferably, he will have worked with paraprofessionals himself and understand the contributions to service agencies which staff lacking conventional credentials are capable of making. He must feel comfortable dealing with people from widely diverse socio-economic, cultural and racial backgrounds.

The director will be responsible for the duties assigned to the Department of Child Services, as described in earlier sections of this application. He will be employed full time.

2. Consultants

a. Blackstone Associates

Blackstone Associates, a firm based in Washington, D.C. will be the principal program consultant.

The President of Blackstone Associates is Richardson White, Jr. Mr. White's resume' is attached. He will provide assistance in the following areas:

- All aspects of agency coordination, but in particular, those which pertain to the interrelationships of the agencies responsible for individual program components and the relations between those agencies and the community;
- the design (but not the implementation) of the impact evaluation;
- all phases of the construction and administration of the operations accountability system;
- community involvement, where appropriate;
- all aspects of program development and needs assessment; and
- in preparing and carrying out selected segments of the orientation and inservice training program.

b. Legal Resources, Inc.

Legal Resources, Inc. also located in Washington,

D. C. also will assist IPO and program staff in the legally-related aspects of the project, budget and financial matters and federal coordination. Its special areas of concentration will be:

- To provide assistance in drafting the novel legal mechanisms to be utilized by the project; these include interlocal agreements; formalized cooperative relationships between units of local government and state and federal agencies and the governmental center;
- to assist in certain community development aspects of the program with respect to the organized Bar; design and implementation of a volunteer attorney program for juveniles;
- fiscal and budgetary assistance vis a vis federal program funding sources and matching requirements;
- to take the lead in assisting IPO in identifying and negotiating with federal agencies to obtain financial support for allied programs such as those available from the Departments of Labor, HEW, Office of Economic Opportunity, LEAA, etc.; and
- assist IPO in the intricate negotiations for Title IV A supplemental funding for both program and construction aspects and in designing the state's first third party contract with the Division of Youth Services under IV A.

Legal Resources, Inc. will assign James Feldesman to this program. He will assist Mr. White of Blackstone Associates in all aspects of this assignment, but will concentrate his efforts in the areas just mentioned. Mr. Feldesman's resume is attached.

c. University of West Florida

Dr. Frances Dunham, Professor of Psychology, University of West Florida, will conduct the impact evaluation. Dr. Dunham's resume is attached.

d. University of Georgia

The Institute for Governmental Affairs, Corrections Division, will assist in designing and carrying out the initial orientation program. It will make a preliminary site visit to assess our training needs, and to help develop the program. Thereafter, it will participate in the actual training. Upon completion of the orientation, the consultant will present an evaluation of the session and recommendations regarding future training needs.

FOOTNOTES

1. Application for a discretionary grant, Correctional Center Development, submitted April, 1971. LEAA approved the application effective July 1, 1971.
2. Youth Harbor has beds for 48 children. Its daily population for one month averaged 53, and during one day of that month, the facility held 60 youngsters.
3. Scherer, J. H., "The Professional and the Volunteer in Probation: An Emerging Relationship," *Federal Probation*, (June 1970). See also Office of Juvenile Delinquency and Youth Development, Volunteer Programs in Courts Collected Papers on Productive Programs, Social and Rehabilitation Service, U. S. Department of Health, Education and Welfare (1969).
4. Gartner, A., Paraprofessionals and their Performance: A Survey of Education, Health and Social Service Programs, New York: Praeger (1971).
5. See Appendix A for a listing of the Task Force's membership.
6. "U.S. to Aid and Cities in Fight on Crime," New York Times (January 14, 1972) p.8.

JUVENILE DETENTION FACILITY TASK FORCE

Committee Assigned

NAME

- S. F. 1. Joe Harrell, Attorney at Law (Member Gov't Complex Comm)
201 East Government Street 32501
432-7723 (Bus)
- F. 2. Nathan Kahn (Downtown businessman)
Ordon's, Inc.
201 S. Palafox St. 32501
438-4931 (Bus)
- B. 3. Dr. Barkley Beidelman (Physician - Juv. Ct. Advisory Board)
Medical Center Clinic
1750 N. Palafox St. 32501
432-1271 (Bus)
- B. 4. Stewart Morrison, AIA (Architect)
Look & Morrison
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- A. 5. Dan Krumel, Exec. Director (Planner)
Escambia-Santa Rosa Regional
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803 N. Palafox 32501
434-1027 (Bus)
- F. 6. Carl Mertins, Pres (Banker)
First Bank & Trust Co.
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433-0271 (Bus)
- B. 7. William Northrup (Engineer-Industry)
St. Regis Paper Co.
Cantonment, Fla. 32533
968-2121 (Bus)
- F. P. 8. Mrs. Betty Nickinson (Former member, JCAB;
Division of Family
Services Volunteer
Coordinator)
314 N. Spring Street 32501
434-0238 (Bus)
- S. 9. Eugene Elebash (Downtown Businessman-
City Councilman)
Elebash Jewelry
19 S. Palafox Street 32501
432-5136 (Bus)
- 10. James Coe (Downtown Businessman
Pres., Downtown Development)
Pensacola Hardware
20 E. Gregory Street 32501
438-3186 (Bus)
- O., P. 11. Mrs. Barbara Martin (Chairman, Juvenile Court
Advisory Board)
NAS - Research Dept. 32508
452-2541 (Bus)
- A., P. 12. Miss Evalyn Weller (Formerly with H. E. W.
Social Welfare Prof.)
University of West Florida 32504
476-9500, Ext. 291 (Bus)
Home: 2525 N. Yates St.
- S. 13. Peter DeVries (Planner)
City of Pensacola
330 S. Jefferson St. 32501
432-1211 (Bus)
- P. A. 14. Mrs. Nathaniel Dedmond (CAP, Juvenile Court
Advisory Board)
Executive Director
Community Action Program
133 W. Intendencia St. 32501
438-4021 (Bus)

Juvenile Detention Facility Task Force
Page 2

Committee Assigned	Name	
O., P.	15. Sister Lucita, Director Catholic Charities Bureau 218 E. Government Street 32501 438-8564 (Bus)	(Social Worker, Family Counseling Agency)
O.	16. Gen. Henry C. Lane, Chairman Board of County Commissioners Room 311, Courthouse Annex 32501 438-1411 (Bus)	(Task Force-Chmn, County Commissioners)
A., P.	17. Robert A. Miller, ACSW Chief Counselor Court of Record, Juvenile Div. P. O. Box 12280 32502 438-9663 (Bus)	(Juvenile Court Administration)
P.	18. Dr. Morris Eaddy, Director Community Mental Health Center 1201 W. Hernandez St. 32501 433-3081 (Bus)	(Psychologist, Mental Health Administrator-- Kairos Halfway House Bd)
P.	19. Dr. Ramon Oldenburg University of West Florida 32504 47609500 Ext. 291 (Bus) <i>CH. AR. L. D. R.</i>	(Sociology Prof. Juv. Ct. Advisory Board Kairos Halfway House Bd)
P.	20. Larry Duer District Supervisor Division of Family Services 314 N. Spring Street 434-0238 (Bus)	(Social Worker)
P.	*21. Harold Hicks Guidance Counselor Washington High School 30 East Texar Drive 32501 431-8406 (Bus)	(School Guidance Counselor)
P.	22. Hon. Theodore F. Bruno Judge, Court of Record Juvenile Division Post Office Box 12280 32502 432-3767 (Bus)	(Judge, Juvenile Division)
P.	23. Hon. Joseph M. Crowell Judge, Court of Record Juvenile Division Post Office Box 12280 432-4073 (Bus)	(Judge, Juvenile Division)
P.	24. Dr. Robert Dorsey Administrator Beggs Educational Center 600 West Strong Street 32501 434-2351 (Bus)	(School Psychologist Administrator of Special Drop-out Prevention Program)
P.	*25. Michael McRoy 253 Morris Court 438-7200 (Res)	(Member, CAP Youth Council)
P.	26. Edward M. Carp Superintendent, Youth Harbor Rt. 3, Box 127, Pensacola 32504 476-2576	(Detention Home Administrator)

Key for Committee Assignments

O--Problem Analysis and Obstacles:

S--Site

B--Facility Building

F--Matching Funds

A--Application to Tallahassee

P--Program Planning and Review

APPENDIX B

JUVENILE DETENTION FACILITY TASK FORCE PROGRAM COMMITTEE MEMBERSHIP

CHAIRMAN:

Honorable Joseph M. Crowell, Judge
Court of Record, Juvenile Division
P. O. Box 12280

LAW ENFORCEMENT COMMITTEE:

Chairman:

Ken Gless, Chief Investigator
Public Defender's Office
210 S. Palafox Street 32501
438-1633

Dr. Jack Davies, Chairman
Faculty of Sociology
University of W. Florida 32504
476-9500

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Escambia County Sheriff Office
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433-8371

E. H. McCrory, Lieutenant
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432-1211

John Millard, Deputy
Escambia County Sheriff's Office
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433-8371

David Neal, Deputy
Escambia County Sheriff's Office
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433-8371

S. N. Reeves, Patrolman
Pensacola Police Department
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432-1211

RESIDENTIAL CARE SUBCOMMITTEE:

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Division of Faculty Services
P. O. Box 1964 32502
434-0238

Sister Lucita, Director
Catholic Charities Bureau
218 E. Government Street 32501
438-8564

Betty Nickinson, Volunteer Coordinator
Division of Family Services
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University of W. Florida 32501
476-9500

Tom Standley, Intake Supervisor
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VOLUNTEER & PARAPROFESSIONAL SUBCOMMITTEE:

Previous
Chairman:

Evelyn Weller, ACSW
2525 N. Yates 32503
434-2496

Sybil Dedmond, Exec. Director
Community Action Program
133 W. Intendencia Street 32501

New Chairman:

Rev. Richard H. Cobbs
St. Christopher's Episcopal Church
3200 N. 12th Avenue
Pensacola, Florida 32503
433-0074

Betty Nickinson, Volunteer Coordinator
Division of Family Services
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Frances Walker, Intake Counselor
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438-9663

George Stedman, District Supervisor
Division of Youth Services
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438-9663

DETENTION, DAY CARE, INTENSIVE SUPERVISION & PROBATION ENRICHMENT SUBCOMMITTEE:

Chairman:

Dr. Robert Dorsey
Beggs Educational Center
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434-2351

Barbara Martin
NAS - Research Department 32508
452-2541

Edward M. Carp, Superintendent
Youth Harbor
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476-2576

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476-9500

Dr. Morris Eaddy, Director
Community Architect Health Center
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433-3081

(2 students) Beggs Educational Center
600 W. Strong Street 32501
434-2351

MEMBERS AT LARGE

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Martin Cox, Regional Director
Bureau of Field Service
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Board of County Commissioners
P. O. Box 1111 32502
438-1411

Richardson White, Jr.
Blackstone Associates
2800 Ontario Rd., N. W.
Washington, D. C. 20009

Earl Barrett, Assistant Dist. Supervisor
Division of Youth Services
P. O. Box 2337
438-9663

I. COMMUNITY SERVICES FOR YOUTH

A. A. U. W.

"Special project" funds annually - personal request for money for special school, etc.

AMERICAN RED CROSS, PENSACOLA CHAPTER

First Aid, Swimming classes, R. C. Youth, Volunteer Program for service in hospital, clinic and schools.

AL-TEEN -

Service for children of alcoholic parents

BEGGS EDUCATIONAL CENTER

Individualized education - emphasis on special interest, abilities and performance.

BUREAU OF EMPLOYMENT SERVICE

Jobs for Youth Employment Counseling, Job Corp, Job training referral agency

CANTONMENT ROTARY CLUB

Little League Baseball

CATHOLIC CHARITIES

Foster Homes, Unmarried mothers, Family Counseling, Crisis Assistance.

COOPERATIVE EXTENSION SERVICE

Home demonstration, 4H Clubs, etc.

CHILDREN'S HOME SOCIETY

Adoption, counseling for unwed mothers

COMMUNITY ACTION PROGRAM

Neighborhood Youth Corps
Special Summer Youth Programs

COMMUNITY MENTAL HEALTH CENTER

Evaluation
Treatment
Crisis
Counseling

BOYS CLUB OF ESCAMBIA, INC.

Physical and Character development

DIVISION OF FAMILY SERVICES

Foster Homes

DAY CARE CENTER ASSOCIATION -

Child care during day light hours.

DIVISION OF VOCATIONAL REHABILITATION

Guidance in choice of vocation for handicapped training for vocation aid in securing jobs.

Community Services for Youth
Page 2.

ESCAMBIA COUNTY ASSOCIATION FOR RETARDED CHILDREN

Service for all retardates - Peter Pan School, Petree Center

ESCAMBIA COUNTY HEALTH DEPARTMENT

Dental Services	Ringworm
Clinics	Planned Parenthood
Immunization	Well Child Clinic
V. D.	Health Education
TB	

UNIVERSITY HOSPITAL AND OUT PATIENT CLINIC

Clinics
Medical Treatment
Emergency Room

ESCAMBIA RESIDENCES, INC.

Group home for girls

EXCHANGE CLUB OF NORTH PENSACOLA

Camp at Salvation Army Camp for needy.

GULF COAST COUNCIL BOY SCOUTS OF AMERICA

Educational program with emphasis on character development

HAPPY SANDS

Summer Camp for indigent children

HEAD STOP

referral agency for drug users.

KAIROS HOUSE

Group home for boys

LIONS CLUB

Sight conservation program - Eye examination's and glasses.

LEARNING DISABILITIES CLINIC

Prescribe treatment
Administer treatment

NEIGHBORHOOD YOUTH CORPS

Training programs for school drop outs and unemployed youths

NINETY AND NINE RANCH

Home for Boys

NORTHWEST FLORIDA CRIPPLED CHILDREN'S ASSOCIATION

Aids children whose condition can be helped

OPTIMIST CLUB OF PENSACOLA, INC. /

County Boys football program

Community Services for Youth
Page 3

PARKS AND RECREATION DEPARTMENT, CITY OF PENSACOLA

Cultural, social and physical recreational activity programs.

PENSACOLA ART CENTER

Classes, Lectures and films

PENSACOLA CIVITAN CLUB

Little League Baseball

PENSACOLA JUNIOR COLLEGE

Dental program to aid indigent children. Hair dresser and barber school gives service by request to needy.

PENSACOLA YMCA

Character development & recreation program

PILOT CLUB

Dental Clinic, treatment and instruction.

PUPIL PERSONNEL SERVICES OF ESCAMBIA COUNTY SCHOOL BOARD

Health Services & Medical Guidance Counseling Psychological Service Testing. Any school problem.

SPECIAL EDUCATION OF ESCAMBIA COUNTY BOARD OF EDUCATION

Speech, Hearing, Motor and visually handicapped. Learning disabilities.

SALVATION ARMY

Youth recreation, Religious programs, Camps, Homes for unwed mothers.

UNITED CEREBRAL PALSY OF NORTHWEST FLORIDA

Treatment and training of handicapped.

Y. W. C. A.

Youth programs, swimming, camps, Y-Teens

(These criteria are applicable only to children taken into custody and referred to Court on complaint of law violation or as being a Child in Need of Supervision)

Child's Name	File No.
Birthdate	Charge Date

A. RELEASE TO PARENTS' CUSTODY

1. The child can be safely returned home pending his Court appearance.
 - a. At least one parent is present who is willing and able to take the child home and to return him to Court as required, and the child agrees to return home and to cooperate with his parent (s), and none of the reasons (listed below) for detention or custody in a nonsecure program exist.

B. PLACEMENT IN SUPERVISED ACTIVITY CENTER (DAYTIME ONLY)

1. The child will probably present some danger to the community (commit a law violation during daytime hours only) before he returns to Court.
 - a. The child has two prior referrals for law violations, or one such referral within three months, excluding those dismissed; or
 - b. The child is presently on probation or on furlough from the training school.
2. The child will probably present some danger to himself (during daytime hours only) before he returns to Court.
 - a. The child is a persistent truant from school; or
 - b. He is suspended from school, or not enrolled in school and is unemployed, and the home does not provide adequate day supervision; or
 - c. His actions or reactions indicate a possible mental or emotional condition requiring diagnosis.

C. INDIVIDUAL RESIDENTIAL CUSTODY

1. The child will probably present some danger to himself before he returns to Court.
 - a. The child's own home provides insufficient supervision, is neglectful, or abusive, and the child does not require the relatively structured activity provided in an agency group home, or he can better adjust to the relatively intense personal contacts characteristic of a home situation.

D. PLACEMENT IN GROUP CUSTODY CENTER

1. The child will probably present some danger either to himself or to the community before he returns to Court.
 - a. The child's own home provides insufficient supervision, is neglectful, or abusive, and the child requires more structured activity than is provided in a foster home, or he can better adjust to the relatively intense personal contacts characteristic of a foster home.
2. The child will probably present some danger to himself before he returns to Court.
 - a. The child has run away either from his own home or a substitute home
 - b. His present emotional state indicates that he will probably evade return to Court.

PENDING ADJUDICATION OF DELINQUENCY

(These criteria are applicable only to children taken into custody and referred to Court on complaint of law violation or as being a Child in Need of Supervision.)

Child's Name

File No.

Birthdate

A. RELEASE TO PARENTS' CUSTODY

The child can be safely returned home pending his Court appearance.

- a. At least one parent is present who is willing and able to take the child home and to return him to Court as required, and the child agrees to return home and to cooperate with his parents (s), and none of the reasons (listed below) for detention or custody in a nonsecure program exist.

B. PLACEMENT IN DAYCARE

The child is likely to be of some danger to the community (commit a law violation) before he returns to Court.

- a. The child has two prior referral for law violations, or one such referral within three months, excluding those dismissed; or
- b. The child is presently on probation or on furlough from the training school.

The child is likely to be a danger to himself before he returns to Court.

- a. The child is a persistent truant from school; or
- b. He is suspended from school, or not enrolled in school and is unemployed; or
- c. His actions or reactions indicate a possible mental or emotional condition requiring diagnosis.

C. PLACEMENT IN A FOSTER HOME

The child is likely to be a danger to himself before he returns to Court.

- a. The child's own home provides insufficient supervision, is neglectful, or abusive, and the child does not require the relatively structured activity provided in an agency group home, or he can better adjust to the relatively intense personal contacts characteristic of a home situation.

D. PLACEMENT IN AN AGENCY GROUP HOME

The child is likely to be a danger either to himself or to the community before he returns to Court.

- a. The child's own home provides insufficient supervision, is neglectful, or abusive, and the child requires more structured activity than is provided in a foster home, or he can better adjust to the relatively intense personal contacts characteristic of a foster home.

E. PLACEMENT IN DETENTION

The child is likely to be a serious danger to the community (commit a major law violation) before he returns to Court.

- a. The child has two or more prior adjudications for serious law violations, or one such adjudication within three months, and his present alleged law violation is serious;

- b. He is presently on probation or furlough from the training school and his present alleged law violation is serious; or
- c. His emotional state, actions or attitude indicate that he is likely to commit a serious law violation.

The child is likely to be a danger to himself before he returns to Court.

- a. The child's actions or reactions indicate that he is likely to attempt suicide or to seriously injure himself; or
- b. His past behavior indicates that he is likely to commit a law violation which is dangerous to himself (for example, involving drugs, alcohol or promiscuous sexual activity); or
- c. Due to his own actions, the child on one or more prior occasions has failed to return to Court; or
- d. His present emotional state indicates that he is unlikely to return to Court; or
- e. The child deliberately refuses to accept controls either in his own home or in a nonsecure program for the temporary care and custody of children; or
- f. He has engaged in a pattern of ungovernable in such non-secure program; or
- g. He has run away from such nonsecure program, or from his own home.

The community is likely to be a serious danger to the child before he returns to Court.

- a. The reaction of the child's family or community to his present alleged law violation constitutes a serious threat to his physical safety.

F. PLACEMENT IN INTENSIVE SUPERVISION OR CAUSING TO REPORT FOR DETENTION HEARING

There is a probability that the child constitutes a danger to the community or to himself before he returns to Court.

- a. There is some reason to believe that the child's family is unable to provide him with adequate care, custody and supervision; or
- b. There is some reason to believe that the child will commit a serious law violation or will continue prohibited behavior patterns (CINS); or
- c. The child is an occasional truant from school; or
- d. On one or more occasions, he has failed to keep agency appointments as required by the Court.

H.B. For the purpose of these standards a "major" or "serious" law violation is one which if committed by an adult would be a felony (property loss of \$100 or more) or which causes physical injury to the victim.

Actual Action Taken:

1. Released to custody of parents
2. Placed in Youth Harbor
3. Placed in County Jail

INSTRUCTIONS FOR USING DIFFERENTIAL CUSTODY FORM

- I. Interview child, parents, and officer at the station at time of arrest, if possible.
- II. If child is released by phone
 - A. Request officer to instruct the parents to bring the child to juvenile court the next court day at 8:30 for intake and interview
 - B. List parent and child
 - 1. Give to receptionist at juvenile court first thing in the A.M.
 - C. If child is held and not interviewed, request officer to instruct parents to be at juvenile court next court day.
- III. Fill out criteria form
 - a. fill in name and age of child
 - b. phone no.
 - c. After evaluating information determine which future program will be used for each child
 - 1. Circle capital letter that describes program
 - 2. Check the small letters that describe the reason for choice of placement
 - 3. Circle number that describes actual action taken.

INSTRUCTIONS FOR USING DIFFERENTIAL CUSTODY FORM - JUDGES

- I. Each child is to be reviewed by the judges as if coming in for a detention hearing.
- II. Using the information available at the time of your first contact with the child on this referral, please indicate.
 1. In which of the prospective programs you would place the child - if any.
 2. The actual decision made
 3. Indicating in the following manner.
 - a. Circle capital letter that describes program
 - b. Check small letters that describe the reason for choice of placement
 - c. Circle number that describes actual action taken

APPENDIX E

DETENTION RESEARCH

Research during this planning project was carried out in two segments--the first was prior to the beginning of the project and reported detention practices at that time, the second was a survey of one month's referrals to court during the project and resulted in estimates of future detention practices once the planned programs become operational.

Preliminary Study

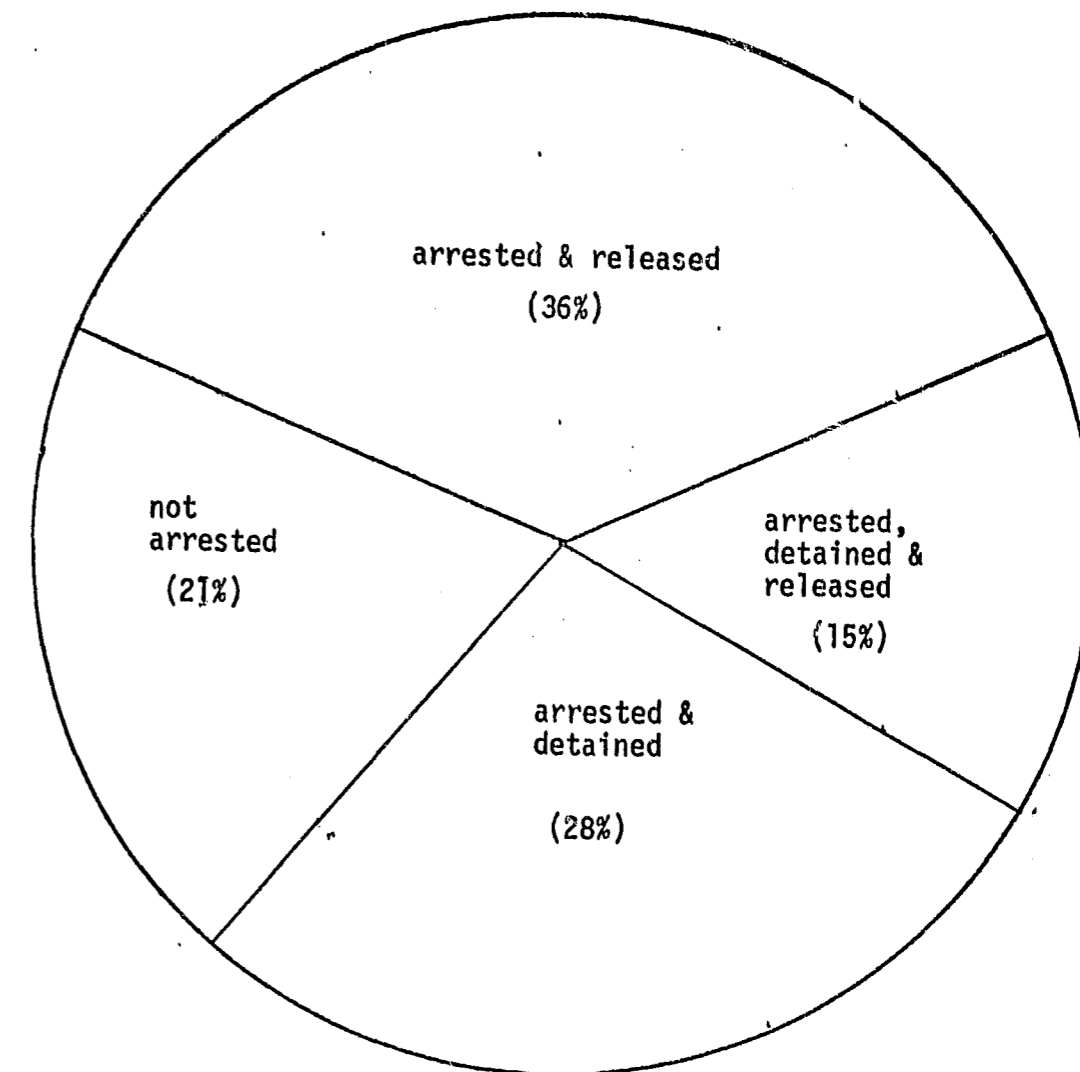
These data were compiled from delinquency type complaints filed with the Juvenile Division, Court of Record, during the month of January, 1971. A total of 182 complaints were received during this period. It should be noted that this is slightly below the average number of complaints received per month for the calendar year 1970 (220). Table 1 represents the source of referral for the various complaints received.

TABLE 1--SOURCE OF REFERRAL, JANUARY, 1971

Source	Number	Per Cent
Sheriff's Department	75	41.2
Police Department	37	20.3
School System	30	16.5
Counselor	28	15.4
Youth Harbor	5	2.7
Other	7	3.8
Total	182	100

Of those 182 complaints received, 143 were taken into custody (arrested); 66 of these were released and 77 detained. Of those detained 27 were subsequently released by a judge at a detention hearing, however six were also picked up on order of the judge and detained who had not been originally detained. Graph 1 depicts the method of handling for the referrals from all sources.

GRAPH 1--METHOD OF HANDLING
JANUARY REFERRALS



Differences were noted among the sources of referral in methods of handling. For example, the city police had taken into custody all of their referrals and had released 70 per cent prior to referral, whereas the sheriff's department had only taken into custody 83 per cent and released only 44 per cent. Table 2 shows the place of detention and subsequent disposition of those who were initially detained. It should be noted that the common practice was to detain most children initially in either the city or county jail until a detention review hearing at which time they were transferred or released by judicial order. Thus, while the average length of stay for all children detained was 13.2 days, most children in jail stayed only one or two days,

with the exception of those nine children either retained or transferred into the county jail.

TABLE 2--PLACE OF INITIAL DETENTION AND DISPOSITION
AT DETENTION HEARING OF
JANUARY REFERRALS

Facility	Disposition	Total Admission		Disposition	
		Number	Proportion	Number	Proportion
County Jail		54	.701		
	Released			24	.444
	Trans. to Youth Harbor			22	.407
	Retained			.8	.148
				<u>54</u>	<u>.999</u>
City Jail		10	.130		
	Released			2	.200
	Trans. to Youth Harbor			7	.700
	Trans. to County Jail			1	.100
				<u>10</u>	<u>1.000</u>
Youth Harbor		13	.169		
	Released			1	.077
	Retained			12	.923
				<u>13</u>	<u>1.000</u>
		<u>77</u>	<u>1.000</u>		

Table 3 shows the distribution of the length of stay as has been previously described, and includes all places of detention for those transferred.

TABLE 3--LENGTH OF STAY
OF JANUARY REFERRALS

Number of Days	Number of Children	Proportion
One to three	27	.329
four to seven	7	.085
eight to fourteen	15	.183
fifteen to twenty-one	14	.171
twenty-two to thirty	13	.159
over thirty	6	.073
	<u>82</u>	<u>1.000</u>

The total number reflects additional children detained upon order of the judge. The extended length of stay for several children reflects time

spent in detention pending transfer to an institution.

Table 4 presents the age and sex characteristics of the detained population and the total referrals. An examination of the proportions given reveals that exactly the same proportion of males were in the detained population as were in the total referral population. There was a difference, however

TABLE 4--CHARACTERISTICS OF REFERRALS AND DETAINEES
JANUARY, 1971

Age	Detained Population						Referred Population					
	Male		Female		Total		Male		Female		Total	
	No.	Prop.	No.	Prop.	No.	Prop.	No.	Prop.	No.	Prop.	No.	Prop.
16	17	.205	4	.048	21	.253	37	.203	7	.039	44	.242
15	21	.253	2	.024	23	.277	30	.165	9	.049	39	.214
14	16	.193	12	.145	28	.338	35	.192	15	.082	50	.275
13	6	.072	2	.024	8	.096	16	.088	9	.049	25	.137
12	1	.012	0	.000	1	.012	9	.049	2	.011	11	.060
11	0	.000	1	.012	1	.012	4	.022	2	.011	6	.033
10	1	.012	0	.000	1	.012	5	.028	1	.006	6	.033
9	0	.000	0	.000	0	.000	0	.000	1	.006	1	.006
Tot.	62	.747	21	.253	83	1.000	136	.747	46	.253	182	1.000

in the age groupings, with a demonstrated tendency to detain older children, particularly the fourteen year old female and the fifteen year old male, and a tendency to release the younger children.

Project Survey

This study was carried out utilizing the delinquency referrals to the juvenile court for the month of August, 1971. The intent of the study was to obtain data on which to base estimates of the numbers of children who might be placed in the planned programs, both immediately and projected into the future. The sample included all known referrals to the court during the month of August, however only those who were presented for a consideration

of detention were interviewed by the staff. Descriptive data on the others was recorded for comparative purposes.

The study had been deemed necessary because a review of the files and of previous detention practices had revealed that (a) there was insufficient information in the files concerning reasons for detention, (b) detention practices varied considerably from individual to individual and from time to time, (c) there had been no established and utilized written criteria for detention decisions. Counselors and youth aid officers customarily made the initial determination of detention, which was generally accomplished over the telephone, especially at night or during the weekend. A detention hearing was held by the judge the day following detention, excluding weekends and holidays. Because of the minimum security and open rural setting of the largest detention facility, Youth Harbor, there was a tendency to detain more children and to allow longer periods of detention. Specifically there were 872 admissions to Youth Harbor in calendar year 1970, and the average length of stay was around 16 days. Staff limitations and distance of Youth Harbor from the law enforcement agencies dictated the initial confinement of most children in jail and later transfer to Youth Harbor following the detention hearing. A lack of security features at Youth Harbor made it necessary to hold some children in jail for the full term of their detention.

The staff and consultants determined the necessity of a research study on which to base projected populations. Time limitations dictated that the study could only be carried out for one month, thus rendering the data susceptible to seasonal and cyclical changes. In any event, it was felt that the study would be a more valid base than past records. The first step was to develop a set of hypothetical admission criteria (See Appendix B), for these programs, and secondly to review these criteria with the judges to

ensure their practical acceptance. The criteria were then modified into a checklist to be applied at the time of each new detention decision. (See Appendix C) Overtime pay was provided the staff so that they might interview each child, his parents and the arresting officer at the time the child is presented for a detention decision. The checklist was then filled out and the decision of the counselor to place the child in any one of the theoretically alternative decisions was indicated. Also recorded was the actual detention decision made.

This same process was repeated by the judges at the time of the detention hearing and at which time they filled out a second check sheet indicating into which of the proposed programs they would place the child. They also reviewed the counselor's actual detention decisions. The entire number of referrals to the Court for delinquency during the month of August were screened in this manner. Demographic characteristics were recorded so as to determine the reliability of the results by comparing the sample with average monthly statistics of the court for the previous year. Also profiles of children in each program were developed from these data. Initial review of the data revealed that there had been some errors in decision due in part to the inability of the counselors to have the files accessible to determine the previous history of prior offenders and due in part to a lack of total understanding of the criteria. Corrections were made in these cases. It was also determined that some cases in the sample were not referred within the specific time period and that some of those referred had not been recorded. Therefore, a complete review of the data was initiated in order to improve the validity of the sample.

The sample was then compared with an annual sample to determine if it was a representative sample. Three characteristics were selected for comparison--sex, age and charge. The data were analyzed using the chi square test for the significance of the difference. Table 5 presents the data

TABLE 5--AUGUST REFERRALS AND 1971 DISPOSITIONS
BY SEX

Sex	August Referrals		1971 Dispositions		Total	
	No.	Prop.	No.	Prop.	No.	Prop.
Male	191	.752	1605	.724	1796	.727
Female	63	.248	611	.276	674	.273
Total	253	1.000	2216	1.000	2470	1.000

$\chi^2 = 0.4106; .70 > P > .50$

for the sex characteristic. Data analysis revealed that any differences between the two samples were likely due to chance.

In Table 6 the age distributions of the two samples are presented. From inspection of the proportions it is noted that a greater proportion of the August sample fell in the sixteen or older categories. Statistical

TABLE 6--AUGUST REFERRALS AND 1971 DISPOSITIONS
BY AGE

Age	August Referrals		1971 Dispositions		Total	
	No.	Prop.	No.	Prop.	No.	Prop.
17 & over	16	.063	51	.023	67	.027
16	91	.360	566	.256	657	.267
15	56	.221	585	.265	641	.260
14	32	.142	454	.205	490	.199
13	26	.103	234	.106	260	.106
12	11	.043	135	.061	146	.059
11	7	.028	90	.041	97	.039
10	6	.024	50	.023	56	.023
9	3	.012	23	.010	26	.010
8 & under	1	.004	23	.011	24	.010
Total	253	1.000	2211	1.000	2464	1.000

$\chi^2 = 33.33; P < .001$

analysis of the data revealed a very low probability that this difference was due to chance. The implication for this study of a skewed sample age is dependent upon whether or not age is found to discriminate among

detention placements. This will be considered in a more detailed description of the study sample later.

Table 7 presents the distribution of type of charge for the two samples. It was necessary to group charges for the purpose of analysis. Crime against person includes murder, manslaughter, forcible rape, robbery, and assault. Crime against property includes burglary, auto theft, larceny, and vandalism. Crimes where the defendant is the victim include sex offenses, drug violations and drunkenness. Criminal violation of regulations includes possession of weapons, disorderly conduct and violation of court orders. Delinquency offenses include running away from home, truancy,

TABLE 7--AUGUST REFERRALS AND 1971 DISPOSITIONS BY TYPE OF CHARGE

Type of Charge	August Referrals		1971 Dispositions		Total	
	No.	Prop.	No.	Prop.	No.	Prop.
Crime Against Person	18	.073	127	.056	145	.058
Property	93	.380	710	.315	803	.321
Self	33	.135	229	.102	262	.105
Regulations	11	.045	161	.071	172	.069
Other	21	.086	101	.045	122	.049
Delinquency	<u>69</u>	<u>.282</u>	<u>927</u>	<u>.411</u>	<u>996</u>	<u>.398</u>
Total	245	1.000	2255	1.000	2500	1.000

$\chi^2 = 25.018 \quad P < .001$

possession or consumption of alcohol as a minor, ungovernable and violation of curfew. Compared with the annual sample, the study sample had proportionately more criminal offenses, especially in the property area, and less delinquency referrals. The statistical test revealed this difference to be significant. It is partly accounted for by the fact that no referrals were received from the school system for truancy or

ungovernable behavior during the sample month due to summer school vacation. There were proportionately more runaways in the study sample, but this was not sufficient to offset the lack of school referrals. Implications of these findings will be discussed later.

The study sample was also considerably larger than the average number of cases processed per month for the year. Adjustments for this variance can easily be made however when making projections. As was previously mentioned, several corrections were made in the distribution of referrals into the various detention categories. One of the major changes was the result of a decision of the judges and staff to hold the large number of individuals referred for runaway in a group custody center rather than secure detention. The judges had previously preferred to place them in security to ensure their presence in court and availability for parents who might have to drive a great distance from some other state. Table 8 compares the original sample and distribution with the revised and corrected sample.

TABLE 8--CUSTODY PLACEMENT OF ORIGINAL AND REVISED SAMPLE, AUGUST, 1971

Custody Placement	Original		Revised	
	No.	Pct.	No.	Pct.
Released to Parents	164	69.3	181	71.2
Secure Detention	46	19.4	32	12.3
Group Custody Center	22	9.4	36	14.2
Individual Resid. Cust.	<u>5</u>	<u>2.1</u>	<u>5</u>	<u>2.0</u>
Total	237	100	254	100

The decision to provide full time staff supervision in the group custody center and thereby to accommodate runaways in that facility accounts for the differences in those respective populations.

The slight increase in number of children released to parents reflects cases which were not discovered in the original compilation of data since they had bypassed intake.

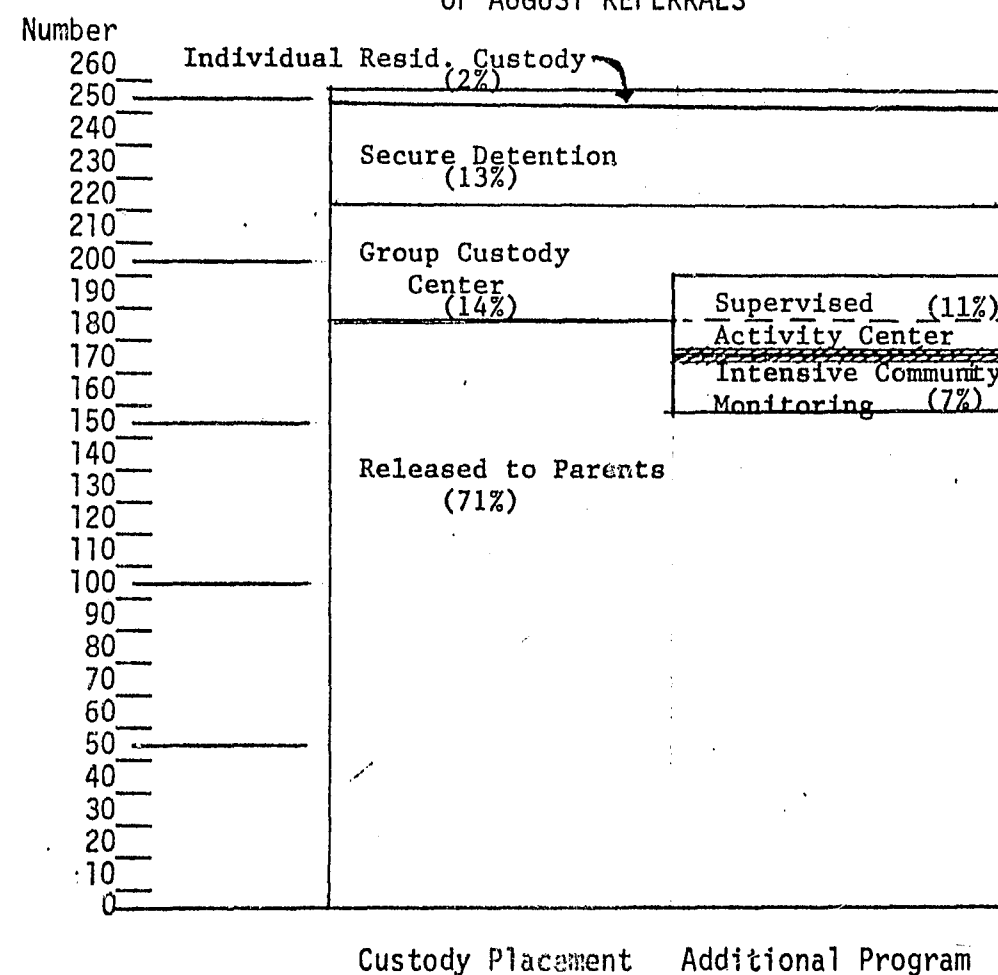
An initial comparison of the checklists completed by the intake counselors with those of the judges revealed that the judges made changes in custody placement on approximately 9% of the cases. Changes in non-custody programs were not counted, neither were placement in custody of children released theoretically by intake since it was reasoned that these children would not actually come before the judge for consideration of detention. The data were initially corrected for misinterpretation of the criteria (primarily a failure to apply the definition of "serious offense" in the case of some placed in secure detention), which reduced the changes to 8%. Further modifications of the distribution resulted from the decision to place runaways in the group custody center, and resulted in a reduction of the change rate to 4%. It should be noted that over three-fourths of the changes made by the judges were in the group custody center category. This was primarily due to a lack of confidence in the prospective ability of this program to hold children as it was originally conceived [the original concept was that of an agency operated group home]. An increased staffing pattern to provide around-the-clock supervision resulted in an upgrading of the program security to a level acceptable to the judges for the placement of runaways and solvent sniffers in the program. Alterations in the data were made, however, for only such children who did not demonstrate any other more serious behavior problems.

The revised distribution presented in Table 8 reflects the intake decisions corrected for minimum changes by the judges. Those who were subsequently released by the judges are included in the program area where they were originally placed by intake. The more careful screening

of referrals due to the study procedures and detention criteria resulted in a sizeable reduction of children unnecessarily detained as measured by changes in the proportion of intake detainees released by the judge at a detention hearing (35% in January and 6% in the August sample).

Graph 2 compares the program placements of the corrected sample with the custody placements. Although a number of combinations were possible, the primary combinations were intensive monitoring and/or supervised activities center with release home and supervised activity center with group custody center. The shaded area between supervised activity center

GRAPH 2--CUSTODY AND PROGRAM PLACEMENTS OF AUGUST REFERRALS



and intensive community monitoring represents an overlap of five cases which would be in the center during the day and monitored at home at night and on Sundays.

Table 9 presents the age distribution for the different custody placements. It was necessary to combine categories for the ages over 15 and under 13 and also to combine the nonsecure detention placements for data analysis. The range for secure detention was 13 through 17, for group custody center was 11 through 17, for individual residential custody was 14 through 16, and for those who remained with their parents was 8 through 17. The data reveal a greater

TABLE 9--CUSTODY PLACEMENT OF AUGUST REFERRALS BY AGE

Age	Secure Det.		Nonsec. Det.		Release		Total	
	No.	Prop.	No.	Prop.	No.	Prop.	No.	Prop.
16 & over	17	.531	13	.317	77	.428	107	.423
15	9	.281	11	.268	36	.200	56	.221
14	2	.063	9	.220	25	.139	36	.142
13	4	.125	6	.146	16	.089	26	.103
12 & under	0	.000	2	.049	26	.144	28	.111
Total	32	1.000	41	1.000	180	1.000	253	1.000

$\chi^2 = 15.504; .10 > P > .05$

proportion of children 15 and over in the secure detention population, a greater proportion of those in the 13-15 age group in the non-secure detention population and a greater proportion of those 12 and under in the population remaining with their parents. These tendencies were not statistically significant, however. Thus, although the sample was previously found to be skewed with respect to age, this would not have a significant effect on the validity of this sample as a base for projection of program capacities. The tendencies displayed in this table do indicate that the skewed sample would tend to yield larger estimated capacities than the annual sample and thus liberal estimates.

Table 10 compares the custody placements by the primary offense or charge for the child, with the primary offense being the most serious in descending order from crime against person to delinquency offenses.. Again it was necessary to combine nonsecure placements and to combine categories of crime against self and violation of criminal regulations with other crimes in order to analyze the data.

TABLE 10--CUSTODY PLACEMENT OF AUGUST REFERRALS BY CHARGE

Charge	Secure Det.		Nonsecure Det.		Release		Total	
	No.	Prop.	No.	Prop.	No.	Prop.	No.	Prop.
Crime Against Person	4	.125	0	.000	14	.081	18	.073
Property	19	.594	6	.146	68	.395	93	.380
Other	6	.187	5	.122	54	.315	65	.265
Delinquency	3	.094	30	.732	36	.209	69	.282
Total	32	1.000	41	1.000	172	1.000	245	1.000

$\chi^2 = 53.710; P < .001$

Several of the categories had an observed distribution that differed noticeably from that expected: children with person or property offenses who were held were more frequently placed in secure detention; fewer children with delinquency charges were released than expected and those held were more frequently placed in nonsecure detention. These findings are consistent with the section of the criteria which provides for placement of individuals with a "serious" charge in secure detention, with the placement of runaways in nonsecure detention and with the finding of a seasonal increase in runaways. Since these differences were statistically significant and the study sample was significantly different from an annual sample, the accuracy of projections based upon the sample is suspect. The direction of error is indicated by examination of

tables seven and ten. The greater proportion of criminal offenses, particularly property offenses, in the sample coupled with a greater proportion of those offenders in the secure detention population indicates that projections based upon the study sample would yield an erroneously high secure detention capacity projection. However, since 78 per cent of those referred for crimes against person or property were released to their parents' custody, the magnitude of error would likely be rather small.

An additional factor necessary in estimating capacities is the length of stay in the detention facilities. One basis for examining this factor was to calculate the average length of stay for those children in the study sample who were scheduled for secure or nonsecure custody by recording the actual number of days they were held and dividing by the number in the program. This yielded an average length of stay for the group custody center of 8.28 days and for secure detention 9.88 days up to the point of disposition. Four children were held beyond disposition for an average of 26 days, bringing the total detention average up to 13.22 days. It was agreed by judges, staff and Division of Youth Services supervisors that children should not, as a general rule, be held longer than four days awaiting transfer to the training school following disposition. Therefore the average detention stay would be reduced to slightly over 10 days. Since those children staying in detention who stay a very short time would not likely be involved in diagnostic activities or the full educational program, it was noted that 38 per cent of the secure admissions and 42 per cent of the nonsecure admissions remained in custody three days or less.

Several other factors were noted but are of minor significance. It was found that 44 per cent of the nonsecure admissions had been previously

detained whereas 66 per cent of the secure detention population had a previous detention record. It was found that the distribution of principal previous charge for those in secure detention very closely corresponded to that for current charges. Also, 53 per cent of the detention admissions were on probation or parole.

Estimated Capacities

The current needs of the various detention alternatives were estimated based upon the study sample. The following formulas were used to calculate the anticipated average daily population and the program capacity needed:

$$\begin{aligned} \text{Correction Factor [for size of sample]} &= \frac{\text{Number of Referrals in 1971}}{12 \times \text{Number of August Referrals}} \\ &= \frac{2255}{12 \times 254} = .7398 \end{aligned}$$

$$\begin{aligned} \text{Child Care Days} &= (\text{Number of Program Referrals in sample}) \times (\text{Correction Factor}) \times (\text{Length of Stay}) + (\text{Av. Mo. C.C. Days for Santa Rosa detention}) \\ &= N (.7398) (14)^* + 33.4 = 10.3572 N + 33.4 \end{aligned}$$

$$\text{Average Daily Population} = \frac{\text{Child Care Days}}{\text{No. days in month}}$$

$$\text{Experienced Overload Factor} = \frac{\text{Maximum Daily Population}}{\text{Average Daily Population}} = 1.66$$

$$\text{Program Capacity Needed} = (\text{Average Daily Pop.}) \times (\text{Exper. Overload Fact.})$$

*Although the length of stay for the sample was less, a maximum average length of stay was chosen to allow for additional error margin in possibly underestimating the capacities.

Table 11 presents the data for the planned programs. Two additional adjustments were included in the estimated average monthly admissions; other than the Correction Factor: the computation for Intensive community monitoring was doubled since it was felt that lack of understanding of this program resulted in too small of a sample distribution; the computation for Supervised Activity Center includes an additional 21 monthly referrals, the average number of school referrals per month during the school months in 1971.

CONTINUED

4 OF 5

TABLE 11--ESTIMATED POPULATION AND CAPACITY FOR DETENTION PROGRAMS IN 1971

Program	Number in Sample*	E S T I M A T E D			
		Aver. Mo. Admissions*	Child Care Days	Average Daily Pop.	Capacity
Secure Detention	32	23.67	364.84	11.77	19.54
Group Custody Center	36	26.63	406.27	13.11	21.76
Indiv. Resid. Custody	5	3.70	85.20	2.75	4.56
Superv. Act. Center	25	39.50**	586.34	18.91	31.39
Intens. Comm. Monit.	17	25.16**	385.65	12.44	20.65

*Does not include Santa Rosa

**Adjusted (see text)

Of those in the sample for Secure Detention 72 per cent were boys, while only 56 per cent of those in the Group Custody Center sample were boys. This has implications for the construction of the secure facility as well as for the leased facilities for the group custody centers for boys and for girls.

Future Needs

It is quite difficult to project with any accuracy the needs for these programs in the future. There are a number of factors which affect a demand for increased or decreased program capacities in the future. One of the most significant of these is the policies and procedures on which intake counselors and judges base their independent decisions concerning the detention of a child. Another is alterations in the programs themselves. As we have seen in the study, the decision to increase the staffing security of the Group Custody Centers resulted in a drastic change in the anticipated capacities of the secure and nonsecure detention. Cost-effectiveness evaluation might suggest the termination of one program and/or the inclusion of a new one. Changes in law enforcement policies might modify the police referral rate. Changes in the law might eliminate children from consideration

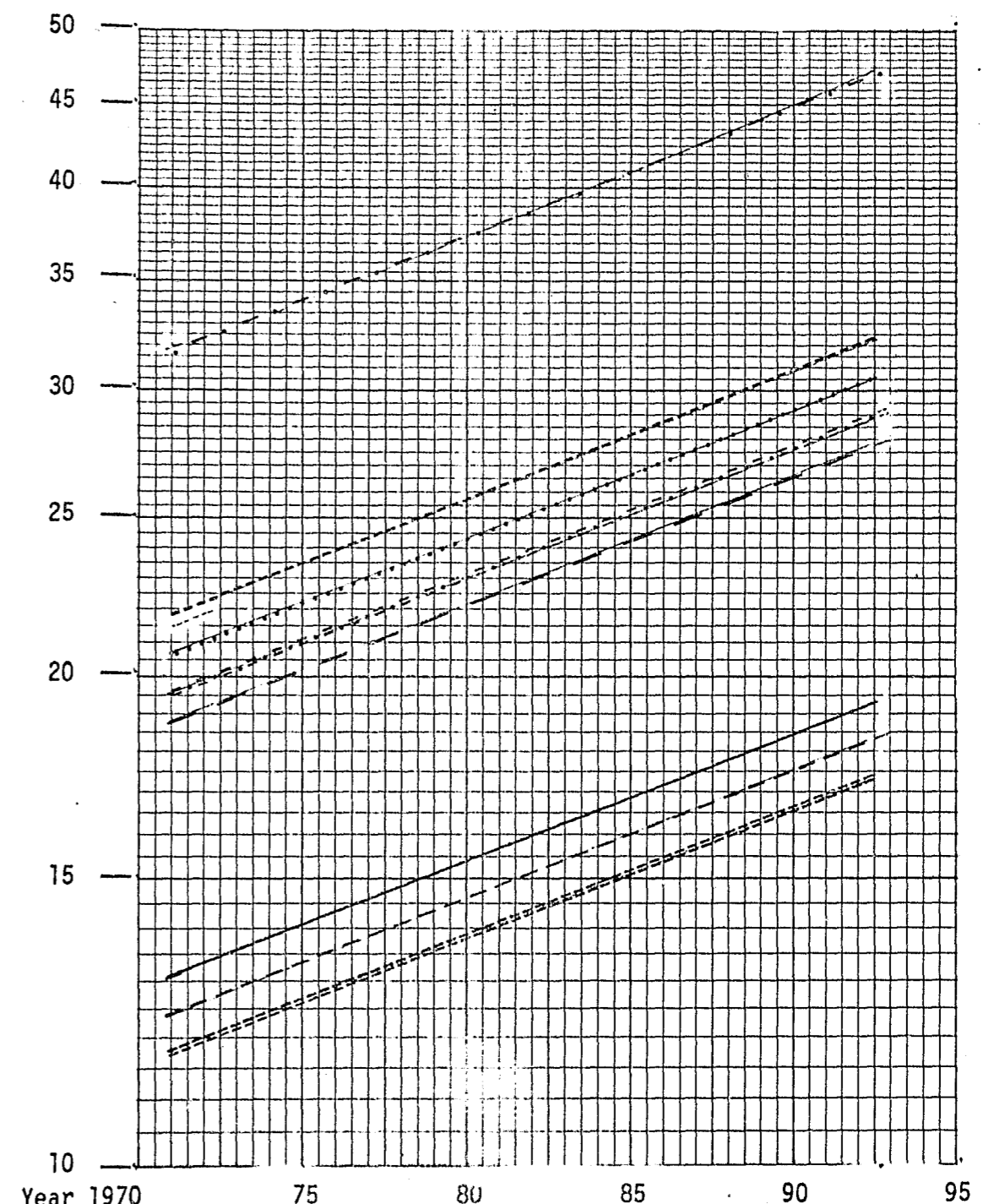
for detention who have committed certain offenses, e.g., truancy from school, or might include a large number of children by redefining the age limit for juvenile court jurisdiction up to eighteen. Lacking the gift of prophecy we must assume these conditions to remain constant with those during the study. Population growth, however, is a factor where we have data on which to base projection. The projected needs for secure detention are most important, since the building should not have to be enlarged for at least ten and preferably twenty years.

The Bureau of Community Services of the Division of Youth Services suggested using projections based upon the growth of the general population in the Escambia-Santa Rosa area. These two counties are recognized as a Standard Metropolitan Statistical Area by the U. S. Census Bureau. The average annual increase for the last ten years (1960-1970) was 1.95 percent. Graph 3 projects the increased capacity and average daily population for the various programs, except individual residential custody. Thus a thirty bed secure facility would be adequate through 1955, when the average daily population would be about seventeen in that facility.

To base the projections on the total population one must assume a constant proportion of children of juvenile court age in the total population, since it is these individuals who are eligible for referral. Graph 4 compares the increase in general population of the Pensacola SMSA with that of the age ten through seventeen population (seventeen year olds are included primarily because the data are combined for sixteen and seventeen in the census reports). It is notable that, although the rates of growth for each have decreased slightly over the last decade, that for the juvenile population continues at a greater rate (3.4% per year) than that for the general population (1.95 % per year).

GRAPH 3--INCREASE PROJECTED FOR DETENTION PROGRAMS ACCORDING TO POPULATION GROWTH

Children

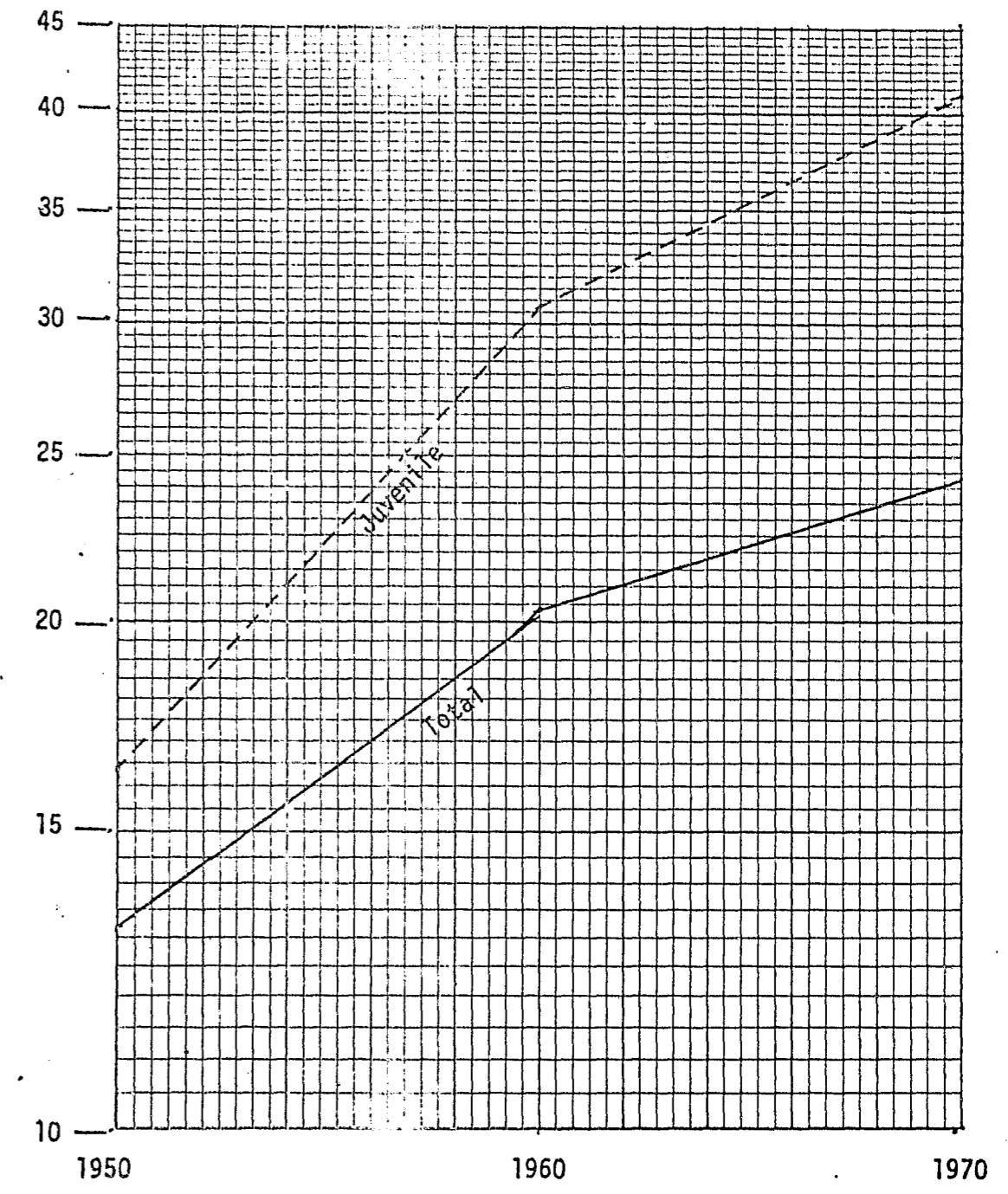


LEGEND: Average Daily Pop. Capacity

Secure Detention
Group Cust. Ctr.	————	————
Supv. Act. Ctr.	- - - -	- - - -
Int. Comm. Mon.	- . - .	- . - .

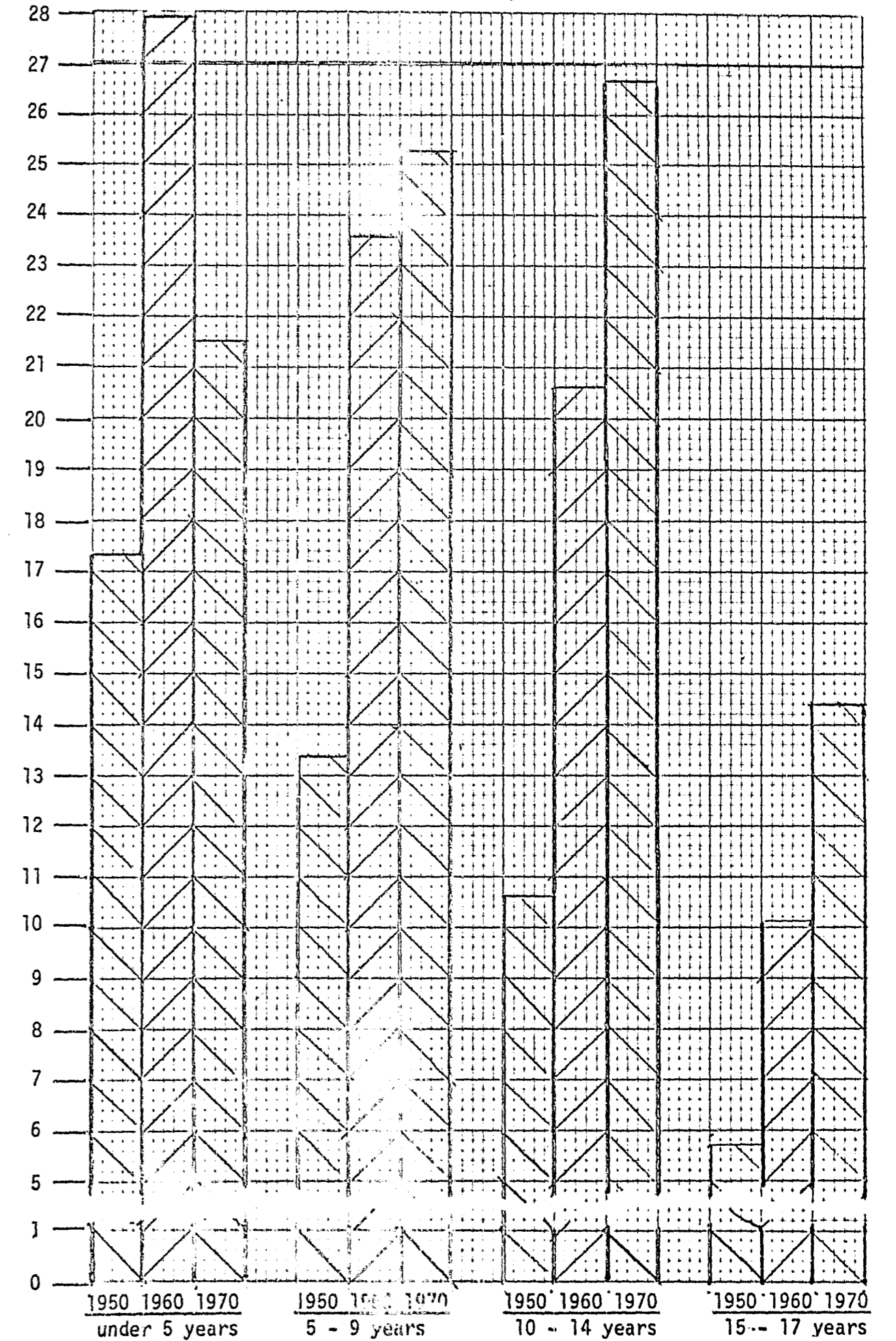
GRAPH 4--JUVENILE POPULATION AND TOTAL POPULATION
IN PENSACOLA SMSA, 1950-1970

X 1,000 = Juvenile Population
X 10,000 = Total Population



Graph 5 shows the variation in specific age group compositions of the last three decennial census reports. Most significant is the decrease in the "under five" age group during the last decade. Although numerically a decrease of only 6,442 this represents a change in composition

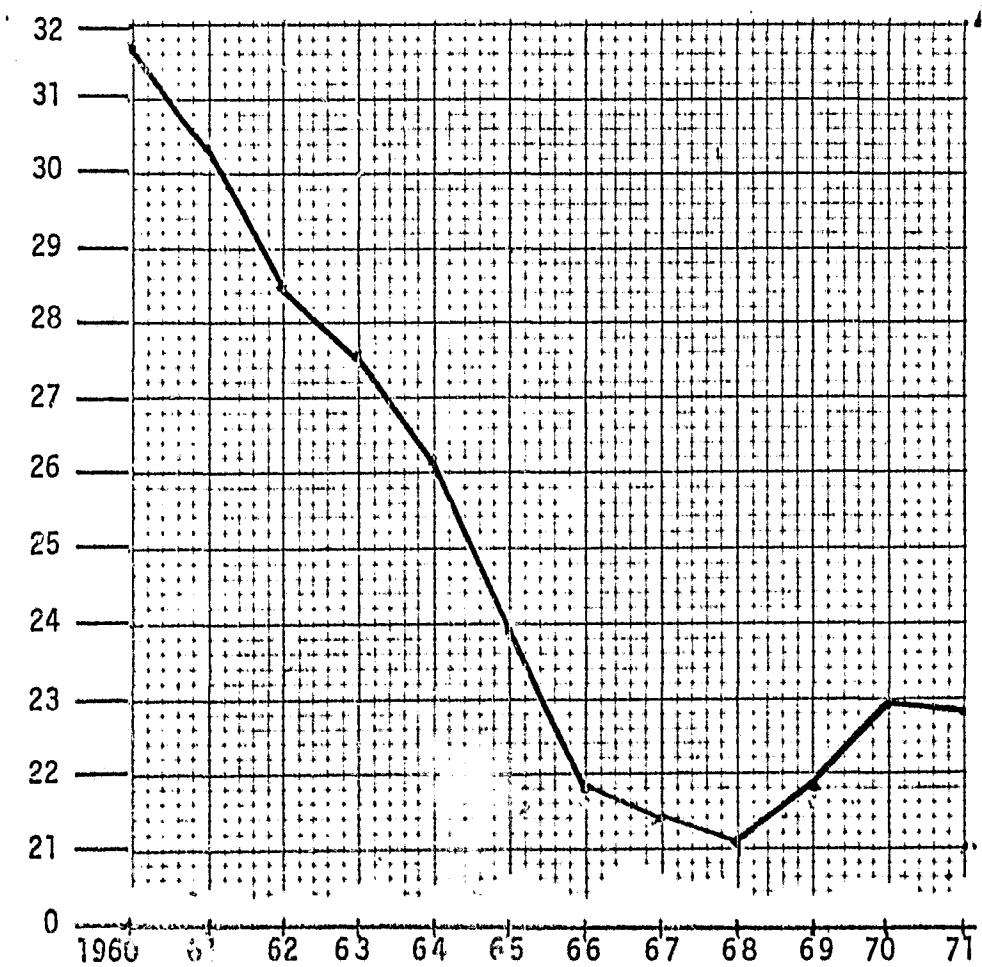
Thousands GRAPH 5--CHANGE IN AGE GROUPS, 1950-1970



from 13.8 per cent of the total population to only 8.9 per cent, while the "fifteen through seventeen" age group increased from 5.0 per cent to 5.9 per cent. This suggests that the rate of growth of the juvenile court age population may decrease in the next ten to fifteen years, from an increase of 3.4 per cent per year to less than the rate of increase of the general population (1.95%). This inference is further supported by an examination of the birth rates for Escambia County, as presented in Graph 6, which shows a marked decrease in the number of live births per thousand population.

GRAPH 6--BIRTH RATE RECORDED FOR ESCAMBIA COUNTY, 1960 - 1971

Rate (per M)



The impact of the lowest rate during 1966 - 1969 was reflected in the decreased number and proportion of children in the "under five" age group as recorded in the 1970 census. A slight decrease in birth rate might have the effect of a decrease in proportion of the age group in the population but no actual decrease in numbers, due to inward migration of population. However, this low birth rate was sufficiently significant to contribute to an actual decrease in number of children in that age range. It would thus be expected that, assuming a constant rate of inward migration in each age range, we will experience between 1980 and 1989 an actual decrease in the number of children of juvenile court age who might potentially become delinquent.

Two variables which might affect the trends in juvenile court age population other than birth rate are (1) the possible change in age composition of the population moving into this area, e.g., a greater proportion of young families with children as opposed to a greater proportion of retired persons, and (2) an increased rate of immigration due to new industry, etc. Both of these are difficult to predict. One large industry, the Westinghouse plant moved into the Pensacola area during the last decade and still the rate of population growth was less than that for the previous decade. Growth factors anticipated for the future include the oil industry in northern Santa Rosa and Escambia Counties and the National Seashore development on Santa Rosa Island. The former has already caused serious overcrowding in schools in the Jay community as oilfield workers come in with their families. This is a rather temporary problem, however, as most of these people will move out once the fields are developed and wells drilled. The bulk processing, refining, shipping, etc. will largely be done elsewhere, therefore the continued impact may not be so great as expected.

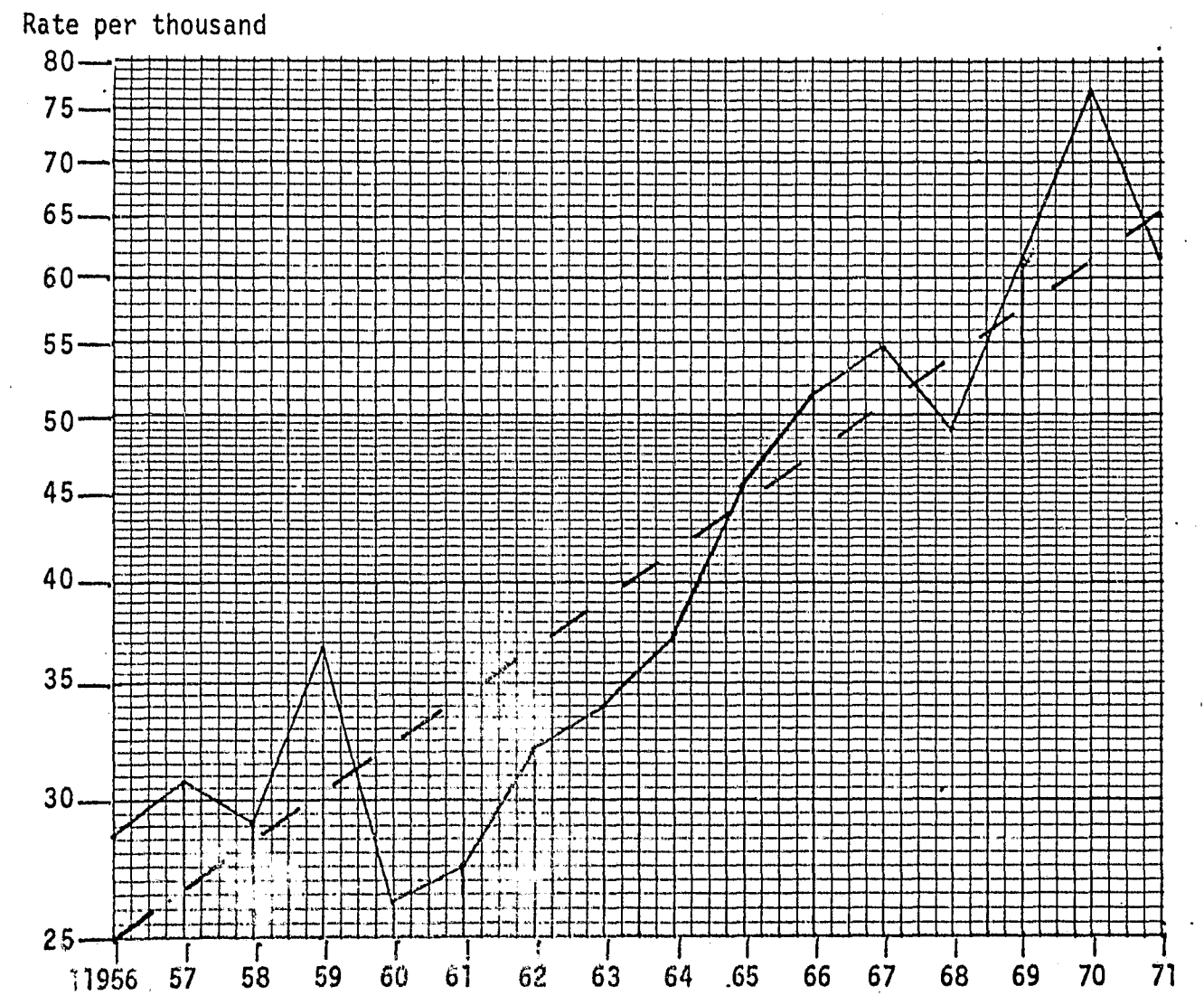
A large number of visitors are expected to be utilizing the seashore area within the next few years. Thus, we would anticipate a marked increase in retail trade and services associated with this tourism, augmented by travelers to the Disney World attraction entering the State through this "Western Gate." Most of the persons brought in by the establishment of businesses serving tourists will probably be of childbearing age and may bring along children. Escambia County, however, will probably continue to have a large number of retired military families relocate in this area, hence the age composition of the immigrating population may not change dramatically. In summary, it would appear safe to assume that the rate of change in the juvenile court age population will likely change and that the change will primarily reflect variations in the birth rate for previous years.

Still another factor exists which can have a significant bearing on the capacity needs for detention programs, i.e., the delinquency rate. Some delinquency rates are computed on the basis of offenses committed by juveniles, some on the basis of adjudications of delinquency by the courts; we will compute the delinquency rate on the basis of the number of referrals or allegations of delinquency or CINS [Child in Need of Supervision] processed by the juvenile court staff in a given year, divided by the known or calculated number of children of juvenile court age [nominally 10 through 17].

Several factors affect the number of referrals to court, including (1) number of offenses committed, (2) capability of law enforcement officers and others to detect offenders, (3) proportion of cases detected which are adjusted by law enforcement or referred to some other agency and therefore not referred to court, (4) availability of services both within the court and as alternatives to court. There are no readily available data which would permit assessment of these factors and thus give an accurate picture

of delinquency in the area. The number of referrals does not reflect the actual number of offenses since more than one person may be involved in the same offense or one person may commit several offenses prior to referral. The number of referrals has fluctuated considerably over the past several years but generally continues to increase at a much more rapid rate than the juvenile court age population. The rate is a more accurate measure of trend, however, since it includes correction for change in the population. Graph 7 shows the delinquency rate for the time the juvenile court has existed as a separate court, with the trend fitted to the equation $Y_c = a b^x$

GRAPH 7--DELINQUENCY REFERRAL RATE
ESCAMBIA COUNTY, 1956 - 1971



This trend line indicates an annual increase of 10.8 per cent. Large deviations may be partly accounted for by occasional lags in turning in statistical data cards due to clerical work overloads. The estimation of future needs based solely upon this factor would yield much higher predictions than those described in Table 11 and consequently would reduce the length of time the secure facility of thirty beds would meet the demands.

A better estimate would be based on both the changing delinquency referral rate and the changes in the juvenile court age population. As has been previously discussed, decreasing trends have been noted in the birth rate and in the number of young children reported in the last decennial census. These trends follow very closely, as is shown by Graph 8.

GRAPH 8--LIVE BIRTHS AND POPULATION AGE COMPOSITION FOR ESCAMBIA COUNTY

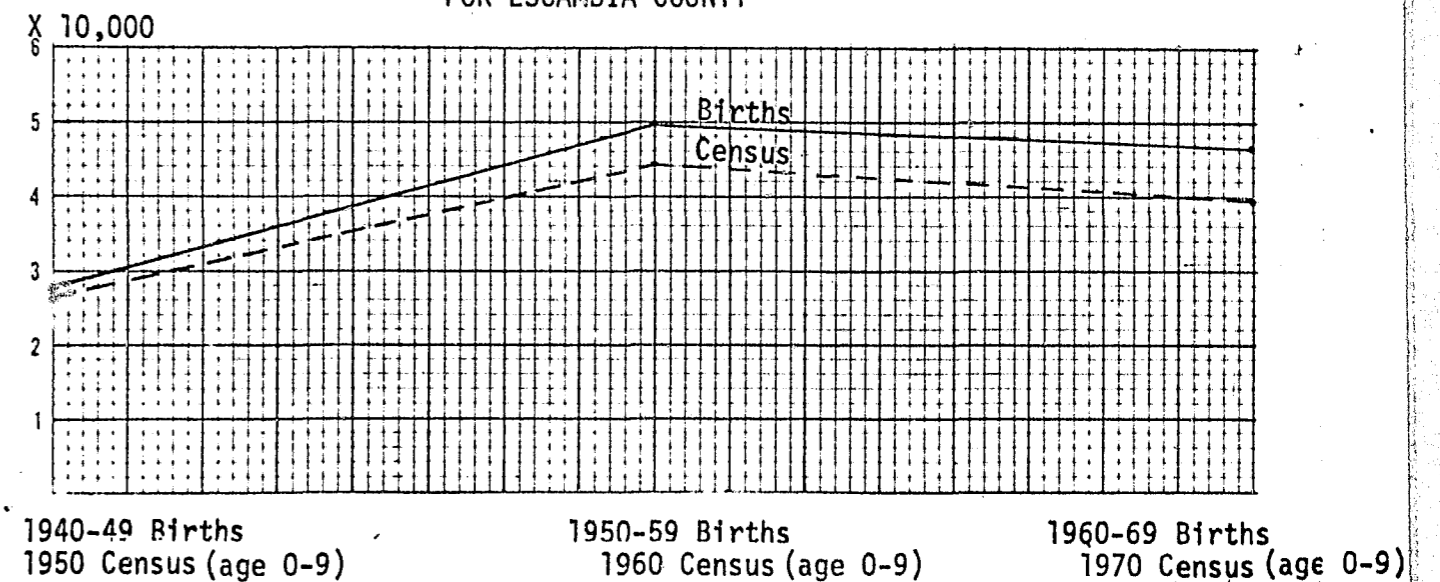


Table 11 presents the estimated data based upon the increase in the Delinquency Referral Rate projected from Graph 7 and an estimated juvenile court age population based upon variations in the number of live births for previous years corresponding to the ages of children in the population group eligible for juvenile court processing.

TABLE 12--INCREASE PROJECTED FOR DETENTION PROGRAMS
 ACCORDING TO ESTIMATED DELINQUENCY RATE
 AND ESTIMATED COURT AGE POPULATION

YEAR	Del. Ref. Rate ^a	Est. Juven. Popul. ^b	Est. No. of Refer. ^c	Estimated Annual Admissions ^d				Estimated Aver. Daily Population ^e				Estimated Capacity ^f			
				SD	GCC	SAC	ICM	SD	GCC	SAC	ICM	SD	GCC	SAC	ICM
1972	68	34,733	2,576	325	366	538	345	12.5	14.0	20.6	13.2	21	23	34	22
1975	94	32,512	3,054	385	434	638	409	14.8	16.6	24.5	15.7	25	28	41	25
1980	127	28,036	3,557	448	505	743	477	17.0	19.4	28.5	18.3	28	32	47	30
1985	156	29,112	4,653	586	661	972	624	22.5	25.4	37.3	23.9	37	42	62	40

^aProjected from trend line, Graph 7

^bPopulation at origin (1970) X per cent change in sum of live births for birth years of Juvenile Court age children

^cPopulation X Delinquency Referral Rate

^dReferrals X Program Placement Proportions: Secure Detention = .126; Group Custody Center = .142; Supervised Activity Center = .209; Intensive Community Monitoring = .134

^eAdmissions X $\frac{.03856 \text{ [14 day length of stay]}}{365 \text{ days}}$

^fAverage Daily Population X 1.66 [experienced overload factor]

These are much higher estimates than those presented in Graph 3. Based upon these data a secure detention facility of thirty beds would begin experiencing crowding during peak periods beginning in 1980, if a ten percent addition is made to the estimated capacities to allow for Santa Rosa County admissions. Between 1975 and 1980 another Group Custody Center would need to be planned and additional staff contemplated for the Supervised Activity Center and the Intensive Community Monitoring programs. These estimates do not reflect any weighting of data for varying rates of referral for different age groups.

The reader is reminded that the estimates are simply that. They are based upon a study sample which was hazardously small due to the time limitations of the project. Ideally the theoretical program placement exercise would have continued for a full year. These estimates do tend to support the tentative decision to construct a thirty bed secure facility, the adequacy of which would continue at least until 1980 and perhaps to 1990. The possibility of a rapid increase in detention admissions or an increase in the average length of stay reinforce the wisdom of constructing a facility with support areas such as kitchen, plumbing, classrooms, recreation, etc., which would accommodate a capacity of 50 beds. Thus the facility could be expanded by the relatively inexpensive addition of individual detention rooms.

It is hoped that those working in the field of delinquency, through effective administration and visionary programs, will be able to modify the increase in delinquency and other factors which have been assumed to be constant, so that the planned facility will meet the community's needs for a much longer time than anticipated.

SOURCE OF DATA FOR TABLES AND GRAPHS

Table 1--Intake records, Court of Record, Juvenile Division, Pensacola, Florida

Table 2--Case files, Court of Record, Juvenile Division

Table 3--Ibid.

Table 4--Intake Records and case files, Court of Record, Juvenile Division

Table 5--Intake Records, op. cit., and Monthly Juvenile Court Disposition

Statistics, Division of Youth Services, Tallahassee, Florida

Table 6--Ibid.

Table 7--Ibid.

Table 8--Survey data

Table 9--Intake records, op. cit.

Table 10--Ibid.

Table 11--Survey data, Youth Harbor Records, Monthly Juvenile Court Disposition

Statistics, Santa Rosa County Jail Records, Milton, Florida

Table 12--Monthly Juvenile Court Disposition Statistics, 1960 Census of Population, V. I, Part 11, Youth Harbor Records, Vital Statistics

Office, Escambia County Health Department, Pensacola, Florida

Graph 1--Complaint reports filed with Court of Record, Juvenile Division

Graph 2--Survey data

Graph 3--Survey data, 1960 Census of Population, op. cit., 1970 Census of Population, Population Characteristics (V. 2)-11, Florida, advance report, U. S. Dept. of Commerce, Bureau of the Census, February, 1971

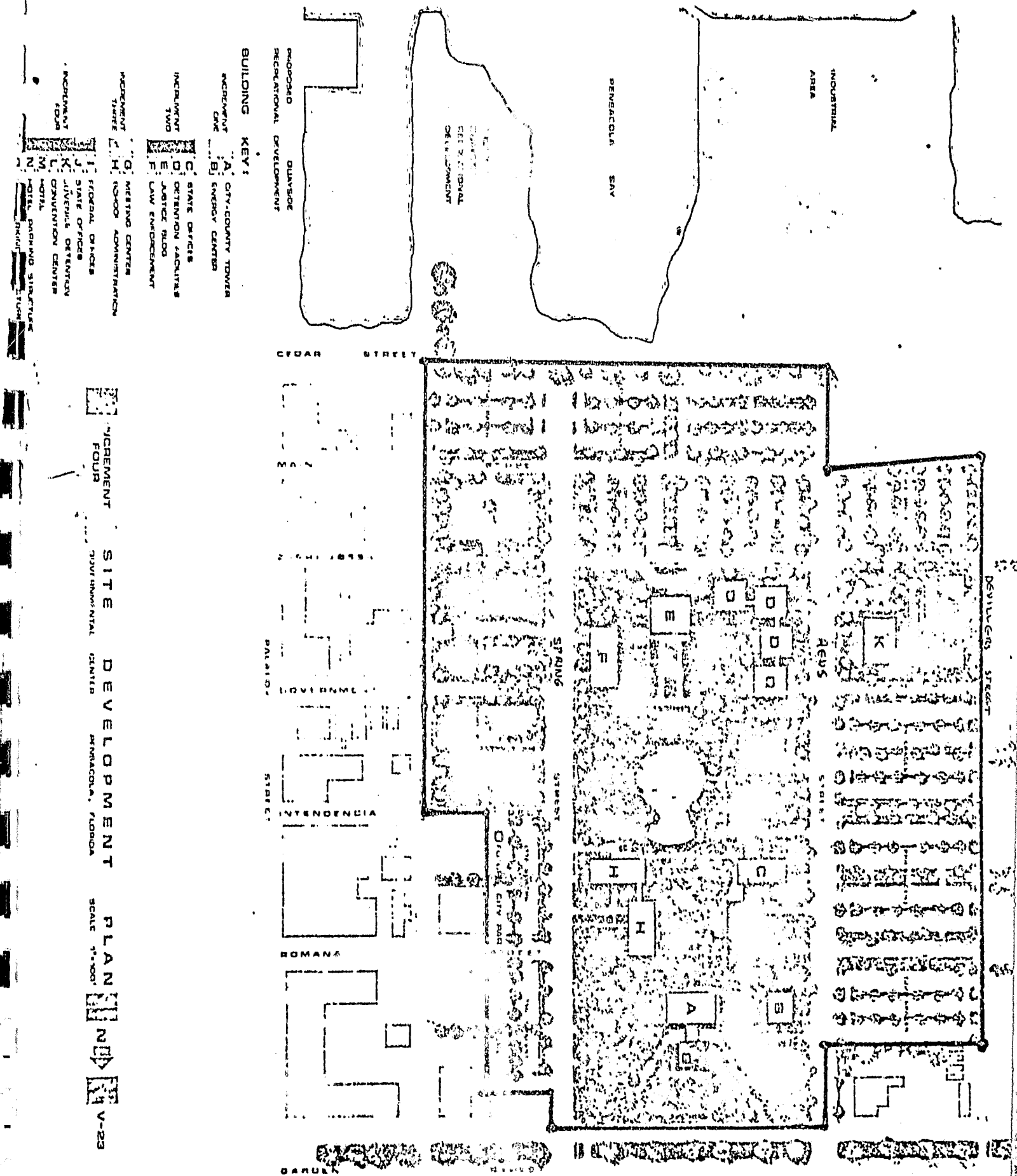
Graph 4--1960 Census of Population, op. cit., 1970 Census of Population, op. cit.

Graph 5--Ibid.

Graph 6--Ibid., Vital Statistics, op. cit.

Graph 7--1960 Census of Population, op. cit., 1970 Census of Population, op. cit.
Monthly Juvenile Court Disposition Statistics, op. cit.

Graph 8--Same as Graph 6



PROGRESS RECREATIONAL DEVELOPMENT
DUNBAR
PENACOLA BAY
INDUSTRIAL AREA
CITY OF PENACOLA DEVELOPMENT

BUILDING KEY:
 A. CITY-COUNTY TOWER
 B. ENERGY CENTER
 C. STATE OFFICE
 D. DETENTION FACILITIES
 E. JUSTICE BLDG
 F. LAW EMPLOYMENT
 G. MEETING CENTER
 H. HO-BOO ADMINISTRATION
 I. FEDERAL OFFICES
 J. STATE OFFICES
 K. JUVENILE DETENTION
 L. CONVENTION CENTER
 M. HOTEL
 N. HOTEL
 O. PARKING STRUCTURE
 P. STADIUM

INCREMENT SITE DEVELOPMENT PLAN
 FOUR
 PENACOLA, FLORIDA
 SCALE 1"=100'

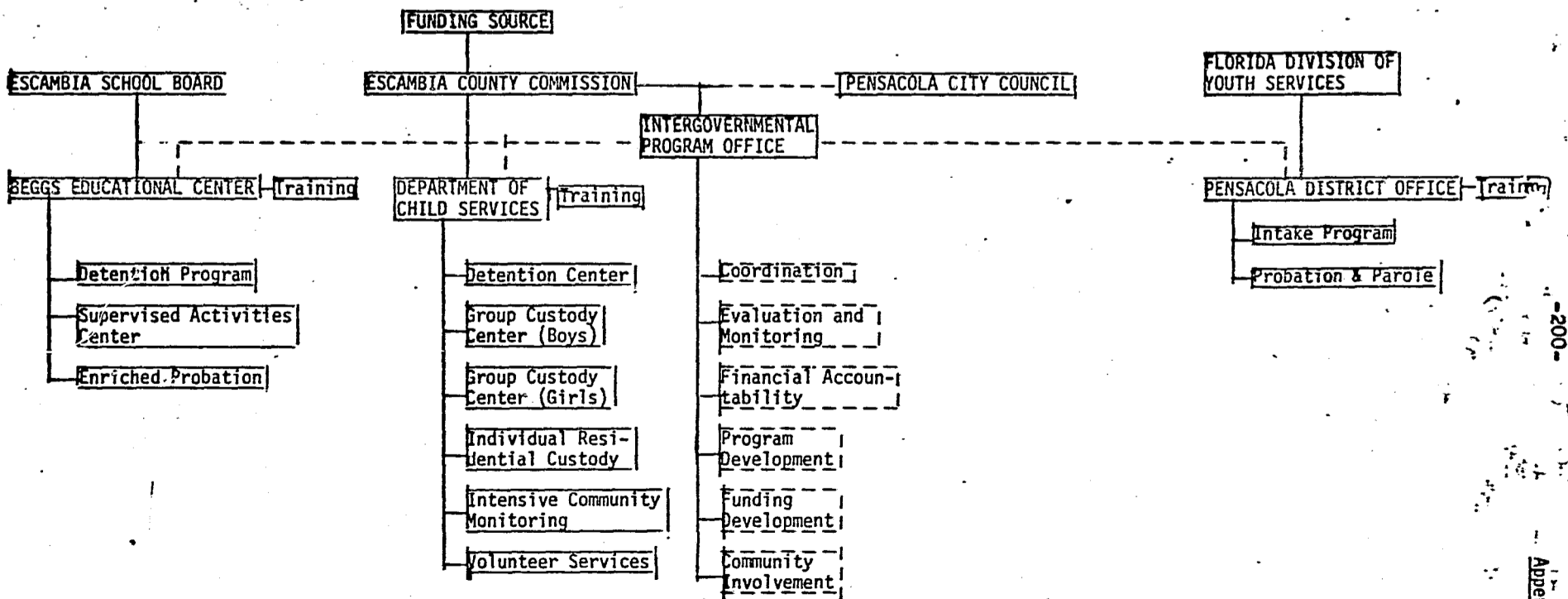
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**APPENDIX G
SCHEDULE OF ACTIVITIES**

Phase I (3 months)	3	Phase II (6 months)	9	Phase III (3 months)	12
<ul style="list-style-type: none"> Establish Dept. of Child Services Hire Director of Child Services Hire staff of #1 Group Custody Center Hire Detention Aides 		<ul style="list-style-type: none"> Hire additional detention program staff Hire Community Services Coordinator Contract with Householders Orient Householders Start Individual Residential Custody Hire staff of #2 Group Custody Center Hire staff of Probation Enrichment Program Lease & equip #2 Group Custody Ctr. Equip detention program Appoint #1 panel of volunteers Orient volunteers Start Volunteer Services 		<ul style="list-style-type: none"> Continue Individual Resid. Cust. Continue Probation Enrichment Continue Volunteer Services Develop final construction drawings Analyze Impact Evaluation data Continue Inservice Training Continue Detention Program Continue Supervised Act. Ctr. Continue Group Custody Centers Continue Intensive Comm. Monitoring 	
<ul style="list-style-type: none"> Hire Supervised Activities Ctr staff Assign Intake Monitor Refine Intake Procedures Lease & equip #1 Group Custody Ctr. Equip Supervised Activities Center Continue preparation for Volunteer Services 		<ul style="list-style-type: none"> Purchase land for Juv. Justice Ctr. 			
<ul style="list-style-type: none"> Continue Architectural Planning for Juvenile Justice Center Continue exploration of alternative program and construction funding Complete evaluation design Collect baseline data Appoint Citizen Advisory Committees Continue preparation for training program Conduct orientation for full time staff On-job training for Detention Aides Start Detention Program Start Supervised Activities Center Open #1 Group Custody Center Start Intensive Community Monitoring 	<ul style="list-style-type: none"> Collect Impact Evaluation data Collect, analyze and feedback Operations Accountability data Monthly Inservice Training Conduct orientation for new full time staff Continue Detention Program Continue Supervised Activities Center Open #2 Group Custody Center Continue Intensive Community Monitoring 				
	#1 Progress Report	#2 Progress Report	#3 Progress Report	Final Report	

APPENDIX G

**APPENDIX H
ORGANIZATION OF NEW JUVENILE JUSTICE
PROGRAMS IN ESCAMBIA/PENSACOLA**



RESUME'

RICHARDSON WHITE, JR.

Mr. White received an AB from Princeton in 1952, an MA from Harvard (Sociology) in 1954, and an LLB from Harvard in 1959. After clerking for the Juvenile Court of the District of Columbia in 1960, Mr. White joined the staff of the President's Committee on Juvenile Delinquency and Youth Crime. He became the Deputy Director of Crime and Delinquency Division of the United Planning Organization in 1964. While at U.P.O., the District of Columbia's anti-poverty agency, Mr. White helped local agencies develop, and obtain federal funds for a variety of community-based corrections, court, law enforcement and youth projects. Thereafter, he monitored the administration of these programs.

Mr. White was a member of the staff of the President's Commission on Law Enforcement and the Administration of Justice in 1966 and 1967, where he was assigned to the Assessment Task Force. In 1967, as Associate Director of the Vera Institute of Justice, Mr. White worked on the preparation of various innovative projects in the New York City system of justice.

During 1967-1969, Mr. White served as General Counsel and Director of the justice division of University Research Corporation, a national private consulting firm headquartered in Washington, D.C. He joined Blackstone Associates in 1970.

Mr. White is a member of the District of Columbia Bar.

JAMES FELDESMAN

Mr. Feldesman received a BS from Pennsylvania University in 1961 and a JD from Georgetown in 1965. After graduating from Georgetown, Mr. Feldesman joined the Department of Labor where he was legal advisor to the Neighborhood Youth Corps and liaison with the Department's contracting office. Subsequently in the Department, Mr. Feldesman became project officer for PRIDE, INC., a \$4 million special youth program in Washington, D.C. which dealt almost exclusively with delinquent youths. This project was directed from the Office of the Secretary, and Mr. Feldesman worked directly with the Secretary of Labor regarding PRIDE.

In 1969, Mr. Feldesman left the Department to join the staff of President's Council on Youth where he served both as Director, Division of Federal Programs and General Counsel. His duties included coordinating with all federal agencies regarding their programs for youth as well as being responsible for the Council's broad role in evaluating these programs for the President. He also directed a grant program to establish multi-jurisdictional (joint city and county, city and city, county and county) projects in which localities coordinated all their youth activities.

Mr. Feldesman is now Secretary of Legal Resources, Inc. and a partner in the law firm of Boasberg, Kass & Smith. Two recent projects Mr. Feldesman has conducted for Legal Resources are an evaluation of legal problems in OEO's Youth Development Program and development of a program for the Environmental Protection Agency to prevent the Federal Government from funding polluters.

FRANCES Y. DUNHAM

EDUCATION

Duke University, Durham, N. C. 1948-1952

San Diego State College, San Diego, Calif.
1952-2/53

Duke University, Durham, N. C. 2/55-6/55 BA in Elementary Education

Duke University, Durham, N. C. 9/56-9/62 Ph.D in Clinical Psychology

PROFESSIONAL EXPERIENCE

1961-1968 (part-time) Duke University School of Nursing,
Durham, N. C.

Taught in an experimental teaching program
Research work to evaluate teaching.

1962-1969 University of North Carolina
Greensboro, N. C.

Taught Psychology.
Research: T-groups with Community workers
Day Care - Evaluation - Group care for infants

1969-present University of West Florida
Pensacola, Florida

Associate Professor and Chairman of Faculty
of Psychology

END