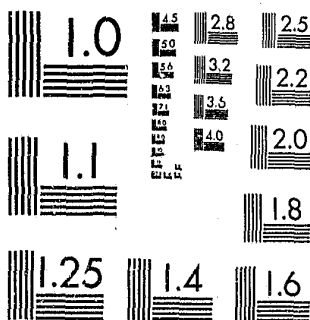


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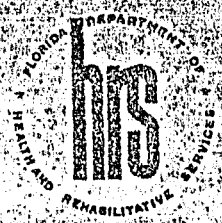
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Measurements Of Program Performance And Management



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DEPARTMENT
OF
HEALTH
AND
REHABILITATIVE
SERVICES

Youth Services Program

PLANNING
COORDINATION
UNIT

MEASUREMENTS OF PROGRAM
PERFORMANCE AND MANAGEMENT

NCJRS

JUL 11 1979

ACQUISITIONS

PREPARED BY:
DEPARTMENT OF HEALTH AND
REHABILITATIVE SERVICES
YOUTH SERVICES PROGRAM OFFICE
PLANNING COORDINATION UNIT

JULY, 1978

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EXECUTIVE SUMMARY

This study provides a statewide overview and system's perspective of Youth Services program operation during Fiscal Year 1977-78. As such, it is important to note it is not designed or intended to focus on individual (inter-district) performance variables. This will be provided at a later date.

Viewed from a system's vantage, Youth Services programs performed reasonably well. There were, however, program measures which indicated policy concerns that need to be addressed:

1. As in previous years, the Secure Detention program experienced overcrowding during Fiscal Year 1977-78. Indeed, the number of youths detained in HRS operated detention programs is excessive in terms of national standards and comparisons with the rates of detention in other states. (pages 16-17)
2. The Attention Home component of the Non-Secure Detention program encountered difficulty in contracting allocated beds and keeping them occupied during Fiscal Year 1977-78.
3. During Fiscal Year 1977-78, youths remained on Probation caseloads half again as long as the six month standard. This led to higher caseloads with a resultant deterioration of services. (pages 23-25)
4. Females were under-represented in several less restrictive Youth Services programs: Intensive Counseling, TRY Centers, STEP, Group Treatment Homes, and Halfway Houses. (pages 82-84)
5. The number of Blacks in some Youth Services programs was far smaller than expected based upon the number of Blacks committed: Associated Marine Institutes, San Antonio Boys Villiage, STEP, Halfway Houses, and Eckerd Youth Camps. (pages 82,84)
6. TRY Centers and STEP exhibited less than acceptable program utilization rates for committed youths during Fiscal Year 1977-78. Also, Family Group Home beds for non-committed youths were under-utilized during this time period. (pages 87-89)

7. The TRY Center and START Center programs exceeded the standard (30%) for transfers to programs of greater restrictiveness. (pages 87,89)

8. Several programs exceeded their budgeted lengths of stay: Intensive Counseling, TRY Centers, Associated Marine Institutes, STEP, and Eckerd Youth Camps. (pages 87,89)

9. Very few programs met the standard that 70% of program exits be furloughs or transfers to less restrictive programs. (pages 87,89)

INTRODUCTION

This evaluative report presents an analysis of Youth Services Program operation during Fiscal Year 1977-78. It is an attempt by the Youth Services Program Office (PDYS) to follow through on a major exercise conducted by the Department of HRS to develop performance measures and standards which would increase accountability under the Department's reorganized structure.

The purpose of this effort was stated in the Departmental issue paper, "Development of Performance Standards and Measures":

"The Departmental need for accountability and justification data becomes especially apparent to decision makers during the budget preparation. However, there is also a day-to-day need for program managers and employees to be knowledgeable of what is expected of their work outputs and what the performance standards and measures are that deem a program successful."

The PDYS was delegated the responsibility of developing basic program measures and standards for the Youth Services program area. A statewide coordinative effort by the PDYS and District Youth Services staff resulted in the development of performance criteria which delineated the expected process and output units of their work performance.

The benefits and advantages of developing performance criteria accrue to the entire reorganized structure in that the analyses of such measures:

- 1) identify problems and needs,
- 2) assist management in making informed management and budgetary decisions,
- 3) allow management to gauge the effectiveness and efficiency of programs, and
- 4) inform employees at all levels of acceptable work standards.

This report presents an analysis of these performance measures along with other accepted indicators of program operation: program description,

population profiles, and client movement information related to Fiscal Year 1977-78. The aggregation of this programmatic information provides the PDYS with an improved means of comprehensively examining Youth Services programs. This is essential if the PDYS is to effectively fulfill its responsibilities of standards setting, monitoring, policy making, and statewide supervision of the administration of Youth Services programs.

DEFINITION OF TERMS

Certain terms are used throughout this report which may require explanation. The definitions listed below were developed by the Office of Evaluation (PDE) and should help to clarify their usage.

- a. "Performance Criteria" - term that includes performance standards and measures.
- b. "Performance Measure" - tells one of two things:
 - 1) the quantity of work done, or
 - 2) the quantity of a given outcome resulting from a program.
- c. "Performance Standard" - provides, for a given performance measure, a value or norm against which the measurement may be judged.
- d. "Process Measure" - work quantity measures; e.g. manhours, headcounts, number of cases, etc.
- e. "Outcome Measure" - tells something about the quality or impact of a program; e.g. recidivism, percentage of clients becoming employed, etc.

All the performance criteria contained in this report are ones which have been explicitly delineated in goal statements, objectives, policies, administrative rules, operational plans, or program manuals and have been reviewed and approved by District Youth Services Program Supervisors.

The following definitions are presented for those readers unfamiliar with Youth Services terminology:

- a. "Restrictiveness Category" - A classification assigned to a program based on the constraints placed upon the liberty of program participants. Factors such as whether the program is residential

or non-residential, length of stay, degree of supervision, access to the community, etc., are considered. Youth Services programs are classified into six restrictiveness categories:

Category:

1. All non-residential programs (Intensive Counseling, Associated Marine Institutes, TRY Centers)
2. Family Group Homes
3. STEP, STOP, Short-term misdemeanant programs
4. All other community residential programs except Intensive START and Eckerd Wilderness Camps (Halfway Houses, START Centers, Group Treatment Homes, San Antonio Boys Village)
5. Intensive START and Eckerd Wilderness Camps
6. Training Schools

- b. "Length of Stay in Program" - the amount of time spent by a youth in an individual program or facility.
- c. "Aggregate Length of Stay" - the total amount of time spent by a youth in all commitment programs since the date of commitment.
- d. "Furlough" - the release of a child, pursuant to an executed conditional agreement, from a Youth Services treatment program to supervision in the community.

- e. "Committed Child" - an adjudicated delinquent whom the court has placed under Youth Services' active control, including custody, care, training, treatment, and furlough into the community.

- f. "Non-Committed Child" - an adjudicated delinquent or adjudication withheld delinquent whom the court has placed under Youth Services' supervision. Youth Services does not exercise active control of the child.

CAVEAT

Extreme care should be exercised in drawing conclusions regarding the numerical difference displayed in this report among Youth Services programs. Effectiveness measures, which are ostensibly objective and well defined when utilized to evaluate or monitor a single program, become much less meaningful when used in a program comparison effort involving dissimilar programs. The rather extreme differences among Youth Services programs in respect to program setting and services offered, as well as a somewhat different target population, warrant an extensive interpretation of standardized effectiveness measures in light of these programming variations.

Youth Services programs are inherently different. One must always keep in mind where each program fits into the array of Youth Services program alternatives before even limited program comparisons are undertaken. For example, the training school can be viewed as the "end of the line" treatment program since in-program failures of other programs are frequently transferred to training schools. Consequently, a graduate-to-graduate comparison of programs in terms of recidivism rates, for example, presents an intrinsic methodological problem.

Furthermore, a comparison of programs relative to program completion rates, capacity utilization rates, and even cost data must be severely limited due to the innate differences of the programs. Youths who fail to graduate from Intensive Counseling, a non-residential program, are usually transferred to training schools, the most restrictive Youth Services program. Training schools, however, do not have an equivalent transfer option and the program completion rates reflect this. Transfer to a more restrictive program within Youth Services is impossible by definition, and transfer to a less restrictive residential program is frequently prevented by lack of space in those programs. Indeed, the population pressures exerted by community-based residential programs have until recently kept the training schools over-populated, accounting for an undesirably high capacity utilization rate. In terms of costs, one must realize that whereas

training schools provide the entire gamut of services required for 24 hours custody, supervision, and care, Intensive Counseling does not. Naturally, a non-residential program is not budgeted for education, maintenance (food, clothing, shelter), or recreation services. Consequently, a cost comparison is often not legitimate.

DATA BASES

Five distinct sources of data are utilized in this report in order to cover all relevant information available on Youth Services youths. The first source is a computerized data file which includes basic demographic variables plus information on the commitment, placement and subsequent movement, (i.e., transfers, absconders, furloughs) of all committed youth. This data file is continuously updated from commitment packages and recap reports from all programs. A cohort comprised of all placements to Youth Services commitment programs during the period January-April 1977 was selected for use in this study.

The second source of data is the "Population and Movement Report". This report is issued semi-annually by the PDYS and presents average daily population, average length of stay, and movement information on all Youth Services programs. The report is compiled from recap reports submitted on a monthly basis by each Youth Services program, detention headcounts called in daily to the PDYS, and monthly intake referral logs. Data from the July-December 1977 report were used.

The third data set comprises information on Aftercare available from Case Review Forms, which are completed monthly on all youths who are under field supervision. Included are reports on the frequency and types of services rendered to the youth as well as a record of violations and type of discharge.

Program recidivism information in this report was obtained from the most recent evaluations conducted by the PDYS. In most cases, the length of follow-up was 18 months following program release.

The final source of data is the Master Accounting System (MAS) Report Series DAPG31, run on March 4, 1978. This DAPG31 run lists, by district, the schedules of allotment balances by organization as of February 24, 1978. It was necessary to use the MAS in order to determine costs by program type (e.g., Halfway House) since the Youth Services Operating Budget for Fiscal Year 1977-78 was structured by program component, which is a combination of several program types and thus disallows the possibility of separating out the

cost of a single type of program. It must be stressed that the cost information contained herein should be regarded as an estimate. The district allotment figures are sometimes not truly representative of a program's cost. Additionally, several districts had not entered an allocation into the MAS by the March 4, 1978, run. For programs in those districts, an amount equal to the average allotment of programs of the same type with known allotments was assigned.

DETENTION

I. DESCRIPTION

The Youth Services Detention program consists of two components, secure and non-secure detention. Secure custody is the traditional concept of continuous surveillance and locked, high security facilities. Each month in Florida, HRS Intake staff, and Juvenile Court judges determine that approximately 2000 children charged with delinquent acts require temporary custody in one of 20 state-operated secure facilities. Children are brought to detention under various circumstances. The most common cause is a new law violation. They are also brought in for probation and aftercare violations. Approximately three percent of probation caseloads and seven percent of aftercare cases are detained each month. In addition, children in community-based facilities may be detained. Many children are ordered detained by the courts, and children are held for other states and federal authorities. Detention is the program area charged with the responsibility of caring for these children until their release or disposition. Detention staff do not decide who is to be detained or when they are to be released. These decisions are made by Intake and the Juvenile Court.

Ideally, detention should provide each child with the least secure custody that is consistent with the safety and welfare of the child and the protection of the community. The stated goals of detention include efforts to reduce the use of secure detention by limiting it to children who are actually a threat to themselves or others, or where reason exists to believe that, unless detained, they will not be present at their court hearing. Establishment of alternatives to secure detention has long been an objective of the program, reserving secure custody as a last resort.

The Non-Secure Detention program has been developed to provide alternatives to placement in secure custody of children who may not require it. The cost of supervising a child in the non-secure program is only 40 percent of the cost of keeping a child in secure detention. In addition, many children are spared the trauma of a lengthy stay in a secure detention facility. These children

are also given a chance to demonstrate prior to their case dispositions that they can stay out of trouble. There are actually two different programs subsumed under non-secure detention: Attention Homes and Home Detention. Attention Homes are run by persons under contract with HRS to provide a temporary home for detained children who do not require secure custody but for some reason cannot be allowed to immediately return to their own homes. Home Detention consists of intensive supervision by a Community Youth Leader of children in detention status who are living in their own homes. The Community Youth Leader's caseload is limited to a maximum of five children. Youth Services is currently funded for 105 Attention Home beds, with a budgeted occupancy rate of 80 percent. The Home Detention program has a maximum of 160 slots available for detained children supervised by regular state staff. Due to constant caseload turnover, this is not a realistic goal. A good Community Youth Leader will average a caseload of four (80 percent of capacity). Additional placements are available through utilization of staff funded under CETA (Comprehensive Employment Training Act) and WIN (Work Incentive) federal programs. Such positions have at times provided as many as 155 additional Home Detention slots. There are, however, considerable problems with this segment of the non-secure program which make it very difficult to administer. The positions are available only in certain areas and may fluctuate from month to month, with positions subject to elimination at any time.

Detention screening takes place for every child physically delivered to Intake. Screening consists of a review of the case circumstances by an Intake Detention Screener who makes the determination of whether or not the child is to be released. During Fiscal Year 1977-78, Florida Statutes 39.03(3)(c) permitted detention of a child for protection of the person or property of the child or others, to secure the child's presence at court hearings, or if there was no one into whose custody the child could be released. It was the policy of Youth Services (since enacted into law) that children not be detained for this latter reason and that efforts be made to use volunteers, private agencies or local community programs for children who otherwise would be detained. In addition, the statutes required detention of all twice previously adjudicated delinquents who were referred for an offense which would be a felony if the child were an adult.

II. LOCATION

During Fiscal Year 1977-78, the 800* secure beds and 105 Attention Home beds were distributed as follows:

<u>District</u>	<u>Secure</u>	<u>Secure Bed Rate**</u>	<u>Attention Home</u>
I	33	.48	8
II	27	.43	12
III	41	.48	3
IV	123	.87	4
V	77	.84	14
VI	80	.76	16
VII	102	.74	7
VIII	81	.72	12
IX	63	.72	4
X	71	.62	7
XI	102	.49	18

III. POPULATION PROFILE***

	<u>SEX</u>	<u>RACE</u>	<u>MEAN AGE</u>
Male	77%	Black	31%
Female	23%	White	69%
			15.5 years

*Reduced to 788 with the closing of the Lake and Monroe Centers in December, 1977.

**Number of secure beds per 1000 population (ages 10-17).

***July-December, 1977.

IV. MOVEMENT/MANAGEMENT INFORMATION*

<u>DETENTION REQUESTED BY</u>		<u>REASON FOR DETENTION</u>	
Law Enforcement	73%	Protection of child	10%
Intake	9%	Protection of person	46%
Court	9%	or property of others	
Youth Services	5%	No one to provide	10%
Parents	1%	supervision	
Social & Economic	1%	Secure presence at	29%
Services		hearing	
Other	2%	Felony referral twice	5%
		previously adjudicated	
		delinquent	

ORIGINAL DETENTION AUTHORITY

Intake on own authority	82%
Court order requested by HRS	7%
Court order not requested by HRS	6%
Youth Services Administrative	3%
Order	
Other	2%

AVERAGE LENGTH OF STAY**

Secure only	10 days
Admitted to	25 days
Non-Secure	

DISTRIBUTION OF RESIDENT DAYS

Secure	77%
Non-Secure	23%

AVERAGE DAILY POPULATION

Secure	861 youths
Non-Secure	263 youths

*July-December, 1977

**New legislation requires that adjudicatory hearings for youth in Secure or Non-Secure Detention or Crisis Homes commence within 21 days. The difference in processing times for youth in Secure & Non-Secure should be reduced.

V. EFFECTIVENESS MEASURES*

PROCESSES

<u>Basic Program Processes</u>	<u>Performance Measures</u>	<u>Performance Standards</u>	<u>Performance</u>
1. Maintain population in secure detention within budgeted capacity.	Average daily population.	Budgeted average daily population: 800	8% over
2. Utilize non-secure program at full capacity.	Percent of available non-secure capacity utilized.	100%	109%
3. Recruit Attention Home Beds.	Percent of allocated beds contracted.	90% of these beds should be maintained under contract.	61%
4. Utilize Attention Home Beds.	Percent of total available resident days utilized.	80% occupancy	56%

VI. COSTS

Budgeted cost/child day - Secure	\$31
Budgeted cost/child day - Non-secure	\$12

* July-December, 1977.

VII. DISCUSSION

1. As indicated by effectiveness measure #1, the Secure Detention program experienced overcrowding (8%) during July-December 1977. It should be noted, however, that Intake and the Court, not Detention, determines who is to be detained and released. The overpopulation problem prompted PDYS and Intake to implement an operational plan in February 1978, to improve detention practices in order to reduce the population to budgeted levels. Nevertheless, as of May 1978, secure detention facilities were still operating at population levels (865) above those budgeted (800). The problem according to Department on-site monitoring reports seems to stem from: 1) untrained staff making discretionary and subjective detention decisions; 2) abuse of administrative hold detention; 3) extended case processing time; and 4) the detention decisions becoming more susceptible to local community pressures. All of these factors contributed to extended lengths of stay in both secure and non-secure detention. Despite considerable decreases in the number of juvenile arrests, a rather stable referral rate, and the loss of status offenders from the juvenile justice system; detention populations have not gone down but have continued to rise during the last three years.

2. The 109% utilization rate of non-secure appears on the surface to be highly satisfactory. However, at the same time non-secure exceeded budgeted capacity, secure facilities were still overpopulated. Indeed, the number of youths detained in MRS operated detention programs is excessive in terms of national standards and comparisons with the rates of detention in other states.

3. Although the overall utilization rate for non-secure was 109%, effectiveness measures #3 and #4 demonstrate that the Attention Home component of non-secure encountered problems with contracting allocated beds and keeping them occupied during this time period. This may indicate an excessive number of beds allocated and not be

reflective of poor program management. In past years, the non-secure program has been budgeted for two Attention Home beds per each Home Detention bed. Detention workers, however, tend to utilize Home Detention rather than Attention Homes whenever possible. PDYS agrees with this practice and, consequently, has asked for a lower ratio of Attention Homes to Home Detention resources in Fiscal Year 1978-79. In addition, PDYS has requested a higher rate of payment for Attention Home beds to determine whether the problem of recruitment lies with insufficient reimbursement.

PROBATION AND AFTERCARE

I. DESCRIPTION

The main function of the Probation and Aftercare staff is the supervision of youth in the community. They attempt to reinforce changes in attitude through both group meetings and individual counseling. The child is provided assistance in working out relationships with family members, school associates, employers, and others with whom he/she must deal. The youth counselor is responsible for knowing all resources in the community and is charged with acting as a catalyst in bringing these resources to bear in meeting the needs of youths under supervision.

Supervision cases consist of four types: consent supervision, probation, aftercare, and interstate compact.

Consent Supervision is provided by Youth Services counselors and is voluntarily agreed to by the child and his/her parents as an alternative to having the case processed through the courts. Probation is actually a suspended court commitment of a juvenile. Rather than being placed in a commitment program, the child agrees to abide by certain rules of conduct specified by the court. When children who have been committed to Youth Services are released, their supervision continues in the community in the form of Aftercare. These children receive the same services as probationers with the exception that they can be revoked to a residential commitment program without returning to juvenile court. When necessary, this is accomplished through a revocation hearing. In contrast, a probationer can be committed only through another court disposition.

Interstate Compact cases represent those children who have been placed on Probation or Aftercare in another state and have subsequently moved to Florida. The supervision of the children is then transferred to Florida through the administration of the Interstate Compact Agreement.

Services provided to children consist primarily of counseling, supervision and general assistance to the child in overcoming the problems which led to involvement with the juvenile justice system. The amount of services a child is expected to need determines the classification or level of supervision assigned to the child. The requirements prescribed for cases at each level of supervision are presented below:

Intensive Supervision:

- a) Participation in a group counseling session twice a week, or
- b) personal contact with the youngster at least three times a week, and
- c) one contact each week with the parents, either individually or in parent group counseling.

Maximum Supervision:

- a) Participation in a group counseling session at least once per week, or
- b) personal contact with the child at least twice a week, and
- c) contact with the parents at least every two weeks by telephone, in person, or in group.

Medium Supervision:

- a) One personal contact per week with the child. This personal contact may be either the counselor or a volunteer. Where a volunteer is used, the counselor must make one contact per month with the volunteer, and
- b) contact with the parents at least once every month by telephone, in person, or in group.

Minimum Supervision:

- a) Personal contact with the child at least once a month, and
- b) personal contact with the child's parents at least once a month.

The Intensive Supervision category is designed for new Probation or Aftercare cases which the counselor and supervisor feel need a very high level of supervision and counselor contact. The Maximum classification is assigned to all new cases which do not require as comprehensive a level of supervision as those cases placed in Intensive. Medium supervision is for all children who have progressed through one of the previous categories to the extent that the counselor and supervisor feel the child can function adequately with less counselor contact. The Minimum classification is employed for those children who have reached the point where very little supervision is required. Children should progress through this category before a recommendation for honorable termination or discharge is made.

II. LOCATION

Probation and Aftercare staff are located in all 67 counties of Florida. Caseload counts as of December, 1977, were as follows:

<u>District</u>	<u>Consent Super- vision</u>	<u>Probation</u>	<u>After- care</u>	<u>Inter- state Compact</u>	<u>Total</u>	<u>Super- vision Rate*</u>
I	32	691	167	13	903	13.2
II	72	660	215	6	953	15.2
III	31	767	248	10	1056	12.3
IV	3	1680	523	26	2232	15.8
V	0	1471	361	11	1843	20.1
VI	104	1105	270	18	1497	14.3
VII	0	1410	585	31	2026	14.7
VIII	29	1019	389	23	1460	12.9
IX	3	1082	418	15	1518	17.4
X	19	1006	368	21	1414	12.3
XI	64	1615	594	29	2302	11.1
State	357	12506	4138	203	17204	14.2

*Number per 1000 population (ages 10-17)

III. POPULATION PROFILE* for CONSENT, PROBATION, AFTERCARE AND INTERSTATE CASES

<u>SEX</u>		<u>RACE</u>		<u>MEAN AGE</u>
Male	84%	Black	31%	16.3 years
Female	16%	White	69%	

IV. MOVEMENT/MANAGEMENT INFORMATION**

<u>CASELOAD TYPE</u>		<u>SUPERVISION CLASSIFICATION</u>	
Consent	2%	Intensive	3%
Probation	75%	Maximum	6%
Aftercare	22%	Medium	31%
Interstate	1%	Minimum	50%
		Out-of-State	5%
		Suspense	5%

<u>AVERAGE LENGTH OF SUPERVISION</u>		<u>AVERAGE CASELOAD***</u>	
Consent	6.9 mos.	Consent	358
Probation	9.5 mos.	Probation	12153
Aftercare	9.7 mos.	Aftercare	4057
Interstate	9.4 mos.	Interstate	198

V. EFFECTIVENESS MEASURES**

PROCESSES

<u>Basic Program Processes</u>	<u>Performance Measures</u>	<u>Performance Standards</u>	<u>Performance</u>
1. Assist child to make successful reintegration into community after furlough.	Percentage of children on Aftercare working or in school within 60 to 90 days.	75%	72%

* March, 1978

** January, 1978

*** July-December, 1977

OUTCOMES

<u>Basic Program Outcomes</u>	<u>Performance Measures</u>	<u>Performance Standards</u>	<u>Performance</u>
1. Successful completion of Probation.	Percent of caseload successfully terminated.	75%	76%
2. Successful completion of Aftercare.	Percent of caseload successfully discharged.	75%	69%
3. Timely completion of Aftercare.	Average length of stay on Aftercare.	9 mos.	9.7 mos.
4. Timely completion of Probation.	Average length of stay on Probation.	6 mos.	9.4 mos.

VI. COSTS

Budgeted cost/child day \$.90

VII. DISCUSSION

1. Several measures indicate satisfactory performance by Probation and Aftercare staff: percent of youths on Aftercare who are working or in school; successful completion of Probation and Aftercare; and the timely completion of Aftercare. It is indeed gratifying to observe that these results were obtained despite certain problems associated with reorganization.
2. Of concern, however, is the length of stay on Probation. Youths remained on the caseload half again as long as the six month standard. This situation led to higher caseloads with a resultant deterioration of services. Nevertheless, the shift in emphasis from "treatment" to "sanction" by the new juvenile law should serve to reduce lengths of stay. For example, compliance with the terms of probation will consist of such measureable activities as working a certain number of community service hours. Rather than a demonstration of rehabilitation, youths will be terminated upon satisfaction of specific obligations.
3. The PDYS suggests that many of the difficulties experienced in the field are the result of flaws in the present workload funding formula for Probation and Aftercare. Under the work-unit system, districts which maintain low caseloads lose staff to those districts retaining caseloads beyond the recommended lengths of supervision. Consequently, districts are reluctant to prune caseloads. While redistribution of staff is intended to equalize caseloads, it in effect penalizes good performance.

A far better system of funding Probation and Aftercare would be one based upon a ratio of counselors to population at risk (children between the ages of 10-17). Greater equity would be generated since population data could not be manipulated.

In addition to a stable staff and a base which could not be manipulated, departure from traditional methods of Probation and Aftercare counseling and treatment could be expected. An area would know, based on its population at risk, that it would receive and maintain a certain number of staff. With that realization, a pooling of talent and resources would be expected to generate more effective and innovative ways of dealing with juveniles far superior to the old counseling and "checking" techniques.

4. Probation will most certainly undergo major programmatic changes in coming years. The new juvenile law, which becomes effective on October 1, 1978, replaces probation with "community control" as the term for community supervision of delinquent youths. The law requires that a sanction commensurate with the offense be imposed upon a juvenile placed in a community control program. The sanctions include, but are not limited to: restitution, curfew, revocation/suspension of driver's license, or other appropriate non-institutional consequences. A greatly expanded role for community work programs will be needed to comply with the new provisions.

YOUTH SERVICES COMMITMENT PROGRAMS

In the following sections of this report, each type of Youth Services commitment program will be described and examined relative to performance standards and measures. Discussion of these results, however, is presented in the "Summary of Commitment Programs" section beginning on page 80.

INTENSIVE COUNSELING

I. DESCRIPTION

The Intensive Counseling Program is a program partly funded by the Law Enforcement Assistance Administration (LEAA). Delinquent youths, who would ordinarily be committed to a residential setting, are rehabilitated in the community by a counselor with a limited caseload (8-10) within a budgeted average length of stay of four months. It is felt that with this reduced caseload a counselor has the time to become totally involved in changing the youths' behavior patterns. The primary thrust of the treatment program is the use of intensive groups which meet a minimum of four times weekly.

Eight to ten delinquent youths comprise an Intensive Counseling group. Group sessions are the principal treatment mode of the Intensive Counseling Program and counselors are required to enforce attendance and thoroughly evaluate group effectiveness. Counselors must carefully prepare for each group meeting in order to focus on the priority problems of the group.

When not leading groups, counselors seek to verify the truth and validity of group discussions by contacting parents, teachers, employers, law enforcement officials, and other persons in the community who have knowledge of the youth's behavior when he/she is not in group. This information is weighed and compared with a youth's discussion, behavior, participation, and progress in group, to determine if behavioral changes noted in group are genuine and are resulting in positive behavior in the community. Conversely, information gathered from community sources is used to help the counselor focus on members of the group who need the most attention. Counselors are also required to meet crisis situations that come up with members of the group.

Parents of the youths in the Intensive Counseling Program are required to attend a parent group once a week. Parental support is an essential element of this program if behavioral changes are to be effective and lasting. Counselors help parents discuss

problems they are having with their children, and help them gain insight into how to deal effectively with them. A better understanding by parents of their relationship and responsibility to their children is sought as a means of helping to strengthen family relationships.

In addition, counselors seek to employ all available community resources to assist the child by referring youths to other agencies for special needs: vocational rehabilitation, mental health agencies, special education classes, drug programs, and other agencies which may fill the needs of a youth. Volunteers are sought out by the counselors to supplement group and individual counseling. This represents an important resource to the counselor. In addition, recreational activities are planned by counselors to develop rapport, and demonstrate, in a relaxed situation, a sincere interest in helping the youths.

II. LOCATION

During Fiscal Year 77-78, the 144 Intensive Counseling slots were distributed as follows:

District I	8	
District III	8	
District IV	24	(LEAA funded)
District V	24	(LEAA funded)
District VI	16	(LEAA funded)
District VII	8	
District VIII	8	
District IX	16	(LEAA funded)
District X	16	(LEAA funded)
District XI	16	(LEAA funded)

III. POPULATION PROFILE*

	<u>SEX</u>		<u>RACE</u>		<u>MEAN AGE</u>
Male	92%	Black	42%		16.4 years
Female	8%	White	58%		

COMMITMENT OFFENSE

Felony - Against Persons	14%
Felony - Property	53%
Felony - Victimless	0%
Misdemeanor - Against Persons	2%
Misdemeanor - Property	8%
Misdemeanor - Victimless	13%
Ungovernable	3%
Technical Violation	7%

*January - April 1977 admissions.

IV. MOVEMENT/MANAGEMENT INFORMATION

TYPE OF COMMITMENT*

First Commitment	83%
Recommitment	12%
Revocation	5%

TYPE OF PLACEMENT*

Initial Placement	70%
Transferred In	30%

TYPE OF EXIT*

Furlough	56%
Transfer Out	24%
Other Loss	16%
Inactive	4%

AVERAGE DAILY POPULATION**

156

AVERAGE LENGTH OF STAY IN PROGRAM**

4.8 months

*January-April 1977 admissions.

**July-December 1977.

V. EFFECTIVENESS MEASURES*

PROCESSES

<u>Basic Program Processes</u>	<u>Performance Measures</u>	<u>Performance Standards</u>	<u>Performance</u>
1. Provide re-habilita-tion pro-gram for committed youth.	Utilization rate. (Act-ual average daily popu-lation div-ided by budgeted average daily popu-lation.)	100%	108%
2. Serve as an alternative to training schools.	Percentage of youth leav-ing each month who are trans-ferred to training schools.	No more than 20%.	15%
3. Utilization of least restrictive program.	Percent of youth leaving each month who are trans-ferred to a program of greater restric-tiveness (exclud-ing training schools.	No more than 10%.	9%

OUTCOMES

<u>Basic Program Outcomes</u>	<u>Performance Measures</u>	<u>Performance Standards</u>	<u>Performance</u>
1. Timely com-pletion of program.	Aggregate length of stay of youths released from each pro-gram.	Budgeted aver-age length of stay: 4 mos.	6.0 mos.

*Unless noted, data from July-December 1977.

OUTCOMES (continued)

<u>Basic Program Outcomes</u>	<u>Performance Measures</u>	<u>Performance Standards</u>	<u>Performance</u>
2. Successful completion of program.	Percentage of youths released who are furloughed or transferred to a less restrictive program.		60%
3. Successful community adjustment after furlough.*	Percentage of youths furloughed who are not charged with new law violations within the first three months of furlough.		94%
4. Recidivism**	Percentage of youths furloughed who subsequently enter the juvenile or adult justice system within 18 months of furlough.		26%

VI. COSTS

Budgeted cost/child day	\$ 8
Budgeted cost/case	\$973

*January-April 1977 admissions.

**Fiscal Year 75/76 furloughs.

TRY CENTER

I. DESCRIPTION

The TRY Centers are co-ed, non-residential treatment programs designed for 30 youths, half probationers and half committed youths, who are experiencing difficulty in school and who are considered capable of making a successful adjustment within their own community and homes while participating in an intensive day care program. The program provides individual, family, and group counseling. A school program is offered along with recreation, tutoring, arts and crafts, assistance with school adjustment or employment, and with attention to other needs considered important to the youth's well-being. A great deal of flexibility with regard to programming is encouraged in order that community activities may be geared to the needs of the individual child.

Since the TRY Center is non-residential, program participants are involved in planned activities throughout the day. The meal served during program hours is taken at local restaurants or catered to avoid the expense and burden of fully equipped kitchens and cooking staff. Only one meal per day, five days a week is budgeted. Youths participating in TRY Center programs are intended to live at home while receiving intensive treatment services. Residents of other Youth Services programs can also, when advisable, be transferred to a TRY Center as a means of gradually easing them back into their homes and communities when they have successfully completed treatment at a residential facility. With appropriate placements, the TRY Center is a viable alternative for residential care. Involvement with and counseling of parents and guardians is also more regular and intense than at a residential program because the child receives treatment within his/her home community.

The total goal of the TRY Center is to enable a youth to become more responsible in his/her daily life through improving his/her home situation, school or job performance, and overall attitude of self-

respect and respect toward the community. It is the TRY Center's intent to provide the necessary tools for the given individual to move toward establishing practical goals and making a successful adjustment in his/her natural setting.

II. LOCATION

During Fiscal Year 77-78, there were five authorized TRY Centers in the state. They were located in the following areas:

District IV-B	-	Daytona Beach TRY Center
District V	-	St. Petersburg TRY Center
District IX	-	Palm Beach TRY Center
District X	-	Ft. Lauderdale TRY Center
District XI	-	Miami TRY Center

III. POPULATION PROFILE*

	<u>SEX</u>		<u>RACE</u>		<u>MEAN AGE</u>
Male	96%	Black	40%		15.8 years
Female	4%	White	60%		

COMMITMENT OFFENSE

Felony - Against Persons	13%
Felony - Property	53%
Felony - Victimless	0%
Misdemeanor - Against Persons	4%
Misdemeanor - Property	19%
Misdemeanor - Victimless	9%
Ungovernable	0%
Technical Violation	2%

* January - April 1977 admissions.

IV. MOVEMENT/MANAGEMENT INFORMATION

TYPE OF COMMITMENT*

First Commitment	86%
Recommitment	6%
Revocation	6%

TYPE OF PLACEMENT*

Initial Placement	89%
Transferred In	11%

TYPE OF EXIT*

Furlough	60%
Transfer Out	30%
Other Loss	5%
Inactive	5%

AVERAGE DAILY POPULATION**

Committed	58
Non-Committed	76
Total	134

AVERAGE LENGTH OF STAY
IN PROGRAM** 6.4 months

V. EFFECTIVENESS MEASURES***

PROCESSES

<u>Basic Program Processes</u>	<u>Performance Measures</u>	<u>Performance Standards</u>	<u>Performance</u>
1. Provide re-habilitation program for committed youth.	Utilization rate. (Actual average daily committed population divided by budgeted average daily committed population.)	100%	77%
2. Serve as an alternative to training schools.	Percentage of committed youth leaving each month who are transferred to training schools.	No more than 20%.	26%

* January - April 1977 admissions.

** July - December 1977.

*** Unless noted, data from July-December 1977.

PROCESSES (continued)

<u>Basic Program Processes</u>	<u>Performance Measures</u>	<u>Performance Standards</u>	<u>Performance</u>
3. Utilization of least restrictive program.	Percent of committed youth leaving each month who are transferred to a program of greater restrictiveness (excluding training schools.)	No more than 10%.	16%

OUTCOMES

<u>Basic Program Outcomes</u>	<u>Performance Measures</u>	<u>Performance Standards</u>	<u>Performance</u>
1. Timely completion of program.	Aggregate length of stay of committed youths released from each program.	Budgeted Average Length of Stay: 4 mos.	7.2 mos.
2. Successful completion of program.	Percentage of committed youths released who are furloughed or transferred to a less restrictive program.		52%
3. Successful community adjustment after furlough.*	Percentage of committed youths furloughed who are not charged with new law violations within the first three months of furlough.		96%

* January - April 1977 admissions.

OUTCOMES (continued)

<u>Basic Program Outcomes</u>	<u>Performance Measures</u>	<u>Performance Standards</u>	<u>Performance</u>
4. Recidivism*	Percentage of youths furloughed who subsequently enter the juvenile or adult justice system within 18 months of furlough.		34%

V. COSTS

Budgeted cost/child day \$ 11
Budgeted cost/case \$1338

* Based on a 12-month follow-up of Fiscal Year 73-74 furloughs.

ASSOCIATED MARINE INSTITUTE

I. DESCRIPTION

The Associated Marine Institute programs, which are comprised of six local marine institutes throughout the state, provide alternative commitment treatment in a local community non-residential setting. The institutes are purchase-of-service day care programs which utilize the ocean/marine environment to promote social rehabilitation and educational/vocational instruction for youths on Probation or committed to Youth Services. The programs vary in size from 24-41 slots and all are budgeted to deal with half committed and half non-committed youth within an average stay of six months.

Youths assigned to the program learn the basic skills associated with seamanship, navigation, marine sciences and scuba diving. A growing number of youths assigned to the program are receiving high school credit through cooperation with county school districts and many are receiving their G.E.D. equivalency high school diplomas prior to or upon graduation.

II. LOCATION

During Fiscal Year 1977-78, the six AMI facilities were located in the following areas:

		<u>Committed</u>	<u>Non-Committed</u>
District II	Panama City	12	12
District IV	Jacksonville	18	18
District V	St. Petersburg	15	15
District VI	Tampa	15	15
District X	Ft. Lauderdale	21	21
District XI	Miami	15	15

III. POPULATION PROFILE*

	<u>SEX</u>		<u>RACE</u>		<u>MEAN AGE</u>
Male	86%	Black	14%	16.3 years	
Female	14%	White	86%		

* January-April 1977 Admissions

COMMITMENT OFFENSE

Felony - Against Persons	10%
Felony - Property	51%
Felony - Victimless	0%
Misdemeanor - Persons	5%
Misdemeanor - Property	14%
Misdemeanor - Victimless	15%
Ungovernable	4%
Technical Violation	1%

IV. MOVEMENT/MANAGEMENT INFORMATION

TYPE OF COMMITMENT*

First Commitment	87%
Recommitment	11%
Revocation	2%

TYPE OF PLACEMENT*

Initial Placement	81%
Transfer In	19%

TYPE OF EXIT*

Furlough	59%
Transfer Out	22%
Other Loss	16%
Inactive	3%

AVERAGE DAILY POPULATION**

Committed	142
Non-Committed	87
Total	229

AVERAGE LENGTH OF STAY IN PROGRAM

7.2 months

* January-April 1977 Admissions

** July-December 1977

V. EFFECTIVENESS MEASURES*

PROCESSES

<u>Basic Program Processes</u>	<u>Performance Measures</u>	<u>Performance Standards</u>	<u>Performance</u>
1. Provide rehabilitation program for committed youth.	Utilization rate. (Actual average daily committed population divided by budgeted average daily committed population).	100%	148%
2. Serve as an alternative to training schools.	Percentage of committed youth leaving each month who are transferred to training schools.	No more than 20%	21%
3. Utilization of least restrictive program.	Percent of committed youth leaving each month who are transferred to a program of greater restrictiveness (excluding training schools).	No more than 10%	10%

* Unless noted, data from July-December 1977.

OUTCOMES

<u>Basic Program Outcomes</u>	<u>Performance Measures</u>	<u>Performance Standards</u>	<u>Performance</u>
1. Timely completion of program.	Aggregate length of stay of committed youths released from each program.	Budgeted Average Length of Stay: 4 mos.	7.7 mos.
2. Successful completion of program.	Percentage of committed youths released who are furloughed or transferred to a less restrictive program.		41%
3. Successful community adjustment after furlough.*	Percentage of committed youths furloughed who are charged with new law violations within the first three months of furlough.		93%
4. Recidivism**	Percentage of committed youths furloughed who subsequently enter the juvenile or adult justice system within 18 months of furlough.		24%

VI. COSTS

Budgeted cost/child day \$ 16
Budgeted cost/case \$2920

* January-April 1977 Admissions

** Fiscal Year 1975-76 furloughs

FAMILY GROUP HOME

I. DESCRIPTION

The Family Group Home (FGH) Program concept involves contracting a series of private homes in communities throughout the state to provide both a foster family residence and supportive supervision for adjudicated youths whose families cannot meet this need. For Fiscal Year 1977-78, 300 FGH beds were authorized, of which 245 were designated for committed youth, and 55 for non-committed (probation or aftercare cases).

The Group Home prototype calls for five Youth Services youth to live with the Group Home Parents (and their family). This model has been diversified, and current guidelines allow the number of Youth Services children served to range from one to nine to allow for variation in both: 1) physical size of private homes; and, 2) the number of children with whom potential GH parents are willing to cope. The latter factor is a key because GH parents are basically volunteers who are paid a fairly minimal subsidy for expenses. An experienced Field Services Counselor is assigned to work with the Youth Services children in each group home, serving as a treatment leader and family liaison as well as the representative of the juvenile justice system to the children.

The children placed in Family Group Homes attend school and/or work in the community, take part in school and extra-curricular activities, and are subject to the family discipline code, just as the Group Home parents' own children. The Youth Services counselor provides group and/or individual counseling and refers to community resources as needed for additional evaluation or services, programs for specialized needs, etc. The child's parents (or guardian) are encouraged to be involved through visits to the child, discussions with the Group Home parents and, sometimes, parent meetings or family counseling. The goal of the program is to foster social adjustment in the child and to develop patterns of behavior and relationships which will forestall further involvement with the juvenile justice system.

II. LOCATION

During Fiscal Year 1977-78, the 300 Family Group Home slots were distributed as follows:

	<u>Committed</u>	<u>Non-Committed</u>
District I	17	5
District II	13	5
District III	27	5
District IV	41	5
District V	28	5
District VI	14	5
District VII	22	5
District VIII	31	5
District IX	10	5
District X	14	5
District XI	28	5

III. POPULATION PROFILE*

<u>SEX</u>		<u>RACE</u>		<u>MEAN AGE</u>
Male	75%	Black	43%	14.6 years
Female	25%	White	57%	

COMMITMENT OFFENSE

Felony - Against Persons	4%
Felony - Property	41%
Felony - victimless	0%
Misdemeanor - Against Persons	5%
Misdemeanor - Property	15%
Misdemeanor - Victimless	9%
Ungovernable	16%
Technical Violation	9%

* January-April 1977 Admissions

IV. MOVEMENT/MANAGEMENT INFORMATION

TYPE OF COMMITMENT*

First Commitment	80%
Recommitment	12%
Revocation	8%

TYPE OF PLACEMENT*

Initial Placement	81%
Transferred In	19%

TYPE OF EXIT*

Furlough	49%
Transfer Out	42%
Other Loss	8%
Inactive	1%

AVERAGE DAILY POPULATION**

Committed	220
Non-Committed	11
Total	231

AVERAGE LENGTH OF STAY IN PROGRAM**

4.6 months

* January-April 1977 Admissions
** July-December 1977

V. EFFECTIVENESS MEASURES*

PROCESSES

<u>Basic Program Processes</u>	<u>Performance Measures</u>	<u>Performance Standards</u>	<u>Performance</u>
1. Provide rehabilitation program for committed youth	Utilization rate. (Actual average daily committed population divided by budgeted average daily committed population).	100%	90%
2. Serve as an alternative to training schools.	Percentage of committed youth leaving each month who are transferred to training schools.	No more than 20%	22%
3. Utilization of least restrictive program.	Percent of committed youth leaving each month who are transferred to a program of greater restrictiveness (excluding training schools).	No more than 10%	5%

* Unless noted, data from July-December, 1977.

OUTCOMES

<u>Basic Program Outcomes</u>	<u>Performance Measures</u>	<u>Performance Standards</u>	<u>Performance</u>
1. Timely completion of program.	Aggregate length of stay of committed youths released from each program.	Budgeted Average Length of Stay: 6 mos.	5.6 mos.
2. Successful completion of program.	Percentage of committed youths released who are furloughed or transferred to a less restrictive program.		63%
3. Successful community adjustment after furlough.*	Percentage of committed youths furloughed who are not charged with new law violations within the first three months of furlough.		94%
4. Recidivism**	Percentage of youths furloughed who subsequently enter the juvenile or adult justice system within 18 months of furlough.		39%

VI. COSTS

Budgeted cost/child day \$ 7
Budgeted cost/case \$1278

* January-April 1977 Admissions

** Fiscal Year 1975-76 furloughs

PROJECT STEP

I. DESCRIPTION

Project STEP is a contractual program operated by the Hurricane Island, Outward Bound in Rockland, Maine. This Outward Bound type program provides experiences which develop self-discipline, responsibility, independence and physical and mental fitness. Upon achieving success in these areas, a change in behavior, attitude, and feelings of self-worth can be anticipated.

The 21-day wilderness course is designed to be a success-oriented, stressful and challenging experience. One course that has been developed is a 300 mile canoe trip from the Atlantic Ocean to the Gulf of Mexico. This trip offers an excellent classroom in which to transfer the Outward Bound ethic to the youth.

The course has been developed in such a way that there is a natural (gradual) increase in skills, physical and mental fitness, independence, and helping relationships. As the students begin their course, they travel for relatively short distances, not being physically fit enough to endure prolonged activity. The instructors remain constantly aware of the group's ability and safety. Changing expectations keep the group in a challenging situation. As time passes, the endurance limits are extended and the students perceive growth in their abilities. Skills acquisition, physical fitness, emergency care and other elements of the course are refined continuously.

At a point near the end of the course, the student is given a chance to experience "solo". It is a time to be alone, to get to know one's self, and to evaluate the course and the individual. The student rejoins the group with a slightly different perception of himself and what is going on around him.

Upon return to base camp, a debriefing is held which encourages youths to relate their personal experiences to other members of their group. A final evaluation is made about the course and its effects upon the individual and the group. The average budgeted length of stay in Project STEP, including a follow-up back in the community, is two months.

SAMPLE PROGRAM SEQUENCE AND COMPONENTS

(1) Orientation Phase 3-4 days

- Medical Examinations
- Swim Test
- Ropes Course
- Initiatives
- Basic Canoeing
- Overnight Camping
- Gear Familiarization
- Group Orientation
- Youth's Contract with Project STEP

(2) Outward Bound Phase 21-23 days

- Emergency Care
- Orienteering and Navigation
- Flora and Fauna
- Initiatives
- Morning Run and Dip
- Group Meetings
- Camping and Camp Craft
- Solo
- Food Preparation and Nutrition
- Ropes Course
- Canoeing Skill Practice
- Hiking
- Rock Climbing
- Kayaking
- Sailing
- Marathon

(3) Debrief 2-3 days

- Follow-up Contract
- Groups
- Gear Clean-up, Repair and Turn-in
- Preparation to go home
- Leave for home visit

The child first returns to the community on a nine-day home visit. Because this is a critical period for the child, family and community relations, the Project STEP staff provide continuous contact. The instructor sets up meetings with the Field Services Counselor, parents, and child. The initial meeting is held during the first days of the home visit. At this meeting, the child explains to the

counselor and parents his goals to be met during follow-up. A second meeting is then held on the ninth day of the home visit. At this meeting, the child is furloughed to Field Services. The parents, child, Field Services Counselor and the Project STEP instructor clearly define their supportive relationships and specify responsibilities.

After the child has been furloughed, Project STEP instructors offer a follow-up service to the child for 15 to 30 days, depending on the child's home HRS District. Each week the instructor attempts to have a minimum of three personal contacts with the child, in addition to group counseling sessions.

In order to effectively provide meaningful services to the child during follow-up, the parents, counselor and other individuals in the community are contacted on a regular basis. Family meetings are initiated by the instructor and Field Services Counselor. The instructor is familiar with other agencies in the community that provide services for the family's needs. In addition, the Youth Services Counselor is involved with the child on a continuing basis and is kept informed of the child's activities and progress by the Project STEP Counselor. At the end of the follow-up, the goal is to have the child experiencing success in the home and community.

II. LOCATION

Project STEP is located approximately 12 miles west of Fernindina Beach (District IV).

III. POPULATION PROFILE*

	<u>SEX</u>		<u>RACE</u>		<u>MEAN AGE</u>
	Male	100%	Black	30%	16.3 years
	Female	0%	White	70%	

* January-April 1977 Admissions

COMMITMENT OFFENSE

Felony - Against Persons	3%
Felony - Property	35%
Felony - Victimless	0%
Misdemeanor - Against Persons	11%
Misdemeanor - Property	22%
Misdemeanor - Victimless	16%
Ungovernable	0%
Technical Violation	13%

IV. MOVEMENT/MANAGEMENT INFORMATION

TYPE OF COMMITMENT*

First Commitment	60%
Recommitment	26%
Revocation	14%

TYPE OF PLACEMENT*

Initial Placement	16%
Transferred In	84%

TYPE OF EXIT*

Furlough	89%
Transfer Out	10%
Other Loss	0%
Inactive	1%

AVERAGE DAILY POPULATION**

20

AVERAGE LENGTH OF STAY IN PROGRAM** 1.2 months

* January-April 1977 Admissions

** July-December 1977

V. EFFECTIVENESS MEASURES*

PROCESSES

<u>Basic Program Processes</u>	<u>Performance Measures</u>	<u>Performance Standards</u>	<u>Performance</u>
1. Provide rehabilitation program for committed youth.	Utilization rate. (Actual average daily population divided by budgeted average daily population).	100%	67%
2. Serve as an alternative to training schools.	Percentage of youth leaving each month who are transferred to training schools.	No more than 20%	12%
3. Utilization of least restrictive program.	Percent of youth leaving each month who are transferred to a program of greater restrictiveness (excluding training schools).	No more than 10%	1%

* Unless noted, data from July-December, 1977.

OUTCOMES

<u>Basic Program Outcomes</u>	<u>Performance Measures</u>	<u>Performance Standards</u>	<u>Performance</u>
1. Timely completion of program.	Aggregate length of stay of youths released from each program.	Budgeted Average Length of Stay: 2 months	3.6 months
2. Successful completion of program.	Percentage of youths released who are furloughed or transferred to a less restrictive program.		86%
3. Successful community adjustment after furlough.*	Percentage of youths furloughed who are not charged with new law violations within the first three months of furlough.		90%
4. Recidivism**	Percentage of youths furloughed who subsequently enter the juvenile or adult justice system within 18 months of furlough.		28%

VI. COSTS

Budgeted cost/child day \$ 28
Budgeted cost/case \$1704

* January-April 1977 Admissions

** Based on a 12 month follow-up of Fiscal Year 1975-76 furloughs.

SAN ANTONIO BOYS VILLAGE

I. DESCRIPTION

The San Antonio Boys Village is a purchase-of-service community-based residential treatment program that provides a diversified treatment program to twelve (12) delinquent youths committed to the Department of Health and Rehabilitative Services. This program is situated in the rural community of San Antonio, Florida, and serves boys primarily from Pasco County. One hundred acres in a nearby wooded area have been donated to the program by the community and the residents have developed the land for program purposes. The program is budgeted for an average length of stay of six months.

A part-time teacher, provided by the Pasco County School System, is employed at the facility during the morning hours. From 1:00 p.m. until approximately 3:00 p.m., the youths are involved in either community work projects or projects in the wooded area. Guided group interaction sessions, using the concepts of Reality Therapy, are held five nights a week for one and one-half hours, and individual counseling sessions are held when the need arises. Parents of the children are required to attend weekly counseling sessions at the Village and are also required to evaluate their sons' behavior during weekend home visits.

II. LOCATION

The San Antonio Boys Village is located in Pasco County (District V).

III. POPULATION PROFILE*

<u>SEX</u>		<u>RACE</u>		<u>MEAN AGE</u>
Male	100%	Black	0%	16.2 years
Female	0%	White	100%	

IV. MOVEMENT/MANAGEMENT INFORMATION

TYPE OF COMMITMENT*

First Commitment	89%
Recommitment	11%
Revocation	0%

TYPE OF PLACEMENT*

Initial Placement	44%
Transferred In	56%

TYPE OF EXIT**

Furlough	72%
Transfer Out	11%
Other Loss	6%
Inactive	11%

AVERAGE DAILY POPULATION**

12

AVERAGE LENGTH OF STAY
IN PROGRAM** 4.4 months

* December 31, 1977 Census.

** July - December 1977.

V. EFFECTIVENESS MEASURES*

PROCESSES

<u>Basic Program Processes</u>	<u>Performance Measures</u>	<u>Performance Standards</u>	<u>Performance</u>
1. Provide re-habilita-tion pro-gram for committed youth.	Utilization rate. (Actual average daily population divided by budgeted aver-age daily pop-ulation.)	100%	100%
2. Serve as an alternative to training schools.	Percentage of youth leaving each month who are trans-ferred to training schools.	No more than 20%.	6%
3. Utilization of least restrictive program.	Percent of youth leaving each month who are transferred to a program of greater restrictiveness (excluding train-ing schools.)	No more than 10%.	0%

OUTCOMES

<u>Basic Program Outcomes</u>	<u>Performance Measures</u>	<u>Performance Standards</u>	<u>Performance</u>
1. Timely com-pletion of program.	Aggregate length of stay of youths re-leased from each program.	Budgeted Average Length of Stay: 6 mos.	4.5 mos.

* July - December 1977.

OUTCOMES (continued)

<u>Basic Program Outcomes</u>	<u>Performance Measures</u>	<u>Performance Standards</u>	<u>Performance</u>
2. Successful completion of program.	Percentage of youths released who are furloughed or transferred to a less restrictive program.		88%
3. Successful community adjustment after furlough.	Percentage of youths furloughed who are not charged with new law violations within the first three months of furlough.		Not currently available.
4. Recidivism	Percentage of youths furloughed who subsequently enter the juvenile or adult justice system within 18 months of furlough.		Not currently available.

VI. COSTS

Budgeted cost/child day	\$ 18
Budgeted cost/case	\$3295

GROUP TREATMENT HOME

I. DESCRIPTION

The Group Treatment Home is a small (seven bed) facility designed to provide a group of problem-ridden boys with a treatment-oriented, home-like atmosphere. The budgeted average length of stay is six months.

Group sessions in a Group Treatment Home are informal, taking on the character of nightly family "get-togethers" where, under the supervision of the homeparents, the children discuss their specific personal problems as well as the day-to-day problems of interaction that arise at home, school, and in the community. Mutual help and concern, along with practical solutions to problems, are emphasized; the parents insuring that these are adapted to and always within the capabilities of the children.

While the children do not work in the community, they attend public schools, work at community projects and participate in recreational activities in order to learn appropriate social behavior and to experience a sense of trust in and a healthy dependence on other people. This is especially important for these younger children whose past home life and experiences have frequently rendered them hostile toward and suspicious of adults.

Frequent educational and entertainment outings are provided for the children in the company of the homeparents or volunteer workers in order to expose them to the great variety of positive experiences available within each community, and to expand their awareness and encourage the development of their intellectual curiosity.

The homeparents are expected to become closely involved with each child as both therapists and parent substitutes. No child is released from the program until he has, in the judgment of the homeparents, reached a stage of development where adequate functioning can reasonably be expected in a suitable placement after completion of treatment.

II. LOCATION

During Fiscal Year 77-78, the 42 Group Treatment Home beds were located in the following areas:

District IV	- Volusia Group Treatment Home (Holly Hill)
District VI	- Hillsborough Group Treatment Home (Valrico)
District VII	- Seminole Group Treatment Home (Tuskawilla)
District IX	- Palm Beach Group Treatment Home (Boynton Beach)
District X	- Broward Group Treatment Home (Ft. Lauderdale)
District XI	- Dade Group Treatment Home (Homestead)

III. POPULATION PROFILE*

	<u>SEX</u>		<u>RACE</u>		<u>MEAN AGE</u>
Male	100%	Black	38%	14.0 years	
Female	0%	White	62%		

COMMITMENT OFFENSES

Felony - Against Persons	3%
Felony - Property	53%
Felony - Victimless	3%
Misdemeanor - Against Persons	13%
Misdemeanor - Property	19%
Misdemeanor - Victimless	6%
Ungovernable	0%
Technical Violation	3%

* January - April 1977 admissions.

IV. MOVEMENT/MANAGEMENT INFORMATION

<u>TYPE OF COMMITMENT*</u>		<u>TYPE OF PLACEMENT*</u>	
First Commitment	86%	Initial Placement	84%
Recommitment	7%	Transferred In	16%
Revocation	7%		
<u>TYPE OF EXIT*</u>		<u>AVERAGE DAILY POPULATION**</u>	44
Furlough	47%	<u>AVERAGE LENGTH OF STAY IN PROGRAM**</u>	5.6 mos.
Transfer Out	47%		
Other Loss	6%		
Inactive	0%		

V. EFFECTIVENESS MEASURES***

PROCESSES

<u>Basic Program Processes</u>	<u>Performance Measures</u>	<u>Performance Standards</u>	<u>Performance</u>
1. Provide rehabilitation program for committed youth.	Utilization rate. (Actual average daily population divided by budgeted average daily population.)	100%	105%
2. Serve as an alternative to training schools.	Percentage of youth leaving each month who are transferred to training schools.	No more than 20%.	30%
3. Utilization of least restrictive program.	Percent of youth leaving each month who are transferred to a program of greater restrictiveness (excluding training schools.)	No more than 10%.	0%

*January - April 1977 admissions.

**July - December 1977.

***Unless noted, data from July - December 1977.

OUTCOMES

<u>Basic Program Outcomes</u>	<u>Performance Measures</u>	<u>Performance Standards</u>	<u>Performance</u>
1. Timely completion of program.	Aggregate length of stay of youths released from each program.	Budgeted Average Length of Stay: 6 mos.	6.3 mos.
2. Successful completion of program.	Percentage of youths released who are furloughed or transferred to a less restrictive program.		61%
3. Successful community adjustment after furlough.*	Percentage of youths furloughed who are not charged with new law violations within the first three months of furlough.		88%
4. Recidivism**	Percentage of youths furloughed who subsequently enter the juvenile or adult justice system within 18 months of furlough.		41%

VI. COSTS

Budgeted cost/child day	\$ 25
Budgeted cost/case	\$4563

* January - April 1977 admissions.

** Based on a follow-up of 1973 furloughs. The study included Halfway Houses, START Centers, and Group Treatment Homes.

HALFWAY HOUSE

I. DESCRIPTION

The Halfway House is a short-term residential treatment center for either 25 boys or 20 girls, ages 14-18, located in a relatively heavily populated urban area. Residents live at the facility and are allowed to attend the public schools and/or maintain employment in the community.

Emphasis is placed on understanding one's self and one's relationships with parents, peers, and environment. Residents work on obtaining the necessary skills or tools to cope with and work through every day problems, through an understanding of problem solving techniques, personal and social development, and accepting responsibility for behavior. Group meetings are held daily by trained group leaders who are also readily available for individual counseling. Maximum community participation is stressed during a youth's residence to facilitate a more successful adjustment at home after graduation.

Residents are involved in an intensive, reality oriented, responsibility-bound treatment program geared toward helping them lead more socially acceptable and responsible lives. The focus of the treatment technique is the daily Reality Therapy group meeting. Involvement is the key, with residents and staff working together on developing the residents' acceptable social behavior. The entire program complements the Reality Therapy approach. Utilizing continuous involvement, individual counseling by staff and peers and the application of natural social contingencies, a resident develops social skills that enable him to gradually spend more time in the community.

An overview of client services and their missions includes:

(a) A case study of each resident is undertaken at the time of admission to determine problem areas and to formulate a realistic treatment plan.

(b) Group activities are designed to help residents improve their skills in working and living with others.

(c) Intensive group counseling is provided a minimum of 7½ hours weekly to enable each child to identify problem areas, formulate realistic solutions and put them into practice.

(d) Youth may participate in a local public school (academic or vocational), or be employed in the community. Youths may be placed in the in-house alternative/remedial school program to supplement other community-provided education.

(e) Training is provided in practical living skills; e.g. finding a job, hygiene, personal appearance, daily scheduling, meeting one's responsibilities, use of leisure time, etc.

(f) Residents lend a hand in local volunteer activities, e.g. work projects with civic organizations like the Jaycees, money-raising projects for the Facility Welfare Fund (car washes, etc.), and participation in projects for the benefit of the community (clean-up campaigns, charity collections).

(g) A physical examination of the client should be completed prior to admission. Emergency medical and dental services are provided as needed.

(h) Psychiatric evaluation and psychological testing are provided by local agencies as required.

(i) In cooperation with each child's youth counselor, planning and preparation for a suitable home placement or independent living situation is undertaken shortly after admission.

(j) Graduation, upon successful completion of the program, usually occurs within a period of approximately five months. However, the average budgeted length of stay for a Halfway House resident is six months.

II. LOCATION

During Fiscal Year 77-78, there were 12 authorized Halfway Houses in the state, located in the following areas:

District I	- Pensacola Boys Base (Pensacola) for 25 boys
District II	- Criswell House (Tallahassee) for 25 boys
District IV	- Duval Hall (Jacksonville) for 25 boys (now for 20 girls)* - Duval House (Jacksonville) for 25 boys - Volusia House (Daytona Beach) for 25 boys
District V	- Pinellas House (St. Petersburg) for 25 boys
District VI	- Hillsborough House (Tampa) for 25 boys
District VII	- Orange House (Orlando) for 25 boys
District IX	- Palm Beach House (West Palm Beach) for 25 boys
District X	- Broward Halfway House (Ft. Lauderdale) for 25 boys
District XI	- Pentland Hall (Miami) for 20 girls - Dade Halfway House (Miami) for 25 boys

III. POPULATION PROFILE**

<u>SEX</u>	<u>RACE</u>	<u>MEAN AGE</u>
Male 92%	Black 26%	16.4 years
Female 8%	White 74%	

COMMITMENT OFFENSE

Felony - Against Persons	10%
Felony - Property	49%
Felony - Victimless	0%
Misdemeanor - Against Persons	2%
Misdemeanor - Property	14%
Misdemeanor - Victimless	16%
Ungovernable	2%
Technical Violation	7%

* During the period from which data for this study were drawn the program was operated for males. In April 1978, the change to a female program was made.

** January - April 1977 admissions.

IV. MOVEMENT/MANAGEMENT INFORMATION

TYPE OF COMMITMENT*

First Commitment 85%
 Recommitment 6%
 Revocation 9%

TYPE OF PLACEMENT*

Initial Placement 72%
 Transferred In 28%

TYPE OF EXIT*

Furlough 54%
 Transfer Out 39%
 Other Loss 4%
 Inactive 3%

AVERAGE DAILY

POPULATION** 272

AVERAGE LENGTH OF

STAY IN PROGRAM** 4.9 mos.

V. EFFECTIVENESS MEASURES***

PROCESSES

<u>Basic Program Processes</u>	<u>Performance Measures</u>	<u>Performance Standards</u>	<u>Performance</u>
1. Provide rehabilitation program for committed youth.	Utilization rate. (Actual average daily population divided by budgeted average daily population.)	100%	92%
2. Serve as an alternative to training schools.	Percentage of youth leaving each month who are transferred to training schools.	No more than 20%.	28%
3. Utilization of least restrictive program.	Percent of youth leaving each month who are transferred to a program of greater restrictiveness (excluding training schools.)	No more than 10%.	1%

* January - April 1977 admissions.

** July - December 1977.

*** Unless noted, data from July - December 1977.

OUTCOMES

<u>Basic Program Outcomes</u>	<u>Performance Measures</u>	<u>Performance Standards</u>	<u>Performance</u>
1. Timely completion of program.	Aggregate length of stay of youths released from each program.	Budgeted Average Length of Stay: 6 mos.	4.9 mos.
2. Successful completion of program.	Percentage of youths released who are furloughed or transferred to a less restrictive program.	70%	61%
3. Successful community adjustment after furlough.*	Percentage of youths furloughed who are not charged with new law violations within the first three months of furlough.		95%
4. Recidivism**	Percentage of youths furloughed who subsequently enter the juvenile or adult justice system within 18 months of furlough.		41%

VI. COSTS

Budgeted cost/child day \$ 21
Budgeted cost/case \$3834

* January - April 1977 admissions.

** Based on a follow-up of 1973 furloughs. The study included Halfway Houses, START Centers, and Group Treatment Homes.

START CENTER

I. DESCRIPTION

The START Center is a residential treatment center located in a suburban or rural area, for 25 boys or 20 girls not yet displaying an ability to cope with the responsibilities of daily community living. Youths admitted to a START Center have emotional and/or behavioral disabilities rendering them temporarily poor candidates for the less restrictive Halfway House program. Problems, however, are not serious enough to warrant a youth's being institutionalized. The less urbanized setting with its opportunities for outdoor group activities provides a positive atmosphere for children to participate in more intensive treatment than available in a Halfway House, without facing the stresses and temptations of daily community living.

Emphasis is placed on understanding one's self and one's relationships with parents, peers and environment. Residents work on obtaining the necessary skills or tools to cope with and work through every day problems through an understanding of problem solving techniques, personal and social development, and accepting responsibility for behavior. Group meetings are held daily by trained group leaders who are also readily available for individual counseling.

Residents are involved in an intensive, reality-oriented, responsibility-bound treatment program geared toward helping them lead more socially acceptable and responsible lives.

The focus of the treatment technique is the daily Reality Therapy group meeting. Involvement is the key, with residents and staff working together developing the residents' acceptable social behavior. The entire program compliments the Reality Therapy approach and vice versa. Utilizing continuous involvement, individual counseling by staff and peers, and the application of natural social contingencies, a resident develops social skills that enable him to gradually spend more time in the community.

The START Center is similar in most respects to a Halfway House and offers the same treatment services, with the following exceptions:

(a) A total academic program is provided at the facility, as each center has its own education staff. The main thrust of the education program is to prepare all youth for a successful life of work by increasing their options for occupational choice. This is addressed by the attainment of employability skills and by enhancing learning achievement in all subject areas and at several levels of education. Consequently, educational programs include instruction in basic academic development, in Language Arts (reading, writing, speaking, listening), math and in various career education elements and skill awareness.

(b) When the youth leaves the center, he/she should be equipped to enter the world of work, return to public school, continue education in a vocational school, pursue on-the-job training, or enroll in other programs suitable to his/her needs, interests, and abilities.

II. LOCATION

During FY 1977-78, there were six authorized START Centers in the state. They were located in the following areas:

- (1) District II - Leon START Center
(Tallahassee)
for 20 girls
- (2) District III - Marion START Center
(Ocala) for 25 boys*
- (3) District IV - Fort Clinch START Center
(Fernandina Beach)
for 25 boys

* Marion START Center operated for approximately two months on a non-residential basis because of a lack of staff and facility. The program was not funded by the 1978 Legislature.

- (4) District VI - Hillsborough START Center
(Tampa) for 20 boys
- (5) District VII - Brevard START Center
(Titusville) for 20 girls
- (6) District VIII - DeSoto START Center
(Arcadia) for 25 boys*

III. POPULATION PROFILE**

	<u>SEX</u>		<u>RACE</u>		<u>MEAN AGE</u>
Male	47%	Black	32%	15.4 years	
Female	53%	White	68%		

COMMITMENT OFFENSE

Felony - Against Persons	6%
Felony - Property	31%
Felony - Victimless	2%
Misdemeanor - Against Persons	5%
Misdemeanor - Property	23%
Misdemeanor - Victimless	8%
Ungovernable	17%
Technical Violation	8%

IV. MOVEMENT/MANAGEMENT INFORMATION

TYPE OF COMMITMENT**

First Commitment	79%
Recommitment	10%
Revocation	11%

TYPE OF PLACEMENT**

Initial Placement	73%
Transfer In	27%

TYPE OF EXIT**

Furlough	60%
Transfer Out	31%
Other Loss	1%
Inactive	8%

AVERAGE DAILY POPULATION***

116

AVERAGE LENGTH OF STAY IN PROGRAM*** 4.8 months

* DeSoto START Center, though budgeted at 25, has never had a physical facility capable of housing more than 15 and thus has always operated at this size.

** January-April 1977 Admissions

*** July-December, 1977

V. EFFECTIVENESS MEASURES*

PROCESSES

<u>Basic Program Processes</u>	<u>Performance Measures</u>	<u>Performance Standards</u>	<u>Performance</u>
1. Provide rehabilitation program for committed youth.	Utilization rate. (Actual average daily population divided by budgeted average daily population).	100%	86%
2. Serve as an alternative to training schools.	Percentage of youth leaving each month who are transferred to training schools.	No more than 20%	35%
3. Utilization of least restrictive program.	Percent of youth leaving each month who are transferred to a program of greater restrictiveness (excluding training schools).	No more than 10%	1%

* Unless noted, data from July-December, 1977.

OUTCOMES

<u>Basic Program Outcomes</u>	<u>Performance Measures</u>	<u>Performance Standards</u>	<u>Performance</u>
1. Timely completion of program.	Aggregate length of stay of youths released from each program.	Budgeted Average Length of Stay: 6 months	6.0 Mos.
2. Successful completion of program.	Percentage of youths released who are furloughed or transferred to a less restrictive program.		59%
3. Successful community adjustment after furlough.*	Percentage of youths furloughed who are not charged with new law violations within the first three months of furlough.		96%
4. Recidivism**	Percentage of youths furloughed who subsequently enter the juvenile or adult justice system within 18 months or furlough.		32%

VI. COSTS

Budgeted cost/child day \$ 21
Budgeted cost/case \$3833

* January-April 1977 Admissions
** Fiscal Year 1975-76 furloughs

ECKERD WILDERNESS CAMPS

I. DESCRIPTION

The Eckerd Wilderness Camps are contractual programs provided by the Jack and Ruth Eckerd Foundation, Inc. These wilderness camps provide long-term residential treatment for selected younger delinquent clients of the Department. During the period from which data were drawn for this study, Youth Services was budgeted for 105 beds for committed youths and 15 beds for probationers at Eckerd Camps. Campers of similar age live together in the woods in decentralized groups of ten, with two counselors, 24-hours a day, striving toward personal growth and acceptable solid values. A camp consists of five such groups. Each group designs, builds and maintains its own campsite. The entire group plans and carries out each activity, then evaluates it in terms of positive behavior and helpfulness. Each camp function relates in some way to home, school, or community. Reality Therapy techniques have been adapted for this natural setting.

Wilderness therapeutic camping offers a constant challenge and freedom of expression so basic to a child's world. A child identifies with camp as a place of security where he/she can be removed from the pressures of ordinary daily living while determining who he/she is and what he/she can do. The program is built around survival in each area. Control and discipline are simply problems to be solved within the group process, much as climbing a mountain or canoeing down a river would be. The camp adventure includes canoe trips, bus trips, hiking, or simply field trips on the camp property. Education at camp is based on an experience curriculum. The outdoor classroom provides a wide variety of learning experiences in the natural setting of the camp. Camp experience provides a rich environment for the development of educational motivation.

Knowledge of nutrition comes from campers' menu-planning activities. They must provide a balanced diet for themselves and, in doing so, figure the quantity needed and the cost of feeding the group.

Extensive trip activities also provide opportunities for learning. Preparation for the trips, which may last for weeks, requires much planning, construction, warehousing of food, and acquiring of other skills. The trip itself presents natural sciences, agriculture, conservation and geography firsthand.

The construction of campsites teaches wood crafts and requires campers to develop responsible plans and thorough workmanship in the camp construction. These campsites must be durable enough to meet the housing needs of all campers in all types of weather conditions. The transitional classroom is a "re-entry" period for campers to accelerate their traditional learning experiences and enables them to return to public school upon furlough. Family outreach workers are an integral part of camp staff. They spend a great deal of time visiting families and holding family conferences at camp thereby providing parents with better parenting skills.

II. LOCATION

During FY 77-78, there were four authorized Eckerd Wilderness Camps in the state which were located in the following areas:

- (1) District I - Camp E-MA-CHAMEE (Milton)
for 50 boys (35 committed
and 15 probationers)
- (2) District III - Camp E-KEL-ETU (Silver
Springs) for 50 boys
 - Camp E-HOW-KEE (Brooksville)
for 10 boys
 - Camp E-NINI-HASSEE (Floral
City) for 10 girls

III. POPULATION PROFILE*

	<u>SEX</u>		<u>RACE</u>		<u>MEAN AGE</u>
Male	86%	Black	22%	13.5 years	
Female	14%	White	78%		

COMMITMENT OFFENSE

Felony - Against Persons	7%
Felony - Property	61%
Felony - Victimless	0%
Misdemeanor - Against Persons	2%
Misdemeanor - Property	15%
Misdemeanor - Victimless	2%
Ungovernable	8%
Technical Violation	5%

IV. MOVEMENT/MANAGEMENT INFORMATION

TYPE OF COMMITMENT*

First Commitment	94%
Recommitment	4%
Revocation	2%

TYPE OF PLACEMENT*

Initial Placement	84%
Transferred in	16%

TYPE OF EXIT*

Furlough	50%
Transfer Out	33%
Other Loss	0%
Inactive	17%

AVERAGE DAILY POPULATION**

Committed	110
Non-Committed	14
Total	<u>124</u>

AVERAGE LENGTH OF STAY
IN PROGRAM**

15.1 MOS.

*January - October 1977 Admissions - Committed Youth only.

**July - December 1977.

V. EFFECTIVENESS MEASURES*

PROCESSES

<u>Basic Program Processes</u>	<u>Performance Measures</u>	<u>Performance Standards</u>	<u>Performance</u>
1. Provide re-habilitation program for committed youth.	Utilization rate. (Actual average daily committed population divided by budgeted average daily committed population)	100%	105%
2. Serve as an alternative to training schools.	Percentage of committed youth leaving each month who are transferred to training schools	No more than 20%	3%
3. Utilization of least restrictive program.	Percent of committed youth leaving each month who are transferred to a program of greater restrictiveness (excluding training schools).	No more than 10%	0%

OUTCOMES

<u>Basic Program Outcomes</u>	<u>Performance Measures</u>	<u>Performance Standards</u>	<u>Performance</u>
1. Timely completion of program.	Aggregate length of stay of committed youths released from each program.	Budgeted Average Length of Stay: 12 MOS.	16.4 MOS.

*Unless noted, data from July - December 1977

SAMPLE PROGRAM SEQUENCE AND COMPONENTS

(1) Orientation Phase 3-4 days

Medical Examinations
Swim Test
Ropes Course
Initiatives
Basic Canoeing
Overnight Camping
Gear Familiarization
Group Orientation
Youth's Contract with Project STEP

(2) Outward Bound Phase 21-23 days

Emergency Care
Orienteering and Navigation
Flora and Fauna
Initiatives
Morning Run and Dip
Group Meetings
Camping and Camp Craft
Solo
Food Preparation and Nutrition
Ropes Course
Canoeing Skill Practice
Hiking
Rock Climbing
Kayaking
Sailing
Marathon

(3) Debrief 2-3 days

Follow-up Contract
Groups
Gear Clean-up, Repair and Turn-in
Preparation to go home
Leave for home visit

The child first returns to the community on a nine-day home visit. Because this is a critical period for the child, family and community relations, the Project STEP staff provide continuous contact. The instructor sets up meetings with the Field Services Counselor, parents, and child. The initial meeting is held during the first days of the home visit. At this meeting, the child explains to the

counselor and parents his goals to be met during follow-up. A second meeting is then held on the ninth day of the home visit. At this meeting, the child is furloughed to Field Services. The parents, child, Field Services Counselor and the Project STEP instructor clearly define their supportive relationships and specify responsibilities.

After the child has been furloughed, Project STEP instructors offer a follow-up service to the child for 15 to 30 days, depending on the child's home HRS District. Each week the instructor attempts to have a minimum of three personal contacts with the child, in addition to group counseling sessions.

In order to effectively provide meaningful services to the child during follow-up, the parents, counselor and other individuals in the community are contacted on a regular basis. Family meetings are initiated by the instructor and Field Services Counselor. The instructor is familiar with other agencies in the community that provide services for the family's needs. In addition, the Youth Services Counselor is involved with the child on a continuing basis and is kept informed of the child's activities and progress by the Project STEP Counselor. At the end of the follow-up, the goal is to have the child experiencing success in the home and community.

II. LOCATION

Project STEP is located approximately 12 miles west of Fernindina Beach (District IV).

III. POPULATION PROFILE*

	<u>SEX</u>		<u>RACE</u>		<u>MEAN AGE</u>
Male	100%	Black	30%	16.3 years	
Female	0%	White	70%		

* January-April 1977 Admissions

OUTCOMES (Continued)

<u>Basic Program Outcomes</u>	<u>Performance Measures</u>	<u>Performance Standards</u>	<u>Performance</u>
2. Successful completion of program.	Percentage of committed youths released who are furloughed or transferred to a less restrictive program.		90%
3. Successful community adjustment after furlough.*	Percentage of committed youths furloughed who are not charged with new law violations within the first three months of furlough.		94%
4. Recidivism**	Percentage of committed youths furloughed who subsequently enter the juvenile or adult justice system within 18 months of furlough		60%

VI. COSTS

Budgeted cost/child day \$ 23
Budgeted cost/case \$8396

*January - October 1977 Admissions

**FY 75-76 furloughs

V. EFFECTIVENESS MEASURES*

PROCESSES

<u>Basic Program Processes</u>	<u>Performance Measures</u>	<u>Performance Standards</u>	<u>Performance</u>
1. Provide re-habilitation program for committed youth.	Utilization rate. (Actual average daily population divided by budgeted average daily population).	100%	98%
2. Serve as an alternative to training schools.	Percentage of youth leaving each month who are transferred to other training schools.	No more than 20%	9%
3. Utilization of least restrictive program.**	Percent of youth leaving each month who are transferred to a program of greater restrictiveness (excluding training schools).	No more than 10%	2%

OUTCOMES

<u>Basic Program Outcomes</u>	<u>Performance Measures</u>	<u>Performance Standards</u>	<u>Performance</u>
1. Timely completion of program.	Aggregate length of stay of youths released from each program.	Budgeted Average Length of Stay: 6 MOS.	5.7 MOS.
2. Successful completion of program.	Percentage of youths released who are furloughed or transferred to a less restrictive program.		87%

*Unless noted, data from July - December 1977 Admissions.

**Since training schools are the most restrictive Youth Services program, this measure reflects transfers to the adult system.

OUTCOMES (Continued)

<u>Basic Program Outcomes</u>	<u>Performance Measures</u>	<u>Performance Standards</u>	<u>Performance</u>
3. Successful community adjustment after furlough.*	Percentage of youths furloughed who are not charged with new law violations within the first three months of furlough.		92%
4. Recidivism**	Percentage of youths furloughed who subsequently enter the juvenile or adult justice system within 18 months of furlough.		43%

IV. COSTS

Budgeted cost/child day	\$ 31
Budgeted cost/case	\$5658

*January - April 1977 Admissions

**Based on a follow-up of 1973 furloughs. A recidivism study is in progress.

SUMMARY OF COMMITMENT PROGRAMS

This part of the report is a synopsis of the commitment program data presented in preceding sections. Summary tables are exhibited, followed by a discussion of those results believed to be pertinent.

TABLE 1

YOUTH SERVICES COMMITMENT PROGRAMS
LOCATION AND BUDGETED CAPACITIES
FY 77-78

	<u>DISTRICT</u>											<u>TOTAL PROGRAMS</u>	<u>BUDGETED CAPACITY</u>	<u>BUDGETED LENGTH OF STAY (MOS.)</u>
	<u>I</u>	<u>II</u>	<u>III</u>	<u>IV</u>	<u>V</u>	<u>VI</u>	<u>VII</u>	<u>VIII</u>	<u>IX</u>	<u>X</u>	<u>XI</u>			
Intensive Counseling	1	-	1	3	3	2	1	1	2	2	2	18	144	4
TRY Centers	-	-	-	1	1	-	-	-	1	1	1	5	75	4
Associated Marine Institutes	-	1	-	1	1	1	-	-	1	1	1	7	96	6
Family Group Homes	17	13	27	41	28	14	22	31	10	14	28	varies	245	6
Project STEP	-	-	-	1	-	-	-	-	-	-	-	1	30	2
San Antonio Boys Village	-	-	-	-	1	-	-	-	-	-	-	1	12	6
Group Treatment Homes	-	-	-	1	-	1	1	-	1	1	1	6	42	6
Halfway Houses	1	1	-	3	1	1	1	-	1	1	2	12	295	6
START Centers	-	1	1	1	-	1	1	1	-	-	-	6	135	6
Eckerd Wilderness Camps	1	-	3	-	-	-	-	-	-	-	-	4	105	12
Training Schools (population)	-	270	160 201	-	-	-	-	-	400	-	-	4	1031	6

TABLE 2

POPULATION PROFILE
COMMITMENTS DURING JANUARY-APRIL 1977

	<u>NON-RESIDENTIAL PROGRAMS</u>			<u>RESIDENTIAL PROGRAMS</u>							<u>ALL PROGRAMS</u>	
	<u>Intensive Counseling</u>	<u>TRY Center</u>	<u>Associated Marine Institute</u>	<u>Family Group Home</u>	<u>Project STEP</u>	<u>San Antonio Boys Village*</u>	<u>Group Treatment Home</u>	<u>Half-way House</u>	<u>START Center</u>	<u>Eckerd Wilderness Camp**</u>	<u>Training School</u>	
<u>Sex</u>												
Male	92%	96%	86%	75%	100%	100%	100%	92%	47%	86%	84%	84%
Female	8%	4%	14%	25%	0%	0%	0%	8%	53%	14%	16%	16%
<u>Race</u>												
Black	42%	40%	14%	43%	30%	0%	38%	26%	32%	22%	42%	39%
White	58%	60%	86%	57%	70%	100%	62%	74%	68%	78%	58%	61%
<u>Mean Age (years)</u>	16.4	15.8	16.3	14.6	16.3	16.2	14.0	16.4	15.4	13.5	16.0	15.6
<u>Commitment Offense</u>												
Felony - Persons	14%	13%	10%	4%	3%	not available	3%	10%	6%	7%	10%	11%
Felony - Property	53%	53%	51%	41%	35%	available	53%	49%	31%	61%	48%	49%
Felony - Victimless	0%	0%	0%	0%	0%		3%	0%	2%	0%	1%	1%
Subtotal	67%	66%	61%	45%	38%		59%	59%	39%	68%	59%	61%
Misdemeanor - Persons	2%	4%	5%	5%	11%		13%	2%	5%	2%	4%	3%
Misdemeanor - Property	8%	19%	14%	15%	22%		19%	14%	23%	15%	12%	14%
Misdemeanor - Victimless	13%	9%	15%	9%	16%		6%	16%	8%	2%	12%	11%
Subtotal	23%	32%	34%	29%	49%		38%	32%	36%	19%	20%	28%
Ungovernable ***	3%	0%	4%	16%	0%		0%	2%	17%	8%	3%	3%
Technical Violation	7%	2%	1%	9%	13%		3%	7%	8%	5%	10%	8%

* Data obtained from December, 1977 Census.

** Data from January-October, 1977.

*** The 1978 Legislature deleted ungovernables from Youth Services supervision. Effective October, 1978, they will be handled by Social and Economic Services.

DISCUSSION - TABLE 2

1. Table 2 indicates females are under-represented in many Youth Services programs. Whereas females comprise 16 percent of the total Youth Services commitment population, the percentage of females in Intensive Counseling, TRY Centers, STEP, Group Treatment Homes, and Halfway Houses is much less.

The number of females in non-residential programs has always been extremely small, relative to the number of females committed and to the offenses for which females are committed. About 70% of females are committed for non-serious offenses: misdemeanors, second-time ungovernables, and technical violations of supervision agreements. This is in contrast to males, of whom 65% are committed for felony offenses. Yet, females accounted for only five - six percent of all placements in the less restrictive non-residential programs during calendar year 1977. The lesser offenses of females would generally indicate that greater than proportional representation would be appropriate for these non-residential programs.

Youth Services line staff have suggested that the number of residential placements for females is inadequate and that many of the females committed are more difficult or "unmanageable" than committed males. With the exception of Family Group Homes, START Centers, and Training Schools, females have never had their proportionate share of residential resources.

The PDYS has addressed the issue of inadequate utilization of Youth Services programs for females. PDYS, with the assistance of Central Admissions (OPCRI), has discussed the issue with District Youth Services Placement Coordinators, and improvements have been made in female placement in non-residential programs. The number of females initially placed in training schools has been reduced through a PDYS policy implemented in August 1977 which excludes ungovernable and first time misdemeanor commitments from training school placement. Also, Duval Hall, a halfway house in District IV, has been converted from a male to a female program. In addition, District VI is considering the feasibility of converting its Group Treatment Home from male to female utilization. Project STEP has recently hired a female staff member and will shortly initiate female admissions. These

measures should ease the problem somewhat. Efforts to determine the need for additional resources for females will, unfortunately, be made more difficult in view of recent legislation transferring ungovernables, who are mostly females, to Social and Economic Services.

2. The number of Blacks in some Youth Services programs is far smaller than expected based upon the number of Blacks committed. While Blacks comprise 39% of the total Youth Services commitment population, their representation in the Associated Marine Institute, San Antonio Boys Village, Project STEP, Halfway House, and Eckerd Camp programs is much lower.

3. In regard to mean age and commitment offense, nothing of significance is indicated by Table 2. The relatively large number of ungovernables in Family Group Homes and START Centers is a direct result of the correspondingly larger representation of females in these programs. Ungovernables have historically been primarily females.

CONTINUED

1 OF 2

TABLE 3

MOVEMENT INFORMATION
COMMITMENTS DURING JANUARY-APRIL 1977

	<u>NON-RESIDENTIAL PROGRAMS</u>			<u>RESIDENTIAL PROGRAMS</u>							<u>ALL PROGRAMS</u>	
	<u>Intensive Counseling</u>	<u>TRY Center</u>	<u>Associated Marine Institute</u>	<u>Family Group Home</u>	<u>Pro-ject STEP</u>	<u>San Antonio Boys Village*</u>	<u>Group Treatment Home</u>	<u>Half-way House</u>	<u>START Center</u>	<u>Eckerd Wilder-ness Camp**</u>	<u>Train-ing School</u>	
<u>Type of Commitment</u>												
First	83%	86%	87%	80%	60%	89%	86%	85%	79%	94%	62%	72%
Recommitment	12%	6%	11%	12%	26%	11%	7%	6%	10%	4%	25%	18%
Revocation	5%	6%	2%	8%	14%	0%	7%	9%	11%	2%	13%	10%
<u>Type of Placement</u>												
Initial Placement	70%	89%	81%	81%	16%	44%	84%	72%	73%	84%	74%	75%
Transferred In	30%	11%	19%	19%	84%	56%	16%	28%	27%	16%	26%	25%
<u>Type of Exit</u>												
Furlough	56%	60%	59%	49%	89%	72%	47%	54%	60%	50%	74%	66%
Transfer Out	24%	30%	22%	42%	10%	11%	47%	39%	31%	33%	21%	27%
Other Loss	16%	5%	16%	8%	0%	6%	6%	4%	1%	0%	4%	5%
Inactive	4%	5%	3%	1%	1%	11%	0%	3%	8%	17%	1%	2%
<u>Average Daily Population***</u>	156	58	142	220	20	12	44	272	116	124	1057	2221
<u>Average Length of Stay in Program (months)***</u>	4.8	6.4	7.2	4.6	1.2	4.4	5.6	4.9	4.8	15.1	4.8	5.5

* "Type of commitment" and "type of placement" information obtained from December, 1977 Census.

** Data from January-October, 1977..

*** Data from July-December, 1977. The average length of stay data reflects only the time spent in that particular program and does not include time spent in other programs.

DISCUSSION - TABLE 3

1. With the exception of "type of commitment" data, most of the information depicted in Table 3 is presented in a more relevant and appropriate format in Table 4 and is discussed in that section of the report.

2. Table 3 does, however, illustrate the Youth Services policy of serving first commitments, whenever possible, in the less restrictive programs. Except for STEP, the Training School population is composed of fewer first commitments than the other program types, which is a direct result of that policy.

The populations served by STEP and Training Schools are almost mirror images because STEP admissions are overwhelmingly drawn from the Training Schools. As noted in the Table, 84% of STEP admissions are transfers.

The extremely large number of first commitments served by the Eckerd Camps, a highly restrictive program characterized by long lengths of stay, reflects the need for long term "foster home" placement resources. Eckerd is currently the only long-term program operated by Youth Services and is often utilized to provide long term foster care for young commitments.

3. In regard to "type of exit" data, the rather large percentages in the "other loss" category associated with the Intensive Counseling and AMI programs are actually artificial. Many youths exit these programs under honorable conditions and are discharged rather than furloughed. This reporting problem has been addressed with the program staff.

TABLE 4
EFFECTIVENESS MEASURES
JULY-DECEMBER 1977

MEASURE	STANDARD	NON-RESIDENTIAL PROGRAMS			RESIDENTIAL PROGRAMS							
		Intensive Counseling	TRY Center	Associated Marine Institute	Family Group Home	Pro-ject STEP	San Antonio Boys Village	Group Treatment Home	Half-way House	START Center	Eckerd Wilderness Camp	Training School
<u>Program Process</u>												
1) Utilization rate ¹	100%	108%	77%	148%	90%	67%	100%	105%	92%	86%	105%	98%
2) Percent transferred to training schools	no more than 20%	15%	26%	21%	22%	12%	6%	30%	28%	35%	3%	9%
3) Percent transferred to more restrictive program (excluding training schools)	no more than 10%	9%	16%	10%	5%	1%	0%	0%	1%	1%	0%	2%
<u>Program Outcomes</u>												
1) Aggregate average length of stay (mos.) ²	6 (unless noted)	Bdgt=4.0 Act.=6.0	Bdgt=4.0 Act.=7.2	7.7	5.6	Bdgt=2.0 Act.=3.6	4.5	6.3	4.9	6.0	Bdgt=12.0 Act.=16.4	5.7
2) Percent furloughed or transferred to less restrictive program	70%	60%	52%	41%	63%	86%	88%	61%	61%	59%	90%	87%
3) Percent not charged with new law violation within 0-90 days of furlough ³		94%	96%	93%	94%	90%	not available	88%	95%	96%	94%	92%
4) Percent entering juvenile or adult system within 18 months or furlough		26% ⁴	34% ⁵	24% ⁴	39% ⁴	28% ⁶	not available	41% ⁷	41% ⁷	32% ⁴	60% ⁴	43% ⁸

¹Chart depicts only commitment data. Overall utilization rates for programs serving both committed and non-committed youths were: TRY-89%; AMI-119%; FGH-77%.

²Length of stay information represents the total time spent in all YS commitment programs during that particular commitment.

³Based upon commitments during January-April, 1977.

⁴FY 1975-76 furloughs.

⁵Based on a 12 month follow-up of FY 1973-74 furloughs. A current recidivism study is in progress.

⁶Based on a 12 month follow-up of FY 1975-76 furloughs. An 18 month follow-up was not possible because STEP is a relatively new program.

⁷Based on an 18 month follow-up of 1973 furloughs. The study included Halfway Houses, START Centers, and Group Treatment Homes. Recidivism studies are currently in progress.

⁸Based on an 18 month follow-up of 1973 furloughs. A current recidivism study is in progress.

DISCUSSION - TABLE 4

1. Overall, the program utilization rates are quite good. Of particular significance is the 98% utilization rate of Training Schools. In previous years, the Training Schools were seriously overcrowded. That condition was largely the result of the community-based programs being under-utilized. As Table 4 indicates, that situation has shown definite improvement.

Certain Youth Services programs, however, continue to have difficulty in achieving the 100% utilization standard. The TRY Center, Family Group Home, and STEP programs are still exhibiting less than acceptable utilization rates.

The utilization rates displayed in Table 4 are somewhat deceptive, however. TRY Centers and Family Group Homes serve both committed and non-committed youths. Although the TRY Center utilization rate for committed youths is only 77%, the overall program rate is 89%, a rate comparable to other programs. On the other hand, the 90% utilization rate for committed youths in Family Group Homes is offset by an overall program rate of only 77%, an unacceptable level. Significantly, the under-utilization of the Family Group Home non-committed beds resulted in a substantial lapse of monies during Fiscal Year 1977-78 and greatly contributed to the deletion by the legislature of 55 non-committed beds for Fiscal Year 78-79. This occurred despite efforts by PDYS and OPCRI to remedy the situation. Family Group Home beds were transferred from districts with low utilization rates to districts with higher utilization rates. Also, emergency recruitment training programs on how to contract additional beds were conducted for representatives of each district.

Project STEP has historically been plagued with low utilization rates and the inability to operate within the budgeted aggregate length of stay. The primary problem appears to be in coordinating the necessary cohort of admissions required by the STEP program design. Due to the lack of enough direct placements, STEP has been forced to select admissions transferred from the Training Schools in order to meet the program requirement that a group of 10

youths enter and proceed through the program together. The time these youths have already spent in Training School combined with the 1.2 months spent in STEP often exceeds the budgeted two months aggregate length of stay. In addition, logistical problems associated with assembling these 10 member groups have resulted in fewer than the budgeted number of youths being handled by the program. The PDYS will shortly begin a complete review of the STEP program design to determine whether the problems associated with admissions can be alleviated.

2. Generally, the transfer rates to programs of greater restrictiveness illustrated in Table 4 are quite satisfactory, particularly in view of what they have been in the recent past. When taken together, process measures number two and number three indicate that only the TRY Center and START Center programs exceed the 30% standard. The improvement in transfer rates is the result of close monitoring by District Program Supervisors and the policy restriction imposed by PDYS which limits transfer to the first 45 days of commitment unless a new violation of law has occurred.

3. Table 4 displays a major problem with many Youth Services programs in maintaining their budgeted aggregate lengths of stay. The Intensive Counseling, TRY Center, AMI, STEP, and Eckerd Camp programs especially are exceeding the standard. These programs may, in fact, be staying within their budgeted length of stay for initial placements; but the standard addresses total commitment time, which includes time spent in other programs in the case of transfers. Usually, the consequence of exceeding the length of stay is a dramatic increase in population at the end of the system; i.e., the Training Schools. Fortunately, several programs which handle a significant number of youths (Family Group Homes, Halfway Houses, START Centers, and Training Schools) have been staying at, or below, the budgeted standard, thus avoiding the over-population problem.

4. Outcome measure number two reveals that almost no Youth Services programs are meeting the standard that 70% of program exits be furloughs or transfers to less restrictive programs. As discussed earlier, many youths are discharged from the Intensive Counseling and AMI programs rather than furloughed, thus rendering the measures somewhat misleading for these programs. The other programs, however, are obviously encountering difficulty with program completion rates.

5. Table 4 indicates that all Youth Services programs are enjoying high "success" rates within the first three months of program release. That is, an overwhelming number of furloughs to Aftercare are avoiding new law violations upon initial return to the community.

6. As stated earlier, extreme care should be exercised in making conclusions regarding the recidivism differences displayed in this report among Youth Services programs. The rather extreme differences among Youth Services programs in respect to program setting and services offered, as well as a somewhat different target population, warrant a need for interpretation of recidivism in light of these programming variations. For example, the training school can be viewed as the "end of the line" treatment program since in-program failures of other programs are frequently transferred to training schools. Consequently, a graduate-to-graduate comparison of programs in terms of recidivism rates presents an intrinsic methodological problem.

Recidivism is the traditional outcome measure for evaluating the effectiveness of criminal justice system programs. Some researchers have argued against the sole reliance on recidivism for evaluating delinquency treatment programs. They note that there are other important criteria that should be considered regarding the operation and impact of the program. They also point out that post-program circumstances should be addressed for their part in determining the eventual success or failure of a youth, since their input may be as important as that of the program itself. Lerman (1968) suggests that claiming parole outcomes, whether success or failure, as attributable to program impact may be unwarranted. Stating that "regardless of the type of program investigated, residential institutions for delinquents are characterized by high rates of potential failure," he urges that research be focused on whether (and how) failure rates have been reduced, rather than simply on discovering what the rate is. He also proposes that separate and primary consideration should be given to the issue of humanitarianism, apart from the usual foci of treatment and success. This is an especially valuable point to keep in mind in the evaluation of small community-based programs for youthful offenders, as compared to large, isolated institutions.

No definitive conclusions about correlates of recidivism have been found by PDYS research or reviews of criminological literature. Many researchers note a nearly equal balance between studies which support their own findings and those whose findings are counter-indicative. Age and sex are the variables which show the most consistent relationship to recidivism, with females and older youths having lower failure rates than males and younger delinquents. However, PDYS continues to examine relationships between recidivism and other variables in studies of Florida's programs, in search of consistent findings that may provide policy direction.

In conclusion, while recidivism cannot be eliminated as a basis for evaluating delinquency rehabilitation programs, it can be usefully supplemented with other useful management information for those who make policy and operate programs.

END