

EXECUTIVE SUMMARY

This year marks the second annual publication of the Florida Department of Juvenile Justice's (DJJ) *Comprehensive Accountability Report*, a synthesis of the *Quality Assurance (QA)*, *Outcome Evaluation*, and *Program Accountability Measures (PAM)* reports, as well as the *Residential Program Report Cards*. The *Comprehensive Accountability Report* is presented in two volumes: Volume I, Quality Assurance, Outcome Evaluation and Program Accountability Measures and Volume II, Residential Program Report Cards. This compilation provides legislators, policy makers, and stakeholders with a comprehensive evaluation of the continuum of juvenile justice services throughout Florida.

The *2006-07 Comprehensive Accountability Report* contains information for each program area within the Department of Juvenile Justice including a profile of youth served, Quality Assurance performance, Outcome Evaluation outputs and recidivism outcomes, Program Accountability Measures (PAM) and other program area-related statistics. Given the need for one-year recidivism follow-up, FY 2005-06 results are provided for each program area with the exception of the detention and intake numbers, for which recidivism analyses do not apply and therefore the numbers presented for these sections represent FY 2006-07 data. The following discussion provides a summary of the findings from the second *Comprehensive Accountability Report*.

Profile of Youth

In the prevention, probation and residential commitment chapters of this report, a profile of the FY 2006-07 youth served is provided. In the intake chapter a profile of youth received through intake in FY 2006-07 is presented. In the detention chapter a profile of youth admitted to secure and home detention in FY 2006-07 is provided. The following tables present the gender and race profiles of youth from each of these chapters.

Prevention	GENDER/RACE						
	Male			Female			Unk
	White	Black	Other	White	Black	Other	
Florida Network Shelters	24%	19%	4%	28%	20%	5%	1%
Hurricane Island Outward Bound	60%	12%	0%	20%	8%	0%	0%
Florida Network Non-Residential	30%	18%	4%	25%	17%	4%	3%
PACE Center for Girls	0%	0%	0%	57%	42%	1%	<1%
Partnership/Invest in Children	29%	24%	<1%	24%	22%	1%	0%
Office of Juvenile Justice Delinquency Prevention	31%	23%	1%	24%	21%	1%	0%
Juvenile Accountability Block Grants	34%	29%	1%	20%	16%	<1%	0%
Special Member Projects	36%	15%	2%	30%	16%	1%	<1%

Intake and Detention	GENDER/RACE					
	Male			Female		
	White	Black	Other	White	Black	Other
Delinquency Intake	30%	27%	12%	15%	12%	4%
Secure Detention	27%	37%	14%	9%	10%	3%
Home Detention	27%	38%	15%	7%	10%	3%

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Diversion and Probation	GENDER/RACE					
	Male			Female		
	White	Black	Other	White	Black	Other
Diversion Services	40%	22%	1%	23%	14%	0%
Intensive Delinquency Diversion Services	41%	30%	1%	18%	10%	0%
Probation Services	44%	32%	0%	12%	11%	0%
Minimum-Risk and Day Treatment Programs	36%	41%	0%	11%	12%	0%
Redirection Programs	37%	35%	1%	13%	14%	0%
Post Commitment Services - Provider Operated	38%	48%	0%	7%	8%	0%
Post Commitment Services - State Operated	44%	39%	1%	9%	8%	0%

Residential	GENDER/RACE					
	Male			Female		
	White	Black	Other	White	Black	Other
Low-Risk Residential Programs	30%	47%	1%	9%	12%	0%
Moderate-Risk Residential Programs	40%	43%	0%	9%	7%	0%
High-Risk Residential Programs	40%	52%	0%	4%	3%	0%
Maximum-Risk Residential Programs	38%	59%	0%	1%	2%	0%

Age profiles for youth handled through prevention, intake, detention, diversion, probation, and residential programs are provided in the following tables.

Prevention	AGE					
	0-7	8-11	12-14	15-17	18+	Unk
Florida Network Shelters	0%	3%	37%	60%	<1%	0%
Hurricane Island Outward Bound	<1%	0%	51%	48%	0%	0%
Florida Network Non-Residential	2%	12%	44%	42%	<1%	0%
PACE Center for Girls	1%	2%	39%	57%	1%	<1%
Partnership/Invest in Children	7%	25%	41%	25%	1%	1%
Office of Juvenile Justice Delinquency Prevention	5%	27%	41%	23%	1%	3%
Juvenile Accountability Block Grants	2%	10%	33%	46%	3%	6%
Special Member Projects	3%	6%	22%	66%	4%	<1%

Intake and Detention	AGE				
	0-7	8-11	12-14	15-17	18+
Delinquency Intake	<1%	3%	25%	69%	3%
Secure Detention	0%	1%	21%	70%	8%
Home Detention	0%	3%	25%	69%	3%

Diversions and Probation	AGE				
	0-7	8-11	12-14	15-17	18+
Diversions Services	0%	5%	38%	56%	1%
Intensive Delinquency Diversions Services	0%	11%	45%	43%	1%
Probation Services	0%	1%	24%	65%	10%
Minimum-Risk and Day Treatment Programs	0%	0%	27%	70%	2%
Redirection Programs	0%	2%	33%	64%	2%
Post Commitment Services - Provider Operated	0%	0%	12%	71%	17%
Post Commitment Services - State Operated	0%	0%	12%	68%	20%

Residential	AGE				
	0-7	8-11	12-14	15-17	18+
Low-Risk Residential Programs	0%	1%	33%	62%	4%
Moderate-Risk Residential Programs	0%	0%	22%	71%	7%
High-Risk Residential Programs	0%	0%	14%	70%	15%
Maximum-Risk Residential Programs	0%	0%	4%	64%	32%

Program Evaluation

The Department uses three primary sources to evaluate programs and program components: quality assurance, outcome evaluation, and program accountability measures (residential commitment only). The following information summarizes the information from these three sources.

Quality Assurance

The Florida Legislature authorizes, in Section 985.632, Florida Statutes, that the Department of Juvenile Justice evaluate each program operated by the Department or a provider under contract with the Department and establish minimum thresholds of performance for each program component. During 2007, Quality Assurance Peer Review Teams evaluated 206 programs to determine the level of performance and the quality of the services being provided to youth. This process ensures that all providers and programs are meeting at least minimum standards of care for youth in their custody. A review of a residential program or detention center takes five days. The review includes a thorough examination of documents (e.g., mental health treatment plans, performance plans, and medication administration records), interviews with staff, youth, parents and others, and on-site observations. The team, through a consensus rating session before the exit conference, determines the rating for each requirement. The table below provides a summary of performance ratings by program type for all juvenile justice programs reviewed in 2007. Eighteen percent of all juvenile justice programs were rated in the Commendable and Exceptional Performance range. Half of the programs were rated Acceptable Performance, while 29% of the programs were rated in the Minimal Performance range and 3% of the programs failed to meet minimum standards. The table that follows provides a summary of QA performance scores by program type for 2007.

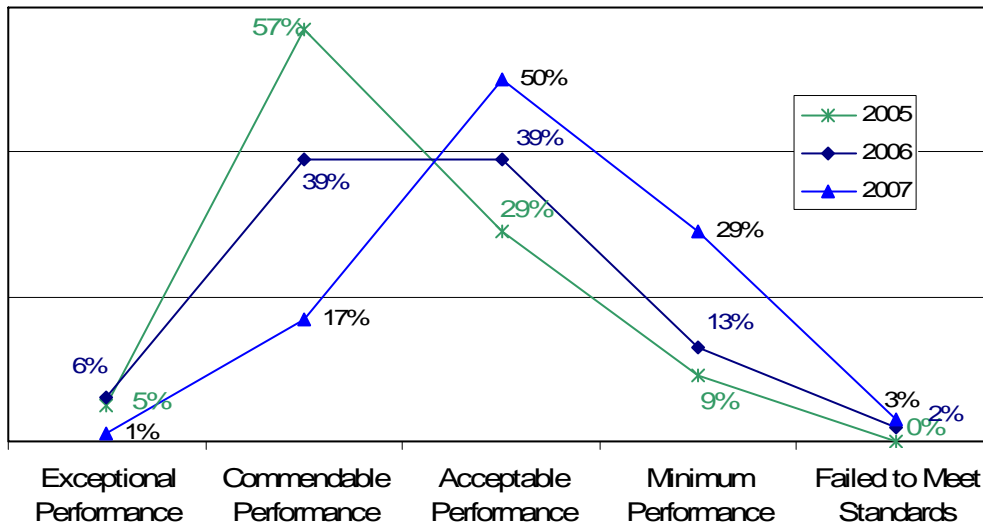
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2007 Quality Assurance Performance by Program Type

PROGRAM TYPE	FAILED TO MEET STANDARDS (0-59%)	MINIMAL PERFORMANCE (60-69%)	ACCEPTABLE PERFORMANCE (70-79%)	COMMENDABLE PERFORMANCE (80-89%)	EXCEPTIONAL PERFORMANCE (90-100%)	NUMBER REVIEWED STATEWIDE
Prevention						
CINS/FINS Programs	0	7	14	8	1	30
Probation & Community Intervention						
Day Treatment Programs	2	16	8	0	0	26
IDDS	2	3	7	7	1	20
JASP	0	0	1	0	0	1
Detention						
Detention Centers	0	3	18	5	0	26
Residential						
Low-Risk Residential	1	5	3	0	0	9
Moderate-Risk Residential	2	19	36	11	1	69
High-Risk Residential	0	6	13	3	0	22
Maximum-Risk Residential	0	1	2	0	0	3
TOTAL	7	60	102	34	3	206
PERCENTAGES	3%	29%	50%	17%	1%	100%

The graph below depicts the distribution of delinquency program QA ratings statewide over the past three years.

Percent of Programs by QA Performance Categories and Year



Programs that meet at least minimum levels of performance overall but fail to meet the minimum levels of performance of any particular standard are placed on “Conditional Status.” “Conditional Status” triggers corrective action plans, intensive monitoring, and technical assistance until performance on the standard is improved. Twenty-six percent of the 206 programs reviewed in 2007 were placed on Conditional Status. Of those, 15% were prevention programs, 20% were community correction programs, 56% were residential programs, and 9% were detention facilities. The table that follows provides a listing of programs placed on conditional status during 2007.

Programs Placed on Conditional Status in 2007

Name	Provider	Program Type
Boley Young Adult Program	Boley Centers for Behavioral Health Care, Inc.	Day Treatment
Brevard Group Treatment Home	Center for Drug Free Living, Inc.	Low Risk Male
Broward Intensive Halfway House	State Operated Residential - South Region	High Risk Male
Broward Regional Juvenile Detention Center	State Operated Detention - South Region	Detention-Secure
Camp E-Kel-Etu	Eckerd Youth Alternatives, Inc.	Moderate Risk Male
Collier Regional Juvenile Detention Center	State Operated Detention - South Region	Detention-Secure
Community Based Youth Intervention	Center for Family and Child Enrichment	CINS/FINS
Crosswinds Boys Day Treatment	Crosswinds Youth Services, Inc.	CINS/FINS
Crosswinds Shelter	Crosswinds Youth Services, Inc.	CINS/FINS
Dade Group Treatment Home	Miami River of Life	Low Risk Male
Dove Academy	Twin Oaks Juvenile Development, Inc.	Moderate Risk Female
Duval Halfway House	State Operated Residential - North Region	Moderate Risk Male
Eckerd Academy	Eckerd Youth Alternatives, Inc.	Low Risk Male
Eckerd Challenge	Eckerd Youth Alternatives, Inc.	Moderate Risk Male
Eckerd Intensive Halfway House	Eckerd Youth Alternatives, Inc.	Moderate Risk Male
Eckerd Leadership Program	Eckerd Youth Alternatives, Inc.	Day Treatment
Eckerd Youth Development Center	Eckerd Youth Alternatives, Inc.	High Risk Male
FL Keys Childrens Shelter-Tavernier	FL Keys' Children's Shelter	CINS/FINS
Florida Environmental Institute	Associated Marine Institute	Moderate Risk Male
Florida Ocean Science Institute	Associated Marine Institute	Day Treatment
Greenville Academy	Twin Oaks Juvenile Development, Inc.	Moderate Risk Male
Gulf Coast Marine Institute - North	Associated Marine Institute	Day Treatment
Hillsborough Regional Juvenile Detention Center - East	State Operated Detention - Central Region	Detention-Secure
Jacksonville Marine Institute	Associated Marine Institute	Day Treatment
Lutheran Services Florida Broward	Lutheran Services Florida, Inc.	CINS/FINS
Oaks Juvenile Residential Facility	Stewart-Marchman Center, Inc.	Moderate Risk Male
Okaloosa Halfway House	Youth Services International, Inc.	Moderate Risk Male
Okaloosa Intensive Halfway House	Youth Services International, Inc.	High Risk Male
Orlando Marine Institute	Associated Marine Institute	Day Treatment
Palm Beach Juvenile Correctional Facility	Youth Services International, Inc.	High Risk Male
Pinellas Marine Institute	Associated Marine Institute	Day Treatment
Pinellas Regional Juvenile Detention Center	State Operated Detention - Central Region	Detention-Secure
Pines Juvenile Residential Facility	Stewart Marchman Center	Moderate Risk Female
Price Halfway House	State Operated Residential - Central Region	Moderate Risk Male
Rainwater Center for Girls	Crosswinds Youth Services, Inc.	Day Treatment
Safe Harbor Runaway Center	Children's Home Society of Florida, Inc.	CINS/FINS
San Antonio Boys Village	San Antonio Boys Village, Inc.	Moderate Risk Male
South Pines Academy	Psychotherapeutic Services of Florida	Moderate Risk Male
Space Coast Marine Institute	Associated Marine Institute	Moderate Risk Male
Sunnyside Village	Park Place Behavioral HealthCare	CINS/FINS
Tampa Marine Institute	Associated Marine Institute	Day Treatment
Union Juvenile Residential Facility	Three Springs, Inc.	Moderate Risk Male
Vision Quest - Bluewater	Vision Quest	Moderate Risk Female
Vision Quest - Warrington	Vision Quest	Low Risk Female
White Foundation Family Homes	Henry & Rilla White Foundation, Inc.	Low Risk Male/Female

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The programs listed in the following table are those placed on Conditional Status at the time of review in 2007, however, after taking corrective action, the program was removed from Conditional Status.

Programs Removed From Conditional Status Following Corrective Action in 2007

Name	Provider	Program Type
Bowling Green Juvenile Residential Facility	Global Youth Services	Moderate Risk Male
Bowling Green New Beginnings Substance Abuse Program	Global Youth Services	Substance Abuse Female
Britt Halfway House	State Operated Residential - Central Region	Moderate Risk Male
CDS Interface Northwest - Lake City	CDS Family & Behavioral Health Services, Inc.	CINS/FINS
Emerald Coast Marine Institute	Associated Marine Institute	Day Treatment
Impact Halfway House	Gateway Community Services, Inc.	Moderate Risk Male
Kissimmee Juvenile Correctional Facility Sex Offender Program	Three Springs, Inc.	Sex Offender High Risk Male
Seminole Regional Juvenile Detention Center	State Operated Detention - Central Region	Detention-Secure
Tallahassee Marine Institute	Associated Marine Institute	Day Treatment

When a program fails their initial quality assurance review (scores below 60% overall), a corrective action plan is required to be submitted to the program area Regional Director's Office for review and approval. Once approved, staff from the program area (residential, detention, probation, etc.) may work with the program staff on the implementation of the corrective action plan and monitor the program to ensure the plan is having the desired effect. The Bureau of Quality Assurance schedules a second unannounced review within six months of publishing the initial report. According to Section 985.632 (5)(f) Florida Statutes, if the program again fails to meet at least minimum thresholds of performance, the provider is subject to losing the contract for the program. As depicted in the table below, a total of seven programs failed to meet minimum Quality Assurance standards in 2007. Three programs that failed to meet minimum standards subsequently closed: Umatilla Juvenile Residential Facility, Marion Youth Development Center, and Withlacoochee Juvenile Residential Facility.

Programs That Failed to Meet Minimum Quality Assurance Standards in 2007

Name	Provider	Program Type
Gainesville Wilderness Institute	Associated Marine Institute	Day Treatment
Intensive Delinquency Diversion Services (IDDS) Circuit 1	University of West Florida	IDDS
Intensive Delinquency Diversion Services (IDDS) Circuit 14	University of West Florida	IDDS
JESCA Day Treatment South	James E. Scott Community Association	Day Treatment
Manatee Adolescent Treatment Services (MATS) Halfway House	Premier Behavioral Youth Services	Moderate Risk Male
Manatee Juvenile Residential Facility	Premier Behavioral Youth Services	Sex Offender Moderate Risk Male
Withlacoochee Juvenile Residential Facility	Three Springs, Inc.	Low Risk Male

Outcome Evaluation

Delinquency programs are designed to provide supervision and services to reduce youths' further involvement with the juvenile justice system. Annual evaluation of these programs is critical to the implementation of effective services. A key outcome of interest to all stakeholders is recidivism following program services or program release. For more than a decade, the Department has maintained accountability in services through its comprehensive statewide assessment of recidivism rates. DJJ has received national recognition for these outcome evaluations and continues its strong record of service assessment.

Each year the Department produces the *Outcome Evaluation (OE) Report*, an assessment of the juvenile justice continuum of services in Florida. The outcome evaluation analyses contain information and outcome data for the following juvenile justice services: prevention, intake, detention, probation and community intervention, and residential commitment. Data from nearly 1,000 different programs and case management units are collected and analyzed for the Outcome Evaluation.

The Intake and Detention chapters present data for FY 2006-07, along with five-year trend data. Alternately, the chapters on prevention, probation and residential commitment present data on youth completing programs in FY 2005-06, to allow for a one-year follow-up period for recidivism outcomes through FY 2006-07. Supplemental information and summary tables of youth outcomes and outputs, while referenced here, may be found in the Comprehensive Accountability Report appendices available on the web at: <http://www.djj.state.fl.us>.

Prevention and Victim Services

Program outputs and outcomes, including total releases, the percentage of youth adjudicated for offenses committed during services (ODS), number of completions and completion rates, demographic characteristics, six-month juvenile re-offending rates and one-year recidivism rates, are presented in the prevention chapter for each prevention program that released youth in FY 2005-06. The table below summarizes outcome information for prevention programs.

Prevention Program Releases and Completions FY 2005-06

	Total Releases	Completions	(%)	% ODS	% Recidivism
Florida Network Shelters	6,128	5,290	(86%)	1%	14%
Hurricane Island Outward Bound	186	167	(90%)	1%	13%
Total Residential Prevention	6,314	5,457	(86%)	1%	14%
Florida Network Non-Residential	7,001	6,495	(93%)	6%	6%
PACE Center for Girls	1,304	973	(75%)	6%	5%
Partnership/Invest in Children	4,690	3,249	(69%)	3%	4%
Office of Juvenile Justice Delinquency Prevention	2,897	2,438	(84%)	3%	4%
Juvenile Accountability Block Grants	2,552	1,905	(75%)	4%	4%
Special Member Projects	968	641	(66%)	1%	2%
Total Non-Residential Prevention	19,412	15,701	(81%)	4%	5%
Total Prevention	25,726	21,158	(82%)	3%	7%

During FY 2005-06, a total of 25,726 youth were released from prevention programs. Eighty-two percent (n=21,158) completed their program. Among youth completing prevention programs, 48% were male and 62% were white. Statewide, almost one-third of all youth completing prevention programs had at least one delinquency charge prior to admission and approximately 1 in 8 had been adjudicated for a delinquent act prior to admission. For youth completing prevention programs in FY 2005-06, the six-month recidivism rate was seven percent.

The majority of prevention programs are non-residential and serve youth within the community. Exceptions to this are wilderness expedition programs and runaway shelters which provide residential services. Due to the nature of the service provided, the population served by the residential shelters differs from most of the other types of prevention programs. Although prevention programs are primarily designed for non-delinquents, almost half (45%) of the youth completing a shelter stay had previously been referred to DJJ, and 22% had been adjudicated delinquent. The six-month recidivism rate for the shelters was fourteen percent.

Youth completing non-residential prevention programs had less prior DJJ involvement than those completing residential prevention programs. Twenty-eight percent of youth released from nonresidential programs had a prior charge, while only 8% had a prior adjudication. A 5% six-month recidivism rate was found for youth completing non-residential prevention programs.

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Intake

The delinquency intake process includes receiving youth charged with a crime, screening (including the Suicide Risk Screening), investigating, assessing, and processing allegations that a youth is delinquent or has violated the law. The intake process continues from the time the youth is charged with a criminal offense through the disposition of the case. Throughout 2007, the Department's circuit offices began adding an evidence-based risk and needs assessment that is statistically validated to predict a youth's likelihood of re-offending.

The Department received 146,765 intake referrals during FY 2006-07. These referrals represented 91,497 individual youth, as many youth were referred multiple times during the year. The 146,765 delinquency referrals received by the Department during FY 2006-07 represents a 2.2% decrease from the previous fiscal year. The majority of referrals in FY 2006-07 involved male youth (70%) and youth between the ages of 15 and 17 years (69%). Roughly equal numbers of referrals involved white youth (41,167; 45%) and black youth (35,617; 39%).

Detention

The Department operates 26 juvenile detention centers in 25 counties, with a total of 2,057 beds and 2,099 full time employees. Detention is used to detain and monitor youth pending a court adjudication, disposition, execution of a court order while awaiting residential placement, or as a sanction for contempt of court, gun law violations, or a respite for domestic violence. Two types of detention are available: Secure Detention and Home Detention. A total of 32,023 youth were admitted to secure detention in FY 2006-07. Of these youth, most were male (78%) and the majority (70%) were between 15 and 17 years of age when they were admitted. Forty-seven percent of the youth admitted to secure detention were black and 36% were white, while 17% were classified as other. A total of 20,690 youth were admitted to Home Detention in FY 2006-07.

Probation and Community Intervention

The Probation and Community Intervention program areas address programming, planning, policy, and service delivery issues as they relate to the management of cases and the provision of follow-up monitoring services based on sanctions either through the court or state attorney. Each youth recommended for judicial processing is assigned a Juvenile Probation Officer who is responsible for monitoring the youth's progress while on probation and for initiating referrals for treatment and counseling, as determined by a variety of screening and assessment tools. The Probation and Community Intervention (PCI) section of the Comprehensive Accountability Report presents a profile of FY 2006-07 youth served and FY 2005-06 probation outputs and outcomes including total releases, the percentage of youth adjudicated for offenses committed during supervision (ODS), number of completions and completion rates, demographic characteristics, average length of stay, and recidivism rates.

During FY 2005-06, there were a total of 40,567 releases and 29,028 completions from the following eight Probation and Community Intervention program areas:

Probation and Community Intervention Releases and Completions FY 2005-06

Program Area	Total		% ODS	% Recidivism
	Releases	Completions		
Diversion Services	4,051	3,554 (88%)	NA	15%
Intensive Delinquency Diversion Services	2,327	1,640 (70%)	12%	15%
Probation Services	25,623	18,152 (71%)	32%	19%
Day Treatment and Minimum Risk Commitment Programs	1,424	616 (43%)	38%	26%
Redirection Programs	371	204 (55%)	29%	33%
Post-Commitment Services - Provider Operated	4,816	3,538 (73%)	18%	33%
Post-Commitment Services - State Operated	1,869	1,281 (69%)	28%	28%
Post-Commitment Services - Residential Programs	86	43 (50%)	14%	33%

The rate of offenses during supervision ranged from a high of 38% of the releases from Day Treatment and Minimum Risk Commitment Programs (down from 44% last year) to a low of 12% from Intensive Delinquency Diversion Services (IDDS). Completion rates varied from a high of 88% for Diversion services to a low of 43% from Day Treatment and Minimum-Risk Commitment programs.

The majority of youth who completed PCI programs during the year were male (74%), white (61%) and non-Hispanic (86%). The average age at admission was 16.1 years. In comparing program areas, Diversion services had the highest percentage of females (32%) and Redirection programs had the highest percentage of black youth (62%) among those who completed the programs. The average age at admission increased along the continuum of services from Diversion (15 years), to probation (16 years) to post commitment (17 years).

Given that the PCI program areas serve a wide variety of youth, ranging from youth with no prior offense history to youth who have been committed, the substantial differences in the average prior seriousness indices observed across the program areas are as expected. Youth completing IDDS and other diversion programs had the least serious delinquency histories; while youth who were previously committed completing post commitment services had the most serious delinquency histories. Youth completing intensive programs such as Day Treatment and Redirection had more serious histories than youth completing general probation.

Recidivism rates for Probation and Community Intervention programs varied by program area from a high of 33% for Redirection and provider operated and residential post commitment services, to a low of 15% for IDDS and Diversion services. Probation supervision had a lower rate of recidivism (19%) than Day Treatment (26%) or Redirection (33%) and youth completing state operated post commitment services had fewer recidivists than those completing provider operated (28% and 33% respectively). Redirections had a lower recidivism either Low-Risk or Moderate-Risk Commitment (33% and 39% respectively).

Residential and Correctional Facilities

Youth are placed in residential commitment when the court makes the determination that it is a detriment to public safety for them to remain in the community. Residential programs provide 24-hour physical care and custody of the youth with a comprehensive system of services that are public safety focused, outcome oriented, cost-efficient, and accountable. The Department's commitment programs are grouped into five custody classifications based on the assessed risk to public safety. The restrictiveness levels of placement represent increasing restriction on youth's movement and freedom. The least restrictive, or minimum-risk level, is non-residential and falls under the jurisdiction of Probation and Community Intervention rather than Residential Services.

Section 985.03, Florida Statutes, designates four restrictiveness levels of residential commitment:

- Low-risk residential,
- Moderate-risk residential,
- High-risk residential, and
- Maximum-risk residential.

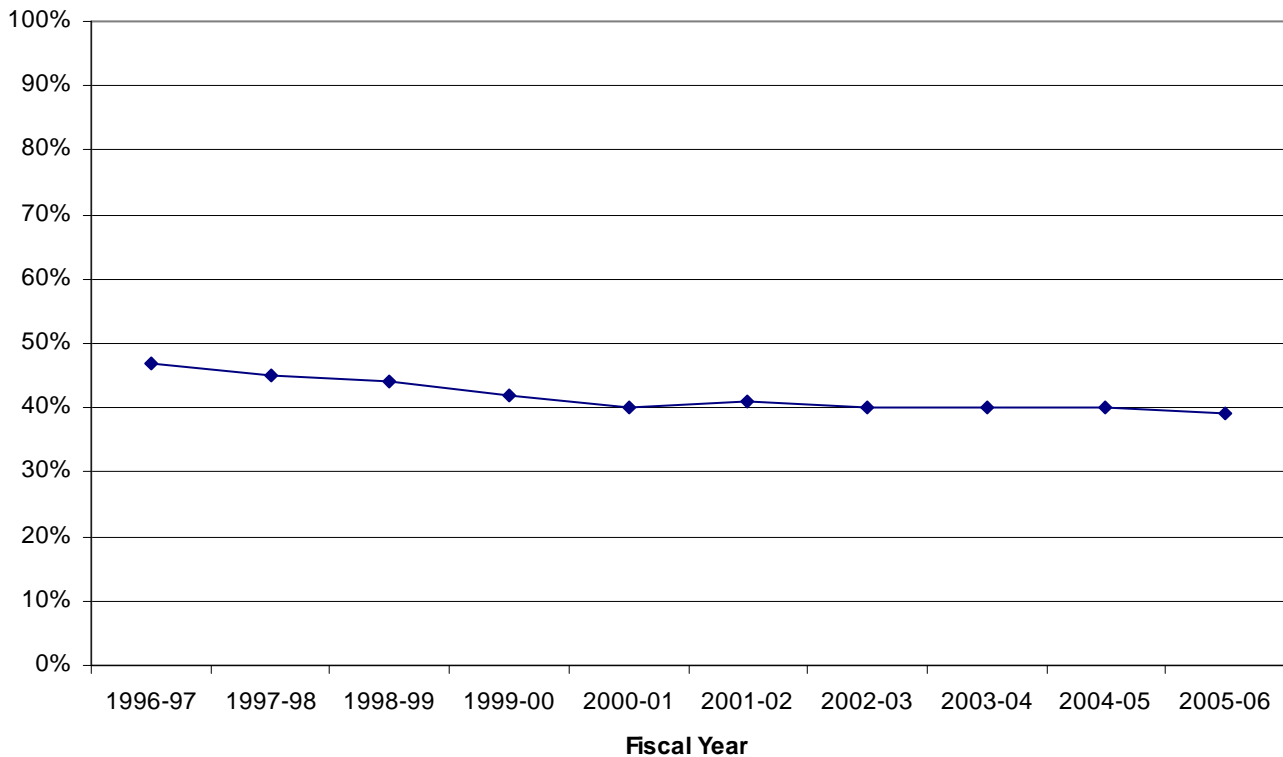
During FY 2005-06, there were a total of 9,251 releases from residential commitment programs. The rate of offenses during placement was six percent; indicating approximately 1 in 17 youth are adjudicated for an offense that occurred while in a commitment program. The table on the following page presents a breakdown of releases and completions by restrictiveness level for residential programs for FY 2005-06.

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Program Area	Total Releases	Completions	% ODP	% Recidivism
Low Risk Residential Programs	1,032	911 (88%)	5%	39%
Moderate Risk Residential Programs	6,099	5,417 (89%)	5%	39%
High Risk Residential Programs	2,040	1,632 (80%)	8%	39%
Maximum Risk Residential Programs	80	55 (69%)	6%	33%
Total Residential Programs	9,251	8,015 (87%)	6%	39%

Residential Program Releases and Completions FY 2005-06

Residential commitment recidivism rates have steadily declined over the past ten years. The chart below shows the decrease in those rates over the past decade.



Residential Program Recidivism Rates by Fiscal Year

Characteristics of the youth served in residential commitment varied by program and by restrictiveness level. For example, the average age at admission for youth increases as the restrictiveness level increases: 15.8 years for low-risk programs, 16.2 years for moderate-risk programs, 16.5 years for high-risk programs, and 16.9 years for maximum-risk programs. The extent and seriousness of youth's delinquency histories (as measured by the Average Prior Seriousness Index) also varied by restrictiveness level from 12.3 for youth completing low-risk restrictiveness programs, to 42.4 for youth completing maximum-risk programs.

Overall, 39% of youth who completed their residential program recidivated within one year after their return to the community.

The recidivism rate varied little by restrictiveness level, from 39% for low, moderate and high risk programs, to 33% for maximum-risk programs. Statewide, recidivism rates for residential commitment programs have remained about the same over the past five years with a slight drop from 41% in FY 2001-02 to 39% in FY 2005-06.

The data reflected that youths who recidivated had more extensive delinquency histories than non-recidivists. Male youth recidivated at higher rates than females, and black youth recidivated at higher rates than white youth. Recidivism rates declined steadily with age which may explain, in part, the lower recidivism rates for maximum-risk programs.

In examining the time it takes for re-offending to occur, a consistent pattern has been observed over the last decade. The data demonstrate that if youth are going to recidivate within the first year, more than half will be rearrested within the first four months following program release. Among committed youth who recidivated in FY 2005-06, the majority (54%) were re-arrested by the end of the fourth month and 80% were re-arrested by the end of the seventh month.

Youth completing commitment programs spent an average of four to 18 months in a program, depending on restrictiveness level. With each increase in restrictiveness level, the average length of stay increased by approximately four months. There was no difference in the average length of stay between recidivists and non-recidivists.

Residential Program Accountability Measures (PAM)

The Florida Legislature authorizes in statute, s. 985.632 (4)(a)(b), the Florida Department of Juvenile Justice (DJJ) to evaluate the effectiveness of juvenile justice programs that provide care, custody, and treatment for committed youth. To meet this requirement, the Department, in collaboration with the independent Justice Research Center (JRC), developed the annual Program Accountability Measures (PAM) Report. This year, the results of the PAM analyses are included as part of this report. The PAM evaluation is critical given that DJJ processes more than 140,000 intake referrals annually, with approximately 10,000 youth entering one of more than 140 residential programs. To ensure independent and objective evaluation, PAM analyses strictly adhere to the methodology determined annually at the Common Definitions Meeting.¹ By implementing an evaluation tool that

assesses the effectiveness of programs in reducing recidivism while including a cost effectiveness measure, the PAM Report promotes accountability in the delivery of juvenile residential services. The report has been highlighted as a best practice in the use of juvenile justice data by the National Center for Juvenile Justice and selected as a national semi-finalist in the Harvard University Innovations in American Government Awards.

Basic comparisons of program recidivism rates are often used to assess effectiveness. However, beginning in 1996, DJJ sought a more equitable, objective means of quantitatively evaluating programs that would examine differences in program costs as well as account for the fact that facilities serve youth whose risk for re-offending varies widely. The PAM model does this through two core measures: 1) recidivism effectiveness, which is measured as the difference between how well a program is expected to do given the risk for re-offending attributed to each youth completing the program (expected recidivism), and how well the program youth actually performed (observed recidivism); and 2) cost effectiveness, which is measured as the program's average cost per youth completing the program compared to the statewide program average cost per completion. Recidivism effectiveness is further broken down into five categories: Highly Effective, Effective, Average, Below Average, and Least Effective. Cost effectiveness is categorized into: Low, Medium, and High costs. The two measures are combined into a PAM score for each residential facility that can range from 1 to 100. Recidivism (subsequent adjudication/conviction) is tracked for one year following program completion.

¹ Each year, DJJ hosts the Common Definitions Meeting to delineate the methodology for calculating outcome measures for DJJ reporting. This methodology is carefully considered and developed by key juvenile justice policymakers and agencies including the Florida Legislature, the Governor's Office, the Office of Program Planning and Government Accountability (OPPAGA), the Office of Economic and Demographic Research, DJJ, the Justice Research Center, contracted providers and other juvenile justice stakeholders. In a continual effort to improve measurement and accountability, participants at the Common Definition Meeting discuss potential additions to analyses and reporting. Under agreement with these major stakeholders, the official evaluation measures for the Program Accountability Measures (PAM) and other outcome evaluation analyses are defined (for additional information, see the Data Sources and Methods chapter).

EXECUTIVE SUMMARY

This year's PAM Report presents recidivism and cost effectiveness results for the 138 programs that released at least 15 youth during the one-year period between July 1, 2005 and June 30, 2006. Boot camps were included in the analysis but were removed from the tables due to their closure.

Highlights include:

- Sixteen of the programs, representing 11.6% of the 138 facilities evaluated, had PAM scores of 80 or higher, a decrease of 27% over last year.
- Thirty-four and a half percent of facilities were ranked as Highly Effective or Effective last year, compared to 30.3% performing at this level this year, representing a decrease of approximately four percentage points.
- Most (78.5%) Highly Effective programs fell into the High Cost category, while one program Highly Effective program (Nassau Juvenile Residential Facility) fell into the low cost category.
- The majority of the Least Effective programs were either Low Cost or Moderate Cost (72.2%) facilities.
- Eighteen programs or 13.6% of the facilities examined were deemed Least Effective. Five of these programs were categorized as Low Cost, which means their low PAM rankings were primarily due to their higher-than-expected recidivism rates.

The table on the following page lists the male and female programs with the five highest and five lowest PAM scores.

Five Highest and Lowest PAM Scores by Gender FY 2005-06

Program Name*	PAM Score	Recidivism Rate ¹	Cost Per Completion	Number of Completions
<i>Five Highest PAM Scores - Female</i>				
Alachua Juvenile Residential Facility ²	82	16%	\$26,801	32
Project STEP II - Female	79	19%	\$6,714	58
Bowling Green New Beginnings - Diversified Behavioral Health Solutions,	76	18%	\$37,449	22
Desoto Dual Diagnosed Correctional Facility Moderate Risk - Female	75	19%	\$41,173	27
Live Oak Girls Juvenile Residential Facility ²	75	25%	\$16,081	76
<i>Five Highest PAM Scores - Male</i>				
Kissimmee Juvenile Correctional Facility Sex Offender Program (SOP)	96	13%	\$71,830	38
St. Johns Juvenile Correctional Facility	94	17%	\$84,261	30
GOALS Program ²	91	24%	\$31,767	42
Columbus Juvenile Residential Facility	88	22%	\$75,981	32
Eckerd Intensive Halfway House	87	25%	\$53,168	32
<i>Five Lowest PAM Scores - Female</i>				
Sawmill Academy ²	60	37%	\$15,594	41
Umatilla Juvenile Residential Facility ²	59	33%	\$56,764	87
Joann Bridges Academy	57	37%	\$30,659	49
White Foundation Family Homes - Female ²	41	48%	\$24,834	21
Desoto Dual Diagnosed Correctional Facility High Risk - Female	35	39%	\$268,059	18
<i>Five Lowest PAM Scores - Male</i>				
Broward Intensive Halfway House	51	57%	\$48,546	28
Polk Halfway House	46	64%	\$31,731	33
Marion Juvenile Correctional Facility - Three Springs, Inc.	44	61%	\$44,231	18
Greenville Hills Academy - MERIT ²	40	68%	\$27,713	31
Palm Beach Juvenile Correctional Facility	40	65%	\$37,953	23

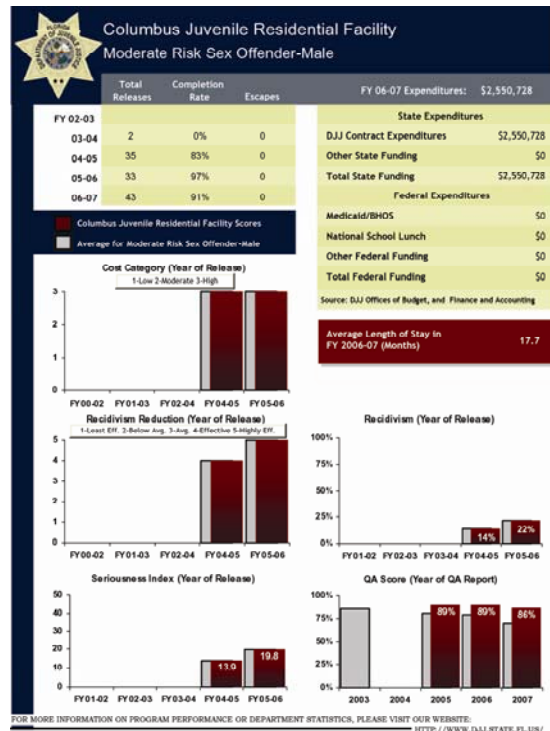
¹ Percentages have been rounded to the nearest whole percent.

² Program either closed, changed names, changed providers or had a structural programmatic change.

Residential Program Report Card

This marks the second year the Department is using the report card format for residential programs. This is in response to a request by the Florida Legislature to summarize program effectiveness into one concise document. The Report Card presents Quality Assurance scores, recidivism outcomes, cost-effectiveness, incident rates, and contract compliance, with a single summary program score for each individual residential program. All report cards are in alphabetical order in volume two of this report.

Report Card Example



Program Expenditures: State and Federal Funding

The program expenditure tables in this report provide total state versus federal expenditures for juvenile justice programs and include self-reported federal expenditures from private organizations. The source documents from which these amounts were derived are as follows: FLAIR Report at Level 2 for period July 1, 2005 - June 30, 2006; Schedule of Expenditures of Federal Awards for the fiscal year ended June 30, 2005; and program cost affidavits submitted by private provider organizations. The first two sources are submitted to the Florida Department of Financial Services and used by the State Auditor General's Office for their audit of the Department's expenditures of federal funds.