

**Preliminary Evaluation Report**  
of the  
**CINS Physically Secure**  
**Pilot Program**



December 31, 1998

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## EXECUTIVE SUMMARY

The 1997 Florida Legislature enacted into law Senate Bill 278. It was known as the “Tough Love” bill and dealt with children and families in need of services (CINS/FINS). Among other provisions of the bill, adjudicated CINS youth could be held in contempt of court and placed in a physically secure facility for up to 5 days on the first placement and up to 15 days for the second or subsequent placements.

The bill required the Department of Juvenile Justice (DJJ or department) to establish a pilot project within a single judicial circuit designated exclusively for the placement in a physically secure shelter of children in need of services who:

- Run away from a staff-secure shelter; or
- Commit at least two prior acts of direct or indirect contempt.

The Juvenile Justice Accountability Board (JJAB) is required to provide a preliminary report evaluating this pilot program. The JJAB, jointly with the DJJ, is required to submit a final report, including any proposed legislation, to the Legislature by December 1, 1999. This report provides background at the state and national level for the need to develop and operate a physically secure facility for status offenders. In addition, this report examines the DJJ project implementation process. The report concludes with findings and recommendations.

## Findings

Based on an appropriation of six months funding for the project in fiscal year (FY)<sup>1</sup> 1997-98, the Legislature expected the pilot to begin operations on January 1, 1998. However, the pilot project did not open its doors until August 1, 1998, and as of November 30, 1998, only three youth had been placed in the facility that has been named the *Discovery Center*.

Most of the \$520,000 appropriated for the operation of this shelter for the last six months of FY 1997-98 was reverted to the General Revenue fund. The annualized appropriation for this pilot shelter amounts to more than \$1 million. The current contract calls for payments of \$90.98 per bed per day – for 15 beds, whether or not filled, and the same amount per bed filled for the remainder up to 30. The annual cost for 15 beds is more than \$498,000.

The Accountability Board has two major concerns as a result of this preliminary study:

- The delay in implementing this pilot project; and
- Statutory conditions for placement in the pilot project.

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<sup>1</sup> Florida’s fiscal year begins July 1 and ends June 30.

## Delay in Implementing the Physically Secure Shelter Pilot

The following contributed to the delay in opening the physically secure facility:

- Lack of planning and realistic time standards for Phase I activities;
- Failure to adhere to established time standards in Phase II; and
- Lack of planning and realistic time standards for Phase III activities.

In sum, the Board found that in two of the three phases of activities necessary for efficient program implementation, DJJ had no formally established procedures or time standards to guide the process. Had such procedures and guidelines been in place, DJJ officials would have been in a position to warn the Legislature that a six-month implementation window for this pilot was unrealistic, or impossible, based on the documented experience of the agency. This lack of good planning had the effect of misleading the

Legislature, and setting DJJ up for failure, even though the department may, in objective terms, have done an efficient job of implementing a very unique pilot program.

### For the purpose of this report:

**Phases I activities** include research and development of a description of the components and services to be delivered, standards of quality, costs and measurable objectives.

**Phase II activities** include writing and issuing the RFP, and negotiating, awarding and signing the contract. These activities are incorporated in the DJJ Contract Manager's Manual.

**Phase III activities** include start-up activities such as lease or purchase of a structure, furniture and equipment; obtaining a certificate of occupancy; hiring and training staff; development of procedures required by the DJJ contract or Quality Assurance standards; and planning the delivery of educational services.

## Statutory Conditions for Placement in the Pilot Project

In retrospect, statutory conditions create impediments to a fair test of the concept of using a physically secure shelter to address the behavior of CINS adjudicated youth exhibiting runaway or ungovernable behaviors. Those conditions are:

- The geographic scope of the area to be served by the shelter;
- The planned length of stay in a physically secure shelter; and
- The criteria for placement of youth in the shelter.

## Recommendations

### Recommendations to the Legislature

*The Legislature should amend the provisions of section 985.226, F.S. to:*

- *Allow the pilot test for a physically secure shelter to encompass the 4<sup>th</sup>, 5<sup>th</sup>, 7<sup>th</sup>, 8<sup>th</sup> and 18<sup>th</sup> Judicial Circuits, or specific counties within those circuits that are recommended by DJJ in consultation with the provider.*
- *Eliminate the 5 and 15 day prescriptions for placement in the physically secure shelter, and instead allow placement for the time remaining for the*

*youth's earlier placement in a staff-secure shelter or up to 90 days, whichever is longer;*

- *Revise the criteria for placement in the physically secure shelter to include the act of running away from, or failing to appear for admission to, a staff secure shelter or a finding of contempt that that is associated with the order placing a youth in that staff-secure shelter;*
- *Require the DJJ to deliver, by April 30, 1999, its plan for a modified pilot test of a physically secure CINS shelter that reflects these modifications in law and the progress of the department in bringing on its staff-secure CINS shelter capacity in the circuits and districts to be included in an expanded pilot test; and*
- *Amend the evaluation and reporting requirements of the JJAB and the department, to require by July 1, 1999, a second interim report and by January 15, 2000, an evaluation report of the pilot for the physically secure shelter, both to be done by the JJAB in consultation with the DJJ and other stakeholders, including the contract provider of services for the physically secure shelter.*

### **Recommendations to the DJJ**

*Develop a new plan for implementing a revised pilot test of the physically secure shelter for adjudicated CINS youth, to conform with new statutory provisions:*

- *Expand the geographic scope of the area to be served by the Discovery Center;*
- *Extend the length of stay for youth placed;*
- *Conduct the training and public awareness activities that will be needed with expanded geographic scope and extended lengths of stay;*
- *Amend, as needed, contracts with other CINS provider agencies within the expanded area to be served in order to support youth and families after release from the Discovery Center; and*
- *Assure appropriate legal representation for adjudicated CINS youth.*

*Expand the guidelines now found in the DJJ's Contract Management Manual to include milestones and scheduling for Phase I (pre-RFP development) and Phase III (start-up) activities.*

## **INTRODUCTION**

The 1997 Florida Legislature enacted legislation that provides that a child adjudicated a child in need of services (CINS) may be held in contempt of court and placed in a physically secure facility. The Juvenile Justice Accountability Board (JJAB) is required to provide a preliminary evaluation report of this pilot program to the Legislature by December 1, 1998. This report provides background on national policy and history in Florida for the need to develop and operate a physically secure facility for the placement of chronic runaways, truants and ungovernable youth. In addition, it provides an overview of the implementation process for the pilot testing of a physically secure shelter for adjudicated CINS youth. The report concludes with findings and recommendations.

## **National Policy**

There is no typical status offender. Status offenders by definition are runaways, truants or ungovernable, and their offenses would not be crimes if committed by an adult. These youth come from a variety of backgrounds and environments. There are as many different stories as there are status offenders. Status offenders exhibit complex problems, and addressing the needs of that population present many challenges.

Nationally, no consensus exists on a single effective intervention to address multiple problems of status offenders. The question that remains is how society should respond to youth that run away, are truant and or refuse to obey their parents. What is a parent to do? What can communities and public officials do and what is the appropriate and acceptable level of response from public agencies?

Delinquency, alcohol and drug abuse, youth violence, gangs, early sexual involvement, and other problem behaviors in youth are causes for grave concern in this country.

For national policy, runaways present the most visible and troublesome issues related to status offenders. An estimated one million young people run away from home each year. The vast majority of runaway youth are not running to something. In most cases, running away is a means of escaping problems that exist in the home. Disruptive family conditions may be the principal reason that youth leave home. Severe family dysfunction, physical and sexual abuse, and parental alcohol and other substance abuse are common risk factors for runaway behavior.

In order to strengthen families, programs must focus on parent training, family therapy and family skills training.

- According to the National Network for Youth, more than 60% of runaway and homeless youth report physical or sexual abuse by their parents.
- Twenty-nine percent of the parents of these youth reportedly have alcohol problems and 24% abuse other drugs.

- More than half of the youth in shelters and on the street report that their parents told them to leave or knew they were leaving but did not care.

Parents who spend time with their children greatly reduce their children's risk of problem behaviors such as antisocial conduct, substance abuse, high-risk sex, academic failure and drug use in youth.

The Juvenile Delinquency Prevention and Control Act of 1968 specifically lodged the responsibility for delinquency prevention policy in the Department of Health, Education and Welfare, while delinquency control responsibilities went to the Department of Justice under the Omnibus Crime Control and Safe Streets Act. These developments signaled the federal government's intentions to separate juvenile from adult matters, juvenile misconduct from adult crime.

In 1974, the Juvenile Justice and Delinquency Prevention Act (JJDP Act) gave the Justice Department full jurisdiction over all delinquency matters and status offenses. However, under the provisions of this Act, the distinction between delinquent youth and status offenders was further drawn. Their communities, and not the justice agencies, were to assume responsibility for status offenders. There were other influences in addition to the Act – court decisions, legislation about runaways, research that questioned the efficacy of various approaches to status offenders, increasing costs of justice system programs – but the Act remains the contemporary federal approach.

## **Secure Confinement of Status Offenders**

The question of secure confinement for status offenders is perhaps the most controversial aspect of the 1974 JJDP Act. Strong disagreement exists over the placement of status offenders in secure facilities – institutional settings – as a way of providing therapeutic and other services, but there is agreement on the need for special treatment approaches for different types of status offenders.

Advocates for the secure confinement of status offenders argue that this type of placement provides:

- An environment in which to begin the treatment process;
- The ability to stabilize youth in order to begin a therapeutic treatment;
- A suitable method for treating the small percentage of youth, including chronic runaways, who are out of control, and whose behavior place them at risk; and
- A necessary tool for judges to deal with non-compliant youth.

Opponents of secure confinement argue that:

- When securely confined, even though they have not committed a crime, status offenders are treated like delinquent youth;
- Space in secure confinement facilities is best used for youth who are charged with, or adjudicated delinquent for, committing serious or violent crimes;

- Nonsecure alternatives are more cost effective;
- Other forms of community-based service are more appropriate and stress the necessity of special treatment resources; and
- A secure lock-up becomes a substitute for a therapeutic approach with individuals, families, and groups, which is the most effective strategy.

Among both groups there is clear support for individualized services to meet the specific needs of different types of status offenders. This need to differentiate services for different types of youth has important implications for the planning of services. For example, runaways may need differentiated services, depending on whether they are “chronic street kids” or youth experiencing a temporary family crisis. Habitual truants, younger and older youth and sexually abused youth are also considered to be sub-populations of CINS youth who are in need of specialized services.

## **Status Offenders in Florida**

In Florida, status offenders are referred to as CINS youth. Chapter 984, F.S., contains the Legislature policies on children and families in need of services (CINS/FINS). It makes the Florida Department of Juvenile Justice (DJJ or department) responsible for services to assist families in which youth have begun to exhibit behaviors, such as running away, truancy, or ungovernability. The DJJ contracts with private provider agencies and their statewide association, the Florida Network of Youth and Family Services (the Florida Network), to provide CINS/FINS services. The Florida Network provides oversight, technical assistance, and training to member provider agencies. During fiscal year (FY)<sup>2</sup> 1996-97, \$23.4 million were appropriated by the Florida Legislature to the DJJ for the CINS/FINS continuum. In FY 1997-98, the appropriation was increased to \$25.7 million.

The intent of CINS/FINS services is to promote the stability and strength of the family unit and to prevent entry into the juvenile justice and child welfare systems. Services are provided 24 hours a day, seven days a week. Under contracts negotiated at the district level, these services provided by the agencies of the Network include outreach and prevention; centralized intake; individual, group and family counseling; and temporary residential services.

- Outreach and prevention services are designed to increase public awareness of the needs of troubled youth at risk of running away, being habitually truant or being beyond the control of their parents or guardians. The Florida Network agencies provided over 4,000 prevention outreach presentations across the state in the last fiscal year.
- Centralized screening and intake services provide entry into the service continuum and include youth and family assessment and intervention. Counseling services are designed to stabilize a family crisis and to determine what, if any, other services are needed. Additionally, counselors are

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<sup>2</sup> Florida’s fiscal year begins July 1 and ends June 30.

responsible for referrals to other agencies capable of providing needed services, such as substance abuse services, job development services, and mental health services, and for ensuring these services are made available to the youth or family. The Florida Network agencies provided screening and intake services for nearly 40,000 youth and families in the last fiscal year.

- Non-residential services provide the intensive family intervention necessary to prevent or minimize out-of-home placements. These services include individual, group and family counseling, follow-up services, referral services, and may include family mediation and arbitration. The Florida Network agencies opened over 14,000 non-residential cases in the last fiscal year.
- Temporary shelter is a component designed to provide shelter, meals, and individual, family and group counseling to all children served. Case management services are provided to all residential clients to ensure their expeditious return home and their smooth transition into school and other activities. The Florida Network agencies operate 26 different runaway shelters in Florida that admitted more than 13,000 youth in the last fiscal year.

According to the Florida Network, more than 40,000 youth and their families received services during FY 1997-98. It is estimated that 85% of youth served return to their homes. Additionally, 94% of youth surveyed remained in their homes or in another appropriate placement for six months after receiving services. Eighty-three percent of youth receiving CINS/FINS services have not had further contact with the judicial system, according to the Florida Network of Youth and Family Services (*1997 Florida Network Annual Report*).

Of 12,581 youth for whom presenting-problem information was available in FY 1996-97, the most common presenting problem concerned household dynamics: 87% (10,941) of youth reported problems such as divorce or strained relationships with parents. The second most common problem, reported by 67.8% (8,525) of youth, concerned educational issues such as truancy, learning disabilities, or failing grades (*1999 JJAB Prevention Outcome Evaluation Report*, Doc. #99-001-OE).

## **1996 Senate Committee Report**

In December 1996, the Senate Committees on Criminal Justice; Children, Families and Seniors; Education; and Ways and Means jointly examined the problems of runaways, truants and ungovernable youth. The committee's report primarily focused attention on youth that are not able to return to their homes, or so-called "lockout" youth.

Staff sent a questionnaire to 43 individuals, organizations and agencies. Responses were given by judges, parents, law enforcement, prosecutors, defense attorneys and some private agency providers. The diverse responses from this group of practitioners were used to identify and frame the most pertinent issues of lockouts and runaways in Florida (*A Report on Chronic Runaways, Lockouts, and Truant Youths*, prepared for the Florida Senate by Staff of the Senate Committees on Criminal Justice; Children, Families and Seniors; Education; and Ways and Means, December 1996).

Testimony was heard from parents of runaways and revealed an overwhelming frustration with the current system's inability to address the needs of status offenders. There were repeated comments from most of the interim project respondents that staff-secure shelters were not effective in helping a significant number of chronic runaways. These statements underscored the need for an enhanced array of treatment options for youth and families. In response to the testimony heard, draft legislation was included in the Senate report that supported the establishment of a physically secure facility.

The Senate report included a number of other recommendations:

- A parent information packet should be made available;
- A toll-free parents resource and referral hotline should be provided;
- Parents should be given the right to convene a case staffing and to file a CINS petition; and
- Judges should be given an additional placement option for CINS youth of placement for up to 90 days in a staff secure shelter.

Further, the report brought much-needed attention to an area in the juvenile justice continuum that typically is not viewed with the same level of importance as traditional delinquency or commitment services.

## **Senate Bill 278**

Senate Bill 278 was prefiled on January 24, 1997, and became law without the Governor's signature on May 31, 1997. Ch. 97-152, Laws of Florida.

Senate Bill 278 requires the DJJ to design and implement a pilot program for one or more physically secure facilities for CINS-adjudicated youth in a single circuit (§ 984.226, F.S.). This facility must be separate from a regional juvenile detention center. A juvenile court judge can order a youth placed in the pilot facility after finding that the youth ran away from a staff-secure shelter or had committed at least two prior acts of direct or indirect contempt of a valid court order.

Senate Bill 278 included other requirements. The DJJ was charged with the development and implementation of staff-secure shelters where CINS youth can be placed up to 90 days (§ 984.225, F.S.). In addition, the DJJ was required to work in collaboration with the Department of Children and Family Services and the Department of Education to develop and publish an information packet that explains the current process for obtaining assistance for a child in need of services and the community services and resources available to parents of troubled or runaway youth (§ 984.071, F.S.). Senate Bill 278 also called for an expansion of the current telephone hotline to respond to the needs of parents and caregivers with troubled or runaway youth.

Florida's response to the difficult problems posed by status offenders describes three levels of intervention for CINS/FINS. The first level consists of traditional CINS/FINS services, already in existence. The second, placement by a juvenile court judge in staff-secure shelter, occurs when the court has deemed that first level of intervention to be

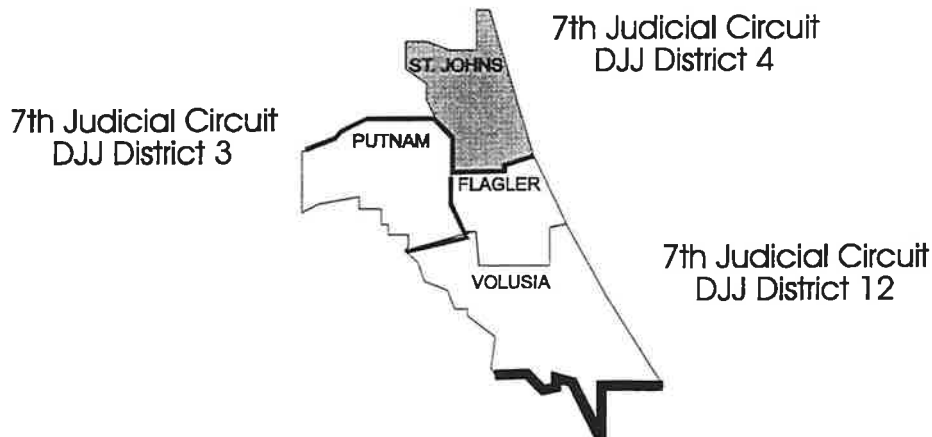
unsuccessful. A placement generally is ordered for 90 days, with provision for an extension of another 30 days, if warranted. The third level permits a juvenile court judge to order a youth placed into a physically secure shelter.

The legislation required the Juvenile Justice Accountability Board (JJAB) to conduct a multi-year project to monitor the implementation and operation of such a pilot in a single judicial circuit. The JJAB is required to prepare a preliminary evaluation report to the Legislature by December 1, 1998. The JJAB, jointly with the DJJ, is required to submit a final report, including any proposed legislation, to the Legislature by December 1, 1999.

## **CINS/FINS Pilot Project Site Selection**

Of the 20 Florida judicial circuits, the 7th and the 17th circuits were initially identified by the DJJ as potential sites for the physically secure facility. Parts of the Department of Juvenile Justice Districts 3 and 4 and all of District 12, lie in the 7<sup>th</sup> Judicial Circuit and DJJ District 10 coincides with the 17<sup>th</sup> Judicial Circuit. The 7<sup>th</sup> Judicial Circuit had the state's highest number of CINS-adjudicated youth, one of the reasons why it was selected as the site of the pilot project.

### **Pilot Project Site Selection**



Youth to be served by the pilot physically secure facility must live within the 7<sup>th</sup> Judicial Circuit, which includes Flagler, Putnam, St. Johns and Volusia counties. District 12 is comprised of Flagler and Volusia counties. Putnam County is in DJJ District 3; St. Johns County, DJJ District 4. The following table lists the number of active CINS cases for these three DJJ service districts. Also listed are the CINS petitions, available CINS/FINS beds, the current number of 90-day staff secure beds and the number of youth ordered to 90-day staff-secure beds.

**CINS Cases and Capacity by DJJ District  
as of October 31, 1998  
(Calendar year to date)**

District	Active CINS Cases	CINS Petitions	CINS/FINS Available Beds	90-Day Staff- Secure Beds*	Number of Youth Ordered to 90-Day Staff- Secure Beds*
3	87	73	26	5	2
4	36	27	32	0	0
12	65	47	24	4	2
<b>Subtotal</b>	188	147	82	9	4
<b>Statewide Total</b>	<b>706</b>	<b>472</b>	<b>333</b>	<b>71</b>	<b>26</b>

\* As of November 30, 1998

Occupancy of 90-day staff-secure beds is well below the anticipated level of use, and as of October 31, 1998, no youth had been placed in the physically secure facility.

## Essential Services While in Placement

Programs that address the needs of status offenders must encompass a number of essential services in order to be successful. The program components shown in Appendix C represent a combination of features required to address the complex issues of status offenders. A convergent body of research and front-line experience of system practitioners support these features, which include services such as counseling, special treatment resources (independent living skills, education and vocational services, and alcohol and substance abuse services), and post-program follow-up. In order for the physically secure pilot project to be successful, a secure confinement program should contain similar features and take a similar approach. The table in Appendix C compares these features with those found in the CINS physically secure pilot project.

The array of services identified in the request for proposals (RFP) and contract are consistent with a majority of the recommended services outlined. The table in Appendix C indicates some differences. The major differences lie in the appropriate length of stay and weaknesses in transition and follow-up sections compared

Family programs should be long term; short-term interventions with families at high risk or in crisis are only bandages on family dysfunction.

OJJDP Juvenile Justice Bulletin, Doc. #171121, May 1998

with the recommended services listed in the literature column. The research supports a stay that allows the beginning of effective interventions. However, those effective interventions must include services from the communities of the status offenders. Widespread involvement of parents and youth, as well as representatives from schools, law enforcement agencies, the faith community, social service agencies, media, and local government is critical to positive post-program support for youth and families.

## ANALYSIS OF DJJ IMPLEMENTATION OF PILOT PROJECT

Because no youth were placed in the physically secure shelter as of October 31, 1998, the Board is unable to evaluate the effectiveness of the pilot project. Instead, this report examines the process by which the project was implemented and its design. From these analyses, the Board lays the ground for recommending changes in the design of the pilot project, with the intention of creating a viable test of the concepts upon which the pilot project rests, and changes in the process by which the DJJ implements any project.

Fourteen months elapsed from the time that the legislation establishing the pilot project became law on May 30, 1997, and the physically secure pilot project facility became operational on August 1, 1998. By providing six months of funding for the pilot project during FY 1997-98, the Legislature signaled its expectation that the program would be operational by January 1, 1998. This section of the report examines the major milestones in the implementation for the pilot project in order to determine whether the six months that was allowed for start-up was realistic.

The Board believes that prudent stewardship of public resources demands that each agency that receives funding for needed services bring those services on line as quickly as possible. The JJAB also believes that there are three distinct and essential phases associated with the efficient implementation of a contracted program, and that each of those phases involve certain activities that must be completed.

In the following sections of the report, the actual implementation activities for the physically secure pilot project are examined against this framework, in order to isolate the practices or events that contributed to the fourteen-month implementation of the project.

### For the purpose of this report:

**Phases I activities** include research and development of a description of the components and services to be delivered, standards of quality, costs and measurable objectives.

**Phase II activities** include writing and issuing the RFP, and negotiating, awarding and signing the contract. These activities are incorporated in the DJJ Contract Manager's Manual.

**Phase III activities** include start-up activities such as lease or purchase of a structure, furniture and equipment; obtaining a certificate of occupancy; hiring and training staff; development of procedures required by the DJJ contract or Quality Assurance standards; and planning the delivery of educational services.

### Phase I Activities

Phase I program implementation activities should focus on the service to be delivered, and whether that service should be provided by agency staff or contracted to an external source. In some cases, including the case of the physically secure pilot project, the Legislature makes this decision by directing the agency to contract for the service in question. Other activities in this phase involve thorough examination of the research literature to understand the theoretical underpinnings of the service, the minimum necessary qualifications for staff and the best practices for effective service delivery. This phase also results in service specifications including the standards of quality and the

outputs and outcomes expected. Finally, Phase I activities must include an assessment of the fair market value of the service based on the outcomes and outputs that are to be delivered.

Four and one-half months passed from the time Senate Bill 278 became law to October 14, 1997, the date that District 12 began its RFP development. This appears an unusually long time considering that some of the department's key staff were involved in the discussions of the legislation that resulted in the pilot test of a physically secure shelter, and its enactment cannot have been a surprise. Nevertheless, this legislation required the development of substantial new capacity for serving CINS/FINS youth and families, as well as a different approach to identifying and delivering services. In turn, this required substantial pre-RFP development of service and facility requirements, work that the department did not complete until mid-October 1997.

Lead responsibility for this phase was assigned to the Bureau of Prevention Services within the Division of Programming and Planning, which, in turn, sought input from staff in Operations, Executive Services, Legislative Affairs, and the General Counsel's office. Staff from the Florida Network were also invited to participate in the design and implementation of the project.

By June, 1997, work had begun development of a program description for the pilot project, and on August 22, an initial draft was distributed to District Managers for their internal review. The final program description was delivered to the Manager in District 12 on October 10, 1997, and the district was encouraged to incorporate additional program components or services that would enhance the program or allow flexibility in addressing specific community needs.

## **Phase II Activities**

The activities of Phase II incorporate the Phase I results into a formal request for proposal that satisfy the competitive procurement requirements provided by law. The DJJ has established procedures and time standards for this phase, which includes all activities up to formal execution of a contract with a provider.

The department's Contract Management Manual identifies a 180-day process, including standards and time frames, for development of contracts with service providers. The manual covers activities from the development and advertisement of a solicitation to the execution of a contract with the successful bidder, all designed to ensure the operation of a facility and the delivery of services in accordance with program specifications.<sup>3</sup>

By the time the pilot program design was received by officials in District 12, less than two months remained in the implementation window allowed by the Legislature for the project. If district officials followed the department's contract development process without experiencing problems or delays, a contract would not be executed with a provider until approximately April 10, 1997.

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<sup>3</sup> Pertinent portions of the department's Contract Management Manual are contained in Appendix D.

As it turned out, two particular problems in the implementation process delayed District 12 staff in the process of getting the pilot project under contract<sup>4</sup>. The first cause of delay was the need to respond to concerns about the RFP which were raised after the RFP had been advertised by District 12 officials. These concerns came from sources within and outside of the agency, and required an amendment to the RFP. The second problem that caused delay in the department's 180-day contract development process involved contract negotiations with the sole bidder. Although the DJJ Contract Management Manual allows for a period of three to four weeks for negotiations leading to a signed contract, in the case of the secure shelter pilot project those negotiations required nearly two months.

The contract with Act, Inc., the provider for the *Discovery Center*, was formally executed on June 12, 1998, six months after the Legislature expected the pilot project to be operational.

## **Phase III Activities**

Phase III activities address start-up matters for both the agency and the provider up to and including the day contracted services are available to the public. These activities can include some or all of the following:

- Lease or purchase of a structure;
- Obtaining a certificate of occupancy;
- Purchase of furniture or equipment;
- Hiring and training staff;
- Development of internal health, safety and operating procedures as required by the DJJ contract or Quality Assurance standards; and
- Planning the delivery of educational services.

The *Discovery Center* was ready to receive the first youth for placement on August 1, 1998, seven weeks after the date the contract was signed. While this does not appear to be an unreasonable time for start-up activities, it is difficult to judge because DJJ has no established standards for this phase of project implementation.

## **FINDINGS**

The Board believes that three major factors prevented this pilot project from being tested for its effectiveness in addressing the underlying problems of youth who are runaways or ungovernable: (1) predictable or preventable delays in implementation of the pilot program; (2) statutory limitations concerning eligibility for placement in the pilot program; and (3) a combination of too much funding and too little demand for the size of

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<sup>4</sup> A chronology of the major milestones in the implementation of the pilot project is contained in Appendix C.

the pilot facility and the geographical area selected for the pilot site. The Board's findings concerning these three factors are discussed separately below.

## **Findings Regarding DJJ's Program Implementation Process**

The Board believes that the delay in the implementation of the pilot project is the result of a combination of unrealistic expectations by the Legislature and inadequate planning and implementation on the part of DJJ. The Board finds that the department has guidelines that address Phase II type activities – the time at which the RFP planning clock starts. That clock establishes a six-month schedule. However, activities that occurred in Phases I and III fall outside of that schedule. If the department had been able to implement its procurement process in accord with its 180-day guidelines, beginning on or about July 1, 1997, it would have been realistic to expect a signed contract by January 1, 1998. That expectation would have assumed that the department needed no time for Phase I or Phase III activities, which, in retrospect, was an unrealistic expectation.

### **Lack Of Planning and Realistic Time Standards For Phase I Activities**

Designing a new program is more difficult than designing a program that is similar to an existing model. Guidelines or standards should be available for scheduling and monitoring the progress of Phase I activities. The department has no guidelines or standards for this purpose.

### **Failure to Adhere to Established Time Standards For in Phase II Activities**

Phase II, the initial decision by the department to develop the RFP – the time at which the RFP planning clock starts – did not occur until mid-October 1997, already putting the project behind the schedule envisioned by the Legislature by more than four months. Further, some actions taken during Phase II required the department to amend the RFP and extend the deadline for submitting proposals. These actions delayed the process by three to four weeks. Moreover, the department's planned process envisions about one month for final negotiations leading to a signed contract, but nearly two months elapsed for this pilot project.

### **Lack Of Planning and Realistic Time Standards For Phase III Activities**

Finally, after the contract was executed as the final step in Phase II, it was another seven weeks or so before the facility opened its doors. It is to be expected that some start-up time will always be required after contract signing to bring a facility up to the standards required for actually receiving youth. The department has no guidelines or standards for the purpose of planning for start-up activities.

## Summary

The Board found that in two of the three phases of activities necessary for efficient program implementation, DJJ had no formally established procedures or time standards to guide the process. Had such procedures and guidelines been in place, DJJ officials would have been in a position to warn the Legislature that a six-month implementation window for this pilot was unrealistic, or impossible, based on the documented experience of the agency. This lack of good planning had the effect of misleading the Legislature, and setting DJJ up for failure, even though the department may, in objective terms, have done an efficient job of implementing a very unique pilot program.

The concept of a secure CINS shelter was new to Florida's system, and the requirement to keep it separate from any juvenile detention center might have suggested the need to anticipate work required before initiating the RFP process that starts the 180-day schedule outlined in the department's *Contract Management Manual*. Some research and development should have been anticipated, concerning the description of program components and services to be delivered, the standards of quality to be met, the costs required for and measurable objectives concerning the pilot project. These descriptions represent the foundation from which an RFP process can be initiated – and they take time to develop.

This experience may offer useful lessons for both the Legislature and the department, when proposed legislation concerns pilot testing of new service models or approaches. For new initiatives and for program expansion, the Legislature has a history of appropriating operational funding with a six-month lapse in the first year. For program expansion or for the application of more familiar service models or programs, this may be a reasonable timetable. When a fundamentally new model is envisioned, however, this usual practice may be unworkable. More time may be required in preparing to develop an RFP, for developing the specific requirements of a new approach, and for the provider to prepare the facility for operation after a contract has been signed.

The Legislature and the department both might reconsider the familiar use of the six-month lapsed funding for operations when dramatically new options are under consideration, especially those to be pilot-tested.

## Findings Regarding Conditions for Placement in the Pilot Program

### Criteria for Placement

Some ambiguity exists concerning the basis upon which the court may order a youth, who have been adjudicated CINS, into the physically secure shelter. Two prior acts of contempt are grounds for ordering the placement, but it seems to be unclear whether the judge may order a placement upon the finding of a second act of direct or indirect contempt, or whether a third act of contempt is required. In addition, simply running away from or failing to appear for admission to, a staff-secure shelter is sufficient for ordering a

youth into the physically secure shelter. The basis upon which a judge may order a youth into the physically secure shelter could be clarified, and perhaps simplified.

In addition, some stakeholders have suggested that the requirements for representation for youth in CINS proceedings have been an impediment to using the physically secure shelter resource. Those requirements are intended to keep Florida within the bounds of federal constitutional law respecting individuals' rights to due process.

### **Length of Placement**

Placements in the physically secure shelter are for 5 days for the first placement, and 15 days for subsequent placements. The physically secure shelter option is intended to put some teeth into the CINS/FINS system, and in particular, to give juvenile court judges a meaningful way in which to respond to contempt by the most troublesome of the CINS population, typically chronic runaways. It also is intended to initiate the intervention that will be required to make a difference for these youth and their families.

Consensus exists among proponents of secure confinement on the need to establish a stable environment in which to conduct comprehensive assessments and properly diagnose complex social and mental health issues and deliver the necessary range of other services. The proponents for the institutionalization of status offenders advocate that, albeit for a short amount of time, a placement must be long enough in duration to accomplish the initial goals of intervention. Five and fifteen day lengths of stay are not sufficient for effective planning to occur and therapeutic intervention to begin – and it is not long enough to start any meaningful work with the family and youth relationships that will need to be the focus of that work.

There is no prescribed or ideal length of stay for such an intervention. A desired length of stay cannot be prescribed until sufficient experience with youth admitted to and released from a physically secure facility provides the information needed to evaluate its effectiveness. However, some provisions for a longer placement seem to be required.

### **Summary**

The present statutory criteria for placement in the pilot program are ambiguous, and do not necessarily reinforce the treatment or public policy goals of the other components of the “Tough Love” law.

## **Findings Regarding The Funding and Geographic Area For The Pilot Program**

### **Capacity and Geographic Scope**

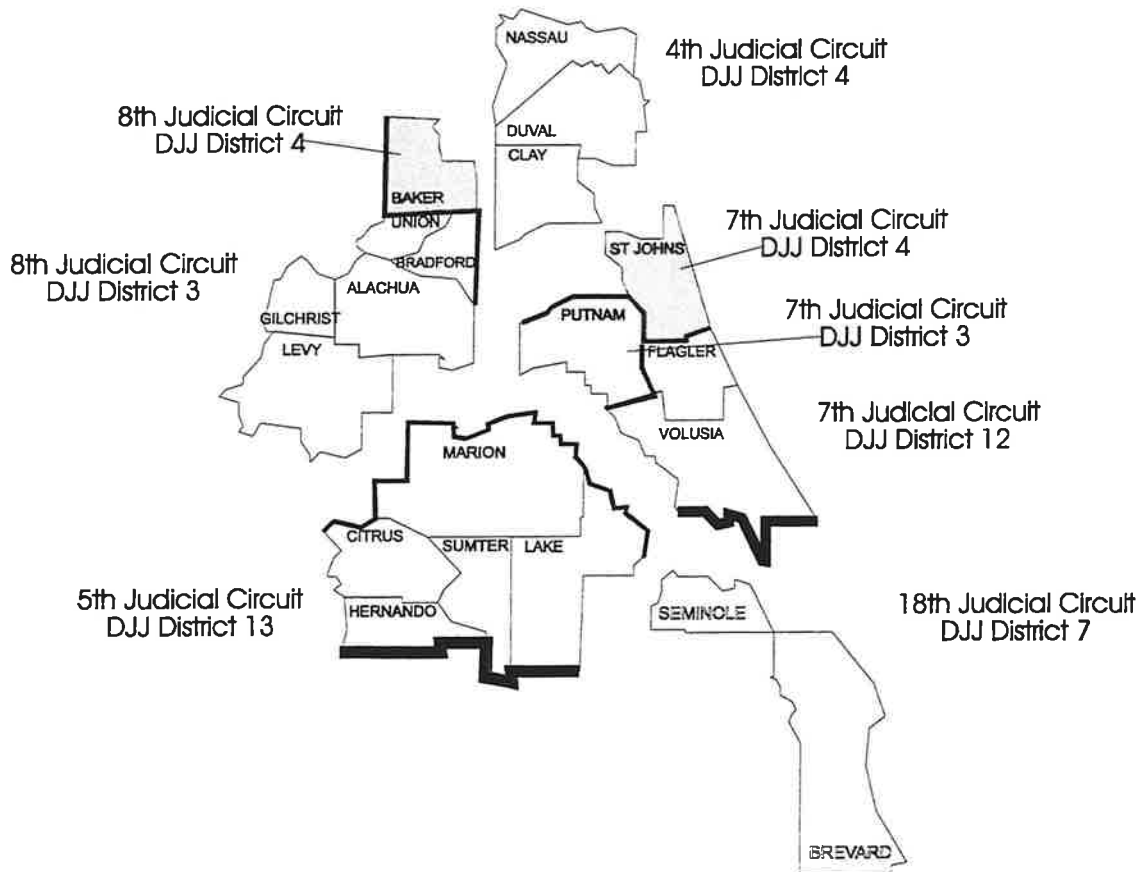
The “Tough Love” law requires a pilot test of the physically secure shelter in a single judicial circuit. The *Discovery Center* is intended to be available for placement of CINS youth who run away from secure placements or who are found to be in contempt by juvenile court judges in the 7<sup>th</sup> Judicial Circuit. The CINS caseloads – not yet placed in staff-secure shelters, let alone found to be in contempt for running from that placement or

for any other reason – in DJJ Districts 3, 4 and 12 suggest that too few youth will be so troublesome as to require placement in the physically secure shelter in numbers sufficient to fill the current facility, even to its minimum of 15 available beds. There are 82 CINS/FINS beds now in these three districts, and not all of those serve youth from the portions of Districts 3 and 4 that are included within the 7<sup>th</sup> Judicial Circuit. Further, the current staff-secure capacity for these three districts at this time is only 9 beds.

The boundaries of DJJ districts and judicial circuits do not coincide, and in some districts and circuits, boundaries of one cut through the boundaries of the other entity. Implementing any pilot test that requires judicial action and departmental management of service delivery will always pose some logistical problems. Although it would create additional demands for services such as transportation, outreach to various stakeholders in a wider area and training for additional DJJ and court staff, a full and appropriate test of the concept of a physically secure shelter may require an expanded geographic scope. The capacity now available in the physically secure CINS shelter seems to be sufficient for multi-circuit use.

The following map includes additional judicial circuits proposed for the expanded pilot. This expansion of the current geographic scope would allow the pilot test for a physically secure shelter to encompass the 4th, 5th, 7th, 8th, and 18th Judicial Circuits.

### Proposed Expanded Pilot Project



In addition, the following table lists the number of active cases for these districts. Also listed are the CINS petitions, available CINS/FINS beds, 90-day staff-secure beds and the number of youth ordered to 90-day staff-secure beds.

**CINS Cases and Capacity by DJJ District  
as of October 31, 1998  
(Calendar year to date)**

District	Active CINS Cases	CINS Petitions	CINS/FINS Available Beds	90-Day Staff-Secure Beds*	Number of Youth Ordered to 90-Day Staff-Secure Beds*
3	87	73	26	5	2
4	36	27	32	0	0
7	131	81	30	14	16
12	65	47	24	4	2
13	69	46	26	5	1
<b>Subtotal</b>	265	174	80	23	19
<b>Statewide Total</b>	<b>706</b>	<b>472</b>	<b>333</b>	<b>71</b>	<b>26</b>

\* As of November 30, 1998

## Summary

The amount of funding that the Legislature allocated for support of the pilot project can support a much larger geographic area than currently specified in statute, and can also support a longer length of stay if admission criteria are revised to reinforce other components of the law relating to placement of adjudicated CINS youth in a staff secure shelter.

## RECOMMENDATIONS

In order to create an opportunity for a fair test of the effectiveness of using a physically secure shelter for the confinement of adjudicated CINS youth, the Juvenile Justice Accountability Board makes the following recommendations.

**Recommendations to the Legislature:** *The Legislature should amend the provisions of section 985.226, F.S. to:*

- *Allow the pilot test for a physically secure shelter to encompass the 4<sup>th</sup>, 5<sup>th</sup>, 7<sup>th</sup>, 8<sup>th</sup> and 18<sup>th</sup> Judicial Circuits, or specific counties within those circuits that are recommended by DJJ in consultation with the provider.*
- *Eliminate the 5 and 15 day prescriptions for placement in the physically secure shelter, and instead allow placement for the time remaining for the youth's earlier placement in a staff-secure shelter or up to 90 days, whichever is longer;*

- *Revise the criteria for placement in the physically secure shelter to include the act of running away from, or failing to appear for admission to, a staff secure shelter or a finding of contempt that is associated with the order placing a youth in that staff-secure shelter;*
- *Require the DJJ to deliver, by April 30, 1999, its plan for a modified pilot test of a physically secure CINS shelter that reflects these modifications in law and the progress of the department in bringing on its staff-secure CINS shelter capacity in the circuits and districts to be included in an expanded pilot test; and*
- *Amend the evaluation and reporting requirements of the JJAB and the department, to require by July 1, 1999, a second interim report and by January 15, 2000, an evaluation report of the pilot for the physically secure shelter, both to be done by the JJAB in consultation with the DJJ and other stakeholders, including the contract provider of services for the physically secure shelter.*

## **Recommendations to DJJ**

*Develop a new plan for implementing a revised pilot test of the physically secure shelter for adjudicated CINS youth, to conform with new statutory provisions, to include:*

- *Expand the geographic scope of the area to be served by the Discovery Center;*
- *Extend the length of stay for youth placed;*
- *Conduct the training and public awareness activities that will be needed with expanded geographic scope and extended lengths of stay;*
- *Amend, as needed, contracts with other CINS provider agencies within the expanded area to be served in order to support youth and families after release from the Discovery Center; and*
- *Assure appropriate legal representation for adjudicated CINS youth.*

*Expand the guidelines now found in the DJJ's Contract Management Manual to include milestones and scheduling for Phase I (pre-RFP development) and Phase III (start-up) activities.*

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## **APPENDICES**

Appendix A: Draft Legislation Amends § 984.225, F.S., and § 984.226, F.S.

Appendix B: Project Implementation Timeline

Appendix C: Program Components

Appendix D: Solicitation Cycle Comparison

Appendix E: Map of Florida's Judicial Circuits and DJJ Regions and Districts



Appendix A:  
Draft Legislation Amends § 984.225, F.S., and §  
984.226, F.S.



2  
3 A bill to be entitled

4 An act relating to children in need of services; amending s.  
5 984.225, F.S., relating to powers of disposition; amending the  
6 requirements for placement in a staff secure shelter; amending  
7 and correcting cross references; amending s. 984.226, F.S.,  
8 amending the judicial circuits included in a physically secure  
9 shelter pilot project; providing for waiver of the right to counsel  
10 under prescribed circumstances; amending the criteria for  
11 placement of a child in a physically secure shelter; providing time  
12 limits for placement in a physically secure shelter; providing for  
13 judicial review of the status of a child who is placed in a  
14 physically secure shelter; providing for referral of a child to the  
15 Department of Children and Families for dependency or mental  
16 health services; directing the Juvenile Justice Accountability  
17 Board to submit an implementation report and an evaluation  
18 report to the Legislature; requiring the Department of Juvenile  
19 Justice to submit proposed legislation; requiring the Department  
20 of Juvenile Justice to submit an implementation report; providing  
21 an effective date.  
22  
23

24 Be it enacted by the Legislature of the State of Florida:

25  
26 Section 1. Subsections (2),(5),and (6) of s. 984.225, F.S, are amended to read:  
27 984.225 Powers of disposition; placement in a staff-secure shelter.

28 (1) Subject to specific legislative appropriation, the court may order that a  
29 child adjudicated as a child in need of services be placed for up to 90 days in a  
30 staff-secure shelter if:

31 (a) The child's parent, guardian, or legal custodian refuses to provide food,  
32 clothing, shelter, and necessary parental support for the child and the refusal is a  
33 direct result of an established pattern of significant disruptive behavior of the child  
34 in the home of the parent, guardian, or legal custodian; or

35 (b) The child refuses to remain under the reasonable care and custody of his  
36 or her parent, guardian, or legal custodian, as evidenced by repeatedly running  
37 away from home. The court may not order that a child be placed in a staff-secure  
38 facility unless:

39 1. The child has failed to successfully complete an alternative treatment  
40 program or to comply with a court-ordered sanction; and

1        2. The child has been placed in a residential program on at least one prior  
2 occasion pursuant to a court order under this chapter.

3  
4        This subsection applies after other alternative, less-restrictive remedies have  
5 been exhausted. The court may order that a child be placed in a staff-secure  
6 shelter. The department, or an authorized representative of the department, must  
7 verify to the court that a bed is available for the child. If the department or an  
8 authorized representative of the department verifies that a bed is not available,  
9 the court shall stay the placement until a bed is available. The department will  
10 place the child's name on a waiting list. The child who has been on the waiting list  
11 the longest will get the next available bed.

12  
13        (2) The court shall order the parent, guardian, or legal custodian to cooperate  
14 with efforts to reunite the child with the family, participate in counseling, and pay  
15 all costs associated with the care and counseling provided to the child and family,  
16 in accordance with the family's ability to pay as determined by the court.

17        Placement Commitment of a child in a staff secure shelter under this section is  
18 designed to provide residential care on a temporary basis. Such placement  
19 commitment does not abrogate the legal responsibilities of the parent, guardian,  
20 or legal custodian with respect to the child, except to the extent that those  
21 responsibilities are temporarily altered by court order.

22  
23        (3) While a child is in a staff-secure shelter, the child shall receive education  
24 commensurate with his or her grade level and educational ability.

25  
26        (4) If a child has not been reunited with his or her parent, guardian, or legal  
27 custodian at the expiration of the 90-day commitment period, the court may order  
28 that the child remain in the staff-secure shelter for an additional 30 days if the  
29 court finds that reunification could be achieved within that period.

30  
31        (5) The department is deemed to have exhausted the reasonable remedies  
32 offered under this chapter if, at the end of the placement in a staff secure shelter  
33 commitment period, the parent, guardian, or legal custodian continues to refuse  
34 to allow the child to remain at home or creates unreasonable conditions for the  
35 child's return. If, at the end of the commitment period of time for placement in a  
36 staff secure shelter, the child is not reunited with his or her parent, guardian, or  
37 custodian due solely to the continued refusal of the parent, guardian, or custodian  
38 to provide food, clothing, shelter, and parental support, the child is considered to  
39 be threatened with harm as a result of such acts or omissions, and the court shall  
40 direct that the child be handled in every respect as a dependent child. Jurisdiction

1 shall be transferred to the Department of Children and Family Services and the  
2 child's care shall be governed under ~~parts II and III~~ of chapter 39.

3  
4 (6) The court shall review the child's placement in a staff secure shelter  
5 ~~commitment~~ once every 45 days as provided in s. 984.20. The court shall  
6 determine if the parent, guardian, or custodian has reasonably participated in and  
7 financially contributed to the child's counseling and treatment program. The court  
8 shall also determine whether the department's efforts to reunite the family have  
9 been reasonable. If the court finds an inadequate level of support or participation  
10 by the parent, guardian, or custodian prior to the end of the placement  
11 ~~commitment period~~, the court shall direct that the child be handled in every  
12 respect as a dependent child. Jurisdiction shall be transferred to the Department  
13 of Children and Family Services and the child's care shall be governed under  
14 ~~parts II and III~~ of chapter 39.

15  
16 (7) If the child requires residential mental health treatment or residential care  
17 for a developmental disability, the court shall refer the child to the Department of  
18 Children and Family Services for the provision of necessary services.

19  
20 Section 2. A new subsection (2), (7) and (8) are created; subsections (2), (3),(4),  
21 (5), (6) are renumbered; and subsections (1), (2), (3),(4), (5), and (6) of section  
22 984.226, F.S., are amended to read:

23  
24 984.226 Pilot program for a physically secure facility; ~~contempt of court.~~

25  
26 (1) Subject to specific legislative appropriation, the Department of Juvenile  
27 Justice shall establish a pilot program within the Third, Fourth, Fifth, Seventh and  
28 Eighth a single judicial circuits for the purpose of operating one or more physically  
29 secure facilities designated exclusively for the placement of children in need of  
30 services who meet the criteria provided in this section ~~are found in direct~~  
31 ~~contempt or indirect contempt of a valid court order.~~

32  
33 (2) ~~When~~ If any party files a petition is filed in the Third, Fourth, Fifth, Seventh  
34 or Eighth judicial circuits alleging that a child is a child in need of services within  
35 such judicial circuit, the child must be represented by counsel at each court  
36 appearance unless the record of each such proceeding affirmatively  
37 demonstrates by clear and convincing evidence that the child knowingly and  
38 intelligently waived the right to counsel after fully being advised by the court of the  
39 nature of the proceedings and the dispositional alternatives available to the court  
40 under the provisions of this section. If the court decides to appoint counsel for the

1 child, and if the child is indigent, the court shall appoint an attorney to represent  
2 the child as provided under s. 985.203. Nothing precludes the court from  
3 requesting reimbursement of attorney's fees and costs from the nonindigent  
4 parent or legal guardian.

5  
6 (3) When if a child is adjudicated as a child in need of services by a court  
7 within any of the judicial circuits specified in this section, the court may order the  
8 child placed in a pilot physically secure facility authorized in this section if held in  
9 direct contempt or indirect contempt of a valid court order, as an alternative to  
10 placing the child in a staff-secure facility as provided under s. 984.225 or s.  
11 985.216, the court may order that the child be placed within the circuit in a  
12 physically secure facility operated under the pilot program. A child may be  
13 committed to the facility only if the department, or an authorized representative  
14 of the department, verifies to the court that a bed is available for the child at the  
15 physically secure facility and the child has:

16 (a) Failed to appear for placement in a staff secure shelter under the  
17 provisions of s. 984.225, or failed to comply with any other provision of a valid  
18 court order relating to such placement, and as a result of such failure has been  
19 found to be in direct or indirect contempt of court; or

20 (b) Run away from a staff-secure shelter following placement under s.  
21 984.225 or s. 985.216; or,

22 (b) Committed at least two prior acts of direct or indirect contempt.

23  
24 The department, or an authorized representative of the department, must verify to  
25 the court that a bed is available for the child. If a bed is not available, the court  
26 shall stay the placement until a bed is available, and the department will place the  
27 child's name on a waiting list. The child who has been on the waiting list the  
28 longest shall have priority for placement in the physically secure shelter.

29  
30  
31 (4 3) A child may be placed in a physically secure facility for up to 90 days up to  
32 5 days for the first commitment and up to 15 days for a second or subsequent  
33 commitment. If a child has not been reunited with his or her parent, guardian, or  
34 legal custodian at the expiration of the placement in a physically secure shelter,  
35 the court may order that the child remain in the physically secure shelter for an  
36 additional 30 days if the court finds that reunification could be achieved within that  
37 period.

38  
39 (5) (a) The court shall review the child's placement once every 45 days as  
40 provided in s. 984.20.

1       **(b) At any time during the placement of a child in need of services in a**  
2 **physically secure shelter the department may submit a report to the court**  
3 **recommending:**

4       **1. That a child has received all of the services available from the program**  
5 **and is ready for reunification with a parent or guardian; or**

6       **2. That a child is unlikely to benefit from continued placement in the**  
7 **physically secure shelter, and is more likely to have his or her needs met in a**  
8 **different type of placement.**

9       **(c) The court shall determine if the parent, guardian, or custodian has**  
10 **reasonably participated in and financially contributed to the child's counseling and**  
11 **treatment program.**

12       **(d) The court shall also determine whether the department's efforts to reunite**  
13 **the family have been reasonable. If the court finds an inadequate level of support**  
14 **or participation by the parent, guardian, or custodian prior to the end of the**  
15 **placement, the court shall direct that the child be handled in every respect as a**  
16 **dependent child. Jurisdiction shall be transferred to the Department of Children**  
17 **and Family Services and the child's care shall be governed under chapter 39.**

18       **(e) If the child requires residential mental health treatment or residential care**  
19 **for a developmental disability, the court shall refer the child to the Department of**  
20 **Children and Family Services for the provision of necessary services.**

21  
22       **(6 4) Prior to being ordered committed to a physically secure facility, the child**  
23 **must be afforded all rights of due process required under s. 985.216. While in the**  
24 **physically secure facility, the child shall receive appropriate assessment,**  
25 **treatment, and educational services that are designed to eliminate or reduce the**  
26 **child's truant, ungovernable, or runaway behavior. The child and family shall be**  
27 **provided with family counseling and other support services necessary for**  
28 **reunification.**

29  
30       **(7 5) The court shall order the parent, guardian, or legal custodian to**  
31 **cooperate with efforts to reunite the child with the family, participate in**  
32 **counseling, and pay all costs associated with the care and counseling provided to**  
33 **the child and family, in accordance with the family's ability to pay as determined**  
34 **by the court. Placement Commitment of a child under this section is designed to**  
35 **provide residential care on a temporary basis. Such placement commitment does**  
36 **not abrogate the legal responsibilities of the parent, guardian, or legal custodian**  
37 **with respect to the child, except to the extent that those responsibilities are**  
38 **temporarily altered by court order.**

39  
40       **(8 6) The Juvenile Justice Accountability Advisory Board shall monitor the**

1 implementation and operation of the pilot program and issue a preliminary  
2 evaluation report to the President of the Senate and Speaker of the House of  
3 Representatives Legislature by July December 1, 1999, 1998 and a report  
4 evaluating the effectiveness of the pilot physically secure shelter in reuniting the  
5 children served with their parent or guardian and avoiding subsequent out of  
6 home placements shall be submitted to the Legislature by January 15, 2000. The  
7 Department of Juvenile Justice and the Juvenile Justice Advisory Board shall  
8 ~~issue a joint final recommend report~~ to the Legislature, including any proposed  
9 legislation concerning the pilot project, by January 15, 2000 ~~December 1, 1999.~~

10  
11 Section 3. The Department of Juvenile Justice shall submit a report to the  
12 President of the Senate, the Speaker of the House of Representatives, and the  
13 Juvenile Justice Accountability Board, that describes its efforts to implement the  
14 pilot project authorized in this act. The report shall include the following data for  
15 each judicial circuit included in the pilot project:

16 (a) the number of youth who have been adjudicated a child in need of services  
17 since July 1, 1998;

18 (b) the number of available staff secure shelter beds;

19 (c) the number of youth who have been placed in staff secure shelter beds  
20 since July 1, 1998 and the average length of stay;

21 (d) the number of physically secure shelter beds available,

22 (e) the number of youth who have been placed in physically secure shelter  
23 beds since July 1, 1998 and average length of stay;

24 (f) the efforts that have been made by the department with the Chief Judge,  
25 the Court Administrator, the local bar associations, and other individuals or  
26 groups within each judicial circuit, to ensure the appointment of counsel in child in  
27 need of services cases as appropriate under the provisions of this act; and

28 (g) the efforts by the department to educate the public concerning the  
29 availability of and access to services to meet the needs of families with children  
30 who are runaways, truants or ungovernable.


31  
32 The report shall be submitted within 45 days of this act becoming law, or April 30,  
33 1999, whichever occurs earlier.

34  
35 Section 3. This act shall take effect upon becoming law.

Appendix B:  
Project Implementation Timeline



## Timeline



December, 1996	Interim report released
May 30, 1997	SB 278 became law - Ch. 97-281
May 31, 1997	GAA became law - Ch. 97-152
August 22, 1997	Draft program description distributed
October 10, 1997	DJJ District 12 received finalized program description
October 14, 1997	DJJ District 12 began RFP solicitation process
December 19, 1997	RFP advertised
January 1, 1998	Funding for pilot project \$520,000
January 27, 1998	DJJ replies to sponsor's suggestions
January 27, 1998	DJJ amends proposal deadline from February 9 to February 23, 1998
February 23, 1998	ACT, Inc. submits only proposal
March 2, 1998	Selection team chosen
April 28, 1998	Contract submitted to HQ for final approval
May 15, 1998	DJJ Contract Administration approves contract with ACT
June 12, 1998	Contract signed
August 1, 1998	Pilot project facility opens
October 30, 1998	JJAB preliminary report data to Board members



Appendix C:  
Program Components



### Component Comparison

Literature	1996 Interim Project	s. 984.226, F.S.	RFP	Contract
<b>MAIN FEATURES</b> Secure confinement Intensive treatment approaches Individualized therapeutically-based lengths of stay	Physically secure 5 and 15 day	Physically secure 5 and 15 day	Physically secure Intensive treatment approaches 5 and 15 day	Physically secure Intensive treatment approaches 5 and 15 day
<b>SERVICES</b> Stable therapeutic environment Comprehensive assessment Counseling Individual and group Mental, emotional, physical and sexual Reconciliation/Reunification of families Special treatment resources: Alcohol and substance abuse Basic life skills (completing school, finding a job, and keeping healthy) Appropriate educational and vocational services Transitional/Independent Living	Temporary secure residential program Assessment and treatment Child and family counseling Other support services necessary for family reunification and reduction or elimination of problematic behavior	Temporary secure residential program Assess, treatment and educational services Child and family counseling Other support services necessary for family reunification and reduction or elimination of problematic behavior	Secure residential program Comprehensive assessment treatment and educational services Group/Family therapy Mental and substance abuse screening and evaluation Family reunification Behavior management Medical care Transition planning	Therapeutic residential environment Comprehensive biopsychosocial assessment, individualized treatment and educational services Group/Family therapy Mental and substance abuse screening and evaluation Family reunification Behavior management Medical care Basic living skills (time management, anger/conflict resolution, job and interviewing, AIDS/HIV and other STDs training) Transition planning
FOLLOW-UP Long-term with community-based support Post program follow-up			90 day transitional/follow-up process with a review every 30 days	90 day transitional/follow-up process with a review every 30 days



Appendix D:  
RFP Solicitation Cycle

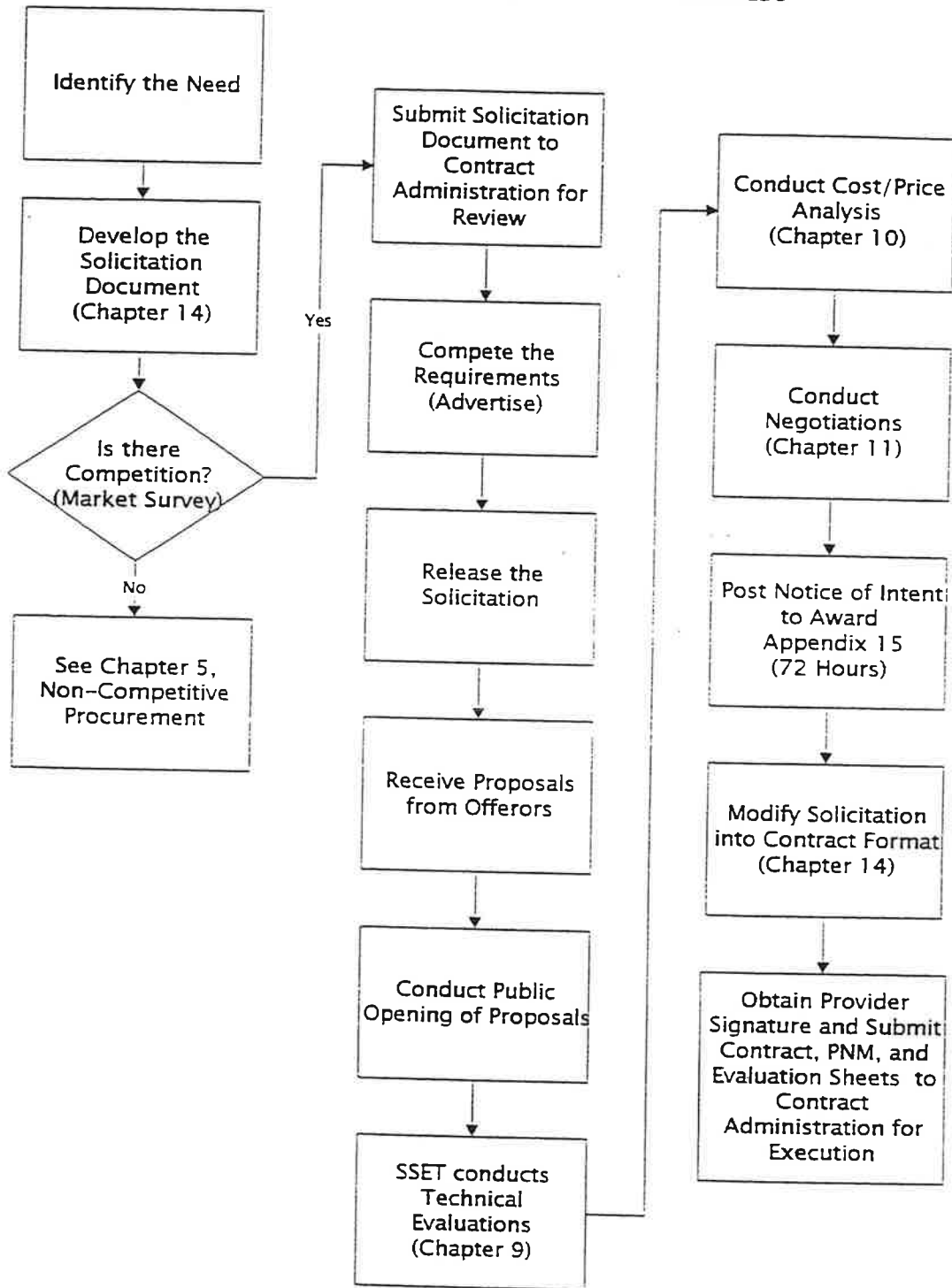


**Comparison**

Contract Administration Planning Summary		CINS Physically Secure Pilot Program Implementation	
Solicitation/Contract	Estimated Lapsed Time	Solicitation/Contract	Estimated Lapsed Time
Decision to establish RFP Solicitation	SD 180 days	Decision to establish RFP Solicitation 10/14/97	SD 247 days (excluding DJJ HQ development time and Contract Provider Start-up Activities)
Selection team chosen by DJJ manager	SD 120 days	Selection team chosen by DJJ manager 3/2/98	SD 103 days
Final solicitation/contract document	SD 95 days	Final solicitation/contract document 12/15/97	SD 180 days
Contract administration review	SD 93 days	Contract administration review 12/9/97	SD 186 days
CMBE review	Concurrent step	CMBE review 12/3/97	SD 192 days
RFP advertised	Concurrent step	RFP advertised 12/19/97	SD 176 days
RFP released	SD 73 days	RFP released 12/15/97	SD 172 days
Written RFP inquiries received (cutoff)	SD 63 days	Written RFP inquiries received (cutoff) 1/7/98-DJJ 1st 2/9/98 2nd 2/23/98	SD 1st cutoff 124 days SD 2nd cutoff 110 days
Pre-proposal Conference	SD 53 days	Pre-proposal Conference	None/Optional
Written responses/Amendments due to offerors	SD 48 days	Written responses/Amendments due to offerors 1/5/98 & 1/27/98	1st amendment 159 days 2nd amendment 137 days
Technical and cost proposals received and technical proposals opened	SD 38 days	Technical and cost proposals received and Technical proposals opened 2/2/98	SD 131 days
Technical evaluation and tabulation	SD 33 days	Technical evaluation and tabulation 3/3/98	SD 102 days
Cost/price proposals to be opened	SD 32 days	Cost/price proposals to be opened 1/15/98	SD 149 days
Cost valuation and tabulation	SD 31 days	Cost evaluation and Tabulation 3/3/98	SD 102 days
Public posting of intent to award (72 hours)	SD 22 days	Public posting of intent to award (72 hours) 4/2/98	SD 72 days
Cost analysis	SD 19 days	Cost Analysis 3/3/98	SD 102 days
Pre-negotiation presentation	SD 17 days	Pre-negotiation presentation	N/A
Negotiation	SD 15 days	Negotiation 4/15/98	SD 58 days
District preparation of final contract documents and CA quick review	SD 10 days	Preparation of final contract documents and CA quick review 5/15/98	SD 28 days
Obtain provider signature	SD 7 days	Obtain provider signature 6/3/98	SD 9 days
DJJ signature/effective date	Signature Date	DJJ signature/effective date 6/12/98	Signature Date



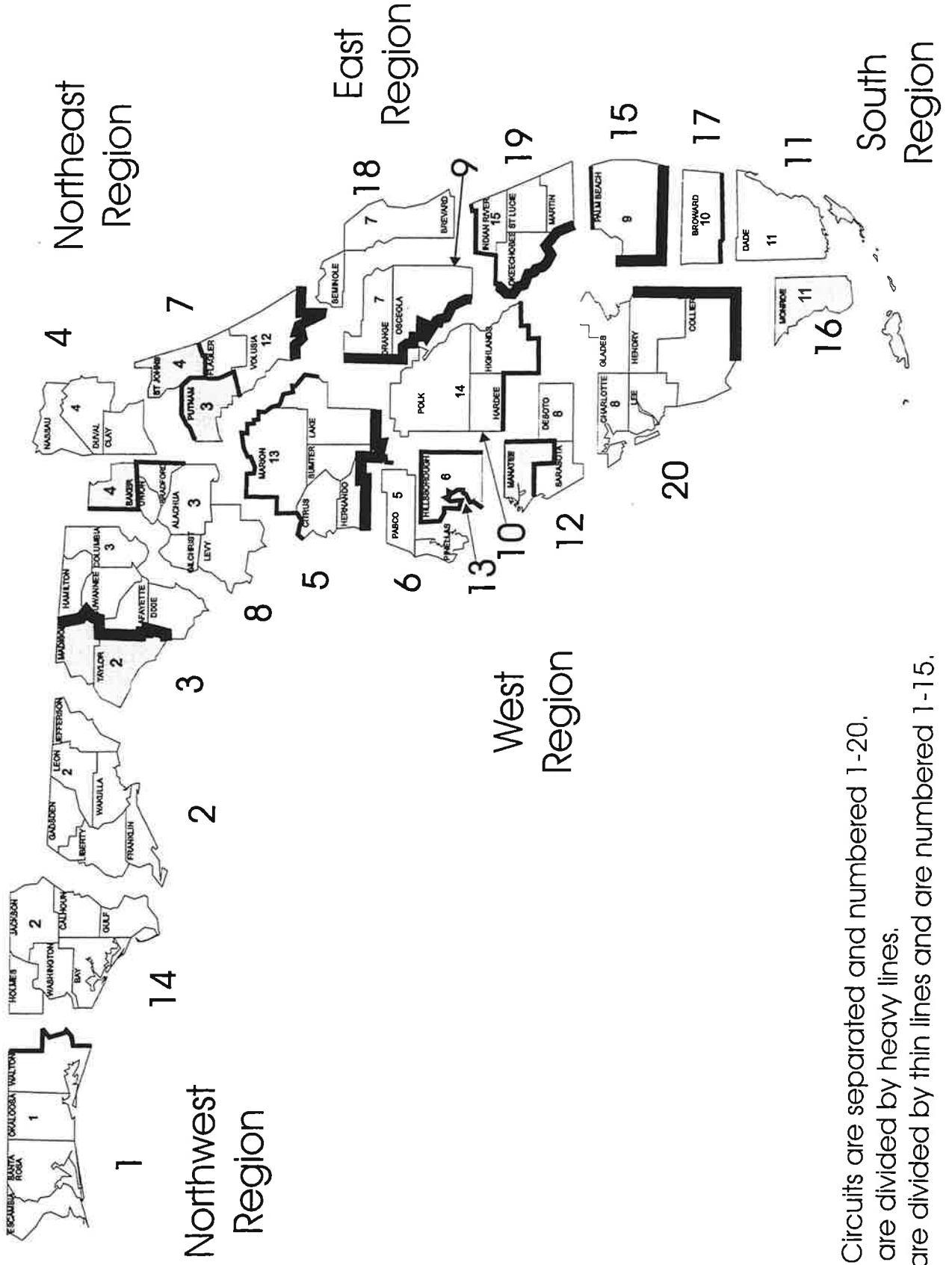
### SOLICITATION PROCESS



Appendix E:  
Map of Florida's Judicial Circuits  
and DJJ Regions and Districts



# Florida Judicial Circuits & Juvenile Justice Regions and Districts



Judicial Circuits are separated and numbered 1-20.  
 Regions are divided by heavy lines.  
 Districts are divided by thin lines and are numbered 1-15.



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