

LEGISLATIVE ACTION

Senate House

Comm: RCS 04/06/2010

The Committee on Criminal and Civil Justice Appropriations (Joyner) recommended the following:

Senate Amendment (with title amendment)

Delete lines 204 - 825

and insert:

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who are 9 years of age or younger should be diverted into prearrest or postarrest programs, civil citation programs, or children-in-need-of-services and families-in-need-of-services programs, as appropriate. If, upon findings from the needs assessment, the child is found to be in need of mental health services or substance abuse treatment services, the department shall cooperate with the parent or legal guardian and the Department of Children and Family Services, as appropriate, to

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identify the most appropriate services and supports and available funding sources to meet the needs of the child.

(10) RESTORATIVE JUSTICE. -

- (a) It is the intent of the Legislature that the juvenile justice system advance the principles of restorative justice. The department shall focus on repairing the harm to victims of delinquent behavior by ensuring that the child understands the effect of his or her delinquent behavior on the victim and the community and that the child restore the losses of his or her victim.
- (b) Offender accountability is one of the principles of restorative justice. The premise of this principle is that the juvenile justice system must respond to delinquent behavior in such a way that the offender is made aware of and takes responsibility for repaying or restoring loss, damage, or injury perpetrated upon the victim and the community. This goal is achieved when the offender understands the consequences of delinquent behaviors in terms of harm to others, and when the offender makes amends for the harm, loss, or damage through restitution, community service, or other appropriate repayment.

Section 5. Subsections (7) and (23) of section 985.03, Florida Statutes, are amended to read:

985.03 Definitions.—As used in this chapter, the term:

(7) "Child in need of services" means a child for whom there is no pending investigation into an allegation or suspicion of abuse, neglect, or abandonment; no pending referral alleging that the child is delinquent, except if the child is 9 years of age or younger at the time of referral to the department; or no current supervision by the department or the

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Department of Children and Family Services for an adjudication of dependency or delinquency. The child must also, under this chapter, be found by the court:

- (a) To have persistently run away from the child's parents or legal custodians despite reasonable efforts of the child, the parents or legal custodians, and appropriate agencies to remedy the conditions contributing to the behavior. Reasonable efforts shall include voluntary participation by the child's parents or legal custodians and the child in family mediation, services, and treatment offered by the department or the Department of Children and Family Services;
- (b) To be habitually truant from school, while subject to compulsory school attendance, despite reasonable efforts to remedy the situation under ss. 1003.26 and 1003.27 and through voluntary participation by the child's parents or legal custodians and by the child in family mediation, services, and treatment offered by the department of Juvenile Justice or the Department of Children and Family Services; or
- (c) To have persistently disobeyed the reasonable and lawful demands of the child's parents or legal custodians, and to be beyond their control despite efforts by the child's parents or legal custodians and appropriate agencies to remedy the conditions contributing to the behavior. Reasonable efforts may include such things as good faith participation in family or individual counseling; or
- (d) To be 9 years of age or younger and have been referred to the department for a delinquent act.
- (23) "Family in need of services" means a family that has a child for whom there is no pending investigation into an

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allegation of abuse, neglect, or abandonment or no current supervision by the department or the Department of Children and Family Services for an adjudication of dependency or delinquency. The child must also have been referred to a law enforcement agency or the department for:

- (a) Running away from parents or legal custodians;
- (b) Persistently disobeying reasonable and lawful demands of parents or legal custodians, and being beyond their control; or
 - (c) Habitual truancy from school; or
- (d) Being 9 years of age or younger and being referred for a delinquent act.

Section 6. Subsection (1) of section 985.125, Florida Statutes, is amended to read:

985.125 Prearrest or postarrest diversion programs. -

(1) A law enforcement agency, or school district, county, municipality, or the department, in cooperation with the state attorney, is encouraged to may establish a prearrest or postarrest diversion programs. Youth who are taken into custody for first-time misdemeanor offenses or offenders who are 9 years of age or younger should be given an opportunity to participate in prearrest or postarrest diversion programs program.

Section 7. Paragraph (d) of subsection (1) of section 985.145, Florida Statutes, is amended to read:

985.145 Responsibilities of juvenile probation officer during intake; screenings and assessments.-

(1) The juvenile probation officer shall serve as the primary case manager for the purpose of managing, coordinating, and monitoring the services provided to the child. Each program

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administrator within the Department of Children and Family Services shall cooperate with the primary case manager in carrying out the duties and responsibilities described in this section. In addition to duties specified in other sections and through departmental rules, the assigned juvenile probation officer shall be responsible for the following:

(d) Completing risk assessment instrument.-The juvenile probation officer shall ensure that a risk assessment instrument establishing the child's eligibility for detention has been accurately completed and that the appropriate recommendation was made to the court. If, upon completion of the risk assessment instrument, the child is ineligible for secure detention based on the criteria in s. 985.24(2)(e), the juvenile probation officer shall make a referral to the appropriate shelter for a child in need of services or family in need of services.

Section 8. Section 985.24, Florida Statutes, is amended to read:

985.24 Use of detention; prohibitions.-

- (1) All determinations and court orders regarding the use of secure, nonsecure, or home detention must shall be based primarily upon findings that the child:
- (a) Presents a substantial risk of not appearing at a subsequent hearing;
- (b) Presents a substantial risk of inflicting bodily harm on others as evidenced by recent behavior;
- (c) Presents a history of committing a property offense prior to adjudication, disposition, or placement;
 - (d) Has committed contempt of court by:
 - 1. Intentionally disrupting the administration of the



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- 2. Intentionally disobeying a court order; or
- 3. Engaging in a punishable act or speech in the court's presence which shows disrespect for the authority and dignity of the court; or
 - (e) Requests protection from imminent bodily harm.
- (2) A child alleged to have committed a delinquent act or violation of law may not be placed into secure, nonsecure, or home detention care for any of the following reasons:
- (a) To allow a parent to avoid his or her legal responsibility.
- (b) To permit more convenient administrative access to the child.
 - (c) To facilitate further interrogation or investigation.
 - (d) Due to a lack of more appropriate facilities.
- (e) Due to a misdemeanor charge of domestic violence if the child lives in a family that has a history of family violence, as defined in s. 741.28, or if the child is a victim of abuse or neglect, as defined in s. 39.01, and the decision to place the child in secure detention is mitigated by the history of trauma faced by the child, unless the child would otherwise be subject to secure detention based on his or her prior history.
- (3) A child alleged to be dependent under chapter 39 may not, under any circumstances, be placed into secure detention care.
- (4) A child 9 years of age or younger may not be placed into secure detention care unless the child is charged with a capital felony, a life felony, or a felony of the first degree.
 - (5) (4) The department shall continue to identify

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alternatives to secure detention care and shall develop such alternatives and annually submit them to the Legislature for authorization and appropriation.

Section 9. Paragraph (a) of subsection (2) of section 985.245, Florida Statutes, is amended to read:

985.245 Risk assessment instrument.

(2)(a) The risk assessment instrument for detention care placement determinations and court orders shall be developed by the department in agreement with a statewide committee composed of representatives appointed by the following associations: the Conference of Circuit Judges of Florida, the Prosecuting Attorneys Association, the Public Defenders Association, the Florida Sheriffs Association, and the Florida Association of Chiefs of Police. Each association shall appoint two individuals, one representing an urban area and one representing a rural area. In addition, the committee shall include two representatives from child advocacy organizations appointed by the secretary of the department. The parties involved shall evaluate and revise the risk assessment instrument as is considered necessary using the method for revision as agreed by the parties.

Section 10. Section 985.255, Florida Statutes, is amended to read:

985.255 Detention criteria; detention hearing.-

- (1) Subject to s. 985.25(1), a child taken into custody and placed into nonsecure or home detention care or detained in secure detention care before prior to a detention hearing may continue to be detained by the court if:
 - (a) The child is alleged to be an escapee from a

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residential commitment program; or an absconder from a nonresidential commitment program, a probation program, or conditional release supervision; or is alleged to have escaped while being lawfully transported to or from a residential commitment program.

- (b) The child is wanted in another jurisdiction for an offense which, if committed by an adult, would be a felony.
- (c) The child is charged with a delinquent act or violation of law and requests in writing through legal counsel to be detained for protection from an imminent physical threat to his or her personal safety.
- (d) The child is charged with committing a felony an offense of domestic violence as defined in s. 741.28 and is detained as provided in subsection (2).
- (e) The child is charged with possession or discharging a firearm on school property in violation of s. 790.115.
- (f) The child is charged with a capital felony, a life felony, a felony of the first degree, a felony of the second degree that does not involve a violation of chapter 893, or a felony of the third degree that is also a crime of violence, including any such offense involving the use or possession of a firearm.
- (g) The child is charged with any second degree or third degree felony involving a violation of chapter 893 or any third degree felony that is not also a crime of violence, and the child:
- 1. Has a record of failure to appear at court hearings after being properly notified in accordance with the Rules of Juvenile Procedure;

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- 2. Has a record of law violations prior to court hearings;
- 3. Has already been detained or has been released and is awaiting final disposition of the case;
- 4. Has a record of violent conduct resulting in physical injury to others; or
 - 5. Is found to have been in possession of a firearm.
- (h) The child is alleged to have violated the conditions of the child's probation or conditional release supervision. However, a child detained under this paragraph may be held only in a consequence unit as provided in s. 985.439. If a consequence unit is not available, the child shall be placed on home detention with electronic monitoring.
- (i) The child is detained on a judicial order for failure to appear and has previously willfully failed to appear, after proper notice, for an adjudicatory hearing on the same case regardless of the results of the risk assessment instrument. A child may be held in secure detention for up to 72 hours in advance of the next scheduled court hearing pursuant to this paragraph. The child's failure to keep the clerk of court and defense counsel informed of a current and valid mailing address where the child will receive notice to appear at court proceedings does not provide an adequate ground for excusal of the child's nonappearance at the hearings.
- (j) The child is detained on a judicial order for failure to appear and has previously willfully failed to appear, after proper notice, at two or more court hearings of any nature on the same case regardless of the results of the risk assessment instrument. A child may be held in secure detention for up to 72 hours in advance of the next scheduled court hearing pursuant to

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this paragraph. The child's failure to keep the clerk of court and defense counsel informed of a current and valid mailing address where the child will receive notice to appear at court proceedings does not provide an adequate ground for excusal of the child's nonappearance at the hearings.

- (2) A child who is charged with committing a felony an offense of domestic violence as defined in s. 741.28 and who does not meet detention criteria may be held in secure detention if the court makes specific written findings that:
 - (a) Respite care for the child is not available.
- (b) It is necessary to place the child in secure detention in order to protect the victim from injury.

The child may not be held in secure detention under this subsection for more than 48 hours unless ordered by the court. After 48 hours, the court shall hold a hearing if the state attorney or victim requests that secure detention be continued. The child may continue to be held in detention care if the court makes a specific, written finding that detention care is necessary to protect the victim from injury. However, the child may not be held in detention care beyond the time limits set forth in this section or s. 985.26.

(3)(a) A child who meets any of the criteria in subsection (1) and who is ordered to be detained under that subsection shall be given a hearing within 24 hours after being taken into custody. The purpose of the detention hearing is to determine the existence of probable cause that the child has committed the delinquent act or violation of law that he or she is charged with and the need for continued detention. Unless a child is

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detained under paragraph (1)(d) or paragraph (1)(e), the court shall use the results of the risk assessment performed by the juvenile probation officer and, based on the criteria in subsection (1), shall determine the need for continued detention. A child placed into secure, nonsecure, or home detention care may continue to be so detained by the court.

- (b) If the court orders a placement more restrictive than indicated by the results of the risk assessment instrument, the court shall state, in writing, clear and convincing reasons for such placement.
- (c) Except as provided in s. 790.22(8) or in s. 985.27, when a child is placed into secure or nonsecure detention care, or into a respite home or other placement pursuant to a court order following a hearing, the court order must include specific instructions that direct the release of the child from such placement no later than 5 p.m. on the last day of the detention period specified in s. 985.26 or s. 985.27, whichever is applicable, unless the requirements of such applicable provision have been met or an order of continuance has been granted under s. 985.26(4).

Section 11. Paragraph (e) is added to subsection (1) of section 985.441, Florida Statutes, to read:

985.441 Commitment.-

- (1) The court that has jurisdiction of an adjudicated delinquent child may, by an order stating the facts upon which a determination of a sanction and rehabilitative program was made at the disposition hearing:
- (e) Commit the child to the department for placement in a mother-infant program designed to serve the needs of juvenile

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mothers or expectant juvenile mothers who are committed as delinquents. The department's mother-infant program must be licensed as a child care facility in accordance with s. 402.308, and must provide the services and support necessary to enable the committed juvenile mothers to provide for the needs of their infants who, upon agreement of the mother, may accompany them in the program. The department shall adopt rules pursuant to ss. 120.536(1) and 120.54 to govern the operation of such programs.

Section 12. Subsection (1) of section 985.45, Florida Statutes, is amended to read:

985.45 Liability and remuneration for work.-

(1) Whenever a child is required by the court to participate in any work program under this part or whenever a child volunteers to work in a specified state, county, municipal, or community service organization supervised work program or to work for the victim, either as an alternative to monetary restitution or as a part of the rehabilitative or probation program, the child is an employee of the state for the purposes of chapter 440 liability.

Section 13. Section 985.632, Florida Statutes, is amended to read:

985.632 Program review and reporting requirements Quality assurance and cost-effectiveness.-

- (1) LEGISLATIVE INTENT.-It is the intent of the Legislature that the department:
- (a) Ensure that information be provided to decisionmakers in a timely manner so that resources are allocated to programs that of the department which achieve desired performance levels.
 - (b) Collect and analyze available statistical data for the

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purpose of ongoing evaluation of all programs.

- (c) (b) Provide information about the cost of such programs and their differential effectiveness so that program the quality may of such programs can be compared and improvements made continually.
- (d) (c) Provide information to aid in developing related policy issues and concerns.
- (e) (d) Provide information to the public about the effectiveness of such programs in meeting established goals and objectives.
- (f) (e) Provide a basis for a system of accountability so that each youth client is afforded the best programs to meet his or her needs.
 - (g) (f) Improve service delivery to youth clients.
- (h) (g) Modify or eliminate activities that are not effective.
 - (2) DEFINITIONS.—As used in this section, the term:
- (a) "Youth" "Client" means any person who is being provided treatment or services by the department or by a provider under contract with the department.
- (b) "Program" means any facility, service, or program for youth which is operated by the department or by a provider under contract with the department.
- (c) (b) "Program component" means an aggregation of generally related objectives which, because of their special character, related workload, and interrelated output, can logically be considered an entity for purposes of organization, management, accounting, reporting, and budgeting.
 - (c) "Program effectiveness" means the ability of the

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program to achieve desired client outcomes, goals, and objectives.

- (d) "Program group" means a collection of programs having sufficient similarity of functions, services, and population to permit appropriate comparisons between programs within the group.
- (3) COMPREHENSIVE ACCOUNTABILITY REPORT.—The department shall use a standard methodology for annually measuring, evaluating, and reporting program outputs and youth outcomes for each program and program group. The department shall submit a report to the appropriate committees of the Legislature and the Governor by January 15 of each year. The department shall notify the Office of Program Policy Analysis and Government Accountability and each contract service provider of substantive changes to the methodology. The standard methodology must:
- (a) Define common terminology and operational definitions and methods by which to measure the performance of program outputs and outcomes.
- (b) Specify program outputs for each program and for each program group within the juvenile justice continuum.
- (c) Report cost data for each program operated or contracted by the department for the fiscal year corresponding to the program outputs and outcomes being reported. The department shall annually collect and report cost data for every program operated or contracted by the department. The cost data shall conform to a format approved by the department and the Legislature. Uniform cost data shall be reported and collected for state-operated and contracted programs so that comparisons can be made among programs. The department shall ensure that

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there is accurate cost accounting for state-operated services including market-equivalent rent and other shared cost. The cost of the educational program provided to a residential facility shall be reported and included in the cost of a program. The department shall submit an annual cost report to the President of the Senate, the Speaker of the House of Representatives, the Minority Leader of each house of the Legislature, the appropriate substantive and fiscal committees of each house of the Legislature, and the Governor, no later than December 1 of each year. Cost-benefit analysis for educational programs will be developed and implemented in collaboration with and in cooperation with the Department of Education, local providers, and local school districts. Cost data for the report shall include data collected by the Department of Education for the purposes of preparing the annual report required by s. 1003.52(19).

- (4) (a) PROGRAM ACCOUNTABILITY MEASURES.—The department of Juvenile Justice, in consultation with the Office of Economic and Demographic Research, and contract service providers, shall develop a cost-effectiveness model and apply the program accountability measures analysis model to each commitment program and include the results in the comprehensive accountability report. Program recidivism rates shall be a component of the model.
- (a) The program accountability measures analysis costeffectiveness model shall compare program costs to expected and actual youth recidivism rates client outcomes and program outputs. It is the intent of the Legislature that continual development efforts take place to improve the validity and

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reliability of the cost-effectiveness model and to integrate the standard methodology developed under s. 985.401(4) for interpreting program outcome evaluations.

(b) The department shall rank commitment programs based on the cost-effectiveness model and shall submit a report to the appropriate substantive and fiscal committees of each house of the Legislature by December 31 of each year.

(b) (c) Based on reports of the department on client outcomes and program outputs and on the department's most recent program accountability measures analysis cost-effectiveness rankings, the department may terminate its contract with or discontinue a commitment program operated by the department or a provider if the program has failed to achieve a minimum threshold of recidivism and cost-effectiveness program effectiveness. This paragraph does not preclude the department from terminating a contract as provided under this section or as otherwise provided by law or contract, and does not limit the department's authority to enter into or terminate a contract.

(c) (d) The department shall notify the Office of Program Policy Analysis and Government Accountability and each contract service provider of substantive changes to the program accountability measures analysis. In collaboration with the Office of Economic and Demographic Research, and contract service providers, the department shall develop a work plan to refine the cost-effectiveness model so that the model is consistent with the performance-based program budgeting measures approved by the Legislature to the extent the department deems appropriate. The department shall notify the Office of Program Policy Analysis and Government Accountability of any meetings to



refine the model.

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- (d) (e) Contingent upon specific appropriation, the department, in consultation with the Office of Economic and Demographic Research, and contract service providers, shall:
- 1. Construct a profile of each commitment program that uses the results of the quality assurance report required by this section, the cost-effectiveness report required in this subsection, and other reports available to the department.
- 2. Target, for a more comprehensive evaluation, any commitment program that has achieved consistently high, low, or disparate ratings in the reports required under subparagraph 1.
- 3. Identify the essential factors that contribute to the high, low, or disparate program ratings.
- 4. Use the results of these evaluations in developing or refining juvenile justice programs or program models, youth client outcomes and program outputs, provider contracts, quality assurance standards, and the cost-effectiveness model.
 - (5) QUALITY ASSURANCE.—The department shall:
- (a) Establish a comprehensive quality assurance system for each program operated by the department or operated by a provider under contract with the department. Each contract entered into by the department must provide for quality assurance and include the results in the comprehensive accountability report.
- (b) Provide operational definitions of and criteria for quality assurance for each specific program component.
- (c) Establish quality assurance goals and objectives for each specific program component.
 - (d) Establish the information and specific data elements

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required for the quality assurance program.

- (e) Develop a quality assurance manual of specific, standardized terminology and procedures to be followed by each program.
- (f) Evaluate each program operated by the department or a provider under a contract with the department and establish minimum thresholds for each program component. If a provider fails to meet the established minimum thresholds, such failure shall cause the department to cancel the provider's contract unless the provider achieves compliance with minimum thresholds within 6 months or unless there are documented extenuating circumstances. In addition, the department may not contract with the same provider for the canceled service for a period of 12 months. If a department-operated program fails to meet the established minimum thresholds, the department must take necessary and sufficient steps to ensure and document program changes to achieve compliance with the established minimum thresholds. If the department-operated program fails to achieve compliance with the established minimum thresholds within 6 months and if there are no documented extenuating circumstances, the department must notify the Executive Office of the Governor and the Legislature of the corrective action taken. Appropriate corrective action may include, but is not limited to:
- 1. Contracting out for the services provided in the program;
- 2. Initiating appropriate disciplinary action against all employees whose conduct or performance is deemed to have materially contributed to the program's failure to meet established minimum thresholds;



3. Redesigning the program; or

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4. Realigning the program.

The department shall submit an annual report to the President of the Senate, the Speaker of the House of Representatives, the Minority Leader of each house of the Legislature, the appropriate substantive and fiscal committees of each house of the Legislature, and the Governor, no later than February 1 of each year. The annual report must contain, at a minimum, for each specific program component: a comprehensive description of the population served by the program; a specific description of the services provided by the program; cost; a comparison of expenditures to federal and state funding; immediate and longrange concerns; and recommendations to maintain, expand, improve, modify, or eliminate each program component so that changes in services lead to enhancement in program quality. The department shall ensure the reliability and validity of the information contained in the report.

(6) The department shall collect and analyze available statistical data for the purpose of ongoing evaluation of all programs. The department shall provide the Legislature with necessary information and reports to enable the Legislature to make informed decisions regarding the effectiveness of, and any needed changes in, services, programs, policies, and laws.

(7) No later than November 1, 2001, the department shall submit a proposal to the Legislature concerning funding incentives and disincentives for the department and for providers under contract with the department. The recommendations for funding incentives and disincentives shall



be based upon both quality assurance performance and costeffectiveness performance. The proposal should strive to achieve consistency in incentives and disincentives for both departmentoperated and contractor-provided programs. The department may include recommendations for the use of liquidated damages in the proposal; however, the department is not presently authorized to contract for liquidated damages in non-hardware-secure facilities until January 1, 2002.

Section 14. Subsection (8) of section 985.664, Florida Statutes, is amended to read:

985.664 Juvenile justice circuit boards and juvenile justice county councils.-

(8) At any time after the adoption of initial bylaws pursuant to subsection (12), a juvenile justice circuit board may revise the bylaws to increase the number of members by not more than five three in order to adequately reflect the diversity of the population and community organizations or agencies in the circuit.

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======= T I T L E A M E N D M E N T ========= And the title is amended as follows:

Delete lines 83 - 97

and insert:

agencies in its circuit; reenacting ss. 419.001(1)(d),