Florida Senate - 1998

By the Committee on Criminal Justice and Senator Bankhead

	307-1843-98
1	A bill to be entitled
2	An act relating to programs and services for
3	juveniles; providing a short title; creating
4	the Florida Children's Cabinet within the
5	Executive Office of the Governor; providing for
6	membership; requiring the Children's Cabinet to
7	hold public meetings; providing for
8	appropriations to the Children's Cabinet;
9	requiring that the Children's Cabinet
10	coordinate programs to prevent juvenile crime
11	and victimization; requiring that the
12	Children's Cabinet submit a multiagency plan to
13	the Legislature; providing for regional
14	workshops; requiring a report to the
15	Legislature; amending s. 216.0166, F.S.,
16	relating to performance-based budget requests;
17	requiring certain agencies to conform budget
18	requests to the multiagency plan for preventing
19	juvenile crime and victimization; amending s.
20	230.2316, F.S.; requiring coordination between
21	a school district's dropout-prevention program
22	and juvenile assessment centers; amending s.
23	230.23161, F.S.; requiring that the Department
24	of Education adopt rules governing the
25	allocation of funds for educational services
26	provided by a school district at a facility of
27	the Department of Juvenile Justice; specifying
28	a percentage of funds to be allocated for
29	direct educational services; providing
30	legislative intent with respect to educational
31	programs operated by the Department of Juvenile
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Advisory Board conduct a study of the educational programs for juvenile offenders; providing for the board to report to the Governor and the Legislature; requiring the board to hold public hearings; providing an appropriation; requiring that the Office of Program Policy Analysis and Government Accountability conduct a performance review of educational programs for juvenile offenders; amending s. 237.34, F.S.; revising the requirements for program expenditures by school districts; creating s. 985.317, F.S.; providing legislative intent with respect to a functional literacy program for juvenile offenders; providing for the Department of Education to develop and administer a functional literacy program in residential commitment programs of the Department of Juvenile Justice; providing requirements for juveniles in participating in the program; specifying requirements for the program; providing for an initial assessment when a juvenile is admitted to a residential commitment facility; providing for certain juveniles to be exempt from participating in the literacy program; requiring that the Juvenile Justice Advisory Board evaluate the program and report to the Legislature; providing an effective date.	1	Justice; requiring that the Juvenile Justice
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1 Section 1. This act may be cited as the "Juvenile 2 Crime and Victimization Prevention Act." 3 Section 2. Florida Children's Cabinet.--(1)(a) There is created in the Executive Office of the 4 5 Governor the Children's Cabinet, which shall be composed of б the Governor, the Lieutenant Governor, the Commissioner of 7 Education, the Secretary of Children and Family Services, the 8 Secretary of Juvenile Justice, and the Secretary of Labor and Employment Security. 9 10 (b) The Children's Cabinet shall serve as the forum 11 for the interagency coordination of policies for and funding of programs to prevent juvenile crime and victimization. 12 The Children's Cabinet shall hold public meetings 13 (C) in Tallahassee at least quarterly, and may hold public 14 meetings and hearings throughout the state. 15 It is the intent of the Legislature that the 16 (2) 17 Children's Cabinet receive an appropriation through a line item in the General Appropriations Act which is separate from 18 19 other appropriations to the Executive Office of the Governor. The appropriation for the Children's Cabinet shall be used 20 21 exclusively to fulfill its statutory responsibilities, and shall include funds necessary for professional and support 22 staff and consultants. The chief of staff for the Children's 23 24 Cabinet shall be designated a Deputy Chief of Staff within the 25 Executive Office of the Governor. Section 3. Interagency policies and plans for juvenile 26 27 crime and victimization prevention .--(1) The Children's Cabinet shall develop and annually 28 29 update a coordinated and multiagency policy for preventing 30 juvenile crime and victimization and a plan for funding and 31 delivering services in accordance with the policy. Prevention 3

1 services shall include the full range of strategies and services designed to prevent, impede, or ameliorate 2 3 developmental, health, and mental health conditions and behaviors that contribute to juvenile crime and victimization 4 5 and to promote the personal and social growth of individuals б to their full potential. At a minimum, the plan must: 7 (a) Be based on the latest research-based knowledge 8 concerning effective strategies and interventions to prevent juvenile crime and victimization. 9 10 (b) Identify and describe the populations to be 11 targeted for services, with particular emphasis on programs and services that will prevent recidivism of juvenile 12 offenders and limit the repeated involvement of a juvenile in 13 the juvenile justice system or criminal justice system. 14 Identify all sources of state and federal funding 15 (C) for juvenile justice services and track the annual 16 17 appropriation of such funds by the Legislature. 18 Identify the target population that each state (d) 19 agency is primarily responsible for serving. 20 (e) Describe the means by which services that are 21 provided to clients of multiple agencies will be coordinated, 22 including the designation of a lead agency to provide services. 23 24 (f) Describe the means by which each agency will share appropriate information about clients for the purpose of 25 26 planning, delivering, or evaluating services for preventing 27 juvenile crime and victimization. The Children's Cabinet shall submit the first 28 (2) coordinated multiagency plan to the Legislature by October 15, 29 30 1999, and this plan shall be used by state agencies in developing budget requests for the 2000-2001 fiscal year. 31 4

1 Thereafter, in subsequent fiscal years, the annual multiagency plan of the Children's Cabinet shall be used to develop agency 2 3 budget requests. 4 (3) Beginning in the 2000-2001 fiscal year, the 5 Governor's budget recommendations and the General б Appropriations Act shall link each agency's funding for 7 juvenile services with the coordinated multiagency services 8 plan developed by the Children's Cabinet. 9 Section 4. Community interagency policy planning and 10 coordination.--11 (1) The Children's Cabinet shall hold regional workshops to seek input on effective strategies for 12 implementing, at the community level, coordinated interagency 13 policies, funding, and services for preventing juvenile crime 14 and victimization. At a minimum, the workshops shall identify 15 barriers to effectively coordinating community efforts and 16 17 address the most appropriate role for the local and regional entities in achieving the desired level of coordination, 18 19 including, but not limited to: County juvenile justice councils. 20 (a) District juvenile justice boards. 21 (b) District health and human services boards. 22 (C) Children's services councils. 23 (d) 24 (e) Local health councils. 25 (f) Regional planning councils. 26 (2) The Children's Cabinet shall submit a report and 27 recommendations on the most appropriate methods by which to implement, at the community level, a coordinated interagency 28 29 policy, funding plan, and service delivery system for 30 preventing juvenile crime and victimization. The report shall 31 be submitted to the Legislature by December 1, 1999. 5

1 Section 5. Subsection (9) is added to section 2 216.0166, Florida Statutes, to read: 3 216.0166 Submission by state agencies of 4 performance-based budget requests, programs, and performance 5 measures.-б (9) Each agency represented by a member on the Children's Cabinet, as created by section 2 of this act, 7 8 shall, with appropriate assistance from the Executive Office 9 of the Governor and the Office of Program Policy Analysis and 10 Government Accountability, revise the measures, standards, 11 outputs, and outcomes of its performance-based program budget to the extent necessary so that the measures, standards, 12 outputs, and outcomes are consistent with and supportive of 13 14 the agency's responsibilities under the coordinated 15 multiagency plan for preventing juvenile crime and 16 victimization. 17 Section 6. Subsection (8) of section 230.2316, Florida 18 Statutes, is amended to read: 19 230.2316 Dropout prevention.--(8) COORDINATION WITH OTHER AGENCIES. -- School district 20 21 dropout prevention programs shall be coordinated with social service, law enforcement, prosecutorial, and juvenile justice 22 agencies and juvenile assessment centers in the school 23 24 district. Notwithstanding the provisions of s. 228.093, these 25 agencies are authorized to exchange information contained in student records and juvenile justice records. Such information 26 27 is confidential and exempt from the provisions of s. 28 119.07(1). School districts and other agencies receiving such 29 information shall use the information only for official 30 purposes connected with the certification of students for 31 admission to and for the administration of the dropout

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1 prevention program, and shall maintain the confidentiality of 2 such information unless otherwise provided by law or rule. 3 Section 7. Section 230.23161, Florida Statutes, is amended to read: 4 5 230.23161 Educational services in Department of б Juvenile Justice programs. --7 (1) The Legislature finds that juvenile assessment 8 centers are an important source of information about youth who are entering the juvenile justice system. The information 9 10 gathered at assessment centers will guide important 11 case-processing decisions, including the detention, prosecution, adjudication, and commitment of youth. Juvenile 12 assessment centers also document the condition of youth 13 14 entering the system, thereby providing baseline data that are essential to evaluating changes in the condition of youth as a 15 result of treatment. The cooperation and involvement of the 16 17 local school system, including the commitment of appropriate resources for testing the educational status and special 18 19 learning problems and needs of youth, is essential if the full potential benefits of juvenile assessment centers are to be 20 achieved. 21 (2) (1) Students participating in a detention, 22 commitment, or rehabilitation program pursuant to chapter 985 23 24 39 which is sponsored by a community-based agency or is operated or contracted for by the Department of Juvenile 25 Justice shall receive educational programs according to rules 26 27 of the State Board of Education. These students shall be 28 eligible for services afforded to students enrolled in 29 programs pursuant to s. 230.2316 and all corresponding State 30 Board of Education rules. 31

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1	(3) (2) The district school board of the county in
2	which the residential or nonresidential care facility or
3	juvenile assessment center is located shall provide for
4	appropriate educational assessments and an appropriate program
5	of instruction and special education services. The district
6	school board shall make provisions for each student to
7	participate in basic, vocational, and exceptional student
8	programs as appropriate. Each program shall be conducted
9	according to applicable law providing for the operation of
10	public schools and rules of the state board.
11	(4) (3) A school day for any student serviced in a
12	Department of Juvenile Justice program shall be the same as
13	specified in s. 228.041(13). Educational services may be
14	provided at times of the day most appropriate for the program.
15	School programming in juvenile justice detention, commitment,
16	and rehabilitation programs shall be made available during the
17	regular school year and the summer school by the local school
18	district.
19	(5)(4) The educational program shall consist of
20	appropriate basic academic, vocational, or exceptional
21	curricula and related services which support the treatment
22	goals and reentry and which may lead to completion of the
23	requirements for receipt of a high school diploma or its
24	equivalent. If the duration of a program is less than 40
25	days, the educational component may be limited to tutorial
26	activities and vocational employability skills.
27	(6) (5) Participation in the program by students of
28	compulsory school attendance age as provided for in s. 232.01
29	shall be mandatory. All students of noncompulsory
30	school-attendance age who have not received a high school
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1 diploma or its equivalent shall participate in the educational 2 program. 3 (7) (7) (6) The school district shall make every effort to 4 recruit and train teachers who are interested, qualified, and 5 experienced and to provide students in juvenile justice б programs with a wide range of educational programs and 7 opportunities. 8 (8) (7) A school district may contract with a private 9 provider for the provision of educational programs to youths 10 placed with the Department of Juvenile Justice and may 11 generate local, state, and federal funding, including funding through the Florida Education Finance Program for such 12 13 students. 14 (9)(a) The Department of Education shall by rule 15 define the terms "direct educational services" and "administrative educational services." These definitions shall 16 17 govern the allocation by a local school district of funds generated by state funding through the Florida Education 18 19 Finance Program. 20 (b) (8) The local school district shall fund the direct educational services education program in a Department of 21 22 Juvenile Justice facility at a the same or higher level not less than 95 percent of funding for equivalent students in the 23 24 county school system based on the funds generated by state funding through the Florida Education Finance Program for such 25 students. It is the intent of the Legislature that the school 26 27 district maximize its available local, state, and federal funding to a juvenile justice program, and that these funds be 28 29 used primarily for direct educational services. 30 (10)(9) Each school district shall negotiate a 31 cooperative agreement with the Department of Juvenile Justice 9

1 on the delivery of educational services to youths under the 2 jurisdiction of the department. Such agreement must include, 3 but is not limited to: 4 (a) Roles and responsibilities of each agency, 5 including the roles and responsibilities of contract б providers. 7 (b) Administrative issues including procedures for 8 sharing information. 9 (c) Allocation of resources including maximization of 10 local, state, and federal funding. 11 (d) Procedures for educational evaluation for educational exceptionalities and special needs. 12 13 (e) Curriculum and delivery of instruction. 14 (f) Classroom management procedures and attendance 15 policies. (g) Procedures for provision of qualified 16 17 instructional personnel, whether supplied by the school district or provided under contract by the provider, and for 18 19 performance of duties while in a juvenile justice setting. 20 (h) Provisions for improving skills in teaching and working with juvenile delinquents. 21 22 (i) Transition plans for students moving into and out of juvenile facilities. 23 24 (j) Procedures and timelines for the timely documentation of credits earned and transfer of student 25 26 records. 27 (k) Methods and procedures for dispute resolution. 28 (1) Provisions for ensuring the safety of education 29 personnel and support for the agreed-upon education program. 30 Strategies for correcting any deficiencies found (m) 31 through the quality assurance process. 10

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1	(11) (10) The cooperative agreement pursuant to
2	subsection <u>(10)</u> does not preclude the development of an
3	operating agreement or contract between the school district
4	and the provider for each juvenile justice program in the
5	school district where educational programs are to be provided.
6	Any of the matters which must be included in the agreement
7	pursuant to subsection (10) (9) may be defined in the
8	operational agreements or operating contracts rather than in
9	the cooperative agreement if agreed to by the Department of
10	Juvenile Justice. Nothing in this section or in a cooperative
11	agreement shall be construed to require the school board to
12	provide more services than can be supported by the funds
13	generated by students in the juvenile justice programs.
14	However, it is the intent of the Legislature that not less
15	than 95 percent of the funds generated by students in juvenile
16	justice programs be allocated to direct educational services,
17	as defined by rule. If a school board contracts with another
18	entity to provide educational services in a juvenile justice
19	program, the school board must require that not less than 95
20	percent of the funds received by the entity be spent on direct
21	educational services. The entity's compliance with this
22	subsection shall be audited.
23	(12) (11) The Department of Education in consultation
24	with the Department of Juvenile Justice shall establish
25	standards and a comprehensive quality assurance review process
26	and schedule for the evaluation of the educational component
27	in juvenile justice programs.
28	(13) (12) The district school board shall not be
29	charged any rent, maintenance, utilities, or overhead on such
30	facilities. Maintenance, repairs, and remodeling of existing
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1 facilities shall be provided by the Department of Juvenile 2 Justice.

3 (14)(13) When additional facilities are required, the district school board and the Department of Juvenile Justice 4 5 shall agree on the appropriate site based on the instructional б needs of the students. When the most appropriate site for instruction is on district school board property, a special 7 8 capital outlay request shall be made by the commissioner in 9 accordance with s. 235.41. When the most appropriate site is 10 on state property, state capital outlay funds shall be 11 requested by the Department of Juvenile Justice provided by s. 216.043 and shall be submitted as specified by s. 216.023. 12 13 Any instructional facility to be built on state property shall have educational specifications jointly developed by the 14 school district and the Department of Juvenile Justice and 15 approved by the Department of Education. The size of space 16 17 and occupant design capacity criteria as provided by state 18 board rules shall be used for remodeling or new construction 19 whether facilities are provided on state property or district 20 school board property.

21 <u>(15)(14)</u> The parent or guardian of exceptional 22 students shall have the due process rights provided for in 23 chapter 232.

24 (16)(15) Department of Juvenile Justice detention and 25 commitment programs may be designated as second chance schools 26 pursuant to s. 230.2316(3)(d). Admission to such programs 27 shall be governed by part II of chapter 985 39.

28 <u>(17)(16)</u> The Department of Education and Department of 29 Juvenile Justice, after consultation with local providers, 30 shall report annually to the Legislature on the progress

31 towards developing effective educational programs for juvenile

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1 delinquents including the amount of funding provided by local 2 school districts to juvenile justice programs, the amount 3 retained for administration, the status of the development of 4 cooperative agreements, and the results of the quality 5 assurance reviews including recommendations for system б improvement. 7 (18)(17) The Department of Education shall have the 8 authority to adopt any rules necessary to implement the 9 provisions of this section, including uniform curriculum, 10 funding, and second chance schools. Such rules shall require 11 the minimum amount of paperwork and reporting necessary to comply with this act. By January 1, 1997, current rules 12 regarding this section shall be revised. 13 Section 8. Juvenile justice education programs .--14 (1) It is the intent of the Legislature that 15 educational programs for youth committed by the court to 16 residential commitment programs operated by or contracted to 17 the Department of Juvenile Justice be strong components in the 18 19 state's efforts to rehabilitate and habilitate juvenile offenders and to redirect the lives of juvenile offenders 20 toward a path of responsible citizenship. The Legislature 21 finds that efforts to improve the outcomes of juvenile 22 offenders and the accountability and cost-effectiveness of 23 24 juvenile justice programs cannot be successful unless adequate 25 attention and resources are directed to educational outcomes of youth in the juvenile justice system. New and innovative 26 27 educational programs in residential and nonresidential 28 commitment facilities should be explored, developed, and 29 implemented along with innovative educational programs and 30 methods of delivering such programs to juvenile offenders who 31

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1 have not been committed to the Department of Juvenile Justice but who are under court supervision in the community. 2 3 (2) The Juvenile Justice Advisory Board, created under section 985.401, Florida Statutes, shall conduct a study to 4 5 determine the extent and nature of education programs for б juvenile offenders committed by the court to the Department of 7 Juvenile Justice and for juvenile offenders under court 8 supervision in the community. 9 (3)(a) The board shall analyze existing policy, law, programs, services, and resources for providing juvenile 10 11 justice education and shall identify new policies to be considered in providing such education. 12 (b) The board shall address, at a minimum: 13 The extent and nature of educational programs in 14 1. residential and nonresidential commitment programs for 15 juvenile offenders who are committed by the court to the 16 17 Department of Juvenile Justice in terms of assessment, curriculum, staffing, delivery of services, and resources. 18 19 2. The educational curricula and delivery systems that are the most appropriate for youth in the juvenile justice 20 21 system. 22 The extent and nature of existing educational 3. programs for juvenile offenders who are not committed by the 23 24 court to the Department of Juvenile Justice but who are under some type of supervision in the community. 25 4. How educational services for juvenile offenders are 26 27 currently funded. The board shall identify barriers to providing educational services and recommend alternative 28 funding methods for ensuring adequate and effective delivery 29 30 of educational services for juvenile offenders. 31

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1	5. The current statutory provisions for delivering
2	educational services to juvenile offenders. The board shall
3	determine whether changes in the law are necessary and, if so,
4	what those changes should be.
5	(4) The board shall propose any necessary changes to
6	policies and laws governing juvenile justice education and
7	necessary changes in the funding of such programs. The changes
8	may include, but not be limited to, increased flexibility in
9	the delivery of educational services; changes in program
10	criteria and the support services provided for students
11	returning to public schools, revisions in evaluation and
12	performance measures for educational programs, and changes in
13	the development, certification, and training of educational
14	personnel.
15	(5) The board shall submit its preliminary findings
16	and recommendations to the Governor, the President of the
17	Senate, the Speaker of the House of Representatives, and the
18	minority leaders of the Senate and the House of
19	Representatives by December 31, 1998. Findings and
20	recommendations of the board may serve as the basis for
21	changes in substantive law during the 1999 legislative
22	session.
23	(6) The board shall hold not fewer than two public
24	hearings at sites throughout the state to solicit testimony
25	and gather evidence related to juvenile justice education from
26	a broad range of persons.
27	(7) The sum of \$150,000 is appropriated from the
28	General Revenue Fund to the Juvenile Justice Advisory Board
29	for the purpose of funding the study of educational programs
30	for juvenile offenders. The board shall hire personnel
31	necessary to conduct the study. Administrative support
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1 services for the study shall be provided by the board's staff members. The board shall use a subcommittee of interested 2 3 board members and may request other interested persons to participate and act as a juvenile justice education task force 4 5 for the study. б The Office of Program Policy Analysis and (8) 7 Government Accountability shall conduct a performance review 8 of educational programs for youth in residential commitment 9 facilities. Facilities selected for review shall consist of 10 state-operated and contracted residential commitment 11 facilities in different areas of the state. The purpose of the review is to assist the Juvenile Justice Advisory Board in 12 addressing issues described in subsection (3). Specific issues 13 14 and questions to be addressed in the review shall be 15 determined through discussions with the board staff members, the Department of Juvenile Justice, the Department of 16 17 Education, and staff members of relevant legislative 18 committees. 19 Section 9. Paragraph (a) of subsection (3) of section 237.34, Florida Statutes, is amended to read: 20 21 237.34 Cost accounting and reporting .--(3) PROGRAM EXPENDITURE REQUIREMENTS. --22 Each district shall expend at least the percent of 23 (a) 24 the funds generated by each of the programs listed herein on 25 the aggregate total school costs for such programs: Kindergarten and grades 1, 2, and 3, 90 percent. 26 1. Grades 4, 5, 6, 7, and 8, 80 percent. 27 2. Grades 9, 10, 11, and 12, 80 percent. 28 3. 29 Programs for exceptional students, on an aggregate 4. program basis, 80 percent. 30 31

1 5. Grades 7 through 12 vocational education programs, 2 on an aggregate program basis, 80 percent. 3 Students-at-risk programs, on an aggregate program 6. basis, 80 percent, except for programs for students in 4 5 facilities operated by the Department of Juvenile Justice, 95 б percent. 7 7. Any new program established and funded under s. 8 236.081(1)(c), that is not included under subparagraphs 1. 9 through 6., on an aggregate basis as appropriate, 80 percent. 10 Section 10. Section 985.317, Florida Statutes, is 11 created to read: 985.317 Functional literacy program for juvenile 12 13 offenders.--(1) INTENT.--It is the intent of the Legislature that 14 the Department of Juvenile Justice establish a mandatory 15 functional literacy program for juvenile offenders committed 16 17 by the court and placed in residential commitment programs. Juvenile offenders shall have the opportunity to achieve 18 19 functional literacy as a means to further their educational and vocational needs and to assist them in discontinuing a 20 21 life of crime. The functional literacy program shall be of high quality, targeted to the juvenile offender's assessed 22 ability and needs, and use appropriate instructional 23 24 technology and qualified educational instructors. The program 25 shall be offered in each residential commitment program operated by or under contract with the department and shall 26 27 consist of standardized program criteria so that an offender who is transferred to another facility may be able to continue 28 29 his or her literacy education with minimal disruption. 30 (2) JUVENILE OFFENDER FUNCTIONAL LITERACY 31 PROGRAM. -- Contingent upon specific appropriation, the juvenile 17

1 offender functional literacy program is established within the Department of Juvenile Justice. The Department of Education, 2 3 in consultation with the Department of Juvenile Justice, shall develop, implement, and administer the program in each 4 5 residential commitment program operated by or under contract б with the department. The program shall promote the functional 7 literacy of juvenile offenders and ensure the continuity and 8 consistency of education within each facility. 9 (a)1. An offender 16 years of age or younger who meets 10 the criteria of this section shall be required to participate 11 in the program. 2. An offender 17 years of age or older who is 12 admitted to a residential commitment program on or after July 13 14 1, 1998, shall be required to participate in the program. An offender 17 years of age or older who was committed to a 15 residential commitment program before July 1, 1998, may 16 17 voluntarily participate in the program if the offender otherwise meets the requirements for eligibility. 18 19 (b) An offender is eligible to participate in the program if the offender is unable to read at a sixth-grade 20 level and is not exempt under subsection (4). 21 (c) In addition to any other requirements determined 22 by the department, the program shall: 23 24 1. Provide for the participation of an offender who may not attain functional literacy due to a medical, 25 26 developmental, or learning disability but who can reasonably 27 be expected to benefit from the program. 2. Require an eligible offender to participate in a 28 29 minimum of 240 hours of education per year unless the offender 30 becomes functionally literate or is released from the commitment facility. 31

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1	empired avaluation of program outgoing under a ORE 401 The
1	annual evaluation of program outcomes under s. 985.401. The
2	department, in consultation with the Department of Education,
3	shall develop and implement an evaluation of the program in
4	order to determine the impact of the program on recidivism.
5	The department shall submit an annual report on the
6	implementation and progress of the program to the President of
7	the Senate and the Speaker of the House of Representatives by
8	January 1 of each year.
9	Section 11. This act shall take effect July 1, 1998.
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11	STATEMENT OF SUBSTANTIAL CHANGES CONTAINED IN COMMITTEE SUBSTITUTE FOR
12	Senate Bill 2198
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14	Requires the Department of Education, rather than the Department of Juvenile Justice, to develop and administer the
15	functional literacy program for juveniles in residential commitment facilities.
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