

By the Committee on Criminal Justice

307-414B-98

1 A bill to be entitled
2 An act relating to juvenile justice programs;
3 amending s. 985.401, F.S.; requiring the
4 Juvenile Justice Advisory Board to develop a
5 standard methodology for interpreting
6 outcome-evaluation reports; specifying
7 information to be included; requiring the board
8 to consult with other agencies, providers, and
9 interested parties; requiring the board and the
10 Department of Juvenile Justice to report to the
11 Legislature; amending s. 985.404, F.S.;
12 requiring the Department of Juvenile Justice
13 and other agencies to develop a
14 cost-effectiveness model for each commitment
15 program; requiring the department to rank
16 programs and report to the Legislature;
17 authorizing the department to terminate a
18 program that fails to achieve a minimum
19 threshold of effectiveness; requiring that the
20 cost-effectiveness model be consistent with
21 certain requirements for performance-based
22 budgeting; requiring the department to conduct
23 certain evaluations of commitment programs and
24 identify the factors that contribute to various
25 program ratings; providing appropriations;
26 providing an effective date.

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28 Be It Enacted by the Legislature of the State of Florida:

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30 Section 1. Subsection (4) of section 985.401, Florida
31 Statutes, is amended to read:

1 985.401 Juvenile Justice Advisory Board.--

2 (4) The board shall:

3 (a) Review and recommend programmatic and fiscal
4 policies governing the operation of programs, services, and
5 facilities for which the Department of Juvenile Justice is
6 responsible.

7 (b) Monitor the development and implementation of
8 long-range juvenile justice policies, including prevention,
9 early intervention, diversion, adjudication, and commitment.

10 (c) Monitor all activities of the executive and
11 judicial branch and their effectiveness in implementing
12 policies pursuant to this chapter.

13 (d) Establish and operate a comprehensive system to
14 annually measure and report program outcome and effectiveness
15 for each program operated by the Department of Juvenile
16 Justice or operated by a provider under contract with the
17 department.

18 1. The board shall develop a standard methodology for
19 interpreting its outcome-evaluation report, using, where
20 appropriate, the performance-based program budgeting measures
21 approved by the Legislature. In addition, the methodology must
22 include:

23 a. Common terminology and operational definitions for
24 measuring the performance of program administration, program
25 outputs, and client outcomes.

26 b. Program-output indicators for each level of
27 programs within the juvenile justice continuum, and specific
28 program-output indicators for each program.

29 c. Definitions of satisfactory client outcomes,
30 including a method by which to establish client outcomes for
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1 each program operated by the department or by a provider under
2 contract with the department.

3 d. Recommended minimum thresholds of satisfactory
4 performance for client outcomes and program outputs.

5 2.a. In developing the standard methodology, the board
6 shall consult with the department, the Office of Program
7 Policy Analysis and Program Accountability, the Division of
8 Economic and Demographic Research of the Joint Legislative
9 Management Committee, contract service providers, and other
10 interested parties. It is the intent of the Legislature that
11 this effort result in consensus recommendations, and, to the
12 greatest extent possible, integrate the goals and
13 legislatively approved measures of performance-based program
14 budgeting provided in chapter 94-249, Laws of Florida, the
15 quality assurance program provided in s. 985.412, and the
16 cost-effectiveness model provided in s. 985.404(11).

17 b. The board and the department shall submit a joint
18 report to the Legislature by December 1, 1998, which specifies
19 the methodology for interpreting outcome evaluations,
20 including common terminology and operational definitions,
21 program outputs, definitions of satisfactory client outcomes,
22 and outcome measures. The board shall review and revise the
23 methodology as necessary to ensure the validity of the
24 evaluation process.

25 3. The board shall use its evaluation research to make
26 advisory recommendations to the Legislature, the Governor, and
27 the department concerning the effectiveness and future funding
28 priorities of juvenile justice programs.

29 (e) Advise the President of the Senate, the Speaker of
30 the House of Representatives, the Governor, and the department
31 on matters relating to this chapter.

1 (f) Serve as a clearinghouse to provide information
2 and assistance to the district juvenile justice boards and
3 county juvenile justice councils.

4 (g) Hold public hearings and inform the public of
5 activities of the board and of the Department of Juvenile
6 Justice, as appropriate.

7 (h) Monitor the delivery and use of services,
8 programs, or facilities operated, funded, regulated, or
9 licensed by the Department of Juvenile Justice for juvenile
10 offenders or alleged juvenile offenders, and for prevention,
11 diversion, or early intervention of delinquency, and to
12 develop programs to educate the citizenry about such services,
13 programs, and facilities and about the need and procedure for
14 siting new facilities.

15 (i) Contract for consultants as necessary and
16 appropriate. The board may apply for and receive grants for
17 the purposes of conducting research and evaluation activities.

18 (j) Conduct such other activities as the board may
19 determine are necessary and appropriate to monitor the
20 effectiveness of the delivery of juvenile justice programs and
21 services under this chapter.

22 (k) The board shall submit an annual report to the
23 President of the Senate, the Speaker of the House of
24 Representatives, the Governor, and the secretary of the
25 department not later than February 15 of each calendar year,
26 summarizing the activities and reports of the board for the
27 preceding year, and any recommendations of the board for the
28 following year.

29 Section 2. Subsection (11) of section 985.404, Florida
30 Statutes, is amended to read:

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1 985.404 Administering the juvenile justice
2 continuum.--

3 (11)(a) The Department of Juvenile Justice, in
4 consultation with the Juvenile Justice Advisory Board, the
5 Office of Program Policy Analysis and Government
6 Accountability, the Economic and Demographic Research Division
7 of the Joint Legislative Management Committee, and contract
8 service providers, shall develop a cost-effectiveness
9 ~~cost-benefit~~ model and apply the model to each commitment
10 program. Program recommitment rates shall be a component of
11 the model. The cost-effectiveness ~~cost-benefit~~ model shall
12 compare program costs to client outcomes and program outputs
13 ~~benefits. A report ranking commitment programs based on~~
14 ~~cost-benefit shall be submitted to the appropriate substantive~~
15 ~~and appropriations committees of each house of the~~
16 ~~Legislature, no later than December 31 of each year. It is~~
17 ~~the intent of the Legislature that continual development~~
18 ~~efforts take place to improve the validity and reliability of~~
19 ~~the cost-effectiveness~~ ~~cost-benefit~~ model and to integrate the
20 standard methodology developed under s. 985.401(4)(d) for
21 interpreting program outcome evaluations.

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

26 (c) Based on reports of the Juvenile Justice Advisory
27 Board on client outcomes and program outputs and on the
28 department's most recent cost-effectiveness rankings, the
29 department may terminate a program operated by the department
30 or a provider if the program has failed to achieve a minimum
31 threshold of program effectiveness. This paragraph does not

1 preclude the department from terminating a contract as
2 provided under s. 985.412 or as otherwise provided by law or
3 contract, and does not limit the department's authority to
4 enter into or terminate a contract.

5 (d) In collaboration with the Juvenile Justice
6 Advisory Board, the Office of Program Policy Analysis and
7 Program Accountability, the Division of Economic and
8 Demographic Research of the Joint Legislative Management
9 Committee, and contract service providers, the department
10 shall develop a work plan to refine the cost-effectiveness
11 model so that the model is consistent with the
12 performance-based program budgeting measures approved by the
13 Legislature to the extent the department deems appropriate.

14 (e) Contingent upon specific appropriation, the
15 department, in consultation with the Juvenile Justice Advisory
16 Board, the Office of Program Policy Analysis and Program
17 Accountability, the Division of Economic and Demographic
18 Research of the Joint Legislative Management Committee, and
19 contract service providers, shall:

20 1. Construct a profile of each commitment program
21 which uses the results of the quality assurance report
22 required by s. 985.412, the outcome-evaluation report compiled
23 by the Juvenile Justice Advisory Board under s. 985.401, the
24 cost-effectiveness report required in this subsection, and
25 other reports available to the department.

26 2. Target, for a more comprehensive evaluation, any
27 commitment program that has achieved consistently high, low,
28 or disparate ratings in the reports required under
29 subparagraph 1.

30 3. Identify the essential factors that contribute to
31 the high, low, or disparate program ratings.

1 4. Use the results of these evaluations in developing
2 or refining juvenile justice programs or program models,
3 client outcomes and program outputs, provider contracts,
4 quality assurance standards, and the cost-effectiveness model.

5 Section 3. The sum of \$100,000 is appropriated from
6 the General Revenue Fund to the Department of Juvenile Justice
7 for the purpose of funding a longitudinal study by
8 nondepartmental experts in the area of using economic models
9 to evaluate juvenile justice commitment programs.

10 Section 4. The sum of \$355,128 is appropriated from
11 recurring funds in the General Revenue Fund to the Department
12 of Juvenile Justice for the purpose of funding the ongoing
13 evaluation program defined in section 985.404(11), Florida
14 Statutes. The Department of Juvenile Justice shall design and
15 implement a process-evaluation program for the purpose of
16 documenting the factors that contribute to high or low program
17 effectiveness and use the results of this process to implement
18 program improvements and terminate ineffective programs.

19 Section 5. This act shall take effect July 1, 1998.

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22 SENATE SUMMARY

23 Revises the duties of the Juvenile Justice Advisory Board
24 to require that the board develop a methodology for
25 interpreting outcome-evaluation reports. Requires that
26 the board report to the Legislature. Provides that the
27 board review and revise the methodology as necessary.
28 Requires that the Department of Juvenile Justice develop
29 a cost-effectiveness model to compare program costs to
30 client outcomes and program-performance indicators.
31 Requires that the department rank commitment programs
 based on the cost-effectiveness model. Provides that the
 department terminate a program that fails to achieve
 minimum effectiveness. (See bill for details.)