

By the Committee on Criminal Justice

307-1069-98

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 to
10 report to the Legislature; amending s. 985.404,
11 F.S.; requiring the Department of Juvenile
12 Justice and other agencies to develop a
13 cost-effectiveness model for each commitment
14 program; requiring the department to rank
15 programs and report to the Legislature;
16 authorizing the department to terminate a
17 program that fails to achieve a minimum
18 threshold of effectiveness; requiring that the
19 cost-effectiveness model be consistent with
20 certain requirements for performance-based
21 budgeting; requiring the department to conduct
22 certain evaluations of commitment programs and
23 identify the factors that contribute to various
24 program ratings; providing appropriations;
25 providing an effective date.

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

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29 Section 1. Present subsection (4) of section 985.401,
30 Florida Statutes, is renumbered as subsection (5) and amended,
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1 a new subsection (4) is added to that section, and present
2 subsection (5) is renumbered as subsection (6), to read:

3 985.401 Juvenile Justice Advisory Board.--

4 (4)(a) The board shall establish and operate a
5 comprehensive system to annually measure and report program
6 outcomes and effectiveness for each program operated by the
7 Department of Juvenile Justice or operated by a provider under
8 contract with the department. The system shall include a
9 standard methodology for interpreting the board's
10 outcome-evaluation reports, using, where appropriate, the
11 performance-based program budgeting measures approved by the
12 Legislature. The methodology must include:

13 1. Common terminology and operational definitions for
14 measuring the performance of system administration, program
15 administration, program outputs, and client outcomes.

16 2. Program outputs for each group of programs within
17 each level of the juvenile justice continuum and specific
18 program outputs for each program or program type.

19 3. Specification of desired client outcomes and
20 methods by which to measure client outcomes for each program
21 operated by the department or by a provider under contract
22 with the department.

23 4. Recommended annual minimum thresholds of
24 satisfactory performance for client outcomes and program
25 outputs.

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27 For the purposes of this section, the term "program" or
28 "program type" means an individual state-operated or
29 contracted facility, site, or service delivered to at-risk or
30 delinquent youth as prescribed in a contract, program
31 description, or program services manual; and the term "program

1 group" means a collection of programs or program types with
2 sufficient similarity of function, services, and clientele to
3 permit appropriate comparisons among programs within the
4 program group.

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

19 (c) The board shall annually submit its Outcome
20 Evaluation Report to the Legislature by February 15, which
21 must describe:

22 1. The methodology for interpreting outcome
23 evaluations, including common terminology and operational
24 definitions.

25 2. The recommended minimum thresholds of satisfactory
26 performance for client outcomes and program outputs applicable
27 to the year for which the data are reported.

28 3. The actual client outcomes and program outputs
29 achieved by each program operated by the department or by a
30 provider under contract with the department, compared with the
31 recommended minimum thresholds of satisfactory performance for

1 client outcomes and program outputs for the year under review.
2 The report shall group programs or program types with
3 similarity of function and services, and make appropriate
4 comparisons between programs within the program group.

5 (d) The board shall use its evaluation research to
6 make advisory recommendations to the Legislature, the
7 Governor, and the department concerning the effectiveness and
8 future funding priorities of juvenile justice programs.

9 (e) The board shall annually review and revise the
10 methodology as necessary to ensure the continuing improvement
11 and validity of the evaluation process.

12 (5)(4) The board shall:

13 (a) Review and recommend programmatic and fiscal
14 policies governing the operation of programs, services, and
15 facilities for which the Department of Juvenile Justice is
16 responsible.

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

20 (c) Monitor all activities of the executive and
21 judicial branch and their effectiveness in implementing
22 policies pursuant to this chapter.

23 ~~(d) Establish and operate a comprehensive system to~~
24 ~~annually measure and report program outcome and effectiveness~~
25 ~~for each program operated by the Department of Juvenile~~
26 ~~Justice or operated by a provider under contract with the~~
27 ~~department. The board shall use its evaluation research to~~
28 ~~make advisory recommendations to the Legislature, the~~
29 ~~Governor, and the department concerning the effectiveness and~~
30 ~~future funding priorities of juvenile justice programs.~~

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1 (d)~~(e)~~ Advise the President of the Senate, the Speaker
2 of the House of Representatives, the Governor, and the
3 department on matters relating to this chapter.

4 (e)~~(f)~~ Serve as a clearinghouse to provide information
5 and assistance to the district juvenile justice boards and
6 county juvenile justice councils.

7 (f)~~(g)~~ Hold public hearings and inform the public of
8 activities of the board and of the Department of Juvenile
9 Justice, as appropriate.

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

18 (h)~~(i)~~ Contract for consultants as necessary and
19 appropriate. The board may apply for and receive grants for
20 the purposes of conducting research and evaluation activities.

21 (i)~~(j)~~ Conduct such other activities as the board may
22 determine are necessary and appropriate to monitor the
23 effectiveness of the delivery of juvenile justice programs and
24 services under this chapter.

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

1 ~~(6)~~(5) Each state agency shall provide assistance when
2 requested by the board. The board shall have access to all
3 records, files, and reports that are material to its duties
4 and that are in the custody of a school board, a law
5 enforcement agency, a state attorney, a public defender, the
6 court, the Department of Children and Family Services, and the
7 department.

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

10 985.404 Administering the juvenile justice
11 continuum.--

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

30 (b) The department shall rank commitment programs
31 based on the cost-effectiveness model and shall submit a

1 report to the appropriate substantive and fiscal committees of
2 each house of the Legislature by December 31 of each year.

3 (c) Based on reports of the Juvenile Justice Advisory
4 Board on client outcomes and program outputs and on the
5 department's most recent cost-effectiveness rankings, the
6 department may terminate a program operated by the department
7 or a provider if the program has failed to achieve a minimum
8 threshold of program effectiveness. This paragraph does not
9 preclude the department from terminating a contract as
10 provided under s. 985.412 or as otherwise provided by law or
11 contract, and does not limit the department's authority to
12 enter into or terminate a contract.

13 (d) In collaboration with the Juvenile Justice
14 Advisory Board, the Division of Economic and Demographic
15 Research of the Joint Legislative Management Committee, and
16 contract service providers, the department shall develop a
17 work plan to refine the cost-effectiveness model so that the
18 model is consistent with the performance-based program
19 budgeting measures approved by the Legislature to the extent
20 the department deems appropriate. The department shall notify
21 the Office of Program Policy Analysis and Government
22 Accountability of any meetings to refine the model.

23 (e) Contingent upon specific appropriation, the
24 department, in consultation with the Juvenile Justice Advisory
25 Board, the Division of Economic and Demographic Research of
26 the Joint Legislative Management Committee, and contract
27 service providers, shall:

28 1. Construct a profile of each commitment program
29 which uses the results of the quality assurance report
30 required by s. 985.412, the outcome-evaluation report compiled
31 by the Juvenile Justice Advisory Board under s. 985.401, the

1 cost-effectiveness report required in this subsection, and
2 other reports available to the department.

3 2. Target, for a more comprehensive evaluation, any
4 commitment program that has achieved consistently high, low,
5 or disparate ratings in the reports required under
6 subparagraph 1.

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

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

13 Section 3. The sum of \$100,000 is appropriated from
14 the General Revenue Fund to the Department of Juvenile Justice
15 for the purpose of funding a study by nondepartmental experts
16 in the area of using economic models to evaluate juvenile
17 justice commitment programs.

18 Section 4. The sum of \$355,128 is appropriated from
19 recurring funds in the General Revenue Fund to the Department
20 of Juvenile Justice for the purpose of funding the ongoing
21 evaluation of commitment programs as defined in section
22 985.404(11)(e), Florida Statutes. The Department of Juvenile
23 Justice shall design and implement a process to document the
24 factors that contribute to high or low program effectiveness.
25 This process shall include, but need not be limited to,
26 on-site reviews of records and interviews with staff, youth
27 served, and others as required by the circumstances and intent
28 of the program. Analyses and findings must address, at a
29 minimum, program operations, implementation of policy, and the
30 management of finances, contracts, personnel, facilities,
31 equipment, and any other resources used in the delivery of the

1 programs' services. The department shall use the results of
2 this process to implement program improvements and terminate
3 ineffective programs.

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

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6 STATEMENT OF SUBSTANTIAL CHANGES CONTAINED IN
7 COMMITTEE SUBSTITUTE FOR
8 Senate Bill 334

- 9 1. Provides that the Juvenile Justice Advisory Board will
10 submit the Outcome Evaluation Report containing the newly
11 required standard methodology on an annual basis by
12 February 15.
13 2. Deletes the Office of Program Policy Analysis and
14 Government Accountability as a consultant and requires
15 notification instead.
16 3. Adds a definition of "program".
17 4. Describes in greater detail the newly required process
18 evaluation.
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