

By the Committee on Juvenile Justice and Representatives  
Bainter, Putnam, D. Prewitt, Stafford, Murman, Melvin and  
Betancourt

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 outcome  
6           evaluation reports; specifying information to  
7           be included; prescribing duties of the board;  
8           providing definitions; requiring the board to  
9           consult with the Department of Juvenile  
10          Justice, the Division of Economic and  
11          Demographic Research of the Joint Legislative  
12          Management Committee, or its successor,  
13          contract service providers, and other  
14          interested parties; providing legislative  
15          intent; requiring the board and the department  
16          to report to the Legislature; amending s.  
17          985.315, F.S., relating to vocational/work  
18          training programs, to conform a reference;  
19          amending s. 985.404, F.S.; requiring the  
20          Department of Juvenile Justice in consultation  
21          with the board, the Division of Economic and  
22          Demographic Research of the Joint Legislative  
23          Management Committee, or its successor, and  
24          contract service providers, to develop a  
25          cost-effectiveness model for each commitment  
26          program; requiring the department to rank  
27          programs and report to the Legislature;  
28          authorizing the department to terminate a  
29          program that fails to achieve a minimum  
30          threshold of effectiveness; requiring that the  
31          cost-effectiveness model be consistent with

1 certain requirements for performance-based  
2 budgeting; requiring the department, contingent  
3 upon specific appropriation, and in  
4 consultation with specified agencies and  
5 entities, to conduct certain evaluations of  
6 commitment programs and identify the factors  
7 that contribute to various program ratings;  
8 providing for a study; providing for process  
9 evaluation; providing appropriations; providing  
10 an effective date.

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

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14 Section 1. Subsection (4) of section 985.401, Florida  
15 Statutes, is renumbered as subsection (5), and amended,  
16 subsection (5) of said section is renumbered as subsection  
17 (6), and a new subsection (4) is added to said section, to  
18 read:

19 985.401 Juvenile Justice Advisory Board.--

20 (4)(a) The board shall establish and operate a  
21 comprehensive system to annually measure and report program  
22 outcome and effectiveness for each program operated by the  
23 Department of Juvenile Justice or operated by a provider under  
24 contract with the department. The system shall include a  
25 standard methodology for interpreting the board's outcome  
26 evaluation reports, using, where appropriate, the  
27 performance-based program budgeting measures approved by the  
28 Legislature. The methodology must include:

29 1. Common terminology and operational definitions for  
30 measuring the performance of system administration, program  
31 administration, program outputs, and client outcomes.

1           2. Program outputs for each group of programs within  
2 each level of the juvenile justice continuum and specific  
3 program output indicators for each program or program type.

4           3. Specifications of desired client outcomes and  
5 methods by which to measure client outcomes for each program  
6 operated by the department or by a provider under contract  
7 with the department.

8           4. Recommended annual minimum thresholds of  
9 satisfactory performance for client outcomes and program  
10 outputs.

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12 For the purposes of this section, the term "program" or  
13 "program type" means an individual, state-operated or  
14 contracted facility, site, or service delivered to at-risk  
15 delinquent youth as prescribed in a contract, program  
16 description, or program services manual. The term "program  
17 group" means a collection of programs or program types with  
18 sufficient similarity of function, services, and clientele to  
19 permit appropriate comparisons between programs within the  
20 program group.

21           (b) In developing the standard methodology, the board  
22 shall consult with the department, the Division of Economic  
23 and Demographic Research of the Joint Legislative Management  
24 Committee, or its successor, contract service providers, and  
25 other interested parties. It is the intent of the Legislature  
26 that this effort result in consensus recommendations, and, to  
27 the greatest extent possible, integrate the goals and  
28 legislatively approved measures of performance-based program  
29 budgeting provided in chapter 94-249, Laws of Florida, the  
30 quality assurance program provided in s. 985.412, and the  
31 cost-effectiveness model provided in s. 985.404(11).

1           (c) The board shall annually submit its outcome  
2 evaluation report to the Legislature by February 15, which  
3 describes:

4           1. The methodology for interpreting outcome  
5 evaluations, including common terminology and operational  
6 definitions.

7           2. The recommended minimum thresholds of satisfactory  
8 performance for client outcomes and program outputs applicable  
9 to the year for which the data are reported.

10           3. The actual client outcomes and program outputs  
11 achieved by each program operated by the department or by a  
12 provider under contract with the department, compared with the  
13 recommended minimum thresholds of satisfactory performance for  
14 client outcomes and program outputs for the year under review.  
15 The report shall group programs or program types with  
16 similarity of function and services, and make appropriate  
17 comparisons between programs within the program group.

18           (d) The board shall use its evaluation research to  
19 make advisory recommendations to the Legislature, the  
20 Governor, and the department concerning the effectiveness and  
21 future funding priorities of juvenile justice programs.

22           (e) The board shall annually review and revise the  
23 methodology as necessary to ensure the continuing improvement  
24 and validity of the evaluation process.

25           (5)(4) The board shall:

26           (a) Review and recommend programmatic and fiscal  
27 policies governing the operation of programs, services, and  
28 facilities for which the department ~~of Juvenile Justice~~ is  
29 responsible.

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

4           (c) Monitor all activities of the executive and  
5 judicial branch and their effectiveness in implementing  
6 policies pursuant to this chapter.

7           ~~(d) Establish and operate a comprehensive system to~~  
8 ~~annually measure and report program outcome and effectiveness~~  
9 ~~for each program operated by the Department of Juvenile~~  
10 ~~Justice or operated by a provider under contract with the~~  
11 ~~department. The board shall use its evaluation research to~~  
12 ~~make advisory recommendations to the Legislature, the~~  
13 ~~Governor, and the department concerning the effectiveness and~~  
14 ~~future funding priorities of juvenile justice programs.~~

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

18           (e)~~(f)~~ Serve as a clearinghouse to provide information  
19 and assistance to the district juvenile justice boards and  
20 county juvenile justice councils.

21           (f)~~(g)~~ Hold public hearings and inform the public of  
22 activities of the board and of the department ~~of Juvenile~~  
23 ~~Justice~~, as appropriate.

24           (g)~~(h)~~ Monitor the delivery and use of services,  
25 programs, or facilities operated, funded, regulated, or  
26 licensed by the department ~~of Juvenile Justice~~ for juvenile  
27 offenders or alleged juvenile offenders, and for prevention,  
28 diversion, or early intervention of delinquency, and to  
29 develop programs to educate the citizenry about such services,  
30 programs, and facilities and about the need and procedure for  
31 siting new facilities.

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

4           (i)~~(j)~~ Conduct such other activities as the board may  
5 determine are necessary and appropriate to monitor the  
6 effectiveness of the delivery of juvenile justice programs and  
7 services under this chapter.

8           (j)~~(k)~~ The board shall submit an annual report to the  
9 President of the Senate, the Speaker of the House of  
10 Representatives, the Governor, and the secretary of the  
11 department not later than February 15 of each calendar year,  
12 summarizing the activities and reports of the board for the  
13 preceding year, and any recommendations of the board for the  
14 following year.

15           (6)~~(5)~~ Each state agency shall provide assistance when  
16 requested by the board. The board shall have access to all  
17 records, files, and reports that are material to its duties  
18 and that are in the custody of a school board, a law  
19 enforcement agency, a state attorney, a public defender, the  
20 court, the Department of Children and Family Services, and the  
21 department.

22           Section 2. Paragraph (b) of subsection (4) of section  
23 985.315, Florida Statutes, is amended to read:

24           985.315 Vocational/work training programs.--

25           (4)

26           (b) Evaluations of juvenile work programs shall be  
27 conducted according to the following guidelines:

28           1. Systematic evaluations and quality assurance  
29 monitoring shall be implemented, in accordance with ss.  
30 985.401(4) and (5)and 985.412(1), to determine whether the  
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1 juvenile vocational work programs are related to successful  
2 postrelease adjustments.

3 2. Operations and policies of work programs shall be  
4 reevaluated to determine if they are consistent with their  
5 primary objectives.

6 Section 3. Subsection (11) of section 985.404, Florida  
7 Statutes, is amended to read:

8 985.404 Administering the juvenile justice  
9 continuum.--

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

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

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

11       (d) The department, in consultation with the Juvenile  
12 Justice Advisory Board, the Division of Economic and  
13 Demographic Research of the Joint Legislative Management  
14 Committee, or its successor, and contract service providers,  
15 shall develop and implement a work plan to refine the  
16 cost-effectiveness model so that the model is consistent with  
17 the performance-based program budgeting measures approved by  
18 the Legislature to the extent the department deems  
19 appropriate.

20       (e) Contingent upon specific appropriation, in  
21 consultation with the Juvenile Justice Advisory Board, the  
22 Division of Economic and Demographic Research of the Joint  
23 Legislative Management Committee, or its successor, and  
24 contract service providers, the department shall:

25           1. Construct a profile of each commitment program  
26 which uses the results of the quality assurance report  
27 required by s. 985.412, the outcome evaluation report prepared  
28 by the Juvenile Justice Advisory Board under s. 985.401, the  
29 cost-effectiveness report required in this subsection, and  
30 other reports available to the department.

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

5           3. Identify the factors contributing to the high, low,  
6 or disparate program ratings.

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

11           Section 4. The sum of \$100,000 is appropriated from  
12 the General Revenue Fund to the Department of Juvenile Justice  
13 for the purpose of funding a study by nondepartmental experts  
14 in the area of using economic models to evaluate juvenile  
15 justice commitment programs.

16           Section 5. The sum of \$355,128 is appropriated from  
17 recurring funds in the General Revenue Fund to the Department  
18 of Juvenile Justice for the purpose of funding the ongoing  
19 evaluation of commitment programs as defined in s.  
20 985.404(11)(e), Florida Statutes. The Department of Juvenile  
21 Justice shall design and implement a process to document the  
22 factors that contribute to high or low program effectiveness.  
23 This process shall include, but not be limited to, on-site  
24 record reviews and interviews with staff, youth served, and  
25 other persons as determined by the nature and intent of the  
26 commitment program. Analyses and findings shall address, at a  
27 minimum, program operations, policy implementation, and the  
28 management of funds, contracts, personnel, facilities,  
29 equipment, and any other resources used in the delivery of a  
30 program's services. The department shall use the results of  
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1 this process to implement program improvements and terminate  
2 ineffective programs.

3 Section 6. This act shall take effect July 1 of the  
4 year in which enacted.

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HOUSE SUMMARY

9 Requires the Juvenile Justice Advisory Board to develop a  
10 standard methodology for interpreting outcome evaluation  
11 reports. Specifies information to be included. Requires  
12 the board to consult with other agencies, providers, and  
13 interested parties. Requires the board and the department  
14 to report to the Legislature. Requires development of a  
15 cost-effectiveness model for each commitment program.  
16 Requires the department to rank programs and report to  
17 the Legislature. Authorizes the department to terminate a  
18 program that fails to achieve a minimum threshold of  
19 effectiveness. Requires that the cost-effectiveness model  
20 be consistent with certain requirements for  
21 performance-based budgeting. Requires the department,  
22 contingent upon specific appropriation and in  
23 consultation with specified agencies and contract service  
24 providers, to conduct certain evaluations of commitment  
25 programs and identify the factors that contribute to  
26 various program ratings. Provides appropriations.

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