



FLORIDA DEPARTMENT OF JUVENILE JUSTICE

Charlie Crist, Governor

Frank Peterman, Jr., Secretary

September 29, 2008

Terry L. Shoffstall, Staff Director
Joint Legislative Auditing Committee
404 S. Monroe Street
876 Pepper Building
Tallahassee, FL 32399-1110

Re: OPPAGA Report No. 08-07, *DJJ Should Better Identify At-Risk Youth, Use Proven Prevention Models, and Revise Funding Practices.*

Dear Mr. Shoffstall:

Pursuant to section 20.055(5)(g), Florida Statutes, the Inspector General for the Department of Juvenile Justice has completed the enclosed 6-month follow-up report on the OPPAGA Report No. 08-07, *DJJ Should Better Identify At-Risk Youth, Use Proven Prevention Models, and Revise Funding Practices.*

If you should have any questions, please feel free to contact Michael Yu, Audit Director, at 921-5698.

Regards,

Jason L. Welty
Legislative Director

2737 Centerview Drive • Tallahassee, Florida 32399-3100 • (850) 488-1850
<http://www.djj.state.fl.us>

JLAC
Rec'd 10/1/08



STATE OF FLORIDA
DEPARTMENT OF JUVENILE JUSTICE

**

INTEROFFICE MEMORANDUM

DATE: September 29, 2008

TO: Frank Peterman Jr., Secretary

FROM: *ME* Mary Roe Eubanks, Inspector General

SUBJECT: Internal Audit's Six-Month Follow-Up Report – *OPPAGA Report No. 08-07, DJJ Should Better Identify At-Risk Youth, Use proven Prevention Models, and Revise Funding Practices.*

In February 2008, the Office of Program Policy Analysis & Government Accountability (OPPAGA) released Report Number 08-07, *DJJ Should Better Identify At-Risk Youth, Use Proven Prevention Models, and Revise Funding Practices*. This report examines the processes for identifying appropriate youth for prevention services, developing evidence-based programs, and funding prevention programs. Florida statute requires that the Office of the Inspector General conduct six-month follow-up reports for all OPPAGA and Auditor General Reports. The statute also requires that a copy of the six-month follow up report be filed with the Joint Legislative Auditing Committee (JLAC).

In September 2008, the Bureau of Internal Audit conducted six-month follow-up activities in coordination with the Office of Prevention and Victim Services. All of OPPAGA's findings and recommendations have been addressed and partially implemented. Attached, please find a copy of the report.

We recommend an additional follow-up be conducted in March 2009. If you should have any questions, please feel free to contact Michael Yu, Audit Director, at 921-5698.

ME/ap

Attachment

CC: Rod Love, Deputy Secretary
Bonnie Rogers, Chief of Staff
Greg Johnson, Assistant Secretary, Prevention
Naomi Screen, Management Review Specialist

2737 Centerview Drive • Tallahassee, Florida 32399-3100 • (850) 488-1850

Charlie Crist, Governor

Frank Peterman, Jr., Secretary

The mission of the Department of Juvenile Justice is to increase public safety by reducing juvenile delinquency through effective prevention, intervention, and treatment services that strengthen families and turn around the lives of troubled youth.

Department of Juvenile Justice
 OIG Bureau of Internal Audit
 Follow-Up On OPPAGA Report Number 08-07
 Status of Corrective Actions
 As of September 2008

Finding 1: The Department should improve the way it identifies at-risk youth. The methodology for targeting youth by zip code should be improved, its risk factors need to be refined to better identify youth that are at highest risk for delinquency, and its criteria for enrolling high-risk youth in prevention services should be strengthened.

Audit Recommendations	Agency Response	Status of Implementation
<p>The department should modify its assessment of areas with concentration of delinquency referrals and fund prevention programs in the zip code areas with the highest overall juvenile crime rates. The department could also balance the need for prevention in high-risk areas with the need for prevention services in counties with lower referral rates by allocating a significant portion of prevention resources (e.g., 75%) to the highest crime areas of the state and awarding the remaining portion of funds competitively to the other counties in the state.</p>	<p>The department is establishing a workgroup that will consist of representatives from the Office of Prevention and Victim Services, Office of Research and Planning, delinquency prevention providers, Juvenile Justice Circuit Board and County Councils, and other state agencies and community partners to address issues raised in this review such as, the development of a more efficient means to target the most at-risk youth with effective prevention programs, issues related to serving girls and, address the efficient use of resources to reach as many high risk children and families as possible.</p>	<p>Partially implemented. The Department has established a "High Risk Youth Targeting Policy" which requires, prevention service providers ensure that no less than 70% of its service population resides within areas with a high volume of youth referred for delinquency. The greatest percentage of referrals typically comes from areas with high juvenile crime rates.</p>
<p>The Department adopt the Positive Achievement Change Tool (PACT) instrument to identify children for prevention services, and that it incorporate age into its risk factor assessment.</p>	<p>The department is requesting \$79,000 from the Office of Juvenile Justice Delinquency Prevention in Juvenile Accountability Block Grant funding to develop evidence-based program coordination and fidelity monitoring of prevention and early intervention programs. The funding will provide for the establishment of a prevention PACT Planning Committee and efforts to design an evidence-based risk and needs assessment instrument.</p>	<p>Partially Implemented. The Office of Prevention and Victim Services has been awarded \$82,000 of Juvenile Accountability Block Grant funding from the Office of Juvenile Justice Delinquency Prevention to develop evidence-based program</p>

Department of Juvenile Justice
OIG Bureau of Internal Audit
Follow-Up On OPPAGA Report Number 08-07
At-Risk Youth, Use Proven Prevention Models, and Revise Funding Practices"
Status of Corrective Actions
As of September 2008

<p>The department require prevention providers to serve youth with risk factors in multiple domains, and specify the minimum percentage of high-risk youth that each program must serve.</p>	<p>Currently 86% of youth served by the Florida Network, PACE, and Outward Bound have risk factors in three or more of the four domains. Through the work-group, the department will ensure that the prevention procurement and contract documents require prevention providers to serve youth with risk factors in multiple domains, and specify the minimum percentage of high-risk youth that each program must serve.</p>	<p>Partially implemented. The Department will ensure that future RFP's for prevention services require potential providers to serve youth risk factors in multiple domains and specify the minimum percentage of high-risk youth that each program must serve. This information is currently included in the <i>Terms and Conditions</i> of contracts that govern the services provided to the youth by the providers.</p>
		<p>coordination and fidelity monitoring of prevention and early intervention programs. Anticipated completion date June 2009.</p>

Department of Juvenile Justice
OIG Bureau of Internal Audit
Follow-Up On OPPAGA Report Number 08-07
“DJJ Should Better Identify At-Risk Youth, Use Proven Prevention Models, and Revise Funding Practices”
Status of Corrective Actions
As of September 2008

<p>Finding 2: Evidence based programs could improve prevention effectiveness. The Department has not implemented procedures to ensure that the prevention programs it funds are based on intervention strategies that research has shown to be effective. In addition, funded programs are not required to serve youth with the specific risk factors that their services target. The department also gives little weight to performance outcomes in its funding process, and as a result it funds programs without consideration to whether they are likely to be effective at addressing the needs of the children they serve.</p>		
<p>Audit Recommendations</p>	<p>Agency Response</p>	<p>Status of Implementation</p>
<p>The Legislature should revise s.985.605(2)(a), Florida Statutes, to require the department to limit prevention funding to program models that are evidence-based. The department should develop a list of approved evidence-based prevention program models, such as the Blueprints for Violence Prevention identified by the Center for the Study and Prevention of Violence at the University of Colorado and the Office of Juvenile Justice and Delinquency Prevention, and only fund grant proposals that implement these programs. The department should require providers to select the evidence-based delinquency risk factors they plan to address, and serve youth with those risk factors. The department should develop standardized performance measures that are more closely linked to the specific prevention services provided by prevention service providers. These measures should relate to the specific risk factors that are targeted by the services provided.</p>	<p>The department's newly developed Comprehensive Strategy focuses on providing contemporary, evidence-based services with measurable outcomes that demonstrate repeated effectiveness in reducing juvenile delinquency. The 2007-2008 Delinquency Prevention Grant requires providers to utilize prevention "model" programs or evidence-based prevention strategies in their service to youth and a monitoring tool has been developed to provide greater measurement of program performance. In addition, the workgroup will focus on the inclusion of evidence-based prevention models and strategies, implementation of these models, resources to evaluate existing programs, and training of staff and providers.</p>	<p>Partially implemented. The 2007-2008 Delinquency Prevention Grant requires providers to utilize prevention "model" programs or evidence-based prevention strategies in their service to youth. A new, more enhanced monitoring tool has been developed to provide greater measurement of program performance and outcomes. Prevention "model" programs and evidence-based prevention strategies containing Disproportionate Minority Contact and Zero Tolerance programs as well as Restorative Justice strategies will be implemented by June 2009.</p>

Department of Juvenile Justice
 OIG Bureau of Internal Audit
 Follow-Up On OPPAGA Report Number 08-07
 Status of Corrective Actions
 As of September 2008
 "DJJ Should Better Identify At-Risk Youth, Use Proven Prevention Models, and Revise Funding Practices"

Finding 3: Prevention funding practices do not support the development of sustainable and effective programs. Funding practices that discourage the development of long-term, sustainable programs are; no strategic method for allocating most prevention funding, funding for grant programs is limited to a maximum of three years, and the timing of evaluations for grant-funded programs does not support funding decisions.

Audit Recommendations	Agency Response	Status of Implementation
<p>The department should work with the Legislature, the State Advisory Board, and the local boards and councils to develop a unified vision of how prevention services should work together as a statewide program. Ideally, funding should be targeted to prevention programs that are evidence-based, serve youth with related delinquency risk factors, and maintain positive performance over time.</p>	<p>The collaborative effort recommended in this report is extremely important to an effective prevention and early intervention strategy. The workgroup will develop a detailed strategy to update current local juvenile delinquency prevention plans and create a coordinated collaborative prevention grant.</p>	<p>Partially implemented. The Office of Prevention and Victim Services is currently updating and expanding its Strategic Plan. Each Juvenile Justice Circuit Board and County Council have begun the process of updating their Prevention Plans to ensure a unified vision of how prevention services should work together as a statewide program. In addition, a joint meeting of the Juvenile Justice Circuit Board Chairs and State Advisory Group will be held in February 2009 to further this effort.</p>
		<p>A Legislative Budget Request has been prepared, in collaboration with the Juvenile Justice Circuit Board Chairs, for the 2009 Legislative Session. The Legislative Budget Request seeks funding to fund prevention "model" programs or evidence-based</p>

Department of Juvenile Justice
 OIG Bureau of Internal Audit
 Follow-Up On OPPAGA Report Number 08-07
 Status of Corrective Actions
 As of September 2008

<p>The department should calculate referral rates each six months rather than annually which would allow for the results to be considered in funding decisions.</p>	<p>The workgroup will address the issue of supporting community-based grant recipients beyond the three-year grant cycle. The work-group will focus on technical assistance to support recipients with developing sustained funding, creating community partnerships, enhancing community support through media and networking, and collaborating with the local Juvenile Justice Boards and County Councils to connect with additional community resources.</p>	<p>prevention strategies focused on Disproportionate Minority Contact and Zero Tolerance programs as well as Restorative Justice strategies.</p>
<p>The Legislature should consider amending s. 985.676(2)(a), Florida Statutes, to allow for continued funding of demonstrably successful prevention programs beyond three years.</p>	<p>Partially implemented. The Office of Prevention and Victim Services is collaborating with the State Advisory Group and Juvenile Justice Circuit Board Chairs to develop a plan that would extend funding to effective prevention programs through other funding sources.</p>	<p>During FY 2008-2009, the monitoring of grant funded prevention programs will be enhanced to include the recipient's progress in securing community support and sustained funding.</p>
<p>The department should calculate referral rates each six months rather than annually which would allow for the results to be considered in funding decisions.</p>	<p>The workgroup will conduct a thorough review of the current delinquency prevention grant monitoring process and seek ways to enhance monitoring and evaluation services in order to identify programs that are research-</p>	<p>Not Implemented. The Department intends to calculate referral rates to prevention programs every six</p>

Department of Juvenile Justice
OIG Bureau of Internal Audit
Follow-Up On OPPAGA Report Number 08-07
“DJJ Should Better Identify At-Risk Youth, Use Proven Prevention Models, and Revise Funding Practices”
Status of Corrective Actions
As of September 2008

<p>The Department should work with other state agencies such as the Department of Children and Families to leverage its prevention funding by incorporating evidence-based prevention components into other programs targeted to at-risk youth. The Legislature consider establishing an interagency group to develop plans for implementing effective delinquency prevention models for early childhood, or charge an existing entity such as the Children’s cabinet, the Child Abuse Prevention and Permanency Advisory Council, and the Substance Abuse Prevention Advisory Council, to serve this function.</p>	<p>based and effective, and to create methods to replicate these programs in other areas within the state when needs are identified. The work-group will focus on monitoring tools, frequency of monitoring visits, intermediate outcomes, evidence-based outcomes, delinquency risk factors, and youth served. As part of this process, the department will calculate referral rates each six months.</p> <p>The department concurs with this recommendation. The recent report of the Juvenile Justice Blueprint Commission recommends that the “Children and Youth Cabinet should direct the development and implementation of a statewide multi-agency plan to coordinate the efforts of local, state and federally funded programs, appropriations or activities designed to prevent juvenile delinquency, status offense behaviors, and other related behavioral problems.”</p>	<p>months rather than annually. These calculations will be derived from the Contract Monitors and the utilization calls that are held with the providers.</p> <p>Ongoing Implementation efforts. Collaborative efforts include the recent Zero Tolerance Summit and other cooperative efforts such as interagency agreements.</p> <p>In addition, a Department of Juvenile Justice staff member serves as a member of the Child Abuse Prevention and Permanency Advisory Council, and the Substance Abuse Prevention Advisory Council.</p>
---	---	--