



BOBBY JINDAL, Governor

Office^{of} Juvenile Justice

MARY L. LIVERS, Ph.D., MSW, Deputy Secretary

To: Commissioner Angele Davis

From: Michelle Smith
Deputy Assistant Secretary

Date: August 17, 2009

Re: Preliminary Agency Internal Analysis

Attached please find the preliminary internal analysis report for the Office of Juvenile Justice.

Please contact me at 225-287-7622 if we can provide any further information.

Office of Juvenile Justice

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Last Update: 8/06/09

Section One: Agency Overview

Agency Operations:

The mission of OJJ is to protect the public by providing safe and effective individualized services to youth who will become productive, law abiding citizens. OJJ is a public safety agency which delivers services to adjudicated youth.

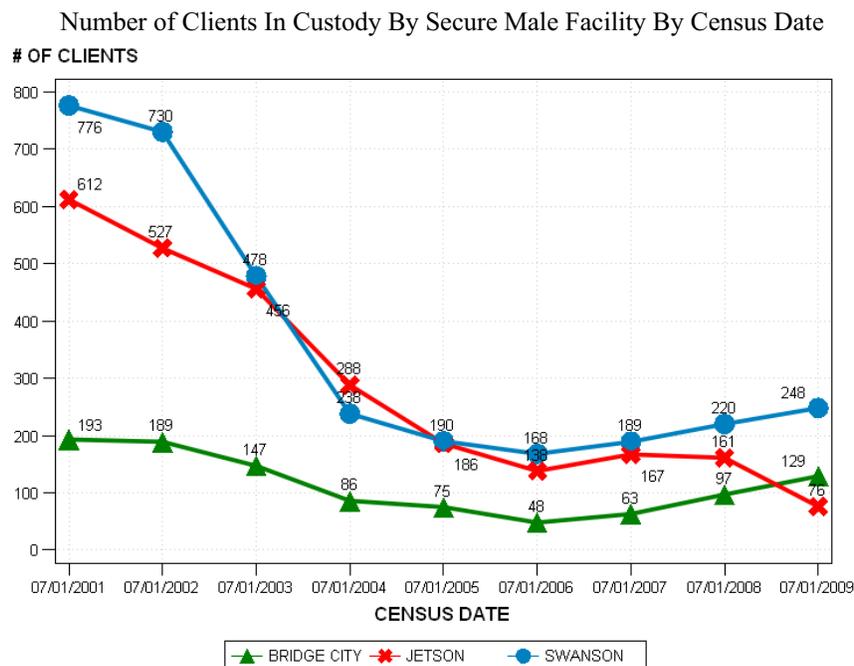
Under the direction of the Deputy Secretary, the Office of Juvenile Justice (OJJ) has policy oversight and support responsibilities for state programs for youth who are adjudicated delinquent; as well as any youth and their families ruled in need of services by courts of juvenile jurisdiction. OJJ is responsible for youth assigned to our care by the court, either for supervision or custody in residential placement, or secure care. OJJ also provides services to youth under local court supervision.

OJJ operates three 24 hour male secure facilities: Swanson Center for Youth (Monroe), Jetson Center for Youth (Baker) and Bridge City Center for Youth (Bridge City). Female youth in our custody for secure care are housed at secure residential units at the Ware Youth Center and the Florida Parishes Detention Center. Additionally, OJJ provides probation and parole services and coordinates both residential and non-residential treatment services for delinquent youth as well as children in need of services and their families.

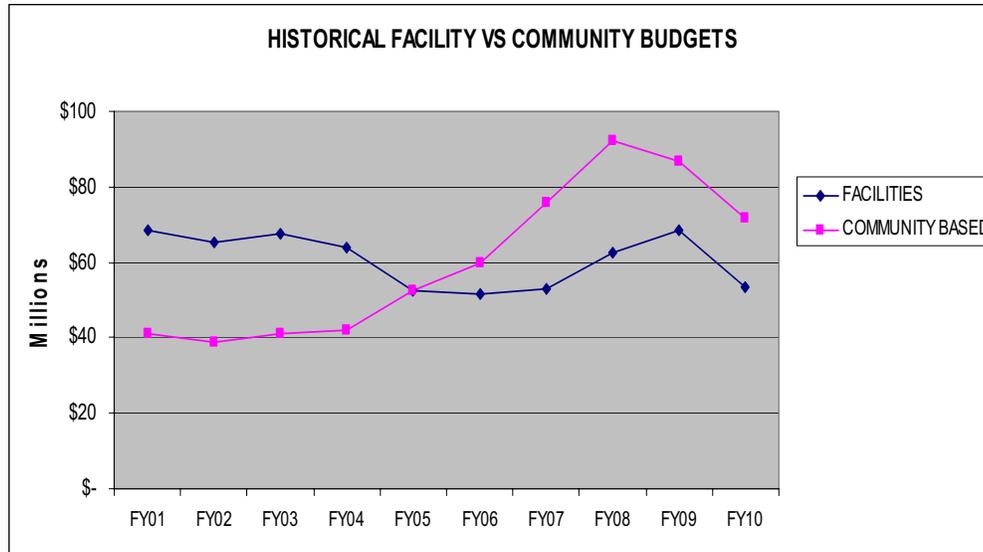
Reform Efforts:

OJJ is a young agency. In 2004, the legislature called for the separation and reorganization of OJJ from the Department of Public Safety and Corrections - much in the same manner as state police. This action resulted from the major reform initiative to move from a correctional model to a therapeutic model, precipitated by a Federal Department of Justice lawsuit to improve conditions of confinement of youth.

OJJ was under federal oversight as it reduced the number of youth in secure care at a fast pace. The chart below demonstrates the reduction of youth in secure care based on physical location on the census date.



As youth moved back into the community, the agency built community capacity to serve youth in the least restrictive environment and put processes in place to encourage providers to implement evidence based programming. The chart below shows the shift in the percentage of the agency budget directed toward community based options instead of facilities.



Simultaneously, OJJ built the infrastructure of the agency. The agency enlisted the support of our national partners, such as the Annie E. Casey and John D. and Catherine T. MacArthur Foundations in order to ensure the success of the reform efforts.

OJJ has realized many successes, including the ongoing implementation of a standard assessment tool, service coordination for field services, a therapeutic milieu, and raising the minimum education requirements for direct service staff. The agency is moving toward regionalization and has successfully developed relationships with community stakeholders. This enhances coordination and reduces duplicative service delivery.

Current Focused Goals of the Agency:

1. Providing a balanced approach to delivering services based on risk and needs of youth;
2. Implementing programs that work;
3. Instituting a culture of accountability and excellence.

Statutory Mandates:

OJJ has several statutory mandates that direct the operations of the agency. Below are the overarching mandates that outline the purpose and duties of the agency.

RS: 36:408

H.(1) The office of juvenile justice shall, in accordance with law, have responsibility for the care, custody, security, and treatment of children adjudicated delinquent and children of families adjudicated in need of services committed to the custody of or placed under the supervision of the office of juvenile justice or of youth services pursuant to the Children's Code except as otherwise provided by law.

(2) The office shall provide:

(a) Evaluation and diagnostic services for children adjudicated delinquent and children of families adjudicated in need of services.

(b) Community placement services for children adjudicated delinquent and children of families adjudicated in need of services and disposed to the custody of youth services or the office of juvenile justice.

(c) Alternative services in lieu of out-of-home placement for children adjudicated delinquent and children of families adjudicated in need of services and disposed to the custody or supervision of youth services or the office of juvenile justice and for their families.

(d) Treatment services in secure custody facilities for children adjudicated delinquent disposed to the custody of youth services or the office of juvenile justice and who, as determined by the office of juvenile justice require this restrictive level of care and custody.

(e) Probation, parole, and other programs of supervision for children adjudicated delinquent and children of families adjudicated in need of services.

(f) Community services directed at prevention of juvenile delinquency, intake screening, and diversion as deemed appropriate by the office of juvenile justice.

(3) The office shall participate in programs for the purchase of care and treatment of children taken into custody under the provisions of the Children's Code pending adjudication, disposition, placement, or any or all of the above.

Statutory Mandates Suggested Changes:

OJJ is mandated to provide services to youth who are adjudicated as “FINS,” or Families in Need of Services. OJJ suggests that FINS may be more appropriately situated at DSS. Youth who are adjudicated FINS and placed in OJJ custody have been truant, ungovernable, a runaway, or lack parental support. DSS may be able to provide family intervention services to this population that will reduce the likelihood of the youth going deeper into the juvenile justice system, which is a more expensive method of service delivery.

The highlighted sections below represent portions of statutes that may require change should the concept be adopted. OJJ is mandated to provide services to youth who are adjudicated “Families In Need of Services” (FINS). (This statute is referenced in Section One.) DSS also provides services to youth who are adjudicated FINS. OJJ recommends that FINS be considered an activity that can be provided in a more efficient manner by DSS.

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(c) Alternative services in lieu of out-of-home placement for children adjudicated delinquent ~~and children of families adjudicated in need of services~~ and disposed to the custody or supervision of youth services or the office of juvenile justice and for their families.

(e) Probation, parole, and other programs of supervision for children adjudicated delinquent ~~and children of families adjudicated in need of services.~~

RS 46:1906

Delinquents and ~~children in need of services~~; custody, supervision, services

A. With respect to children who have been adjudicated delinquent or ~~in need of services in a Families in Need of Services~~ case, by a court of competent jurisdiction and in addition to the provisions of R.S. 46:1905, the department shall:

(1) Accept legal custody on the day of disposition of all children placed in its custody by the court pursuant to the applicable provisions of the Louisiana Children's Code and part I of Chapter 6 of Title 13; and

(2) Provide services pursuant to this Chapter over such children as are placed on probation or determined to ~~be in need of services in a Families in Need of Services~~ case by the court pursuant to the applicable provisions of the Louisiana Children's Code, Part I of Chapter 6 of Title 13, and Chapter 11 of this Title.

Section Two: Efficiency and Benchmarking

OJJ consists of seven programs, including Administration, Field Services, Contracts, three Facility Services, and Auxiliary Services. These programs are appropriately organized to meet the mission of the agency.

Efficiency:

Contract Services: Within these programs, OJJ has identified activities that can be eliminated. Specifically, OJJ reduced Contract Services by \$12.1 million for FY 10. This represents a 12.55% reduction in contract services funding statewide. These programs were either under utilized, under performing, or providing duplicative services in the community. Determination for provider reduction or elimination was based on several criteria, including needs of youth in region, entire continuum of services in region, and past and current performance of program.

Facility Cost Per Day: OJJ has reformed its system from a custodial to a therapeutic model of care for delinquent youth. Overall, this approach may initially present a higher cost than traditional custodial models as it is staff intensive and treatment focused. However, the treatment model has proven to have better outcomes and a higher cost savings for the state and taxpayers in the future. A component of the treatment model is to have no more than 12 youth per dorm, supervised by two staff during daytime hours, who engage the youth with positive behavior supports. In addition, specialized treatment is provided by mental health professionals in the areas of substance abuse, mental health, and sexual offending. Professional salaries elevate the overall average cost of care.

It is difficult to compare the average cost per day with other states as each state includes different expenses in their calculations. For example, the calculation of Missouri's cost per day is based on actual expenditures as opposed to appropriation budget amounts. In addition, Missouri withholds the following expenditures from their cost per day: major repairs, acquisitions (equipment), utilities, medical services, medication, and support staff (HR, Business Office, IT, etc.).

Currently, OJJ's cost per day is calculated by dividing the initial appropriated amount by the facility capacity by 365 days. By using this calculation, OJJ includes all expenditures excluded by Missouri. The variance in Louisiana's cost per day and other states is that mental health, substance abuse services and risk management premiums are included.

If OJJ was to calculate our cost per day using Missouri's method, our average cost per day would be \$246.59 in FY 09, making our cost per day comparable to the state of Missouri and neighboring southern states.

That said, the agency continues to work toward lowering the cost of secure care.

- Each facility has started an energy conservation campaign to reduce the cost of utilities.
- Overtime is closely scrutinized and managed to ensure that this practice is used only when necessary to ensure safety;
- Staffing patterns are being analyzed to ensure the most efficient deployment of staff.
- Privatization of certain services is being considered to be more efficient in operations.

Benchmarking:

Through the agency's quality assurance process, OJJ assesses performance and utilization regularly to ensure needs are being met efficiently. Quality assurance reviews are conducted at secure facilities semi-annually and at regional offices on an annual basis. These reviews examine quality of life issues for youth, safety and security issues, and compliance with ACA and PbS standards. OJJ generates an audit report and leadership reviews with the office and/or facility. Corrective action plans are then issued as a result of these reviews.

OJJ is accredited by the American Correctional Association (ACA), a national professional organization whose mission is to improve the justice system. OJJ currently utilizes ACA standards as the tool to measure quality of services in the regional offices and Central Office. ACA standards guide administrators in development of plans to upgrade juvenile programs and procedures in accordance with nationally recognized benchmarks. Field Services (Probation & Parole) has been accredited with the ACA continuously since 1994. Central Office achieved accreditation in 2009 under the Standards for the Administration of Correctional Agencies. The secure facilities are currently preparing for accreditation under the Performance Based Standards for Juvenile Correctional Facilities with an expectation of achievement in 2010.

Section Three: Outsourcing and Privatization

Currently, approximately 45% of the agency budget is dedicated to services that are privatized or outsourced. These services are provided to youth who are served in the community. These are youth that are on probation or parole or in non-secure custody. The benefits of serving these youth in the community include an increased likelihood of successful reintegration, community supports, workforce opportunities, and cost savings. These services include Day Treatment Education Services, Mentor/Tracker Services, Community Reintegration Services, Residential Services, Specialized Substance Abuse, Transitional/Independent Living, Specialized Sex Offender Services, Assessments, Evaluations, and in home counseling.

OJJ is exploring the following functions and activities for potential cost and human resource savings:

Facilities (Secure Facilities):

1. Laundry – Each facility has a dedicated position that is responsible for laundry services for the youth population. Each facility is also equipped with commercial laundry equipment that utilizes a significant amount of electricity and water to operate. This equipment is old and requires regular maintenance. Outsourcing this service may prove beneficial to save the cost of an FTE, and the maintenance time spent on keeping the equipment operational and utility costs.
2. Health Care Services, including dental and mental health – Since 2000, OJJ has contracted with LSUHSC to provide its medical, mental health and dental services. This service agreement was a part of a provision of release from the Settlement Agreement with the U.S. Department of Justice. This partnership, however, has proven to be a cost-intensive endeavor. A survey of health care costs of ten (10) state juvenile justice agencies showed Louisiana to be the highest by over 150%. The highest under Louisiana was Ohio which showed \$33 dollars per youth per day spent on health care. Louisiana averages \$84 dollars per day, with LSUHSC New Orleans averaging \$123 dollars per youth per day.

OJJ is actively researching the possibility of outsourcing medical, dental, and mental health care to deliver a more efficient method of service provision at a cost more aligned with similar juvenile justice systems.

3. Maintenance – The facilities operated by OJJ are old and require a great deal of routine maintenance to stay functional, safe and secure. Each secure facility has several maintenance positions of staff ranging from electricians to plumbers to maintenance supervisors. OJJ is exploring outsourcing options that will reduce the costs spent on maintenance positions and overtime expenditures associated with on-call type of duties.
4. Pharmacy – Jetson Center for Youth (JCY) and Swanson Center for Youth (SCY) each maintain a full-time pharmacist. Bridge City Center for Youth employs a part time pharmacist. OJJ is exploring contracting this service.

Section Four: Information Technology Integration

This year, OJJ successfully launched the Juvenile Electronic Tracking System (JETS) which replaced the antiquated JIRMS and Case Management computer systems. JETS is a database system that tracks pertinent information on all OJJ youth. This system enables staff to provide individualized services to youth, identify trends, and perform analysis.

Additionally, OJJ presently participates in interagency agreements with the Department of Social Services (DSS) wherein data is shared on a monthly basis and used by DSS to determine eligibility for programs for OJJ's youth. Quarterly data is also submitted to DSS for youth that are eligible for Title IV E monies that are paid to OJJ.

OJJ participates in data sharing with the Department of Education wherein educational data for OJJ youth in custody is shared between local education agencies and OJJ. When youth are received into OJJ custody, their educational record can be obtained by OJJ. Likewise, upon release from custody, DOE can access the youth's educational record from their stay with OJJ.

The agreements between departments allow for a more efficient approach to case management and reduce the duplication of services. At OJJ, information sharing occurs at both the technological level, consisting of communication between data systems, as well as at the staff level, where MOU's provide for the release of individualized information. Sharing information at both levels enhance services for youth.

Additionally, OJJ is actively participating with the Children's Cabinet to support a grant that brings several child serving agencies together to prioritize information sharing needs and build a plan for implementation.

The LA Gov Enterprise Resource Planning (ERP) computer system is being developed statewide by the DOA to consolidate the following management and finance section functions and legacy computer systems in each department: Accounting system (Integrated Statewide Information System - ISIS); Budget (Business Objects Reports - BOXI); Contracts (Contract Financial Management System - CFMS); Grants; Purchasing (Protégé). OJJ will benefit from this system by eliminating the need to maintain multiple systems for budgeting, purchasing and the tracking of equipment. An automated budget preparation tool will save considerable amounts of time. Also, this system will allow OJJ to make real time budgeting decisions.

Section Five: Elimination of Duplicative and Unnecessary Services

OJJ was created in 2004 and has implemented a total systems reform effort. OJJ consists of seven programs which are aligned with the mission. However, certain services that OJJ currently provides may be able to be coordinated with other agencies in order to produce a more efficient service delivery system. These options are listed below.

1. Currently, OJJ contracts with service providers who deliver early intervention and/or early prevention services for at risk youth and families. This at risk population may be better served through family intervention services already provided through DSS.
2. OJJ is mandated to provide services to youth who are adjudicated “Families In Need of Services” (FINS). (This statute is referenced in Section One.) DSS also provides services to youth who are adjudicated FINS. OJJ recommends that FINS be considered an activity that can be provided in a more efficient manner by DSS.

The Court may adjudicate a youth as “FINS” so that the responsible agency will provide services to the youth and/or family. Typically, youth who are adjudicated FINS and placed in OJJ custody have been truant, ungovernable, a runaway, or lack parental support. A youth who is adjudicated FINS can not be placed in a secure facility. The youth is assessed in the same manner as a delinquent youth. This youth may not need to touch the juvenile justice system if provided with family intervention services.

If a youth enters the juvenile justice system through FINS, the consequence of any infraction may result in the youth going deeper into the system. DSS may be able to provide the same intervention services to these youth and families who are at risk, with the same degree of success, without widening the net for the juvenile justice system, and a lower cost. It is more expensive to provide services to youth in the juvenile justice system. Additionally, DSS has the ability to leverage more Federal funds for these services. (Some youth who are adjudicated FINS and placed with OJJ were previously served by the FINS Assistance program, sometimes referred to as “informal FINS,” which is managed by the Supreme Court with funds appropriated by the Legislature.)

3. DSS, OJJ and DHH propose a system-wide analysis of behavioral health needs of high risk children within the child welfare and juvenile justice systems.

OJJ and DSS both provide services to youth in the community through residential treatment. Programming may be different for youth; however, some administrative functions may be duplicative. OJJ suggests exploring coordination and collaborative activities with DSS when providing services to youth in the community, including the assessment of youth, quality assurance, and support of evidence based programs.

OJJ’s population presents with many health and mental health issues. OJJ suggests exploring opportunities to coordinate the provision of services with DHH. For example, OJJ purchases services from the private sector that DHH may be able to provide in a manner where the quality of the service is maintained and a cost savings is realized.

The proposed analysis must include an assessment of the behavioral health needs of children and families; an inventory of services purchased to meet these needs; and opportunities/model for creating an organized delivery system that leverages Medicaid and other resources to:

- a. More comprehensively provide for the behavioral health needs of children in our care and their caretakers by reinvesting current funds in the system into a more organized system of care;
- b. Place youth in the least restrictive setting;
- c. Reduce the cost of providing services to children within the OJJ and OCS (both in-home and out-of-home) systems by leveraging Medicaid and other funding sources; and
- d. Improving the overall outcomes of children and their caretakers.

It is expected that the coordinated system of care will most likely provide assessment and diagnosis, medical management, day treatment, and inpatient services. This does not include the cost of therapeutic foster care, residential services, therapeutic group care, residential treatment, transportation, support and education and other wrap around services. However, OJJ and OCS can achieve greater efficiencies for these services by combining the purchasing power of both agencies and develop a systems based approach that is outcomes driven.

4. OJJ entered into a contractual agreement with the Medicaid Office in June 2009 to designate OJJ's eleven (11) regional offices and three (3) secure facilities as Medicaid Application Centers. This agreement streamlines the process for a youth to obtain medical services once he is reintegrated into the community. Prior to the youth exiting secure care and returning home, staff will assist the youth's parent or guardian with filling out the Medicaid application. This process will expedite the youth's receipt of a Medicaid card and ensure the youth's medical needs are met.
5. OJJ provides educational services to adjudicated youth in secure custody, but does not receive the funding provided by the State Minimum Foundation Program formula (MFP). In other words, educationally, the money does not follow the child. The MFP adopted by the State Board of Elementary and Secondary Education (BESE) provides a per pupil allocation of revenues to all public elementary and secondary schools via parish and city school systems, for the provision of educational services each year.
6. OJJ provides day treatment services to youth who are expelled from the school system. OJJ suggests exploring opportunities for DOE to provide these educational services in an alternative school setting. OJJ allocates funds annually for youth in the secure care facilities and adjudicated youth enrolled in one of the 10 contracted Day Treatment programs or group homes - approximately 400 program slots. Having MFP funds "follow the child" to OJJ would require the establishment of a procedure to make an adjustment at a point in time for students that exit the school system.

Recently, a proposal was submitted to BESE for consideration to require a proportional amount of MFP dollars to follow students who are adjudicated to OJJ during the school year. For example, if a student transfers at the beginning of the 2nd semester and the MFP per pupil amount received by the school district for that student equaled \$5,000, then \$2,500 would be transferred to OJJ to help defray the cost of educational services for this student. Improved facilitation of these dollars will help defray the cost per day for secure care and ensure adequate educational instruction for adjudicated youth.

Section Six: Civil Service and Employee Benefits

OJJ is developing positions that are aligned with our reform efforts. The agency has requested that civil service conduct a job study on “Correction” titles for security at our facilities. There are eight (8) correction titles that will transition to more appropriate job titles, such as the Youth Care Worker series or a new Juvenile Justice Specialist. This is a component of the reform effort that moves the agency from a correctional model to a therapeutic model.

Section Seven: Studies and other Resources

Support of Evidence Based Programs:

Washington State Institute for Public Policy reports that evidence based programming, such as Family Functional Therapy and Multi-Systemic Therapy, can reduce recidivism while realizing a cost savings over time.

Steve Aos, Marna Miller, and Elizabeth Drake. (2006). *Evidence-Based Public Policy Options to Reduce Future Prison Construction, Criminal Justice Costs, and Crime Rates*. Olympia: Washington State Institute for Public Policy.

<http://www.wsipp.wa.gov/rptfiles/06-10-1201.pdf>

John D. and Catherine T. MacArthur Foundation, Models for Change Initiative
Models for Change-supported reform efforts in Louisiana focus primarily on bringing about change in three areas:

1. expanding alternatives to formal processing and incarceration;
2. increasing access to evidence-based services;
3. reducing disproportionate minority contact with the juvenile justice system.

<http://www.modelsforchange.net/about/States-for-change/Louisiana.html?tab=states>

Support of Therapeutic Model in Secure Facilities:

Annie E. Casey 2008 KIDS COUNT Essay Message: *FACT SHEET: A Road Map for Juvenile Justice*.

“Missouri’s juvenile correctional facility demonstrates that there are better ways to address incarceration – Missouri has not been the subject of litigation over conditions of confinement for more than 25 years. 70 % of Missouri’s former wards avoid recommitment to any correctional setting 3 years after discharge, far better than most states, even though its costs are low compared with other states.”

<http://www.aecf.org/KnowledgeCenter/Publications.aspx?pubguid={29CFCA70-348B-416B-8546-63C297710C5D}>

Section Eight: Agency Best Practices

OJJ established a Continuous Quality Improvement Services (CQIS) department in 2000, shortly after the LA Department of Corrections entered into Settlement Agreement with the Department of Justice. This section, then called the Youth Programs and Performance Evaluation (YPPE), was quite visible at the facilities during the time of the Settlement Agreement.

YPPE was subsequently renamed CQIS and has evolved into a comprehensive quality assurance division. CQIS is now responsible for many areas within OJJ, including:

- Technical assistance for American Correctional Association (ACA) accreditation
- Quality Assurance Reviews of secure facilities as well as regional offices
- Quality Assurance Reviews of OJJ databases
- Managing the agency's Office of Risk Management/Safety Program
- Reviewing, revising, and developing agency policy
- OJJ's Data Warehouse – a system to extract/analyze data determining trends, etc. within the agency
- Investigative Services - Conducting investigations of abuse, crimes committed on the grounds of OJJ facilities and other internal matters as deemed necessary.
- Monitoring of CJCA's Performance-based Standards (PbS)

Following the Settlement Agreement, OJJ entered into candidacy with the Council of Juvenile Correctional Administrators to implement *Performance Based Standards* in OJJ secure care facilities.

Performance-based Standards (PbS) for Youth Correction and Detention Facilities is a system for agencies and facilities to identify, monitor and improve conditions and treatment services provided to incarcerated youths using national standards and outcome measures. PbS was launched in 1995 by the US Department of Justice, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention (OJJDP) to improve the deplorable conditions reported by the 1994 Conditions of Confinement study of 1,000 secure facilities. Directed by the Council of Juvenile Correctional Administrators (CJCA) with technical assistance from New Amsterdam Consulting, PbS asks participants to collect and analyze data to target specific areas for improvement. <http://pbstandards.org/aboutpbs.aspx>

American Correctional Association (ACA)

The American Correctional Association (ACA) is a professional organization whose mission is to improve the justice system. ACA believes that the principles of humanity, justice, protection, opportunity, knowledge, competence and accountability are essential to the foundation of sound corrections policy and effective public protection.

OJJ currently utilizes ACA standards as the tool to measure quality of services in the regional offices and Central Office. ACA standards guide administrators in development of plans to upgrade juvenile programs and procedures in accordance with nationally recognized benchmarks. The practice necessary to meet high standards of performance and to achieve accreditation is now well established.

The Field Services (Probation & Parole) section has been accredited with the ACA since 1994. Central Office achieved accreditation in 2009 under the Standards for the Administration of Correctional Agencies. The secure facilities are currently preparing for accreditation under the Standards for Juvenile Correctional Facilities with an expectation of achievement in 2010.

<http://www.aca.org/>