

Minutes

Board of Juvenile Justice
Thursday, September 25, 2003
9:00 a.m.

Jekyll Island Club Hotel
Club Ballroom
371 Riverview Drive
Jekyll Island, Georgia 31527

Roll Call

Board Members Present: Steve Adams; Major General Peter Boylan; Emmett Bryant; Mary Linda Duncan; Susan F. Dunwody; Dr. Edwin A. Risler; John Wiggins; Mary E. Wilhite

Advisory Board Members Present: Judge Gregory Adams; Judge Quintress Gilbert

DJJ Staff Present: Acting Commissioner Gregory S. Maxey; Dr. Thomas L. Coleman; Mary Esposito; Chad Hoffecker; Camille Murray; Dr. Tom O'Rourke; Gwen Skinner; Jaci Mays Vickers; Lena Wilson

Others: Bobby Carrell, Bobby Carrell & Associates

Opening Remarks

Susan F. Dunwody, Acting Chair

Acting Chair Susan Dunwody called to order the September 25, 2003 meeting. Ms. Dunwody welcomed all in attendance to the meeting and roll call was taken by Jaci Mays Vickers.

Chair's Report

Susan F. Dunwody, Acting Chair

Ms. Dunwody called for visitors. Bobby Carrell of Bobby Carrell and Associates was recognized.

Ms. Dunwody announced that the next Board Meeting was scheduled for Thursday, October 23, 2003 in Rome, Georgia. She then notified the Board that for the first time, agency stationary has been made available for each Board member.

Approval of Minutes

Susan F. Dunwody, Acting Chair

Ms. Dunwody called for the approval of the August 21, 2003 minutes. The motion was made by John Wiggins, seconded by Steve Adams, and unanimously approved.

Approval of Minutes

Susan F. Dunwody, Acting Chair

Ms. Dunwody called for the approval of the September 5, 2003 minutes. The motion was made by Mary Linda Duncan, seconded by John Wiggins, and unanimously approved.

Commissioner's Comments

Introduction

Mr. Maxey thanked the assembly for their attendance at the meeting and the Community Corrections Conference. He recognized the great distances each had traveled to be there, and expressed his appreciation.

He explained that several workshops would be taking place over the course of the next two days and encouraged all to attend. He added that any comments or recommendations, on how the agency may improve in the future, are valued and welcomed by the agency.

Budget Responsibility Oversight Committee

Mr. Maxey began addressing the Board on budget issues.

He stated that, under the provisions of O.C.G.A. 45-12-178, the Budget Responsibility Oversight Committee (B.R.O.C.) has established an ongoing evaluation process of all

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programs in state government. Areas identified for evaluation through this process are the Department of Juvenile Justice's Results-Based Budgeting Data and the mental, dental, and health care for Department of Juvenile Justice Youth.

Questions and concerns to be considered by this agency are:

- To what extent has this data been used to inform resource allocation decisions?
- Evaluate the physical health care, mental health care and dental care provided to DJJ youth.
- Do we compare Georgia to other states in cost per youth, types of services provided and other relevant factors
- To what extent has health care costs for DJJ youths changed compared to health care costs for others
- To what extent does the State use the Medical College of Georgia
- To what extent has contracting for services been effective at reducing costs and improving services
- To what extent has the Memorandum of Agreement affected health care services

Mr. Maxey stated that Mary Esposito will coordinate responses for the Department. He then asked that all questions or input be directed to her.

Community Corrections

- Mr. Maxey stated that effective September 1st, Community Corrections headed by Gwen Skinner, assumed responsibility for the operation of the YDCs. This change, he explained, has resulted in one operational division for the agency. He added that this effort has been a time intensive one and will continue to be so for a while. Lastly he stated that the agency is looking at policies which must be rewritten, administrative structure put into place, etc.
- The Directors of the Columbus and Thomasville RYDCs have retired and the Director of the Waycross RYDC has accepted another position. These positions will be advertised.
- The RFPs for Crisp Short Term Program as well as for the Augusta Weekend Sanction Program are out. The old Augusta RYDC will be used for this latter program.
- Mr. Maxey explained that the agency is still speaking with various judges about modifying the 90-day program. Currently, he explained, we are in the process of contacting various courts that have youth in STP over 60 days and asking if they will consider early release. Ongoing discussions are being held on a regular basis with Juvenile Court Judges, he stated.

Program Services

Office of Behavioral Health Services

- Mr. Maxey reported that on Wednesday, September 24, Frank Berry and Rick Harrison would attend the Statewide Substance Abuse Conference. He explained that Frank Berry would be on the keynote panel in the morning and Rick Harrison would present on the agency's substance abuse programs and plans for the future.
- Mr. Maxey stated that the Office of Behavioral Health is working with Dr. Watkins, a consultant, to address the increasing need for a well-defined behavior management program for the behavior units at the YDC's.
- The Office of Behavioral Health is also working with the Georgia Advocacy Office in an effort to identify youth that may be inappropriately placed in the care of the agency. The Georgia Advocacy is looking at youth with severe mental health problems and youth with developmental disabilities, he added.
- Dr. Allen and Dr. Koon developed and implemented training on effective special management plans and presented to the YDC Directors and other key staff from the facilities. Mr. Maxey stated that he believes that this training will be very effective.

He continued that Dr. Koon visits the Savannah RYDC on a regular basis to assist in the overall training of all levels of staff on behavior management, de-escalation techniques and appropriate interaction with youth.

Office of Health Services

- Mr. Maxey iterated that the Medical and Health Service staff is working closely with Mr. Ryan Rainey of the U.S. Department of Justice (USDOJ). The purpose is to address specific areas in health care services in order to enhance the possibility and time frame of the medical citations being released from the MOA. He added that Dr. Coleman is working on an Action Plan with Ryan Rainey to become fully compliant.
- On August 20, 2003, Mr. Rainey conducted a special training session with the DJJ Regional Health Service Coordinators at the Metro RYDC. The purpose, he explained, was to give them a further update on the expectations of the DOJ Monitors.
- Mr. Maxey announced that the Office of Health Services and Medical Services will conduct a two-day training program for all health care staff at the DJJ Training Center in Forsyth, Ga.

- Mr. Maxey stated that he was excited about Community Corrections, Region 1 along with the Macon, Sumter and McIntosh YDCs having been selected to pilot test the new automated service plan. It will be implemented next spring. Training was held on September 10-12 for pilot test staff at these sites. (Training was provided by Steve Herndon, Melinda Thomas, Ellen Money Penny and Linda Layton).

He stated that the pilot staff is also excited about this new module of JTS which will allow them to integrate information from our CRN assessment and other components of the automated case management system in order to develop an individualized treatment plan (Service Plan) based on each youth's own risks, needs and strengths. The module will also allow much easier sharing of information between facility and community staff. It will provide the opportunity to measure youth progress in meeting treatment goals as well as monitor case manager compliance with policy requirements to complete the service plans timely and keep them up to date. Mr. Maxey stated that the Board will be kept abreast of the development of this program.

- Mr. Maxey stated that on September 11th he traveled to the Augusta YDC and met on campus with the Augusta delegation to discuss any questions or concerns. He added that he felt that the meeting went extremely well and that the delegation understood the follow through of privatizing the facility.
- Lastly, Mr. Maxey stated that on September 24th, he and Jaci Vickers met with Senate President Pro Tem Eric Johnson to share with him the budget plans for the agency. The senator questioned the impact of the Department of Human Resources' and mental health hospital closings. He is also concerned that having an adolescent service close down may be detrimental to the kids.

Conclusion

Mr. Maxey concluded his remarks and opened the floor for questions and/or comments.

Judge Gregory Adams questioned whether the privatization of the Augusta YDC had been completed. Commissioner Maxey responded that the temporary contract ends December 31st and that a request for proposal would soon be posted.

Judge Gregory Adams inquired if the complaints coming out of the facility from the students and staff had ceased, stopped or slowed down. Commissioner Maxey responded that the complaints rarely cease and that operations of the campus are going much smoother. The campus was downsized from 244 youth to 108.

Judge Adams stated that the outcome of smoother operations could have resulted from not privatizing the facility but reducing the numbers. He then questioned the placement of the youth that were transferred out. Commissioner Maxey stated that Bill Ireland absorbed a large number of the youth. Judge Adams expressed concern about the large number of youth received at the Ireland YDC and questioned if the same problems from the Augusta YDC could arise there. Commissioner Maxey explained that the original plan was to get the Augusta YDC under 150 capacity and that the youth sent to Bill Ireland were near their release dates.

Dr. Ed Risler questioned if any decisions were made during or after the meeting with the Augusta delegation. Commissioner Maxey stated that the delegation understood that the decision was one that was already made and that the agency was seeing through a process that had already been put into place.

Dr. Risler iterated that it would behoove the agency to keep Unique Solutions informed of the process when selecting a provider.

Major General Peter Boylan stated that the Augusta issues were long standing issues and that he didn't want similar problems to occur at other facilities. He added that the decision to privatize caused a considerable amount of problems. He questioned why the agency felt the need to privatize was the only answer. Lastly he inquired as to the agency's position on privatizing more facilities in the future. Commissioner Maxey gave his personal opinion that the state should manage long term facilities. He added that as far as the Augusta YDC, the agency made a collective decision and that there was no turning back. Major General Boylan asked why. Commissioner Maxey explained that certain steps have taken place which prevent the agency from reversing the decision; such as the firing of 300 employees. To reverse the decision would cause a storm of litigation, he stated.

Major General Boylan then questioned what steps are being taken to help recidivism. Commissioner Maxey explained that the agency was in the process of conducting a survey and assured the Board that they would be briefed on the findings as soon as they were available.

Judge Gregory Adams asked about the impact of the YDCs and RYDCs being grouped together. Commissioner Maxey stated that by providing community support and supervision there will be a better understanding of the resources available. There is no longer a Facilities Division, he stated.

Judge Gregory Adams also pointed out that staff attendance at the Board meetings was decreasing. He added that it would be helpful if a representative from each region or district were available at Board meetings so that specific questions about specific areas could be answered.

Dr. Risler reiterated Major Boylan's issue of how the decision of privatization occurred. He stated that the Board should be more involved in the process.

Judge Gregory Adams added that he agreed that the Board should be more involved and that there should be more discussion about the happenings of the agency.

Commissioner Maxey noted the Board's request and assured them that there were no plans, at this time, to privatize any more facilities.

Dr. Risler questioned the percentage of facilities within the agency that were privatized. Commissioner Maxey responded that 17% of agency facilities were privately operated.

Major General Boylan stated that the Board holds some responsibility for what happened at the Augusta YDC. He continued by stating that the Board has known for some time of problems that have existed at the facility. The Board has been unable to fulfill its obligations and he stated that the Board will not make that mistake again.

Regionalization Update
Gwen Skinner, Deputy Commissioner

Gwen Skinner began by directing the Board to the regional plans and other handouts that they received and stated that the youth at the Bill Ireland YDC printed and prepared all of the documents. She stated that in the area of regionalization, that Community Corrections has been working with Mary Esposito on decreasing the need for short term beds.

She briefly highlighted some of the changes regarding regionalization. She explained that the Pelham and Emanuel YDCs would be closed. She added that the Crisp facility would house females explaining that this location was chosen because it is close to the Macon YDC which also houses females.

She discussed another change was to make the youth more accessible to case workers. Case workers, she stated, will be able to visit more frequently with youth. By not having to travel to several different facilities in one day, case workers will now be able to visit with youth at the same facility. She exemplified that at the YDCs, staff were made to walk across campus to visit with youth. At RYDCs, she explained, the youth is brought to you. Cutting down on some of the coming and going, she explained, allows more time for the case workers to complete more work.

Judge Gregory Adams questioned the risk to the case workers. Ms. Skinner stated that the JCOs would be utilized and that youth would be escorted by those who know them best, the people who work with them daily.

John Wiggins questioned the measure that would be taken before a visit is allowed to prevent contraband, etc. Ms. Skinner indicated that a system is in place. Searching will be

done. She added that the agency is not as concerned with case workers bringing in contraband as it is concerned with visitation.

Ms. Skinner stated that when the new facilities opened, it shifted the population throughout the state. Change, she stated, is not always easy. The balancing of the population did result in the adding of 92 beds.

The old Augusta RYDC is being converted into a Weekend Sanctions Program. The facility will be softened in relation to aesthetics. She added that this program is a step in a different direction for the agency.

Judge Gregory Adams questioned what data states that this program will be successful. Gwen Skinner explained that cutting out Monday through Friday so that youth may remain in their home school during the week should be effective.

Gwen Skinner explained that Portland is successful and uses a similar program but in a wilderness setting. Judge Gregory Adams, questioned whether changing the setting would change the effectiveness of the program. Discussion was held. Ms. Skinner stated that she will provide the Board with data on the program at the November 2003 meeting. She added that there were not a lot of vendors requesting the building and that it was the decision that those monies for the building should be left in the community.

Judge Gregory Adams requested that an update on the following be put on the agenda for the November meeting.

Ms. Skinner thanked all in attendance for their presence at the Community Corrections Conference. She stated that there were 1100 staff in attendance and that this conference is 20% of their annual training. She added that staff put a lot into preparing for this conference and she thanked them for their hard work.

Memorandum of Agreement
Gregory S. Maxey, Acting Commissioner

Mr. Maxey reported that during the month of September, he met for the regularly scheduled monthly meeting with Dr. Jim Austin, Federal Monitor and Ryan Rainey, Lead Attorney, USDOJ. Designated DJJ staff and Mark Cicero from the Attorney General's Office were also in attendance, he stated. The purpose of the meeting was to discuss the Department's compliance on citations, plans and other issues regarding the MOA for the period covering January 2003 to June 2003.

Overall System-Wide Compliance

Mr. Maxey reiterated that the Department was in full compliance with all twenty-three (23) citations in the area of education. He explained that Ryan Rainey was currently

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developing the letter that will be issued to the State of Georgia in the near future indicating that the citations have been removed from active monitoring.

In addition, he stated, the thirteen (13) citations in medical have been removed from active monitoring. Mr. Rainey, along with Dr. Irwin, DOJ's independent monitor for medical services, completed an initial review of five facilities. He suggested that monitoring be temporarily delayed in order that some improvements could occur within medical services, particularly regarding staffing vacancies. Monitoring for medical services will begin in a few months.

In the Monitor's Tenth Report, Mr. Maxey explained, the agency is in substantial compliance with all but 14 of the 105 citations. Some discussions are occurring with the Monitor and USDOJ regarding the current systems for the Office of Continuous Improvement and the Office of Administrative Hearings and Investigations. Some possible modifications to those areas may be made in order to improve both quality and efficiency.

A summary of MOA compliance by major areas indicates that:

- Education is 100% and removed from monitoring
- Mental Health is 68%
- Medical is 100% and awaiting independent review
- Physical and Programmatic Capacity is 66 %
- Protection from Harm is 85%
- Other General Correctional Matters is 91%
- Quality Assurance is 0% parties to renegotiate

Area(s) of Concern include:

- Staffing for medical and mental health
- Incident report rates
- Office of Continuous Improvement model
- Office of Administrative Hearing and Investigations

Ms. Dunwody called for a motion to end the Board of Juvenile Justice meeting and convene the Board of Education meeting. The motion was made by John Wiggins, seconded by Emmett Bryant, and unanimously approved.

Board of Education
Tom O'Rourke, Superintendent

Dr. O'Rourke updated the Board on the concerns they had expressed in the previous Board meeting about curriculum and service delivery within the facilities. He explained

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that to better provide services and a more effective learning environment in the Office of Education that a complete review with all management staff had been given on curriculum delivery. At this time, he stated, staff is on the road meeting with their staff to explain and review curriculum and service delivery. He added that on October 14-15 and 16-17, staff from the North and South regions will be in Forsyth receiving training.

He expressed that he is pleased with the advancements the Office of Education is making.

Chair's Comments
Susan F. Dunwody, Acting Chair

Ms. Dunwody pointed out to the Board that each of them had received copies of the new Board Orientation Manual, Roberts Rules of Order, Roberts Rules of Order Mini Version, General Assembly Roster, and badges for the central office of DJJ.

Adjournment
Susan F. Dunwody, Acting Chair

Ms. Dunwody reconvened the Board of Juvenile Justice meeting and called for a motion to adjourn the September 25, 2003 meeting of the Board of Juvenile Justice. The motion was made John Wiggins, seconded by Emmett Bryant, and unanimously approved.

Susan F. Dunwody, Acting Chair
Board of Juvenile Justice

Gregory S. Maxey
Acting Commissioner

Emmett Bryant, Jr., Secretary
Board of Juvenile Justice