

**Board of Juvenile Justice  
Thursday, March 24, 2005  
9:00 a.m.**

**Muscogee Youth Development Campus  
7700 Chatsworth Road  
Columbus, Georgia 31082**

**OPENING REMARKS**  
J. Daniel Shuman, Acting Chair

Mr. Shuman called to order the March 24, 2005 meeting of the Board of Juvenile Justice. He then acknowledged the audience and asked if they would introduce themselves and state their affiliation. After introductions, the Pledge of Allegiance was recited and a Moment of Silence was observed, after which Mr. Shuman asked for Roll Call.

**Roll Call**

Lena Wilson took Roll Call.

**Board Members Present:** Michael L. Baugh; Lois Frank; Van R. Herrin; Elizabeth Lindsey; William McQueen; Daniel Menefee; Edwin A. Risler; J. Daniel Shuman; Sandra H. Taylor

**Advisory Board Members Present:** Judge Quintress Gilbert; Judge Ellen McElyea

**DJJ Staff Present:** Albert Murray, Commissioner; Dr. Thomas L. Coleman; Yolande Collins; Ericka Davis; Nina Edidin; Gordon Fisher; James Frazier; Steve Herndon; Rob Rosenbloom; Sher're Walton; Lena Wilson

**Others:** Eva L. Shuman, Reidsville; Bonny Dixon, DJJ

After Roll Call, Ms. Wilson announced that a quorum of the Board was present. At this time Chairman Shuman asked for a motion to approve the minutes from the February 24, 2005 Board Meeting. The motion was made by Ed Risler, seconded by William McQueen and carried. Mr. Shuman then called for the Commissioner's Report.

## **Commissioner's Comments**

Albert Murray, Commissioner

### **Introduction**

Commissioner Murray greeted everyone and stated that it was good to once again meet with the Board and to spend time with them. He stated that it was especially nice to hold the meeting at the new facility. He indicated that there was a lot on the day's agenda, including the dedication ceremony activities along with the Board meeting. He added that he would like for members of the Board and others present to participate in the dedication ceremony activities.

Commissioner Murray acknowledged and thanked Mr. William Samuel and his staff at the Muscogee YDC for hosting this month's Board meeting. He stated that their efforts and their hospitality are appreciated for the activities being held today.

Continuing, Commissioner stated that he wants to discuss the potential he sees for the Board and DJJ in 2005 and forward. He stated that in all genuineness he is thankful for the opportunity to work with Daniel Shuman and the Board. He stated that he believes the potential is unlimited in terms of where we should be as a Board and as an agency.

He expressed his appreciation to Daniel Shuman and Mary Wilhite for their presence at one of the legislative hearings. He stated that it was a pleasure to have the Board's Chair and Vice Chair to attend the late meeting. He added that he looks forward to all that they will do together this year.

### **Operations Division**

Commissioner stated that he has asked Deputy Commissioner Rob Rosenbloom to present an overview of the Operations Division that will focus on the main responsibilities, resources and challenges of the division. He stated that, given the number of new members to the Board, it would be a good idea to discuss operational issues to acquaint and, in some instances, reacquaint existing Board members on what we do and how we do it and some of the challenges we face from day-to-day.

At this point, Commissioner introduced Mr. James Frazier who started work on Monday as the new Assistant Deputy Commissioner for Operations working with Rob Rosenbloom. Mr. Frazier was formerly Deputy Commissioner of Operations in Kansas and brings a wealth of experience to our department. Mr. Frazier was one of several strong candidates for the position and he will be a strength and an asset to the Operations Division and to the Department.

Commissioner informed the Board that the Operations Division has moved forward on a number of initiatives over the last month. First, the Judge Aaron Cohn Regional Youth Detention Center (RYDC), which is located next to the Youth Development Campus (YDC), was dedicated with an open house on March 9th that honored Judge Aaron Cohn and the work he has done locally, statewide and nationally. Over 100 guests were present at the ceremony, in addition to a number of staff, and had an opportunity to tour the facility. He stated that for those Board members who were not present and did not get a chance to tour the RYDC on that date, a tour of the facility could be arranged for them today. Commissioner added that opening these facilities comes none too soon, given the fact that we are now in the season where the detention population is experiencing its expected seasonal rise.

Other initiatives include:

- Statewide meeting of Expeditors. The Expeditors' role is to move youth through detention and to help keep the detention population within capacity. Their meeting focused on gearing up for the rise in population and a new and improved detention assessment instrument about to be piloted to help assess risk of youth going to detention.
- The division's management team met yesterday to review the progress on the strategic plan and work on the continuing effort to prepare the RYDC facilities for the MOA review.
- The out of home placement of youth and the efforts of the division to make appropriate placements within the resources of the department are also on-going. This month has seen additional youth reviewed and transitioned home from placement. They are doing a good job in making the best decision for youth while recognizing our budget constraints.
- Commissioner visited Savannah earlier this month and met with local government officials to discuss the good work of the Savannah Impact Program. This program is a joint effort of many local and state agencies to provide coordinated case management and supervision for troubled youth in Chatham County. It has been in operation for several years and DJJ has been there from the beginning supporting it with funding and staff. The program has an excellent record of showing a reduction in recidivism and impacting the lives of children and their families. Commissioner stated that we will continue to collaborate and support this worthwhile project. He stated that it is good to seek collaboration because it represents the way in which we can be strongest in serving clients in the future, both juveniles and adults. Commissioner added that he was very impressed with the program and, at some point, hopes to replicate it in other parts of the state.

While in Savannah, Commissioner visited the RYDC and spent some quality time with the Director, Pat Donaldson, and his staff. Also present were Lorr Elias, Regional Administrator and Diane Fitch, District Director. He also observed the facility operations and talked with some students and staff. He stated that this is one of our largest RYDCs

and, although there are issues from time-to-time, we have quality staff in place and business is being conducted in a good manner.

Commissioner also visited the Bill Ireland YDC and the Dekalb RYDC. He stated that he looking forward to continuing his site visits since the legislative session is coming to a close. He iterated his desire to have members of the Board to join him while conducting these visits. He stated that he will also be inviting local legislators and other community leaders.

## **Program Services Division**

### Campus Operations

A new Office, Campus Operations, was established under the Program Services Division, headed by Deputy Commissioner Thomas Coleman, to provide for better oversight of YDC operations. Campus Operations is headed by Assistant Deputy Commissioner Gordon Fisher who is responsible for supervision of all nine long-term YDCs and the Office of Classification and Transportation. Significant structuring and restructuring of this Office has been made. The major positions include:

Assistant Deputy Commissioner	Gordon Fisher
Director of Administration	Yolande Collins
Director Classification & Transportation	Linda Layton
Program Director for YDC Programming	William Parks
Program Coordinator Quality Assurance	Quanetta West
Program Coordinator Special Incidents	<b>Vacant</b>
Program Coordinator Constituent Services	Tiffany Pete
Program Director YDC Monitoring	Ronnie Woodard
Program Director YDC Monitoring	Gary Pattman

Mr. Woodard, who will be reporting to his new assignment April 1, currently serves as the Director of the Eastman YDC. In his new capacity he will be responsible for oversight and supervision of the Augusta, Eastman, Bill Ireland, and Sumter YDCs. Commissioner stated that because Mr. Woodard has been reassigned, an announcement seeking a new Director for the Eastman facility has been posted. The closing date is March 31, 2005.

Mr. Pattman who will also be reporting April 1, currently serves as the District 11 Director and in his new position will be responsible for oversight and supervision of the Macon, Muscogee, Crisp, Savannah River Challenge, and McIntosh YDCs.

Commissioner Murray stated that further reorganization at the executive level is forthcoming. Recent resignations, transfers and retirements present an opportunity for

him to look at ways to restructure/reorganize the Department in ways that will best utilize resources at the Central Office level. He stated that he wanted to be sure that the Board and staff are advised of our plans.

Muscogee YDC construction is now complete and staff selection is also nearing completion. Director William Samuel continues preparations to accept the facility, complete staff hiring, train staff, and ready the facility to accept youth in May. Of the 67 JCO positions allocated to this facility, 59 have been filled, either through transfer or new hire. The newly hired JCOs are currently in BJCOT training and will graduate this Friday. Population of the facility has been set at 60 long-term males, low-risk with no prior YDC commitment.

### Office of Behavioral Health

Rick Harrison, Director of the Office of Behavioral Health, will represent DJJ on the Children and Adolescent State Infrastructure Collaborative Committee. The first meeting was held on March 17th. The purpose of the project is to allow the state to strengthen the capacity to develop, expand and sustain mental health and substance abuse services. It also provides support at the community level for youth who have serious emotional disturbances, substance abuse issues and their families. The project is funded by a federal grant that will focus on bringing agency leaders, child advocacy organizations and family representatives together to explore current needs and resources and to plan for a more effective service delivery system.

OBHS along with medial services rolled out service documentation statewide through the Juvenile Tracking System on March 14th. In doing so, all mental health services provided to youth in DJJ facilities will now be documented through JTS. This is a major accomplishment that will improve communication and continuity of care across the system as well as providing us an opportunity to better monitor work volume and service provision across the state.

The Young Offender Re-entry Project continues to move forward. The DJJ project was selected by the Center for Substance Abuse Treatment as the training site for the Multidimensional Family Therapy Model. The training took place at the Georgia Merit System Training Offices on March 8-11<sup>th</sup>. Dr. Gail Dakof from the University of Miami School of Medicine and an originator of the model conducted the training for three grantee organizations from various areas of the country. They included: San Antonio, Texas, Syracuse, New York and our project here in Atlanta.

### MOA Update

As reported last month, on February 11<sup>th</sup>, DJJ was advised that Ryan Rainey had been replaced by Mr. Joseph Sperber as our Monitor for the MOA. In the interim no verification tours have been conducted. Experts formerly used in medical and mental

health are no longer available. Mr. Sperber has indicated that the Department of Justice will resume medical and mental health verification tours when the Department of Justice has identified replacement experts. More recently the Department of Justice announced its intentions to commence Protection from Harm verification tours beginning March 15, 2005. However, due to objections from DJJ to the person proposed by the Department of Justice to serve as its expert, DOJ has further postponed Protection from Harm Tours pending identification of a more suitable consultant. While not pleased with the delay, the Department continues to make best use of this down-time to further ensure its readiness to achieve compliance. Commissioner explained that the Department's objection to the person proposed by DOJ to serve as its expert was due to the fact they were already working for the plaintiff's attorneys in litigation with DHR and felt that it would not be appropriate or wise to work with DOJ on the MOA.

### Budget Update

Initially, Jeff Minor, Director of Fiscal Management and Administrative Services, was to present an overview of his Division and the Budget Update. Because the legislative session is coming to a close, he and Spiro Amburn, Director of Legislative Services are both at the Capitol to address any legislative concerns that may arise. Commissioner provided an update on the budget as follows:

- Department-wide Year-to-Date Expenditures are on target. However, there is some concern regarding expenditure levels in our Level of Care out of home placements for youth. We have been taking appropriate action to reduce expenditures in this area and will manage to a level that we can absorb within the departmental operating budget. Expenditures are also up in Personal Services and Per Diem in order to ensure appropriate staffing in security, mental health and medical services. We continue to use overtime, increased part-time positions and hours, and staffing agencies to help meet our staffing requirements. Again, this is being closely managed to remain within the existing operating budget.
- DJJ's FY05 Amended Budget Request has passed and there were no changes from the Governor's Recommendations. The FY06 is out of the House and almost final in the Senate Sub-committee. There are no changes from the Governor's Recommendation, except to add additional funds for health insurance costs and the transfer of state matching funds for Abstinence Education from DHR to DJJ (Children and Youth Coordinating Council).

### Legislative Update

Commissioner iterated that Spiro Amburn is at the Capitol today so he is also including legislative remarks in his comments.

Commissioner informed the Board that there is a good chance that SB 135 (the Superior Court legislation giving juveniles the right to a speedy trial) will go to the floor today. He stated that today is the 37<sup>th</sup> day of the session and that there are three legislative days remaining, with the expectation that the session will end next Thursday or Friday. So far, he stated, it has been a successful session for DJJ.

- SB 134 passed the House last week by a vote of 148-18 and will now be sent to the Governor for his signature. The bill, as passed, is the product of extensive negotiations with the Juvenile Judges and is a fair compromise that allows DJJ to provide more effective programming and management of our population. It also preserves judges' discretion to sentence a youth to a secure bed facility for serious offenders. He stated that he had an opportunity to meet with Judge McDonald of Athens who is the incoming president of the Executive Council of the Council of Juvenile Court Judges. He indicated that they have committed to work together to address issues of mutual concern to judges and to the Department.
- SB 135 requires that a youth charged in superior court must have his/her case presented to a grand jury within 180 days. This bill has been favorably reported by committee and is awaiting approval by the full body of the General Assembly.
- SB 136 modifies the bail law for children in order to give the child the same rights to bail as an adult. The bill preserves the parental right to custody but allows the youth greater opportunity to have relatives post bond. This bill has also passed through committee and is awaiting approval by the full body.

### **Announcements**

- Commissioner Murray attended the opening day of Child Abuse, Injury and Fatality, Investigation, Prosecution and Prevention Conference sponsored by the Georgia Department of Human Resources, Division of Family and Children Services, Georgia Bureau of Investigation, Georgia Child Fatality Review Panel and the Office of the Child Advocate for the Protection of Children. The conference was held at the Waverly Hotel in Atlanta and was well attended, with more than 700 participants. The key note speaker was Governor Sonny Perdue. He also had the opportunity to give remarks and spoke about the importance of prevention; about DJJ and what we've done, what we're seeking to do, the direction we have set for the agency, and his desire and interest to work collaboratively with other state agencies. Their theme was Building Successful Teams.
- Commissioner informed the Board that he will be giving the commencement address at our JCO graduation ceremonies tomorrow in Forsyth. He stated that this is very significant because it is the largest graduating class that the agency

has ever had with 97 Juvenile Correctional Officers graduating. He extended an invitation to the Board to attend the ceremony.

- Commissioner informed the Board that the next two meetings will be held away from Central Office. He stated that the April meeting will be held at the Bill Ireland YDC in Milledgeville in tandem with their Centennial Celebration and the May meeting will be held at the Georgia State Prison in Reidsville.

At this point, Commissioner Murray concluded his remarks and opened the floor for questions or comments.

Elizabeth Lindsey stated that her understanding regarding the Department of Justice's review process was that they would keep the mental health facility experts that were already in place. She inquired if this was the case. Commissioner responded that they kept one of the two, but the Department objected to the other. He added that it is important to him that the Department gets a good assessment; one that is fair, objective, and unbiased.

Lois Frank asked about the Governor's education funding. She inquired if abstinence education was provided to the students. Dr. Tom Coleman, Deputy Director of Programs responded that we do not have an abstinence education program in the curriculum, but our curriculum does offer the same basic education as in public schools across the state. Ms. Frank stated that her personal view is that this should not be the only sex education we provide. Bonny Dixon, Regional Principal for southwest Georgia, added that there is a delivery component through the health education classes and RYDCs across the state uses the resources of the local county health departments for STDs, birth control, etc.

Van Herrin stated that Family Connection deals with sex education, mostly abstinence, in Brantley County and other counties in the southeastern part of the state. He added that the grants received by Family Connection have helped schools in rural areas to deal with this issue.

Before moving on to the next agenda item, Chairman Shuman expressed his appreciation for Commissioner Murray and his efforts on behalf of the agency, whether in the media or before groups. He asked that all present show their appreciation through applause.

### **Overview: Division of Operations**

Rob Rosenbloom, Deputy Commissioner

Mr. Rosenbloom stated that he would talk about the responsibilities of the Operations Division, how they try to carry them out, and some of the challenges they face in doing so, and planning for those challenges which is an important part of their administrative responsibilities.

Mr. Rosenbloom stated that community supervision programs and secure and non-secure detention is the main responsibility for the Operations Division and as Deputy Commissioner, he has overall responsibility for the Division. He stated that he oversees the budget for the Operations Division which covers about 65% of the Department's budget and two-thirds of the Department's staff. He indicated that there are Court Service workers throughout the state and many offices and we handle the operation of twenty-one RYDCs. Jim Frazier, the newly appointed Assistant Deputy Commissioner, will take primary responsibility for the division office staff, which has our statewide experts in different program and administrative areas. He added that he and Mr. Frazier will share responsibility for the Regional Administrators and District Directors.

Mr. Rosenbloom stated that in order to manage this type of operation you have to have some guiding principals and beliefs. Some of those which we think are important for making decisions about children in our custody include:

- Children can change their behavior when provided the appropriate environment, incentives, and resources.
- Families are the most powerful influence in a child's life
- Partnerships with parents, local communities, other government agencies, and private citizens create opportunities and conditions necessary for young juvenile offenders to mature into healthy, self-sufficient adults.
- DJJ is accountable to the citizens of Georgia for every resource made available for the supervision and treatment of juvenile offenders.

Dr. Risler asked if our district lines were drawn in judicial circuits. Mr. Rosenbloom responded that they were at one point but the district lines now mirror DHR's service delivery areas so that we match up services, which is a point of contention with some judiciary.

Using a PowerPoint presentation, Mr. Rosenbloom shared the following areas with the Board:

***Balanced and Restorative Justice*** – He explained that this was not a program but a philosophical approach and a different way of responding to crime in communities and criminal justice systems.

***Statewide Population*** - Mr. Rosenbloom stated that more than 75.9% of youth in our system are served under Community Supervision; 13% served under Community Commitments; 4.8% served under Detention; 2.8% served under STP; and 3.5% served under YDC. He stated that a lot of resources are spent on secure confinement for a smaller number of children served in our system. He stated that this is an important but expensive end of our system.

**Regional Youth Detention Centers (RYDCs)** - Mr. Rosenbloom stated that RYDCs are not designed for long-term treatment, unfortunately, some children stay there for what we consider to be long-term, especially youth who are charged in adult court and are awaiting their court date. Some youth have been known to stay in an RYDC for up to a year or more. When these situations occur, it presents a challenge in delivering services and meeting the needs of the youth. The average length of stay in an RYDC is about 19 days. He stated that the statewide capacity of the twenty-one facilities is 1,189 beds.

Elizabeth Lindsey asked whose decision it was to send a child to an RYDC pending adjudication. Mr. Rosenbloom responded that it was the judge's decision. He added that sometimes we perform intake responsibilities for the judge delegated to us through their authority based on protocols they indicate to us, but ultimately it is the judge's order that allows a youth to stay in detention (pre-adjudication).

Sandra Taylor asked what percentage of time for those youth who spent a year or more in detention is pre-indictment as opposed to post-indictment. Mr. Rosenbloom responded that he did not have the breakdown but according to a study conducted by the Children and Youth Coordinating Committee, the majority of youth who were charged as adults in Georgia end up back in juvenile court or their case is dismissed or their charge was reduced.

**Detention Assessment Instrument** - Mr. Rosenbloom continued stating that the Detention Assessment Instrument (DAI) has been modified from a few years ago and is used as our means to help inform the court and provide a way to assess the risk of a youth in order to make a decision about whether they can be in the community, whether they should be in an alternative to detention, or whether they need a secure bed while waiting for a court date. Some alternatives to secure detention are: conditional release, wrap-around services, tracking, behavior aides, housebound detention, multi-service center, contract home, and non-secure detention/emergency shelter.

**DJJ Processes** - Dr. Risler asked how many contract homes are currently being used. Mr. Rosenbloom responded that, presently, we do not have very many. He stated that over time the numbers have been reduced, and that there may be ten, but not more than fifteen.

**Case Management and Court Services** - Continuing, Mr. Rosenbloom stated that there are currently 356 Juvenile Probation and Parole Specialists (JPPS) who are case managers. He stated that the department needs more and need the help of the Board to acquire more positions in order to reduce case loads. He stated that there has not been an increase in staff in recent years because the department, by necessity, has had to focus on secure facilities.

***Intensive Supervision Programs (ISP)*** – Mr. Rosenbloom explained that ISP is also case management, but with more contacts and more treatment efforts to link kids with services in the community, and more opportunity for enhanced supervision.

***Multi-Service Centers*** – Mr. Rosenbloom stated that these centers can be thought of as day reporting sites. Youth assigned there have case managers, they receive counseling, and they are involved in after school programs.

***Level of Care Process*** – The process by which DJJ fund and place youth out of home. If viable, the first option is to keep the youth in the family. Then an outside placement is looked at and the stabilization of that placement transitions back home. This process should translate to a shorter length of stay for the youth. He stated that we want to take a stronger role to define what treatment success is for a youth. He stressed that we can only place youth within the resources that we have; we do not have unlimited resources to place every kid that we would like to so we have to make the best decisions with the youth that we can.

Going back to the previous topic, Lois Frank stated that she was a little confused about Multi-Service Centers and wanted to clarify that a lot of our community services were not inside the facilities (RYDCs and YDCs). She wanted to know if the Multi-Service Centers were also our facilities. Mr. Rosenbloom responded in the affirmative and added that we have one in Chatham County (Savannah), two in metro Atlanta (one in Dekalb County, one in Fulton County), one in Macon, and one in Albany.

Dr. Risler stated that he thought some schools were cut from the budget. Mr. Rosenbloom stated that community schools that were associated with the multi-service centers were cut from the budget and we had to close them. Those kids will now receive regular schooling at the regular schools or alternative schools, whichever the county will provide for them. Because we had to make some tough decisions about the budget and because we were not serving many kids in the community schools and they were an expensive operation, a priority decision was made to close. He added that the Multi-Service Centers and their after school programs and their evening programs will still exist. Ms. Frank asked about transportation to the programs. Mr. Rosenbloom responded that the Atlanta metro area transportation system is quite extensive so kids are able to get there on their own. He stated that in other areas kids get there with the help of their parents or others. Where they cannot, we will make efforts to try to get them there.

***Wilderness Programs*** – We have contracted with wilderness programs throughout the state and they are also used as out-of home placements.

At this point Mr. Rosenbloom opened the floor for additional questions and comments.

Hearing none, Chairman Shuman called for a break.

## **Overview: Division of Programs**

Thomas Coleman, Ed.D., Deputy Commissioner

Dr. Coleman stated that in past meetings the Programs Division has had the opportunity to discuss certain areas and issues, but they have not had the opportunity to give an overview or orientation of what they do in the Division of Program Services. He stated that he is really honored to do that today and he thanked Commissioner Murray and the Board for that opportunity.

Dr. Coleman stated that although they are about programs, they are also about people. He stated that over the years they have learned that no matter how complicated, no matter how sophisticated, no matter how well thought out our programs are, without the people, without the right people, we are doomed for failure. So saying, he wanted to give the Board a little information about the people that Commissioner Murray has bestowed the responsibility for management of the Division of Program Services. He then shared his background and the background of his administrative staff (Gordon Fisher, Assistant Deputy Commissioner – Campus Operations and Classification; Steve Herndon, Assistant Deputy Commissioner – Programs) with the Board.

Dr. Coleman stated that the Vision and Mission of the Division of Program Services is in sync with that of the Agency. He stated that their Division is made up of two major sections: Campus Operations and Programs. Within Campus Operations there is the Office of Classification & Transportation managed by Linda Layton; Yolande Collins, Campus Operations Deputy; and two new additions, Gary Pattman, YDC Program Director and Ronnie Woodard, YDC Program Director. Mr. Pattman will provide oversight and supervision of the Macon, Crisp, Savannah River Challenge, and McIntosh YDCs. Mr. Woodard will provide oversight and supervision of the Augusta, Eastman, Bill Ireland, and Sumter YDCs.

### **Campus Operations**

***Youth Development Campuses*** – Dr. Coleman stated that currently, they have eight (8) operating YDCs and Muscogee will be the ninth. Currently, there are approximately 1,343 beds in the eight existing YDCs. Including the newly constructed Muscogee YDC, six are state operated, three are privatized; seven are all male and two are female; four are long-term; two are short-term and long-term; and three are short-term only. The difference, he stated, is that committed youth come for longer terms and short-term youth are those that will be there from 30-90 days.

#### **Other facts:**

- YDCs admit both STP and long term committed populations
- 4,950 youth were admitted to YDCs in fiscal 2004
- FY 2004 committed (LT) admissions: 917 male and 97 female
- FY 2004 STP admissions: 2,967 male and 969 female

State-run facilities:

- Augusta YDC – 120 bed capacity (currently not at capacity)
- Eastman YDC – 349 bed capacity (currently near capacity)
- Bill Ireland YDC (Milledgeville) – 300 bed capacity
- Macon YDC – 150 bed capacity (female)
- Sumter YDC – 150 bed capacity
- New Muscogee YDC – 60 bed capacity (up to 72, if necessary - opening Spring, 2005)

Privatized YDCs:

- Crisp YDC – 64 bed capacity (female STP)
- McIntosh – 60 bed capacity (male STP)
- Savannah River Challenge – 150 bed capacity (male STP)

***Office of Classification & Transportation Services*** - Dr. Coleman stated that the Office of Classification & Transportation Services is most probably the key to how we operate, how we classify and how we place the youth who come to us. Their job is to review the screening packets of all the committed youth, whether alternative placement or YDC admissions; review all court orders and checklists for all STP youth; assigns youth to the appropriate YDC facility; provides oversight of YDC admission interview and assessment for committed youth at YDC; implement the CRN assessment to drive placement type and identification of interventions; manages YDC population levels; and provides secure transportation for transferred youth through a network of 14 Transportation Units.

### **Program Services**

The Program Services section is comprised of three major units: Office of Education, Office of Medical Services, and Office of Behavioral Health Services.

***Office of Education*** - Dr. Coleman stated that because the Board acts as the Board of Education for the Department, and through the monthly updates given by Dr. Tom O'Rourke, Associate Superintendent, the Board has had an opportunity to learn about our education program. He stated that education is the best tool we can possibly use to help turn the lives of youth around, to reduce recidivism and to create an interest and to motivate a youth to do something. The Office of Education provides the following services:

- Completes records review, assessment and placement;
- Provides 330 minutes of daily instruction;
- Delivers regular and special education at all sites;
- Contracts for YDC vocational education with DTAE;
- Provides GED instruction, as well as GED testing, at all sites;

- Uses a standard DJJ curriculum tied to the GA QCC using individualized instruction;
- Awards Carnegie units for all work completed; and,
- Provides student transition services at YDCs.

He added that DJJ schools are SACS (Southern Association of Colleges and Schools) accredited.

***Office of Behavioral Health Services (OBHS)*** – This unit functions under the leadership of Rick Harrison, Director. Dr. Coleman stated that OBHS has done a wonderful job of developing programs and leading the Department in the direction of classification, assessment, diagnosis, and placement of youth. He stated that approximately 30% of the youth that come to us is in need of mental health services. The services provided by this unit include:

- Completing mental health and suicide risk screenings for each youth entering every facility;
- Providing mental health treatment for each youth with a mental health diagnosis needing ongoing care in facilities;
- Maintaining two specialized mental health units in YDCs for youth with serious mental illness (who might be treated in a residential facility but must be in a YDC);
- Managing the clinical case review process (BH Panel Review) where facility staff may refer youth whose care presents special considerations or difficulties;
- Planning and overseeing substance abuse prevention programs in all facilities; and,
- Planning and overseeing YDC substance abuse intervention programs and the youth re-entry program.

Judge Ellen McElyea inquired about treatment for children who are adjudicated for sexual offenses. She asked if they would fall into the category of ‘special considerations or difficulties’ and whether there is a specific place they would go to receive the training. Dr. Coleman responded that Bill Samuel and Bill Parks, our resident experts on sexual offenders, have provided training to a large part of our staff and those staff are now providing that training to the young people who are coming to us. He added that we do have a sex offender training program, but we refer to it as intervention because we do not have the resources or the number of experts required to call it treatment.

Dr. Coleman stated that we contract with Psychologists and Psychiatrists across the state to provide social services to youth. Because of a lack of resources, they only provide services from ten to twenty hours per week, based on the size of the facility and the number of youth there.

***Office of Medical Services*** – Dr. Michelle Staples-Horne, Medical Director, provides leadership for this unit. She was the first medical professional of the Department and developed the policy, the operations and the standards that provided the services for years. In 1997-98 we were able to bring in help for her to expand on the services provided by this unit.

Lois Frank stated that Commissioner Murray mentioned that we received additional funds for health care this year. She asked who pays for the services youth in our system receives; is it their families' health care providers, Medicaid, etc.? Dr. Coleman responded that for those kids who qualify for Medicaid, if they are in an YDC and committed to us, we pay. If they are in an RYDC and are not committed, but qualify for Medicaid, then that resource is used. He stated that, essentially, it is a combined effort. Commissioner Murray injected that it is the responsibility of the Department to provide those services to youth in our custody no matter how extensive. Nina Edidin, Legal Services Director, stated that federal Medicaid laws exclude children in state custody from Medicaid/PeachCare. As long as children who were previously covered by Medicaid/PeachCare are in our custody, we are essentially the parent and must provide all services for them.

Van Herrin asked if it was possible for us to pick up policies like businesses do and be self-insured or if we can outsource it and let someone else pick up 80-90% of it and pay the premiums. Ms. Edidin stated that she would have to research it to be sure but added that state agencies are, in fact, self-insured. She stated that one possibility is if a child is out of our facility and in a medical facility for some time, there is some case law that implies that we can apply for Medicaid for that child.

Sandra Taylor asked if we have ever made any effort to work as an HMO and negotiate lower premiums or are we paying full premiums. Dr. Coleman stated that if a child is injured and requires a doctor, because we are a state entity, we are given a reduced rate but we would still be responsible for payment. Ms. Edidin stated that she would research the legality of the agency working with a managed healthcare system or HMO.

Continuing, Dr Coleman stated that the Office of Medical Services also provides daily access to sick call; provides dental and chronic care clinics in all facilities; provides immunizations and enters immunization data in the state records system; contracts for pharmacy services; maintains a network of Medical Doctors, Physician Assistants, Nurse Practitioners, Registered Nurses, and Licensed Practical Nurses at all facilities (most of the PA, NP, RN, AND LPN staff are full time employees but MDs are contracted for a specific number of hours per week at each facility), and work on community and interagency collaboration such as the Rome Pilot Project. He stated that there are youth who come to us that have never been to a doctor or a dentist.

Nutrition Services falls under the Office of Medical Services and is headed by Kathryn Jackson, Registered Dietician. This is a little talked about service that is provided to the

youth. There are youth who have certain food allergies or that do not particularly like a certain food. Ms. Jackson provides standard, planned cycle menus in RYDCs and YDCs as outlined by the dietary requirements of the federal government.

Dr. Coleman concluded his overview and asked for questions or comments.

In response to a question posed by Bill McQueen about the quality of services provided to meet the needs of youth, Dr. Coleman stated that by conducting an appropriate assessment of a youth and giving them some good individual attention, their needs are correctly identified and services are provided in their area of need to help the youth to move forward.

Daniel Menefee asked if there was anything that we are doing with the community to make the transition back into community life easier for the youth. Dr. Coleman responded that we have wrap around services in community programs that follow the youth from that institution back home to help the youth's transition back into the community. Mr. Menefee stated that sometimes kids are stigmatized with labels (good or bad; negative or positive) after being in one of our institutions. He asked if there is any kind of counseling given to youth to help protect them from such hazards as acting out according to how they are perceived. Dr. Coleman stated that once a child has been in the system it is hard to shed the label and reenter the main stream because it has been the practice to place these students into an alternative school. Through meetings with the Department of Education efforts are being made to place the child back into their regular schools in order to remove that label. He stated that our goal is to have the child accompanied by a counselor or caseworker when the child returns to their regular school to speak with the principal or school counselor to try to get them back into the school. Commissioner stated that this is area that needs a lot more work.

Dr. Risler stated that he would like to add that with SACS accreditation, when a child transitions back into a public school, they have a viable and legitimate transcript that enables them to integrate back into their schools. In the past, before SACS, a kid will walk back into a school with a transcript from the YDC and the school would just laugh at it; they treated it as if it were worthless. Specific measures that can shore up that transition can be attributed to SACS accreditation. He stated the he knows of no other youth serving agency in the nation that is SACS accredited in their school system.

Sandra Taylor asked how much advanced notice is given that a child will be returning to their regular school. Dr. Coleman responded that from the moment the child enters our system, we start building their transcript and their school is notified months in advance of how long the child is expected to be in our system.

## **Update: Memorandum of Agreement**

Gordon Fisher, Assistant Deputy Commissioner  
Campus Operations/Special Projects

Mr. Fisher stated that Commissioner Murray has already discussed with the Board the current status of the MOA with the United States Department of Justice (USDOJ). He stated that for purposes of the new Board members, he wanted to share what it is, how it came to be and what it consists of.

He informed the Board that in March 1997, the USDOJ notified the State of Georgia that it intended to investigate its conditions of confinement as it relates to juveniles. He stated that the investigation took about a year to complete. In February 1998, the USDOJ issued a letter of findings which eventually led to the MOA. February of this year marks the beginning of the eighth year that the state has been under this agreement. He added that nothing that this Department does or is involved in has affected the operations of this Department or has had the impact on this Department more than this MOA has had. He stated that up to 2003, we had already spent over \$125 million dollars and added more than 684 positions to the Department. He stated that although it has been a very painful process, it has also been a very productive process and we are a much better agency because of it.

The MOA covered six major areas: Education, Mental Health, Medical, Space and Staffing, Protection from Harm, Quality Assurance, and other correctional matters. It called for DJJ and USDOJ to agree to a monitor, acceptable to both parties, who would monitor the state's progress in obtaining compliance in each of these areas. This monitor would issue a progress report every six months. Over the course of this agreement, eleven reports were issued. The last report covered the period ending December 2003. At this point they convinced the USDOJ that monitoring was no longer necessary, that the systems were in place and that we were ready, in most respects, for USDOJ to come in and evaluate us in terms of compliance in these areas.

Mr. Fisher continued, stating that the Department has been released from the agreement in the areas of Education, Quality Assurance, and Investigations. We remain subject to release in the areas of Mental Health, Medical, and Protection from Harm.

Mr. Fisher concluded his remarks and asked for questions or comments.

Daniel Shuman asked if there was a good time frame that he anticipates the Department would be released from the agreement. Mr. Fisher responded that Commissioner Murray had indicated that this is our year. We hope to be released by the end of June, but at this time we are still operating according to USDOJ's timeframe.

Hearing no other questions or comments, Mr. Shuman asked for a motion to adjourn the regular meeting of the Board and convene the meeting of the DJJ Board of Education. The motion was made by Bill McQueen, seconded by Daniel Menefee and carried.

### **DJJ Board of Education Update**

J. Steve Herndon, Assistant Deputy Commissioner  
Division of Programs

Mr. Herndon greeted the Board and informed them that Dr. O'Rourke was unable to attend the meeting today, so he would provide an update on the activities of the Office of Education.

He stated that there were three items he wanted to update them on. They are as follows:

***Spring Education Conference*** – The Office of Education held its semi-annual 2-day teacher training conference in Macon on March 7<sup>th</sup>-8<sup>th</sup>, at the CentrePlex. Commissioner Murray attended and was the keynote speaker on Day 1. He stated that there has been a lot of mention about the MOA and SACS accreditation. He reminded them that DJJ is no longer subject to the MOA in the area of Education, since we were found in compliance by DOJ. One of the requirements we met was to provide a specific amount of training for teachers and administrators in our school system. Even though we have been removed from MOA oversight, we are continuing to provide this training and even improve on it.

Mr. Herndon indicated that one of the key portions of the training for staff was regarding preparation for SACS accreditation monitoring which will begin later this year. He stated that one of the key things staff is working on is preparing their self reports. Each of our RYDCs and YDCs will have to submit self-reports to the SACS organization – these are individual statements about each facility's relative program and their readiness for monitoring by SACS. Staff continues to prepare their self report statements. Onsite monitoring by SACS is scheduled for later this spring and will result in a monitoring visit to each site. Herndon stated that we anticipate that these visits will go well and we will officially be awarded the SACS accreditation for having completed the self-study and monitoring process.

***National Correctional Education Association*** – Mr. Herndon stated that Dr. O'Rourke and members of his staff were invited to attend the National Correctional Education Association conference in Baltimore held earlier this month. Employees and administrators from correctional agencies, adult and juvenile, from across the country are members of CEA and DJJ was invited to present a program that describes, in total, what our education system has become over the last few years and some of the components of our system. We believe our education program is a national model within juvenile corrections.

As an aside, Mr. Herndon mentioned that Dr. Michelle Staples-Horne, DJJ Medical Director, was invited to attend and make a presentation at the National Conference on Correctional Health Care and the title of her presentation is “Building a Medical System in a Juvenile Correctional Agency from Scratch.” He stated that he appreciated previous comments from both Mr. Shuman and Dr. Risler about where we were and where we are now.

***Meetings with DOE*** – Mr. Herndon stated that we are continuing to meet with DOE regarding youth leaving our system and returning to public schools. Adding to Dr. Coleman’s earlier statement, he indicated that some local school systems automatically funnel DJJ students into alternative schools. He stated that while some of these youth might be better served in an alternative school setting, we are discussing with DOE the wisdom of any system making decisions to *automatically* send DJJ youth to an alternative school without first reviewing their records and individual needs and circumstances. He indicated that DOE appears to be sympathetic and will work with DJJ and local school systems on this issue.

Mr. Herndon concluded his remarks and asked for questions. Hearing none Mr. Shuman presented his comments.

### **Announcements**

J. Daniel Shuman, Acting Chair

- ***March 30-April 1, 2005*** – The Office of Training will hold its Annual Training Conference for DJJ training staff at the Southern Pines Conference Center at Callaway Garden in Pine Mountain, Georgia. Any Board member wishing to attend should contact Ericka Davis.
- The next scheduled meeting of the Board will be held on April 28, 2005 at the Bill Ireland YDC in Milledgeville, Georgia. Their Centennial Celebration Ceremony will be held on that day as well. Because of the ceremony, the start time for the Board meeting will be adjusted.
- Mr. Shuman reminded the members to complete and submit tax exemption forms when checking into a hotel/motel while on agency business.
- Mr. Shuman announced some appointments to Board Committees. Because of the turnover due to expiration of terms, resignations and new appointments, some committees lost members and needed to be reestablished.

Education and Staff Development Committee

Mary E. Wilhite, Chair  
Sandra Heath Taylor  
Van R. Herrin  
Michael L. Baugh

He asked that Judge Ellen McElyea serve on the Finance Committee.

Asking for and hearing no other questions or comments, Mr. Shuman asked for a motion to adjourn.

The motion was made by Daniel Menefee, seconded by Ed Risler and carried.

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J. Daniel Shuman, Acting Chair  
Board of Juvenile Justice

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Albert Murray  
Commissioner

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Dr. Ed Risler, Acting Secretary  
Board of Juvenile Justice