

Ad Hoc Advisory Board Reports

**Volume 5
Research Materials**



January 27, 2003

TABLE OF CONTENTS

(Corrected to Match Manual Sent to Mary Quaid)

	Page
Preface.....	ii
Part 1: Louisiana Statistics	1
Part 2: Summary of Findings: Review of Literature on Juvenile Justice	3
Part 3: Literature Review for Juvenile Justice Commission	34
Part 4: Gaps in Services	148
Part 5: JJC Survey of Gaps in Services, 2002: Rank Order Scores	155
Part 6: Administration of Juvenile Justice in Louisiana	158
Part 7: Estimate of Juvenile Justice: Expenditures in Louisiana in FY 2002	171
Part 8: Comprehensive Strategy Brochure, Survey and Survey Results.....	175

PREFACE

This Report contains the results of several research efforts undertaken, for the most part, by members of the Research Team.

- **Part 1: Louisiana Statistics** compares indicators of child well-being, juvenile justice, child health, education and economic condition in Louisiana to those of the nation.
- **Part 2: Summary of Findings: Review of Literature on Juvenile Justice** provides a summary of findings derived by the Office of Social Service Research & Development of Louisiana State University (LSU-OSSRD) from a review of national and state literature on juvenile justice.
- **Part 3: Literature Review for Juvenile Justice Commission** contains the results of a literature review of state and local efforts to reform juvenile justice in each respective area. The review, which identifies the location, timeframe, type of initiative, stakeholders, process, model, and objectives of each reform effort, was compiled by LSU-OSSRD.
- **Part 4: Gaps in Services** provides a summary of gaps in services in Louisiana. Steve Phillippi, Jr., Director of Training of the LSU Health Sciences Center prepared the summary.
- **Part 5: JJC Survey of Gaps in Services, 2002: Rank Order Scores** contains the results of a survey of gaps in services conducted by the Office of the Judicial Administrator of the Supreme Court. The survey included district judges, city judges, sheriffs, indigent defenders (IDB), and staff members of the Office of Community Services (OCS). The survey provided a list of mental health, substance abuse, and family support and treatment services and asked each respondent to rank order each service in terms of the needs of their respective parishes, districts, or regions. The results of the rank-ordering were then tabulated into the rank order scores presented.
- **Part 6: Administration of Juvenile Justice in Louisiana** contains a Power Point presentation made by Martin B. Fortner, the Director of Institutional Research of Southern University in New Orleans and Debra A. Campbell, a member of the criminal justice faculty of Southern University in Baton Rouge. The presentation provided data on juvenile justice statistics, financing, and other aspects of the administration of justice in Louisiana.
- **Part 7: Estimate of Juvenile Justice: Expenditures in Louisiana in FY 2002** provides two estimates of total juvenile justice expenditures in Louisiana. The first estimate is based on data from the Census of Governments. The second estimate is

based on the Children's Budget for FY 2002. Anthony Gagliano, a Deputy Judicial Administrator of the Supreme Court of Louisiana, prepared the estimates.

- **Part 8: Comprehensive Strategy Brochure, Survey and Survey Results** contains information on the principles of the "Comprehensive Strategy" developed by the Office of Juvenile Justice and Delinquency Prevention (OJJDP) and a copy of the survey instrument used by the Advisory Board of the Louisiana Juvenile Justice Commission to elicit public opinions on the principles of the Comprehensive Strategy. This Part also contains the results of the survey.

PART 1

LOUISIANA STATISTICS

Louisiana Statistics

Indicators of Child Well-Being			
Indicator	LA Percent or Rate	US Percent or Rate	Rank*
Low birth weight babies	10.1%	7.6%	49
Infant mortality rate (death per 1,000 live births)	9.1	7.2	44
Child death rate	32	24	32
Rate of teen deaths rates by accident, homicide, and suicide (deaths per 100,000 teens ages 15-19)	71	54	39
Teen birth rate (births per 1,000 females ages 15-17)	40	30	42
Percent of teens who are high school dropouts (ages 16-19)	11%	9%	36%
Percent of teens not attending school and not working (ages 16-19)	12%	8%	46
Percent of children living with parents who do not have full-time, year-round employment	32%	26%	48
Children in poverty	26%	20%	49
Percent of families with children headed by a single parent	37%	27%	50

* 1=best, 50=worst

Juvenile Justice		
Indicator	LA Percent, Rate or Actual	US Percent, Rate or Actual
Juvenile violent crime arrest rate (arrests per 100,000 youths ages 10-17): 1998	487	394
Juvenile property crime arrest rate (arrests per 100,000 youths ages 10-17): 1998	2,431	2,130
Child Health		
Children without health insurance: 1998	21%	15%
Children in working-poor families who lack health insurance: 1998	29%	23%
2-year olds who were immunized	77%	80%
Education and Economics		
Indicator	LA Percent, Rate or Actual	US Percent, Rate or Actual
4 th grade students who scored below basic reading level: 1998	52%	39%
8 th grade students who scored below basic reading level: 1998	36%	28%
8 th grade students who scored below basic writing level: 1998	25%	17%
Median income of families with children: 1998	35,700	45,000
Female-headed families receiving child support or alimony: 1998	24%	34%
Children in working-poor families without a telephone at home: 1999	12%	9%
Children in extreme poverty (income below 50% of poverty level): 1998	13%	8%

From: 2001 Kinds Count Data Book Online, Annie E. Casey Foundation, 1998 Statistics.

PART 2

SUMMARY OF FINDINGS: REVIEW OF LITERATURE ON JUVENILE JUSTICE

Summary of Findings: Review of Literature on Juvenile Justice

Presentation to the Juvenile Justice Commission Advisory Board

**Louisiana State University
School of Social Work
Office of Social Service Research & Development
June 20, 2002**

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To conduct our review in the area of effective juvenile justice systems, we primarily examined documents that addressed the following questions:

- ❑ What have other states done in the area of juvenile justice system reform and how did they go about implementing a reform effort?
- ❑ What does the research reveal in terms of empirically based “Best Practices” for use in effective juvenile prevention, intervention and rehabilitation programs?

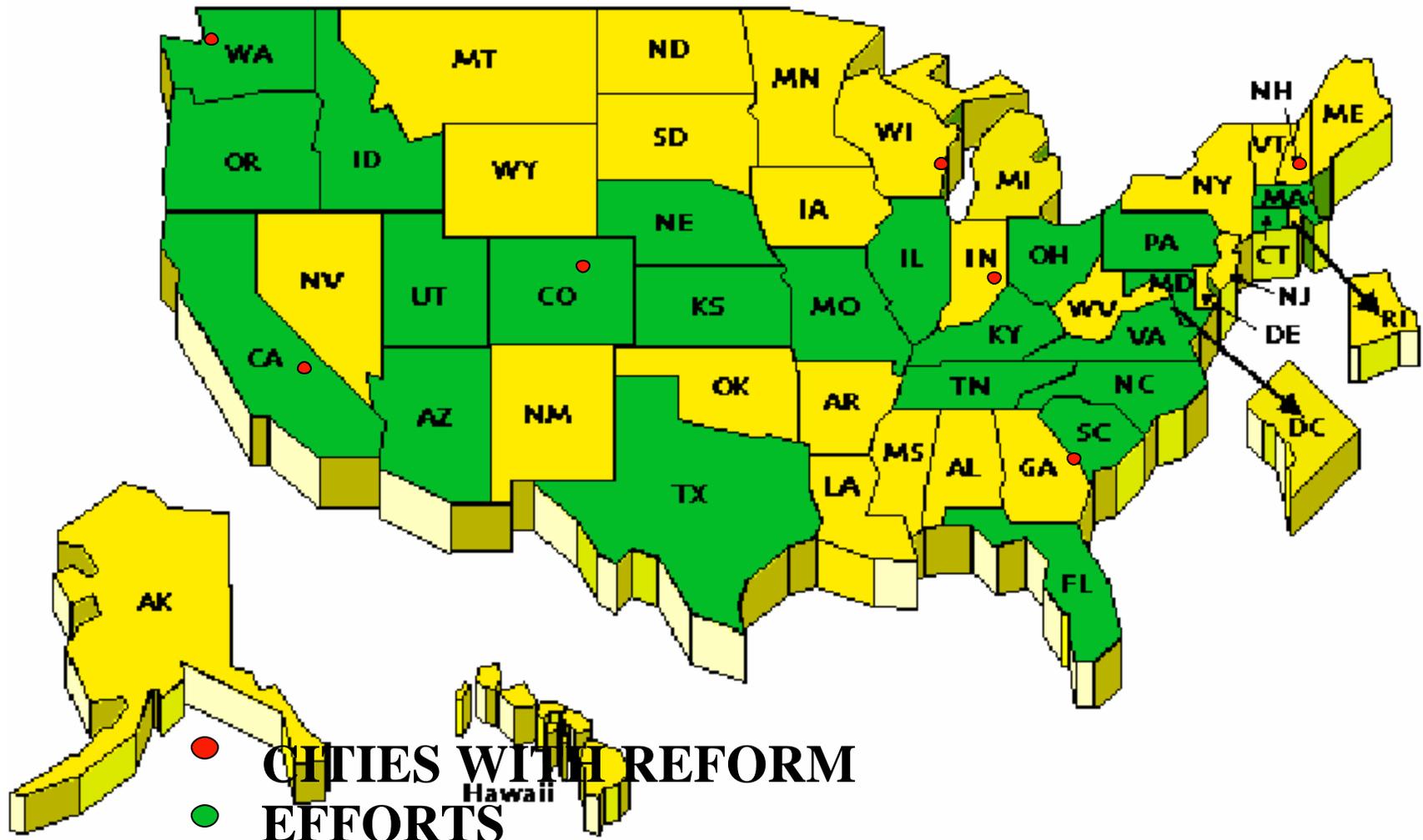
To answer these questions, we:

- ▣ Obtained and reviewed an extensive amount of academic research, as well as all other reports that have been completed by national organizations or research groups. Attachment A, in your handout, provides a list of all references we reviewed. For inclusion in this presentation and in forthcoming recommendations, we have attempted to rely on information that met criteria for validity and reliability in methods used to arrive at any conclusions.

To answer these questions (cont).

- For this presentation, we have summarized major points and selected state efforts that would demonstrate overall efforts and themes of reform and best practices.
- When reviewing information from other states, we cited any states that discussed fiscal concerns or findings.

*** We have provided summary information to you today and we will have a final report available at the end of this process with all of the detailed information on each state and/or each source of valid information.



- CITIES WITH REFORM EFFORTS
- EFFORTS
- STATES WITH REFORM EFFORTS
- STATES WITHOUT REFORM EFFORTS

NATIONWIDE JUVENILE JUSTICE SYSTEM

State/City/ County	Legislative Mandate	Advisory Board Recommendation	Local Initiative	Statewide Initiative
Arizona	"	"		"
California * Orange County * CPA	Component "		"	"
Colorado * SB 94 * City of Pueblo	"		" "	Pending
Connecticut	"	"		"
Florida * Duval County * IDDS * Truancy Centers * FNYFS		"	"	" " "
Idaho	"	"		"
Illinois	"	"		"
Kansas	Component	"		"
Kentucky * DJJ * Louisville		"	"	"
Louisiana	"	Pending		Pending
Maryland	Component	"		"
Massachusetts * Boston * GCYV	"		"	"
Milwaukee			"	
Missouri	Component	"		"
Nebraska	"	"		"
North Carolina	"	"		"
Ohio	"	"		"
Oregon	"	"		"
Pennsylvania	Component	"		"
South Carolina		"		"
Tennessee				"
Texas	"	"		"
Utah * DYC * HB 145	" "	" "		" "
Virginia * CC Act * DJJ		" "		" "
Washington * King County * CJAA * Homebuilders	Component " "	"	"	" "

HIGHLIGHTS OF STATE REFORMS

CITY/STATE	CHARACTERISTICS	RESULTS	COST
<p>Missouri:</p> <p>Division of Youth Services</p>	<p>A statewide system based on: small scale residential facilities, extensive 24 hour per day therapy, quality educational programs, heavy family outreach/counseling, well-qualified, highly trained staff and extensive non residential programming and aftercare support.</p>	<p>1) Far lower recidivism rates than most other state juvenile corrections agencies.</p> <p>2) Far smaller budget than juvenile corrections agencies in other states.</p>	<p>Averages \$94 for each young person in the state aged 10 – 17.</p> <p>The budget was just \$61 million in 2000.</p>

HIGHLIGHTS OF STATE REFORMS

CITY/STATE	CHARACTERISTICS	RESULTS	COST
<p>Orange County, California:</p> <p>“8 Percent Solution”</p>	<p>County probation program aimed at reducing the number of chronic juvenile offenders by:</p> <ol style="list-style-type: none"> 1) Identifying the characteristics of youth at highest risk to become chronic offenders; 2) Enrolling potential chronic offenders in an intensive day treatment program; and 3) Screening all first-time offenders to identify those with highest probability to become chronic offenders (the 8% youth). 	<ol style="list-style-type: none"> 1) Just 49% of youth in initial pilot were re-arrested within one year, vs. 93% arrest rate for youth with identical characteristics in an earlier study. 2) In a controlled evaluation, youth who completed the program suffered two or more subsequent arrests 29% less often than those randomly assigned to a control group. 3) “8%” youth had fewer arrests, fewer court petitions, and spent fewer days in confinement than control group. 4) Florida has replicated this project with its IDDS Project with similar results and significant cost savings 	<p>Cost is \$14,000 per individual per year.</p> <p>The intervention is substantially reducing future costs for incarceration as well as damages suffered by would-be victims of future crimes.</p>

HIGHLIGHTS OF STATE REFORMS

CITY/STATE	CHARACTERISTICS	RESULTS	COST
<p>Milwaukee, Wisconsin:</p> <p>Wraparound Milwaukee</p>	<p>Wraparound Milwaukee is run by the Milwaukee County Mental Health Division –Child & Adolescent Services Branch. Each youth receives care tailored to their specific needs. Particularly important are the program’s strength based approach to children and families; family involvement in the treatment process; needs-based service planning and delivery; individualized service plans; and outcome focused approach.</p>	<ol style="list-style-type: none"> 1) Reduced use of residential treatment from 360 youth per day to 135 per day. 2) Reduced psychiatric hospitalizations of children/adolescents by 80%. 3) Reduced arrests of delinquent youth participants by more than 70 % from year prior. 4) Substantially improved participants behavioral functioning as measured by mental health assessments. 5) Replaced funding “hodgepodge” with unified fiscal system. 6) School attendance improved 60%. 	<p>The average monthly cost youth enrolled in Wraparound Milwaukee was only \$4,350 per month.</p> <p>In contrast, a youth enrolled in a residential treatment placement or juvenile facility costs \$7,000 per month.</p>

HIGHLIGHTS OF STATE REFORMS

CITY/STATE	CHARACTERISTICS	RESULTS	COST
<p>Memphis Tennessee:</p> <p>Youth Villages</p>	<p>Private non-profit agency serving youth with emotional and behavioral disorders, providing a continuum of residential and non residential care including: 1) Multi systemic therapy and 2) Multidimensional treatment Foster care.</p>	<p>Youth Villages served over 2,000 youths in 2000-2001.</p> <ul style="list-style-type: none"> ❑ 88% of those children went home to live with their families or to live on their own; ❑ Only 2% were discharged to a correctional setting; ❑ Two years after discharge, 78% of the youths discharged in 1999-2000 were still living with either their family or independently 	<p>The first year Youth Villages enacted its Continuum of Care service model (1995). It saved the state of Tennessee over \$12 million.</p>

HIGHLIGHTS OF STATE REFORMS

CITY/STATE	CHARACTERISTICS	RESULTS	COST
<p>King County Washington:</p> <p>Juvenile Justice Operational Master Plan</p>	<p>Comprehensive analysis of county juvenile justice operations in order to:</p> <ol style="list-style-type: none"> 1) Reduce overcrowding at juvenile detention centers; 2) Eliminate need for construction/operation of added detention beds; and 3) Identify alternative programs/policies to improve outcomes for juvenile offenders and reduce offending rates. 	<p>County adopted master plan in August 2000:</p> <ol style="list-style-type: none"> 1) New policies and programs established to prevent unnecessary placement into detention and reduce lengths of stay; 2) Average detention population down 30% since January 1999; 3) Construction of new detention facility on hold indefinitely; and 4) Funds not used for construction invested in high risk offenders. 	<p>At a cost far below what would have been required to build a new detention facility, youth are participating in new alternatives to detention and home-based intervention programs that have records for reducing future offending rates.</p>

HIGHLIGHTS OF STATE REFORMS

CITY/STATE	CHARACTERISTICS	RESULTS	COST
<p>Washington: Homebuilders</p>	<p>An Intensive Family Preservation Service program (IFPS) providing intensive, in home crisis intervention, counseling and life-skills education for families who have children at imminent risk of placement in state funded care. Its goal is to prevent the unnecessary out-of-home placement of children through intensive, on-site intervention, and to teach families new problem solving skills to prevent future crises.</p>	<p>Since 1974, Homebuilders has provided services to more than 15,000 families. The most recent data show that 75 to 90 percent of the children and adolescents who participated in such programs subsequently did not require placement outside the home. The youths' verbal and physical aggression decreased, and cost of services was reduced</p>	<p>The cost of IFPS is approximately \$4,900 per child per year. On a per case basis, intensive family preservation services cost less than foster care, and considerably less than placement in residential juvenile or psychiatric institutions.</p>

Selected State Reform Processes

<p><u>California</u> 1999 – Present</p>	<p><u>Law/Project</u> Schiff-Cardenas Crime Prevention Act of 2000 - To implement a comprehensive multi-agency juvenile justice plan</p>	<p><u>Steps Taken:</u></p> <ul style="list-style-type: none">• Obtain local community juvenile justice plan for treatment of juveniles2. Established local criteria for all local plans to meet if they wanted state funds3. Included requirement for evaluation of effort; outcome measures and costs4. Plans reviewed and approved on regular basis by Board of Corrections
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Selected State Reform Processes

<p><u>Colorado</u> 1991-1994</p>	<p><u>Law/Project</u> Senate Bill 94</p>	<p><u>Steps Taken:</u></p> <ul style="list-style-type: none"> • Developed criteria for placement of juveniles in secure care facilities 2. Specified formula for allocation of resources to each county for development of local services as alternatives to secure care 3. Authorized establishment of pilot programs in local jurisdictions that would provide services for juveniles to help relieve overcrowding. 4. Provide for establishment of a Juvenile Services Fund that would distribute funds to local jurisdictions 5. Application of “balanced and restorative justice” to juvenile system 6. Funded statewide evaluation of effectiveness of local plans
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Selected State Reform Processes

<u>Colorado</u> (Cont.)	<u>Law/Project</u>	<u>Steps taken:</u>
1993	Senate Bill 134	Changed funding from county to judicial district.
1994		Participated in national Intensive Aftercare Project (IAP)
1995		Developed standardized procedures for detention screening and assessment

Selected State Reform Processes

<u>Florida</u>	<u>Law/Project</u>	<u>Steps Taken:</u>
1997 – present	N/A	1. Implemented truancy centers in 15 Juvenile Assessment Centers
2001 – present	N/A Replicates Orange County 8% Project to intervene early with juveniles at high risk to become chronic offenders	2. Develop Intensive Delinquency Diversion Services (IDDS)
2002	N/A	3. Implemented \$108 million contract with Florida Network of Youth and Family Services for runaway, habitual truants and ungovernable youth program (CINS/FINS children)

Selected State Reform Processes

<u>Milwaukee</u>	<u>Law/Project</u> N/A	<u>Steps taken:</u> <ol style="list-style-type: none">1. Collected funds spent by child welfare, juvenile justice and mental health on out of home placement.2. Used collected funds to support a continuum of services including wraparound and residential care.3. Collects \$10 million per year in Medicaid for eligible youth.
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Selected State Reform Processes

<p><u>Ohio</u></p>	<p><u>Law/Project</u> Reclaim Ohio</p>	<p><u>Steps taken:</u></p> <ol style="list-style-type: none"> 1. Established funding initiative to encourage development of contracting for a range of community based sanctions options by local juvenile courts. 2. Empowered local judiciary with more sentencing options and disposition alternatives. 3. Funding formula based upon number of youth adjudicated in previous 4 years in what would be felonies, if they were adults. 4. Each county is allotted 75% of the daily costs of youth housed in state secure facilities and 50% of the daily costs of youth housed in state community correction centers. 5. Counties do have “public safety beds” funded by the state for murder, rape or manslaughter. 6. Sets up a debit system where local judiciary can keep youth in county or pay state to provide services. Monies they save by keeping youth in local community based alternatives are rebated to the county each year.
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Cost/Benefit Reform Efforts

Washington State Institute for Public Policy Cost-Benefit Study 1999

Taxpayer Cost Savings

Taxpayer and Crime Victim Cost Savings

Blueprints Program	Cost Per Participant	Per Participant *	Benefits per Dollar of Cost †	Per Participant *	Benefits per Dollar of Cost ‡
Multidimensional TFC	1,934.00	27,202.00	14.07	43,661.00	22.58
Multisystemic Therapy	4,540.00	38,047.00	8.38	61,068.00	13.45
Functional Family Therapy	2,068.00	14,167.00	6.85	22,739.00	11.00
Big Brothers Big Sisters	1,009.00	1,313.00	1.30	2,143.00	2.12
Nurse Home Visitation	7,403.00	6,155.00	0.83	11,369.00	1.54
Quantum Opportunities	18,292.00	1,582.00	0.09	2,290.00	0.13

* Estimated total dollar amount of benefits expected to be received in avoided criminal justice costs.

† Taxpayer cost savings per participant divided by the cost per participant. Values greater than \$1.00 indicate that the program's crime-reducing benefits are greater than its costs.

‡ Taxpayer and crime victim cost savings per participant divided by the cost per participant.

Source: Adapted from AOS et al., 1999

Tennessee – Youth Villages

The first year Youth Villages enacted its Continuum of Care service model (1995), it saved the state of Tennessee over \$12 million.

The cost of multisystemic therapy (MST) is a great savings over the cost of residential treatment (RT) and has a much greater likelihood of success than residential treatment alone.

Type of Treatment	Cost	Projected Success Rate
12 months RT	\$73,000	35%
6 months RT	36,500	35%
3 months RT & 4 months MST	27,374	70%
4 months MST	9,125	70%

After considering the costs of youths returning to placement after program completion, MST provides even greater savings over the cost of RT.

Type of Treatment	Total Costs Including Recidivism
12 months non-MST	\$120,450
6 months non-MST	60, 225
3 months RT & 4 months MST	35,590
4 months MST	11,860

OTHER STATES WITH SUCCESSFUL COST-BENEFIT RESULTS

California – the Schiff-Cardenas Crime Prevention Act of 2000

Connecticut – Substitute Bill #5760 made substantive changes to juvenile justice system.

Florida – Intensive Delinquency Diversion Services (IDDS)

Maryland – Family to Family Model

- * Family Centered Approach to dealing with troubled children and youth implemented with “pooling of funds” of all agencies with family services

- *Wraparound services paid for by upfront commitment of new funds and re-allocation of funds used for secure care.

- *Maximized attainment of federal funds; IV-E; Medicaid

Washington State – Homebuilders

- * Maintains family as a unit by strengthening and providing intensive services aimed at preventing out of home placement and family break-up

Best Practices, Promising Programs and Selected Applications

Risk Factors and Problem Behaviors

This chart lists the risk factors in the four domains. Problem behaviors associated with each risk factor are marked on the right

Risk Factors	Substance Abuse	Delinquency	Teenage Pregnancy	School Dropout	Violence
Community Domain					
Availability of drugs	X				
Availability of firearms		X			X
Community laws and norms favorable toward drug use, firearms and crime	X	X			X
Media portrayals of violence					X
Transitions and mobility	X	X		X	
Low neighborhood attachment and community organization	X	X			X
Extreme economic deprivation	X	X	X	X	X
Family Domain					
Family history of the problem behavior	X	X	X	X	
Family management problems	X	X	X	X	X
Family conflict	X	X	X	X	X
Favorable parental attitudes and involvement in problem behavior	X	X			X
School Domain					
Early and persistent antisocial behavior	X	X	X	X	X
Academic failure beginning in elementary school	X	X	X	X	X
Lack of commitment to school	X	X	X	X	
Individual / Peer Domain					
Rebelliousness	X	X		X	
Friends who engage in the problem behavior	X	X	X	X	X
Favorable attitudes toward the problem behavior	X	X	X	X	
Early initiation of the problem behavior	X	X	X	X	X
Constitutional factors	X	X			X

Source:
Catalano and
Hawkins, Risk-
Focused
Prevention:
Using the
Social
Development
Strategy
Strategy
(1995).
Seattle:
Developmental
Research and
Programs, Inc.

Overview of Comprehensive Strategy

Problem Behavior > Noncriminal Misbehavior > Delinquency > Serious, Violent, & Chronic Offending

Prevention
Target Population:
At-Risk Youth

Graduated Sanctions:
Target Population:
Delinquent Youth



- Youth Development Goals:**
- ❑ Healthy and nurturing families
 - ❑ Safe communities
 - ❑ School attachment
 - ❑ Prosocial peer relations
 - ❑ Personal development and life skills
 - ❑ Healthy lifestyle choices

- Youth Habilitation Goals:**
- ❑ Healthy family participation
 - ❑ Community reintegration
 - ❑ Educational success and skills development
 - ❑ Healthy peer network development
 - ❑ Prosocial values development
 - ❑ Healthy lifestyle choices.

Best Practices Will Work Best In a System That ...

- A. Is Comprehensive
- B. Is Integrated Across Systems
- C. Maintains a Full Continuum of Services,
Including Graduated Sanctions

**** It should be planned by and be supported by: local communities, state leaders, law enforcement, prosecution, the judiciary, provider representatives, and youth.**

PROGRAMS SHOULD:

- Match interventions with specific needs
- Be quickly responsive to needs
- Be of appropriate duration
- Be delivered by trained professionals who believe in the intervention
- Be delivered by professionals who like working with the population served
- Be evaluated regularly by referral source (formal or informal)
- Have regular clinical supervision (as appropriate)
- Be multi-modal
- Be strength-based
- Assess and plan for program implementation
- Assure implementation fidelity
- Assess site readiness to adopt research-based programs

PROGRAMS SHOULD ALSO ...

- ❑ Hold youth accountable
- ❑ Provide for Youth to build competencies
- ❑ Ensure public safety
- ❑ Recognize victims
- ❑ Provide aftercare/reintegration
- ❑ Be community oriented

Best Practices Address Risk Factors Holistically

- ❑ Gender Related Issues
- ❑ Sexual Abuse
- ❑ Substance Abuse
- ❑ Developmental Disabilities
- ❑ Mental Illness
- ❑ Academic Failure
- ❑ Truancy
- ❑ Family Dysfunction
- ❑ Community Disintegration

Implement Best Practice/Promising Programs Where They Have Best Chance of Success

- ❑ Build on Existing Models
- ❑ Along a Continuum
- ❑ Example – FINS, TASC, Homebuilders
- ❑ Comprehensive Strategy,
**Supplement existing or create new services to meet needs
using tested programs on a continuum.

Selected Applications:

- ❑ Multisystematic therapy – a Best Practice used successfully in Youth Villages, TN
- ❑ Therapeutic Foster Care
- ❑ Wraparound Milwaukee

Select Sources For Best Practices and Promising Programs

- ❑ Blueprints Project funded by Office of Juvenile Justice and Delinquency Prevention – managed through University of Colorado’s Center for the Study and Prevention of Violence
 - Most stringent
 - 16 programs are deemed “Best Practices” supported by research

- ❑ American Youth Policy Forum
 - Less stringent criteria for inclusion
 - 2 compendia of Evaluations of Youth Programs and Practices
 - Professional team reviewed hundreds of evaluations
 - 100 Programs included – some are “Best Practices”
 - *Guiding Principles for Promising Female Programming: An Inventory of Best Practices* – Office of Juvenile Justice and Delinquency Prevention
 - Pulls together most recent knowledge on girls’ needs and effective programming

- ❑ Reports of the Surgeon General’s Conference on Children’s Mental Health and on Youth Violence

PART 3

LITERATURE REVIEW FOR JUVENILE JUSTICE COMMISSION

Literature Review for Juvenile Justice Commission

Arizona

Timeframe: 1986- present

Initiative: Connecting the Pieces, A Continuum of Care

The treatment program combines individual, group, and family counseling with a system through which residents progress from restrictive to more permissive levels. It had its origins in a retreat in January 1992 attended by 30 Department of Youth Training and Rehabilitation staff, whose mission it was to develop a program which would effectively address the needs of Arizona's troubled youth. Following the retreat, staff developed the program handbook, which directs the development of an individual treatment plan for each resident. It also provides for multidisciplinary treatment teams, individual case plans, assessment and review. The program was first introduced at Adobe Mountain School in Phoenix, Arizona on April 6, 1992 and has since been implemented in most cottages there and at Catalina Mountain School near Tucson.

Stakeholders:

Government, police, non profit groups, local businesses, school officials, major manufacturers, churches, media, county and district attorneys, juvenile correctional services providers, mental health officials, community advocacy groups, faith-based groups and youth.

Process:

A class action suit, *Johnson v. Upchurch*, was brought on behalf of all youth incarcerated at Catalina Mountain, a Juvenile Institution near Tucson, against Superintendent James Upchurch of the Department of Corrections who was the director of Catalina Mountain. After seven years of litigation (with the State of Arizona paying over \$1.8 million in fees and costs) the case was settled in April 1993 with a consent decree, which served as the framework for the reform of Arizona's entire juvenile justice system.

In May 1989, Governor Rose Mofford wrote a letter to the judge handling the lawsuit, Judge Richard M. Bilby, stating her intent to "appoint a commission to review the juvenile correctional system in Arizona" and "develop a plan that shall recognize the need for treatment on an individual basis and will anticipate the use of the least restrictive environment."

The Select Committee on Juvenile Corrections was created by an Executive Order signed by the Governor on September 22, 1989. The Commission's 23 members were well-connected business leaders, attorneys and juvenile advocates. The Commission held public hearings in all parts of the state and interviewed dozens of people knowledgeable about juvenile justice and institutional issues both in Arizona and other states.

A year after its appointment, the Commission released a comprehensive report containing 42 specific recommendations including the development of objective criteria to assess risk and

guide decisions regarding confinement. It also recommended that the state's juvenile institutions provide a full array of educational, vocational, and program services for the limited number of youth requiring secure confinement under the criteria, and a full continuum of non-institutional services for those who did not. In May 1990, Governor Mofford appointed a Task Force to implement the Commission's recommendations.

During the same time period, the Arizona legislature began to reassess the juvenile corrections system. It took the critical step of removing responsibility for juvenile institutions from the Department of Corrections and placing it instead with a new Department of Juvenile Corrections. It also created a separate school district, encompassing all of the juvenile institutions, in an effort to improve educational programs and services.

The Task Force sought assistance from Russell Van Vleet of Salt Lake City. Van Vleet, a well-regarded consultant on juvenile corrections associated with the University of Michigan's Center for the Study of Youth Policy, played a major role in translating the recommendations for reform into practical solutions. With support from the Annie E. Casey Foundation, he was able to bring legislators and administrators from Utah and Florida to Arizona to describe how their states had successfully made the transition away from large congregate-care institutions to smaller, more home-like facilities and increase community services.

The legislature gave Department of Juvenile Corrections a new name: Department of Youth Treatment and Rehabilitation. Fife Symington succeeded Mofford as governor in 1990 and authorized a nationwide search for a director for the new agency. In January of 1992, Governor Symington selected John Arredondo to be the run the new Department of Youth Treatment and Rehabilitation. Mr. Arredondo helped guide the Texas Youth Commission through the implementation of the consent decree in *Morales v. Turman*, the seminal case in juvenile institutions reform litigation. Mr. Arredondo had at one time or another been responsible for every aspect of the reformed Texas system, including diagnostic and assessment facilities, parole and after care services, and institutional programs.

Model/Source:

In designing the program, DYTR staff drew on materials from three sources:

1. Kuhn and Antinelli's "Keys to Innervations," an educational curriculum focusing on substance abuse, family issues about dependency, emotional control, personal accountability, and school problems. It gives special attention to transition from the institution to the community and offers strategies for creating meaningful behavior changes in 14 different areas of students' lives. It is intended to teach responsibility and pro-social skills while providing decreasing levels of supervision.
2. Ferrara's Group Counseling with Juvenile Delinquents: The Limit and Lead Approach. This curriculum attempts to establish a positive learning environment and teach positive social skills. Daily groups focus on victim empathy and recidivism precautions as well as on specific topics such as self-esteem, sexual victimization, or aggression control.

3. Senge's The Fifth Discipline: The Art and Practice of the Learning Organization. The curriculum strives to provide an individualized, competency-based plan for each student. It has provided the basic structure for the Department's educational background.

Objectives:

The objectives of the program have defined its development:

1. Cottages and classrooms, which are, clean, pleasing and conducive to treatment and learning.
2. Appropriate, individualized clothing for each youth
3. Structured yet family-like surroundings stressing positive interactions among staff and residents.
4. Safety from other youth, privacy in individual rooms and respect for one another's space.
5. Staff trained in de-escalation skills, using techniques of therapeutic crisis intervention.
6. Development of pro-social skills that assist youth in interacting and communicating effectively.
7. Socio-moral development that involves exposure to moral thinking, ethics, and values and evaluates the youth in terms of past, present and future values.
8. Educational assessment of skill level.

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Literature Review for Juvenile Justice Commission

Boston

Timeframe: 1994 - present

Initiative: 1994 Juvenile Justice Initiative

Stakeholders: Government, police, non profit groups, local businesses, national guard, school officials, major manufacturers (Reebok), churches, media, county and district attorneys, juvenile correctional services providers, mental health officials, community advocacy groups, faith-based groups and youth.

Process: In 1994 Police Chief Evans helped organize the city's first Youth Violence Task Force as a result of violence that reached a peak in 1990 when the city recorded 152 youth and adult homicides. At that time the police department made the realization that they needed to emphasize prevention rather than responding to crisis as they arose. That included getting to know the communities and gang members where violence was the highest. In a series of unprecedented meetings, representatives from an array of law enforcement agencies – the state attorney general, Boston's district attorney, probation and parole officers and the Department of Youth Services met with gang members and warned them of the consequences of their violent behavior.

Police have been very proactive in initiating programs to reach out to Boston's youth. The police department enlarged its team of youth service officers assigned to teach anti-drug and anti-gang programs in schools. In addition, the officers take youth on field trips, organize sports clinics and run basketball tournaments.

The city has also expanded job opportunities for youth. The police department initiated a "Summer of Opportunities" jobs program, with funding from John Hancock Financial Services, Boston's insurance giant. The program provides employment and job training for 40 young people during the summer and part-time work during the school year.

City leaders and youth advocates say that the sharp decrease in juvenile crime is the result of a citywide collaboration of schools, police, businesses and youth organizations. Another key to Boston's anti-crime initiative is its network of 34 city-funded community centers, which employ street workers trained to work directly with gang members and other high-risk youth.

In addition, churches are large contributors to the anti-violence initiative. Some local churches provide tutoring, computer training and college preparation classes.

Cost: Boston has spent approximately \$20 million in additional funds on its juvenile justice initiative, most of it from grants authorized by the omnibus crime bill approved by Congress in 1994.

Other In January 1996, DYS was awarded a \$1million national demonstration grant from the Clinton administration. The grant funds community partnership, prevention efforts and collaborative enforcement strategies in Western Massachusetts. The resulting programs will be used by the U.S. Department of Justice as a model for other states.

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Literature Review for Juvenile Justice Commission

California

Timeframe: 1999 – Present

Initiative: The Schiff-Cardenas Crime Prevention Act of 2000.

Stakeholders:

Governmental agencies, public and private agencies, State Attorney, non-profit organizations, faith-based organizations, schools, business, law enforcement, military organizations, community advocacy groups, media and youth.

Process to Develop a Plan:

- (A) Juvenile justice plans shall include, but not be limited to, all of the following components:
- (i) An assessment of existing law enforcement, probation, education, mental health, health, social services, drug and alcohol and youth services resources that specifically target at-risk juveniles, juvenile offenders, and their families.
 - (ii) An identification and prioritization of the neighborhoods, schools, and other areas in the community that face a significant public safety risk from juvenile crime, such as gang activity, daylight burglary, late-night robbery, vandalism, truancy, controlled substances sales, firearm-related violence, and juvenile substance abuse and alcohol use.
 - (iii) A local juvenile justice action strategy that provides for a continuum of responses to juvenile crime and delinquency and demonstrates a collaborative and integrated approach for implementing a system of swift, certain, and graduated responses for at-risk youth and juvenile offenders.
- (B) Programs proposed to be funded shall satisfy all of the following requirements:
- (i) Be based on programs and approaches that have been demonstrated to be effective in reducing delinquency and addressing juvenile crime for any elements of response to juvenile crime and delinquency, including prevention, intervention, suppression, and incapacitation.
 - (ii) Collaborate and integrate services of all the resources
 - (iii) Employ information sharing systems to ensure that county actions are fully coordinated, and designed to provide data for measuring the success of juvenile justice programs and strategies.

- (iv) Adopt goals related to the outcome measures that shall be used to determine the effectiveness of the local juvenile justice action strategy.
- (C) The plan shall also identify the specific objectives of the programs proposed for funding and specified outcome measures to determine the effectiveness of the programs and an accounting for all program participants, including those who do not complete the programs. Outcome measures of the programs proposed to be funded shall include, but not be limited to, all of the following:
- (i) The rate of juvenile arrests per 100,000 population.
 - (ii) The rate of successful completion of probation.
 - (iii) The rate of successful completion of restitution and court-ordered community service responsibilities.
 - (iv) Arrest, incarceration, and probation violation rates of program participants.
 - (v) Quantification of the annual per capita costs of the program.
- (D) The Board of Corrections shall review plans submitted pursuant to this paragraph within 30 days upon receipt of submitted or resubmitted plans. The board shall approve only those plans that fulfill the requirements of this paragraph, and shall advise a submitting county or city and county immediately upon the approval of its plan. The board shall offer, and provide if requested, technical assistance to any county or city and county that submits a plan not in compliance with the requirements of this paragraph. The SLESF shall only allocate funding pursuant to this paragraph upon notification from the board that a plan has been approved.
- (E) To assess the effectiveness of programs funded pursuant to this paragraph using the program outcome criteria specified in subparagraph (C), periodic reports shall be submitted.

Data:

- (1) Outcome measures of the programs proposed to be funded shall include, but not be limited to, all of the following:
 - (i) The rate of juvenile arrests per 100,000 population.
 - (ii) The rate of successful completion of probation.
 - (iii) The rate of successful completion of restitution and court-ordered community service responsibilities.
 - (iv) Arrest, incarceration, and probation violation rates of program participants.
 - (v) Quantification of the annual per capita costs of the program.

- (2) The following periodic reports shall be submitted:
- (i) Each county or city and county shall report, beginning August 15, 2001, and annually thereafter, for two years (2002 through 2003) to the county board of supervisors and the Board of Corrections, in a format specified by the Board of Corrections, on the programs funded pursuant to this chapter and program outcomes as specified in subparagraph (C).
 - (ii) The Board of Corrections shall compile the local reports and, by January 15, 2002, make an interim report to the Governor and the Legislature on program expenditures within each county and city and county from the appropriation for the purposes of this paragraph.
 - (iii) The Board of Corrections shall complete a final report regarding the outcomes as specified in subparagraph (C) of the programs funded pursuant to this paragraph and the statewide effectiveness of the comprehensive multiagency juvenile justice plans by July 15, 2003.

Cost:

The budget for this Act is \$116.3 million.

- (A) There shall be established in each county treasury a Supplemental Law Enforcement Services Fund (SLESF), to receive all amounts allocated to a county for purposes of implementing this chapter.
- (B) In any fiscal year for which a county receives money to be expended for the implementation of this chapter, the county auditor shall allocate moneys in the county's SLESF, including any interest or other return earned on the investment of those moneys, within 30 days of the deposit of those moneys into the fund, and shall allocate those moneys in accordance with the following requirements:
 - (i) Five and fifteen one hundredths percent (5.15%) to the county sheriff for county jail construction and operation. In the case of Madera, Napa, and Santa Clara Counties, this allocation shall be made to the county director or chief of corrections.
 - (ii) Five and fifteen one hundredths percent (5.15%) to the district attorney for criminal prosecution.
 - (iii) Thirty-nine and seven-tenths percent (39.7%) to the county and the cities within the county.

- (iv) Fifty percent (50%) to the county or city and county to implement a comprehensive multiagency juvenile justice plan as provided in this paragraph. This plan shall be developed by the local juvenile justice coordinating council in each county and city and county with the membership described in Section 749.22 of the Welfare and Institutions Code. The plan shall be approved by the county board of supervisors, and in the case of a city and county, the plan shall also be approved by the mayor.

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Literature Review for Juvenile Justice Commission

California

Timeframe: 1987 – Present

Initiative: The 8% Solution

An intensive intervention program for youth meeting the “8%” profile. Specifically, an objective assessment instrument was used to determine which young people referred to juvenile court on delinquency charges were: a) first-time offenders; b) 15 years or younger; and c) suffering three or more risk factors. The county then placed youth who met these criteria into a multi-pronged approach centered around a new “Youth and Family Resource Center.” Core elements of the approach included: 1) All-day program operating five days per week; 2) Family involvement and counseling; and 3) Focus on substance abuse. The county monitored the youth and found that only 49% of the at-risk youth suffered subsequent adjudications in the twelve months after enrollment, barely half the historic re-arrest rate (93%) for youth with the same profile.

Stakeholders:

County Probation Department, governmental agencies, public and private agencies, State Attorney, non-profit organizations, faith-based organizations, schools, business, law enforcement, military organizations, community advocacy groups, media, parents and youth.

Process:

As part of its strategic planning efforts preparing to enter the 1990’s, the Orange County Probation Department analyzed two cohorts of more than 3,000 youthful offenders – one comprised of youth who entered the county’s juvenile justice system for the first time during the first half of 1985, the other entering during the first half of 1987. Gwen Kurz, research director for the Orange County Probation Department, and her boss, Michael Schumacher, found that 70 percent of Orange County youth referred to juvenile court never returned, and another 22 percent came back only once or twice within three years. However, there was a small group – 8 percent of all offenders ever referred to juvenile court – who appeared four or more times within three years. These chronic offenders committed more than half of all repeat juvenile crimes. They reappeared in juvenile or adult court an average of eight times in the six years following their initial referral to juvenile court, and nearly all committed at least one very serious and/or violent crime. The chronic offenders were incarcerated an average of 20 months over the three years at a cost of \$44,000 each.

Kurz and Schumacher then identified traits that would predict these chronic offenders at the first offense. They found that the youth most likely to become chronic delinquents differed from other juvenile offenders in two ways. First, those arrested at a young age (before 16) were far more likely than other youth offenders to become chronic delinquents. Second, youth who

exhibited multiple problems – family discord, school failure, substance abuse, and/or predelinquent behavior – were at highest risk for recurring lawbreaking.

Data:

Orange County has expanded the program to serve 350 youth county-wide, and it is utilizing a rigorous evaluation design to compare outcomes for extreme-risk youth enrolled in the program with outcomes for youth with equivalent profiles who are randomly assigned to conventional juvenile court services and sanctions.

Among the 71 youth who completed the program by June 30, 1999, 33.8 percent committed two or more offenses in the twelve months after program entry. By contrast, 48.5 percent of the control group youth not placed into the program committed two or more offenses during the twelve-month period. In addition, participating youth have had fewer new court petitions, fewer arrest warrants, and spent fewer days in custody than control group youth in the first twelve months.

Cost:

With a cost of \$14,000 per individual per year, the intervention is substantially reducing future costs for incarceration as well as damages suffered by would-be victims of future crimes.

Outcomes:

Based on the success of the 8 percent solution, the California legislature has funded a Repeat Offender Prevention Project since 1996 to continue the program in Orange County and to replicate and test the early intervention concept in seven other jurisdictions statewide.

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Literature Review for Juvenile Justice Commission

Colorado

Timeframe: 1991-1994

Initiative: Senate Bill 94

Senate Bill 94 an initiative introduced and adopted in the 1991 Legislative Session containing provisions that:

- Outlined a process for the development of criteria for placement of juveniles in secure state facilities.
- Specified that a formula should be developed for the allocation of resources to each county in the state for the development of local services to be utilized as alternatives to the placement of youth in secure facilities
- Authorized the establishment of pilot programs in local jurisdictions that would provide services for juveniles that would help relieve overcrowding in state operated facilities
- Provided for the establishment of a Juvenile Services Fund that would distribute funds to local jurisdictions on or after July 1, 1993 based on a local juvenile services plan developed by each jurisdiction. Plans were to include but not be limited to such services as intervention, treatment, supervision, lodging, assessment, bonding programs and family services.

In addition, Colorado is now applying the principles of balanced and restorative justice (BARJ) to its juvenile justice system. It is based on two key concepts; “restorative justice: emphasizes that when a young person commits a crime, the youth injures another person as well as the community. Consequently, this approach maintains that the juvenile offender has an obligation to repair the harm caused by his or her acts and to “restore” the victim and the community as much as possible, to the state of well-being that existed before the crime. The second concept, the “balanced approach”, hold that the juvenile justice system should give equal attention and resources to three fundamental goals: (1) ensuring public safety; (2) holding juvenile offenders accountable to the victim; and (3) providing competency development for juveniles so that they can become productive citizens and not re-offend.

Stakeholders:

Legislators, DYC staff, Joint Budget Committee Staff, courts, media, schools, county and district attorneys, law enforcement, juvenile correctional services providers, mental health officials, private service providers, government agencies, community advocacy groups, faith-based groups, local businesses, and youth.

Process:

Prior to the 1991 Session of the Legislature, the projections for future Division of Youth Corrections (DYC) populations were indicating the need for approximately 500 additional secure placement beds. Discussions among the Executive Director of the Department of Institutions, DYC Staff, Legislators and Joint Budget Committee Staff included the possibility of local options and early intervention as a viable alternative to building expensive state facilities. These discussions culminated in the development of Senate Bill 94, which was introduced and adopted in the 1991 Legislative Session.

During the summer of 1991 committees were appointed to develop plans to implement the various provisions of the legislation. During the following months of FY 1991-92 criteria was developed, twelve pilot projects were implemented and an emergency release plan was designed. The pilot programs extended through September of 1993.

Funding was provided for a statewide evaluation of the effectiveness of local juvenile service plans in reducing the populations in State operated detention and treatment facilities. Annual program evaluation reports were submitted to the Legislature on November 1st of each year.

In 1992, the DYC appointed a statewide advisory committee composed of members of juvenile justice agencies to advise the DYC on policy and program issues affecting the successful implementation of the legislation. The committee reviewed criteria for placement and the allocation formula, provided input on program evaluation, developed formats for the yearly submission of local SB94 plans, and reviewed and approved all plans prior to implementation.

Senate Bill 134 was enacted during the 1993 Legislative Session, changing the local jurisdictions for funding allocations from counties to judicial districts, specified how local juvenile services planning committees were to be appointed, and how plans were to be approved. While each local juvenile services planning committee has the responsibility and freedom to develop a SB94 plan that meets the specific needs of its particular judicial district, there are services that are common to many judicial districts. Some services include: case management, tracking, electronic monitoring, the juvenile intensive supervision program, work programs, multi-disciplinary assessment and case planning, mentoring, gender and ethnic specific counseling, parenting classes, referral to mental health and drug/alcohol services, and staff secure detention.

In 1995, a subcommittee composed of representatives of local planning committees, providers, and agency representatives, developed standardized procedures for detention screening and assessment. A detention "Screening and Assessment Guide" was field tested statewide in January 1996. The detention assessment is designed for use at the time a youth is taken into custody and referred to secure detention, staff-secure detention and SB94 funded alternatives to detention. The data collected from the screening and

assessment instrument has provided useful information on profiles of juveniles served in each of the program types.

Outcomes:

The legislature funded participation in an intensive aftercare program after determining that alternative programs might be more cost effective than building and operating additional facilities. The Division of Youth Corrections (DYC) manages state alternatives to detention and correctional programs authorized by the Legislature. The goal of the program is to reduce the average daily population (ADP) of youth in DYC facilities. In the most recent fiscal year, SB94 alternative placements helped DYC meet approximately 62 percent of its ADP goals. The statewide ADP goal (1,098 youth in detention and corrections facilities combined) there were actually 1,236 youth held in DYC residential programs. This compares to 1,468 projected youth held on an average daily basis had SB94 not been implemented. Additional progress is anticipated in the years ahead as SB94 projects work to focus more directly on the appropriate populations.

Participating youth represented an extremely problematic subpopulation of offenders. Almost half of the youth were committed for offenses against persons. Almost 90% of the youth were 16 or older. Other characteristics include:

- Approximately three-fourths of the youth were not attending school at the time of their commitment;
- Slightly less than half reported gang involvement
- Almost two-thirds reported significant substance abuse problems and a similar proportion reported involvement in drug sales during the year prior to their commitment.
- One-third were diagnosed with major mental health problems
- A large percentage of the youth reported significant family problems; almost half had a parent with a major substance abuse problem during the past five years and more than three-fourths of the youth had a family member who had been incarcerated.

Model:

The Colorado Division of Youth Corrections (DYC) submitted an application to the OJJDP in 9/94 to participate in a national evaluation of the Intensive Aftercare Project. The primary purpose of the IAP model is to reduce recidivism amongst committed juvenile offenders who are at greatest risk for re-offending upon program discharge. The program model is based upon the use of intensive care supervision/planning, continuity of care in service provision from institution to community, and behavioral contracting with participating youth for the provision of rewards and sanctions.

This innovative intervention program model was developed by Dr. Tony Armstrong and Dr. David Altschuler through a grant from OJJDP and is being evaluated in three pilot

sites across the country by the National Council on Crime and Delinquency. The evaluation protocol is based on random assignment of eligible youth to either experimental or control conditions.

The IAP targets the highest risk male youth committed out of the Denver Metropolitan area. This subpopulation was identified using an empirically based IAP risk assessment tool, which screens out those youth with recidivism rates projected to be in excess of 68%. The three primary risk factors are age at first adjudication, living arrangements prior to commitment, and number of out-of-home placements prior to commitment.

The IAP program model is based on 5 critical elements of service delivery and case planning: the participation of a community provider network in case planning and service delivery during both the institutional and aftercare phases; ongoing service delivery overseen by the client manager beginning in the institution and continuing once the youth reenters the community; parole planning with a family and community perspective that begins early during the institutional phase; frequent visits to the community by IAP youth during the 60 days prior to the institutional release; and, the use of day reporting/treatment programs for eligible youth during the early stages of parole.

Cost:

The IAP was being piloted in a state operated intensive secure facility as well as in the community during the aftercare portion. All staff working directly in the institution are employed directly by the Colorado Division of Youth Corrections. Originally, half of the salaries for the three intensive IAP client managers were funded out of the Federal OJJDP grant. Federal funds supported ongoing staff trainings, enhanced service provision, and incentives. There were numerous privately contracted providers who worked with participating youth who were compensated by discretionary funds available to individual regional offices. Additionally, there were funds available through Senate Bill 91-94 to reduce the number of juveniles incarcerated in the state.

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Literature Review for Juvenile Justice Commission

Colorado

Timeframe: 1999 – Present

Initiative: Project Respect

Project Respect is a component of School District 60's Pupil Personnel Department to meet the educational and emotional needs of students who are faced with issues of truancy, suspension and expulsion. The Project exists in the East and Central Quadrants of the City of Pueblo. The measurable goals of the project include: (1) To decrease the number of academic days lost to suspension and truancy; (2) To improve student achievement and test scores; (3) To provide "wrap-around" community collaborative services to students and families; and (4) To promote safe, healthy schools and families.

Truancy Collaborative:

El Centrol Del Quinto Sol Community Center, Public Schools, Alternative Schools, Charter Schools, Department of Social Services, Law Enforcement, Colorado Foundation, Faith-based organizations, local businesses, Department of Vocational Rehabilitation, University of Southern Colorado, District Attorney, Courts, mental health professionals, community advocates, youth and parents.

Assessment:

The Teacher Support Team (TST) documents student need based on: (1) Student report cards; (2) History of poor attendance; (3) History of discipline referrals; and (4) Involvement with Social Services. The TST form is sent to the Program Coordinator and the Community Advocate for approval into the program. The Project also has 14 Community Advocate that act as case managers to assist the students with their attendance and behavior and serve as a link in connecting the family with the school and the community. The Project also has two mental health professionals that provide assessments and treatment interventions for the students and families.

Services:

Educational enrichment, educational and recreational programs, community advocacy programs, youth employment opportunities, Equine assisted individual and family therapy, mental health services, family literacy program, parenting classes, mentoring program for students and families, arts and crafts program, student assistance program and groups, GED classes, partnership with Rocky Mountain SER for family employment and cultural activities.

Outcomes for all Project Respect Students:

79% improved school attendance
62% increased overall grade point average
46% improved math grades
41% improved reading grades
67% decreased discipline referrals

Data:

In order for the project to know if their strategies are effective, they measure outputs of the program (what the center does) and the outcomes of the students served (what has changed). These data are critical for internal management and external evaluation to ensure accountability.

Data includes basic information such as number of youth served and demographics of the youth and their families. The data tracks behaviors the project is designed to control or change, including school performance and attendance. The data is used to guide future decisions for improving the system.

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Literature Review for Juvenile Justice Commission

Florida

Timeframe: 1997 – Present

Initiative: Truancy Centers

Truancy Centers associated with Juvenile Assessment Centers – a community based truancy initiative. The Juvenile Justice Advisory Board (JJAB) believed that the centers would be effective because the community partners essential to a truancy program are located in one site, the existence of a center implies a community commitment to truancy, the partners have the capacity to assess the truant youth and the centers have access to a network of community treatment services. There are fifteen juvenile assessment centers statewide with eight truancy centers collocated with the facility.

Stakeholders:

Law enforcement, Department of Juvenile Justice, human service agencies, local school system, non-profit organizations, faith-based organizations, business, military organizations, community advocacy groups, media, youth and parents.

The partners that sign the interagency agreements are cooperative and committed to the efforts of the truancy centers. The level of commitment by each of the school districts varies greatly as evidenced by the type of personnel each contributes to the centers. Some employ data clerks, others employ psychologists and social workers on site, some have a clerical worker, counselor, social worker and a truancy officer on site.

Assessment:

All of the truancy centers use a screening instrument with the truant youth to determine the need for further intervention. Some use the Problem-Oriented Screening Instrument Tool (POSIT) and others developed their own tool.

Computerized school records are accessed at all centers by a person authorized by the school district to determine the extent of the absenteeism. Some centers have additional information such as discipline records and grades.

In addition, all pertinent information regarding the truant youth is sought and obtained including the youth's educational, medical and mental health background, family circumstances and the youth's involvement in the delinquency or dependency system.

Once assessments of the truant and the family are completed to determine the underlying causes of behavior, a case treatment plan is developed based on the information collected in the assessment and subsequent interview with the youth and family. Referrals to community services are then initiated and follow-up activities are provided to determine

the impact of the interventions on the truant behavior. Monitoring extends up to sixty days after the initial intervention.

Services:

School uniforms, mentoring, tutoring, counseling, parenting classes, anger management classes, psychological evaluations, medication management, life skills training,

Data:

The ability to collect data on outcomes is critical to the internal management and improvement of the program as well as external evaluation of the program for effectiveness and accountability. The data needed to evaluate the impact of truancy center interventions on the overall problem of truancy is lacking in most centers. The capacity to collect data and the type of data collected varies greatly among the centers. Some data collection is automated, some is in written form. Some truancy centers have an automated system that is not linked to the school district, DJJ or the Juvenile Assessment Center.

Recommendations:

One major change to be accomplished is the sharing of all information that will minimize duplication of efforts and the length of time the youth and family are under supervision.

Using the goals as a focal point, objectives should be developed and strategies which support those objectives should be outlined. Measurable performance indicators are essential to evaluate whether the objectives have been achieved.

In order for the partners to know if their strategies are effective, there must be a way to measure the outputs of the program and the outcomes of the students served. Other strategies include:

- The data should include basic information such as the number of youth served and the demographics of the youth and their families.
- The data should track behaviors which the truancy center is designed to control or change, including school performance and attendance.
- Each center should have, at a minimum, the computer hardware and software capable of maintaining a database to support internal and external evaluations.
- The truancy centers' data should be linked to the school districts' computer system for two-way access.
- Adjustments in resources, staff, or procedures can be made based on analyzing the data to improve service delivery and outcomes.

Literature Review for Juvenile Justice Commission

Connecticut

Timeframe: 1995 – 2002

Initiative: Public Act 95225

Connecticut's drive to reform its juvenile justice system was precipitated by a steadily growing gang problem within its communities. Increasing numbers of serious and violent crimes committed by the gangs' members in Connecticut were being committed by juvenile offenders. Moreover, the State was facing the growing problem of overcrowding in its major secure juvenile detention centers.

The enactment of Public Act 95225 initiated Connecticut's efforts to reform its juvenile justice system. This law called for dramatic restructuring of Connecticut's juvenile justice system. In accordance with this initiative, there were numerous organizational and operational changes in juvenile justice agencies and related systems to be made. These changes were to take place within the courts, probation services, children and family services, and corrections. The initiative placed specific emphasis on the development of risk assessment, case classification, and purchase-of-service systems.

Overall, P.A. 95225 had three main goals which were to ensure that:

- Juveniles are held accountable for their unlawful behavior
- Programs and services are designed to meet the needs of juveniles
- Communities are adequately protected

The law set out to accomplish this task by incorporating 4 key elements which are:

- Providing access to previously confidential juvenile records
- Developing a workable mechanism to transfer 14- and 15-year-old juveniles who commit serious felony crimes to criminal court
- Transferring prosecutorial jurisdiction for juvenile crime from the State's judicial branch to the Division of Criminal Justice of the Office of the Chief State's Attorney
- Providing appropriate supervision, programming, and services for all levels of juvenile offenders

Stakeholders:

Governor John Rowland, State legislature, Department of Children and Families, the State treasurer, the chief State's attorney, and the Division of Public Defender Services.

Process:

P.A. 95225 evolved from Governor Rowland's campaign promise to pursue a transfer provision and intent to downsize its largest juvenile detention facility while expanding services for juvenile offenders. Early in the 1995 legislative session, the legislature's Judiciary Committee began hearings on pending juvenile justice proposals. Driven by a general agreement that something needed to be done about the direction of the State's juvenile justice system, P.A. 95225 was enacted and signed into law on June 28, 1995.

By early 1996, Connecticut had moved forward to implement provisions of P.A. 95225. Confidential juvenile records were opened to prosecutors, police, and other justice system officials; the new transfer mechanism for juveniles who had committed serious crimes was in place; and prosecutorial jurisdiction for juvenile crime was scheduled for transfer from the judicial branch to the Division of Criminal Justice, an executive branch agency that handles all prosecutions of adult offenders.

Legislation to make necessary statutory changes that were called for in the reorganization plan were introduced in the Senate in February along with a "supplemental funding measure" that called for \$6.7 million for implementation of the plan. Funding was authorized, however, it was \$1.4 million less than what was originally requested. The legislature also approved an amendment to P.A. 95225 that would "facilitate the transfer of the management and operation of the juvenile justice centers from the Office of Policy Management to the judicial branch" (www.ojdp.ncjrs.org/pubs/reform/ch3_c.html, 2002).

The State legislature assigned a group known as the Policy Group the task of studying and making recommendations for specific areas in which to focus the state's reform efforts, in addition to P.A. 95225. The Policy Group met with the attorney general, State treasurer, the chief State's attorney, the Division of Public Defender Services, and the co-chairs and ranking members of the State legislature's judiciary and appropriations committees in formulating its plan. The Policy Group then presented its plan to the Governor and Connecticut General Assembly.

Model:

Reform of Connecticut's juvenile justice system followed the provisions expressed in the creation of P.A. 95225. The other key model that influenced the reformation of its system were the specific areas of study conducted by the Policy Group. The areas the Policy Group was to involve itself in included:

- Studying the feasibility of transferring the State's juvenile detention centers from the judicial branch to the Department of Children and Families
- Entering into contracts with service providers
- Producing a comprehensive plan for juveniles who are substance abusers

The system has made reform efforts based heavily on the Policy Group's plan.

Outcomes:

Connecticut's present juvenile justice system runs under the recommendations submitted in the reorganization plan by the Policy Group. The system has made reform efforts based on this plan and has adopted the philosophy of being "grounded in the concepts of restorative justice, emphasizing protection of the community, offender accountability, and rehabilitation" (Juvenile Justice Advisory Committee, 2001). The following is a report on the way specific areas of Connecticut's juvenile justice system now operate.

Law Enforcement:

The system now recognizes that contact with law enforcement is usually a youth's first contact with the juvenile justice system. There are now options given to the officer who comes into contact with a young offender. Officers who encounter such youth may:

1. Issue a warning and then release the juvenile
2. Confer with parents and then release the juvenile
3. Make a referral to some community organization on behalf of the juvenile
4. Refer the juvenile to formal diversion services such as Juvenile Review Boards or youth service agencies
5. Make an arrest

Detention:

Juveniles who are confined to detention centers in Connecticut are those who are charged with a serious juvenile offense, subject to an outstanding arrest warrant or court order, or transferred from another detention center to await a court appearance. Juvenile can also be detained that do not meet any of these criteria if officers submit an application to a Judge of the Superior Court for an "Order to Detain." These are usually made in situations where the juvenile's parents are not found or in situations where the parents refuse to have the juvenile in their home. The court has several options to handling the juvenile at his/her detention hearing. A juvenile may be released under 3 circumstances:

1. Release to a parent with no conditions other than to attend future hearings
2. Release to a parent and place on Intensive Pretrial Supervision (IS)
 - a probation officer is assigned to monitor specific conditions such as house arrest, electronic monitoring, school attendance, curfew, and drug testing
3. Release to an Alternative Detention Program assigned to either a residential or day reporting center

In the event that the youth is ordered to remain in detention, he/she participated in a detention hearing that is held at least every 15 days until the juvenile is released. Accounts and recommendations of staff members are taken into consideration when deciding on matters of release of the juvenile or confinement.

Court Processing

According to the Juvenile Justice Advisory Committee (2001), a delinquents are “personas who, prior to their sixteenth birthdays, have violated or attempted to violate any federal or state law, order of the Superior Court, or nay local or municipal ordinance.” The Superior Court for Juvenile Matters has exclusive jurisdiction over matters concerning juveniles who are termed delinquent. Sanctions and procedures here are run differently from those in adult courts. Cases are also divided into being either non-judicial cases or judicial cases. The non-judicial cases are for those offenses that are considered minor and are dealt with by the probation officer, not by the judge.

Judicial cases are for the more serious offenses such as prior history of delinquent convictions. If the juveniles in these cases are convicted, they are placed on probation in which a variety of community-based corrections option will be implemented that include, but are not limited to life skills, mental health service and specialized services for females, sex offenders and abused juveniles.

Department of Children and Families:

Delinquent youth who the court decides would be best benefited by placements outside of the home are sent to the Department of Children and Families (DCF). This agency regulates public or private residential placements and parole services of juvenile offenders. DCF and the court are untied in their efforts to address the needs of the juvenile offender as they work closely together to find the placement that will most benefit the young offender. Juveniles who get the benefit of release from DCF are returned to their homes, but are subject to supervision of DCF Parole Services until the term of commitment imposed by the courts is met.

Future Initiatives: Effective October 2002

Initiative: Substitute Bill No. 5760

To improve Connecticut's system of juvenile justice by reducing incarceration for non-dangerous youth and improving community-based alternatives for serving children and families. The General Assembly of the State of Connecticut enacted Substitute Bill No. 5760 concerning changes to the Juvenile Justice System. The following statutes were added to the bill:

1. The Judicial Department will develop a continuum of services and programs with other state agencies for youth in crisis and children in families with service needs,
2. 2. The Judicial and Children and Families departments will develop community-based programs for children involved in the juvenile justice system,
3. 3. An assessment of the necessity of the planned capacity of the Bridgeport and Hartford juvenile detention centers will be completed,
4. 4. Provisions to include health care and medication for juveniles in detention and alternative programs,

5. 5. Create the Detention Center Crowding Task Force to study and implement procedures to reduce overcrowding, and
6. 6. Alter the composition and responsibilities of the Commission on Racial and Ethnic Disparity.

Cost:

State Impact:

Fund-Type	Agency Affected	Current FY \$	FY 03 \$	FY 04 \$
GF - Cost	Judicial Dept.	-	4,300,000	6,800,000
GF - Cost	Children & Families, Dept. ; Education, Dept.	-	Significant	Significant

Note: GF=General Fund

Municipal Impact:

Effect	Municipalities	Current FY \$	FY 03 \$	FY 04 \$
Cost	Various Local Education Authorities	-	Significant	Significant

Explanation

This bill provides alternatives to juvenile detention and makes other changes to the juvenile justice system that result in significant costs to the Department of Children and Families and the Judicial Department. These costs would be partially offset by federal reimbursements, and could eventually be offset in part by state savings from a potential, future reduction in demand upon the corrections system and fewer juvenile detainees.

Continuum of Services and Truancy Prevention

It is estimated that it would cost the Judicial Department over \$3 million in FY 03 to implement a continuum of services and programs for youth in crisis (YIC) and children in families with services needs (FWSN). (*See table 1*) An estimated 1,075¹ youth would benefit from this program enhancement. This figure reflects the costs of enhancing services in the following areas:

1. Community-based initiatives,
2. Mental health assessments,
3. Court sanctioned intervention programs, and
4. Intensive care services.

TABLE 1 - Breakdown of Estimated Costs for Year 1

Initiatives	Estimated Costs
Community based initiatives	\$ 445,000
Mental health initiatives	\$ 42,000
Court sanctioned intervention programs	\$ 750,000
Intensive care initiatives	\$1. 9 million
Judicial operations administration	\$ 140,000
Estimated Total	Approx \$ 3 million

The annual cost is expected to increase to \$9. 5 million in the third year of the program (FY 05) as the Judicial Department brings online additional programmatic slots and administrative support to meet demand. The cost to hold a juvenile in a detention center is \$80,000 - \$90,000 annually. To the extent that the bill results in a reduction to the number of juveniles detained, a significant savings could result.

The bill mandates that the continuum of services include, but not be limited to the following service types: mentoring, day treatment, community-based mental health interventions including multisystemic therapy (MST), and functional family therapy, emergency shelters and treatment foster care. Projected average costs per client for each program model are presented below.

Service Type	Average Cost Per Client
1. Mentoring programs	\$600
2. Day treatment	\$7,500
3. Multisystemic therapy (MST)	\$7,500
4. Functional family therapy	\$2,500
5. Emergency shelters, and	\$200/day
6. Treatment foster care	\$106/day

It should be noted that certain of these service types are either exclusively or predominantly provided by the Department of Children and Families (DCF), pursuant to either federal law (i.e., foster care), state law (i.e., day treatment) or past practice (i.e., emergency shelters). Therefore, a transfer of significant funds would be anticipated from the Judicial Department to DCF to implement this section. Any increase in Title IV-E eligible expenditures would generate additional revenues via partial federal financial participation.

The Department of Education (SDE) can assist in the collection and analysis of data regarding truancy within its anticipated budgetary resources. However, the cost to establish the pilot mentoring program for truant children under the bill would be significant. HB 5019 (the Revised FY 03 Appropriations Act, as favorably reported by the Appropriations Committee) does not make any funds available to either the Judicial Department or the Department of Education for this purpose.

Juvenile Justice Planning and Racial Disparity

The bill's requirement that the Commission on Racial and Ethnic Disparity in the Criminal Justice System perform a racial disparity impact analysis upon any proposed juvenile justice legislation or agency regulation, policy or procedure would result in a significant workload increase and potential cost (depending upon implementation) to the agencies involved.

Development of Community-Based Programs

The bill requires the Judicial Branch and DCF to develop a "sufficient" number of community-based programs so that no child with mental health or "other specialized needs" will be placed in detention solely due to lack of such programs. ² It is estimated that up to 680 such youth would potentially benefit each year.

The scope of services to be developed would be dependent upon the specific needs of each youth, which cannot be determined at this time. However, the bill mandates that the program enhancement shall include, but not be limited to, the following service types: multidimensional treatment foster care, multisystemic therapy, functional family therapy, comprehensive mental health services and family preservation programs. Projected average costs per client for each program model are presented below.

Service Type	Average Cost Per Client
1. Multidimensional treatment foster care	\$18,800
2. Multisystemic therapy (MST)	\$7,500
3. Comprehensive mental health services	\$15,000
4. Family preservation programs	\$4,600
5. Functional family therapy	\$2,500

For comparison purposes, should services to the 680 clients be evenly distributed across these program types, an annual cost of approximately \$6. 6 million would result. Any increase in Title IV-E eligible expenditures would generate additional revenues via partial federal financial participation.

Implementation of Community-Based Programs may lead to an increase in the number of children placed out of their home school district. For those children requiring special education

services, the sending school district will incur costs of up to its average per pupil spending, while the Department of Education (SDE) will incur any costs in excess of this level.

Detention Center Task Force

There would be a potential cost to the Judicial Department to provide administrative staff to the task force. It is unclear how often the task force would convene under the bill and whether additional administrative staff would be needed because the detention centers do not have rated capacities. The Judicial Department operates under a consent judgment with respect to capacity. It is anticipated that representatives of DCF, the Office of the Child Advocate and various criminal justice agencies can participate as members of the Task Force within each agency's respective anticipated budgetary resources.

Assessment of Juvenile Detention Expansion Need

It is anticipated that this assessment by an outside contractor could be a significant cost (over \$100,000) to the Judicial Department depending on the type of assessment that is convicted.

Monitoring of Medical and Mental Health

The bill requires the Judicial Department to establish a quality assurance system for all juvenile detention centers, community detention centers and alternative detention residential programs. The quality of medical and mental health services provided by community detention centers and alternative detention residential programs under the bill must be equal to such services provided by juvenile detention centers. The estimated cost of this provision, including additional mental health services and monitoring, would be approximately \$800,000, and would include psychiatric treatment in detention centers and alternatives to detention centers.

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Literature Review for Juvenile Justice Commission

Florida

Timeframe: 1996

Initiative:

Organized a Juvenile Justice Comprehensive Strategy Task Force to develop a comprehensive, community-driven strategy for fighting juvenile crime in Duval County, FL

Process:

With funding, support and encouragement from the Jessie Ball duPont Fund as well as the OJJDP. In 1998 a professional staff was hired and a Board and Steering Committee was established by the Executive office of the Mayor. The Mayor, State Attorney and Sheriff served as Co-Chair of the Board. Other members of the board included: heads of public and private agencies community volunteers, media youth and faith based members. A Judge (senior status) chaired the Steering Committee along with two Vice Chairs – the Chief Assistant, State’s Attorney’s Office, and Executive Director, Jacksonville’s Children Commission. The Steering Committee met quarterly and worked closely with the Board and Strategy Staff to ensure successful implementation of the Strategy.

The Task Force selected five priority risk factors upon which, the strategy’s prevention and sanctions efforts would focus:

1. Family Management Problems
2. Lack of Commitment to School
3. Availability and Use of Drugs
4. Early Academic Failure
5. Economic Deprivation

The Strategy Staff was responsible for the following implementation functions:

1. Collecting and analyzing data
2. Identifying gaps in service
3. Reviewing and assessing the programmatic progress of prevention, intervention and sanctions programs available in the community.
4. Identifying grant and funding opportunities and referring information to other grassroots organizations, including networking opportunities
5. Serving as a source of information for community education
6. Organizing community coalitions and developing partnerships with other community coalitions to address risk factors
7. Identifying issues and educate and inform policy makers, elected officials and community stakeholders on the current data and trends affecting juvenile crime

8. Organizing interested agency and community volunteers into working committees
9. Updating the JJ Comprehensive Strategy Implementation Plan on an annual basis and reporting the progress in an annual report to the Board.

Stakeholders:

Governmental agencies, public and private agencies, State Attorney, non-profit organizations, faith-based organizations, schools, business, law enforcement, military organizations, community advocacy groups, media and youth.

Data:

A Data Monitoring and Evaluation Working Committee was established which identified sources of reliable juvenile crime data, educational data, demographic data, data trends and juvenile justice provider data. The data was thought to identify indicators of risk, protective factors and programs that were effective in reducing juvenile delinquency in the Jacksonville community.

Outcomes:

Updating and analyzing juvenile delinquency an crime data and statistical indicators relating to the five priority risk factors using reports, graphs and charts.

Data was then distributed to agencies, funders, and providers upon request, and provided to the Steering Committee, the Human Service Council and other working committees

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Literature Review for Juvenile Justice Commission

Florida

Timeframe: 2002

Initiative:

A new three-year \$108 million contract with the Florida Network of Youth and Family Services which requires them to not only oversee services to runaways, habitual truants and ungovernable youth, but to target its prevention efforts to those youth with high-risk factors that make them potential candidates for delinquency. The Family Network is being held accountable for the management and outcome results of the entire systems of CINS/FINS (children in need of services / families in need of services) and is Florida's program for dealing with serious runaways, truants and ungovernable juveniles.

The Florida Network of Youth and Family Services, Inc is a not-for-profit statewide association representing agencies which serve homeless, runaway and troubled youth ages ten and older and their families. Services include: advocacy for youth, public policy development, public education, data collection and research, and training and technical assistance.

Stakeholders:

Governmental agencies, public and private agencies, State Attorney, non-profit organizations, faith-based organizations, schools, business, law enforcement, military organizations, community advocacy groups, media and youth.

Data:

The Network must develop an annual statewide report to give an overview of the performance of local CINS/FINS agencies. The Network is the only entity that collects, collates, and analyzes data on CINS/FINS statewide. The Network provides research to the state and member agencies regarding CINS/FINS and other prevention issues.

Assessment:

The Network must provide case management services for local CINS/FINS providers, with whom it will subcontract, including program and fiscal monitoring, performance and cost measures, utilization of corrective action plans and reporting to the Department (CINS/FINS programs remain subject to the Department's Quality Assurance monitoring.)

Services:

Assessments, mental health services, housing, psychological evaluations/counseling, outpatient treatment, parenting classes, life skills training, anger management, substance abuse treatment, medical care, case management, tutoring, mentoring, educational testing, family therapy, grief counseling, etc...

Future Outcomes:

88% of youth shall remain crime-free six months after completing a CINS/FINS prevention program.

During the first year of the contract, at least 50% of the youth voluntarily served by a local CINS/FINS prevention program shall be youth identified as high-risk of delinquency; 60% in the second year and 70% by the third contract year.

During the three-contract year, services to be provided include: direct prevention and early intervention services to approximately 69,000 children and families; about 90,000 screenings to assess and determine services needed; about 28,500 admissions for non-residential services; about 39,000 admissions for temporary shelter and approximately 9,960 care days available for physically secure shelter for court-ordered commitments.

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Literature Review for Juvenile Justice Commission

Florida

Timeframe: 2001 – Present

Initiative: Intensive Delinquency Diversion Services

Intensive Delinquency Diversion Services (IDDS) – an innovative program to intervene early and intensively to help juvenile offenders at high risk of becoming repeat offenders. Based on a research-driven model program in Orange County, CA, this approach looks at juveniles with a first arrest at age 15 or younger and whether they have at least three out of four high-risk characteristics. The juvenile offender is in IDDS for 5-7 months and receives face to face contacts several times per week, counseling and appropriate services.

Stakeholders:

Governmental agencies, public and private agencies, State Attorney, non-profit organizations, faith-based organizations, schools, business, law enforcement, military organizations, community advocacy groups, media and youth.

Assessment:

Juvenile offenders are assessed for the Intensive Delinquency Diversion Services program using research-based risk factors. They have a first arrest at 15 or younger and at least three of these four high-risk factors for chronic delinquency:

1. Academic failure, suspensions or truancy
2. Lack of strong family support including poor parental control , lack of parenting skills or a family member in the criminal justice system
3. Substance abuse
4. Pre-delinquent behaviors including running away, gang affiliation or stealing

Services:

IDDS caseworkers develop an individual treatment plan with goals for the juvenile, consult with the juvenile's teachers, work cooperatively with the parents and connect the juvenile to community programs which provide services like substance abuse treatment. Other services include mental health services, counseling, tutoring, mentoring, parenting classes, and anger management classes. Parents must agree to participate and be part of the solution.

Cost:

Currently funded at \$5 million a year, IDDS serves about 2,800 juvenile offenders a year at a cost of \$11.50 per juvenile per day. That is less than day treatment, which costs \$22.50 - \$45.00 per day and residential delinquency programs averaging \$75.00 per day.

Misc:

Before starting this program, Florida tapped the expertise of the Probation Department of Orange County, California, which developed a method of targeting services to youth most at risk of becoming chronic offenders. Titled The 8% Solution, the California program grew out of a 7 year study of 6,200 delinquents. The 8% solution was recently recognized in the Less Cost, More Safety: Guiding Lights for Reform in Juvenile Justice report by the American Youth Policy Forum as an outstanding intervention model.

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Literature Review for Juvenile Justice Commission

Florida

Timeframe: 1997 – Present

Initiative: Truancy Centers

Truancy Centers associated with Juvenile Assessment Centers – a community based truancy initiative. The Juvenile Justice Advisory Board (JJAB) believed that the centers would be effective because the community partners essential to a truancy program are located in one site, the existence of a center implies a community commitment to truancy, the partners have the capacity to assess the truant youth and the centers have access to a network of community treatment services. There are fifteen juvenile assessment centers statewide with eight truancy centers collocated with the facility.

Stakeholders:

Law enforcement, Department of Juvenile Justice, human service agencies, local school system, non-profit organizations, faith-based organizations, business, military organizations, community advocacy groups, media, youth and parents.

The partners that sign the interagency agreements are cooperative and committed to the efforts of the truancy centers. The level of commitment by each of the school districts varies greatly as evidenced by the type of personnel each contributes to the centers. Some employ data clerks, others employ psychologists and social workers on site, some have a clerical worker, counselor, social worker and a truancy officer on site.

Assessment:

All of the truancy centers use a screening instrument with the truant youth to determine the need for further intervention. Some use the Problem-Oriented Screening Instrument Tool (POSIT) and others developed their own tool.

Computerized school records are accessed at all centers by a person authorized by the school district to determine the extent of the absenteeism. Some centers have additional information such as discipline records and grades.

In addition, all pertinent information regarding the truant youth is sought and obtained including the youth's educational, medical and mental health background, family circumstances and the youth's involvement in the delinquency or dependency system.

Once assessments of the truant and the family are completed to determine the underlying causes of behavior, a case treatment plan is developed based on the information collected in the assessment and subsequent interview with the youth and family. Referrals to community services are then initiated and follow-up activities are provided to determine

the impact of the interventions on the truant behavior. Monitoring extends up to sixty days after the initial intervention.

Services:

School uniforms, mentoring, tutoring, counseling, parenting classes, anger management classes, psychological evaluations, medication management, life skills training,

Data:

The ability to collect data on outcomes is critical to the internal management and improvement of the program as well as external evaluation of the program for effectiveness and accountability. The data needed to evaluate the impact of truancy center interventions on the overall problem of truancy is lacking in most centers. The capacity to collect data and the type of data collected varies greatly among the centers. Some data collection is automated, some is in written form. Some truancy centers have an automated system that is not linked to the school district, DJJ or the Juvenile Assessment Center.

Recommendations:

One major change to be accomplished is the sharing of all information that will minimize duplication of efforts and the length of time the youth and family are under supervision.

Using the goals as a focal point, objectives should be developed and strategies which support those objectives should be outlined. Measurable performance indicators are essential to evaluate whether the objectives have been achieved.

In order for the partners to know if their strategies are effective, there must be a way to measure the outputs of the program and the outcomes of the students served. Other strategies include:

1. The data should include basic information such as the number of youth served and the demographics of the youth and their families.
2. The data should track behaviors which the truancy center is designed to control or change, including school performance and attendance.
3. Each center should have, at a minimum, the computer hardware and software capable of maintaining a database to support internal and external evaluations.
4. The truancy centers' data should be linked to the school districts' computer system for two-way access.
5. Adjustments in resources, staff, or procedures can be made based on analyzing the data to improve service delivery and outcomes.

Literature Review for Juvenile Justice Commission

Idaho

Timeframe: 1995

Initiative:

In 1995 Idaho passed the Juvenile Corrections Act which moved juvenile corrections from the Department of Health and Welfare to the Department of Juvenile Corrections (DJC) and developed a statewide juvenile justice system in Idaho. It also incorporated the “Balanced Approach” philosophy into their programming. The Balanced Approach requires: (1) DJC’s top priority be community safety; (2) DJC programs hold juvenile offenders accountable for their crimes; and (3) DJC provides the opportunity for juveniles to develop core life skills competencies.

Process:

In 1997a planning meeting was held to develop a blueprint for the DJC for the next two years. The purpose of the blueprint, as defined by the group, was to develop outcome-based collaborative solutions to juvenile justice issues through integration of all systems and services within the Balanced Approach framework. The planning group was comprised of the DJC Management Team and representatives of juvenile justice practitioners across the state.

That group examined the current juvenile justice system, identified issues relevant to all components of the system, and made recommendations for addressing the issues. The following are 12 areas of recommendation and a summary of the top priorities for each:

1. Systemwide Initiatives
 - a. Develop a systemwide mission statement
2. Special Needs Programming
 - a. Develop in-state sex offender programming
3. Community Needs and Resource Assessment
 - a. Perform community resource/needs assessment
4. The Department of Juvenile Corrections
 - a. Develop a population in DJC juvenile management plan
5. County Issues, Programs and Program Development
 - a. Develop and promote community prevention/intervention programs
 - b. Assist counties in strengthening their ability to manage juvenile offenders in their communities.
6. Information and Research
 - a. Perform research on an on-going basis to identify “what works” and tie it to program development
 - b. Develop uniform data collection and reporting strategies along with the implementation of IJOS

7. Policies and Procedures
 - a. Develop and refine written policies, procedures and protocols at the state and county operating level.
8. Systemwide Training
 - a. Develop juvenile probation officer standards, training and academy
 - b. Develop a consistent juvenile cognitive self-change model for use statewide
9. Systemwide Human Resource Development
 - a. Develop a comprehensive plan to recruit and train volunteers to augment existing staff at facilities.
10. Legislative Issues
 - a. Examine alternate methods for funding state and county programs.
11. System Standards
 - a. Develop standards for probation, detention, non-secure hold-overs, and residential facilities.
12. Communication
 - a. Continue to develop forums for discussion between JDC and other members of the Juvenile Justice Commission
 - b. Create telelink capabilities with judges, justice staff, school principals, etc...

Stakeholders:

The Juvenile Justice Commission was appointed by the governor to provide citizen input into the state's juvenile justice policy decisions. The Commission includes: courts, media, schools, county and district attorneys, law enforcement, juvenile correctional services providers, mental health officials, private service providers, government agencies, community advocacy groups, faith-based groups, local business professionals, and youth.

Data:

DJC contracted with Chinn Planning and Associates, a national consulting firm, to complete a Department Needs Assessment and Facilities Master Plan. Chinn Planning was asked to examine resources and needs at both the state and county levels and make projections and recommendations for the next 10 years.

Chinn's report made the following projections:

- a. A large percentage of the Department's population was "special needs" youth that had multiple programming needs.
- b. The Department should move towards a ratio of 50% state operated and 50% private provide operated beds. The state beds would focus on programs for juveniles who present a moderate to high risk to the community while the provider beds would focus on moderate to lower-risk youth who could be managed in a community setting.

- c. Within 10 years 40% of DJC's population could be appropriately managed in community-based residential and non-residential programs such as transitional, alcohol and drug abuse, and emancipation/independent living programs. Many of these programs could be operated by private providers.

Chinn's Report made the following program findings

- Juvenile arrests have declined 20% and arrests for violent crimes have decreased by 33%.
- 61% of all DJC juveniles committed no further criminal acts
- 80% of females committed no further criminal acts
- .05% committed a violent crime during the study period
- 14% committed a new felony offense
- 15% were recommitted
- 8% were sentenced to adult corrections

Recommendations:

DJC is developing a Population Management Plan based on the Restorative Justice Principles. RJ emphasizes (1) the importance of elevating the role of crime victims and community members through more active involvement in the justice process, (2) holding officers directly accountable to the people and communities they have violated, (3) restoring the emotional and material losses of victims, and (4) providing a range of opportunities for dialogue, negotiation, and problems solving which can lead to a greater sense of community safety. To this end, the Department is working at the community, district and state levels to include each in the process of reforming the juvenile justice system.

A. Community Involvement:

- DJC will assist communities in developing comprehensive plans to address a continuum of care from prevention to aftercare.
- A 60-120 day Accountability Program is being explored for juveniles under these circumstances
- DJC is exploring the concept of providing financial assistance to counties that are willing to reintegrate appropriate youth back into their community earlier than their anticipated release date.

B. District Involvement:

- DJC is currently using District 7 as a pilot project for and Intensive Aftercare Project
- DJC found that transitional care provides an alternative placement for juveniles who don't need continued secure confinement into homes in the

community and provide them with community-based education and social services

C. State Involvement:

- DJC is working with the Department of Health and Welfare to assist in the development and funding of programs to meet the substance abuse and mental health needs of youth served by the Department.

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Literature Review for Juvenile Justice Commission

Illinois

Timeframe: 1998

Initiative: Juvenile Justice Reform Act

The Juvenile Justice Reform Act took effect January 1, 1998. The General Assembly adopted the BARJ model to have a positive and powerful impact on the juvenile justice system. BARJ represents a balanced and restorative justice model (BARJ) for the state's juvenile justice system and is aimed at preventing and reducing juvenile delinquency.

Process:

In the mid-1990's the Legislature decided to revamp Illinois' approach to juvenile justice due to sensational crimes by juveniles making headlines on a recurring basis.

- The Legislative Committee on Juvenile Justice was created in 1994 and in spring of 1996 the committee submitted its report of findings and recommendations. At about the same time, a draft version of a juvenile justice bill was completed. The legislature later turned to the Illinois State Attorney's Association to redraft the proposal. Following much debate and compromise over issues such as funding and transfers to adult court, the legislature passed Senate Bill 363 in January 1998.
- Funding for the Act was contentious. The legislature eventually appropriated \$33 million to support various programs and initiatives outlined in the new provisions.
- Implementation of BARJ in Illinois required extensive community activism and local initiative. Several initiatives that were part of BARJ were unfounded and had to be implemented at the county level. One such initiative was the community mediation program. The Act authorized state's attorneys to establish community mediation panels, made up of a cross section of member of the community, which would work with victims and juvenile offenders and their families to arrive at a plan for restitution and rehabilitation. Examples of rehabilitative services includes referrals to a community-based nonresidential program, counseling or other community services.

Stakeholders:

Governmental agencies, public and private agencies, State Attorney, non-profit organizations, faith-based organizations, schools, business, law enforcement, community advocacy groups and youth.

Data:

The Illinois Criminal Justice Information Authority's Research and Analysis Unit developed a report for the Illinois Juvenile Justice Commission. It provided a general overview of trends in various juvenile justice indices and focused on particular regions of Illinois that experienced an increase in juvenile crime and had high rates of juvenile justice system activities.

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Literature Review for Juvenile Justice Commission

Kansas

Timeframe: 1996

Initiative:

A Juvenile Justice Authority, was established. It was a cabinet-level agency that administered the state's correctional facilities for delinquents and guided state and local efforts for delinquency prevention, intake assessment, secure detention, and community corrections.

Process:

The Governor established the Kansas Advisory Group on Juvenile Justice and Delinquency Prevention under the Juvenile Justice and Delinquency Prevention Act to guide the expenditure of State and federal funds for juvenile justice. The Kansas Legislature's Joint Committee on Corrections and Juvenile Justice Oversight (OJA) approves the OJA budget and provides some policy guidance to the Juvenile Justice Authority.

- Throughout 1999, 29 community planning teams worked through a planning process, which led to the submission of a comprehensive strategic plan. The Communities that Care planning model was used in assisting teams in understanding the comprehensive strategic plan legislation, organization of the local planning process, identification of needed data, assessment of risk/protective factors that affect juvenile crime, program resources to address risk and problem behavior needs.
- A series of 34 regional training events held during the year provided teams with the resources, data, and methods to use in compiling the necessary documentation needed in the plans. Technical assistance by JJA staff, Developmental Research and Programs, Inc., and the National Council on Crime and Delinquency was provided throughout the planning process.

Stakeholders:

Courts, media, schools, county and district attorneys, law enforcement, juvenile correctional services providers, mental health officials, private service providers, government agencies, community advocacy groups, faith-based groups, local businesses, and youth.

Data:

DRP's Communities that Care model for change was utilized.

Outcomes and Recommendations:

1. The top five risk factors included:
 - Family and Management Problems
 - Early and Persistent Anti-Social Behavior
 - Community Plans and Norms
 - Availability of Drugs
 - Lack of Commitment to Schools
2. Systems barriers to service delivery include:
 - Development of a statewide Management Information System
 - Coordination and collaboration of service agencies
 - A structured decision making tool for courts and community service providers to use in making assessments.
 - Under utilization of Juvenile Intake and Assessment Services
 - Transportation or access
3. The top program concerns include:
 - Gaps in Prevention Level Services such as
 - a. Mentoring
 - b. After-School Recreation
 - c. Parenting Education
 - Gaps in Intervention Level Services including:
 - a. Increase use of Intake and Assessment
 - b. Attendant Care
 - Gaps in Graduated Sanctions including:
 - a. Out-of-Home Placement needs
 - b. Sanctions house
 - c. Alcohol and Drug Services
4. Kansas is now applying the principles of balanced and restorative justice (BARJ) to its juvenile justice system. It is based on two key concepts; “restorative justice: emphasizes that when a young person commits a crime, the youth injures another person as well as the community. Consequently, this approach maintains that the juvenile offender has an obligation to repair the harm caused by his or her acts and to “restore” the victim and the community as much as possible, to the state of well-being that existed before the crime. The second concept, the “balanced approach”, hold that the juvenile justice system should give equal attention and resources to three fundamental goals: (1) ensuring public safety; (2) holding juvenile offenders accountable to the victim; and (3) providing competency development for juveniles so that they can become productive citizens and not re-offend.

5. The State Legislature adopted Senate Bill No. 69, charging the Commissioner of the JJA to create a Juvenile Justice Information System (JJIS). It is a multi-year project to create the information system which will provide juvenile information collection through regional intake and assessment centers, community case management agencies, juvenile correctional facilities, and correctional and program events of other pertinent state and local agencies. The JJIS will serve as a central source for all juvenile justice information within the state. All appropriate agencies that wish to retrieve details surrounding a particular juvenile will access the JJIS central electronic folder.

Tracking juvenile offenders through the system has been difficult in the past, but the development of a juvenile justice information system will enable Kansas to collect and disseminate data of relevant information on juvenile offenders.

The future integrated juvenile justice information system (JJIS) environment will be characterized by significantly improved business processes. These improved business processes envision that workers in the JJIS business environment will have the ability to quickly and accurately capture, store, distribute, and interpret information in a timely fashion. The JJIS vision defines the initiatives and outlines the tactical projects to help ensure that the desired environment is reached. The Juvenile Justice Authority has been given the appropriate authority to develop and maintain a JJIS (K.S.A. 75-7024).

Literature Review for Juvenile Justice Commission

Kentucky

Timeframe: 1996 – Present

Initiative:

The Kentucky Department of Juvenile Justice was established in 1996 with the passage of HB 117 by Kentucky's General Assembly. The Department includes two main divisions-Program Operations and Support Services. These main divisions are subdivided into smaller divisions and branches.

The Department of Juvenile Justice promotes a comprehensive array of cost effective services for at-risk youth directed toward preventing delinquency, providing efficient rehabilitation services, and altering the rate of recidivism with appropriate aftercare, while minimizing risk to the community. In providing services, the department supports and believes in the complete involvement of both the family and the community in the rehabilitative process.

The department provides services designed to meet the individual needs of each youth; maintains and develops facilities and programs conducive to positive social growth; develops, recruits, trains, and maintains a high quality professional staff fully committed to our mission; provides appropriate care and custody to each youngster; and promotes the attitude that each juvenile, regardless of their offense, is worthy of our very best efforts.

The department utilizes a balance of sanctions and services, equally applied and individually tailored, for providing an effective response to juvenile crime; and that youngsters, in many situations, are both victims and victimizers.

Process:

The Kentucky Department of Juvenile Justice has created several boards, including the Juvenile Justice Advisory Committee (JJAC), the Juvenile Justice Advisory Board (JJAB), and eight Juvenile Delinquency Prevention Councils, to provide oversight of federal and state juvenile justice and delinquency prevention grant funding. Through the work of these groups, the Department is able to provide grants to local communities for prevention, intervention, and alternatives to secure detention programming.

The Department of Juvenile Justice operates and/or contracts with various Day Treatment Centers, Group Homes, Residential Facilities/Programs, Independent Living Programs, foster homes (both traditional and therapeutic), psychiatric treatment centers, and community agencies to provide a continuum of services for youth committed or probated to the Department.

The Department of Juvenile Justice has created numerous unique programs to better meet the needs of the juveniles it serves. These programs include the Juvenile Intensive Supervision Team (JIST) program, the Juvenile Community Work Program, and the Cadet Leadership and Education (C.L.E.P.) program. The Department also partners with the National Guard for the Kentucky Youth Challenge program.

Stakeholders:

Legislators, NYC staff, Joint Budget Committee Staff, courts, media, schools, county and district attorneys, law enforcement, juvenile correctional services providers, mental health officials, private service providers, government agencies, community advocacy groups, faith-based groups, local businesses, and youth.

Model:

DJJ's classification system is designed to ensure that all youth committed to the Department are classified in a fair and objective manner. Each youth committed to the DJJ is assigned to a Juvenile Service Specialist (JSS). In classifying a youth, the JSS completes an objective assessment of the youth's history of violence, severity of current offense, most serious prior offense, escape/runaway/AWOL history, alcohol/drug use, prior treatment placements, and program needs. The JSS then submits this assessment to the Department's Classification Branch, where each assessment is audited. The audit process ensures that the youth's assessment is based on the actual charge disposed of in court and that ratings in all assessed areas are supported by appropriate referral information. Referral information includes pre-disposition and pre-sentence reports, social history/needs assessments, court records, documentation of medical and psychological tests, and observations and interviews with the youth and his/her family or Juvenile Services Worker (JSW). The objective assessment of the youth yields a "score." This "score" determines the youth's classification level. Under certain circumstances, the Classification Branch Manager may override the initial classification level. For example, an override might occur if the Branch Manager determines that the youth's treatment needs indicate a higher classification level than originally determined.

- Level I Youth resides at home.
- Level II Youth is placed in a home-like residential environment and daily routine with increased monitoring of daily activities, increased contact and increased coordination with service providers. (Includes foster care, therapeutic foster care, and Intensive Home Supervision Programs.)
- Level III Youth is placed in a community-based residential program that provides monitoring and/or supervision of activities 24 hours per day, 7 days per week. Youth are routinely involved with individuals or groups from the local community. Youth may attend public school and may obtain paid employment. (Includes Group Homes, some Private Child Care and Intensive Home Supervision Programs.)
- Level IV-C Youth is placed in a DJJ operated or contracted residential program which provides supervision 24 hours per day, 7 days per week. He or she attends on-site school and may be involved with individuals or groups from the local community when under staff supervision or with special permission. Unsupervised day releases or furloughs may be permitted. Security is provided by staff supervision, interaction, and communication. Locked security rooms may be used. (Includes the Cadet Leadership Program, Cardinal Treatment Center, Lincoln Village Youth

Development Center, Mayfield Boys Youth Development Center, and some Private Child Care.)

- Level IV-B Youth is placed in a DJJ operated or contracted residential program which provides supervision 24 hours per day, 7 days per week. He or she attends on-site school and may have only limited contact with individuals and groups from the local community. Visitation generally requires staff supervision; however, unsupervised day releases or furloughs may be permitted. Security is provided by staff supervision, interaction, and communication. Locked security rooms may be used. (Includes KCH/Rice Audubon Youth Development Center, Green River Youth Development Center, Lake Cumberland Youth Development Center, Woodsbend Youth Development Center, Owensboro Treatment Center, and Maryhurst.)
- Level IV-A Youth is placed in a DJJ operated residential program which provides supervision 24 hours per day, 7 days per week. He or she attends on-site school and may have only limited contact with individuals and groups from the local community. Visitation requires staff supervision. Off campus activities may only occur under staff supervision. Security is provided by hardware such as locked doors and fencing. (Includes Johnson-Breckenridge Youth Development Center, Morehead Youth Development Center, and Northern Kentucky Youth Development Center.)
- Level V Youth is placed in a maximum security DJJ operated residential treatment program which provides supervision 24 hours per day, 7 days per week. He or she attends on-site school. All activities including medical appointments and visitation occur on campus. Direct sight and/or sound supervision is provided by staff or cameras at all times. Exit doors are locked and under strict control of staff. Internal doors are locked to control youth access to certain areas of the facility.

Cost:

During the 1998 session of Kentucky's General Assembly, the Department of Juvenile Justice (DJJ) was granted the authorization to establish local juvenile delinquency prevention councils and was provided state general funds to support local delinquency prevention programs and services. Based on an assessment of juvenile crime in Kentucky, the DJJ formed the following juvenile delinquency prevention councils: Daviess/Henderson, Boone/Kenton/Campbell, Jefferson, Warren, McCracken, Fayette, Hardin, and Hopkins. The 11 counties covered by these councils accounted for 76% percent of all juvenile arrests in Kentucky in 1995. State general funds are distributed to local public and private agencies in these counties based on a competitive grant process known as the Community Juvenile Justice Partnership Grant (CJJPG) Program.

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Literature Review for Juvenile Justice Commission

Kentucky

Timeframe: 1997 – Present

Initiative:

The Truancy Court Diversion Project is a twelve-week judicially driven school and community initiative to improve school attendance and to enhance family functioning for middle school children. The goals of the project include improving school attendance by 50%, increasing grade promotion, decreasing days suspended and improving academic functioning. The first principle of the program is identification and treatment of underlying causes in the truant's family. The second principle is weekly contact between the truant family and the judge in the school setting. The third principle is positive reinforcement of the efforts made by the participants in the program.

Stakeholders:

Jefferson County Family Court, American Bar Association Standing Committee on Substance Abuse, Department of Human Services, Public Schools, Department of Juvenile Justice, Mental Health facilities, faith-based organizations, Louisville Education and Employment Partnership, Phillip Morris, YMCA, Big Brothers-Big Sisters, Metro Parks, youth and parents.

Truancy Court Diversion Project Team:

Judge

Family Advocate:

A seasoned social worker that is familiar with the services available in the community and knows how to work through the system to access the services and improve service delivery.

School Attendance Clerk:

Someone that keeps an accurate record of the participants' attendance and reports these figures to the central office for the purpose of statistical research.

Youth Service Center/School Counselor:

School-based person that works towards establishing and maintaining a positive working rapport with the truant families. They also work to get community organizations and businesses involved in implementing incentive programs for attendance, academic achievement and behavioral improvement. They will also work with the school staff in giving additional help to truants and provide transportation for the Family Advocate's home visits.

Educational Liaison:

A teacher that acts as the "academic" connection between program participants and the school staff. Tasks include communicating concerns of the individual

teachers, making recommendations to families regarding tutoring, summer school, etc.

Assessment:

Assessment information is obtained by records review, interviews with the child, teacher, school counselor/social worker, parents, guardians and services providers. Once the information is gathered, the team studies it in detail and makes the determination as to who would benefit from the program. Some tools include:

1. If the program is starting at the beginning of the school year, a list of children that were truant the previous year is a good place to start. In the program, the team found that children that missed an average of 25 days of school were most likely to benefit from the program.
2. The team found that using School Histories including absences/suspensions were critical in the screening process.
3. The team also found that access to information on the truant's circumstances at home and family court records were extremely useful in identifying children that would benefit from the program.
4. The team found that children that suffer from mental illness or that have family members that are mentally ill would probably not benefit from the program. In addition, children from families that have recently moved to the United States where language barriers are significant, are also not good candidates for the programs unless translators are available.
5. The team also contracted with a local mental health facility that assisted in providing psychological assessments of the truants.

Services:

Academic-enrichment programs, anger management classes, therapeutic clubs, extended school services, drug screenings, parent support groups, tutoring, consultations with medical specialists, school uniforms, books, counseling for divorced parents, grief counseling for children, referrals for parents to complete their education, referral for vocational training, and red-tape cutting to secure affordable housing.

Outcomes:

During the 1999-2000 school year 108 children participated in the Truancy Court Diversion Project who had collectively missed 2,626 days of school during the 1998-1999 school year. During the first semester of the 1999-2000 school year, these 108 children missed only 656 days. In addition, these 108 children were suspended 75% less than the previous school year. This was in part due to counseling groups, anger

management classes, therapeutic clubs and concerned parents. Further, these 108 children's grades rose by one point on a standard grade point average scale.

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Literature Review for Juvenile Justice Commission

Maryland

Timeframe: 1998 - present

Initiative: Family-to-Family Model of Community-Centered Care

Family-to-Family model of family and community-centered care. The Maryland Juvenile Justice Coalition was created to reduce juvenile crime and violence and ensure that all youth are treated fairly and have a reasonable chance to become self-sufficient adults. The underlying premise of MJJC's proposed model is that family and community centered services can prevent and reduce delinquency far more effectively than the reliance on institutions.

A restructuring of the Department of Juvenile Justice (DJJ) significantly increased funding in the Department's 2001 budget, and proposed funding for 2002 created a watershed opportunity for much needed reform.

Stakeholders:

Maryland Juvenile Justice Coalition, Maryland Children's Action Network, Legislators, community-based service organizations, state and county youth and family services, law enforcement, schools, faith-based organizations, health department, CASA, parents and youths.

Model:

Annie E. Casey Foundation helped Maryland create the Family-to-Family model that identifies families in the community to support and work with families an delinquent youth. The major components of the model include:

1. Family Support and Involvement
 - Family-centered assessments and evaluations
 - Family-centered case management
 - Family-centered data systems
 - Training on family systems theory
2. Interagency Collaboration
 - Statewide replication of Montgomery County's model of interagency collaboration and pooled funding.
 - State funding for local juvenile justice prevention, modeled after Virginia Juvenile Community Crime Control Act or Reclaim Ohio
 - Local Management Boards are provided with funds for juvenile crime prevention according to a formula that considers juvenile crime and child poverty in each jurisdiction.

- Implementation of a coordinated, capitated service delivery system similar to Wraparound Milwaukee. The model would provide a single funding amount, or capitated rate, per youth and uses private case managers with caseloads of no more than eight families to arrange for services through dozens of providers.
 - Maximizing federal funds for case management
3. Fair Treatment of Minorities
 - Department of Juvenile Justice point person on disproportionate minority representation
 - Racially neutral screening and assessments
 - Community mapping
 - A crisis intervention team in every detention facility
 - Data analysis to identify the most egregious points of disparate treatment
 4. The Wraparound Approach (a youth and family focused intervention strategy that uses flexible, non-categorical funding and is coordinated across agencies. Wraparound is a viable approach to serving the most difficult to treat youth who typically go from facility to facility, never being afforded the opportunity of rehabilitation.)
 - Identify services and supports that a child and his/her family needs and provide them as long as they are needed.
 - Services and supports must be individualized to promote success, safety and permanence in home, school and the community.
 - Maintain the team-driven process involving family, child, natural supports, agencies and community services working together to develop, implement, and evaluate the individualized treatment plan.
 - A lead organization manages the implementation of the wraparound process.
 5. Case Management
 - Specially trained case managers with caseloads of no more than 8 families that need intensive support or 15-20 families that need less intensive intervention.
 - Flexible and adequate funding for services
 6. Screening and Assessment
 - Uniform screening process for all youth that is validated and codified into state law.
 - One screening instrument for public safety
 - One screening instrument to identify youth and family needs
 - In-depth risk and need assessments for youth that are court-involved.
 7. Diversion Services
 - Community-based diversion services
 8. Best Practices
 - Wraparound Milwaukee
 - Youth Villages in Memphis, Tennessee
 - The 8% Solution
 - Missouri's matrix of programs and services
 - Family Functional Therapy
 - Multisystemic Therapy (MST)

9. Youth Development and Prevention
 - Improved academic opportunities
 - Quality after-school opportunities available for all youth in Maryland
 - A continuum of alternatives to school suspension
10. Detention, Shelter Care and Community Alternatives
 - A full continuum of alternatives to secure detention
 - Rigorous detention standards
11. Residential Placement and Secure Care
 - Small, privately run, community based residential facilities that emphasize family involvement and provide appropriate educational opportunities and resources.
 - Preference should be given to non-profit providers in awarding contracts
 - Converting some youth centers to local alternative uses and ensuring that those centers will take in only youth that are located in the region where the centers are located.
12. Aftercare
 - Comprehensive aftercare plans
 - Trained aftercare workers with small caseloads.

Budget Implications:

- Because the family-centered approach is infused throughout the system the budget of all youth and family related agencies will reflect the pooling of funds for services, case management and training. The State can tap into federal resources to pay for up to 40% of the cost for family focused case management.
- Funding is necessary to support curriculum development, training, a qualitative study, diversion programs, additional resources in high-risk communities and community mapping.
- Funding for Wraparound services will require an initial upfront commitment of new funds. These funds can be offset by reallocating substantial resources by downsizing and closing institutions and large residential facilities; evaluating the current DJJ personnel budget to determine the appropriate balance of case managers and other staff; and creating an interagency funding mechanism to pay for services. Maximized federal funds from the Title IV-E and Medicaid Targeted Case Management can be used for staff training, non-secure residential placement, case management and 30-40% of administrative costs associated with the wraparound intervention strategy.
- Closing large detention facilities will allow the State to re-allocate funds to non-secure alternatives. The opening of some detention facilities will also provide an opportunity for budget restructuring. Federal Title IV – E funds area available to pay for about one-third of the costs of non-secure detention.

Recommendations:

- The Maryland Juvenile Justice Coalition and the Maryland Children’s Action Network have asked the State to provide \$15 million in the Fiscal Year 2002

Department of Juvenile Justice budget for youth development and delinquency prevention services.

- Maryland can increase its access to federal funds by implementing the wraparound intervention strategy that relies heavily on case managers acting as service brokers for youth. In particular, the State can recoup a substantial part of the administrative costs of these programs from several funding sources, including the Social Security Act Title IV-E, the Maryland Children's Health Program, Temporary Aid to Needy Families (TANF) and Medicaid.
- Maryland currently spends more than \$80 million on institutions. Closing or downsizing the facilities and replacing them with smaller programs can pay for the smaller programs and the community-based intervention strategies for youth that would have previously been institutionalized. In addition, eliminating the state's reliance on institutionalization will result in long-term savings as fewer youth commit new offenses and fewer youth are placed in expensive institutions.

Outcomes:

1. DJJ received significant budget increases in each of the last two years. In fiscal year 2001 DJJ received an increase of 27.2 million (20%), which enabled the department to eliminate structural budget deficits, provide one time increases for management studies, and enhance funding for aftercare and the treatment of sex offenders.
2. The fiscal budget rose 14.1% to \$180 million, which represents an increase of more than 34% over the last two years. The Governor included an additional \$1million in supplemental appropriation for 2002. The budget includes as much as \$6 million in new funding for community-based services.
3. Unspent general funds in 2001 can only be used in fiscal 2002 to fund: (1) aftercare programming, \$521,000 and (2) medical contract at the Youth Centers, \$600,000.
4. In fiscal year 2002 \$1 million of the total appropriation for a state institution will be used to fund community-based interventions and beginning in fiscal year 2003, the Governor shall use the savings that accrued to fund community-based diversion initiatives.
5. DJJ committed to reduce the number of detainees at the state institution over the course of the next year in order to begin demolition by June 2002.
6. House Bill 825 Juvenile Justice Alternative Education Pilot Program was approved which requires the State Board of Education to establish a Juvenile Justice Alternative Education Pilot Program in a county designated by the State Superintendent of Schools. Except for a student that is adjudicated delinquent and committed by the juvenile court to a public or licensed private agency for placement in a facility, a student that is suspended, expelled, or identified as a candidate for suspension or expulsion must attend the program. The fiscal 2002 State budget provided \$500,000 to begin implementation of the program.

7. House Bill 892 was approved which established a three-year Summer Opportunity Pilot Program in up to three counties to provide summertime educational services to youths under the supervision of DJJ and Local Department of Social Services, using faculty of the local school system.

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Literature Review for Juvenile Justice Commission

Massachusetts

Timeframe: 1998

Initiative: Governor's Council on Youth Violence

On June 30, 1998, by Executive Order 406 Governor Paul Cellucci created the Governor's Council on Youth Violence. The Council's mission is to review, recommend and report to the Governor, procedures and programs necessary to ensure safe schools across the Commonwealth. The programs include violence prevention initiatives and emergency response initiatives.

Stakeholders:

The Governor selected a diverse collection of individuals to be Council members, including community leaders, school personnel, law enforcement officials and state agency directors. The Council also consults with other state agency officials, including representatives from the Massachusetts State Police and the Massachusetts Emergency Management Agency. The Governor designated the Secretary of the Executive Office of Public Safety as the chairperson of the Council. Council members are assigned to one of three subcommittees, Data and Information Gathering, Violence Prevention and Education, and Critical Incident Response/Crisis Intervention. The subcommittees meet independently to formulate ideas and strategies and the full Council meets regularly to review and affirm the subcommittee's findings.

Process:

Currently schools are not able to obtain critical information from state agencies, courts, law enforcement officials, court personnel, social workers, mental health workers, parents and community organizations. In 1994, former Governor Weld authorized the District Attorneys to develop Community Based Justice forums (CBJ) across the Commonwealth. CBJ is a network of local task forces that met regularly in each county to identify and share information about high-risk youth whose behavior posed a threat to their schools, neighborhoods and communities. However, the panels are operating only on a countywide basis and not every area actually uses the model.

The task forces are comprised of community leaders, school officials, police, prosecutors, probation officers, correction officials, and social service professionals. The mission of CBJ is to work proactively, collectively and consistently with school representatives, law enforcement, state social services agencies, human health resources, and community leaders to promote public safety and social responsibility among youth.

Data:

The Council has been compiling videotapes of national network programs, newspaper articles, and research materials, both the Littleton, CO incident as well as selected national and state stories on school violence. There is little documented evidence to support an assertion of which programs are successful and worthy of replication. Nonetheless, strong collaborations and neighborhood coalitions have been developed as a result of these programs. The existence of these programs have assisted communities in moving forward to develop comprehensive prevention strategies, enhance resources, strengthen families and create a positive school climate.

Recommendations:

The Subcommittee on Violence Prevention and Education recommended that the Community-based justice roundtable model should be enhanced and maximized in school districts across the Commonwealth to address issues presented by at-risk youth. Under this model the state should:

1. Standardize statewide implementation of the Community-based justice model.
2. Identify two Community-based justice programs to pilot the development and implementation of training programs. Through this pilot program, schools will be provided with information regarding risk factors of violent behavior.
3. The Community-based justice collaboration will be responsible for assessing the risk a student may present, and identifying appropriate services in order to address the behavior.

Barriers:

Confidentiality issues prohibit the CBJ panel from discussing specific information about youths. The passage of Senate Bill 745 currently before the legislature is essential to maximize the effectiveness of the Community-based Justice model. This bill, referred to as the “information sharing bill”, seeks to enhance interagency communication in criminal proceedings regarding juvenile and youthful offenders. If passed, it would greatly assist the community-based juvenile justice programs by specifically authorizing the exchange of information concerning juvenile court records, investigations, court proceedings, as well as care, custody and education, and treatment plans for juveniles, among the various agencies and representatives participating in the program. Additionally, the proposed legislation would mandate that the probation department notify the superintendents and school principals of the arraignment or disposition of any criminal or delinquency proceeding involving a student within their district. School officials need access to court information and social service agencies’ records in order to respond to public safety concerns in their schools.

Literature Review for Juvenile Justice Commission

Missouri

Timeframe: 1983 - Present

Initiative: Missouri Department of Youth Services

Missouri's youth corrections agency, Division of Youth Services (DYS), has developed a continuum of community-based and non-residential programs at the state level. Three-fourths of youthful offenders committed to DHS are assigned to non-residential community programs, group homes, and less secure residential facilities. The key strategies include: small correctional facilities, heavy treatment emphasis, extensive use of non-residential "tracker" and "day treatment" programs and intensive family outreach.

Process:

The 1974 Omnibus Reorganization Act passed by the Missouri General Assembly which created the Missouri Division of Youth Services (DYS), located within the Department of Social Services. The reorganization act was the first step in the establishment of DHS as it is known today. Considerable change has occurred within DHS over the many years since its creation. Regionalization of treatment and administration, the closing of large rural training schools, the development of community-based services, and the establishment of a case management system have all marked this change.

Governor Carnahan's Commission on Management and Productivity Implementation Order (COMAP 94-04) required Missouri to implement the Integrated Strategic Planning Process. The Division of Youth Services (DYS) initiated the first steps of that process in July 1995.

The current master plan was developed in concert with the strategic planning model and guidelines. Within the Division of Youth Services, a steering committee from within the state management group, consisting of administrators from the central office and regional offices, was assigned the task of "managing" the planning process and other committees and work groups were created as needed. The state management group reviewed all recommendations from the committees.

Many of the issues being identified relate directly to the passage of House Bill 174 in 1995, commonly known as the "juvenile crime bill," that rewrote the juvenile code in Missouri and to the acquisition of 250 new beds provided in the 1994 Bond Issue. These issues affect every aspect of DHS, ranging from its organizational structure to the service delivery system. Input into this plan has been provided from stakeholders statewide and the solicitation of their input continues to be an ongoing process

Stakeholders:

State legislators, DHS staff, courts, media, schools, county and district attorneys, law enforcement, juvenile correctional services providers, mental health officials, private service

providers, government agencies, community advocacy groups, faith-based groups, local businesses, parents and youth.

Outcomes:

Missouri's juvenile corrections system has achieved superior outcomes at a cost well below that of most states. By avoiding over-reliance on expensive residential confinement programs, limiting the length of stay in these programs, and minimizing recidivism, Missouri's Division of Youth Services operated with a budget of just \$61 million in 2000 – about \$94 for each young person in the state aged 10 – 17. By comparison, juvenile corrections budgets in the eight states surrounding Missouri average approximately \$140 per young person – one third more than Missouri.

Data:

Missouri's emphasis on treatment and on least-restrictive care, rather than incarceration and punishment is paying big dividends. While the Division of Youth Services does not track the long-term recidivism of youthful offenders released from its care, several indicators demonstrate that Missouri's approach is far more successful and cost-effective than the training school-oriented systems of most state juvenile corrections agencies.

In each of the past two years, only 11 percent of young people released from DYS custody or transferred from a residential to a non-secure community program were either re-arrested or returned to juvenile custody within one year. A 1993 study of DYS found that only 28 percent of youth released from residential care violated parole or were recommitted to DYS within three years of their release – a failure rate one-half to two-thirds below that of most other states. More than 90 percent of the 917 youth committed to DYS in 1991 were first time commitments; only 8 percent had been committed to DYS previously.

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Literature Review for Juvenile Justice Commission

Milwaukee, Wisconsin

Timeframe: 1996 - Present

Initiative: Wraparound Milwaukee

The Wraparound Milwaukee program in Milwaukee, Wisconsin, takes an integrated, multi-service approach to meeting the needs of youth and their families. Wraparound Milwaukee is run by the Milwaukee County Mental Health Division – Child & Adolescent Services Branch. Each youth receives care tailored to their specific needs. Particularly important are the program's strength-based approach to children and families; family involvement in the treatment process; needs-based service planning and delivery; individualized service plans; and outcome-focused approach. Outcomes for youth participating in Wraparound Milwaukee have included reduced recidivism in the juvenile justice system; significant improvement in school attendance; and better functioning at home and in the community based on nationally normed instruments.

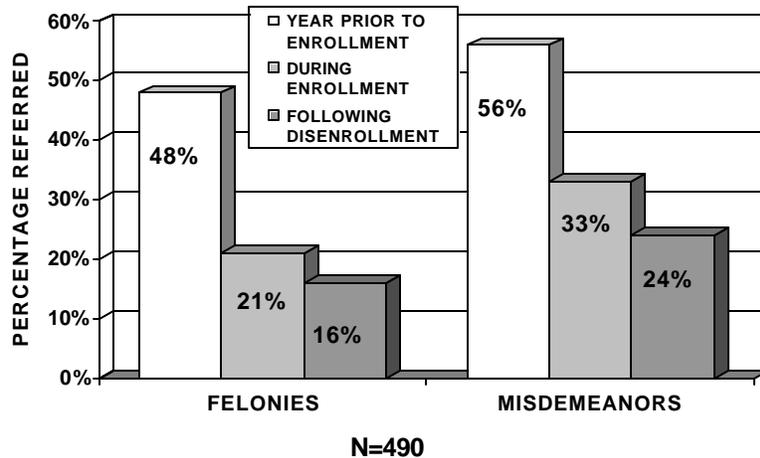
Process:

Before Milwaukee launched the wraparound program, the county paid for more than 360 young people to sleep in residential facilities, and it maintained a waiting list of youth approved for residential treatment and awaiting placement. Placements into residential treatment were made by a variety of county agencies – child welfare, juvenile justice, and mental health – and each agency paid the bills for any young person it referred. The average length of stay in residential treatment was 14 months, at a daily cost of \$135 per day per youth. That resulted in a overall cost of \$18 million per year – or \$60,000 for each young person.

Wraparound Milwaukee replaced this funding hodgepodge with a unified system. It collected the funds previously spent for out-of-home care by the county's child welfare (\$8 million/year), juvenile justice (\$8 million/year), and mental health (\$1.5 million/year) agencies, and used these funds to support a continuum of services including both wraparound and residential care. Wraparound Milwaukee also captures additional funds (\$10 million per year) in Medicaid reimbursements for eligible youth, creating a total budget of \$28 million in 1999.

Data:

Whereas 45 percent of participants committed two or more offenses in the year prior to enrollment, only 11 percent of participants committed two or more offenses during the year of treatment. Among youth for whom one-year follow-up data were available in April 2000, the average number of arrests declined from 2.04 during the year prior to enrollment to .30 arrests during the year after discharge from the program.



Outcomes:

Families and youth enrolled for one year or more in Wraparound Milwaukee functioned better significantly in school, at home and in the community based on National evaluation instruments.

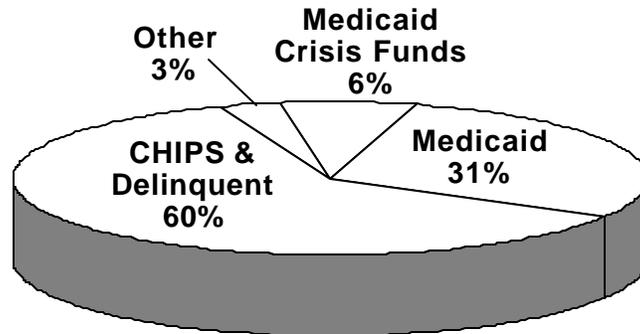
- The average youth improved his or her school attendance by 60% from the time of enrollment to one-year post disenrollment.
- There was a significant reduction in youth committing new delinquent acts from a year prior to enrollment to one year following enrollment and that decrease continues even a year after the children leave Wraparound.
- The average number of youth in residential treatment placements dropped in 2001 from 110 placements at the start of the year to only 77 youth by the end of 2001.
- The average monthly cost of a youth enrolled in Wraparound Milwaukee was only \$4,350 per month versus over \$7,000 per month if that child was in a residential treatment placement or juvenile facility.
- Countywide, the program has reduced the daily population in residential treatment programs from 360 (plus wait list) down to 135 per day.
- Psychiatric hospitalization of adolescents has declined by 80% since Wraparound Milwaukee went into effect.

Cost:

Where the Money Comes From:

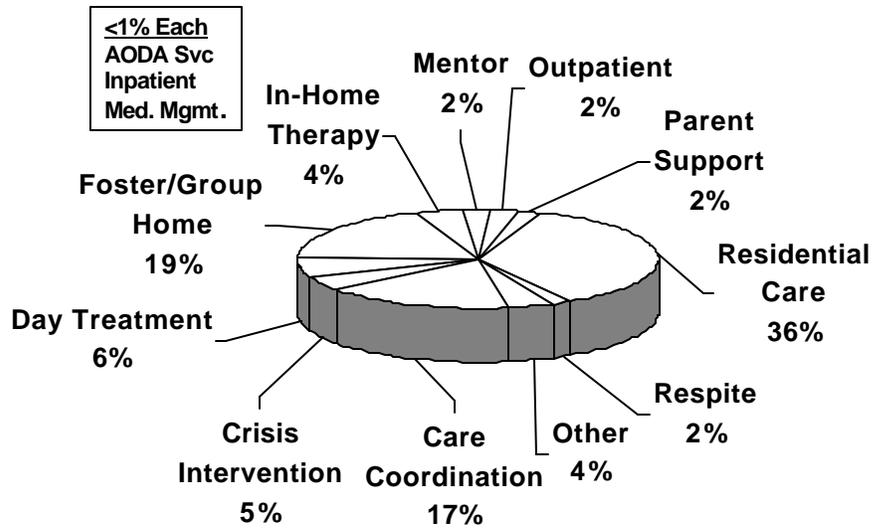
Child Welfare and Juvenile Justice continued to be the principal source of funds in 2001 in the blended funding model used by Wraparound Milwaukee. While more overall monies were captured in 2001 than in previous years, there was a slight decrease in MA capitation payments to Wraparound Milwaukee (34% to 31%). However, there was a significant increase in Medicaid crisis funds coming to Wraparound Milwaukee in 2001. Overall funding totaled nearly \$31.5 million in 2001.

To ensure that the project minimizes unnecessary out-of-home care, Wraparound Milwaukee is paid on a “capitated rate” basis similar to that used by health maintenance organizations. Wraparound Milwaukee receives \$3,300 per month per child for every juvenile justice and child welfare case referred to the program, plus \$1,542 per month for each young person on Medicaid. Wraparound pools all of these funds and pays for all services needed by each youth participant, regardless of cost. Nonetheless, the fixed-rate funding formula ensures that the program maintains its focus on cost-effectiveness and avoids unnecessary out-of-home placements.



Where the Money Goes:

There was \$24,616,073 spent on services for all Wraparound Milwaukee families in 2001. The graph below shows the percentage of expenditures by type of service. While the highest single expenditure is residential treatment, that service cost has been coming down significantly every year for the past four years. For 2001, 36% of total costs were spent on this service (down 8% from 2000). This is a dramatic reduction from 1997, the first full year Wraparound Milwaukee targeted residential treatment bound youth when residential costs represented over 75% for the entire Wraparound budget.



Challenges:

In 2002, Wraparound Milwaukee will serve an estimated daily enrollment of 550 youth. Again in 2002, Wraparound Milwaukee will be expected to have a balanced budget with no tax levy support. This will mean maintaining good business practices while still achieving positive clinical and program outcomes for the children and the families serviced.

- Continuing to reduce the need for utilization of residential treatment, state correctional and in-patient psychiatric placements.
- Continuing to achieve positive outcomes while expanding the target population served to include more aftercare youth from the state juvenile correctional system.
- Serving as a national host learning site for other federal grant projects.
- To fulfill a commitment to train providers on the Wraparound process, develop and implement a new Family Orientation Program and do cross system training of child welfare and juvenile justice workers.
- Expand family participation in Families United to carry-out the many activities planned.

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Literature Review for Juvenile Justice Commission

Nebraska

Timeframe: 1998 – Present

Initiative: County Juvenile Services Aid Program

LB640 was passed July 1, 2001 creating the County Juvenile Services Aid Program under the Juvenile Services Act. LB640 was designed to help counties develop community-based services for juveniles so that communities could appropriately serve youth locally. The Office of Juvenile Services (OJS) within the Health and Human Services System would administer the program. Under the new program, those counties or groups of counties that developed a comprehensive juvenile services plan would be eligible to receive annual state aid funds to assist in the implementation and operation of programs or service(s) identified in their plan. Programs for assessment and evaluation, prevention of delinquent behavior, diversion, detention, shelter care, intensive juvenile probation services, restitution, family support services, and family group conferencing would be among those eligible for funding.

In addition, provisions of LB 652 were added relating to juveniles placed with the OJS or the Department of Health and Human Services for evaluation prior to disposition by a juvenile court. The bill required the state to pay the costs incurred during an evaluation unless otherwise ordered by the court. Counties would be responsible for all other detention costs prior to disposition, the cost of delivering the juvenile to the facility or institution for an evaluation, and the cost of returning the juvenile to the court for disposition.

Stakeholders:

Introducers of the bill included Senator Jim Jenson, Senator Pam Brown, Senator Dwite Pederson and Senator Nancy Thompson (all at the request of the Governor). Nebraska's Crime Commission consists of 19 members, the majority of whom are appointed by the Governor for six year terms. The Governor also appoints the Executive Director of the Crime Commission. By Statute, the Governor, Attorney General, Superintendent of the State Patrol, Director of the Department of Correctional Services and chairperson of the Police Standards Advisory Council serve as commission members.

The Nebraska Coalition for Juvenile Justice's existence is mandated through the state's participation in the federal Juvenile Justice and Delinquency Prevention Act. The Coalition makes recommendations to the Crime Commission on juvenile justice issues, oversees Nebraska's compliance with the JJDP Act and prepares annual reports on those activities for the Governor and Legislature. The Coalition is made up of 33 members appointed by the Governor. To ensure youth representation, at least six of the members must be less than 24 years of age at the time of appointment.

Process:

A new separate and distinct County Juvenile Services Aid Program was developed within the Office of Juvenile Services. The annual appropriation of this program would not exceed \$4million of General Funds. Funding acquired from participation in the federal Juvenile Justice and Delinquency Prevention Act of 1974, state General Funds and other available sources was used to aid counties in the establishment and provision of community-based services for accused and adjudicated juvenile offenders.

The legislature decided that up to \$500,000 of the combined annual appropriation may be set aside each year by the Office of Juvenile Services for planning grants to assist counties in developing their comprehensive juvenile service plans. The remaining balance of the program was annually apportioned as aid to eligible counties in accordance with an equitable formula to be assessed by the Office of Juvenile Services. Funds were not to be used for construction of secure detention facilities, secure youth treatment facilities, or secure youth confinement facilities.

In addition, OJS was responsible for contracting for the development of a statewide system to monitor and evaluate the effectiveness of plans and programs receiving funds under the county aid program.

Cost:

The appropriation to the County Juvenile Services Aid Program Counties would be capped at \$4million a year in state general funds. Counties must provide a minimum of 40% local match from non-state sources for aid funds received from the state under the aid program. Aid received by a county may not be used to replace or supplant any funds currently being used to support existing programs for juveniles, and may not be used for capital construction or the lease or acquisition of facilities.

The legislature appropriated \$1,670,000 from the General Fund for FY 2001 – 2002 and \$3,680,000 from the General Fund for FY 2002 – 2003 to HHS, for distribution to eligible counties as determined by the rules and regulations adopted by OJS.

Data:

In accordance with the Nebraska Coalition for Juvenile Justice's Three Year Plan, one of the established priorities is to examine the issue of juvenile mental health as it relates to the juvenile justice system. Dr. Denis Herz with the University of Nebraska – Omaha was selected to conduct a study on mental health issues in juvenile justice, including an examination of the prevalence of youth in the justice system with mental health problems, how youth access services, what services are available and funding for services.

Outcomes:

The Crime Commission's emphasis on developing alternatives to incarceration for juveniles has focused on community-based temporary holding programs which use specially trained staff to effectively confine juveniles. These staff secure programs are viewed as viable and affordable means of confining juvenile offenders pending a more

permanent placement. Since 1994, the number of staff secure programs in Nebraska has grown from one to eleven programs, increasing the number and accessibility of staff secure beds statewide, particularly in rural areas.

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Literature Review for Juvenile Justice Commission

North Carolina

Timeframe: 1998 - present

Initiative

What: On July 20, 2000 Gov. Jim Hunt signed legislation creating the North Carolina Department of Juvenile Justice and Delinquency Prevention (DJJDP) -- the state's first agency to focus entirely on the child.

Process:

In 1998, as part of his Juvenile Justice Reform Act, Hunt called for the establishment of a single cabinet-level agency to fight crime and step up prevention efforts. In 1999, the Office of Juvenile Justice in the Governor's Office was created by combining the Division of Youth Services in the Department of Health and Human Services with the Juvenile Services within the Administrative Office of the Courts.

DJJDP will focus on keeping kids in school and reducing the number of repeat offenders by consolidating juvenile crime and prevention programs, and establishing partnerships with other programs. The law brings together OJJ, the Center for the Prevention of School Violence, the Guard Response to Alternative Sentencing Program (GRASP), which serves at-risk youth offenders, and a federal block grant program to support local efforts to fight juvenile crime.

The creation of DJJDP did not require additional funds and consolidated the existing agencies' budgets into one departmental budget. The new department, with a \$140 million budget, oversees the state's juvenile court offices, training schools, detention centers, Juvenile Crime Prevention Councils, and after-school mentoring programs.

Other:

In 1982, Governor Hunt created the Governor's One on One Program through an executive order. It worked as a statewide initiative in the Department of Juvenile Justice and Delinquency Prevention. In the program, troubled young people (court involved and "at-risk" youth) were matched with adult volunteers who were willing to give their time, energy and compassion so that the youths' lives could be redirected.

The program was funded in 1982 and twelve programs were started in 1983. Over the next two years, 22 additional programs were started. Additional funds were allocated in 1987 and 1994. Each program was required to have an Advisory Board or a Board of Directors.

Outcomes:

The 669 youth who completed the program between 1999 – 2000...

- Were involved in the program an average of 474 days
- Were suspended from school 67% less than the previous year
- Referred to juvenile court 89% less than the previous year
- 93% were actively enrolled in school

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Literature Review for Juvenile Justice Commission

Ohio

Timeframe: 1992-1996

Initiative: RECLAIM Ohio

RECLAIM (Reasoned and Equitable Community and Local Alternatives to the Incarceration of Minors) Ohio is a funding initiative that works to encourage the development and/or contracting for a range of community-based sanctions options by local juvenile courts. This initiative seeks to facilitate community-based responses to the problem of youth delinquency through the establishment of local, graduated sanctions programs. It was developed to address youth who were already in trouble with the law through community responses. RECLAIM is unique because it affords juvenile courts the authority to establish their own local community-based programs. The initiative was piloted in 9 Ohio counties in 1994 and was made available to all of Ohio's counties in January 1995.

Stakeholders:

Governor George Voinovich, Ohio Families and Children First (OF & CF), Ohio Department of Youth Services, Lieutenant Governor Michael DeWine, local juvenile court judges, local community-based programs and youth.

Process:

DYS had been granted separate funding for the juvenile institutions under its jurisdiction. This was put into place as a fiscal incentive to commit youth to secure juvenile facilities, no matter how nonviolent the crime for which they had been adjudicated. According to the literature contained in *Juvenile Justice Initiatives in the States (1997)*, "it was becoming readily apparent that many of the youth committed to DYS would be better served in their local communities." As a result, juvenile institutions around the State experienced significant crowding.

Governor Voinovich then urges dialogue between DYS officials and juvenile court judges about developing a collaborative approach to the care, treatment, and sanctioning of delinquents. In addition, DYS started to review the initiatives of some other states in the realm of juvenile justice reform. They, then, took the positive aspects of each of these programs and tailored them to meet the specific needs of Ohio's population while avoiding the obstacles and unintended consequences suffered by those states. The DYS budget was then aggregated and then appropriations were distributed to the counties by State officials.

Model:

RECLAIM Ohio came about from the interest of Governor George Voinovich in programs that devote their energies to “building families and investing in children.” The RECLAIM program operates on the basis of two primary goals: to empower local judges with more sentencing options and disposition alternatives for the juvenile offender and to improve DYS’ ability to treat and rehabilitate youthful offenders. Juvenile courts are allowed to create new services and sanctions that they decide are appropriate for handling the juvenile offenders who appear before them. In this way, the program seeks to provide more autonomy in the administration of juvenile justice.

Counties that are under this program receive funding based on the number of youth adjudicated in the previous 4 years that would have been felonies if committed by adults. Each county’s funding allotment is charged 75 percent of the daily costs for youth housed in secure DYS institutions and 50 percent of the daily costs for youth placed in DYS community corrections facilities. These facilities are State-funded, locally operated, dispositional alternatives for young offenders whose offenses do not warrant long-term commitment to secure placements but would benefit from treatment in residential facilities (Bilchik, 1997). The remaining monies are rebated to the counties each month by DYS.

In the event that a county has exhausted its funding from RECLAIM, DYS holds that the juvenile court has the option to commit violent youth to DYS secure facilities in order to ensure public safety. This, in turn, ensures that the juvenile courts will not have to use local funds to house more violent youth who belong in secure custody. RECLAIM Ohio also has provisions for what are known as “public safety beds.” The counties are not charged against their RECLAIM Ohio allocation for youth that are committed to DYS for violent crimes such as murder, rape, or manslaughter.

Outcomes:

An evaluation of the nine RECLAIM Ohio pilot programs in 1994 that was conducted by the University of Cincinnati found that 85% of county court judges, administrators, and probation officials were very satisfied with their experiences as pilot program participants. Moreover, “juvenile courts received \$17.1 million after they paid their debits for DYS commitments – nearly three times the amount of State money previously channeled to the juvenile courts” (Juvenile Justice Reform Initiatives in the States, 1997).

DYS now reports that its institutional populations have decreased and its officials now have a greater opportunity to address treatment issues for youth in need. Reclaiming Ohio’s delinquent youth is now a shared effort by DYS, juvenile courts, and other State agencies.

Literature Review for Juvenile Justice Commission

Oregon

Timeframe: 1995 – 1996

Initiative: S.1

S.1 was created from the Governor's Task Force on Juvenile Justice and endorsed by the State legislature. The bill called for change from the original philosophy of the State's juvenile justice system, calling for a change from a child welfare perspective to one that would:

- Demand accountability from juvenile offenders who entered the system
- Wholesale reorganization of the system itself
- A broad expansion in the availability and range of services for juvenile offenders

The new philosophy aims at addressing juvenile offender's needs for rehabilitation at their first contact with the system, a graduated sanctions approach. At each phase of the juvenile's contact with the system, stricter sanctions are imposed. In addition, there are services that accompany each phase which are specifically tailored to the juveniles' needs.

Stakeholders:

Oregon's Governor, Governor's Task Force on Juvenile Justice, State legislators, citizens, and State juvenile justice officials.

Process:

In January 1994, former Governor Barbara Roberts created the Governor's Task Force on Juvenile Justice. This agency was charged with the task to "examine Oregon's juvenile justice system, to identify the components of the system that are working and those that were not, and to help amend and reform the system to meet current and future needs" (Bilchik, 1997). The task force is composed of the president of the State Senate, two circuit court judges, the State police superintendent, a local chief of police, a law professor, a private attorney, and a businessman. The, then, attorney general was appointed task force chair.

The task force and its subgroups reportedly met 52 times between its creation in 1994 and the release of its final report one year later. Based on their own studies and reports from other juvenile justice agencies, the task force developed a blueprint for reform in Oregon. By June 30, 1995, a bill entitled S.1 was endorsed by the State Legislature and signed by the governor as a result of the task force's recommendations.

Model:

Based on their own studies and reports from other juvenile justice agencies, Governor's Task Force on Juvenile Justice developed a blueprint for reform in Oregon that was to be based on seven specific principles:

- Accountability and responsibility for an individual's conduct
- Community and family protection and safety
- Certainty and consistency of response and sanctions
- Effective and closely supervised reformation and rehabilitation plans and programs
- Early intervention and prevention
- Parental involvement and responsibility
- Highest and best use of available resources

Outcomes:

Oregon responded to the call for tougher sanctions for repeat juvenile offenders by balancing this request with providing programs and services at each level of the system. As a result, the State has adopted a new philosophy under which it operates its juvenile justice system. The new philosophy is to "provide a continuum of service that emphasizes prevention of further criminal activity by the use of early and certain sanctions, reformation and rehabilitation programs and swift and decisive intervention in delinquent behavior" (Bilchik, 1997).

As of 1996, a Department of Youth Authority has been established along with the closing of 4 regional juvenile corrections facilities. In addition, Oregon's reform has extended into the expansion of existing services and the creation of new programs and services for juvenile offenders across the State.

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Literature Review for Juvenile Justice Commission

Pennsylvania

Timeframe: 1986 – Ongoing

Initiative:

Continuing high violent juvenile crime rates in Pennsylvania caused concern of the effectiveness of the juvenile justice system. The escalation of violent crimes committed by first-time and multiple offending juveniles suggested that its current operation of the juvenile justice system was not effectively meeting its stated purpose, which is to provide for children committing delinquent acts programs of supervision, care and rehabilitation which provide balanced attention to the protection of the community, the imposition of accountability for offenses committed and the development of competencies to enable children to become responsible and productive members of the community.

Out of this concern, the State of Pennsylvania has initiated several enhancements to its system to address specific problems within the realm of juvenile justice. These enhancements were made with regard to the following areas of expressed need:

- Reducing disproportionate minority confinement
- Emphasizing “risk-focused” prevention
- Employing balanced and restorative justice techniques

Stakeholders:

Governor, Juvenile Advisory Committee (JAC), Minority Confinement Subcommittee, Juvenile Court Judges’ Commission, Commission on Crime and Delinquency, Office of Justice Programs, U.S. Department of Justice, Prevention Policies Board

Process:

Reducing Disproportionate Minority Confinement

The start of Pennsylvania’s efforts to reduce its disproportionate minority confinement began in 1986 when a disproportionate number of minority juveniles entering the state’s juvenile justice system and secure confinement was identified by the Pennsylvania Juvenile Advisory Committee (JAC). They responded to this phenomenon by developing a data-driven strategy to first, identify the areas with the highest levels of overrepresentation, and then to create strategies to respond to them.

The JAC established the Minority Confinement Subcommittee to further examine this issue and to devise an appropriate response for the state. The Subcommittee performed an analysis of the, then current, 1988 – 1989 juvenile justice data. This analysis revealed

that although minorities accounted for only 12% of the state's juvenile population, they accounted for 27% of arrest, 48% of all youths formally charged in juvenile court and 70% of all secure confinements (Kurlychek & Hurst, 1998). Based on this information, the Subcommittee concluded that the best courts of action was in efforts aimed at prevention and intervention to slow the entry and re-entry of minority juveniles into the system. It targeted specific geographic areas where the problem was most prevalent.

The Subcommittee considered communities with the following characteristics for program opportunities:

- High levels of minority youth at risk of delinquent activity (youth population ages 10-17)
- High volumes and case rates of minority delinquency; and
- High levels of person offend cases disposed by the juvenile court

The statistics of the analysis conducted by the Subcommittee showed that minority youths in the city of Harrisburg accounted for only 12% of the city's general juvenile population, but 50% of all juvenile arrests. Therefore, the city was selected as the first target site for program implementation. As a result, 5 minority prevention/intervention programs were established there in 1990. They include:

The Business Entrepreneur
Targeted Outreach
Teens Together/Positive Choice
Project Connect
The Hispanic Center After-School Program

Emphasizing “Risk-Focused” Prevention

In 1994, Pennsylvania officials were introduced to the Communities That Care Model (CTC) of risk-focused prevention at the 21st National Conference on Juvenile Justice. The model was developed by Professors J. David Hawkins and Richard F. Catalano of the University of Washington at Seattle. Pennsylvania officials felt that this particular model had the promise to “coordinate the fragmented pieces of the youth services system that have troubled juvenile and youth workers for decades” (Clouser, 1995). Therefore, Pennsylvania received its initial federal appropriation of \$538,000 through Title V of the Juvenile Justice and Delinquency Prevention Formula Grant Program with the CTC model supported for possible program development. The Pennsylvania agency responsible for administration and allocation of federal Title V funds, the Pennsylvania Commission on Crime and Delinquency (PCCD), presented the concept to the state's Juvenile Advisory Committee for consideration. The Committee favored the idea and a collaborative risk-focused prevention effort was established.

The PCCD then designed a “Risk-Focused Prevention Team” to serve as an overseer of implementation procedures. This consisted of an appointed liaison and program specialists in the fields of juvenile programs, crime prevention, criminal justice, victims

services, grant review, and statistics. The CTC model was then selected for implementation. The county level was then selected to coordinate the implementation because they administer the majority of programs impacting local communities. Financial and technical support was supplied to each of the participating counties. One aspect of this support was \$265,000 in federal Juvenile Justice and Delinquency Prevention funds awarded the counties in the form of research and assessment activities. Additionally, there was \$68,000 in federal Byrne Memorial Program funding for training seminars for the creation of a “Technical Assistance Facilitator Project” (Clouser, 1995). In this way, existing state resources were rallied and additional training seminars on program planning and technical assistance were provided for.

Employing Balanced and Restorative Justice Techniques

Act 33 of Special Session No. 1 was passed in November 1995 by the Pennsylvania General Assembly. The act is designed on the premise that “clients of the juvenile justice system includes the victim, community and the offender, and that each should receive balanced attention and gain tangible benefits from their interactions with Pennsylvania’s juvenile justice system” (<http://www.pccd.state.us.pa.us/Juvenile/Barj.htm>, 2002). This act now requires the system to seek to address goal regarding community protection, offender accountability, and the development of competencies in each case.

Model:

Communities That Care (CTC) is designed to empower communities by emphasizing assessment and planning as the basis for program development and implementation. Decision-making is put into the hands of local citizens and community leaders. It is based on research which reveals that a number of risk factors increase the chances of adolescents developing health and behavior problems. The 4 categories of risk factors are:

- 1) Community
- 2) Family
- 3) School
- 4) Individual/Peer

This model helps leaders to identify the risk factors present in their community so that they can prevent problem behaviors before they are established. Once this is established, a look at the communities’ protective factors is conducted. These balance risks factors by either reducing the impact of the risks or by changing the way a person responds to them. There are 3 categories of protective factors:

- 1) Individual characteristics (i.e. having a resilient temperament)
- 2) Bonding (i.e. positive relationships with family members and teachers)
- 3) Healthy beliefs and clear standards (i.e. children should be drug and crime free, rules against alcohol use)

The Communities That Care Model maintains that there must be 3 conditions provided by prevention programs. They are:

- 1) Opportunities for involvement in and contributions to family, school, and community
- 2) Social and Cognitive Skills necessary to be successful
- 3) Recognition for skillful performance

Two Phases of Model Implementation

Phase 1

Introduce and involve

- Identify a group of “Key Leaders”
- Develop a “Prevention Policy Board,” a larger group responsible for conducting the risk and resource assessment

Risk and Resource Assessments

- Assess predominant risk factors affecting the community by collecting local data
- Assess community resources that help protect young people from the negative influences around them

Action Plan

- Use results from the assessments to prioritize and target the top risk factors
- Design/enhance programs to address risk factors

Phase 2

Program Implementation

- Implement programs and strategies designed in Phase 1
- Identify funding and support systems

Evaluation

- Evaluate implemented strategies to determine if there has been an impact on the problem behavior and a long-term impact on the risk factors and whether program processes and outcomes have had the desired effect (Clouser, 1995).

The Pennsylvania Victim/Offender Mediation Program (VOM) was established in 1997 after the passage of the restorative justice legislation. This model is supported by the Pennsylvania Commission and Delinquency. The purpose of this establishment was to “connect with other restorative justice programs for juveniles across the state and to validate the Victim/Offender Mediation programs in Pennsylvania” (Glessner, 1999). T combines some elements of VOM models with conflict resolution and criminal error training. Juveniles offenders who participate in this program have already been adjudicated, and must participate as a requirement of their community correction

Young offenders are referred by Juvenile Department probation officers. The juveniles have to complete a series of classes before participating in the mediation component of the program. The classes provide training in:

- How to identify and avoid using criminal thinking errors
- Developing empathy for others
- The ripple affect of the juveniles' crimes
- Brainstorming positive choices
- Writing a letter of apology to the victim

The Coalition Model focuses on the encouragement of networking amongst every agency concerned with juvenile justice and works to provide efficient and useful consolidation of resources. This particular model requires cooperation and dedicating from a wide range of people and organizations over an extended time period. Emphasis is placed on the involvement of the police, schools, probation, and community-based agencies. Maintaining funding for staff positions for the coalitions is critical to enhancing these community-based groups.

Outcomes:

Between 1991 – 1997, the Pennsylvania Commission on Crime and Delinquency (PCCD) and the Juvenile Advisory Committee have awarded nearly \$4 million to support the Disproportionate Minority Confinement Initiative. An additional \$500,000 was reserved for continued support of the initiative in 1998.

Cultural diversity training is now provided to court staff and minorities are actively recruited for court positions. In addition, a staff position within PCCD provides critical support to the subcommittee, supports program planning and development, and provides technical assistance under the DMC Initiative.

The State's 1995 Disproportionate Minority Confinement data showed that although the minority juvenile population who are at risk increased from 12 percent in 1988 to 13 percent in 1995, minority juveniles confined in secure detention and correctional facilities decreased from 73 percent to 66 percent and minority juvenile arrests decreased from 30 percent to 29 percent. Minority juveniles transferred to adult court, however, increased from 71 percent in 1988 to 72 percent in 1995 (<http://ojjdp.ncjrs.org/jjbulletin/9809/penn-7.html>, 2002)

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Literature Review for Juvenile Justice Commission

South Carolina

Timeframe: 1993- present

Initiative:

The Governor's Juvenile Justice Advisory Council (GJJAC) was created with the responsibility of advising policy makers on the state level about areas of need related to children and the juvenile justice system. It was also charged with recommending improvements in juvenile justice services and offering technical assistance to state and local agencies in the planning and implementing of programs for the improvement of juvenile justice. To enhance efforts to provide technical assistance on a local basis to address some of these issues, GJJAC members were trained by the Coalition for Juvenile Justice and the OJJDP.

The Council believes that keeping children out of the juvenile justice system through delinquency prevention and early intervention programs is critical to improving both the juvenile justice system and the quality of life for all of South Carolina's citizens. The Council also supports the Balanced and Restorative Justice concept because it recognizes the importance of early intervention as a component of both prevention and graduated sanctions.

Process:

The JJDP Act of 1974 required the creation of an advisory group to inform the Governor and other elected officials about juvenile justice and related issues. South Carolina created the GJJAC in 1975.

Stakeholders:

The GJJAC consists of volunteer private citizens with an abiding interest and training in children's issues as well as volunteer representatives from state and local governmental agencies involved in juvenile justice and delinquency prevention.

Other:

Core Principles of OJJDP: The Juvenile Justice and Delinquency Prevention Act requires compliance with the following federal core principles:

1. Deinstitutionalization of status offenders
2. Sight and Sound Separation
3. Removal of Children from Adult Jails
4. Disproportionate representation of minorities in confinement (DMC)

Efforts to deinstitutionalize status offenders are being made by the Department of Juvenile Justice at the state level and the Governor's Youth Councils' at the community level. These efforts include implementing nonsecure alternative programs throughout the state and providing needs and risk assessment instrument to judges, solicitors public defenders and DJJ staff for use at the pre-ad judicatory detention, intake, disposition and commitment stages of the juvenile justice system. DJJ has developed a Truancy Intervention Plan to be implemented statewide and a determinate sentencing guide has been developed to assist judges in the appropriate use of this option. It is expected that these efforts will reduce the number of status offenders that are institutionalized in South Carolina.

GJJAC members who serve on the DMC Committee have been active on a national level for several years and during this time period, a member was elected as national Vice Chair of the Ethnic and Cultural Diversity Committee of the Coalition for Juvenile Justice (CJJ) for the year 2001. The national committee conducts training sessions relating to DMC and provides a forum for discussing practices across the nation. South Carolina's DMC Committee members review local initiatives and are available to provide technical assistance regarding this issue.

The GJJAC completed Phase I and II of the DMC plan required by the JJDP Act and is now on Phase III. In Phase I, three pilot counties gathered data for analysis and developed intervention strategies. Phase II consisted of developing a state strategy to reduce or identify factors influencing overrepresentation of minority juveniles in secure facilities. Research during the phases confirmed that DMC exists in South Carolina.

It is anticipated that the statewide risk and needs assessment clarification system will have a positive impact on the DMC as well, ensuring that secure placement decisions are based on individual risk and need, not race. In addition, alternative programs developed by the local Governor's Youth Councils will provide more nonsecure options for minorities at the community level.

In 2000 and 2001, the Juvenile Justice Grant Program within the Department of Public Safety issued Formula grant solicitations requesting applications from state agencies for a statewide DMC coordinator. The objective is the reduction of minority youth in secure confinement to a level that reflects the percentage of minority youth in the state. A coordinator would develop community strategies to reduce overrepresentation, become familiar with prior state efforts and survey published research regarding identification and assessment of the issue, and establish a policy group to help implement a statewide strategy. In 1999, South Carolina was chosen as one of five pilot states to receive Intensive Technical Assistance (ITA) regarding DMC. The OJJDP sponsored this initiative through a cooperative agreement with Keystone Consulting Firm (KCF. In conjunction with representative from OJJDP, KCF conducted a two-day work plan that included an initial start-up meeting and interviews with staff from the Department of Public Safety's Office of Justice Programs, GJJAC members and community groups and agencies.

Miscellaneous:

Since 1996, a Juvenile Task Force appointed by the Governor has been identifying and solving problems in South Carolina's juvenile justice system. At the local level, each of the 16 judicial circuits has youth councils. These councils bring together family court judges, community leaders, educators, solicitors, law enforcement and local agencies servicing children to discuss delinquency prevention.

In 1993 the Department of Youth Services became the Department of Juvenile Justice as a result of the Government Restructuring Act. The new Department is designated a cabinet agency.

In 1997, the Spartanburg County Sheriff's Office and the Spartanburg County DJJ Staff started Operation Night Light, a partnership between law enforcement and probation similar to Boston's.

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Literature Review for Juvenile Justice Commission

Tennessee

Timeframe: 1996 – Present

Process:

1996 legislation created the Department of Children's Services (DCS), which integrated child welfare, juvenile justice, and certain functions from health, education, and mental health agencies. By merging its Department of Youth Development into a children protection and juvenile justice department, Tennessee went in a direction opposite of other states that were dedicating one agency to juvenile justice services. DCS provides probation, placement, and aftercare services to delinquent youth. The Tennessee Commission on Children and Youth is the state advisory group responsible for implementing the provisions of the Juvenile Justice and Delinquency Prevention (JJDP) Act in Tennessee.

Stakeholders:

The policy-making body of TCCY is a 21-member commission whose members are appointed by the governor. At least one member is appointed from each of Tennessee's nine development districts. Five youth advisory members meet the federally mandated composition required for a state advisory group.

Initiative:

The Tennessee Commission on Children and Youth is the state advisory group responsible for implementing the provisions of the Juvenile Justice and Delinquency Prevention (JJDP) Act in Tennessee.

The four core requirements of the act are to:

- deinstitutionalize status offenders (DSO);
- remove children from adult jails;
- separate children from adult offenders; and
- address minority overrepresentation in secure confinement.

The intent of DSO is to:

- Decrease the probability that status offenders would become criminal offenders
- Provide more humane handling of troubled youth
- Provide status offenders due process
- Promote the development of community-based rehabilitation services

To assure compliance with these requirements, TCCY conducts periodic on-site monitoring of all jails and detention facilities in Tennessee. TCCY also performs on-site monitoring of state and federal funds distributed to counties and distributes state and federal funds to counties and community programs to prevent delinquency or improve services for children involved with juvenile courts. TCCY also provides technical assistance and information materials to facility administrators, juvenile court judges and support staff, sheriffs and other law enforcement agencies regarding the law, and policies and procedures required for compliance with the JJDP Act.

TCCY coordinates Juvenile Justice Teams to develop strategies with local facilities, juvenile court judges and staff to work on reducing DSO violations. The teams consist of representatives from the Commission, TCCY staff, Department of Children's Services, juvenile court judges.

TCCY oversees the Disproportionate Minority Confinement Task Force, which works with local communities to address the overrepresentation of minorities in secure facilities. Also, in collaboration with other state agencies, the courts, schools and community-based organizations, TCCY provides training and technical assistance on grant applications and compliance with the JJDP act.

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Literature Review for Juvenile Justice Commission

Tennessee

Timeframe: 1980 – present

Initiative: Youth Villages

Youth Villages is a private, non-profit organization based in Memphis, Tennessee, which provides mental health treatment to seriously troubled youth and their families. Youth Villages provides a continuum of services, including residential treatment, therapeutic foster care, and in-home, family-based treatment. Populations served include chronic, violent juvenile offenders, juvenile sex offenders, youth diagnosed as both emotionally disturbed and mentally retarded, and youth who have been abused or neglected.

Stakeholders:

Private, non-profit organization, service providers, state and local officials and agencies, juvenile courts and judges, legislators, and concerned citizens.

Process:

Youth Villages began in Memphis, TN in 1980 at the request of one juvenile judge who asked for a particular residential program to be improved. The initial effort has expanded to include several different types of programs based on a Continuum of Care service model. Youth Villages is run by a private, non-profit organization based in Memphis, Tennessee and is funded through private donations of individuals, corporations and foundations.

Model:

The Continuum of Care service model is mandated as the required service model for all Tennessee agencies serving youth in state custody. This program accepts youth based on referrals from other agencies and operates under a “no wrong door” approach, meaning that youth can enter the program at any level, and move from one level of treatment to another based on individual needs. In the 2000-2001 fiscal year, Youth Villages served over 2,000 children, 70% of whom were under the age of 11. This emphasis on early intervention prevents future challenges by providing intensive, in home counseling services to children as young as 6.

The programs available in Youth Villages include residential treatment, home-based counseling, foster care, adoptive services, community-based programs, and transitional living.

- Residential treatment is available at three sites in Tennessee. Each site has its own team of mental health professionals who build intensive therapy into the daily activities of youth, twenty-four hours a day, seven days a week. Education is offered to residential youth at state-approved campus schools. Families are encouraged to participate in their child’s treatment.

- Home-based counseling is provided to children and their families, many of whom have participated in other Youth Villages programs. The counseling is based on the philosophies of Multisystemic Therapy (MST), a model of therapy designed to serve the most seriously troubled youth. MST incorporates an intensive approach with low caseloads (3-5 families) and treatment length of 3-6 months. It is a comprehensive treatment approach that addresses all systems including family, school, peers, individual and community. In MST, the therapist is the primary provider of services, including school, peer, and community support interventions with direct accountability for treatment outcomes. MST requires intensive training and follows a rigorous and structured methodology for supervision and model adherence. It is based on 15 years of randomized, controlled clinical trials demonstrating efficacy of the model.
- Foster care and adoptive services are based on a Multidimensional Treatment model which complements MST. These services also focus on factors related to the child’s family, school, and peers. Whenever possible, children are reunited with their birth families, and the family continues in the home-based counseling program.
- Community-based programs teach youth independent living skills needed for adult life. Youth Villages provides vocational education as well as traditional college prep curricula. Youth in community-based programs can live in residential settings such as group homes and emergency shelters, or they may live with their families.
- The transitional living programs are designed for those youth who will be “aging out” of foster care. These programs also provide independent living skills and assistance with housing, education, and other costs.

Cost:

The first year Youth Villages enacted its Continuum of Care service model (1995), it saved the state of Tennessee over \$12 million.

The cost of multisystemic therapy (MST) is a great savings over the cost of residential treatment (RT) and has a much greater likelihood of success than residential treatment alone.

Type of Treatment	Cost	Projected Success Rate
12 months RT	\$73,000	35%
6 months RT	\$36,500	35%
3 months RT & 4 months MST	\$27,374	70%
4 months MST	\$9,125	70%

After considering the costs of youths returning to placement after program completion, MST provides even greater savings over the cost of RT.

<u>Type of Treatment</u>	<u>Total Costs including Recidivism</u>
12 months non-MST	\$120,450
6 months non-MST	\$ 60, 225
3 months RT & 4 months MST	\$ 35,590
4 months MST	\$ 11,860

Data:

Evaluations of MST have demonstrated reductions of 25 to 75 percent in long-term rates of re-arrest; reductions of 47 to 64 percent in out-of-home placements, extensive improvements in family functioning and decreased mental health problems.

Youth Villages served over 2,000 youths in the 2000-2001 fiscal year

- 88% of those children went home to live with their families or to live independently; only 2% were discharged to a correctional setting
- Two years after discharge, 78% of the youths discharged in 1999-2000 were still living with either their family or independently

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Literature Review for Juvenile Justice Commission

Texas

Timeframe: 1996 – present

Initiative: Juvenile Justice Code

The 74th Texas legislature passed the most expansive juvenile reform legislation since 1973. This legislation that took effect in January 1996 has been described as a "get tough, balanced approach" that reflects the public attitude that we want to punish youth in some meaningful way, and yet not abandon rehabilitation as a principal aim for our children. The Texas Youth Commission (TYC) implemented a "back to basics" philosophy that continues to guide policy and program development today. Public safety and punishment for criminal acts are now balanced with the need for rehabilitation.

Responding to growing concerns, the Texas Criminal Justice Policy Council proposed and the Legislature approved as part of the 2002-2003 budget — a \$35 million new funding initiative for the mentally ill in the state adult and juvenile criminal justice system. That includes about \$19 million in funding and services for mentally ill juveniles. Targeted are about 4,000 youths with schizophrenia, major depression and bipolar disorder.

Tony Fabelo, executive director of the Criminal Justice Policy Council, says \$5 million of the funding will provide continued treatment for Texas Youth Commission parolees. The Texas Juvenile Probation Commission will get \$4 million for specialized caseloads for youths on probation and \$10 million for case management of mental-health services.

Legislation: The get-tough theme of the reform legislation was unmistakable:

- Promotion of the concept of punishment for criminal acts was added as a purpose of the newly named "Juvenile Justice Code."
- The certification age was lowered from 15 to 14 for capital and first-degree felonies; and once a youth is certified, transfer to criminal court is automatic for all subsequent felonies.
- Determinate sentencing was expanded by adding 11 offenses to the original five (all violent offenses against persons, including attempts, criminal solicitation, serious drug offenses, and three-time felons).
- The range of possible sentences was increased to a maximum of 40 years for first-degree felonies. Minimum confinement periods were established for sentenced youth from three years to one year. The minimum confinement period for capital murder is ten years.

- TYC was authorized to request the juvenile court to transfer a sentenced youth after age 16 to adult prison to complete his sentence. All sentenced youth were required to complete their sentences after age 21 (or age 19 in some cases) on adult parole.
- All referrals to the juvenile court for felony offenses and misdemeanors involving violence or use of a weapon were required to be reviewed by the prosecuting attorney for possible prosecution. For a second felony referral after adjudication for a felony, the prosecutor must consent in writing to any deferred prosecution.
- TYC was authorized to request the juvenile court to transfer a sentenced youth after age 16 to adult prison to complete his sentence. All sentenced youth were required to complete their sentences after age 21 (or age 19 in some cases) on adult parole.
- All referrals to the juvenile court for felony offenses and misdemeanors involving violence or use of a weapon were required to be reviewed by the prosecuting attorney for possible prosecution. For a second felony referral after adjudication for a felony, the prosecutor must consent in writing to any deferred prosecution.

Stakeholders:

The Texas Youth Commission is governed by a six-member board of directors appointed by the governor. TYC evolved from a system of Texas agencies that cared for orphans and delinquents. The Criminal Justice Policy Council is a state agency, independent of the Texas Department of Criminal Justice or other criminal justice agencies. The agency, created in 1983, provides policy analysis to the Governor and the Legislature to use in developing and evaluating criminal and juvenile justice correctional policies. The agency also acts as the Statistical Analysis Center (SAC) in Texas for the U.S. Department of Justice, Bureau of Justice Statistics. The agency is headed by an Executive Director, currently Dr. Tony Fabelo. Dr. Fabelo has been with the Criminal Justice Policy Council since 1984.

Process

The Texas Youth Commission was originally established as the Texas Youth Development Council with the adoption of the Gilmer Aiken Act in 1949. The original purposes of the Youth Development Council were to coordinate the state's efforts to help communities develop and strength then youth services and to administer the state's juvenile training schools by providing a program of constructive training aimed at the rehabilitation and successful re-establishment of delinquent children in society. The Youth Development Council established the Crockett State School for Negro Girls in 1950.

A reorganization in 1957 brought administration of the state's juvenile training schools and homes for dependent and neglected children (former orphanages) under a single state agency, the Texas Youth Council, which was governed by a three-member board. It was committed to providing state-of-the-art services. In 1961, it began providing parole services for delinquent youth for the first time in order to provide continuing supervision

of youth after their training school stay. Two new training schools were established: Brownwood State School and Reception Center for girls in 1970 and Giddings State School for boys in 1972.

From the mid-1960s through the 1970s, the emphasis of juvenile services shifted from the delivery of services in institutions toward more community-based programs as alternatives. Following national trends, the Texas Youth Council increased use of foster care and community-based alternatives for dependent and neglected youth. The Council initialized a county juvenile probation subsidy program, which was subsequently transferred to the Texas Juvenile Probation Commission when it was created in 1981.

Two U.S. Supreme Court cases, *Kent v. U.S.* (1966) and *In Re Gault* (1967), fundamentally changed the character of the juvenile court by substituting basic due process guarantees (notification of charges, protection against self-incrimination, right to counsel, right to confront witnesses) for the more informal practices that had characterized these courts until that time. Virtually every state was required to redraft its juvenile code to conform with the Supreme Court's mandate.

Perhaps responding to a change of mood about juvenile justice in the state, the legislature in 1983 changed the name of the Texas Youth Council to the Texas Youth Commission. Beginning in the mid-1980's there was an explosion in the rate of juvenile crime. From 1988 to 1993 in Texas there was a 69% increase in all referrals to juvenile probation for delinquent activity and a 161 % increase in referrals for violent offenses. The Texas rate for homicides by juveniles was almost twice the national rate (12.8 per 100,000 vs. 6.6) and there was a 285% increase in youth committed to TYC for violent offenses.

In 1987, in response to what was already seen as a shocking increase in violent juvenile crime, Texas became one of the first states to adopt "blended sentencing" where a criminal sentence is blended in some fashion with a more traditional juvenile court disposition. This allows youth who receive a determinate sentence to serve the first portion of the sentence in TYC with the possibility of being transferred to the adult system to complete the sentence.

The alarming rise in juvenile crime continued. In Texas, from 1990 to 1998:

- The juvenile proportion of total arrests increased from 23% to 35%.
- Juvenile violent crime arrests also increased. The arrest rate peaked in 1994 at 18%, up from 13% in 1990.

Commitments to the Texas Youth Commission during this time reflect these trends:

- As the decade began, commitments were relatively stable, hitting a decade low of 1,564 new commitments in fiscal year (FY) 1993.
- Beginning in FY 1994 commitments began a radical climb, peaking at 3,188 in FY 1998, an increase of 104% in five years.

While juvenile crime rates remain much higher than a decade ago, it appears that these rates may be leveling. Commitments - both for violent and non-violent offenses - appear to be on a gradual decline. In FY 1999, there were 2,979 new commitments to TYC, down 7% from the previous year's peak of 3,188. Violent crime commitments also appear to be on the decline: The proportion of new commitments classified as violent offenders* decreased from a high in FY 1995 of 37% to 29% in FY 1999.

Outcomes:

Experts on the issue call for a three-pronged approach:

- Standardized screening and assessment of all youths coming into the system for mental disorders, something that is not routinely done.
- Intervention and treatment diversion programs for the emotionally disturbed to avoid Incarceration where possible.
- Better after-care treatment of offenders going on probation or parole.

Texas will take a historic step in September 2002 when it starts screening all youths coming into probation, detention or correctional facilities using MAYSI, the Massachusetts Youth Screening Instrument. It doesn't diagnose mental illness, but it does identify kids with problems. Further evaluation would be needed.

Experts also hope to see a more powerful diagnostic tool widely utilized soon — the Diagnostic Interview Schedule for Children, or DISC. Some experts are leading an effort to provide communities with the training and technical support to use the screening tool.

The Voice DISC is a computerized, self-administered format in which the youth hears questions over a set of headphones and keys in responses. Scoring is immediate and comprehensive, covering more than 30 disorders based on the criteria in the DSM-IV, the Diagnostic and Statistical Manual of Mental Disorders used by psychiatrists. A clinician follows up on the computerized diagnosis.

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Literature Review for Juvenile Justice Commission

Utah

Timeframe: 1980 – Present

Initiative

In 1996 a Juvenile Justice Task Force was appointed by the Utah State Legislature. The group examined all aspects of Utah's Juvenile Justice System. Principal recommendations were to change the Division's Mission Statement to reflect a greater concern for public safety and to reorganize the Division's structure of service delivery.

Further, in 1997 the Utah Sentencing Commission promulgated the use of a new set of sentencing guidelines for juvenile offenders. The guidelines aimed to reduce delinquency through application of earlier and more intense sanctions. The guidelines proposal called for the creation of a new dispositional option for the Juvenile Court known as "State Supervision". The sanction combined a range of nonresidential interventions directed by Juvenile Court Probation. If needed, residential treatment would be provided by the Division of Youth Corrections and the Division of Child and Family Services.

Stakeholders

District Attorney, Juvenile Judges, Family Services, Criminal Justice Services, business owners, Police Department and community leaders.

Process:

1980 The Governor's Juvenile Justice Task Force, with wide representation from concerned agencies and the community, was created to examine Utah's Juvenile Corrections system. The Master Plan, inspired by the correctional model employed by Massachusetts, was created by the task force to provide direction for the development of Utah's juvenile justice system. The three key tenets of this model are (1) the majority of juvenile offenders cannot be treated within a training school setting because treatment and rehabilitation are not consistent with the security issues required within a locked secure facility; (2) young offenders must be provided opportunities for rehabilitation, but not at the expense of public safety; and (3) commitment guidelines should be developed and financial resources should be pushed to the front end of the system to create community alternatives to secure care, rather than to the far end of the system for the development of secure beds.

The Division of Youth Corrections was created by statute (UCA 62A-7) based on the Master Plan developed by the Juvenile Justice Task Force. The Division was organized into three geographical regions, each with responsibility for developing secure care, community alternatives to secure care, detention, case management, and observation and assessment. Utah's seven detention centers receive financial support from the State, but are operated by county governments.

The 1999 Utah State Legislature directed the Division to continue using community based programs and services whenever possible for youths in Division custody. The Legislature also called for recruitment of additional programs and the strengthening of those already in place. In addition, the Legislature instructed the Division and the Juvenile Courts to conduct a cost-benefit analysis on the public and private services used in state supervision programs. The aim was to ensure that maximum values was realized from the investment in the programs.

Community based services are primarily provided to three different groups of youths: (1) youths committed to the Division for community placement and under the continuing review of the Court; (2) youths paroled from secure facilities and under the continuing oversight of the Youth Parole Authority; and (3) youths on state supervision or on Juvenile Court probation who require temporary out-of-home placement.

Correctional plans developed for youths receiving community services are designed to help them meet the three core objectives of the Balanced and Restorative Justice Model (BARJ); namely, competency development, community protection, and accountability.

Outcomes:

The 10-year trends from FY 1992 to FY 2001 include:

- The numbers of youths receiving community services increased from an average of 238 youths a day during FY 1992 to 849 a day during FY 2001. This is an increase over 250% over a period in which Utah's population of 10-17 year olds fell by nearly 1%.
- The average age of youths admitted to community programs was stable and averaged about 16.4 years across the 10 year period. Girls represented a increasingly large percentage of youth admissions over the last 7 years of the period. Their percentage nearly tripled growing from 5% in FY 1994 to about 14% in FY 2000 and 2001.
- Expenditures for community programs and the variety of services grew steadily during the period. The budget increased by nearly 575% between FY 1992 (\$5,459,371) and FY 2001 (\$36,888,286).
- Budget increases supported the large growth of youth in Division custody as well as enabling an enrichment of available community services. The 10-year period saw the development of specialized programming for girls, sex offenders, and youth with mental health needs.
- The average numbers of felony and misdemeanor-type offenses at admission declined 50% across the period. Delinquency histories were stable for the first three years of the period before steadily declining through FY 2001. In a related trend, the percentage of youth admitted with one or more life-endangering felonies declined from a high of 44% in FY 1995 to a 10-year low of 27% in FY 2000. The percentage rose slightly to 28% in FY 2001.

In Progress:

- The Division's Office of Research, Evaluation and Planning (REP) supports the Division's Mission to "Promote ongoing research, evaluation and monitoring of Division programs to determine their effectiveness."

REP has the responsibility for conducting and overseeing research and program evaluation involving Division clients, programs and staff. A key part of this responsibility is the maintenance and development of Utah's Juvenile Information System (JIS). The JIS is a centralized database shared by the Division and the Juvenile Court that tracks interactions with delinquent youths. The project is expected to take several years.

- One of the Division's biggest challenges is to prevent juveniles from reoffending after they are released from structured placements. To address this issue, the Division is developing a community-based, residential after care program. The Division's prototype after care program is the Intensive Community After Care Program (ICAP). The current plan is to redesign the program as a 24-hour a day, community-based residential program.

ICAP is designed to accommodate the Balanced and Restorative Justice Model. Individualized transition plans will be constructed to meet a youth's need for competency development, accountability, and community protection. Program objectives will be to (1) increase youths' sense of responsibility for their behavior; (2) decrease numbers of youths with substance abuse problems; (3) increase numbers of youths who obtain and hold jobs; (4) increase numbers of youths successfully reuniting with their families; (5) increase numbers of youths who successfully reintegrate with their home communities; and (6) decrease numbers of youths who reoffend.

Literature Review for Juvenile Justice Commission

Utah

Timeframe: 1999 – Present

Initiative: House Bill 145 – Crime Reduction Plan

During the 1999 Utah Legislative Session, House Bill 145 was passed calling for the creation of a state and local Crime Reduction Plan.

Stakeholders:

The Utah Commission on Criminal and Juvenile Justice spearheaded this effort, in cooperation with the Utah Chiefs of Police Association, Utah Sheriffs Association, and state criminal and juvenile justice agencies.

Process:

During the 1999 Legislative Session, House Bill 145 was passed, providing the Utah Commission on Criminal and Juvenile Justice (CCJJ) \$150,000 to aid state and local justice agencies in developing crime reduction plans.

CCJJ met with both the Utah Chiefs of Police Association and the Utah Sheriffs Association. These associations created a Joint Crime Reduction Planning Committee to work with CCJJ in the development of the Statewide Crime Reduction Plan. During initial meetings, it was decided that a survey would be developed and distributed to all local law enforcement agencies in the state, as well as state justice agencies. The survey elicited identification of the most pressing crime problems and possible solutions to address those crime problems. This survey was sent to all police chiefs, county sheriffs, city and county prosecutors, and state agencies including the Department of Corrections; The Department of Public Safety; The Division of Youth Corrections; The Board of Pardons and Parole; the Administrative Office of the Courts; and the Attorney General's Office.

The surveys were mailed 7/1/99 along with information regarding the availability of grant funding for crime reduction planning. By the beginning of 9/99, 167 completed surveys were received by CCJJ. A variety of state justice agencies responded, as well as a few city/county prosecutors. The law enforcement response was outstanding. 84% of Utah's population was represented by an agency returning a Crime Reduction Survey.

Working together, the Chiefs of Police Association, the Sheriffs Association, and CCJJ sponsored the Statewide Crime Reduction Planning Conference, held 9/22/99. The conference was specifically for Utah law enforcement agencies, but attendees also included leadership from the state's justice agencies, as well as state and local elected officials.

Outcomes:

Four goals were established for the Crime Reduction Plan.

Objective 3 of Goal 2 (Address Critical Family and Community Violence Issues) was identified as: Increase the identification of youth at risk and provide them with prevention and early intervention services. Actions taken include:

- Title V grantees report quarterly how many youth and families they are serving. The Title V training program helps the grantees identify youth and families that are most in need of services.
- Implementation of the “Do the Right Thing” campaign, a national event that invites 7th and 8th grade students to put in writing how violence has affected their lives and what can be done to prevent violence in their community.
- Five programs were funded with Title II grant funds through the Utah Board of Juvenile Justice or a total of \$155,000. These programs included a school-based counseling team for at-risk youth; a mentoring program for at-risk Hispanic youth, and a mediation program for youth in alternative schools.
- NIJ funded Social Research Institute (SRI) Evaluation of the Juvenile Sentencing Guidelines which has identified specific recommendations that are being considered for implementation by the Juvenile Justice Subcommittee of the Sentencing Commission. These are intended to improve both the early intervention approaches of the guidelines and the services provided through the new sanction of “state supervision.”
- The Juvenile Justice Subcommittee of the Sentencing Commission is studying the Serious Youth Offender law in order to make potential recommendations to improve transfer of young offenders to the adult system.
- Assessment tool was integrated into the new CARE juvenile justice information system.
- Attorney General youth mentoring program attempting to increase the number of mentor volunteers.

Objective 4 of Goal 2 was identified as Reduce Gang Activity. Actions taken include:

- Most Title V grants focus on elementary and junior high age youth and are geared toward prevention.
- Three gang units were funded with grant funds.
- The Ogden-Weber Metro Gang Project reported a 42% decline in gang related cases. Arrests were down 54% and graffiti declined 47%.

- The Salt Lake Area Gang Project also reported a decline of 41% in gang reported crime.
- Prison gang management program to reduce gang assaults and other gang activities in state prisons by Corrections, Salt Lake DA, law enforcement and the Board of Pardons/Parole.
- State Office of Education Gang Prevention and Intervention Program

Objective 5 of Goal 2 was identified as Reduce truancy and develop partnerships between schools and law enforcement. Actions taken include:

- All of the Title V grants work toward this goal.
- The Utah Board of Juvenile Justice funded the Bear River Truancy Project for \$7,445 to provide truancy education classes for truant students. The project received 82 referrals and 62 youth completed the project. Satisfaction surveys completed by the parents and youth indicated that the project was successful in changing youth's negative attitude towards schools and increasing school attendance.
- Juvenile Truancy Courts
- Youth Courts and Peer Courts addressing truancy issues
- Truancy efforts in Juvenile Receiving Centers, where some schooling is provided
- Statewide implementation of truancy mediation

Objective 6 of Goal 2 was identified as Increase parent and family involvement and accountability for juvenile delinquency. Actions taken include:

- Utah's Serious Habitual Offender Comprehensive Action Program (SHOCAP) requires all SHOCAP youth and their parent/guardian to complete and sign off on a Corrective Action Plan based on the Balanced Approach to Restorative Justice Model.
- Parent to Parent video
- Functional Family Program
- Serious Youth Offender study and legislation
- Juvenile expungement legislation
- Education for Justice project

Goal Three was identified as: Utilize Data Sharing, Technology, and Cooperative Communication to Enhance Public Safety and Improve the Justice System's Response. Objective 1 of goal 3 was: Increase shared data among justice agencies. Actions taken include:

- CCJJ now has access to O-TRACK and CORIS for analysis purposes
- The technology subcommittee hosted a two-day planning seminar
- The first stage of the Integrated Justice Application goes into production in November
- The SHOCAP database allows the sharing of personal, delinquency, social and educational histories of SHOCAP youth with all SHOCAP agencies so that Corrective Action Plans and enhanced supervision can take place.
- Development of CARE to track and manage youths adjudicated by the Administrative Office of the Courts and manage those youths placed in the custody of Youth Corrections.
- DPS streamline DUI data collection between Drives License and BCI

Objective 2 of Goal 3 was identified as: Provide enhanced technology to the criminal justice system. Actions taken include:

- Byrne Crime Scene Investigation grants and Block grants provide for equipment and training.

Objective 7 of Goal 3 was identified as: Facilitate local agency data sharing and improve general criminal justice data quality. Actions taken include:

- Funded the UCATS project to enhance data communications between the agencies in Utah County
- JAIBG funding was provided to the Salt Lake County (\$50,600) and Davis County ((\$45,000) SHOCAP efforts to fund a full-time Data Analyst to help with SHOCAP data sharing.

Goal 4 was identified as: Increase Justice System Accountability and Provide Adequate Resources to Support Utah's Criminal and Juvenile Justice System. Objective 1 was: Provide adequate juvenile detention bed space where needed. Actions taken include:

- Violent Offender Incarceration /Truth in Sentencing Grants

Objective 2 of Goal 4 was: Implement and support Community Oriented Policing efforts. Actions taken include:

- Utah Department of Corrections re-entry initiative

Objective 6 of Goal 4 was: Improve Youth Corrections' response in Utah's criminal justice system. Actions taken include:

- DYC and Juvenile Court response to Juvenile Justice Audit

Objective 8 of Goal 4 was: Reduce offender recidivism. Actions included:

- Residential based drug treatment in prisons and jails

- The Utah Board of Juvenile Justice funded the Visions Aftercare Program for \$52,000 to provide aftercare transitional services to youth leaving a secure care facility. Early reporting data indicates that these youth are receiving educational and vocational support that increases their likelihood of not returning to a secure facility
- ICAP – Division of Youth Corrections aftercare program
- Drug Courts
- Mental Health Court
- Utah Division of Youth Corrections Re-entry programming

Objective 9 of Goal 4 was: Create and support the Criminal and Juvenile Justice Research Consortium. Actions taken include:

- Development of Criminal Justice Research Consortium to provide increased program evaluation capacity
- Replication of Washington Cost/Benefit Model to identify effective programs.

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Literature Review for Juvenile Justice Commission

Virginia

Timeframe: 1996 - Present

Initiative Virginia Juvenile Community Crime Control Act

The General Assembly enacted the Virginia Juvenile Community Crime Control Act (VJCCCA), effective January 1, 1996, to: 'ensure the imposition of appropriate and just sanctions and to make the most efficient use of correctional resources for those juveniles before intake on complaints or the court on petitions alleging that the juvenile is a child in need of services, child in need of supervision, or delinquent....”

[VJCCCA] establishes a community-based system of progressive intensive sanctions and services that correspond to the severity of offense and treatment needs. The purpose of this system shall be to deter crime by providing immediate, effective punishment that emphasizes accountability of the juvenile offender for his actions as well as reduces the pattern of repeat offending.” Local plans are developed by each participating locality in consultation with the juvenile court judge and the director of the local court service unit (CSU). The Board of Juvenile Justice approves plans. Current legislation proposes to forge a connection between VJCCCA and Comprehensive Services Act planning efforts.

Process:

With the increased attention placed on youth crime and its seriousness, the Commonwealth of Virginia has changed the goals of the juvenile justice system over the last several years. The primary mission of the system has become assuring the protection of the citizens of the Commonwealth through the development of policies, programs, and institutions to assist the courts in holding juveniles accountable for their actions and affording them opportunities for reform. Additionally, the state continues to hold early intervention in the lives of at-risk families and prevention as key goals of all the ancillary agencies in the vast network of service providers.

Many of the youth engaged in the formal juvenile justice system have evidenced social histories and behaviors that have required or do require the involvement of many agencies. The coordination of services is recognized as critical to service planning. The agencies and providers listed in this section provide either funding or direct service to youth before, during or after, a youth's involvement with the juvenile justice system. Services provided through the formal juvenile justice system, described in a separate *Structure and Function* section of this document, are not repeated in this *Community Network* discussion which focuses on the ancillary agencies.

The formal juvenile justice system in Virginia is composed of three primary components: law enforcement, the courts, and rehabilitation services. The organization, function, and responsibilities of these components are described in this section. Many intervention and sanction services are operated or supervised by the Department of Juvenile Justice (DJJ), Virginia's primary executive branch operational agency serving delinquent youth. Information on various other organizations and programs that address the problems and needs of Virginia's youth at risk for or involved in delinquent behavior may be included in the *Community Network* description.

Virginia's rehabilitation component of the juvenile justice system is a broad network of locally, privately, and state-operated programs and services that has developed over several decades. Programs range from community-based services aimed at youth "at-risk" for delinquent behavior to secure and highly structured state-run juvenile correctional facilities. Treatment approaches range from supervision of the youth in his or her home to intensive therapeutic intervention in a residential setting.

These varied programs are supported by a variety of funding sources administered by numerous public or private agencies. Locally, management structures vary between private, municipal, and state control. The benefit of this system is that programs can be developed in response to local needs, interests, and available resources. The disadvantage is that the continuum of services varies by locality and many areas lack alternatives that are responsive to the needs of the juveniles.

Stakeholders:

These agencies include the Department of Juvenile Justice; the Department of Education; the Department of Social Services; the Department of Mental Health, Mental Retardation and Substance Abuse Services; and the Department of Health, as well as universities and nonprofit entities.

Model:

Virginia's efforts to develop and strengthen community-based delinquency prevention activities have been long-standing. Interagency collaboration in this regard continues to improve. An interagency initiative in the Communities That Care model of prevention planning is currently underway, co-sponsored by the Department of Criminal Justice Services; the Department of Juvenile Justice; the Department of Mental Health, Mental Retardation, and Substance Abuse Services; the Department of Social Services; and the Department of Education. This interagency group is encouraging communities to develop one plan that can be used for each of the various funding streams, including JJDP Title V, Safe and Drug Free Schools, Family Preservation and Support Act, and the Substance Abuse Prevention and Treatment block grant. Currently, six localities are participating in this training. In the past, this model has been used by many of the agencies, but the planning efforts were sometimes conducted by a single agency, with a single funding source in mind. The current initiative seeks to remedy this problem.

The Communities That Care (CTC) Model is a collaborative prevention planning model by which local agencies and individuals partner to assess their communities and develop a plan for how to improve the lives of children. Through both a technical assistance contract and some planning and administration funds, DCJS has offered some CTC training in previous years. However, 1999-2000 is the first year that DCJS has made a comprehensive offering. Localities were invited to apply for the CTC training series as a package. Those communities that were selected to participate are expected to complete all of the training, and to present to DCJS a comprehensive delinquency prevention plan a brief time after completion of the last training in the series. There are currently six localities participating in the CTC training. We anticipate that we will offer this training series again in the future to other localities.

DCJS has partnered with other state agencies to offer this training series. The CTC model is being promoted across the state as a good example of a collaborative planning model. DCJS has

partnered with the Department of Juvenile Justice (DJJ), the Department of Social Services (DSS), the Department of Mental Health, Mental Retardation and Substance Abuse Services (DMHMRSAS), and the Department of Education (DOE) to offer this training series. All of these agencies encourage localities to plan for their communities as a whole, and to contact the appropriate agencies for funding once the planning process is complete.

DJJ and DMHMRSAS each make available an employee to assist localities while they undergo the assessment and planning processes. Through a grant from the Center for Substance Abuse Prevention, DMHMRSAS is collecting and will provide locality-specific data to each of the communities participating in the training process. The Department of Social Services is assisting localities by paying some of the expense involved in attending the training series. DCJS has notified participants that they are eligible to receive training credits in a variety of disciplines – law enforcement, substance abuse prevention, and juvenile justice – for attending these training programs.

Technical Support:

Technical assistance will be requested from Developmental Research and Programs on the Communities That Care model of prevention programming. The proliferation of technology over the past twenty-five years has caused many changes in the way Virginia's juvenile justice system operates. The rapid infusion of computers at both the state and local levels has placed demands on the technology infrastructure. There are increased demands that systems be able to talk to other systems, and that databases be integrated in order to create efficiencies and better services. Video teleconferencing provides a new opportunity to solve problems of distance and time associated with detention review hearings, parole transition services, and after-hours intake.

In 1996 DCJS, in cooperation with three Department of Public Safety agencies (the Virginia State Police, the Department of Corrections and the Department of Juvenile Justice) and the Supreme Court of Virginia, embarked on the development of a high-level design and a plan for a new Integrated Criminal Justice Information System (ICJIS) for the Commonwealth of Virginia. The first phase of the study provided a status report of the current criminal justice information systems. A plan was developed and funding for implementation of the plan is currently being sought. In spite of the lack of funding great progress has been made in the juvenile justice system.

The Supreme Court of Virginia has embarked on a project to equip the over 300 juvenile and domestic court personnel with up-to-date equipment and software. The last updating of the caseload reporting system was in the late 1970's. The Office of the Executive Secretary of the Supreme Court has been granted JAIBG funds for this technology improvement initiative. The project includes the nation's first statewide juvenile video-teleconferencing system. There are major revisions to the case management system as well as upgrading of courtroom computerization.

Currently there are over 1500 PCs, 500 stand-alone computers and upgraded communication systems. Installation of a virtual private network (VPN) begins to solve security system issues. As a result of this rapid growth, the servers and the software systems were not equipped to handle the volume. Many holes in the system prevent the system from being a comprehensive data tracking system. A five-year technology plan has been developed, which will remedy this.

Through JAIBG, detention data, workload management, social history and probation tracking software development is underway. Over the next three years the goal is to have 2000 PCs operating in DJJ, and a completed tracking system. Continued federal funds will support this effort. Planning for the replacement of systems as they become outdated should be a continuous process.

The juvenile justice program analyst responsible for coordinating prevention activities will actively participate on interdisciplinary state level committees and workgroups to further develop interagency support and technical assistance on community-based planning, program implementation and evaluation. Partnerships have been developed with localities, agencies and organizations that provide prevention resources to communities. These agencies include the Department of Juvenile Justice; the Department of Education; the Department of Social Services; the Department of Mental Health, Mental Retardation and Substance Abuse Services; and the Department of Health, as well as universities and nonprofit entities.

Data:

Over the 13-year period between 1986-1998, the juvenile population has increased by about 11% from 656,645 to 728,315. Census Bureau projections show an anticipated 6% increase over the coming 10 years from 767,641 in 2000 to 814,036 in 2009. The total increase over the 24-year period 1986 to 2009 is about 24%. However, a 17% increase occurs over the 10-year period between 1995 and 2004.

The 16 and 17 year olds show the greatest increase in population over the period 1995-1998. The 16-year old age group increased by an estimated 13% from 83005 in 1995 to 93479 in 1998. A 9% increase from 86335 in 1995 to 94155 in 1998 was shown for the 17 year old group. Increases for the other groups were 6%, 8%, 5%, 4%, 6%, and 3% for the 10, 11, 12, 13, 14 and 15 year old age groups respectively. The 16 and 17 year olds also show the greatest projected increase for the 10 year period 1995-2004. A 23% increase from 83005 to 101685 and a 20% increase from 86335 to 103185 are projected for the 16 and 17 year old age groups respectively. Projected increases for the other groups are 11%, 15%, 15%, 16%, 20%, and 18% for the 10, 11, 12, 13, 14 and 15 year old age groups respectively.

The juvenile arrest rate for Part II offenses, which comprise 75% of juvenile arrests in Virginia, has increased 45% over the ten year period since 1989. This long-term increase is due largely to increases in four types of crimes: marijuana possession, violation of the liquor laws, non-aggravated assaults, and curfew violations. In the last two years, the increasing trend for Part II offenses has leveled off, with a 2% decrease since 1996. Similarly, for Part I crimes, over the 10-year period since 1989 violent offenses show a 50% increase, however recent years show a decrease in the number and rate of juvenile arrests. The 10-year increase is due primarily to a 56% increase in the rate of aggravated assault and a 67% increase in the robbery rate.

The three-year plan will address community-based approaches to minor and early offending behaviors of youth. These known pathways to serious delinquency identify as very high-risk those offenders younger than 12 years old with overt aggressive behaviors, such as minor assault and those engaged in covert behaviors such as shoplifting, early drug and alcohol usage. Virginia's statistics clearly identify that the significant increase in Part II arrests is explained by the increase in arrests for marijuana, liquor law violations, curfew violations, and assault arrests.

These early, minor, delinquent and status offenders need to be addressed with a continuum of services at the local level. Community norms which support such behaviors, as well as prevention service programs targeted at high-risk youth, offenders and parents must be developed. Governor Gilmore has developed a wide ranging substance abuse initiative called "SABRE" to enhance penalties for drug offenses and to address drug prevention and rehabilitative efforts in the Commonwealth. Law enforcement needs assistance dealing with minor offending youth in an expeditious fashion. Training and skill in de-escalating behaviors of youth for all levels in the juvenile justice system are being developed with JAIBG funds. Law enforcement needs to be provided with problem-solving resources such as an immediate service response system and immediate sanctions for minor offenders. Differences in rural and metropolitan areas abound.

Cost:

The 1997 budget bill included an appropriation for financial assistance for juvenile confinement in local facilities of \$22,238,544 for the first year and \$26,307,876 for the second year from the general fund for the implementation of the VJCCCA. The FY 1999 general funding was \$29,506,010. As of January 2000, 103 localities were receiving funds from the VJCCCA. The Department of Juvenile Justice provides consultation and assistance to localities by developing and implementing plans under the VJCCCA. Communities are using VJCCCA funding to expand nonresidential community-based options that provide intensive supervision and specialized services for juveniles in addition to continuing the ongoing residential programs.

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Literature Review for Juvenile Justice Commission

Virginia

Timeframe: 1996 - Present

Initiative: Creation of the Department of Juvenile Justice

The Department of Juvenile Justice (DJJ) is the executive branch agency that provides services to delinquent youth and protects public safety by assisting the courts in holding juveniles accountable for their actions. Since separating from the Department of Corrections as an independent agency under the Public Safety Secretariat on July 1, 1990, the agency has provided custody and care for committed juveniles, probation and parole supervision, prevention, diversion, and restitution programs in the community. With the increased attention placed on youth crime and its seriousness in the Commonwealth, the 1996 General Assembly mandated that the agency change its name from the Department of Youth and Family Services.

DJJ has direct management and administrative responsibilities over 32 J&DR court service units (CSUs), a Reception & Diagnostic Center, 6 Juvenile Correctional Centers (JCCs), and 3 halfway houses. (Virginia also has 3 locally operated, independent court service units.) In addition, the Department provides partial financial support through block grant funding for 21 secure detention facilities. The agency also contracts for one private halfway house. Partial funding also is provided to 43 Offices on Youth, which provide prevention and intervention services to 53 localities. The role of these offices is being refocused on planning, coordination and collaboration of local services.

Stakeholders: The Advisory Group

The Virginia Juvenile Justice and Delinquency Prevention Advisory Committee (SAG) is appointed by the Governor to advise the Governor, the Secretary of Public Safety, the Criminal Justice Services Board, DCJS, and the public and youth-serving agencies on matters relating to juvenile justice and delinquency prevention. It also provides leadership in prioritizing efforts under the JJDP Act. The SAG works toward improving the quality and efficiency of services for youth and families. The group represents a cross section of agency providers, private citizens, elected officials and youth. In addition, the committee reviews and recommends projects for funding from JJDP Act formula grant resources and approves the JJDP Plan.

Process:

Position papers will be developed as appropriate to educate particular audiences or the public at large. Individual members will convene groups and address organizations, professional associations, boards and commissions to promote a better understanding of juvenile justice concerns. Three members of the JJDPAC serve on the planning agency's supervisory board.

To remain current in their knowledge, individual members will attend local, statewide and national workshops and conferences and report to the full committee. Guest speakers will be invited to discuss available services, policies, procedures, priorities and mandates. Agency budgets, policy manuals and project standards will be routinely reviewed to determine areas where improvement in efficiency or coordination is needed.

Research and evaluation studies will be reviewed on a routine basis. Results of analysis of service needs will be forwarded to the appropriate state or local agencies with suggestions for resolution. The SAG will also reach out to localities to achieve a better understanding of how state agency initiatives are implemented in the field. The group will:

- Conduct visits/tours of youth-serving facilities and programs (2000-2002).
- Routinely assist DCJS staff in refining multi-year goals and objectives contained in the state Plan. In addition, they will review Virginia's annual development of priority areas and process toward plan objectives (2000-2002).

Model:

The traditional approach in a juvenile justice system focuses on punishing offenders for their actions. This approach leads to crowded facilities, juveniles who accept their punishment passively but whose thinking does not change, victims who never feel as though they have been made whole, and communities which become increasingly fearful and isolated. The balanced approach instead emphasizes the goal of competency development that requires that offenders "exit the system more capable of being productive and responsible in the community." The notion of balanced and restorative justice requires a paradigm shift, because it is contrary to the traditional notion of punishment. However, this traditional punitive notion of justice contributes to the overcrowding of facilities. Courts should be encouraged to change the way they typically do business.

Goals and Objectives include:

1. To improve the general level of knowledge of needs and problems and solutions involving the prevention and treatment of juvenile delinquency and the youth-serving system.
 - Provide information and expertise in juvenile justice matters to the Governor, the General Assembly, and the Secretary of Public Safety through the drafting of resolutions, provision of testimony and issuance of study papers (2000-2002).
 - Provide presentations on juvenile justice issues to state boards and commissions, local units of government and the public at large (2000-2002).
 - Develop and maintain subcommittees of the Advisory Committee (2000-2002).
2. To work toward a solution of the imbalance of service availability throughout the Commonwealth.
 - Request presentations from state service agencies on their representative service systems (2000-2002).
 - Request presentations on interagency initiatives formulated to respond to service gaps (2000-2002).

- Offer initiatives, for example, the one-time special fund program, that make it easier for all localities, regardless of their employment of grant writers, to avail themselves of JJDP funds (2000-2002, if funding is available).
 - Monitor statistical, programmatic and compliance information and reports on an annual basis (2000-2002).
 - Representatives of the state advisory group will attend the annual Coalition for Juvenile Justice Conferences to remain informed of current issues. (2000-2002).
 - Participate in reauthorization process of the JJDP act, if applicable (2000-2002).
 - Participate directly in resolving compliance problems (2000-2002).
 - Certify local compliance for Title II and Title V eligibility (2000-2002).
3. To ensure development of new programs across the Commonwealth which address priority needs.
- To ensure Virginia's compliance with the Juvenile Justice and Delinquency Prevention Act. Develop and maintain grants subcommittees of the SAG (2000-2002).
 - Annually, develop a list of priority problems and needs based on data analysis and review of the service system's capability (2000-2002).
 - Approve, on an annual basis, an application packet for JJDP Title II and Title V funds outlining priority needs (2000-2002).
 - Review and make recommendations on all grant applications prior to final approval by the Criminal Justice Services Board (CJSB) (2000-2002).
4. To improve the *Code of Virginia* requirements concerning the legal processing of juveniles in Virginia.
- Develop resolutions and supportive materials for potential bills before the General Assembly (2000-2002).
 - Develop notices of opposition for bills that are not consistent with JJDP Act mandates and/or would have negative impact on youth or the juvenile services (2000-2002).
 - Coordinate with other youth advocacy groups in developing coalitions and consensus (2000-2002).
 - Sponsor one annual meeting (2000-2002).

Data:

In Virginia, in spite of the prohibition within the *Code of Virginia*, Status Offenders, Children in Need of Services, and Children in Need of Supervision (truants and runaways) are on occasion confined in secure detention. Limited access to alternative residential placements and community programming are substantial causative factors. Changes in the truancy laws provide for processing in juvenile courts and ultimately placement in detention when other alternatives are exhausted. Due to this change in the *Code of Virginia*, the proportion of truancy cases being docketed in juvenile court has risen dramatically. There is an increase in assault charges against juveniles in cases that previously were identified as non-offenders or Children in Need of Services. The number of youth admitted to detention for violation of a court order where the originating offense is a status, CHINS or CHINSup has risen dramatically since the inception of federal and state provisions allowing such detentions.

Serious crime in Virginia has begun to decline; nonetheless crowding is an issue in both secure detention and in juvenile correctional facilities. There must be a right-sizing of detention and correctional resources within the continuum of programming options. Programming for adjudicated youth in these facilities and in “home” communities needs to continue to improve. New construction of facilities is planned, including some collocated facilities. Virginia has implemented significant structures for community-based comprehensive planning, risk assessment and funding of the continuum of graduated sanctions at the local level. Sex offenders are the fastest growing and most worrisome group of offenders within Virginia’s juvenile justice system. Programming for sex offenders in confinement settings and in the continuum of community-based sanctions and services needs to be addressed further.

Virginia’s statistics clearly identify that the significant increase in Part II arrests is explained by the increase in arrests for marijuana, liquor law violations, curfew violations, and assault arrests. These early, minor, delinquent and status offenders need to be addressed with a continuum of services at the local level. Community norms which support such behaviors, as well as prevention service programs targeted at high-risk youth, offenders and parents must be developed. Governor Gilmore has developed a wide ranging substance abuse initiative called “SABRE” to enhance penalties for drug offenses and to address drug prevention and rehabilitative efforts in the Commonwealth. Law enforcement needs assistance dealing with minor offending youth in an expeditious fashion. Training and skill in de-escalating behaviors of youth for all levels in the juvenile justice system are being developed. Law enforcement needs to be provided with problem-solving resources such as an immediate service response system and immediate sanctions for minor offenders.

Many at-risk youth have unmet educational needs. The educational achievement of children involved in the juvenile justice system is well below their grade level. Some of these youth have no aspiration to pursue an academic career and their academic frustration or boredom may contribute to their inappropriate, sometimes delinquent, behavior. All children must be encouraged to tap into their interests and talents, not just those with academic strengths. Vocational education must be encouraged and the vocational options for children must be increased. Additionally, the impact the Standards of Learning assessments will have on at-risk youth who may not pass those tests must be assessed. Likewise, the impact of the new truancy laws on at-risk youth should be evaluated and addressed.

Many youth involved in the juvenile justice system lack a strong family system. Some families are full of conflict. Some parents themselves have favorable attitudes toward the problem behaviors. Other parents simply lack the tools necessary to be responsible parents, and do not know how to instill positive values and respect for authority. Programming that will change the family environment and restore positive family functioning must be encouraged. In those instances where parents are unwilling or incapable of becoming involved, children must be taught how to cope in a chaotic home environment. The full range of programming and system improvement options needs to be explored.

Technology:

Technology is changing the face of information sharing. Virginia is the first state to have a statewide video conferencing capacity for juvenile courts, detention and correctional facilities. Barriers to sharing information for effective service provision can be improved by the use of technology. Sharing information among service providers continues to be a barrier to collaboration and service provision. Confidentiality provisions within the *Code of Virginia* must be reviewed in the context of automated data and electronic transfer of data. Data quality and security issues need to be addressed through technical assistance. The objective is to build technology capacity at all levels of the juvenile justice system. As Virginia's population becomes more diverse, language barriers also serve as a barrier to the effective administration of justice and provision of services.

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Literature Review for Juvenile Justice Commission

Washington

Timeframe: 1997 - Present

Initiative: Community Juvenile Accountability Act

The 1997 Washington State Legislature significantly altered its juvenile offender sentencing laws and intervention policies. The primary purpose of one portion of the legislation, the Community Juvenile Accountability Act (CJAA), is to provide community-based programs that emphasize youth accountability and the development of the skills for youth to function in a manner consistent with public safety. The Act changed the way some local court programs are funded—only programs shown to reduce recidivism cost-effectively are funded under the CJAA.

No other state has attempted to implement research-proven, cost-effective intervention programs for juvenile offenders on a statewide basis. The CJAA calls for a concerted effort between state and local entities. Since CJAA was enacted in 1997 several key milestones have been passed:

- Five programs were initially selected from a review of national research. These programs demonstrated recidivism reductions in small sample studies elsewhere.
- The juvenile courts, the Juvenile Rehabilitation Administration (JRA), and the Washington State Institute for Public Policy (Institute) carefully studied the feasibility of implementing these five programs in Washington State.
- The juvenile courts selected two CJAA programs for initial implementation.
- To ensure program quality, the Institute, JRA, and the program developers have placed a strong emphasis on training and consultation for participating courts.

Stakeholders:

Government, police, non profit groups, local businesses, school officials, major manufacturers, churches, media, county and district attorneys, juvenile correctional services providers, mental health officials, community advocacy groups, faith-based groups and youth.

Process:

The legislature finds that meaningful community involvement is vital to the juvenile justice system's ability to respond to the serious problem of juvenile crime. Citizens and crime victims need to be active partners in responding to crime, in the management of resources, and in the disposition decisions regarding juvenile offenders in their community. Involvement of citizens and crime victims increase offender accountability and build healthier communities, which will reduce recidivism and crime rates in Washington state.

The legislature also finds that local governments are in the best position to develop, coordinate, and manage local community prevention, intervention, and corrections programs for juvenile offenders, and to determine local resource priorities. Local community management will build

upon local values and increase local control of resources, encourage the use of a comprehensive range of community-based intervention strategies.

The primary purpose of the community juvenile accountability act, is to provide a continuum of community-based programs that emphasize the juvenile offender's accountability for his or her actions while assisting him or her in the development of skills necessary to function effectively and positively in the community in a manner consistent with public safety.

In the Act, the Washington State Institute for Public Policy (Institute) was charged with measuring whether the CJAA programs cost-effectively reduce recidivism and crime rates in Washington State. The Act specified that approved programs must comply with the specific information collection requirements, including an initial intake assessment and an assessment upon completion or termination.

The Institute worked with the juvenile courts to develop a risk assessment process to be used for the CJAA programs. This assessment targets those risk and protective factors shown in the research literature to be related to continued juvenile offending.

Model:

To find programs with demonstrated effectiveness, the Institute examined meta-analyses, literature reviews, and individual studies of interventions for juvenile offenders. Five programs were targeted for possible CJAA implementation in Washington State:

- Multi-Systemic Therapy (Henggler),
- Functional Family Therapy (Alexander),
- Aggression Replacement Training (Goldstein and Glick),
- Adolescent mentoring (Davidson), and
- Interagency coordination (Tolan).

In the fall of 1998, each juvenile court decided which program(s) it would implement with CJAA funding. Two programs were selected by the group: Functional Family Therapy (FFT) by 14 courts and Aggression Replacement Training (ART) by 23 courts. Implementation of these programs began in January 1999.

Data:

The ideal research design uses random assignment of eligible youth to either the control or program group in each participating court. Since this design is not feasible in many court settings, the evaluation will use the next most reliable design—the "waiting line" approach. This approach takes advantage of the fact that resources do not allow every eligible youth to immediately enter a program.

In the waiting line approach, all youth are assessed for CJAA program eligibility. Youth who meet the selection criteria are put into the program. When the program reaches capacity, remaining eligible youth are put into the control group. As openings occur in the programs,

recently adjudicated eligible youth are placed in the program. Control group youth are not placed into the program at a later date.

Youth in both the treatment and control groups will be pooled across courts for a statewide recidivism-reduction evaluation. Recidivism-reduction impact cannot be evaluated in individual courts because of small sample sizes. The programs must be well implemented in every court since it will not be possible to explain why recidivism was lowered in some courts but not others.

Getting a control and program group in every court presents challenges. The Institute will work with each court to understand and overcome these difficulties. If the waiting line approach cannot work in a given court, an alternative is to form the control group from youth who met the eligibility criteria before the programs were implemented.

If this control group assignment process does not produce a large enough sample, a control group of eligible youth from all courts may need to be formed. This research design is not as strong as one in which control and program groups are drawn from each court because it is subject to sample selection bias. In addition, some courts must agree to re-assess additional youth after 45 and 70 days, and at the end of supervision, to complete the statewide control group data collection.

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Literature Review for Juvenile Justice Commission

Washington

Timeframe: 1974 - Present

Initiative: HOMEBUILDERS

HOMEBUILDERS is an Intensive Family Preservation Service program (IFPS) providing intensive, in-home crisis intervention, counseling and life-skills education for families who have children at imminent risk of placement in state-funded care. Its goal is to prevent the unnecessary out-of-home placement of children through intensive, on-site intervention, and to teach families new problem-solving skills to prevent future crises.

Stakeholders:

Government, police, non profit groups, local businesses, school officials, churches, media, county and district attorneys, juvenile correctional services providers, mental health officials, community advocacy groups, faith-based groups and youth.

Process:

The Institute for Family Development (formerly Behavioral Sciences Institute) is a private, non-profit agency founded in 1982 to develop innovative and cost effective solutions to the growing problems of child abuse and neglect, juvenile delinquency, and family conflict. Its mission is to improve the lives of children, youth, and families through the development, provision, evaluation, and dissemination of cost-effective, community-based services and supports. The program models emphasize accessibility, responsiveness, and engaging clients as partners. Families are served in their own homes and neighborhoods. Services are available 24 hours a day.

In the early 1990s, 13 states set the characteristics of the program in statute, and the Washington State Legislature has implemented the model statewide. The HOMEBUILDERS program has been designated a model program for preventing juvenile delinquency by the United States Office of Juvenile Justice and the Center for Substance Abuse Prevention. In 1999, HOMEBUILDERS was singled out as a "particularly effective family reunification program" in a 1999 report by the United States Surgeon General, "Mental Health: A Report of the Surgeon General". The report points to the fact that HOMEBUILDERS has helped 75-90% of participating children avoid placement out of the family home, and reduced the cost of services.

Model:

Families where there has been child abuse or are at high risk often experience problems in functioning that can lead to child placement. Parental skill deficits and psychiatric conditions, child behavior problems, and dysfunctional or violent family relationships contribute to the possibility of family disruption. The HOMEBUILDERS program uses a cognitive behavioral framework to explain the variety of behavioral dysfunctions. The intervention approach consists of the individualized in-home application of a variety of cognitive behavioral and skill-building strategies that target the specific problems that are identified in the family and that create imminent risk of out-of-home placement. The specific strategies used have extensive empirical

support (Ammerman, et. al., 1999; Patterson, et. al., 1982; Wahler and Dumas, 1987; Phillips, et. al., 1976; Alexander and Parsons, 1973, 1982; Gorman, Kniskern, & Pinsof, 1986). Research has supported the effectiveness of intensive, time-limited, in-home services for preventing out-of-home placement and other family disruptions; reducing child abuse/neglect and family violence; improving parenting skills, family functioning and children's behavior problems; and enhancing social and community supports (Fraser, et. al., 1991; Feldman, 1990; Yuen, et. al., 1990; Henggeler, et. al., 1995; Veerman, et. al. 1997).

Key Program Elements:

1. Intervention at the crisis point: Professional therapists reach families when they are in crisis. Client families are seen within 24 hours.
2. Treatment in the natural setting: Almost all services take place in the client's home or the community where the problems are occurring and ultimately, where they need it to be resolved.
3. Accessibility and responsiveness: Therapists are on-call to their clients 24 hours a day, 7 days a week. Families are given as much time as they need, when they need it.
4. Intensity: Services are time-limited and concentrated in a period targeted at four weeks. The services is designed to resolve the immediate crisis and teach the skills necessary for the family to remain together. Each family receives an average of 40 to 50 hours of direct service.
5. Low caseloads: Therapists carry only 2 to 3 cases at a time. This enables them to be accessible and provide intensive services. Low caseloads also allow therapists the time to work on specific psycho-educational interventions, as well as the basic hard service needs of the family.
6. Research-based interventions: Therapists utilize a range of research-based interventions, including crisis intervention, motivational interviewing, parent education, skill building and cognitive/behavioral therapy.
7. Flexibility: Services are provided when and where the clients need them. Therapists provide a wide range of services, from helping clients meet the basic needs of food, clothing, and shelter, to the most sophisticated therapeutic techniques.

Outcomes:

The first comprehensive evaluation of intensive family preservation services was completed in 1989, with support from the U.S. Department of Health and Human Services. It was conducted by the Social Research Institute of the University of Utah and the Washington State-based Behavioral Sciences Institute, which operates HOMEBUILDERS. The study found that in even the most difficult family situations, IFPS programs significantly increased parenting skills in dealing with a variety of economic, drug abuse, and social problems. In fact, when primary caretakers assessed problems both before and after delivery of IFPS, positive improvements were reported on 26 of 28 problems affecting family functioning. The study compared these results with those obtained from studies of more traditional service methods of handling the same

problems and showed that the rate of increase in competence for families in IFPS programs was four to five times higher than for those families helped with traditional approaches. Studies in New Jersey and California (see below) also looked at family functioning and found that it had improved after families received intensive family preservation services.

Since 1974, HOMEBUILDERS has provided services to more than 15,000 families. The most recent data show that 75 to 90 percent of the children and adolescents who participated in such programs subsequently did not require placement outside the home. The youths' verbal and physical aggression decreased, and cost of services was reduced (Hinckley & Ellis, 1985). The success of these family preservation programs is based on the following: services are delivered in a home and community setting; family members are viewed as colleagues in defining a service plan; back-up services are available 24 hours a day; skills are built according to the individual needs of family members; marital and family interventions are offered; community services are efficiently coordinated; and assistance with basic needs such as food, housing, and clothing is given (Fraser et al., 1997)."

Cost:

On a per case basis, intensive family preservation services cost less than foster care, and considerably less than placement in residential juvenile or psychiatric institutions. In Michigan, in 1993, it cost about \$4,500 per family for IFPS, compared to \$12,000 per child for family foster care. The average stay in foster care in New York State is slightly more than two years, and in 1992 the average cost per child was almost \$14,000 a year; the cost of Intensive Family Preservation Services in the state is approximately \$4,900. In New York City, foster care costs about \$20,000 per child, for a year, and institutional or psychiatric facilities run even more. IFPS, including 10 months of follow-up care, costs about \$9,000 per family.

It is becoming increasingly evident that reducing states overall foster care placement rates requires more than installing a single program to prevent out-of-home care. For IFPS to be successful, administrators must reorient other parts of the system so that the system as a whole supports families and prevents unnecessary breakups. This means at a minimum: creating new fiscal incentives for use of intensive family preservation services; developing new accountability approaches; establishing clear expectations about the use of preventive programs and the need to strengthen families and ensure that stays in out-of-home care are minimized; retraining workers to keep families together and safe; and connecting IFPS to follow-up programs that build on the benefits of an intensive, short-term intervention.

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PART 4

GAPS IN SERVICES

GAPS IN THE COMPREHENSIVE STRATEGY

Report on the State of Louisiana for the Juvenile Justice Commission

June 20, 2002

Data Sources:

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OJJDP Comprehensive Strategy:

Problem Behavior > Noncriminal Misbehavior > Delinquency > Serious, Violent, and Chronic Offending						
PREVENTION Target Population: At-Risk Youth			GRADUATED SANCTIONS Target Population: Delinquent Youth			
Programs for All Youth	Programs for Youth at Greatest Risk	Immediate Intervention	Intermediate Sanctions	Community Confinement	Training Schools	Aftercare
<p>Youth Development Goals:</p> <ul style="list-style-type: none"> • Healthy and nurturing families • Safe communities • School attachment • Pro-social peer relations • Personal development and life skills • Healthy lifestyle choices 			<p>Youth Habilitation Goals:</p> <ul style="list-style-type: none"> • Health family participation • Community reintegration • Educational success & skills development • Healthy peer network development • Pro-social values development • Healthy lifestyle choices 			

SUMMARY of Gaps in Services for Louisiana:

(Note: the following are not listed in any order of significance or priority)

Programs for All Youth

- Quality, low to no cost, daycare centers with State mandated and enforced guidelines and standards
- Positive peer/social and recreational programs that are affordable and accessible to youth of all socioeconomic status
- Increased out-patient mental health and support services for families not in crisis
- Effective public schooling
- Alternative trade school/certification programs for high school youth that are unsuccessful in traditional academic efforts, including “out of school” youth
- Community vision that encompasses education and economic development
- Funding, including fairness in allocations that recognizes quality service provision
- Youth viewed as a greater priority in the State (i.e. “Put children first.”)
- Community driven long-term solutions
- Truancy, substance abuse, and other educational / prevention programming
- After-school, weekend, and supervised recreation programming affiliated with local schools
- Accountability of service agencies through monitoring and evaluation
- Accessible and organized information and referral services to help parents identify needed resources for prevention and early intervention (e.g. catalog, directory)
- Increase / promote adult volunteer involvement
- Employment, job skill training, job search, and volunteer services for youth
- School based health and mental health services
- Home and neighborhood, family and community, assets based prevention efforts
- Pediatrician based medical and trauma related emergency services
- Financial access to adequate health services
- Quality standards for children’s services across programs
- Health education services
- Smaller classroom size, more educated and qualified teachers, more teacher aides and higher teacher pay and incentives in the school system
- Increased flexibility of the educational curriculum to enhance the relevance of the school experience to a broader variety of students
- Explore effectiveness/feasibility of year-round schooling
- Increase the permissible dropout age
- Empowerment of youth to develop a sense of self and connection to their communities via incentive based programs, role models, youth councils, etc.
- Programs targeting smoking and drug use during pregnancy

Programs for Youth at Greatest Risk

- Greater public/community outreach & accessibility of Psychiatry, Psychology, and Social Work teams from the Louisiana Universities

- Coordinated Obstetric (for parents) and Pediatric Services (for children) to identify and refer high risk patients for parenting support and education prior to abuse and need for OCS
- Risk identification, referral, and services for parents of newborns in Neonatal Intensive Care Units due to lack of parental bonding, increased needs of the child, and known high rates of abuse with this population
- Improved early educational evaluation and services for learning and emotionally disabled youth
- Mental health services and violence reduction programs for children exposed to violence
- Outreach and services to the siblings of youth who are already in FINS, Drug Court, and other diversion services
- School-based mental health assessment and treatment programs
- Social skills training
- Free/low cost transportation for youth and families to and from services
- Resource sharing, communications/information management, and overall collaboration among service agencies
- After hours programming in medical and mental health clinics
- Stress management services
- Anger management services
- Self-esteem workshops
- Access to assistance to youth and families because client “does not meet criteria”
- Resources for youth with multiple and/or long-term problems
- Treatment options for juvenile arsonists
- Funding and resources for social services
- Focus of prevention resources / front-end services including early childhood (K-6)
- Culturally competent services
- Prevention programs based on researched best practices
- Instruments to assess the needs of parents
- Consideration of children’s learning and development issues when implementing programs
- Consideration of poverty, lack of social infrastructure, and poor housing in regards to its effect on juvenile justice
- Financial support services for families in need
- Food and nutrition services
- Homeless and housing services
- Literacy programs
- Gender specific and culturally competent needs assessment instruments
- Mentoring programs
- Awareness of juvenile court practitioners, teachers, and citizens concerning available services and access to such services
- Judgments of divorce conditioned on parents attending family mediation and education regarding effects of divorce on children
- Multi-service / Multi-agency programs

Immediate Intervention

- Parental drug abuse treatment with client centered hours and accessibility
- Resources and capability of schools to work with, and continue educating, behavior disordered youth without law enforcement / justice system intervention
- Expedited foster care placement supported by the legal system after initial, comprehensive efforts for family preservation fail
- Parish crisis intervention teams to respond to family/parental crisis, violence, etc.
- In-home treatment focusing on behavior modification, crisis de-escalation, conflict resolution skills, and family preservation
- Short-term shelter care facilities for FINS clients reasonably accessible to each Parish
- Parental accountability through intervention and supervision programs
- Consistent, rapid intervention services offered to families of youth arrested/detained by law enforcement via community/juvenile assessment and service centers to avoid the delay between law enforcement, district attorney, and court processing while also offering the consolidation/collaboration of multiple agency services (i.e. a central point of entry and initial service delivery)
- Mandatory pre-trial competency evaluations for all youth
- Family centered system rather than juvenile justice system that offers parents and youth assessment, treatment, and accountability
- Strengths/asset based assessment and treatment services
- Accessible respite services for parents of youth with severe behavioral / emotional / developmental problems
- Home visitation by nurses and social workers for high risk mentally ill youth
- Keeping youth out of justice system through secondary prevention focused on behavior management strategies and not a legalistic approach for non-violent and non-serious offenders
- A system of rehabilitation to break cycles of juvenile crime
- Accessible outpatient mental health facilities/care (including evaluation)
- Family violence counseling
- A system for juvenile justice that is systemic / comprehensive and supported by a integrated service delivery driven by the state, local government and the community as stakeholders
- Community based merit incentives for youthful offenders
- Juvenile justice as a structured and nurturing environment
- Parent and child advocates for families involved in the juvenile justice system
- Access to legal assistance for low income families
- Day treatment centers / services
- School system development and implementation of plans for reducing the number of expulsions
- Effective plans for in-school suspension
- Addressing of victimization experiences, particularly in the female offender population
- Expansion of effective FINS and Drug Court programming

Intermediate Services/Sanctions

- Non-secure alternatives for non-violent youth that are found delinquent
- Intensive case management services with multiple contacts per week, supportive services, reasonable caseloads, and a mission to keep the youth out of further juvenile justice involvement if at all possible
- Programs to divert seriously mentally ill and mentally retarded youth from correctional settings through the Department of Health and Hospitals
- Detachment of the Juvenile Justice System from the Adult Justice System
- Mandatory training of law enforcement, district attorney, indigent/public defenders, and judges regarding working with youth and associated special need populations
- Gender specific programs and practices
- Competent sex offender evaluations and effective treatment
- Accessible outpatient, after-school, and inpatient treatment programming for mental health and substance abuse
- Access to agency services for OCS clients
- Effective system to address repeat offenders
- Utilization of services administered by agencies outside of the Justice System
- Multi-systemic therapy and/or Multi-dimensional therapy models for intervention
- Expanded probation services to include increased staff for more reasonable caseloads
- Development of sentencing guidelines

Community Confinement

- Group homes and residential placement options reasonably accessible to each Parish that include intensive family involvement whenever possible, for emotionally and behaviorally disturbed youth
- Community based detention with continued public school and community service involvement for the detained youth (i.e. night, weekend, and holiday constant supervision/confinement)
- Increased DHH and OAD inpatient adolescent hospital sites and services
- Smaller, community-based secure correctional options to serve as alternatives to placement in Louisiana Training Institutes

Training Schools

- Parent / Child programs for youth who have children prior to, or during custody and do not elect to give up their child for adoption
- Increased GED and trade school programming for incarcerated youth
- More resources for sex offender and substance abuse treatment of incarcerated youth
- Creation of forensic psychiatric units via DPS&C
- Independent living skills programs for youth 17 and over (e.g. job application and interview, job maintenance skills, budgeting, etc.)
- Transportation for families to visit and engage in treatment with youth in facilities
- Parent liaison at each facility
- Require licensure for State operated facilities and local (private and public) detention centers

- Services to address the over-representation of African American youth in secure confinement
- Decrease number of participants in secure correctional facilities and increase the individualization of rehabilitative services

Aftercare

- Follow-up programs for youth in secure corrections that begins with discharge planning at admission and allows for follow-up/re-entry staff to establish and maintain contact throughout the period of confinement
- Linking of child with OMH, medical services, schools, and other necessary services / resources prior to, during, and after discharge/release
- Early release decisions determined by a juvenile parole board on a more consistent basis than can currently be accomplished
- Transitional parent / child services to support and strengthen family whenever possible
- Continued training and support of independent living skills for youth 17 and over
- Transitional services for youth returning from inpatient substance abuse treatment, that may include half-way house, residential services
- Effective communications with the school system to ensure student credit while in detention
- Expanded parole services

Other

- Address low pay of workers in juvenile justice which directly affects quality of care and outcomes for youth
- Monitoring procedures to determine the percentage of majority/minority youth processed through each stage of the justice system and address the root causes if disparities are discovered
- Adoption subsidy and support service provisions

PART 5

JJC SURVEY OF GAPS IN SERVICES, 2002: RANK ORDER SCORES

JJC SURVEY OF GAPS IN SERVICES, 2002: RANK ORDER SCORES

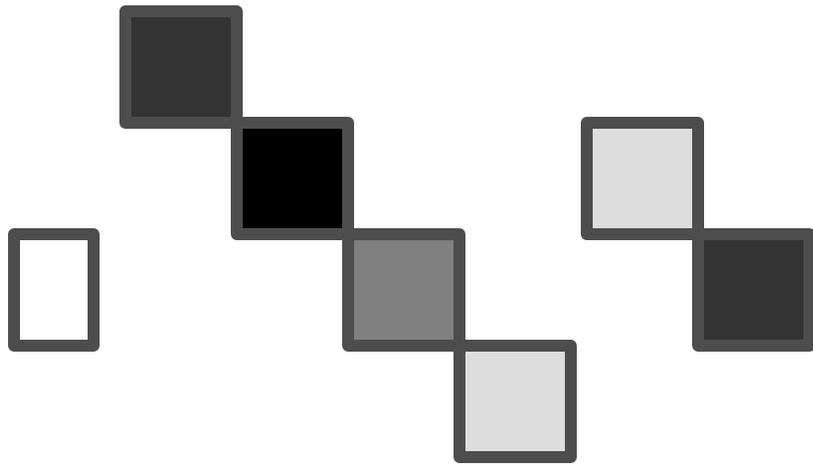
Treatment Service:	District Judges	City Judges	Sheriffs	IDB	OCS	Total	Rank
Substance Abuse							
Residential Treatment Programs	11	30	6	6	50	103	1
Inpatient Treatment Programs	7	32	7	5	41	92	2
Mental Health							
Inpatient Mental Health Facilities	11	33	6	7	34	91	3
Outpatient Mental Health Facilities	8	31	4	8	34	85	4
Outpatient Mental Health Care	7	30	3	8	35	83	5
Family Services							
Stress Management	7	21	2	6	43	79	6
Mental Health							
Anger Management	9	17	6	5	39	76	7
Family Services							
Children's Group Homes	8	25	3	6	34	76	7
Mental Health							
Mental Health Evaluation Services	6	26	8	7	28	75	8
Family Violence Counseling	6	16	5	4	44	75	8
Family Services							
Self-Esteem Workshops	6	22	4	5	36	73	9
Substance Abuse							
Transitional Services	3	24	3	3	39	72	10
Family Services							
Boys/Girls Clubs	5	20	3	5	33	66	11
Parenting Education/Training	9	17	6	6	28	66	11
Mental Health							
General Parental Counseling	5	19	4	3	33	64	12
Health							
Health Screening/Diagnostic Services	5	22	2	3	32	64	12
Mental Health							
Community Mental Health Education	4	26	2	6	24	62	13
Health							
Family Planning	5	22	4	4	27	62	13
Family Services							
Family Preservation Program	5	19	3	4	31	62	13
Substance Abuse							
Drug Detoxification	7	26	4	2	22	61	14
Substance Abuse Day Treatment	7	22	2	5	25	61	14
Mental Health							
Other Life Problems Counseling	3	21	3	3	29	59	15
Substance Abuse							
Alcohol Detoxification	5	29	3	1	20	58	16
Crisis Intervention Programs	3	23	5	3	23	57	17
Substance Abuse Drop-In Programs	4	23	0	4	26	57	17
Outpatient Treatment Programs	7	19	4	5	22	57	17
Health							
Childbirth Education	4	21	5	5	22	57	17

JJC SURVEY OF GAPS IN SERVICES, 2002: RANK ORDER SCORES

Treatment Service:	District Judges	City Judges	Sheriffs	IDB	OCS	Total	Rank
Mental Health							
Suicide Counseling	4	22	3	2	24	55	18
Health Care							
Health Education	4	22	4	3	22	55	18
Family Services							
Mutual Support Groups	5	20	1	6	23	55	18
Substance Abuse							
Substance Abuse Counseling	6	18	6	4	18	52	19
Family Services							
Recreational Programs	3	8	3	5	33	52	19
Substance Abuse							
Education/Prevention Programs	4	17	8	3	19	51	20
Mental Health							
Counseling	5	21	2	4	17	49	21
Substance Abuse							
Methadone Programs	4	25	1	2	12	44	22
Drug Testing	5	13	7	4	22	51	22
Mental Health							
Suicide Prevention Hotlines	4	21	0	1	18	44	22
Family Services							
Adoption Counseling	2	19	0	2	20	43	23
Substance Abuse							
Anti-abuse Programs	5	22	4	1	7	39	24
Central Intake/Assessment	3	19	1	4	11	38	25
Mental Health							
Adjunctive Therapies	4	20	0	2	10	36	26
Substance Abuse							
Intoxicated Driver Programs	2	11	3	4	15	35	27
Family Services							
Four-H Clubs	2	11	0	3	10	26	28
Scout Programs	2	9	0	1	10	22	29

PART 6

ADMINISTRATION OF JUVENILE JUSTICE IN LOUISIANA



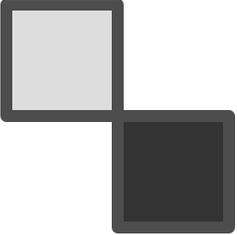
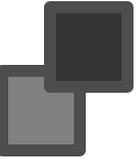
Administration of Juvenile Justice in Louisiana



Martin B. Fortner, Jr. MPA,
Director, Institutional Research, Southern University New Orleans
Debra A. Campbell, MA,
Faculty, Criminal Justice, Southern University Baton Rouge

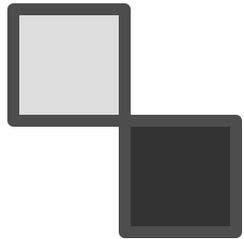


Goals and Objectives

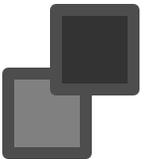
- 
- Determine the cost of the administration of the juvenile justice system
 - Determine per child cost
 - Identify relevant agency resources
 - Strategic budgetary planning process
 - Effective, Efficient
 - Avoidance and Liabilities
- 



Current Situation - *Population*

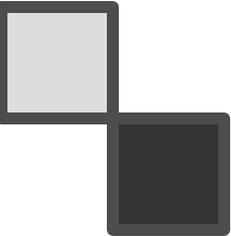


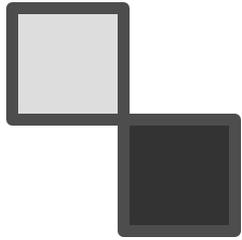
- 1.2m persons under the age of 18
- @ 350,000 below poverty level
- Susceptible to anti-social/deviant behavior
- Social continuum
 - Single parent → dysfunctional families → neglect, abuse → truancy → dropout → criminal activity





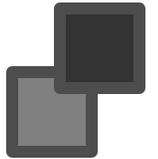
Continuum of Social Services *(Holistic Approach)*

- 
- The Children's Cabinet
 - Department of Social Services
 - Department Health & Human Services
 - Department of Education
 - Department of Labor
 - Department of Public Safety & Corrections
- 



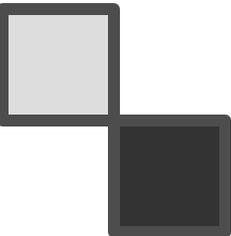
Children's Code Impact on Juvenile Population

- 1991*¹- 1,070 juveniles in/or awaiting secure care at the end of fiscal year 1989-90.
Projected +80 by 1995
- 1992 The Children's Code was enacted
- 1993 CC amended 14 year olds – age 21
- 1994 CC amended 14 yr olds to – age 31
- 1996 - 1,672 (Federal, State legislation).





Federal Aid to States 2001*



■ DHH/DSS/DOE/DOL/DOC

Agency

Funds

DHH

3,734,998

DOE

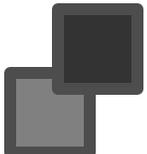
17,292

Juv Justice Programs

1,895

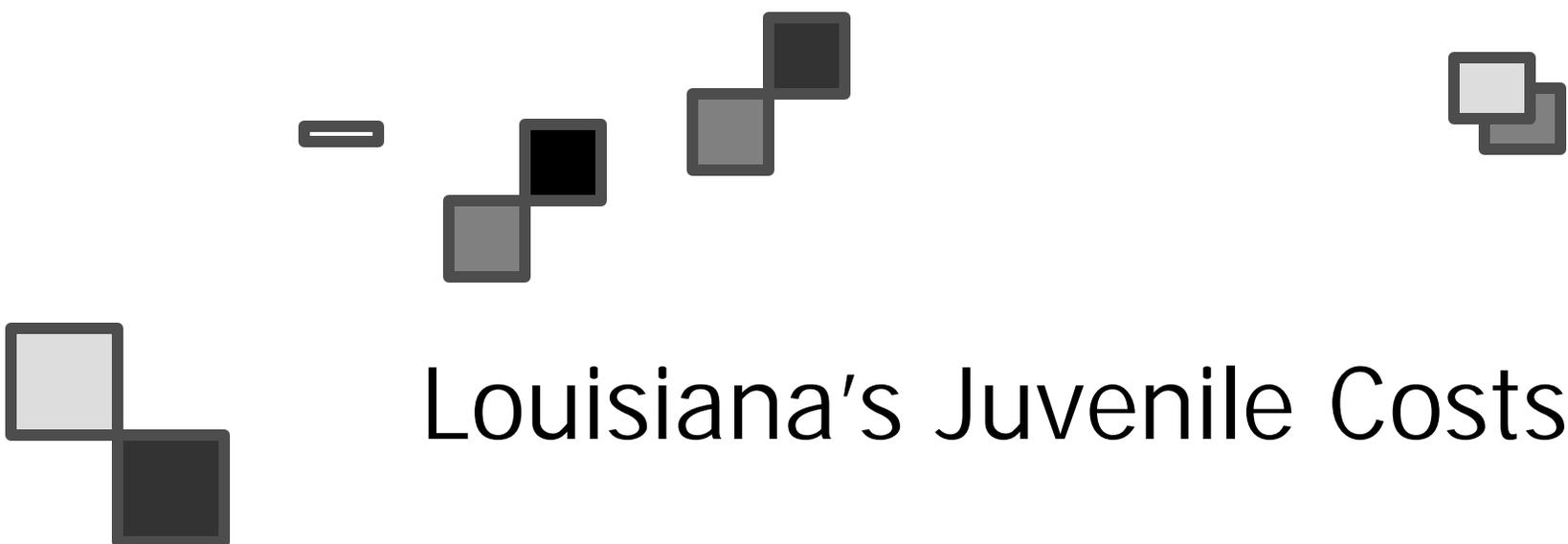
Total

\$3,754,185



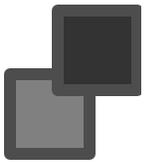
Office of Youth Development (OYD)

	1998	1999	2000
General Fund	82,928,665	95,795,087	109,964,050
Interagency	5,360,810	6,496,235	7,319,212
Fees & Self	310,352	207,815	262,796
Statue	39,270	245,016	439,270
Emergency	0	0	0
Federal	379,145	588,309	588,309
TOTAL	\$89,018,242	\$103,332,462	\$118,573,637



Louisiana's Juvenile Costs

	2001	
Police	692,879,500	
Courts	38,785,351	
Children Budget	1,931,870,168	
<i>TOTAL</i>	2,663,535,018	

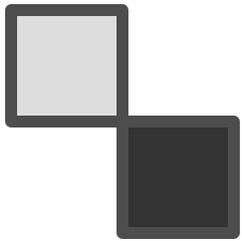


Juveniles Served by OYD

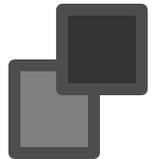
	1998	1999	2000
Secure		1,931	1,646
Custody/Supv		9,396	11,100
Total		11,327	12,746



Population Centers

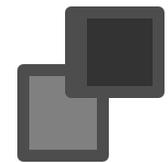


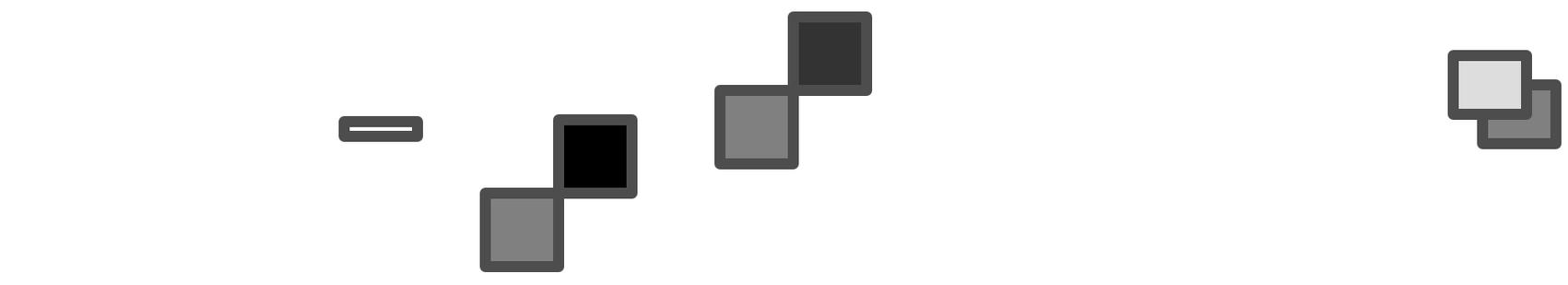
- OCS
 - Foster Care
 - TANF
- Status Offenders
- DOE
 - Dropouts/Expulsions
- Homeless/Street Kids



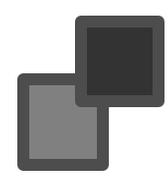


1999 Recidivism of Juveniles Research Findings

- One Prior Delinquent offense
 - Orleans 67%; Jefferson 73%
 - Property crime most common 47% both
 - Sentenced to correctional facility:
 - Orleans 72%; Jefferson 43%
 - Overall recidivism rate
 - Orleans 47%; Jefferson 45%
- 



Recommendation

- Recommend one or more of the strategies
 - Summarize the results if things go as proposed
 - What to do next
 - Identify action items
- 

PART 7

ESTIMATE OF JUVENILE JUSTICE EXPENDITURES IN LOUISIANA IN FY 2002

**ESTIMATE OF JUVENILE JUSTICE EXPENDITURES IN LOUISIANA IN FY 2002
METHOD #1: CENSUS OF GOVERNMENTS, 1998-99**

Expenditure Items Relating to Juvenile Justice	Note 1 Census: Estimate of Total Expenditures			Note 2	Note 3	Note 4	Note 5	Note 6	Total
	State Government	Local Government	Total	Adjusted to 2002 5% per Year Total	% Children at Risk 58%	% Juvenile Arrests 17.27%	% Judicial Wrkpoints 10.25%	Corrections Adjustment Estimate	
Elementary and Secondary Education Operations	\$0	\$4,611,921,000	\$4,611,921,000	\$5,338,875,900	\$3,096,548,022				\$3,096,548,022
Libraries	\$9,018,000	\$100,270,000	\$109,288,000	\$126,514,520	\$73,378,422				\$73,378,422
Social Services and Income Maintenance	\$2,929,956,000	\$52,106,000	\$2,982,062,000	\$3,452,109,400	\$2,002,223,452				\$2,002,223,452
Police Protection	\$177,339,000	\$642,172,000	\$819,511,000	\$948,686,410		\$163,838,143			\$163,838,143
Corrections	\$381,011,000	\$294,500,000	\$675,511,000	\$744,749,770				\$295,631,745	\$295,631,745
Judicial and Legal	\$117,620,000	\$223,183,000	\$340,803,000	\$375,734,250			\$38,512,761		\$38,512,761
Total	\$3,614,944,000	\$5,924,152,000	\$9,539,096,000	\$10,986,670,250	\$5,172,149,896	\$163,838,143	\$38,512,761	\$295,631,745	\$5,670,132,541

NOTES:

Note 1: The total estimates of expenditures are from the U.S. Census of Governments, Report on State and Local Expenditures, 1998-1999

Note 2: The total estimates have been adjusted by 5% per year to 2002.

Note 3: The total estimate of elementary and secondary educational and social services expenditures has been adjusted to reflect expenditures on "at risk" children only.

Note 4: The total estimate of expenditures on police protection has been adjusted by the 1998 rate of juvenile to total arrests by all police functions in 1978.

Note 5: The estimate of expenditures for juvenile corrections includes the FY 2001 budget for state juvenile corrections and an estimate of local corrections.

Note 6: The total estimate of judicial and legal expenditures has been adjusted by the percentage of judicial work points for juvenile cases in district and city courts in 2001 as compared to the total work points for all cases in general jurisdiction district and city courts plus the total costs of the four juvenile courts.

**ESTIMATE OF THE COSTS OF THE JUVENILE JUSTICE SYSTEM OF LOUISIANA, FY 2002-2003
METHOD # 2**

	Children's Budget as Adjusted	Est. Total 2002 Budget	% Est. Juvenile Justice Costs
Children's Budget Modified			
Executive Department	\$142,940	\$132,688,756	0.11%
Mental Health Advocacy Service	\$401,306	\$802,611	50.00%
LACLE Administration	\$1,585,033.45	\$31,700,669	5.00%
Corrections	\$131,214,689	\$515,136,661	25.47%
Department of Health and Hospitals	\$1,089,894,333	\$5,145,015,827	21.18%
Department of Social Services	\$521,711,459	\$925,075,934	56.40%
Department of Labor	\$21,733,771	\$265,827,806	8.18%
Higher Education	\$34,451,366	\$1,980,804,594	1.74%
Department of Education*	\$2,049,809,342.62	\$3,534,154,039	58.00%
Subtotal	\$3,850,944,240	\$12,531,206,897	30.73%
*Children's Budget Amount Times at risk rate of 58%			
Judicial Branch			
District Courts	\$4,382,413	\$42,755,246	10.25%
Juvenile Courts	\$10,000,000	\$10,000,000	100.00%
City and Parish Courts	\$5,836,837	\$15,598,525	37.40%
District Attorneys	\$2,726,342	\$88,731,956	3.07%
Indigent Defenders	\$1,196,697	\$23,000,000	5.20%
Clerks of Court	\$3,329,709	\$106,721,440	3.12%
FINS	\$2,000,000	\$2,000,000	100.00%
CASA	\$5,000,000	\$5,000,000	100.00%
TASC	\$3,800,085	\$3,800,085	100.00%
Drug Courts	\$2,586,118	\$2,586,118	100.00%
Subtotal	\$40,858,201	\$300,193,370	13.61%
Other			
Law Enforcement	\$163,838,143	\$948,686,410	17.27%
Local Corrections	\$81,427,311	\$258,362,210	31.52%
Local Education	\$1,047,318,586	\$1,805,721,700	58.00%
Local Health and Welfare	\$28,686,583	\$60,319,208	47.56%
Subtotal	\$1,321,270,623	\$3,073,089,528	42.99%
 Grand Total	 \$5,213,073,063	 \$15,904,489,795	 32.78%

**2002 – 2003
CHILDREN’S BUDGET SUMMARY
RECOMMENDED**

	State General Fund	Interagency Transfers*	Self-Generated Revenues	Statutory Dedications	Federal Funds	Total	Positions
Executive Department	\$29,745	\$0	\$67,534	\$0	\$45,661	\$142,940	0
Public Safety & Corrections	\$119,144,988	\$9,992,610	\$262,796	\$999,399	\$812,896	\$131,212,689	1,748
Department of Economic Development	\$275,000	\$0	\$0	\$1,000,000	\$0	\$1,275,000	0
Department of Health & Hospitals	\$233,130,779	\$40,971,772	\$5,023,456	\$53,459,846	\$757,308,480	\$1,089,894,333	1,754
Department of Social Services	\$106,775,635	\$4,061,000	\$725,000	\$3,171,575	\$406,978,249	\$521,711,459	4,759
Department of Natural Resources	\$0	\$0	\$0	\$15,132	\$324,240	\$339,372	0
Department of Labor	\$0	\$0	\$0	\$0	\$21,733,771	\$21,733,771	0
Special Schools & Commissions	\$41,153,801	\$11,529,158	\$1,077,630	\$35,835,158	\$81,920	\$89,677,667	846
Higher Education	\$15,541,802	\$17,627,980	\$1,281,584	\$0	\$0	\$34,451,366	0
Department of Education	\$2,447,280,067	\$102,616,032	\$2,819,411	\$239,770,385	\$740,668,144	\$3,533,154,039	1,021
Total	\$2,963,331,817	\$186,798,552	\$11,257,411	\$334,251,495	\$1,927,953,361	\$5,423,592,636	10,128

PART 8

COMPREHENSIVE STRATEGY BROCHURE, SURVEY AND SURVEY RESULTS



OJJDP FACT SHEET

Shay Bilchik, Administrator September 1998 #83

Update on the Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders

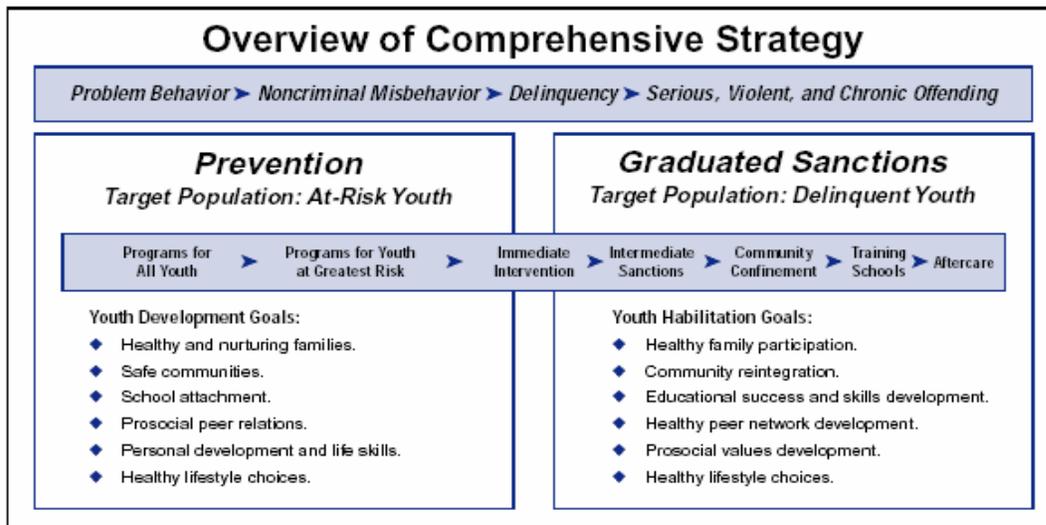
by Mark A. Matese and John A. Tuell

Training and Technical Assistance

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) published its *Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders* in 1993. After developing and testing both the prevention and graduated sanctions components of the Comprehensive Strategy over the next 2 years, OJJDP launched a national training and technical assistance initiative in 1995 with the publication of its *Guide for Implementing the Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders* (the *Guide*).

The *Guide* provides the framework for developing and implementing the Comprehensive Strategy. It is based on the establish-

ment of a continuum of juvenile delinquency prevention, early intervention, and graduated sanctions programs that are built on research, driven by data, and focused on outcomes. The continuum starts with prenatal prevention and includes community-based prevention services based on a risk and resource assessment, immediate interventions, and a range of graduated sanctions that include institutional care and aftercare services. The prevention, early intervention, and graduated sanctions services and strategies are key points along the continuum and are designed to reduce and control the risk factors that contribute to delinquent behavior and ensure public safety.



Since 1995, OJJDP has disseminated more than 29,000 copies of the *Guide* and has provided intensive training and technical assistance to three pilot sites (San Diego County, CA; Jacksonville, FL; and Ft. Myers, FL) to develop strategic plans for implementing the Comprehensive Strategy. In addition, eight Comprehensive Strategy States were selected. Six of these States (Florida, Iowa, Maryland, Ohio, Rhode Island, and Texas) are currently receiving intensive onsite assistance, and two (Oregon and Wisconsin) are field testing a community planning manual developed by Community Research Associates, an OJJDP technical assistance provider. The manual is a tool to help local juvenile justice planners and professionals develop a strategic plan for implementing the Comprehensive Strategy. OJJDP has also provided strategic planning assistance for development of a continuum of services for the six jurisdictions participating in its SafeFutures initiative, has conducted numerous workshops on the Comprehensive Strategy, and has provided technical assistance to other interested sites.

OJJDP is providing strategic planning assistance on the Comprehensive Strategy through a partnership with the National Council on Crime and Delinquency (NCCD) and Developmental Research and Programs, Inc. (DRP). OJJDP, NCCD, and DRP review current trends, strategies, and outcomes and provide training and technical assistance recipients with up-to-date information on prevention and graduated sanctions. An update of the *Guide* is planned for next year.

Strategic Plans

San Diego County, Jacksonville, and Ft. Myers are piloting the Comprehensive Strategy training and technical assistance initiative. Jacksonville recently published its strategic plan for implementing the Comprehensive Strategy, and San Diego County and Ft. Myers are planning to publish their plans later this year. Valuable lessons learned in these pilot sites have helped to develop additional implementation tools that have been used to expand strategic planning efforts into other States, OJJDP's SafeFutures program sites, and other jurisdictions.

SafeFutures

SafeFutures is a 5-year demonstration project that is conceptually consistent with the Comprehensive Strategy. SafeFutures

urban sites are Boston, MA; Contra Costa County, CA; Seattle, WA; and St. Louis, MO. Other sites are Imperial County, CA (rural) and Fort Belknap Indian Community, Harlem, MT (tribal government). The project is designed to test the development and implementation of a continuum of care for at-risk and delinquent youth and their families in order to prevent and control juvenile crime and victimization. The six demonstration sites are charged with creating this continuum across the range of prevention, intervention, and treatment services. They are also tasked to provide appropriate and timely graduated sanctions for youth already involved in the juvenile justice system. Each site is receiving up to \$1.4 million annually for 5 years to engage in comprehensive strategic planning, service integration, and program implementation of best practices designed to develop a full continuum of services, supports, and opportunities. As a part of this demonstration project, each site receives assistance with strategic planning by participating in the Comprehensive Strategy training and technical assistance process.

For Further Information

At this time, OJJDP's Comprehensive Strategy intensive training and technical assistance is only available in the competitively selected Comprehensive Strategy States, the pilot site of San Diego County, and SafeFutures sites. For further information about the Comprehensive Strategy State initiative, resources for sites interested in the Comprehensive Strategy, or other related information, call Mark Matese, 202-307-5924. For further information about OJJDP's SafeFutures project, call Kristen Kracke, 202-307-5914. To obtain a copy of the *Guide for Implementing the Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders* or for additional information on this topic, call OJJDP's Juvenile Justice Clearinghouse, 800-638-8736. Jacksonville's strategic plan, *Report of the Comprehensive Strategy Task Force on Serious, Violent and Chronic Juvenile Offenders*, may be accessed via OJJDP's Web site at www.ncjrs.org/jjgen.htm#tskfr.

Mark A. Matese is the Comprehensive Strategy Program Manager in OJJDP's State Relations and Assistance Division (SRAD). John A. Tuell is SRAD's Comprehensive Strategy State Representative.

FS-9883

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U.S. Department of Justice
Office of Justice Programs
Office of Juvenile Justice and Delinquency Prevention
Washington, DC 20531
Official Business
Penalty for Private Use \$300

Louisiana Juvenile Justice Commission

Date / /

Parish of Residence

Gender:
 Male
 Female

Age Range
 Under 18
 18-24
 25-35
 36-45
 46-55
 56-65
 65+

Highest Education Level
 Less than high school
 High School/GED
 Vocational/Technical Training
 Some college
 Bachelor's degree
 Graduate degree

The **Comprehensive Strategy for Serious, Violent and Chronic Juvenile Offenders** provides a framework of strategies to help deal with the problems associated with juvenile crime. Please take a moment and review the six general principles and indicate on the scale your agreement/disagreement with them.

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Strengthening the family in its primary responsibility to instill moral values and provide guidance and support to children
 Strongly Agree Agree Neutral Disagree Strongly Disagree

Supporting core social institutions, such as schools, churches, and community organizations, in their role of developing capable, mature, and responsible youth.
 Strongly Agree Agree Neutral Disagree Strongly Disagree

Promoting delinquency prevention as the most cost-effective approach for reducing juvenile delinquency.
 Strongly Agree Agree Neutral Disagree Strongly Disagree

Intervening immediately and effectively when delinquent behavior occurs to successfully prevent delinquent offenders from becoming chronic offenders or committing progressively more serious and violent crimes.
 Strongly Agree Agree Neutral Disagree Strongly Disagree

Establishing a continuum of progressively intensive services and sanctions to respond appropriately to the needs of each juvenile offender, while holding them accountable and protecting the public.
 Strongly Agree Agree Neutral Disagree Strongly Disagree

Identifying and controlling the small group of serious, violent and chronic juvenile offenders who have committed felony offenses or have failed to respond to intervention and nonsecure community-based treatment and rehabilitation services offered by the juvenile justice system.
 Strongly Agree Agree Neutral Disagree Strongly Disagree

What is your reason for attending this hearing or visiting the website? Check all that apply:

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- | | |
|--|--|
| <input type="checkbox"/> Work in the system
o Judge
o District Attorney
o Defense Attorney
o Public Defender
o Probation Officer
o FINS
o TASC
o OYD
o OCS
o OMH
o OMR
o OAD
o Private Provider (describe)

o Private nonprofit (describe)

o Other (describe)
_____ | <input type="checkbox"/> Victim of juvenile crime
<input type="checkbox"/> Victim of adult crime
<input type="checkbox"/> Child is a victim
<input type="checkbox"/> Child is offender – or child is in system
<input type="checkbox"/> Concerned citizen
<input type="checkbox"/> Worried about neighborhood safety
<input type="checkbox"/> Worried about public safety in general
<input type="checkbox"/> Worried about school safety
<input type="checkbox"/> Think we need to incarcerate more juveniles
<input type="checkbox"/> Think we need more alternatives to juvenile crime
<input type="checkbox"/> Other (describe) _____

Do you have a specific concern or recommendation (continue on back):

_____ |
|--|--|

Juvenile Justice Commission website: <http://jjc.legis.state.la.us>
 Mailing Address: P.O. Box 44371, Baton Rouge, LA 70804

Strengthening the Family

	Total Responding	Strongly Agree	Percent	Agree	Percent	Neutral	Percent	Disagree	Percent	Strongly Disagree	Percent
Male	182	152	84%	23	13%	5	3%	1	1%	1	1%
Female	283	236	83%	36	13%	5	2%	4	1.4%	2	0.7%
	465	388	83%	59	13%	10	2%	5	1%	3	0.6%
Under 18	5	4	80%							1	20%
18-24	13	11	85%	2	15%						
25-35	70	61	87%	8	11%	1	1%				
36-45	133	106	80%	18	14%	4	3%	4	3%	1	1%
46-55	173	144	83%	26	15%	3	2%				
56-65	75	64	85%	9	12%	2	3%				
Over 65	19	17	89%	2	11%						
	488	407	83%	65	13%	10	2%	4	0.8%	2	0.4%
Less than High School	3	2	67%							1	33%
High School/GED	27	22	81%	4	15%			1	4%		
Vo-Tech	8	6	75%	1	13%	1	13%				
Some College	75	62	83%	12	16%	1	1%				
Bachelor's Degree	128	113	88%	15	12%						
Graduate Degree	232	191	82%	30	13%	7	3%	3	1%	1	0.4%
	473	396	84%	62	13%	9	1.9%	4	0.8%	2	0.4%
Acadia	1	1	100%								
Allen	5	5	100%								
Ascension	5	4	80%	1	20%						
Avoyelles	2	1	50%			1	50%				
Beauregard	7	5	71%	2	29%						
Bossier	18	16	89%	2	11%						
Caddo	42	34	81%	7	17%			1	2%		
Calcasieu	65	51	78%	11	17%	2	3%				
Cameron	1	1	100%								
Claiborne	2	1	50%	1	50%						
Concordia	1	1	100%								

Strengthening the Family

	Total Responding	Strongly Agree	Percent	Agree	Percent	Neutral	Percent	Disagree	Percent	Strongly Disagree	Percent
DeSoto	7	6	86%	1	14%						
E. Baton Rouge	54	49	91%	4	7%	1	2%				
E. Feliciana	2	1	50%	1	50%						
Iberia	6	5	83%	1	17%						
Iberville	6	4	67%	1	17%						
Jefferson Davis	4	2	50%	1	25%						
Jefferson	36	30	83%	5	14%	1	3%				
Lafayette	27	23	85%	3	11%						
Lafourche	6	4	67%	2	33%						
LaSalle	1	1	100%								
Lincoln	2	2	100%							1	50%
Livingston	4	2	50%	1	25%			1	25%		
Natchitoches	1	1	100%								
Orleans	53	48	91%	2	4%	2	4%				
Ouachita	10	9	90%	1	10%						
Rapides	34	29	85%	3	9%			1	3%		
Red River	1			1	100%						
Richland	2	2	100%								
St. Charles	3	1	33%	2	67%						
St. John	2	2	100%								
St. Landry	5	4	80%	1	20%						
St. Martin	3	3	100%								
St. Mary	1	1	100%								
St. Tammany	33	27	82%	3	9%	2	6%			1	3%
Tangipahoa	4	3	75%	1	25%						
Terrebonne	1	1	100%								
Union	1	1	100%								
Vermillion	1	1	100%								
Vernon	5	5	100%								
W. Baton Rouge	1	1	100%								
Washington	3	2	67%	1	33%						
Webster	1	1	100%								
W. Carroll	1	1	100%								
Winn	4	3	75%	1	25%						
	474	395	83%	60	13%	9	1.9%	3	1%	2	0.4%

Strengthening the Family

	Total Responding	Strongly Agree	Percent	Agree	Percent	Neutral	Percent	Disagree	Percent	Strongly Disagree	Percent
Judge	18	16	89%	2	11%						
District Attorney	18	16	89%	1	6%					1	6%
Defense Attorney	0										
Public Defender	15	13	87%	1	7%	1	7%				
Probation Officer	22	22	100%								
FINS	20	17	85%	3	15%						
TASC	10	10	100%								
OYD	8	5	63%	3	38%						
OCS	43	33	77%	9	21%	1	2%				
OMH	14	13	93%	1	7%						
OMR	8	7	88%	1	13%						
OAD	8	7	88%	1	13%						
Private Provider	32	26	81%	2	6%	3	9%	1	3%		
Private Nonprofit	81	70	86%	9	11%	2	2%				
Other	142	123	87%	16	11%	1	1%			1	1%
	439	378	86%	49	11%	8	2%	1	0.2%	2	0.5%
Victim of juvenile crime	16	13	81%	3	19%						
Victim of adult crime	27	22	81%	4	15%	1	4%				
Child is a victim	22	18	82%	4	18%						
Child is offender	22	15	68%	5	23%	1	5%	1	5%		
Concerned citizen	211	175	83%	29	14%	3	1%	2	1%		
Worried about neighborhood safety	80	69	86%	9	11%	1	1%	1	1%		
Worried about public safety	100	84	84%	11	11%	2	2%	1	1%	1	1%
Worried about school safety	106	89	84%	15	14%	1	1%	1	1%		
Need to incarcerate more juveniles	16	13	81%	3	19%						
Need more alternatives	163	136	83%	23	14%	3	2%	1	1%		
	763	634	83%	106	14%	12	1.6%	7	0.9%	1	0.1%

Support for Core Social Institutions

	Total Responding	Strongly Agree	Percent	Agree	Percent	Neutral	Percent	Disagree	Percent	Strongly Disagree	Percent
Male	182	136	75%	38	21%	5	3%	1	1%	1	1%
Female	273	225	82%	41	15%	5	2%			1	0.4%
	455	361	79%	79	17%	10	2%	1	0.2%	2	0.4%
Under 18	5	3	60%					1	20%	1	20%
18-24	13	12	92%			1	8%				
25-35	70	61	87%	8	11%	1	1%				
36-45	133	98	74%	26	20%	5	4%			1	1%
46-55	173	137	79%	35	20%	2	1%				
56-65	76	63	83%	11	14%	2	3%				
Over 65	19	16	84%	3	16%						
	489	390	80%	83	17%	11	2.2%	1	0.2%	2	0.4%
Less than High School	3	2	67%							1	33%
High School/GED	27	22	81%	3	11%	1	4%	1	4%		
Vo-Tech	9	7	78%			2	22%				
Some College	75	61	81%	11	15%	2	3%	1	1%		
Bachelor's Degree	128	113	88%	15	12%						
Graduate Degree	232	191	82%	32	14%	7	3%	1	0.4%	1	0.4%
	474	396	83.5%	61	12.9%	12	2.5%	3	0.6%	2	0.4%
Acadia	1							1	100%		
Allen	5	5	100%								
Ascension	5	3	60%	1	20%	1	20%				
Avoyelles	2	1	50%	1							
Beauregard	7	4	57%	2	29%	1	14%				
Bossier	18	12	67%	5	28%	1	6%				
Caddo	42	37	88%	5	12%						
Calcasieu	65	53	82%	9	14%	3	5%				
Cameron	1	1	100%								
Claiborne	2	1	50%	1	50%						
Concordia	1	1	100%								

Support for Core Social Institutions

	Total Responding	Strongly Agree	Percent	Agree	Percent	Neutral	Percent	Disagree	Percent	Strongly Disagree	Percent
DeSoto	7	5	71%	2	29%						
E. Baton Rouge	54	44	81%	8	15%	2	4%				
E. Feliciana	2	2	100%								
Iberia	6	5	83%	1	17%						
Iberville	6	5	83%	1	17%						
Jefferson Davis	4	1	25%	2	50%					1	25%
Jefferson	36	29	81%	6	17%	1	3%				
Lafayette	27	18	67%	8	30%	1	4%				
Lafourche	6	5	83%	1	17%						
LaSalle	1	1	100%								
Lincoln	2	2	100%								
Livingston	4	3	75%	1	25%						
Natchitoches	1	1	100%								
Orleans	53	46	87%	6	11%	1	2%				
Ouachita	10	8	80%	2	20%						
Rapides	34	26	76%	6	18%	1	3%	1	3%		
Red River	1			1	100%						
Richland	2	2	100%								
St. Charles	3	1	33%	2	67%						
St. John	2	2	100%								
St. Landry	5	4	80%	1	20%						
St. Martin	3	3	100%								
St. Mary	1	1	100%								
St. Tammany	33	25	76%	5	15%	2	6%			1	3%
Tangipahoa	4	4	100%								
Terrebonne	1	1	100%								
Union	1	1	100%								
Vermillion	1			1	100%						
Vernon	5	3	60%	2	40%						
W. Baton Rouge	1	1	100%								
Washington	3	2	67%	1	33%						
Webster	1	1	100%								
W. Carroll	1	1	100%								
Winn	4	4	100%								
	474	375	79%	81	17%	14	3%	2	0.4%	2	0.4%

Support for Core Social Institutions

	Total Responding	Strongly Agree	Percent	Agree	Percent	Neutral	Percent	Disagree	Percent	Strongly Disagree	Percent
Judge	18	15	83%	2	11%			1	6%		
District Attorney	18	16	89%	1	6%					1	6%
Defense Attorney	0										
Public Defender	15	13	87%	1	7%	1	7%				
Probation Officer	22	22	100%								
FINS	20	17	85%	3	15%						
TASC	10	10	100%								
OYD	8	5	63%	3	38%						
OCS	43	33	77%	9	21%	1	2%				
OMH	14	12	86%	2	14%						
OMR	8	7	88%	1	13%						
OAD	8	7	88%	1	13%						
Private Provider	32	26	81%	2	6%	3	9%	1	3%		
Private Nonprofit	81	69	85%	10	12%	2	2%				
Other	144	123	85%	17	12%	2	1%			1	1%
	441	375	85%	52	12%	9	2%	2	0.5%	2	0.5%
Victim of juvenile crime	16	13	81%	3	19%						
Victim of adult crime	27	22	81%	4	15%	1	4%				
Child is a victim	22	19	86%	2	9%	1	5%				
Child is offender	22	16	73%	4	18%	1	5%	1	5%		
Concerned citizen	211	177	84%	28	13%	4	2%	1	0%		
Worried about neighborhood safety	80	70	88%	8	10%	1	1%	1	1%		
Worried about public safety	101	84	83%	12	12%	2	2%	1	1%	1	1%
Worried about school safety	105	89	85%	14	13%	1	1%	1	1%		
Need to incarcerate more juveniles	16	13	81%	3	19%						
Need more alternatives	163	137	84%	21	13%	4	2%	1	1%		
	763	640	84%	99	13%	15	2%	6	1%	1	0.1%

Promote Delinquency Prevention

	Total Responding	Strongly Agree	Percent	Agree	Percent	Neutral	Percent	Disagree	Percent	Strongly Disagree	Percent
Male	181	118	65%	43	24%	12	7%	5	3%	3	2%
Female	284	221	78%	44	15%	13	5%	3	1.1%	0	0.0%
	465	339	73%	87	19%	25	5%	8	2%	3	0.6%
Under 18	4	2	50%	1	25%					1	25%
18-24	13	8	62%	4	31%			1	8%		
25-35	69	44	64%	17	25%	5	7%			2	3%
36-45	131	92	70%	25	19%	7	5%	5	4%		
46-55	164	125	76%	29	18%	7	4%	3	2%		
56-65	74	58	78%	15	20%	2	3%				
Over 65	19	18	95%	1	5%						
	474	347	73%	92	19%	21	4%	9	2%	3	0.6%
Less than High School	3	1	33%	1	33%					1	33%
High School/GED	27	18	67%	4	15%	2	7%	2	7%	1	4%
Vo-Tech	9	7	78%			2	22%				
Some College	75	62	83%	12	16%	1	1%				
Bachelor's Degree	128	111	87%	17	13%						
Graduate Degree	232	190	82%	31	13%	8	3%	2	0.9%	1	0.4%
	474	389	82%	65	14%	13	3%	4	0.8%	3	0.6%
Allen	5	4	80%	1	20%						
Ascension	5	2	40%	2	40%					1	20%
Avoyelles	2			1	50%	1	50%				
Beauregard	6	4	67%	2	33%						
Bossier	19	13	68%	5	26%	1	5%				
Caddo	42	29	69%	10	24%	2	5%	1	2%		
Calcasieu	65	51	78%	11	17%	2	3%				
Cameron	1	1	100%								
Claiborne	2	1	50%	1	50%						
Concordia	1			1	100%						
DeSoto	7	2	29%	3	43%	2	29%				

Promote Delinquency Prevention

	Total Responding	Strongly Agree	Percent	Agree	Percent	Neutral	Percent	Disagree	Percent	Strongly Disagree	Percent
E. Baton Rouge	54	45	83%	8	15%			1	2%		
E. Feliciana	2	2	100%								
Iberia	6	4	67%	1	17%			1	17%		
Iberville	6	6	100%								
Jefferson Davis	4			3	75%					1	25%
Jefferson	36	30	83%	1	3%	3	8%				
Lafayette	27	18	67%	5	19%	2	7%	1	4%	1	4%
Lafourche	6	3	50%	2	33%	1	17%				
LaSalle	1	1	100%								
Lincoln	2	2	100%								
Livingston	4	3	75%	1	25%						
Natchitoches	1	1	100%								
Orleans	53	40	75%	7	13%	5	9%	1	2%		
Ouachita	10	8	80%	2	20%						
Rapides	34	25	74%	7	21%	2	6%				
Red River	1			1	100%						
Richland	2	2	100%								
St. Charles	3	1	33%	2	67%						
St. John	2	1	50%	1	50%						
St. Landry	5	2	40%	3	60%						
St. Martin	3	3	100%								
St. Mary	1	1	100%								
St. Tammany	33	25	76%	6	18%	2	6%				
Tangipahoa	4	4	100%								
Terrebonne	1	1	100%								
Union	1	1	100%								
Vermillion	1	1	100%								
Vernon	5	1	20%	2	40%	2	40%				
W. Baton Rouge	1	1	100%								
Washington	3	3	100%								
Webster	1			1	100%						
W. Carroll	1	1	100%								
Winn	4	1	25%	3	75%						
	473	344	73%	93	20%	25	5%	5	1%	3	0.6%

Promote Delinquency Prevention

	Total Responding	Strongly Agree	Percent	Agree	Percent	Neutral	Percent	Disagree	Percent	Strongly Disagree	Percent
Judge	17	13	76%	4	24%						
District Attorney	18	11	61%	4	22%	2	11%				
Defense Attorney	0										
Public Defender	15	10	67%	3	20%					2	13%
Probation Officer	22	18	82%	4	18%						
FINS	20	16	80%	3	15%	1	5%				
TASC	10	10	100%								
OYD	8	7	88%	1	13%						
OCS	43	26	60%	13	30%	2	5%	2	5%		
OMH	14	12	86%	2	14%						
OMR	8	3	38%	4	50%	1	13%				
OAD	8	8	100%								
Private Provider	33	27	82%	5	15%	1	3%				
Private Nonprofit	81	64	79%	10	12%	5	6%	2	2%		
Other	143	108	76%	26	18%	8	6%			1	1%
	440	333	76%	79	18%	20	5%	4	0.9%	3	0.7%
Victim of juvenile crime	16	12	75%	4	25%						
Victim of adult crime	27	22	81%	3	11%	2	7%				
Child is a victim	22	20	91%	1	5%	1	5%				
Child is offender	21	15	71%	4	19%	1	5%	1	5%		
Concerned citizen	203	154	76%	28	14%	14	7%	4	2%	1	0.5%
Worried about neighborhood safety	80	58	73%	13	16%	8	10%	1	1%		
Worried about public safety	99	70	71%	13	13%	12	12%	1	1%		
Worried about school safety	104	78	75%	15	14%	9	9%	2	2%		
Need to incarcerate more juveniles	15	10	67%	4	27%	1	7%				
Need more alternatives	161	128	80%	21	13%	10	6%	2	1%		
	748	567	76%	106	14%	58	8%	11	1%	1	0.1%

Intervene Immediately and Effectively

	Total Responding	Strongly Agree	Percent	Agree	Percent	Neutral	Percent	Disagree	Percent	Strongly Disagree	Percent
Male	181	139	77%	31	17%	4	2%	4	2%	2	1%
Female	284	225	79%	53	19%	2	0.7%	1	0.4%	1	0.4%
	465	364	78%	84	18%	6	1%	5	1%	3	0.6%
Under 18	4	3	75%							1	25%
18-24	13	10	77%	2	15%	1	8%				
25-35	69	52	75%	14	20%	1	1%	1	1%	1	1%
36-45	131	100	76%	26	20%	3	2%	1	1%	1	1%
46-55	164	129	79%	32	20%	1	1%	3	2%		
56-65	74	62	84%	11	15%						
Over 65	19	15	79%	3	16%						
	474	371	78%	88	19%	6	1%	5	1%	3	0.6%
Less than High School	3	2	67%							1	33%
High School/GED	27	17	63%	7	26%	1	4%	1	4%	1	4%
Vo-Tech	9	6	67%	2	22%	1	11%				
Some College	75	57	76%	16	21%	1	1%				
Bachelor's Degree	128	100	78%	26	20%			2	2%		
Graduate Degree	232	192	83%	34	15%	2	1%			1	0.4%
	474	374	79%	85	18%	5	1%	3	0.6%	3	0.6%
Allen	5	5	100%								
Ascension	5	3	60%	2	40%						
Avoylles	2			2	100%						
Beauregard	7	3	43%	3	43%	1	14%				
Bossier	19	18	95%	1	5%						
Caddo	42	33	79%	8	19%			1	2%		
Calcasieu	65	50	77%	11	17%	2	3%	1	2%		
Cameron	1	1	100%								
Claiborne	2	1	50%	1	50%						
Concordia	1	1	100%								
DeSoto	7	5	71%	2	29%						

Intervene Immediately and Effectively

	Total Responding	Strongly Agree	Percent	Agree	Percent	Neutral	Percent	Disagree	Percent	Strongly Disagree	Percent
E. Baton Rouge	54	43	80%	10	19%	1	2%				
E. Feliciana	2	1	50%	1	50%						
Iberia	6	4	67%	2	33%						
Iberville	6	6	100%								
Jefferson Davis	4	2	50%	1	25%					1	25%
Jefferson	36	30	83%	6	17%						
Lafayette	27	22	81%	3	11%			1	4%	1	4%
Lafourche	6	6	100%								
LaSalle	1	1	100%								
Lincoln	2	2	100%								
Livingston	4	3	75%							1	25%
Natchitoches	1	1	100%								
Orleans	53	43	81%	7	13%	2	4%	1	2%		
Ouachita	10	9	90%	1	10%						
Rapides	34	23	68%	10	29%						
Red River	1			1	100%						
Richland	2	2	100%								
St. Charles	3	2	67%	1	33%						
St. John	2	2	100%								
St. Landry	5	3	60%	2	40%						
St. Martin	3	3	100%								
St. Mary	1	1	100%								
St. Tammany	33	27	82%	5	15%						
Tangipahoa	4	3	75%	1	25%						
Terrebonne	1	1	100%								
Union	1	1	100%								
Vermillion	1	1	100%								
Vernon	5	3	60%	1	20%	1	20%				
W. Baton Rouge	1	1	100%								
Washington	3	2	67%	1	33%						
Webster	1	1	100%								
W. Carroll	1	1	100%								
Winn	4	2	50%	2	50%						
	474	372	78%	85	18%	7	1%	4	0.8%	3	0.6%

Intervene Immediately and Effectively

	Total Responding	Strongly Agree	Percent	Agree	Percent	Neutral	Percent	Disagree	Percent	Strongly Disagree	Percent
Judge	17	12	71%	5	29%						
District Attorney	18	16	89%	2	11%						
Defense Attorney	0										
Public Defender	15	12	80%	3	20%						
Probation Officer	22	18	82%	4	18%						
FINS	20	18	90%	2	10%						
TASC	10	10	100%								
OYD	8	6	75%	2	25%						
OCS	43	33	77%	11	26%						
OMH	14	12	86%	1	7%	1	7%				
OMR	8	7	88%							1	13%
OAD	8	7	88%	1	13%						
Private Provider	33	26	79%	6	18%	1	3%				
Private Nonprofit	81	63	78%	15	19%			1	1%		
Other	144	119	83%	19	13%	1	1%	1	1%	1	1%
	441	359	81%	71	16%	3	0.7%	2	0.5%	2	0.5%
Victim of juvenile crime	16	14	88%	1	6%	1	6%				
Victim of adult crime	27	24	89%	3	11%						
Child is a victim	22	18	82%	3	14%	1	5%				
Child is offender	22	16	73%	6	27%						
Concerned citizen	111	169	152%	35	32%	3	3%	3	3%	1	1%
Worried about neighborhood safety	80	67	84%	11	14%			2	3%		
Worried about public safety	101	82	81%	15	15%	1	1%	2	2%		
Worried about school safety	107	88	82%	16	15%			2	2%		
Need to incarcerate more juveniles	16	14	88%	1	6%	1	6%				
Need more alternatives	164	134	82%	26	16%	2	1%	2	1%		
	666	626	94%	117	18%	9	1%	11	2%	1	0.2%

Establish a Continuum of Progressively Intensive Services

	Total Responding	Strongly Agree	Percent	Agree	Percent	Neutral	Percent	Disagree	Percent	Strongly Disagree	Percent
Male	182	128	70%	44	24%	6	3%	2	1%	1	1%
Female	284	212	75%	52	18%	11	3.9%	1	0.4%	1	0.4%
	466	340	73%	96	21%	17	4%	3	0.6%	2	0.4%
Under 18	4	2	50%	1	25%					1	25%
18-24	13	7	54%	4	31%	2	15%				
25-35	70	46	66%	19	27%	4	6%	1	1%		
36-45	133	94	71%	34	26%	4	3%			1	1%
46-55	174	136	78%	30	17%	6	3%	1	1%		
56-65	75	60	80%	14	19%	1	1%				
Over 65	19	15	79%	4	21%						
	488	360	74%	106	22%	17	3%	2	0.6%	2	0.4%
Less than High School	3	1	33%	1	33%					1	33%
High School/GED	27	18	67%	8	30%	1	4%				
Vo-Tech	9	5	56%	2	22%	2	22%				
Some College	76	53	70%	19	25%	2	3%	1	1%		
Bachelor's Degree	128	86	67%	35	27%	4	3%	1	1%	1	1%
Graduate Degree	227	180	79%	38	17%	7	3%	1	0.4%		
	470	343	73%	103	22%	16	3%	3	0.6%	2	0.4%
Acadia	1							1	100%		
Allen	5	5	100%								
Ascension	5	4	80%	1	20%						
Avoyelles	2	1	50%	1	50%						
Beauregard	7	3	43%	2	29%	2	29%				
Bossier	19	15	79%	4	21%						
Caddo	42	27	64%	12	29%	1	2%				
Calcasieu	65	48	74%	17	26%						
Cameron	1	1	100%								
Claiborne	2	1	50%	1	50%						
Concordia	1	1	100%								
DeSoto	7	3	43%	4	57%						

Establish a Continuum of Progressively Intensive Services

	Total Responding	Strongly Agree	Percent	Agree	Percent	Neutral	Percent	Disagree	Percent	Strongly Disagree	Percent
E. Baton Rouge	54	42	78%	9	17%	3	6%				
E. Feliciana	2			2	100%						
Iberia	6	5	83%	1	17%						
Iberville	6	5	83%	1	17%						
Jefferson Davis	4	1	25%	2	50%					1	25%
Jefferson	36	29	81%	7	19%						
Lafayette	27	20	74%	5	19%	2	7%				
Lafourche	6	5	83%	1	17%						
LaSalle	1	1	100%								
Lincoln	2	1	50%							1	50%
Livingston	4	2	50%	1	25%	1	25%				
Natchitoches	1	1	100%								
Orleans	53	40	75%	9	17%	3	6%	1	2%		
Ouachita	10	9	90%	1	10%						
Rapides	34	23	68%	8	24%	3	9%				
Red River	1			1	100%						
Richland	2	1	50%					1	50%		
St. Charles	3	2	67%	1	33%						
St. John	2	1	50%	1	50%						
St. Landry	5	2	40%	3	60%						
St. Martin	3	3	100%								
St. Mary	1	1	100%								
St. Tammany	33	29	88%	2	6%	2	6%				
Tangipahoa	4	3	75%	1	25%						
Terrebonne	1	1	100%								
Union	1	1	100%								
Vermillion	1	1	100%								
Vernon	5	4	80%	1	20%						
W. Baton Rouge	1	1	100%								
Washington	3	2	67%	1	33%						
Webster	1	1	100%								
W. Carroll	1			1	100%						
Winn	4	3	75%	1	25%						
	475	349	73%	102	21%	17	4%	3	0.6%	2	0.4%

Establish a Continuum of Progressively Intensive Services

	Total Responding	Strongly Agree	Percent	Agree	Percent	Neutral	Percent	Disagree	Percent	Strongly Disagree	Percent
Judge	18	13	72%	4	22%			1	6%		
District Attorney	18	16	89%	2	11%						
Defense Attorney	0										
Public Defender	15	11	73%	3	20%	1	7%				
Probation Officer	22	18	82%	4	18%						
FINS	20	18	90%	2	10%						
TASC	10	10	100%								
OYD	8	5	63%	3	38%						
OCS	43	33	77%	9	21%	1	2%				
OMH	14	12	86%	1	7%	1	7%				
OMR	8	6	75%	2	25%						
OAD	8	4	50%	4	50%						
Private Provider	33	25	76%	7	21%	1	3%				
Private Nonprofit	81	54	67%	18	22%	7	9%			2	2%
Other	144	113	78%	26	18%	1	1%	1	1%	1	1%
	442	338	76%	85	19%	12	3%	2	0.5%	3	0.7%
Victim of juvenile crime	16	10	63%	3	19%	2	13%	1	6%		
Victim of adult crime	27	20	74%	7	26%						
Child is a victim	22	14	64%	6	27%	2	9%				
Child is offender	22	16	73%	5	23%	1	5%				
Concerned citizen	211	155	73%	43	20%	9	4%	2	1%		
Worried about neighborhood safety	80	52	65%	23	29%	2	3%	2	3%		
Worried about public safety	101	72	71%	25	25%	2	2%	2	2%		
Worried about school safety	107	78	73%	24	22%	2	2%	2	2%		
Need to incarcerate more juveniles	16	12	75%	4	25%						
Need more alternatives	164	129	79%	29	18%	5	3%	1	1%		
	766	558	73%	169	22%	25	3%	10	1%		

Identify and Control the Small Group of Violent Juvenile Offenders

	Total Responding	Strongly Agree	Percent	Agree	Percent	Neutral	Percent	Disagree	Percent	Strongly Disagree	Percent
Male	181	124	69%	37	20%	7	4%	9	5%	1	1%
Female	288	185	64%	66	23%	10	3.5%	4	1.4%		
	469	309	66%	103	22%	17	3.6%	13	2.8%	1	0.2%
Under 18	5	4	80%							1	20%
18-24	12	6	50%	3	25%	2	17%				
25-35	70	49	70%	17	24%	1	1%	2	3%		
36-45	133	86	65%	33	25%	8	6%	5	4%		
46-55	174	115	66%	42	24%	8	5%	7	4%		
56-65	75	55	73%	18	24%	1	1%				
Over 65	19	15	79%	4	21%						
	488	330	67.6%	117	24%	20	4.1%	14	2.9%	1	0.2%
Less than High School	3	2	67%							1	33%
High School/GED	26	16	62%	6	23%						
Vo-Tech	9	3	33%	2	22%	4	44%				
Some College	76	53	70%	21	28%	2	3%				
Bachelor's Degree	128	82	64%	34	27%	8	6%	4	3%		
Graduate Degree	132	164	124%	54	41%	7	5%	7	5%		
	374	320	85.6%	117	31.3%	21	5.6%	11	2.9%	1	0.3%
Acadia	1	1	100%								
Allen	5	4	80%	1	20%						
Ascension	5	2	40%	3	60%						
Avoyelles	2	1	50%	1	50%						
Beauregard	6	4	67%			1	17%	1	17%		
Bossier	19	13	68%	6	32%						
Caddo	43	23	53%	16	37%	1	2%	1	2%		
Calcasieu	65	40	62%	18	28%	5	8%	1	2%		
Cameron	1	1	100%								
Claiborne	2	1	50%	1	50%						
Concordia	1	1	100%								
DeSoto	7	3	43%	4	57%						

Identify and Control the Small Group of Violent Juvenile Offenders

	Total Responding	Strongly Agree	Percent	Agree	Percent	Neutral	Percent	Disagree	Percent	Strongly Disagree	Percent
E. Baton Rouge	54	39	72%	10	19%	4	7%	1	2%		
E. Feliciana	2	1	50%			1	50%				
Iberia	6	3	50%	2	33%			1	17%		
Iberville	6	4	67%	2	33%						
Jefferson Davis	4	1	25%	2	50%					1	25%
Jefferson	36	31	86%	3	8%	2	6%				
Lafayette	27	20	74%	6	22%			1	4%		
Lafourche	6	4	67%	1	17%	1	17%				
LaSalle	1	1	100%								
Lincoln	2	1	50%			1	50%				
Livingston	4	3	75%	1	25%						
Natchitoches	1	1	100%								
Orleans	53	34	64%	12	23%	3	6%	3	6%		
Ouachita	10	8	80%	2	20%						
Rapides	34	20	59%	9	26%	2	6%	3	9%		
Red River	1			1	100%						
Richland	2	2	100%								
St. Charles	3	2	67%	1	33%						
St. John	2	2	100%								
St. Landry	5	3	60%	2	40%						
St. Martin	3	3	100%								
St. Mary	1	1	100%								
St. Tammany	33	26	79%	6	18%			1	3%		
Tangipahoa	4	3	75%			1	25%				
Terrebonne	1	1	100%								
Union	1	1	100%								
Vermillion	1	1	100%								
Vernon	5	4	80%	1	20%						
W. Baton Rouge	1	1	100%								
Washington	3	2	67%	1	33%						
Webster	1			1	100%						
W. Carroll	1	1	100%								
Winn	4	3	75%	1	25%						
	475	321	67.58%	114	24%	22	5%	13	3%	1	0.2%

Identify and Control the Small Group of Violent Juvenile Offenders

	Total Responding	Strongly Agree	Percent	Agree	Percent	Neutral	Percent	Disagree	Percent	Strongly Disagree	Percent
Judge	18	13	72%	5	28%						
District Attorney	18	13	72%	3	17%						
Defense Attorney	0										
Public Defender	15	6	40%	5	33%	2	13%	2	13%		
Probation Officer	22	18	82%	4	18%						
FINS	20	17	85%	3	15%						
TASC	10	9	90%	1	10%						
OYD	8	5	63%	2	25%	1	13%				
OCS	43	31	72%	10	23%			2	5%		
OMH	14	9	64%	3	21%	2	14%				
OMR	8	5	63%	2	25%	1	13%				
OAD	8	4	50%	3	38%	1	13%				
Private Provider	33	25	76%	7	21%			1	3%		
Private Nonprofit	81	45	56%	21	26%	8	10%	3	4%	2	2%
Other	144	103	72%	31	22%	4	3%	4	3%	1	1%
	442	303	69%	100	23%	19	4%	12	3%	3	0.7%
Victim of juvenile crime	16	11	69%	3	19%	2	13%				
Victim of adult crime	27	20	74%	6	22%						
Child is a victim	22	17	77%	7	32%	1	5%				
Child is offender	22	12	55%	7	32%	1	5%	2	9%		
Concerned citizen	111	139	125%	53	48%	8	7%	8	7%		
Worried about neighborhood safety	80	54	68%	17	21%	5	6%	4	5%		
Worried about public safety	101	64	63%	29	29%	4	4%	4	4%		
Worried about school safety	107	69	64%	27	25%	3	3%	2	2%		
Need to incarcerate more juveniles	16	10	63%	5	31%						
Need more alternatives	164	109	66%	31	19%	11	7%	8	5%		
	666	505	76%	185	28%	35	5%	28	4%		