

Probation Review Implementation:

How Best Practices
Meet Everyday Practices

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ModelsforChange
Systems Reform in Juvenile Justice

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Models for Change

All young people should have the opportunity to grow up with a good education, get a job and participate in their communities. Creating more fair and effective juvenile justice systems that support learning and growth and promote accountability can ensure that every young person grows up to be a healthy, productive member of society.

Models for Change: Systems Reform in Juvenile Justice, a MacArthur Foundation initiative, began by working comprehensively on juvenile justice reform in four states, and then by concentrating on issues of mental health, juvenile indigent defense, and racial and ethnic disparities in 16 states. Through collaboration with the Substance Abuse and Mental Health Services Administration (SAMHSA) and the Office of Juvenile Justice and Delinquency Prevention (OJJDP), *Models for Change* expanded its reach and is now working to replicate and disseminate successful models of juvenile justice reform in 31 states.

Implementation Successes:

Through support from the John D. and Catherine T. MacArthur Foundation and the Robert F. Kennedy Children's Action Corps, Jefferson Parish, Louisiana undertook a comprehensive Probation Review process involving dozens of recommendations, multiple stakeholder agencies, and years of sustained effort. The implementation of recommendations and corresponding efforts resulted in substantial improvements in nearly every aspect of the Probation Department activities.

Beginning with improvements to screening and assessment practices, the Department significantly enhanced therapeutic treatment services for youth on probation. From 2009 to 2012, Jefferson Parish reduced unnecessary mental health evaluation costs by 23% through the use of objective mental health screening practices. Financial savings from fewer evaluations were diverted to therapeutic services. As a result, access to evidence-based treatment practices jumped from merely 7% in 2009 to 99% in 2012. Innovations developed throughout this process led to the contribution of several reports and research articles to juvenile justice literature (e.g., Childs, Ryals, Frick, Lawing, Phillippi, & DePrato, 2013; Childs, Ryals, Frick, & Phillippi, 2011; Ryals, 2010; White, Frick, Lawing, & Bauer, 2013).

Improved assessment and treatment practices brought noticeable reductions in recidivism. Prior to implementing the Probation Review in 2009, one-year recidivism was 53%.¹ Following changes in risk assessment, probation supervision, and therapeutic interventions made during the Probation Review implementation, one-year recidivism for probation completers declined to 20% in 2012.

The reductions in recidivism resulted in fewer youth entering the system and thus fewer youth on probation. From 2009 to 2012, the total number of youth on probation declined 37%. The average probation caseload in early 2013 was 20 youth per probation officer, down from 33 in 2009, which enabled closer supervision and monitoring of active probation cases. Fewer youth on supervised

probation enabled therapeutic treatment services to be extended to high risk informal (pre-petitioned) status offenders with the goal of preventing penetration into formal proceedings. Also, consistent with best practices regarding status offenders, improved assessment and supervision practices reduced probation terms for formal status offenders by more than two months.

Improved probation practices impacted the number of youth detained for technical violations and repeat offending. Since 2008, the number of youth in the Jefferson Parish detention facility dropped 16%, which contributed to the closing of two units in the facility. Savings associated with fewer youth in detention were estimated to be \$150,000 and \$175,000 per year. Youth and employee injuries in the detention facility declined significantly with similar reductions in insurance and worker compensation claims.

Another key result involved probation officer/court interaction. Improved screening and assessment practices, standardization of pre-dispositional investigation practices, and targeted use of evidence-based therapeutic services heightened judicial confidence in the Probation Department's reports and recommendations. Higher levels of judicial confidence boosted morale and confidence levels of probation officers.

Probation review reforms led to expansion of probation officer skills and responsibilities, which created the need to revise probation officer job descriptions. These revisions along with a review of probation officer pay ultimately led to an average 14% increase in historically low probation officer salaries.

Further, departmental benchmarks were developed to highlight the impact of the Probation Department on the community and establish key goals for accountability and success. The following benchmarks were developed through the Probation Review process:

- A higher percentage of cases will successfully complete probation without re-arrest for a new delinquent offense.

¹ Recidivism was defined as any arrest for a delinquent offense within a year of successfully completing probation. This broad definition was used to allay concerns that the definition was overly narrow to achieve better results.

- A higher percentage of cases requiring therapeutic treatment services will receive an evidence-based intervention.
- An increase in pro-social activity (e.g., organized sports, church groups, mentoring) for youth on probation.
- Reduced annual number of secure commitments to a lower percentage of the probation population.
- An increase in the number of youth diverted who are referred by the schools for the 3 most common focused acts and a reduction in school-related arrests.

These quantitative and qualitative improvements were obtained through a comprehensive Probation Review Implementation process. The amount of time and resources needed to perform a probation review are worthy investments to achieve the ubiquitous goals of juvenile probation work. This document details an implementation process that can help juvenile probation departments achieve these results through diligence, persistence, and sustained effort.

Probation Review Implementation: How Best Practices Meet Everyday Practices

History

The Jefferson Parish Department of Juvenile Services (DJS) was organized in 1968 to provide probation services to the youth and families of the Parish². Funded by a dedicated millage, the Department operates a juvenile detention center, a juvenile probation department, treatment services, and a juvenile intake center.

Since its beginning, the Department of Juvenile Services has attempted to weave best practices into everyday practices. Among the sources for guidance for these practices were the Serious, Violent, and Chronic Juvenile Offender strategy (Howell, 1995) and the Desktop Guide to Good Juvenile Probation Practice (Griffin & Torbet, 2002).

In spite of efforts to integrate best practices into day-to-day departmental operations, the constant pressure to keep up with everyday tasks and ongoing responsibilities prevented a consistent focus on changing business as usual.

In the juvenile justice system there is a prevailing need for accountability and responsibility to the public, to stakeholder agencies (such as the court, schools, and law enforcement), and to governing bodies (such as parish/county/state administration, local/state legislators, etc.). Such high levels of accountability often cause departmental policies and procedures to revolve around protecting the agency's reputation and integrity. Thus, procedures and policies become implemented as reactions to isolated incidents, political hot buttons, or any other potentially detrimental situations.

Through a strong local collaborative known as the Jefferson Parish Children & Youth Planning Board, the Jefferson Parish Department of Juvenile Services shares the mission of improving the lives of children and families. In addition to improving lives, the Department of Juvenile Services is simultaneously charged with protecting the community.

This document highlights the process and challenges of changing a juvenile probation department. It also serves as a companion guide to the *Models for Change Probation Review Guidebook* (Wiig & Tuell, 2011). The intent of this document is to share the experiences of the Jefferson Parish Department of Juvenile Services Probation Department with other jurisdictions that are interested in improving their ability to change lives and protect the community.

Background

In 2007, Jefferson Parish was selected among several parishes in Louisiana to participate in the John D. and Catherine T. MacArthur Foundation's *Models for Change* (MfC) initiative. A goal of this initiative was to develop models for reforming juvenile justice so that other jurisdictions can benefit from jurisdictions that have "been there, done that." Under MfC, efforts revolved around three targeted areas of improvement (TAIs): improving access to evidence-based practices, decreasing disproportionate minority contact within the juvenile justice system, and developing alternatives to formal processing. Through these initiatives, the Jefferson Parish juvenile justice system has made tremendous improvements.

Discussions within the DJS Models for Change Management Team sparked interest in having a comprehensive review of the DJS Probation Department. The concept was brought to members of the local collaborative, the Children & Youth Planning Board, for their feedback. Agreement among stakeholders was a necessary step to assure cooperation among agencies affected by potential policy and procedural changes (i.e., "get the right players at the table"). With agreement of all stakeholders, a request for a probation review was made by MfC Site Lead and Director of the Department of Juvenile Services, Roy Juncker, Jr. A Statement of Work (Appendix A) was

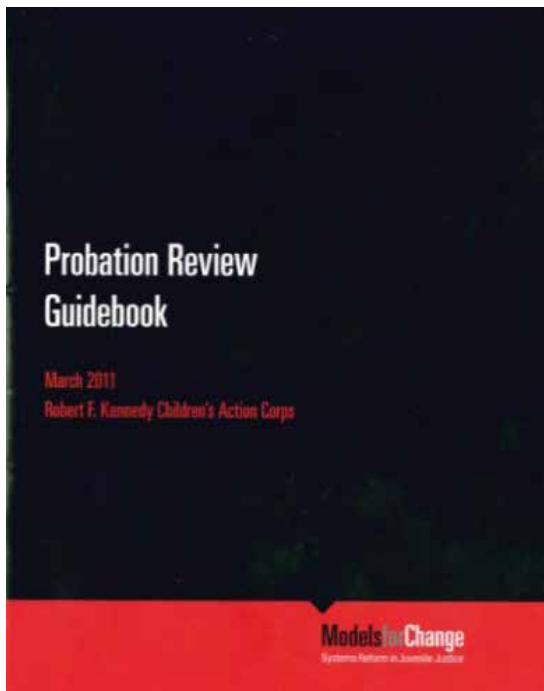
² In Louisiana, local governmental jurisdictions are known as parishes, which are synonymous with counties elsewhere.

drafted by National Resource Bank³ consultants, John Tuell and Janet Wiig, to set the stage for the work that followed. In March 2008, the MacArthur Foundation approved the Probation Review under initiatives funded by the Models for Change project.

Assessing the System

The National Resource Bank (NRB) consultants' previous experience with performing a similar probation review for Los Angeles County provided a structure to direct review efforts. Organized into four broad categories, or elements, the structural pieces of the review included:

- Element A: Program Planning and Implementation
- Element B: Best Practices and Benchmarking
- Element C: Performance Measurement and Client Outcomes
- Element D: Intra- and Interagency Work Processes



Details of these elements are contained in the *MfC Probation Review Guidebook* (at left) and will be discussed in further detail below.

Following the assessment phase, the NRB consultants constructed a report, called the *Jefferson Parish Probation Review Report*, using the probation review framework to organize findings and recommendations (Wiig & Tuell, 2010). The Table of Contents of the report is contained in Appendix B. It should be noted that during the course of gathering the information and creating the Probation Review Report several additional topics emerged.

"The Statement of Work... seeks to produce recommendations for practice and program development that would create a model for probation, case assignment, case management, effective utilization of evidence-based programs and practices, and collaboration with the Office of Youth Development that can be replicated by other parishes around the state."

— excerpt from *initial Statement of Work for Probation Review*

Prioritization of Report Recommendations

Across all of the target areas in the Jefferson Parish Probation Review Report, a total of 70 recommendations were made. An example of one such recommendation is provided below. In June 2010, the Probation Review Team met with NRB consultants to review, discuss, and prioritize recommendations. Each recommendation was discussed to establish a common understanding of the recommendations. Recommendations were evaluated to determine appropriateness and fit in the Department's reform goals. After the discussion,

³ The National Resource Bank is a group of organizations funded by the MacArthur Foundation to provide technical assistance to Models for Change sites.

two immediate priorities were identified—establishing a distinct Pre-Disposition Investigation Unit and revamping the Probation Department to improve management of adjudicated status offense cases. Many recommendations were selected to be immediate priorities based on the needs of the Department. Other recommendations were tabled because they were already addressed or were deemed to be low priority for initial work.

In August 2010, the Probation Review Team and NRB consultants drafted a work plan for 40 of the 70 recommendations. These 40 recommendations were previously identified as immediate priorities and were mostly contained in Element A: Program Planning and Implementation and Element B: Best Practices and Benchmarking. An excerpt from the Jefferson Parish Probation Review Work Plan is contained in Appendix C. The remaining recommendations were added to the work plan in March 2011.

Work Plan Implementation

Implementation of the work plan involved collaboration with the juvenile court, local law enforcement, state probation⁴, and the local school system. The use of the local collaborative, the Jefferson Parish Children & Youth Planning Board, was paramount to establishing the connections and relationships that enabled implementation activities to move forward.

Changing a System Using Probation Review Elements

Use of the Probation Review framework provided a straightforward structure from which reform activities could advance. This section provides an overview of the background, highlighted work products, and challenges of each element in the probation review process.

ELEMENT A: PROGRAM PLANNING & IMPLEMENTATION

Background. Results of the Probation Review showed that the policies, procedures, and practices that drive probation practice in the Department did not support effective functioning. Work in this element involved establishing processes that improve the Department’s ability to manage the core functions for which it is accountable. Probation Review work related to Element A involved several aspects of probation programming and implementation. The work that followed focused on the Probation Department’s policies, practices, and programs. The following products were included:

- Probation Manual Review and Revisions
- Improved Management Practices
- Client Outcome Development
- Role Clarification for Probation Officers & Supervisors
- Improved Probation Practice
- Enhanced Working Conditions for Probation Officers
- Effective Service Delivery to Probationers
- Adequate Training of Probation Officers

Several of the priority work products are highlighted below to provide examples of how the probation review led to specific changes in departmental operations under this element.

Highlighted Work Products.

Improved Management Practices: Findings from the assessment phase revealed that front-line probation staff felt disconnected from administration. Probation officers reported feeling as though they lacked communication with and were not supported by the Department administration. Probation supervisors mirrored these feelings, thus creating feelings of separation between probation officers, supervisors, and department administration. These feelings resulted in a lack of trust in administration. Probation

⁴ The Department of Juvenile Services is a local, parish-governed agency that works in conjunction with the state-governed Office of Juvenile Justice to provide a combination of probation and placement functions.

officers did not feel there was any connection between Departmental goals and their daily work.

To determine mechanisms of communication between the administration, supervisors, and front-line probation officers a *Meeting Inventory* was created to describe days, times, purposes, participants, and protocols for each meeting in the Department (see Appendix D). The *Meeting Inventory* also contained goals, purposes, protocols, and outcomes for each meeting. Meetings were then organized by department function (e.g., management team meeting, probation officer meeting, probation supervisor meeting, etc.) and lists of attendees were added. Included in the lists of attendees were employees of the agency and representatives from community agencies. The Inventory established standards for meetings that would provide forums for policy exchange, joint resolution of issues, supervisory oversight, and accountability. The inventory included office hours for administrators to be available to hear staff concerns. From the Meeting Inventory, a Meeting Policy was developed to memorialize meeting structures, purposes, and protocols.

After meetings were held, *Meeting Process Evaluations* were administered to meeting participants to gauge effectiveness of the revised structures (see Appendix E). Survey questions focused on the intent of the meeting, the ability of the meeting to build trust, and participants' thoughts regarding effective exchange of information. *Process Evaluations* were highly instrumental in revising the Meeting Policy and meeting structure to meet the goals established in the Meeting Inventory. The first process evaluation was administered to the DJS Management Team Meeting. The next level of meeting assessed was the DJS Monthly Staff Meeting and then Probation Supervisor Meetings. Feedback was provided to the department administration to, once again, revise meeting formats to achieve the goals stated in the Meeting Inventory.

With the retirement of the Probation Manager during the implementation phase, an opportunity to facilitate a more positive connection between probation officers and department administration was created. As a physical

representation of the link between "management" and "line staff", the newly appointed Probation Manager chose to locate her office on the first floor, where probation officers work and interact, instead of the second floor, where administrative offices are located. The new location gave increased visibility and easy access to the Probation Manager by front-line probation staff. A related improvement was the increased communication between the Juvenile Court, court probation officers, and front-line probation officers. This critical communications link encouraged mutual feedback regarding performance, expectations, and limitations.

Throughout this initiative, the department demonstrated a willingness to look at management practices that blocked effective department operations and this led to improved interactions and processes.

Role Clarification for Probation Officers and Supervisors:

To address findings in the Probation Review Report regarding variations in how probation officers function and relate to other agencies, a list describing *Probation Officer Roles* was created (see Appendix F). *Probation Officer Roles* included role descriptions, mission, goals, and listed probation officer activities. Roles were clarified to be consistent with client outcome achievement and principles of Balanced and Restorative Justice. The *Probation Officer Roles* description was reviewed by supervisors and front-line staff for their input. A list of *Probation Supervisor Roles* was created in a similar manner.

Creation of these documents during the implementation phase led to several related initiatives. First, probation officers expressed their limited ability to enforce conditions of probation and hold parents accountable. A *Parent Accountability Policy* was created to focus on holding parents accountable. Collaborating closely with Juvenile Court and the Children & Youth Planning Board, the policy cites statutory requirements for parents and amended probation contracts to include informing parents of their responsibilities to support rehabilitation of their children.

Second, a key role of probation officers is assisting youth with academic success and working with schools. The Probation Review Team developed mechanisms to collect critical strategic data regarding school-related outcomes. This data reinforced probation officers' roles regarding academic performance and led to the development of a plan to assign probation officers to schools. *School-Based Probation Assignment* includes assigning probation officers to specific schools to increase access, visibility, and interaction with schools. These assignments would also impact the numbers of youth arrested at school each year by providing opportunities to de-escalate potential crises involving youth on probation. More importantly, these assignments will enhance probation officers' ability to improve academic outcomes for youth on probation.

Third, probation officer activities were tied to probationer outcomes and annual evaluation performance measures through a *Criteria Sheet* (see Appendix G). Tying probation officer activities to probationer outcomes and employee performance measures gave context, meaning, and purpose to probation officer activities. Included in this step was identification of intermediate and long-term outcomes for probationers.

Enhanced Working Conditions for Probation

Officers: Low probation officer pay, complicated caseloads, and lack of tools needed to perform their jobs were among key findings of the Probation Review. From these findings, the Probation Review Team began to improve working conditions. First among these was probation officer salary. Many probation officers each year resign citing low salary as a main reason for leaving. A statewide *Probation Officer Salary Survey* was conducted to provide comparison data to the Parish administration. The Probation Review Team then sought additional avenues to increase department revenue by maximizing federal reimbursement for certain departmental expenses. Pursuant to a formal request to investigate increases in probation officer salaries was made to the Parish administration and Personnel Department. As a result, probation officer salaries were approved for an average 14% increase.

Improved Probation Practice: Probation Review findings showed wide variability in the enforcement of probation conditions. There was also a lack of clear distinction of services and supervision between probation supervision levels. An initial target to improve enforcement of probation conditions was the *Pre-Disposition Report Outline*. Serving as a guide for intake assessments, the outline contained conditions of probation required for every youth on probation regardless of need. Revisions to pre-disposition report personalized conditions to probationer needs rather than applying all conditions universally.

To address enforcement of probation conditions, a sanctions policy was drafted. The policy focused predominantly on consequences for failure to follow conditions of probation. However, the Probation Review Team believed behavioral change was also influenced by rewards for positive behavior. The sanctions policy was revised to create a *Graduated Response Grid* (see Appendix H). Rather than simplistically responding to the number of offenses, the *Graduated Response Grid* targeted rewarding positive behavior and building skills to avoid probation violations. The revised policy also removed 15 days in detention as an automatic sanction for technical violations.

Among the sanctions available, community service work is most commonly used. A revised *Community Service Work Policy* replaced automatic community service work requirements with assignments that were more closely aligned with the severity of the violation. Instead of relying solely on litter abatement, community service work was expanded for some youth to seek more appropriate community service work sites.

Considerable effort was devoted to the Department's ability to mine data regarding length of probation terms for status and delinquent offenders and numbers of contempt violations. A tool called the *Contempt Data Form* was created to track use of sanctions for probation violations. Data yielded feedback on how probation officers used sanctions and whether the court followed recommendations of probation officers. Data was also used to distinguish characteristics of status offenders from

delinquent offenders. With assistance from the University of New Orleans, an NRB Partner, data supported the need to implement separate programming for these two distinct groups (discussed later under Element B).

Lastly, data was mined to identify potential probation cases for deferred disposition recommendations. Using assessment results to determine risk levels, probation policy was revised to consider deferred dispositions for low risk offenders. Deferred dispositions typically last for six months with minimal monitoring by probation officers. This revision supports effective management of probation cases.

Challenges. Identifying probation officer and supervisor roles was challenging in that the team had difficulty clarifying roles beyond what was already known. Through technical assistance, examples from other jurisdictions, and a careful examination of how we envisioned probation officers should perform, the team was able to develop lists of roles that embodied a vision for probation activities and client outcomes.

The Probation Review Team, consisting mostly of upper and mid-level administrators, needed to take an honest inventory of how they contributed to ineffective management practices. This essential maneuver was a major turning point for the entire Probation Department. By improving communication, line staff began to see a connection between the changes in communication and improving their abilities to perform their jobs. The organizational tendency toward dividing administration and line staff into “us” and “them” was diminished.

ELEMENT B: BEST PRACTICES & BENCHMARKING

Background. A comprehensive review of the probation practices revealed potential improvements ranging from probation intake to out-of-home placement. The Probation Review highlighted key areas of the Probation Department that would benefit from implementing best practice approaches to improve client outcomes. Key work products initiated under this element were:

- Creation of a Pre-Disposition Investigation Unit

- Improved Status Offender Programming
- Enhanced Decision-Making Processes
- Enhanced Screening and Assessment Practices
- Coordinated Placement Decision-Making

Several of these are highlighted below.

Highlighted Work Products.

Creation of a Pre-Disposition Investigation Unit:

Findings of the Probation Review Report with additional recommendations from the National Youth Screening and Assessment Project (NYSAP) supported separating pre-disposition investigations from casework functions. Thus, a *Pre-Disposition Investigation (PDI) Unit* was created. Policies, procedures, and specialized training were developed and implemented to provide investigation officers with tools to assess youth and families, make sound dispositional recommendations, and present these recommendations to the court and caseworkers.

The foundations of investigations utilized valid and reliable, objective screening and assessment tools – the Massachusetts Youth Screening Instrument-2 (MAYSI-2) and the Structured Assessment of Violence Risk in Youth (SAVRY). These tools, combined with a broad range of additional information gathered through the revised Pre-Dispositional Investigation Outline, guided dispositional and treatment recommendations and client objectives. Client objectives were documented on an Individual Service Plan (ISP) to guide probation officer activities regarding the case. Through the Probation Review work, recommendations and conditions of probation were tailored to each individual. In particular, the focus shifted toward client outcomes rather than simply compliance to conditions of probation.

Separation of the PDI Unit improved the quality of training by targeting application and administration of the SAVRY and MAYSI-2, report writing, and improved presentations to the court. A key advantage of a separate PDI Unit was the ability to achieve congruent recommendations across the PDI report, ISP, and Probation Contract. The

integration of the ISP as a primary case management tool into dispositional recommendations was a critical driver of probation officer activity and, ultimately, client outcomes.

The shift toward a separate PDI Unit received compliments from Juvenile Court judges regarding the quality of PDI Reports and more competent courtroom presentations. Outside agencies complimented the increased use of the ISP to drive probation officer activity. Also, there was an increased level of quality assurance because the PDI Unit supervisor was able to closely focus on connections between objective assessment tools, PDI recommendations, conditions of probation, and client outcomes.

Improved Status Offender Programming: Responding to findings that status offenders receive nearly identical probation supervision as delinquents, the Probation Review Team devised a plan to separate supervision of these distinct groups. In Louisiana, status offenders are called Families in Need of Services (FINS). Data was collected and analyzed to identify differences between status and delinquent youth. Specifically, data compared length of probation terms, individual characteristics, treatment needs, and outcomes of the two groups. NYSAP provided direction for appropriate screening and assessment tools for FINS youth. Using this information, a *FINS Program Description* was created to describe a program that would handle status offenders involved in the formal (petitioned) system.

Simultaneously, Louisiana was investigating best practices for handling informal (pre-petition) status offenders. Results were published in a FINS Commission Report to establish statewide standards for informal FINS youth (Families in Need of Services Commission, 2012). The combination of the Jefferson Parish effort and the Louisiana effort led to leveraging Jefferson Parish's array of treatment services with the local informal FINS program. Also, conversations were held between the Department of Juvenile Services, the Juvenile Court, and the District Attorney's Office to explore ways to reduce status referrals across the system.

Enhanced Screening and Assessment Practices:

The Probation Review highlighted the need for consistent identification of probationer needs using valid and reliable screening and assessment practices. Consistent with the Models for Change Improving Access to Evidence Based Practices focus area, Jefferson Parish implemented several valid and reliable tools to identify probationer needs and potential outcomes. As previously mentioned, two key tools were the MAYSI-2 and the SAVRY. *The Jefferson Parish Screening and Assessment Manual* (Ryals, 2010) was created to standardize screening and assessment practices and protocols for each tool implemented. One protocol developed to respond to MAYSI-2 results provided probation officers with the ability to determine the appropriateness of recommending full psychological and psychiatric evaluations. Included in the manual were procedures to assure fidelity and quality by holding booster trainings on assessment tools every six months. Trainings were revised to emphasize links between SAVRY results and identification of ISP objectives. Tools were tied to identification of client outcomes, development of Individual Service Plans, conditions of probation, and treatment referrals.

Products focusing on quality assurance included increasing the number of SAVRY Master Trainers from 3 to 9, having in-house therapeutic treatment providers review probation folders for matches between assessment results and treatment provided, and performing checks by the PDI Unit supervisor to ensure the SAVRY, MAYSI, and ISP drive probation conditions. Also, a *Probation Supervision Policy* revision focused on early termination of probation for youth who met probation objectives on their Individual Service Plan.

Challenges. As with most valid and reliable measures, initial and ongoing training is essential to maintain quality and fidelity. A constantly changing probation officer workforce created a difficult environment to sustain a well-trained probation department. To combat this concern, Jefferson Parish holds initial Structured Assessment of Violence Risk in Youth (SAVRY) training nearly every

quarter with follow-up booster training every six months. In addition, a cadre of nine SAVRY Master Trainers serves as front-line SAVRY consultants with whom probation officers review assessments.

Once assessment tools have been completed, probation officers compile results with other information collected to arrive at a set of recommendations to the juvenile court, including a recommended supervision level. Among the recommendations that were revised was the mandatory drug screen requirement. In consideration of the principle of fundamental fairness, youth who have not shown any risk of substance abuse should not be subject to drug screening. Discussions with the Probation Review Team, NRB Partners, and probation staff resulted in identification of the need for and clarification of this practice.

Major shifts in probation officer responsibilities from casework to investigations created unique challenges. First and foremost, the start-up of a dedicated PDI team required staff that demonstrated exceptional ability to investigate facts, organize information, write articulately, and testify professionally in court. Selection of team members required input from probation supervisors and court personnel.

One of the most challenging aspects of Element B was handling of formal FINS. Designing and implementing a program for status youth that comports with statewide status offender reform efforts was a challenge. Another challenge was securing the funding to provide adequate, evidence-based intervention services to informal FINS. Process mapping showed that high-risk status offenders were more likely to be petitioned and, as a result, be ultimately supervised by probation and receive services. The challenge was to provide evidence-based services to prevent the youth and family from entering the formal system. This graduated approach provided much needed evidence-based practices to the relatively few status offense cases of highest need, while preventing these youth from entering the formal juvenile justice system.

Lastly, process mapping showed that a vast majority of status referrals were generated from schools. Efforts were directed toward the policies and procedures contributing to the high

number of referrals. By identifying the source of status referrals, engagement of multiple stakeholders became necessary. Each agency was required to connect their processes with other agencies in order to have any significant impact on this distinct population of at-risk youth.

ELEMENT C: PERFORMANCE MEASUREMENT & CLIENT OUTCOMES

Background. The need to focus on performance measurement for the Department of Juvenile Services supports improved accountability to the community, stakeholders, and department staff. With exceptions for recidivism and compliance to conditions of probation, probation officers did not believe client outcomes were the focus of their activities. Also, there was a lack of connection between individual service plans, client outcomes, and probation officer activities. Key work products under this element include:

- Development of Department Benchmarking
- Targeted Employee Performance Measures
- Consolidation of ISP, SAVRY, and Conditions of Probation
- Development of Standards for Courtroom Presentations

Two of these work products are highlighted below.

Highlighted Work Products.

Development of Department Benchmarking:

Results of the Probation Review showed the Department lacked information about the effectiveness of its internal programming. Using materials from the National Council on Juvenile Justice and Pennsylvania, a *Benchmark List* was created (contained in Appendix I). The list was the result of reviewing what was currently measured, developing objectives for the department, brainstorming potential benchmarks, and identification of measures to be publicly reported. Benchmarks continued to be honed to create a Probation Department Report Card for the public and stakeholder agencies, such as local law enforcement and

the school system. Among the benchmarks were increased focus on pro-social activities, reductions in violations of probation, and reductions in revocations. Five priority benchmarks were established with descriptions for each that included a problem statement, baseline data, and the desired benchmark quantitative goal (see Appendix I).

Discussions about benchmarking led to discussions about creating an *Inventory of Core Data Elements* to enhance benchmarks and support policy development. Revisions were made to the *Monthly Probation Data Form* to improve collection of core elements. Also, a system for collecting and disseminating trend data for use by Department administration, the Probation Manager, and probation supervisors is under development.

Identification of Client Outcomes was a key product of the Probation Review work. Identification of client outcomes began under Element A, was tied into pre-dispositional recommendations via the Individual Service Plan in Element B, and tied to probation officer activities and performance evaluations in Element C. Probation officer activities were then tied more effectively to client outcomes. This process gave probation officers concrete connections between daily activities, performance indicators, and client outcomes. Ensuring consistency in the language between benchmarks, performance indicators, individual service plans, and client outcomes was a critical step in the benchmarking process.

Targeted Employee Performance Measures: Work surrounding the development of *Employee Performance Measures* flowed into benchmarking and outcomes development. The structure from existing parish Annual Performance Evaluations was used as a framework to organize probation officer activities. A Criteria Sheet was created to demonstrate connections between performance factors and primary and secondary probation officer activities (see Appendix G). In a related step, probation officer activities were linked to achievement of client outcomes and training and evaluation of probation officers. Lists of intermediate and long-term client outcomes were developed that balanced treatment, competency development, accountability, and public safety.

Challenges. Identification of performance indicators required cataloging probation officer activities and comparing activities to categories on existing departmental performance evaluation forms. The information gathering was supplemented by discussions with consultants and reviewing materials from other jurisdictions. It was important for the Probation Review Team to generate the initial lists regardless of how much or little information they contained and to add to or subtract information as needed.

Another challenging activity was the development of benchmarks. Benchmarks are a reflection of departmental achievement (or failure) and should serve as the Department's message to the community about performance of core departmental functions and the Department's contribution to public safety. Data collected in previous years through the MacArthur Foundation's *Models for Change* initiative provided key information to identify benchmarks. This data was also used to establish measurable benchmarks that were attainable.

ELEMENT D: INTRA- AND INTERAGENCY WORK PROCESSES

Background. Survey results from probation officers highlighted the need to improve communication between probation and service providers, the court, the state child welfare agency, and schools. Survey results also highlighted probation officers' perceptions of how their work is viewed by outside agencies. One theme, which possibly had a significant impact on morale, was that some probation officers did not believe their work or opinions were respected by other agencies.

Service providers reported inadequate communication with probation officers. They also provided suggestions on how to improve probation officers' knowledge of treatment services. Juvenile Court judges recognized the variability in the quality of work performed by probation staff and opined that probation officers did not understand their roles in working with youth. They expressed concerns that there was a lack of consistency of assessments and too few

recommendations for early terminations. This information provided excellent opportunities to revise policies and procedures, improve perceptions and, ultimately, enhance opportunities for interagency communication. Several work products under this element were:

- Improved Connections with Juvenile Court
- Establishment of Standards for Courtroom Testimony
- Interagency Training
- School-Based Probation
- Improved Communication with the Louisiana Office of Juvenile Justice

Two of the work products are highlighted below.

Highlighted Work Products.

Improved Connections with Juvenile Court: Findings from the Probation Review indicated the need to improve the flow of communication between the Juvenile Court and the Probation Department. Initial efforts involved hiring a Probation Manager who immediately engaged Juvenile Court judges, Court Probation Officers, and the District Attorneys in the Probation Review work. Namely, connections between pre-dispositional investigations and conditions of probation, quality of pre-dispositional investigations, and courtroom presentations were discussed. Meetings between these agencies provided opportunities to engage in corrective and positive feedback regarding probation officer performance. Among the advances resulting from these interactions were identification of probation officers with exemplary courtroom presentation skills, training for court probation officers on application of the SAVRY, and enhanced lines of communication between the Probation Department and Juvenile Court personnel.

Improved Communication with the Louisiana Office of Juvenile Justice: The Louisiana Office of Juvenile Justice (OJJ) provides secure and non-secure placement for juveniles in the juvenile justice system. Connections

between the Jefferson Parish Probation Department and OJJ are essential to improve client outcomes through interagency coordination. A result of the Probation Review was the development and implementation of an *OJJ/DJS Staffing Policy*. This policy established the goals, protocols, and processes of interagency staffings, including procedures to use when there is disagreement between agencies on placement of youth. Results from this policy have been increased communication and coordination between front-line staffs and supervisors, and reductions in the number of youth placed outside of their homes.

Challenges. One of the greatest challenges faced when focusing on intra-and interagency work processes was maintaining lines of communication between agencies. This challenge underscores the need for policies and procedures that establish regular, meaningful opportunities for agencies to share feedback about interagency work processes.

“Work processes are major sets of interconnected activities through which decisions are made and services delivered. In order to be effective, these processes must be well conceived, clearly articulated, and periodically monitored.”

– Jefferson Parish Probation Review Report

Conclusion

Undertaking a comprehensive probation review has many challenges. Among these is changing long-standing procedures while performing daily operations. These challenges may cause jurisdictions to question the feasibility of starting the process. However, the potential to implement lasting reform for the benefit of our communities' most precious resource—at risk youth—is well worth the effort. Reforming probation practices impacts communities, families, stakeholders, and the entire juvenile justice system by improving outcomes for youth on probation. Further, as recent Jefferson Parish data has shown, improved probation outcomes have ripple effects into juvenile detention, school-related outcomes, and family functioning.

For the Jefferson Parish Department of Juvenile Services, the Probation Review and implementation of its recommendations have been tremendous efforts that involved every aspect of probation operations from intake to placement. The work, while sometimes difficult, made an indelible impression on the entire system. That impression reflected the Department's commitment to excellence through data-driven decisions, a focus toward client outcomes, and attention to constant improvement.

As jurisdictions consider undertaking a Probation Review, it would be fair to assume that the work would involve time, energy, expenses, and staff resources. However, the intensity of the work underscores the importance of the outcome. Youth who are supervised, monitored, and treated by uncoordinated, unprepared, and disinterested systems come to believe they are neither valued nor appreciated. Following the probation review methodology has enabled the Department of Juvenile Services to implement practices and policies that contribute to improved client outcomes and community safety.

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Explanation of Terms

DJS: The Jefferson Parish Department of Juvenile Services (DJS) provides probation, detention, therapeutic treatment services, and juvenile intake services to youth and families in Jefferson Parish. Five parishes in Louisiana have local probation departments. In jurisdictions without local probation services, Louisiana provides these services along with placement services for secure and non-secure facilities through the Louisiana Office of Juvenile Justice (OJJ).

FINS: Louisiana Children’s Code contains statutes that define status offenders as Families in Need of Services (FINS). These youth may be informal (pre-adjudication) or formal (post-adjudication). Informal FINS are referred predominantly by schools and law enforcement for intake, assessment, and case management. Formal FINS have progressed into the court process and are supervised by probation officers. Efforts are underway in Jefferson Parish and statewide to revise procedures for this population.

MAYSI-2: the Massachusetts Youth Screening Inventory, 2nd version (MAYSI-2) is a valid and reliable mental health screening tool. The MAYSI-2 is used by probation officers and staff of the DJS Juvenile Assessment Center to screen youths’ potential for mental health problems. Results of the MAYSI-2 are used to guide decisions regarding immediacy of intervention and the need for further mental health assessment, that is, full psychological and/or psychiatric evaluations, immediate referral for acute distress, and/or long-term therapeutic interventions.

NRB: The John D. and Catherine T. MacArthur Foundation’s *Models for Change* initiative utilizes a team of national experts to assist select jurisdictions with implementing juvenile justice reform. These experts, known as the National Resource Bank, have extensive backgrounds in juvenile justice, child welfare, adolescent development, mental health, juvenile defense, disproportionate minority contact, and several other disciplines impacting at-risk juveniles.

PDI: The Pre-Dispositional Investigation (PDI) is a thorough assessment of legal, social, educational, developmental, and mental health needs of youth and families. The PDI serves as the cornerstone of recommendations to the court for length of disposition, intensity of supervision, and identification of intervention needs.

Probation Review Team: The Jefferson Parish Probation Review Team consisted of the Department Director, Assistant Director, Treatment/Evaluation Supervisor, Probation Manager, Models for Change Coordinator, and, at times, mid-level Probation Supervisors. This team worked with National Resource Bank consultants throughout the probation review process. The team was assembled to provide the process with decades of institutional knowledge and experience, and the ability to engage multiple stakeholders at several levels of involvement.

SAVRY: The Structured Assessment of Violence Risk in Youth (SAVRY) is a 30-item inventory that includes ratings on both risk and protective factors. Considered a third generation assessment instrument using Structured Professional Judgment, the SAVRY enables probation officers to make objective assessments of offenders’ risk and needs. Results from the SAVRY are linked to specific services for identified needs.

Appendix A

Jefferson Parish Probation Review Statement of Work

Background

Culminating with the passage of the Juvenile Justice Reform Act (Act 1225) and establishment of Children & Youth Planning Boards (Act 555), Louisiana declared its commitment to its children and a reformed process for intervening more effectively for those youth entering the juvenile justice system. Earlier pioneering legislative actions recognized the need for improved system and youth accountability, with particular focus on evidence-based practices and services in the prevention and early intervention stages of the juvenile justice system. As a part of the MacArthur Foundation MfC Initiative and using the experience of stakeholders representing every level of juvenile justice, child welfare, and education system, members of the Jefferson Parish Children & Youth Planning Board (CYPB) have formed Alternatives to Formal Processing (AFP) sub-committee. This subcommittee is tasked with assessing and planning the evaluation and expansion of opportunities for effective diversion and intervention at all critical decision points of the juvenile justice system, including pre-petition, pre-adjudication, and pre-disposition. While much of the early work of this subcommittee has focused on diversion and the FINS population, more recently the Executive Committee leadership of the CYPB and the subcommittee has realized the opportunity to examine practices and programs related to the probation population. These probation foci include the screening and assessment of youth and effective use of instruments to link youth and families to resources, determination of criteria for appropriate assignment of levels of supervision, use of best practice methodologies in case management, and effective mapping of the probation decision process. Consistent with this focus and included among the original goals of the AFP Subcommittee are:

1. Utilize resources of the Children & Youth Planning Board (and the related subcommittees) to facilitate communication between Jefferson Parish and the LA Office of Youth Development⁵.
2. Utilize available data and assessment methodologies to identify current processes, gaps in current processes, policies, and funding, and to provide direction for efforts to explore new ways to effectively intervene, manage, and supervise on behalf of juvenile justice involved youth.
3. Through process exploration, revise and/or develop new policies reflecting... criteria for eligibility to case management levels, programs and services and develops improved performance measures for sought outcomes.

Derived from a formal request initiated by Roy Juncker, Director of the Jefferson Parish Department of Juvenile Services (DJS) in collaboration with the members of the Jefferson Parish Juvenile Court judiciary, this statement of work (SOW) outlines a method and process for conducting a probation system review within DJS. The SOW recognizes the MfC efforts that will support this review (i.e. National Youth Screening and Assessment Project work on assessment instruments, Council of Juvenile Corrections Association work with the Office of Youth Development to create collaborative processes for probation youth requiring placement) and seeks to produce recommendations for practice and program development that would create a model for probation, case assignment, case management, effective utilization of evidence-based programs and practices, and collaboration with the Office of Youth Development that can be replicated by other parishes around the state.

⁵ Since drafting the Statement of Work, the Louisiana Office of Youth Development has been re-named to the Louisiana Office of Juvenile Justice.

Project Scope

The probation review will encompass an array of policy, procedures, and programming for juveniles served by the Jefferson Parish Department of Juvenile Services. It will address questions developed by the Department's leadership and the Children and Youth Planning Board. These questions relate to the operation and delivery of probation services in the parish and the achievement of sought outcomes. With the assistance of Department personnel, the project team (CWLA, NYSAP, CJCA) will carry out the review over a 9 month period beginning September 1, 2008. The review will consist of the following elements:

- A. Program Planning and Implementation
- B. Best Practices and Benchmarking
- C. Performance Measurement and Client Outcomes
- D. Intra- and Interagency Work Processes

Element A: Program Planning and Implementation

The effective delivery of probation services is based on the foundation of a carefully articulated mission and vision, a clear set of strategies to achieve the mission and vision, and corresponding policies and procedures that clearly direct the staff in its performance. The resources must be in place to fully achieve this goal of effective service delivery.

The project team will address the following questions:

- Do the mission, vision, strategies, policies, and procedures link well to each other?
- Do the mission, vision, strategies, policies, and procedures link well to program operations?
- Do the mission, vision, strategies, policies, and procedures reflect best practices?

Method A.1 Review mission, vision, strategies, policies and procedures

The project team will conduct a paper review of the mission, vision, strategies, policies, and procedures to determine whether they link to each other and reflect best practices.

Method A.2 Obtain staff and consumer feedback to determine how these items link to program operations

The project team will include questions about the Department's capacity to plan and carry out programming in interviews/ focus groups with employees and consumers. It will also assess the access to and quality of training provided to probation staff.

Element B: Best Practices and Benchmarking

The existing targeted areas of improvement in Models for Change focus on the introduction of and growth of evidence-based practices in the delivery of services to probationers. In this element, the project team will focus on the analysis of the Department's internal programs and practices and what evidence exists to support their use. *Note: The questions about the screening and assessment of youth are already addressed in the work plans of the existing MfC targeted areas of improvement. Further, the work being done by NYSAP also has already answered some of the questions about decision-making processes. CJCA has been working with OYD on probation and case management that also will be incorporated into this element.*

The project team will address the following questions:

- Are the programs and practices of the Department the best that can be provided and are the programs carried out in the most effective manner?
- What results are achieved by the current programs and practices?
- How do the practices relate to national standards for delivery of probation services?
- How can the Department effectively develop practice for assignment to and management of its internal programs?
 - Is the use of the three levels of supervision a best practice? Is the method for obtaining a score to determine levels of supervision a solid practice?
 - Should the levels of supervision for FINS youth be separated from the levels for probation youth?
 - How does the downward plea affect the separation of youth in terms of higher and lower levels?
 - What is the decision making process for the use of restitution in the disposition? Who is required to make restitution? How much is required? How are we collecting restitution?
 - How are community services utilized and is there sufficient separation of FINS from adjudicated youth?
- Are the Department's internal programs leading to the desired outcomes?
- What are the Department's programmatic strengths?
- How are resources assigned and what is the process for decision making?
 - What is the rationale for determining what youth go to a particular treatment resource?
 - How can the results of the assessment and the resource referral be better linked?
- What constitutes the decision making process for recommendations to placement?
 - Is the process functioning well?
 - for adjudicated youth?
 - for FINS youth?
 - Are youth placed that could have been served effectively in the community if efforts had been made?
- What indicators exist presently to benchmark programs and practices?
- What practice areas require immediate attention and evaluation?

Method B.1 Conduct ‘Best Practice’ Analysis of Programs and Practices

The project team will work with the Department to select which programmatic issues and practices should be analyzed. This will include reviewing an inventory of practices and internal programs used by the Department, surveying candidates regarding specific programs and practices, and developing recommendations based on analyses of those programs and practices. We should keep in touch about this work before initiating it. Some of these questions will be answered based on our interviews – but not all of them.

- Restitution and Community Services
- Pre-trial Supervision
- Electronic Monitoring
- Information FINS do you mean Informal FINS?
- Intensive Probation
- COPS

A particular analysis will be made of the three levels of supervision in terms of how assignment is determined and what outcomes are achieved at each level.

Method B.2 Develop Benchmarking System

The project team will work with the Department to develop a list of desired indicators and processes to benchmark particular programs and practices. Examples of potential indicators could be:

- Programs/practices that promote community safety
- Rate of recidivism (incidence and severity)
- Adherence to state or national standards
- Relationship to evidence-based practices
- Probationer’s compliance with programming/practices
- Cost effectiveness of programs/practices

Method B.3 Work with OYD and Department on Placement Decision Making

The project team will convene a working group of OYD and Department personnel to examine the decision making processes for placement of youth. The goal will be to develop a model process in which local probation and OYD work together to make decisions about which youth require placement with the end result reducing placements and providing a staffing model for high risk youth. This will definitely be part of NYSAPs work in implementing a risk tool for pre-disposition decisions. We have already drafted part of this decision-making process – or at least how it is supposed to work in theory.

Method B.4 Determine Department’s Capacity for Program and Practice Development

The Department’s capacity for program development depends on its ability to assess the need, garner the necessary resources and political support, and identify an existing model or create one that is responsive to the target population. The project team will work with a representative group to help assess the opportunity for development of the specific programs identified as needs: mentoring, tutoring, and job development for informal FINS and lower level probation youth.

Element C. Performance Measurement and Client Outcomes

Jefferson Parish has addressed performance measurement in its performance-based contracting process which provides for the individual monitoring of achievement of outcomes. Performance measurement, however, also involves worker performance, the completion of particular case processes, and the setting and measuring of client outcomes.

The project team will address the following questions:

- What performance measures exist presently for the completion of specific case processes (e.g. meetings with probationers, timely completion of reports)?
- What measures exist for the achievement of successful client outcomes?
- What measures exist for the case assignment and caseload standards?
- Has the Department clearly articulated a set of client outcomes?
- Do client outcomes drive probation practice?
- Do probation officers know what outcomes they are seeking in their work with probationers?
- How are client outcomes identified in the individual case? Intermediate and long-term outcomes?

Method C.1 Identify Performance Measures Focused Worker Performance and Case Processes

The project team will review documents (forms, reports, studies) and it will interview personnel regarding the existence of performance measures. Building on that data, it will draw from national resources and work with the department to further develop performance measures and a system for tracking them.

Method C.2 Develop Client Outcomes and Measurement

The project team will conduct a review of the literature on client outcomes for juvenile probationers including the research that is available on incremental improvements or intermediate outcomes. It will work with senior personnel and line probation officers to develop a listing of desired client outcomes and measures, establish baseline data, and identify data sources for tracking them. It will also help develop a methodology as to identification outcomes in the individual case and achievement of client outcomes by matching outcome measures to specific units of service internal and external to the department.

Element D. Intra- and Interagency Work Processes

Work processes are major sets of interconnected activities through which decisions are made and services are delivered. In order to be effective, these processes must be well conceived, clearly articulated, and periodically monitored. Most often the work processes depend on the cooperation of many parts of the Department as well as outside organizations.

The project team will address the following questions:

- Is key information available to staff at critical decision making points?
- Are there improvements that could be made to the case flow process with the Department?
- Are there improvements that need to be made in the electronic transmission of data?
- How can processes be changed to strengthen linkages with outside agencies, contractors, and community-based organizations?
- What ongoing forums exist to resolve issues between the Department and other agencies?
- Is there good communication between the probation officers and therapeutic services regarding referrals? (i.e. evaluating the effectiveness of those referrals, provision of reliable information)

Method D.1 Analyze Probation Case Flow Processes

The project team will work with probation line and supervisory staff to analyze the case flow processes and decision making using the process map developed by Erik Stilling. The analysis will include identification of interfaces, handoffs, bottlenecks, as well as any other issues that inhibit effective case flow. I didn't know about this. I think this is important information for our implementation of a risk/needs assessment

Method D.2 Facilitate Improved Inter-agency coordination of Case Flow Processes

The project team will work with probation line and supervisory staff to map the inter-agency work processes. Then it will meet with Probation and external agencies to present the mapping findings, solicit additional input, and discuss ways to strengthen linkages, better share resources, and improve inter-agency coordination.

Appendix B

Probation Review Report Table of Contents

Executive Summary	1
Introduction	11
Probation Review Methodology	13
Review Findings and Recommendations	17
Element A: Program Planning and Implementation	19
I. Policies and Procedures: Probation Officer Manual Review	19
A. Introduction	19
B. Historical Overview	19
C. Philosophy	19
D. The Probation Officer’s Role	22
E. Probation Services	24
F. Judicial Process	25
G. Guide to Casework Procedures/Policies/Responsibilities	25
II. Management Practices	28
III. Training	33
IV. Probation Practice: Probation Supervision and Services to Probationers	36
A. Probation Supervision	36
1. Role	36
2. Assignment of Cases and Levels of Supervision	38
3. Working Conditions	40
B. Service Delivery for Probationers	43
1. Capacity to Deliver Services	43
2. Assessment and Referral to Services	45
3. Resources and Unmet Needs of Juveniles	46
4. Juveniles Report Their Probation Experiences	49
5. Parents Report Their Probation Experiences	51
6. Key Stakeholder Ideas or Solutions to Identified Concerns or Problems the Department Faces	52

Element B: Best Practices And Benchmarking	55
I. Best Practice Analysis of Programs and Practices	55
A. Decision-Making Processes	55
1. Pre-disposition Reports and Conditions of Probation	55
2. Assessment Units in Juvenile Probation Offices: Description and Procedural Recommendations	60
3. Placement decision making with the Office of Juvenile Justice	64
B. Handling of Formal FINS	67
C. Restitution and Community Services	71
II. Benchmarking Best Practices	73
A. Most Promising Programs and Practices	74
B. Data Development for Department's Programs	76
C. Developing a Benchmarking System	76
 Element C: Performance Measurement and Client Outcomes	 79
I. Worker Performance of Case Processes and Achievement of Client Outcomes	81
II. Development of Client Outcomes	82
A. Desired Client Outcomes	83
B. Factors That Affect Achievement of Outcomes	83
III. Putting It All Together	84
 Element D: Intra- And Interagency Work Processes	 89
I. Probation Case Flow Processes	89
II. Relationship with Court	91
III. Interagency Case Flow Processes	93
REFERENCES	99

APPENDICES

APPENDIX A: LIST OF RECOMMENDATIONS	101
APPENDIX B: LIST OF KEY STAKEHOLDERS	109
APPENDIX C: INTERVIEW QUESTIONS FOR KEY STAKEHOLDERS	111
APPENDIX D: EMPLOYEE SURVEY	113
APPENDIX E: LIST OF ATTENDEES	121
APPENDIX F: INTERAGENCY WORK PROCESSES –MEETING WITH OUTSIDE AGENCIES	123
APPENDIX G: FOCUS GROUP PARENT QUESTIONS	125
APPENDIX H: FOCUS GROUP JUVENILE QUESTIONS	127
APPENDIX I: JEFFERSON PARISH PROBATION MANUAL REVIEW – COMPLETED TEMPLATE	129
APPENDIX J: SCREENING AND ASSESSMENT RECOMMENDATIONS	139
APPENDIX K: GREEN SHEET	153
APPENDIX L: PROCESS MAPPING FOR INTERAGENCY WORK PROCESSES	157

Appendix C

Excerpt from Jefferson Parish Work Plan

Activities	August	September	October	November	December	January	February	March	April	May	June	July	Persons	Notes
Element A: Program Planning and Implementation														
Develop the outcomes sought for probation officers and finalize; conduct role clarification for probation officers and supervisors Outcomes <ul style="list-style-type: none"> • Management meet first to identify what it is that we want to accomplish with probation (look at the outcomes that the probation officers and supervisors developed during the review) product by September 23 • Bring it back to supervisors • Bring it back to probation officers • Conduct a forum with DJS and Court together Role Clarification – Probation Officers <ul style="list-style-type: none"> • Take the outcomes to the probation officers and the supervisors (separate meetings) ask them what probation officers should do to accomplish the outcomes • Draft the role description, mission, goals, PO activities to reflect the material developed meeting with probation officers and meeting with supervisors; make additions to the manual • Training and other role clarification activities (NRB to identify some RC activities) Role Clarification – Supervisors <ul style="list-style-type: none"> • Training and other role clarification activities (NRB to identify some RC activities); draft role description & policy 	X	X	X	X	X	X	X						Chris Trosclair to lead and organize this set of activities Management Team RFK conduct meetings with probation officers on the role clarification	Recommendations 1, 2, 4, 20, 32, 34, 43, 45, 46, 54, 55-60, 62 (does classification of probationers in terms of type of probation officer activity and services belong here and/or does it go in assessment?) This whole piece implies major policy revisions

Activities	August	September	October	November	December	January	February	March	April	May	June	July	Persons	Notes
II. Management Practices <ul style="list-style-type: none"> • Develop a process map to inventory the meetings that currently take place; identify the purposes, frequency, participation, and outcomes achieved – product by September 23 • Identify and establish the set of meetings that need to exist and their goals and purposes, protocols for the meetings 	X	X	X	X	X	X	X						Chris Trosclair to lead this effort with management team	Recommendations 10 - 15

Appendix D

Meeting Inventory Example

DJS Meeting List:

1. DJS Management Team Meeting

2. DJS Reform Meeting
3. Director / Judges Meeting
4. Director's Open Office
5. Assistant Director's Open Office

6. PO Manager's Open Office
7. Director's PO Supervisors Meeting
8. PO Manager's Supervisors Meeting
9. PO Supervisor's Unit Meeting
10. DJS Staff Meeting
11. PDI Staffings

Meeting	Purpose	Frequency	Intended Participants	Expected Outcomes
DJS Management Team Meeting	<ul style="list-style-type: none"> • Intra-departmental information sharing • Intra-departmental planning • Address policy & procedure issues • Problem solving • Budget & operational planning • Department performance monitoring • Discuss inter- and intra-agency issues 	Weekly Wednesdays 2:30-4:00 p.m. Director's Conference Room	Management Team: <ol style="list-style-type: none"> 1. Director 2. Assistant Director 3. Evaluation/ Treatment Supervisor 4. Probation Manager 5. Detention Home Supervisor 6. Grants/Research Specialist 7. Property Manager 8. Executive Assistant 9. MfC Coordinator 10. Administrative Assistant (minutes) 	<ol style="list-style-type: none"> 1. Improve flow of information between divisions, including to and from the administration 2. Clarify, solidify and memorialize issues: <ul style="list-style-type: none"> • Managerial • Policy • Procedural • Performance • Planning • Budgetary

Appendix E

Process Evaluation – DJS Staff Meeting

1.) There are 8 Identified purpose areas for the DJS Staff Meeting. Please indicate on the below table whether each purpose area has been addressed within the meeting structure since January 2011. Check the most appropriate box and please comment for any Disagree or Strongly Disagree ratings.

Purpose	5 Strongly Agree	4 Agree	3 Somewhat Agree	2 Disagree	1 Strongly Disagree
Intra- Departmental Information Sharing					
Intra- Departmental Planning and Preparation					
Address Policy and Procedure Issues					
Problem Solving					
Operational Planning					
Department Performance Monitoring					
Provide an Environment for Relationship Building, Employee Empowerment and Value Clarification					
Discuss Inter- and Intra- Agency Issues					

Comments for any 2 or 1 Ratings: _____

2.) There are 3 major identified expected outcomes for the DJS Staff Meeting. Please indicate your assessment of whether the meeting has achieved the expected outcome on each of the three listed below. Yes / No, Why?

a. Enhance cross-the-board departmental interactions, performance & practices:

b. Increase employee knowledge department's long-term & short-term objectives

c. Empower staff to be effective & proactive

3.) Do you believe the DJS Staff Meeting is relevant to your job performance? Yes / No, Why?

4.) Do you believe the convening of the DJS Staff Meeting provides the forum and opportunity to ensure improved accountability among and between DJS management and the department? Yes / No, Why?

5.) Do you believe there is improved trust between the different levels of employees as a result of the DJS Staff Meeting? Yes / No, Why?

6.) Do you believe the DJS Staff Meeting has significantly improved employee relationships? Yes / No, Why?

Thank You!

Appendix F

Probation Officer's Role, Responsibilities & Duties

(taken from revised Probation Officer Manual)

Probation Officers Role:

The Jefferson Parish probation officer is:

- An officer of the court
- An enforcer of court orders
- A case manager
- An advocate for children and families
- A force for positive change against delinquency and crime in the community
- A user of best practices
- A mentor to both parents and child
- A youth and family assessor
- A probation division team member
- An advocate of restorative justice principles
- A trainer and mentor to new officers
- An active collaborator with community partners

Probation Officers Responsibilities:

The responsibilities of the Jefferson Parish probation officer involves conducting interviews, investigating the background of juveniles; preparing predisposition investigations for the juvenile court; giving testimony and making recommendations to the court pertaining to juvenile offenders; provides active supervision and practical counseling to probationers; refers probationers and families to evidence-based social services; manages a caseload of juvenile offenders and enforces court orders. In partnership with the community, they direct delinquent children toward reforming their behavior and making responsible decisions according to the principles of Balanced and Restorative Justice.

Probation Officers Duties

Following is a list of duties/functions/actions that further define the role of the DJS probation officers, and are primarily aimed at improving desired outcomes for youthful offenders:

CASE MANAGEMENT

Assessment, Planning, and Review

- Administers the SAVRY
- Sets Office Appointments
- Participates in Supervisor Orientation with Youth and Family
- Prepares Individual Service/Case Plans
- Prepares Service Plan Reviews

Referral and Treatment (improved skills to manage anger, improved parenting management skills)

- Prepares and Submits Referrals for Treatment and Non-Therapeutic Services
- Provides General Counseling to Youth and Family
- Visits Homes
- Encourages the Involvement of Parents

- Makes referrals for mentoring
- Follows-up with Treatment Providers/Maintains Ongoing Communication to Ensure Service Delivery
- Writes Case/Activity Notes for Case File
- Utilizes All Options Prior to Staffing for Out-of-Home Placement
- Participates in OJJ/DJS Staffings to Secure Services
- Works to Ensure Offenders who Enter the Juvenile Justice System are More Capable when They Leave Than When They Entered

Achievement of Academic Success

- Visit Schools and Monitors School Performance (academic & discipline)
 - Check Attendance Record
 - Check Discipline Record
 - Check Academic Record
- Instruct Parents to Attend all Academic and Disciplinary Conferences Required by School
- Encourages Parents with Student Demonstrating Educational/Behavioral Difficulties to Consult with JPPSS for Referral to ABIT Program for Assessment and Evaluation
- Makes referrals for mentoring
- Suggests Educational Options to Parents for Youth with Academic Difficulties
 - GED
 - Vocational Training
 - Refer for Tutoring
 - Job Corps

Employability Skills

- Refers Youth to Vocational Counselor for Job Placement for Youth Who Want/Need It
- Visits job sites

Pro-Social Activity/Decreased Involvement Delinquent Peers

- Encourages Youth to get Involved in Pro-social Activities
- Encourages Parents to get Youth Involved in Pro-social Activities:
 - Organized Sports
 - Jefferson Parish Recreation Department
 - Faith Based Groups
 - Youth Groups
 - Mentoring From a Positive Role Model
 - School Extracurricular Activity

Decrease Substance Abuse

- Conduct Drug Screens
- Refer for Assessment/Treatment or Drug Education
- Monitor Treatment
- Utilizes Progressive Sanctioning Ladder to Hold Youth Accountable

Community Liaison

- Works with Community, Schools and Providers to Ensure Collective Ownership of Desired Outcomes
- Enlists the Support of the Community to Respond Effectively to the Complex Needs of Children\
- Collaborates with Community Partners such as Schools, Treatment Providers, Law Enforcement, Churches, other Government Agencies, etc., to Strengthen our Ability to Help Those We Serve Through Strong Partnerships and Interaction

COURT/MONITORING/ENFORCEMENT

- Investigates the Background of Children and Families
- Prepares Predisposition Court Reports
- Attends Court Hearings, Gives Testimony, and Makes Recommendations
- Collects Police Reports for PDI and Restitution Investigations
- Monitors Probation Conditions
- Makes Restitution Referrals; Keep Victims Involved in the Restorative Process
- Diverts Appropriate Low Risk Misdemeanor Offenders to “Deferred Dispositional Agreements” or Informal FINS Program
- Prepares Legal Motions and Forms (examples follow):
 - Motion for Termination of Probation
 - Rule to Show Cause-Constructive Contempt of Court-Parents/Guardian
 - Rule to Show Cause-Constructive Contempt of Court-Probationer
 - Motion to Modify Judgment of Disposition
 - Motion to Modify Judgment of Disposition-Revocation of Probation
 - Conditions of Probation
 - Deferred Dispositional Agreement
 - Request for Warrant/Motion for Recall of Warrant
 - Motion for Continuance
 - Affidavits
 - Motion to Set Hearing
 - Review Summary
 - Service Plans/Service Plan Reviews
 - Case Staffing For (with OJJ)

Sanctions for Non-Compliance

- Utilizes Progressive Sanctioning Ladder to Hold Youth Accountable
- Holds Parents Accountable for Non-Compliance with Court Orders
- Makes Arrests
- Removes Youth from Community if their Safety or the Security of the Public is Jeopardized by their Continued Presence

ADMINISTRATIVE

- Prepares Monthly Statistical Report
- Enters Case/Activity Notes Into Court Information System (AS400)
- Routinely Meets with Probation Supervisor as directed
- Actively Participates in staff meetings

Appendix G

Criteria Sheet with Performance Measures

Performance Measure	Primary Duties	Exceeds
<p>U1: Knowledge and Skill:</p> <p>“Possesses and exercises the required job knowledge and full range of skills required for competent performance. Stays apprised of new information as it becomes available. Willing to spend time and effort to maintain current and thorough knowledge and skill.”</p> <p><i>Process Outcomes:</i></p> <ul style="list-style-type: none"> • Referral and Treatment • Sanctions for Non-Compliance • Assessment, Planning and Review <p><i>Client Outcomes:</i></p> <ul style="list-style-type: none"> • Achievement of Academic Success • Pro-Social Activity 	<ul style="list-style-type: none"> • Suggests educational options to parents for youth with academic difficulties • Utilizes all options prior to staffing for out-of-home placement • Provides general counseling to youth and family • Utilizes Progressive Sanctioning Ladder to hold youth accountable • Encourages youth to get involved in pro-social activities • Encourages parents to get youth involved in pro-social activities • Administers the SAVRY • Encourages parents with a student demonstrating difficulties (educational and behavioral) to consult with JPPSS for ABIT referral • Refer for assessment / treatment or drug education • Investigate the background of children and families • Prepares predisposition court reports • Attends court hearings, gives testimony and makes recommendations • Diverts appropriate low risk misdemeanor offenders to “Deferred Dispositional Agreements” or Informal FINS • Prepares legal motions and forms • Prepares Individual Service / Case Plans • Prepares Service Plan Reviews 	<ul style="list-style-type: none"> • Consistently high level performance • Demonstrates an advanced proficiency in the full range of work skills and thorough job knowledge • Learns quickly and keeps abreast of changes and new developments in the job • Uses Parish and own resources to improve job knowledge • Shares knowledge

Performance Measure	Primary Duties	Exceeds
<p>U2: Quality of Work:</p> <p>“Demonstrates high degree of accuracy and thoroughness. Completes work timely and without repetitious performance to achieve. Provides clean, neat and well-organized work products. Does not leave loose-ends.”</p> <p><i>Process Outcomes:</i></p> <ul style="list-style-type: none"> • Referral and Treatment <p><i>Client Outcomes:</i></p> <ul style="list-style-type: none"> • Decrease Substance Abuse Intervention 	<ul style="list-style-type: none"> • Works to ensure offenders entering the system are more capable leaving • Conduct Drug Screens • Monitor Treatment • Visits schools • Prepares and submits referrals for treatment and non-therapeutic services • Follows up with treatment providers and maintains ongoing communication • Writes Case / Activity Notes for Case File • Investigate the background of children and families • Prepares predisposition court reports • Collects police reports for PDI and restitution investigations • Monitors Probation conditions • Enters information into court information system • Administers the SAVRY • Prepares Individual Service / Case Plans • Prepares Service Plan Reviews 	<ul style="list-style-type: none"> • Work consistently exceeds the expected level of accuracy, timeliness and thoroughness • Rarely has to repeat the same tasks due to error • Uses innovation to improve work quality.
<p>U3: Volume of Work:</p> <p>“Productive worker provides a proper amount of work. Uses proper work techniques that produce an expected volume of work.”</p> <p><i>Process Outcomes:</i></p> <ul style="list-style-type: none"> • Administrative • Assessment, Planning and Review 	<ul style="list-style-type: none"> • Prepares monthly statistical reports • Sets office appointments • Writes Case / Activity Notes for Case File • Visits Homes • Enters information into court information system • Visits job sites 	<ul style="list-style-type: none"> • Produces an exceptional level of work output • Utilizes innovative or cost-effective work techniques that enable consistently high levels of work output or efficiency

Performance Measure	Primary Duties	Exceeds
<p>U4: Safety:</p> <p>“Is familiar with and complies with Parish safety manual. No unacceptable safety violations, accidents, injuries to self or others.”</p> <p><i>Process Outcomes:</i></p> <ul style="list-style-type: none"> • Administrative • Assessment, Planning and Review <p><i>Client Outcomes:</i></p> <ul style="list-style-type: none"> • Employability Skills 	<ul style="list-style-type: none"> • Visits homes • Visits job sites • Review Safety Manual 	<ul style="list-style-type: none"> • Long career characterized by excellent safety record, no safety violations, accidents or injuries to self or others • Very safety conscious and advocates others to use safe work practices and procedures.
<p>U5: Reliability:</p> <p>“Consistently starts / completes assignments within supervisor’s established timelines and required level and amount of detail.”</p> <p><i>Process Outcomes:</i></p> <ul style="list-style-type: none"> • Administrative • Assessment, Planning and Review 	<ul style="list-style-type: none"> • Prepares monthly statistical reports • Prepares Individual Service / Case Plans • Prepares Service Plan Reviews • Prepares and submits referrals for treatment and non-therapeutic services • Writes Case / Activity Notes for Case File • Prepares predisposition court reports • Attends court hearings, gives testimony and makes recommendations • Enters information into court information system • Administers the SAVRY 	<ul style="list-style-type: none"> • Frequently starts/completes work ahead of schedule • Employee is willing to adjust work schedule when warranted • Uses time effectively to complete difficult tasks • Performs work in exemplary detail without sacrificing efficiency or economy • Work products are complete beyond standard expectations.
<p>U6: Attendance:</p> <p>“Regularly punctual and present for work. Observes lunch hours, and break and quitting times.”</p> <p><i>Process Outcomes:</i></p> <ul style="list-style-type: none"> • Court Responsibility 	<ul style="list-style-type: none"> • Attends court hearings, gives testimony and makes recommendations • Review Attendance policy 	<p>N/A</p>

Appendix H

Graduated Response Grid

		← Milestone Events ←		→ Probation Violations →		
		1 Year of Probation Re-Assessed with	6 Months of Probation Re-Assessed with SAVRY	Minor Probation Violation	Moderate Probation Violation	Serious Probation Violation
		<p>Abiding by Curfew, Improved Attendance / Behavior in School, Abiding by Family and House rules, Obtaining and Holding onto Job, Clean Urine Screens / Drug Free, Complying with Programming, Cooperating with Treatment, Handled a difficult situation well, Improvement in Family Dynamics, Completing CSW, Paying off Restitution, Participating in and Keeping Office Appointments, Taking Initiative for own Supervision / Accepting Responsibility, Completing Treatment, Avoiding Criminal Activities</p>		<p>Occasional or isolated incidents unrelated to the offense behavior for which the youth is on probation and where there is no victim impact. Youth is still responding to probation expectations and is otherwise engaged in positive activities.</p>	<p>A preliminary pattern of violations of probation conditions that is interfering with success in school, home, treatment and the community. Violation(s) may be related to the underlying probation offense behavior or may involve a secondary offense. Moderate violations indicate an increased risk that the youth may re-offend</p>	<p>Youth has demonstrate a significant pattern of varied violations of probation conditions and has failed to respond to multiple interventions. Youth has committed two or more secondary offenses. Minor Probation Violations followed by repetitive sanctions will not be defined as serious.</p>
<p>Low Risk Youth Graduated Response Options Combine as many as necessary</p>	<p>Allow attendance at special event, Take client to recreation center and assist registering for activity, Allow client to get drivers license, Increase curfew, Movie tickets / Event tickets, Gift Certificates, Motion for early termination of Probation</p>	<p>Allow attendance at special event, Take client to recreation center and assist registering for activity, Allow client to get drivers license, Increase curfew, Movie tickets / Event tickets, Gift Certificates</p>	<p>Prior to Court, encourage Parental Sanctions and Counsel</p>	<p>Warning by Court or Written Assignment or Restriction of Curfew or 10 Hours CSW or 10 Days Pre-Trial or Weekend Pre-Trial</p>	<p>Written Assignment or Restriction of Curfew or 10 Hours CSW or 10 Days Pre-Trial or Weekend Trackers</p>	<p>Re-asses with the SAVRY and Restriction of Curfew or 20 Hours CSW or 15 Days Pre-Trial or 10 Days Trackers or Weekend EMP</p>
	<p>Increased curfew (special occasion), Allow overnight with friend, Allow participation in previously restricted extracurricular activity, Gift Certificate Incentive</p>	<p>15 Days Trackers or 10 Days EMP or Weekend GPS</p>		<p>15 Days EMP or 10 Days GPS or Weekend Detention</p>	<p>Re-assess with the SAVRY and 15 Days GPS or Weekends in Detention</p>	
<p>High Risk Youth Graduated Response Options Combine as many as necessary</p>	<p>Verbal praise, Verbal praise with parents, Praise letter, Sent praise card to home, Praise letter to judge, Praise letter to parent, Certificates memorializing good behavior, Allow client to get a job, Assist client in registering for classes, Treat gift basket during office visit, Gift Certificate Incentive</p>		<p>3 Weekends in Detention</p>	<p>Recommendation to out-of-Home Placement and 4 Weekends in Detention</p>	<p>Revocation of Probation and 5 Weekends in Detention</p>	

Appendix I

Benchmarks List

A higher percentage of cases will successfully complete probation without adjudication for a new delinquent offense

- Youth who have successfully completed the terms of their probation ideally should no longer be engaged in activities that would place themselves or the general public at risk, consequently resulting in a re-arrest and / or adjudication for a new delinquent offense
- In 2009 out of the youth who successfully completed the terms of their probation, 53% were re-arrested for a new delinquent offense within the first year
- A lower re-arrest percentage will be consistently maintained, ultimately leading to a reduction in adjudications. No more than 25% of the youth successfully completing probation will be re-arrested within the first year

A higher percentage of cases requiring therapy / treatment services will receive an evidence based intervention

- Youth on probation receiving treatment should have access to only the best services and therapies that have been proven both efficient and effective
- In 2008, 35% of the youth receiving treatment were referred to evidence based services
- A higher percentage will be consistently be maintained; no less than 95% of cases requiring therapy or treatment services

An increase in pro social activity (e.g. organized sports, church groups, mentoring) for youth on probation

- While on probation, youth who are more engaged in pro-social activities would be less engaged in risky behavior or associating with negative peers leading to violations and / or revocations.
- Although pro social activity has not been tracked, approximately 10% of the terminations since 2009 have been due to revocations for violations of probation or new offenses
- Pro social activity will be tracked via the Green Sheet at the time of termination. An increase in at least one pro social activity (organized sports, church groups, mentoring, etc.) is expected. As a result, revocations for new offenses and technical violations while on probation should decrease as well; no more than 5% of the terminations.

Reduce the annual number of OJJ secure commitments to a lower percentage of the probation population

- Research has shown that committing youth to state secure custody does not reduce recidivism. It is also not cost efficient and frequently exposes youth to dangerous conditions.
- In 2004, 59 youth were committed to OJJ secure custody (3% of the probation population)
- A lower percentage will be consistently maintained; no more than 1% of the probation population

An increase in the number of youth diverted who are referred by the schools for the 3 most common focused acts (will join the DA in this benchmark) and a reduction in school related arrests for active probation cases

- Youth arrested for a new offense while at school have historically made up on average 33% of all arrests in Jefferson Parish. Two-thirds of these arrests have been for 3 non-violent, misdemeanor charges usually relating to a fight or other disturbance at school; called "Focused Acts." The majority of these youth have no prior delinquent history
- For the 2009-2010 school year, 7% of the Focused Acts were diverted and 7% were adjudicated delinquent
- The number of youth diverted for Focused Acts will be increased to 30%, which will ultimately lead to a reduction in youth adjudicated delinquent for Focused Acts; no more than 5%. All school arrests will make up no more than 20% of the arrested youth population

ModelsforChange

Systems Reform in Juvenile Justice

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