

Reducing Recidivism and Improving Other Outcomes for Youth under Juvenile Justice System Supervision

Justice Center Presenters

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April 7, 2016



THE COUNCIL OF STATE GOVERNMENTS JUSTICE CENTER

Corrections



Courts



Justice Reinvestment



Law Enforcement



Mental Health



Reentry



Substance Abuse



Youth



National nonprofit,
nonpartisan membership
association of state
government officials

Represents all
three branches of
state government

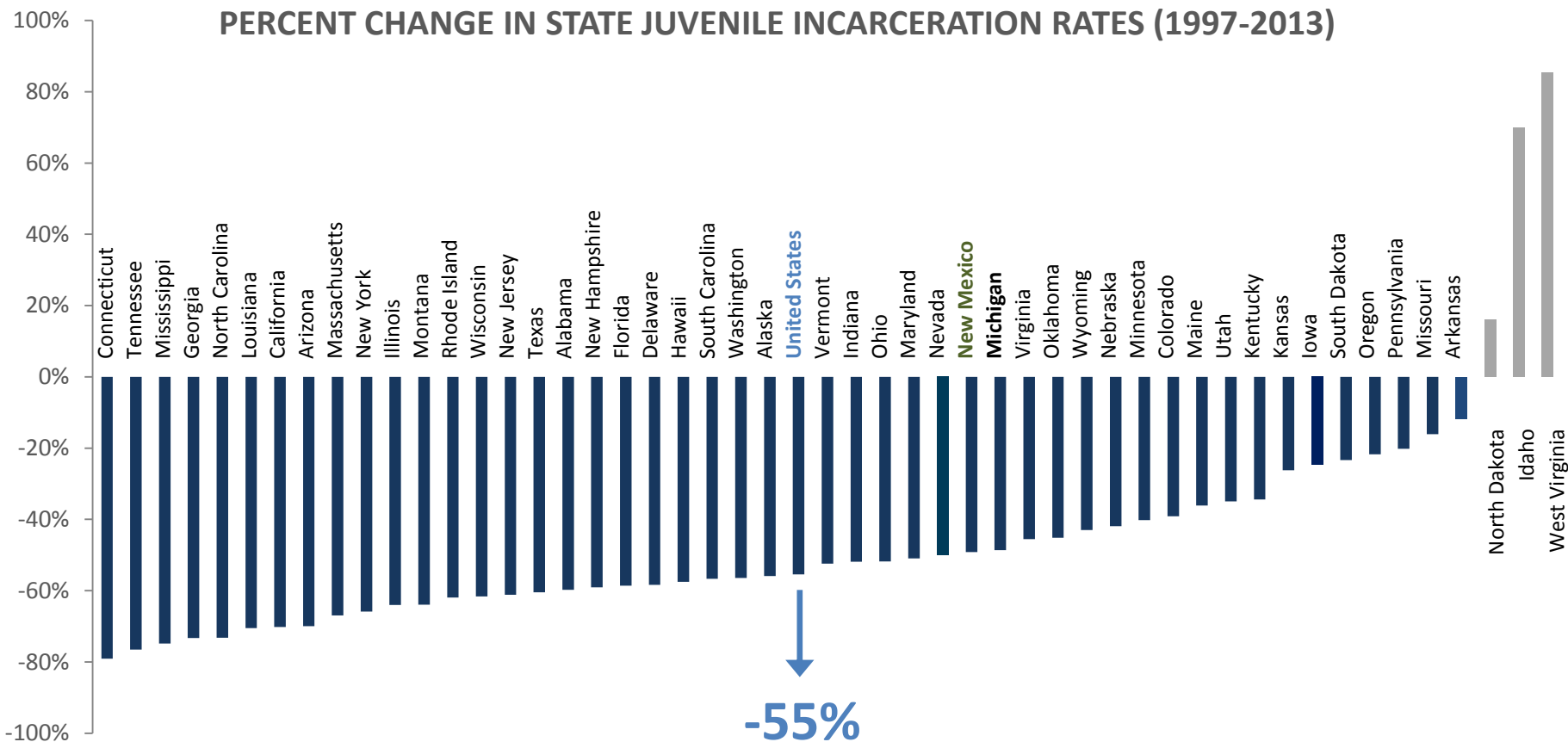
Provides **practical**
advice informed by the
best available evidence

Challenges to Improving Outcomes for Youth

“What Works” to Improve Outcomes for Youth: Principles 1 + 2

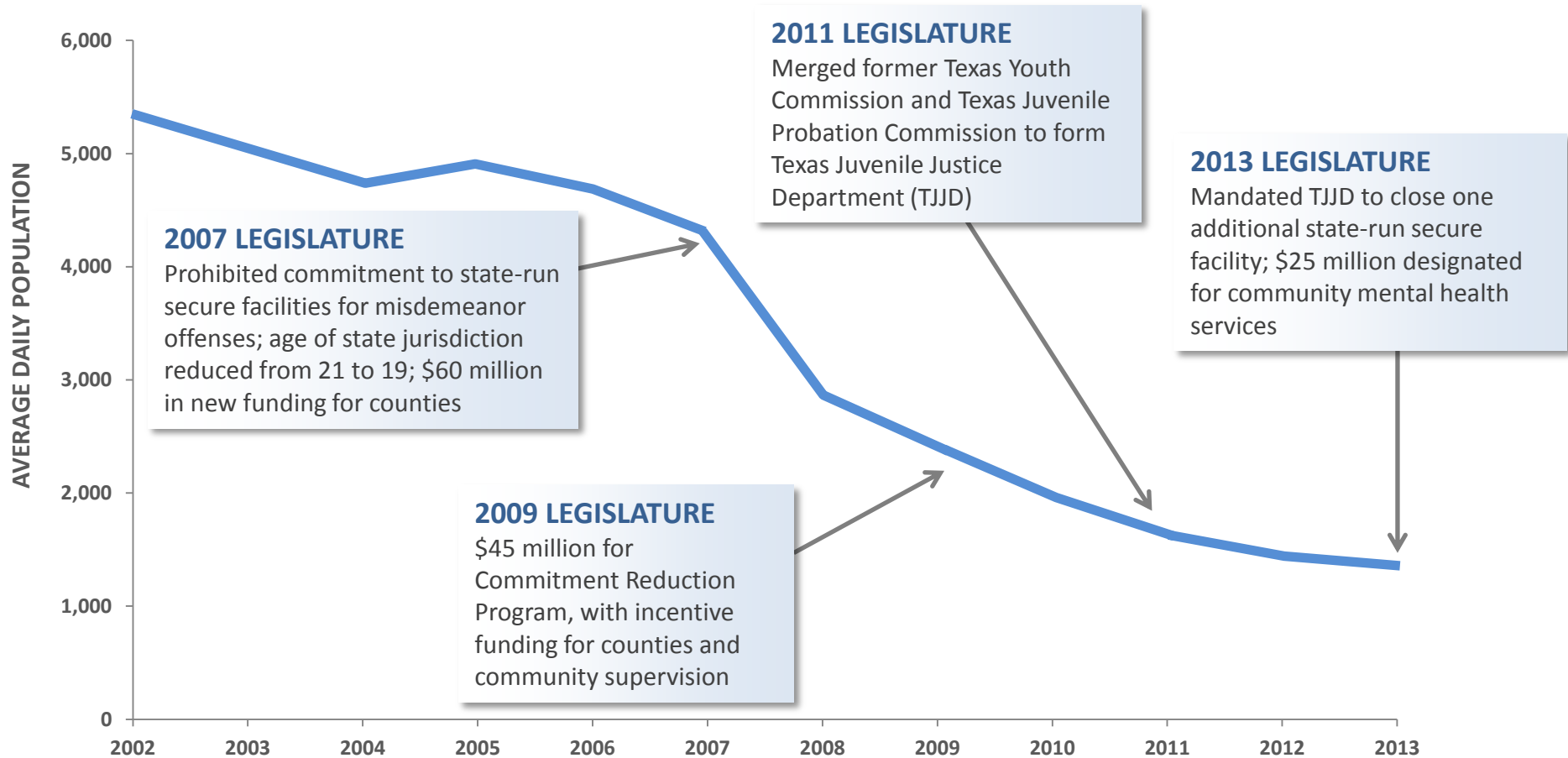
“What Works” to Improve Outcomes for Youth: Principles 3 + 4

STATES' JUVENILE INCARCERATION RATES HAVE DECLINED DRAMATICALLY



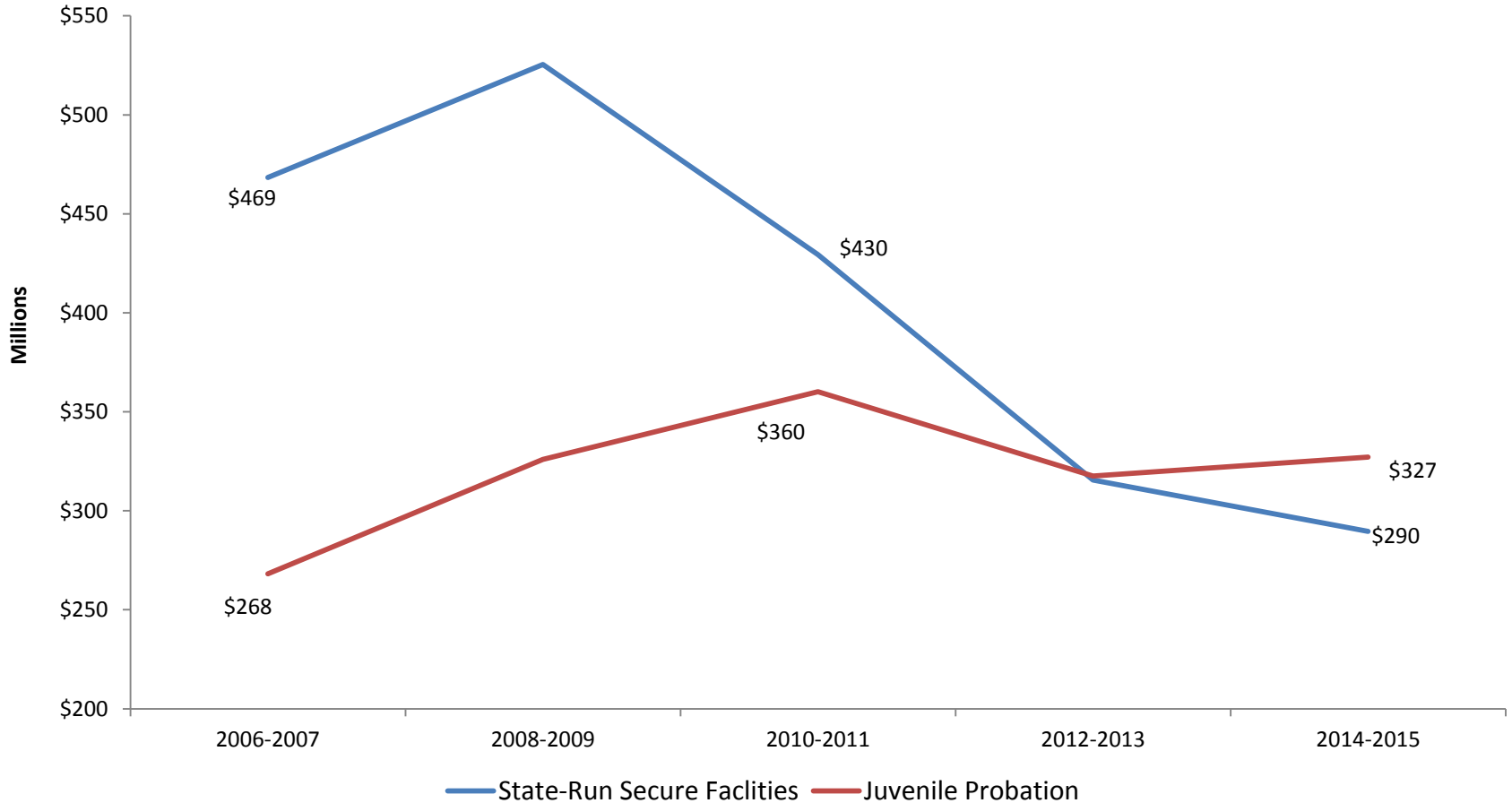
REFORMS CONTRIBUTED TO DECLINE IN JUVENILE CONFINEMENT RATES IN TEXAS

REFORM HIGHLIGHTS and AVERAGE DAILY POPULATION IN STATE SECURE JUVENILE FACILITIES



STATE SPENDING ON YOUTH IN STATE-RUN SECURE FACILITIES VS. LOCAL SUPERVISION

Texas State Appropriations for State-Run Secure Facilities and Juvenile Probation



TEXAS POLICYMAKERS COMMISSIONED STUDY TO BETTER UNDERSTAND THE IMPACT OF REFORMS AND OUTCOMES FOR YOUTH UNDER SUPERVISION OF THE JUVENILE JUSTICE SYSTEM

T E X A S
JUVENILE JUSTICE
D E P A R T M E N T

August 10, 2012

Michael Thompson
Director
Justice Center, Council of State Governments
100 Wall Street, 20th Floor
New York, NY 10005

We are eager to work with you and your team to develop and implement a work plan so that we can generate the data that will address the questions described above. Please let us know what the next steps are. If you have any questions, do not hesitate to contact me at 512.424.6004.

Sincerely,



Jay Kimbrough
Interim Director
Texas Juvenile Justice Department



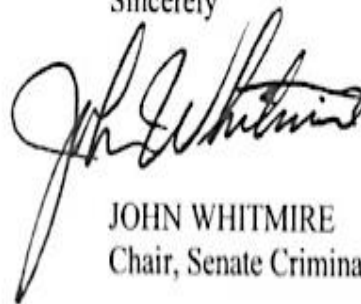
Michael Griffiths
Executive Director
Texas Juvenile Justice Department

The Senate of The State of Texas

Senator John Whitmire
Dean of the Texas Senate

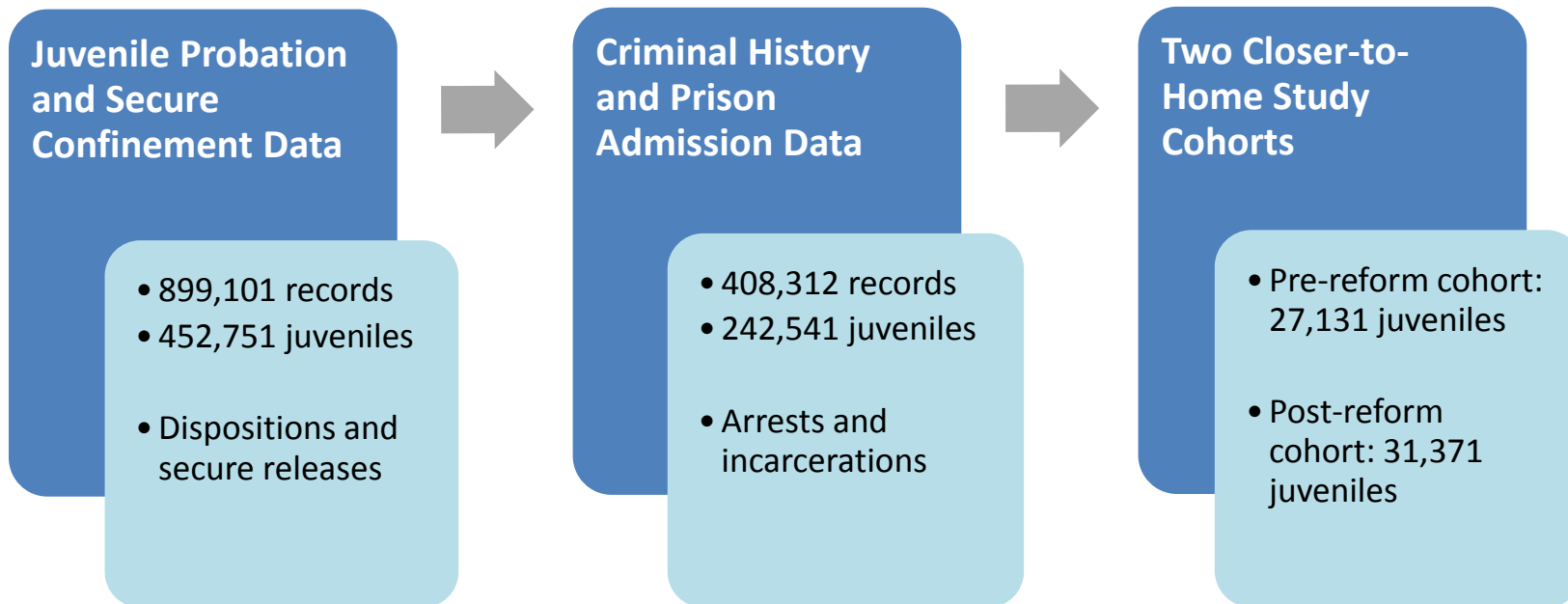
August 14, 2012

Sincerely



JOHN WHITMIRE
Chair, Senate Criminal Justice Committee

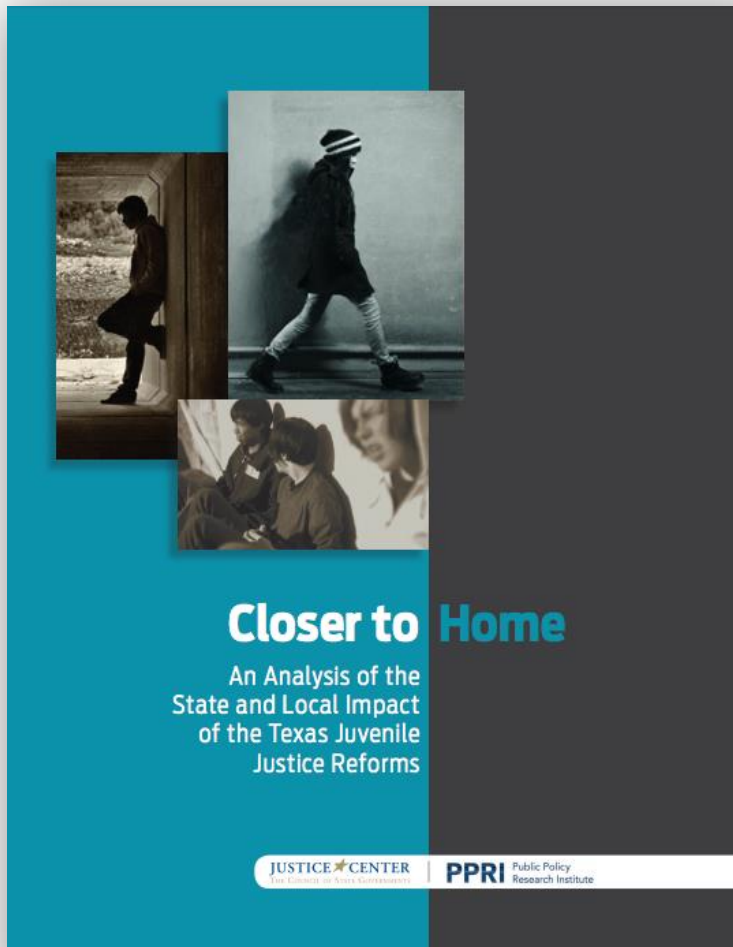
TEXAS STUDY USED MORE THAN 1.3 MILLION RECORDS TO ANALYZE RECIDIVISM RATES FOR SIMILAR GROUPS OF YOUTH



“Apples to apples” comparison of youth eligible for incarceration:

- Youth supervised in the community
- Youth released from state-run secure facilities

YOUTH KEPT CLOSER TO HOME HAVE BETTER OUTCOMES



One-Year Probability of Rearrest

Released from State
Secure Facilities
41%

Supervised in the
Community
34%



**21% more likely to be
rearrested**

First Recidivism Offense a Felony

Released from State
Secure Facilities
49%

Supervised in the
Community
17%



**3x more likely to commit a
felony when recidivating**

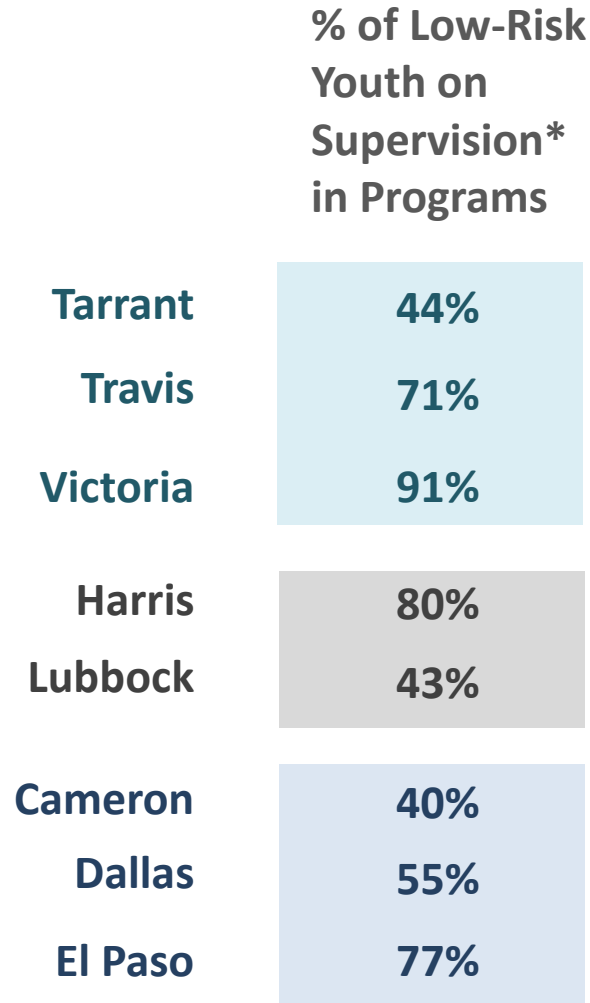
PER CAPITA FUNDING FOR JUVENILE PROBATION INCREASED SIGNIFICANTLY AFTER 2007 REFORMS

	FY2005	FY2012	% Change
Per capita expenditures for local juvenile probation departments	\$3,555	\$7,023	98%
Expenditures adjusted for inflation to 2014 dollars	\$4,337	\$7,304	68%
Percentage of local juvenile probation department expenditures contributed by county	77%	71%	-8%

REARREST RATES WERE COMPARABLE REGARDLESS OF THE INTERVENTION AND **DID NOT IMPROVE AFTER REFORMS**

INTERVENTION TYPE	PRE-REFORM STUDY GROUP <i>One-Year Probability of Rearrest</i>	POST-REFORM STUDY GROUP <i>One-Year Probability of Rearrest</i>
State Incarceration	41%	41%
Skill-Based Program	29%	27%
Treatment Program	28%	30%
Surveillance Program	31%	29%
Secure County Placement	33%	34%
Non-Secure County Placement	35%	35%
No Intervention	33%	32%

Significant Percentage of Low Risk Youth under Supervision Placed in Programs



Risk level as calculated by CSG Justice Center

** Supervision includes youth on deferred prosecution and probation supervision*

Low Risk Youth in Most Locations Stayed Longer in Programs Than High Risk Youth

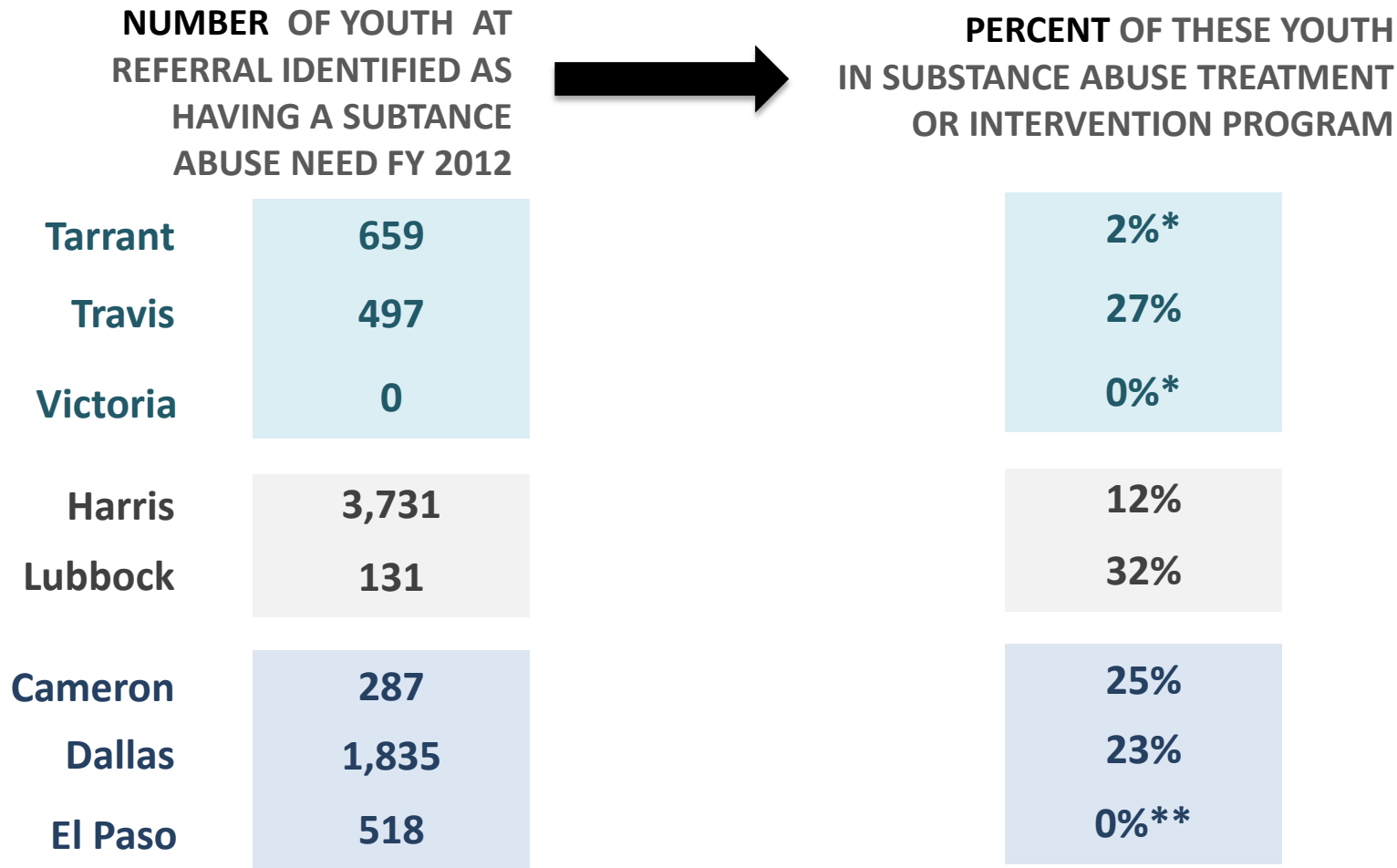
MEDIAN LENGTH OF STAY IN DAYS IN A PROGRAM BY RISK LEVEL

	LOW RISK YOUTH	HIGH-RISK YOUTH
Tarrant	105	77
Travis	115	112
Victoria	125	69
Harris	75	104
Lubbock	167	118
Cameron	193	135
Dallas	94	124
El Paso	136	133

Risk level as calculated by CSG Justice Center

** Supervision includes youth on deferred prosecution and probation supervision*

Few Youth With Substance Abuse Issues Participate in Treatment Program



* Department did not serve any youth in this program type in FY2012.

** No youth were identified as having a substance use treatment needs at referral.

TEXAS STUDY HAS KEY IMPLICATIONS FOR ALL STATES AND COUNTIES

1. Texas **reduced the number of incarcerated youth** without compromising public safety.
2. Youth supervised “closer to home” have **lower rearrest rates** than similar youth released from state-run secure facilities.
3. The state invested significant resources in **community-based supervision and services**.
4. Recidivism rates for youth under community supervision did not improve after the reforms. Texas is not realizing the **full potential of its investment** in community-based supervision and services.

Challenges to Improving Outcomes for Youth

“What Works” to Improve Outcomes for Youth: Principles 1 + 2

“What Works” to Improve Outcomes for Youth: Principles 3 + 4

GROWING MOMENTUM TO IMPLEMENT “WHAT WORKS” TO IMPROVE OUTCOMES FOR YOUTH

July 2014

Measuring and Using Juvenile Recidivism Data to Inform Policy, Practice, and Resource Allocation

BACKGROUND

Juvenile arrest rates, including for violent crimes, fell by approximately 50 percent from 1997 to 2011, to their lowest level in more than 30 years.¹ In combination with this sharp drop in arrests, state and local reforms have had an extraordinary impact: from 1997 to 2011, youth confinement rates declined by almost half.² The juvenile justice field deservedly celebrates this success and continues to push for further reductions in confinement rates. Many states are also striving to ensure that youth who have been diverted from confinement, as well as those returning home after time spent in a facility, receive supervision and services that reduce recidivism and improve other youth outcomes. As such, policymakers are eager to know more about what happens to youth after they have been in contact with the juvenile justice system. What are their rearrest and reincarceration rates? How do they fare in terms of education, employment, and other important outcome measures while they are under juvenile justice supervision and afterward? To understand to what extent states currently track recidivism data for youth involved in the juvenile justice system and use that information to inform policy and funding decisions, the Council of State Governments Justice Center, The Pew Charitable Trusts' Public Safety Performance Project,³ and the Council of Juvenile Correctional Administrators surveyed juvenile correctional agencies in all 50 states.⁴ This issue brief highlights the key findings of the survey and provides state and local policymakers with five recommendations for improving their approach to the measurement, analysis, collection, reporting, and use of recidivism data for youth involved with the juvenile justice system. In addition, examples are provided of how select states have translated these recommendations into policy and practice.

The Importance of Measuring Outcomes beyond Recidivism for Youth Involved with the Juvenile Justice System

Juvenile justice systems can use a number of metrics to track outcomes for youth under system supervision, including educational attainment, behavioral health improvements, or skill development and employment, all of which are critical to ensuring a youth's long-term success. The survey focused primarily on the measurement of recidivism, and the recommendations presented here reflect that focus. The survey results did, however, indicate that only half of all state juvenile correctional agencies measure youth outcomes beyond whether youth commit future delinquent acts, and only 20 percent of states track these outcomes for youth after they are no longer on supervision. Policymakers and juvenile justice agency leaders should strongly consider including a priority set of positive youth outcomes in the evaluation of system success to determine not only whether the juvenile justice system is helping to prevent youth's subsequent involvement in the system, but also whether it is helping youth transition to a crime-free and productive adulthood.



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CORE PRINCIPLES FOR REDUCING RECIDIVISM AND IMPROVING OTHER OUTCOMES FOR YOUTH IN THE JUVENILE JUSTICE SYSTEM



Ten Key Questions Judges Can Ask to Improve Outcomes for Youth in the Juvenile Justice System

JUVENILE JUSTICE LEADERS IN NEARLY EVERY STATE have undertaken efforts that have reduced juvenile incarceration rates nationwide by almost 50 percent since 1997, and arrest rates have dropped to their lowest level in more than 30 years. While such changes have produced substantial savings at no cost to public safety, investments in community-based services for many states and counties have not resulted in reduced rates of recidivism and improvement in other youth outcomes, such as education and behavioral health. Recent research has identified “what works” to reduce recidivism and improve other youth outcomes, and judges and court personnel have a leadership role to play in ensuring that court decisions and policies are informed by this research.

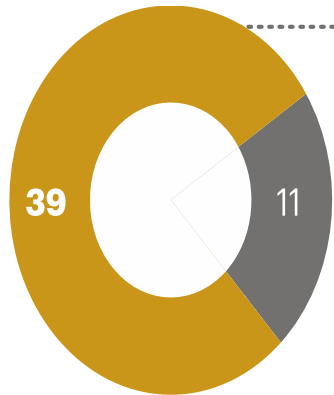
Ten key questions that judges and court personnel should ask to determine whether court policies and practices will increase public safety and improve outcomes for youth are:¹

1. Do all youth receive a risk assessment prior to disposition to identify their risk of reoffending and key service needs, and are the results shared with the court to inform disposition and service decisions?
2. Are youth who are assessed as being at a low risk of reoffending diverted from court involvement and formal system supervision, and does the court reserve the use of incarceration for only those youth assessed as being at a high risk of reoffending and/or who have committed violent offenses?
3. Do all youth receive a validated screening for mental health and substance use disorders and, if warranted, a full assessment prior to disposition, and does the court ensure that youth with treatment needs receive services from the juvenile justice and/or behavioral health systems?
4. Are lengths of stay for incarcerated youth based on youth's assessed risk of reoffending, the seriousness of the offense, and treatment needs, with the objective of minimizing lengths of stay to 6–12 months?
5. Are programming and services targeted to address the key needs associated with youth's delinquent behavior, and does the court help facilitate youth and family participation in these services?
6. Are youth referred to programs and services shown to reduce recidivism and are participation and outcomes reported to the court?
7. Does the court play a leadership role in helping to coordinate case planning and services across the juvenile justice, education, child welfare, and behavioral health systems by convening system leaders to establish protocols for working together and sharing information to address youth's needs?
8. Are youth and families involved in court processes and is their input used to guide court decisions?
9. Does the court limit the number of conditions a youth must comply with while on supervision to those related to their delinquent behavior, and does it use a graduated response system for technical violations of supervision and minimize the use of detention and incarceration as punishment for noncompliance with conditions of supervision?
10. Are key performance indicators for youth in the juvenile justice system identified and are performance results reported to the court annually?

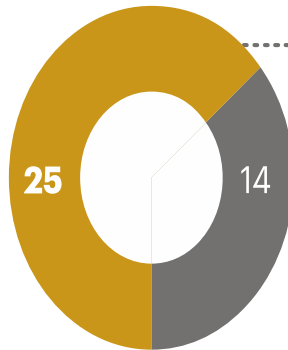
¹ For more information on these key questions, please see [Core Principles for Reducing Recidivism and Improving Outcomes for Youth in the Juvenile Justice System](#).



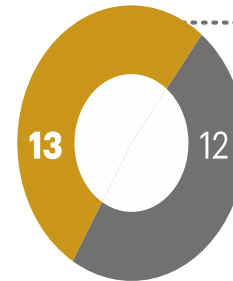
JURISDICTIONS STRUGGLE TO TRACK OUTCOMES FOR YOUTH UNDER SYSTEM SUPERVISION AND WHETHER INVESTMENTS ARE MAKING A POSITIVE IMPACT



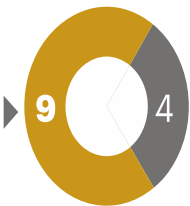
**39 STATES
TRACK RECIDIVISM
RATES; 11 DO NOT**



**OF THOSE 39 STATES,
ONLY 25 TRACK
MULTIPLE MEASURES
OF RECIDIVISM**



**OF THOSE 25 STATES,
ONLY 13 ANALYZE
RECIDIVISM RATES
BY RISK LEVEL**



**OF THOSE 13
STATES, ONLY 9
USE THIS DATA TO
EVALUATE PROGRAM
EFFECTIVENESS**

CORE PRINCIPLE 1: USE VALIDATED RISK AND NEEDS ASSESSMENTS

STEP 1: Assess risk of reoffending using validated tool

Low Risk

Medium Risk

High Risk

STEP 2: Minimize supervision for low-risk youth and focus resources on high-risk youth

Diversion
OR
Probation

Probation

Probation
OR
Residential Placement

STEP 3: Assess needs and match youth to services

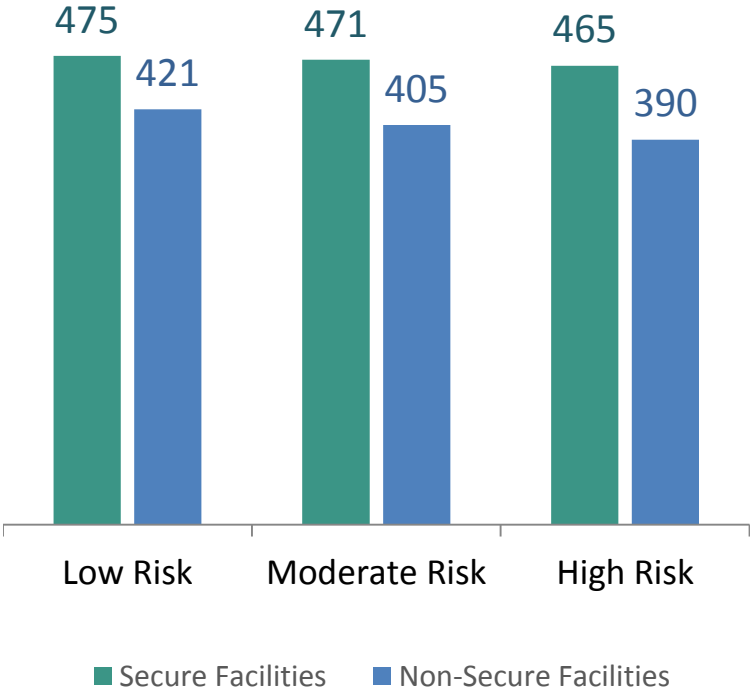
Referrals to behavioral health system if needed

Identify and address risk factors that drive delinquent behavior

USE VALIDATED RISK AND NEEDS ASSESSMENTS: CHALLENGES AND BEST PRACTICES IN UTAH

CHALLENGE

Average Length of Stay (in Days) for Youth in Confinement by Assessed Risk Level, 2014



BEST PRACTICE

Risk-based lengths of stay and release matrix/policies

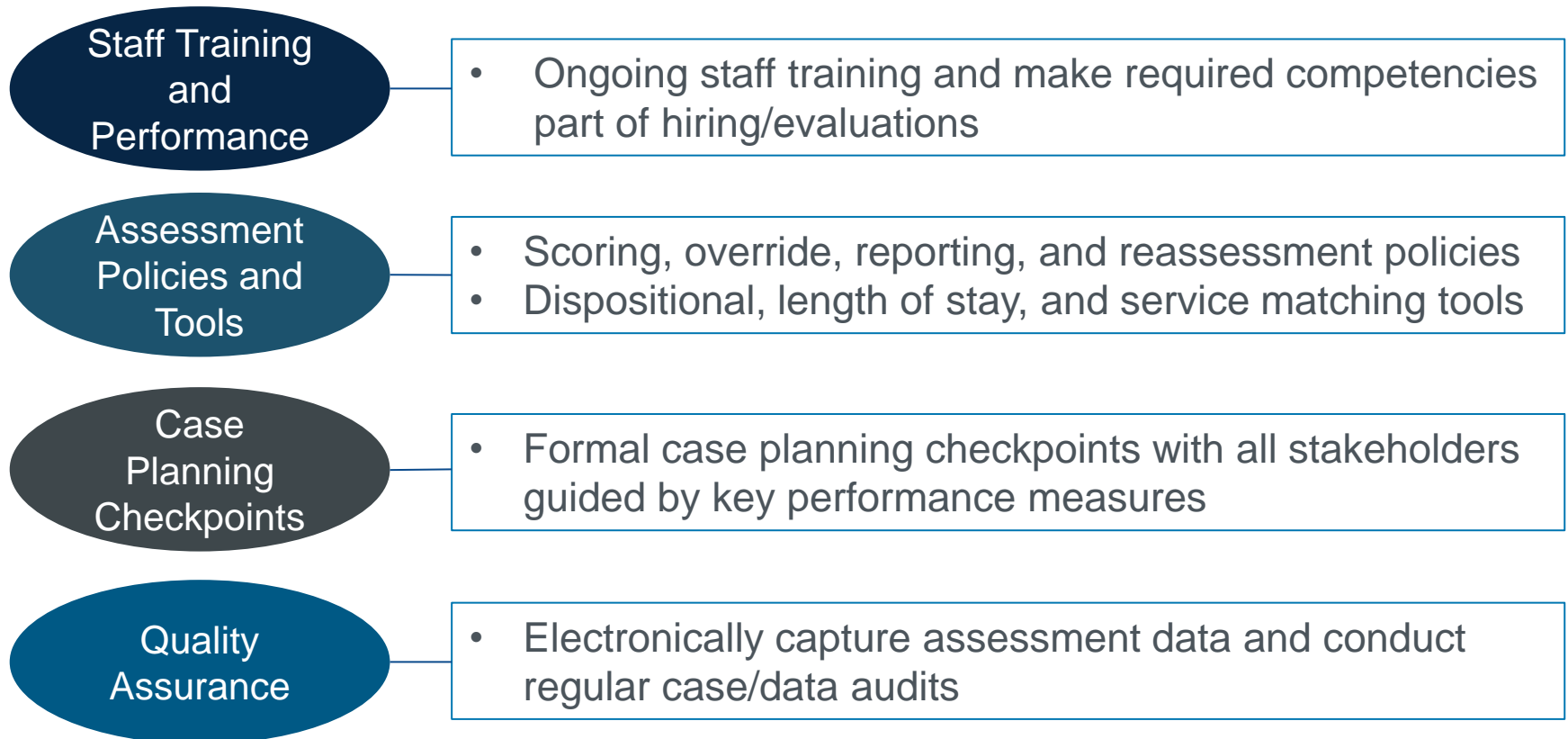


Key Implementation Challenges

Use validated risk and need assessments

- | | | |
|--|---|--|
| 1.
Inconsistent
assessment practices | 2.
Inconsistent
assessment scoring
and frequent
overrides | 3.
Case planning not
based on
assessments |
| 4.
Lack of service
matching | 5.
Release decisions
based on behavior
and time served | 6.
Assessments results
not shared with and
used by all key
parties |

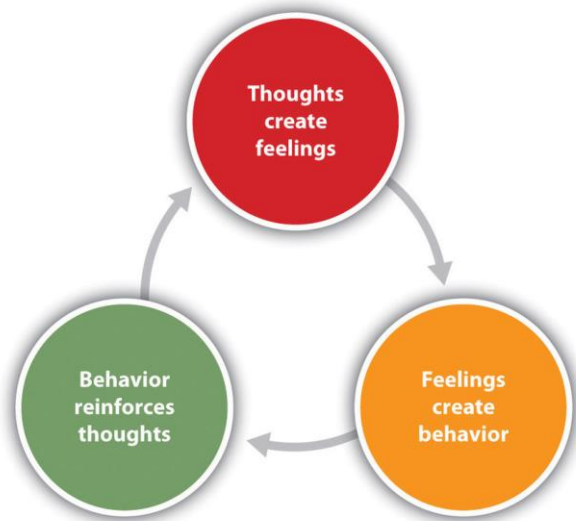
Implementation Best Practices



CORE PRINCIPLE 2: IMPLEMENT PROGRAMS AND SERVICES PROVEN TO REDUCE RECIDIVISM

Research shows that services that promote youths' positive development can reduce recidivism rates by up to 40 percent.

COGNITIVE BEHAVIORAL THERAPY



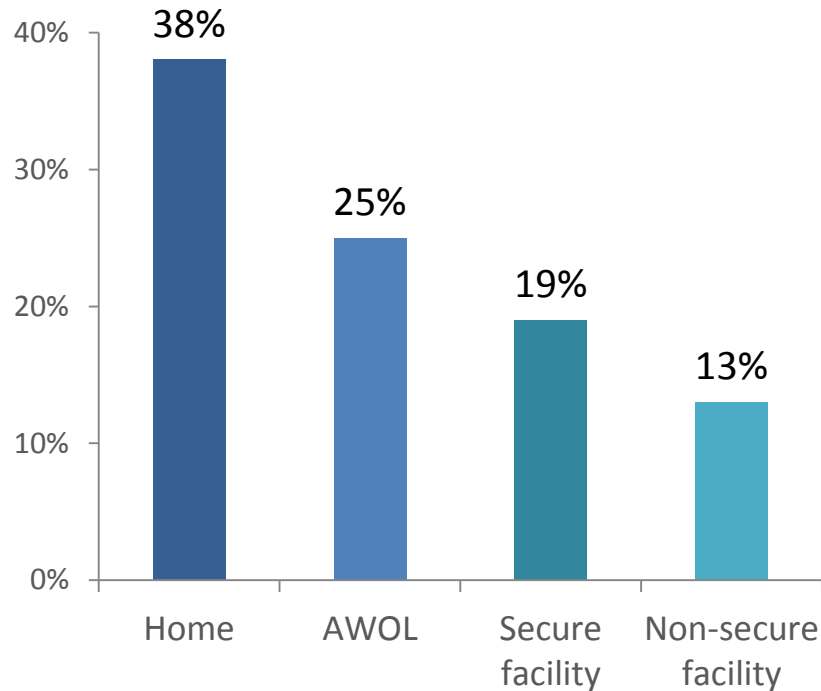
FAMILY/COMMUNITY-CENTRIC APPROACHES



IMPLEMENT PROGRAMS AND SERVICES PROVEN TO REDUCE RECIDIVISM: CHALLENGES AND BEST PRACTICES IN KANSAS

CHALLENGE

Discharge Location for Youth Placed in Private Residential Facilities, 2014



BEST PRACTICE

All service providers must use evidence-based models and meet specific performance measures.



Implementation Challenges

Adopt effective service models and implement them with high quality

1.

Lack of clear definition for “evidence-based”

2.

Unidentified treatment models, target population, or dosage

3.

Lack of implementation fidelity/quality

4.

Underestimation of capacity needed to be a service procurer and manager

5.

Insufficient data collection and reporting

6.

Lack of provider improvement and accountability processes

Implementation Best Practices

Funding

- Require the use of funding for only programs that meet specific research/outcome standards

Contracting

- Require documentation and adherence to target population, service matching, and program model

Service Policies and Oversight

- Establish referral, eject/reject, dosage, and service delivery policies; track outcomes; and provide QA

Assessment and Accountability

- Conduct service quality assessments
- Mandate data collection and reporting and establish formal improvement/corrective action processes

Challenges to Improving Outcomes for Youth

“What Works” to Improve Outcomes for Youth: Principles 1 + 2

“What Works” to Improve Outcomes for Youth: Principles 3 + 4

CORE PRINCIPLE 3: COLLABORATE ACROSS SYSTEMS TO ADDRESS YOUTHS' NEEDS

60 to 70 percent of confined youth have a mental illness.



25 to 50 percent of confined youth have a substance use disorder.



65 percent of youth under supervision have past/current involvement in the child welfare system.



More than **50 percent** of confined youth have reading and math skills significantly below their grade level, have repeated a grade, and have been suspended or expelled.

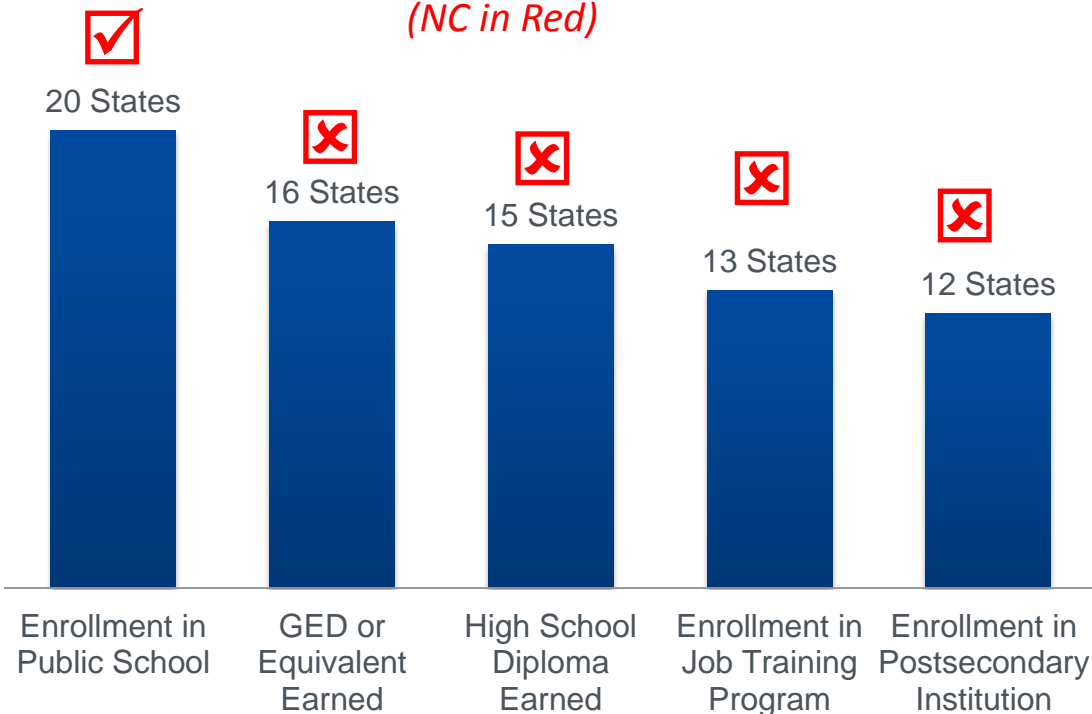


COLLABORATE ACROSS SYSTEMS TO ADDRESS YOUTHS' NEEDS: CHALLENGES AND BEST PRACTICES IN NORTH CAROLINA

CHALLENGE

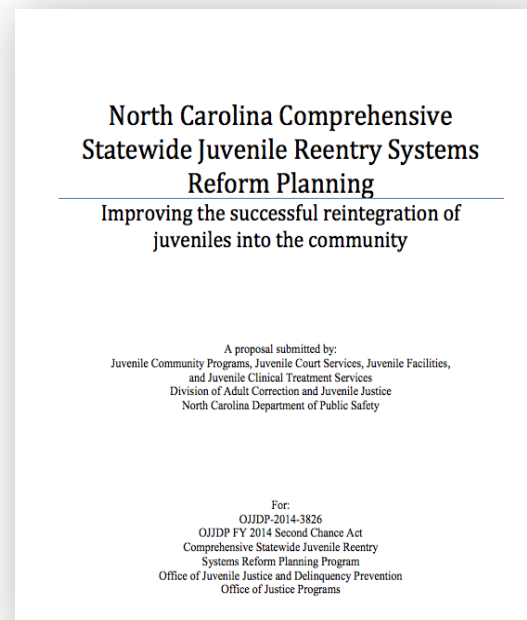
State Juvenile Justice Agencies Collection of Educational Outcome Data For Incarcerated Youth after Release, 2015

(NC in Red)



BEST PRACTICE

Cross-systems committee (education and juvenile justice) to improve educational/vocational outcomes



Implementation Challenges

Employ a coordinated approach to address youth's needs

- | | | |
|---|---|--|
| 1.
Limited availability/quality of mental health and substance use services | 2.
Child welfare and juvenile justice systems don't coordinate | 3.
Youth's educational records/credits are not transferred in a timely or complete manner |
| 4.
Youth are not re-enrolled in an appropriate school in a timely manner, and outcomes not tracked | 5.
"Meeting" syndrome | |

Implementation Best Practices

Collaboration Structures

- Establish taskforces with key decision makers focused on specific policy changes, and identify system liaisons

Information Sharing

- Develop information sharing agreements and/or shared management systems

Cross-Agency Policies and Protocols

- Establish treatment-team meetings and cross-agency policies and training

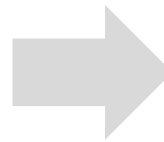
Blended Funding

- Use Medicaid, IVE Waiver funding, systems or care, or other funding streams to address shared service needs

CORE PRINCIPLE 4: TAILOR SUPERVISION/SERVICES TO YOUTHS' DEVELOPMENTAL NEEDS

Youth Are Different from Adults

- They are susceptible to peer influence.
- They engage in risky behaviors.
- They fail to account for long-term consequences.
- They are relatively insensitive to degrees of punishment.
- They struggle to regulate impulses and emotions.



Key Components of a Developmentally Appropriate Approach

- Engage youth and families in system decisions/interventions.
- Focus supervision on positive youth behavior change.
- Hold youth accountable using a graduated response matrix.
- Require youth to repair the harm caused to victims/communities.

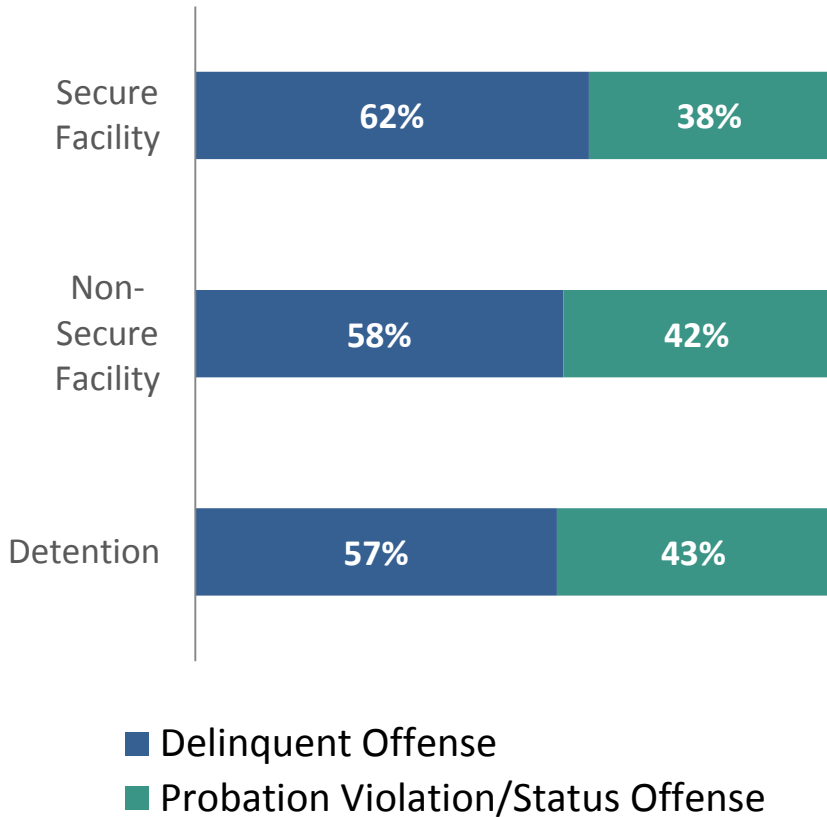
CORE PRINCIPLE 4: TAILOR SUPERVISION/SERVICES TO YOUTHS' DEVELOPMENTAL NEEDS

Focus on Surveillance	Focus on Positive Behavior Change
Laundry list of supervision conditions	Developmentally appropriate conditions
Fixed and uniform case contact requirements	Contact requirements based on youth's assessed risk level
No collateral contact requirements	Required family and school collateral contacts
Large caseloads, "check-in" visits	Small caseloads with sessions focused on behavior change/skill development
Minimal training	Training in engagement and cognitive behavioral techniques
Minimal use of incentives/rewards	Frequent use of incentives/rewards

TAILOR SUPERVISION/SERVICES TO YOUTHS' DEVELOPMENTAL NEEDS: CHALLENGES AND BEST PRACTICES IN UTAH

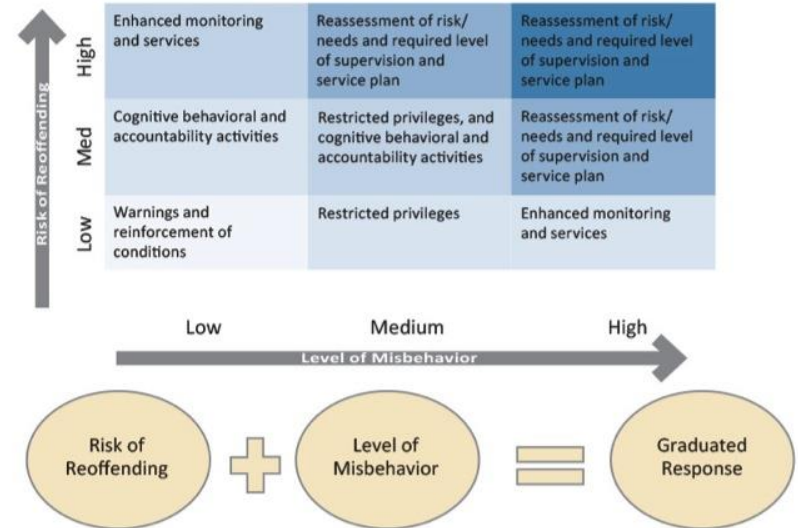
CHALLENGE

Youths' Most Recent Offense Type Prior to Confinement, 2014



BEST PRACTICE

Statewide graduated sanctions matrix



Implementation Challenges

Establish a developmentally-appropriate approach

1.

Youth/families are engaged in token ways or ways convenient for staff

2.

Supervision staff do not buy-into or are not trained in promoting positive youth behaviors

3.

Case contact requirements are inconsistently followed, burdensome, or perfunctory

4.

Graduated response systems are ignored

5.

Restorative justice practices become punishments

Implementation Best Practices

Family-Based Perspective

- Form family councils or hire family advocates
- Establish family-based policies and processes

Staff Training and Performance

- Provide ongoing training in techniques for engaging youth and promoting positive behaviors

Supervision Policies

- Establish specific supervision performance measures
- Develop contacts/graduated response criteria/policies

Quality Assurance

- Electronically capture and analyze supervision contacts, the results, and the use of graduated sanctions

Thank You

Additional Resources:

Core Principles:

<http://csgjusticecenter.org/youth/publications/juvenile-justice-white-paper/>

Measuring Juvenile Recidivism:

<http://csgjusticecenter.org/youth/publications/measuring-juvenile-recidivism/>

Juvenile Justice Technical Assistance:

<https://csgjusticecenter.org/youth/reducing-juvenile-recidivism/>

Juvenile Justice Project:

<https://csgjusticecenter.org/youth/about-the-youth-program/>

The presentation was developed by members of the Council of State Governments Justice Center staff. The statements made reflect the views of the authors, and should not be considered the official position of the Justice Center, the members of the Council of State Governments, or the funding agency supporting the work. Citations available for statistics presented in preceding slides available on CSG Justice Center web site.