



Justice Center

THE COUNCIL OF STATE GOVERNMENTS

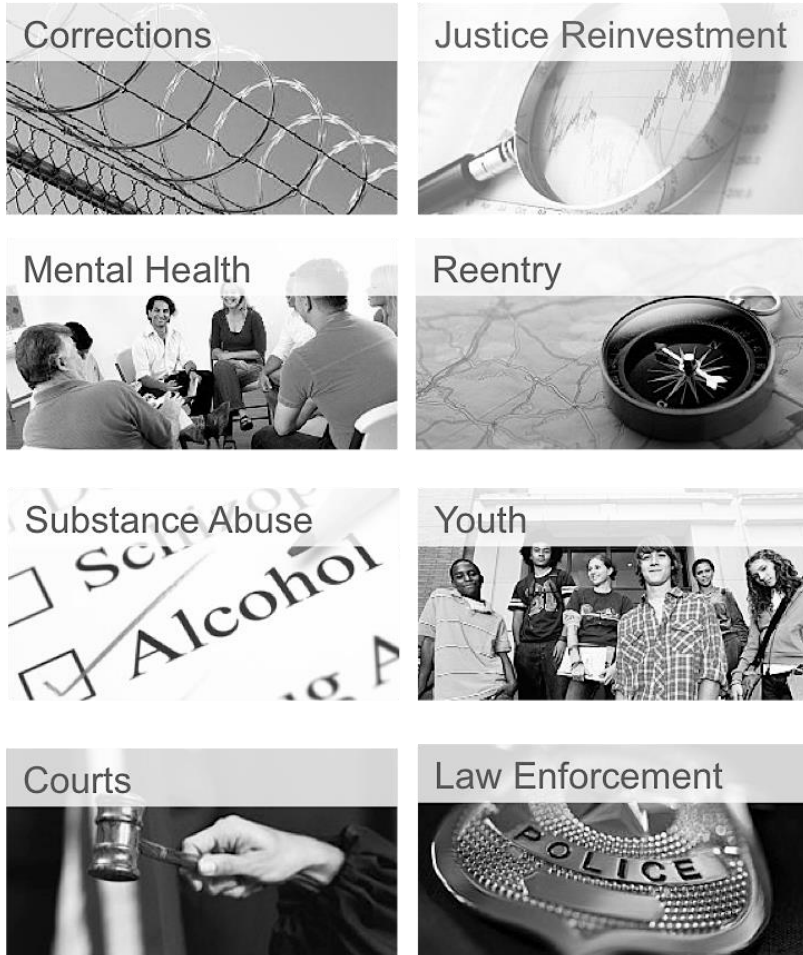
INDIANA JUVENILE JUSTICE PRELIMINARY ASSESSMENT

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About the CSG Justice Center



Justice Center

THE COUNCIL OF STATE GOVERNMENTS

National nonprofit, nonpartisan, membership association of state government officials that engages members of all three branches of state government

Provides practical, nonpartisan research-driven strategies and tools to increase public safety and strengthen communities

Only National Organization Explicitly Focused on Improving Public Safety and Outcomes for Youth in the Juvenile Justice System

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.

the NATIONAL REENTRY RESOURCE CENTER
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CORE PRINCIPLES FOR REDUCING RECIDIVISM AND IMPROVING OTHER OUTCOMES FOR YOUTH IN THE JUVENILE JUSTICE SYSTEM

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Transforming Juvenile Justice Systems

to Improve Public Safety and Youth Outcomes

MAY 2018

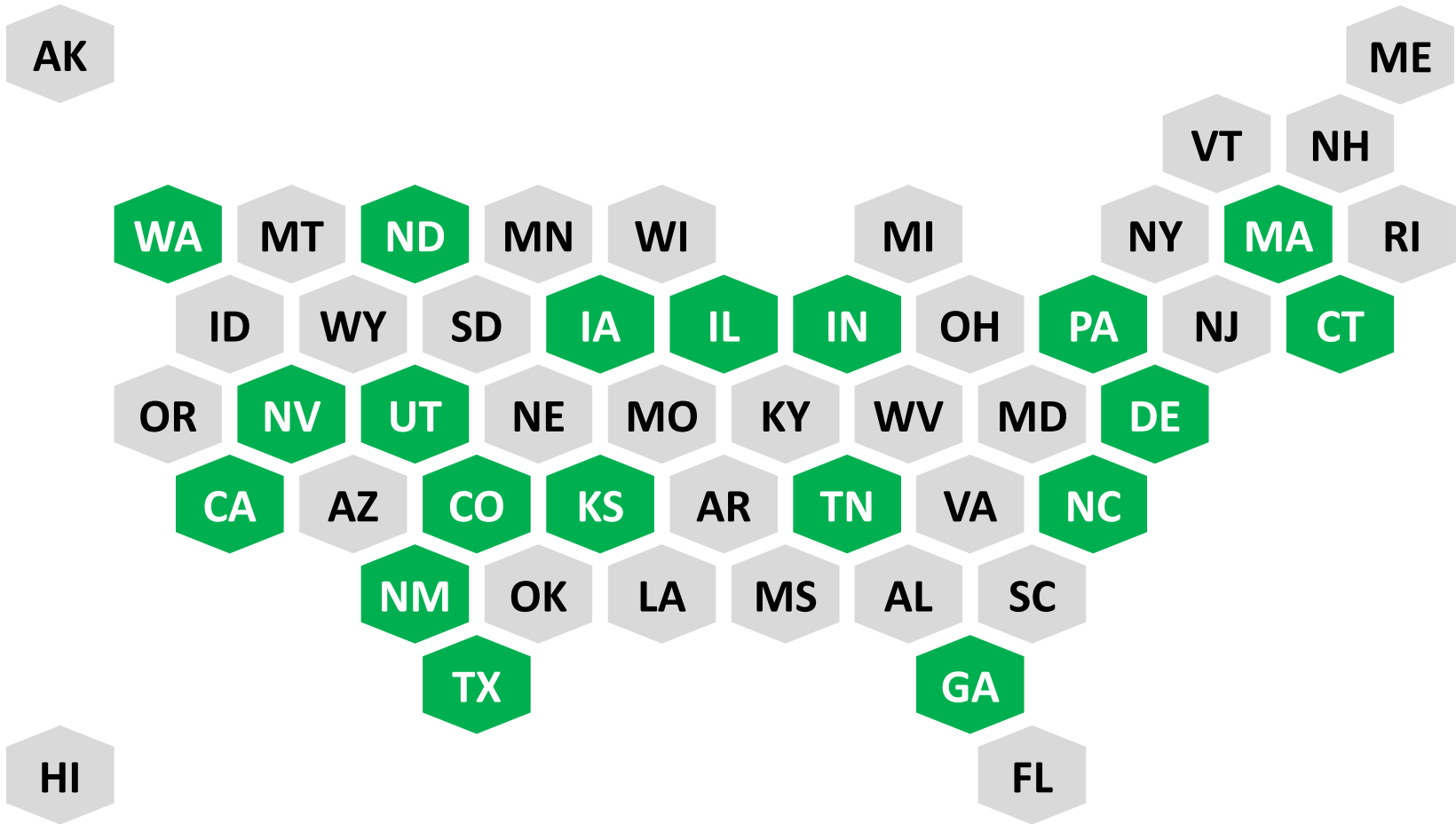
Josh Weber, Deputy Director, Corrections & Reentry
The Council of State Governments Justice Center

Michael Umpierre, Deputy Director
Juvenile Justice System Improvement and Communications
Center for Juvenile Justice Reform, Georgetown University

Shay Bilchik, Director
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We've Partnered with an Array of States and Counties to Facilitate Systemic Juvenile Justice System Improvement



Our Process is Collaborative, Data-Driven, Research-Based, and Focused on Concrete Policy/Practice/Funding Changes



Partners with state/local leaders through *collaborative taskforces* to identify specific goals and priorities



Leverages and *builds upon* past and current reform efforts



Provides an *objective, comprehensive, system wide* analysis on performance, outcomes, and equity, including *case level data analysis*



Applies the research on what works to help identify opportunities for systemic improvement through legislation, appropriations, and administrative reforms



Provide implementation support to promote *long-term impact and sustainable change*

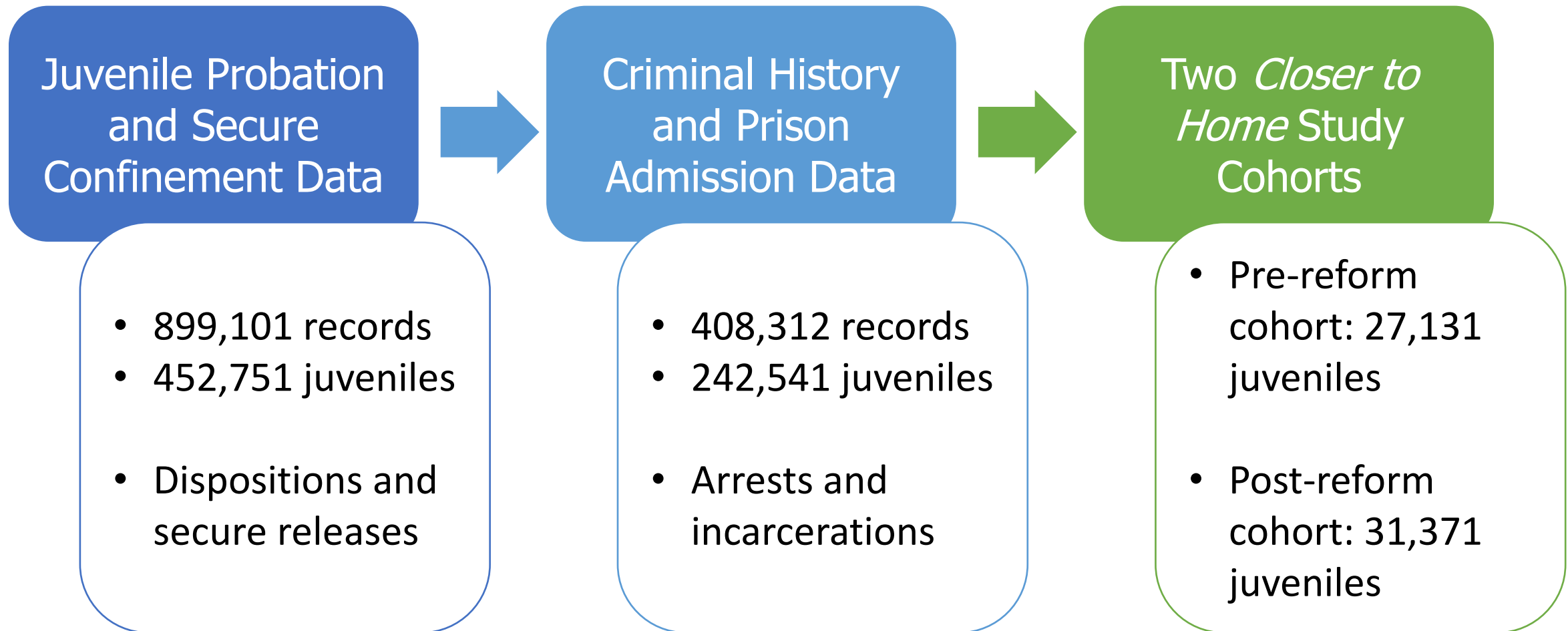
What Challenges Do States Face
to Ensuring Resources Are Used
Efficiently to Improve Public Safety
and Youth Outcomes?

Juvenile Incarceration Rates Have Declined Significantly Over the Last Decade

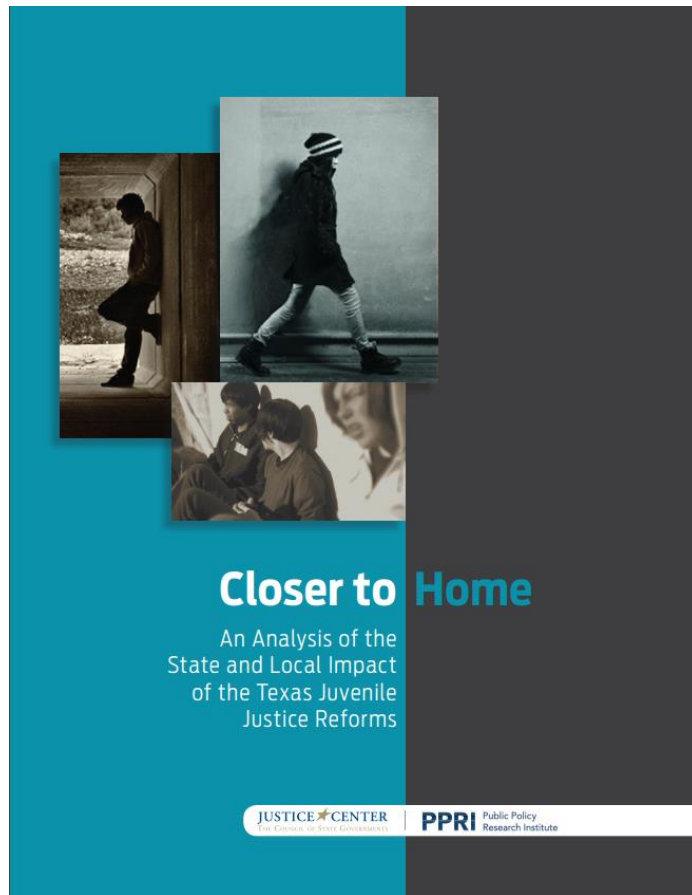
60%



Texas Case Study: Examining the Impact of De-incarceration and Community Investment



Community Supervision is a Better Public Safety Strategy than Incarceration



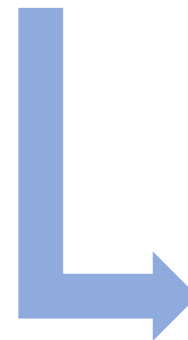
One-Year Probability of Rearrest

Released from State-Run Secure Facilities

41%

Supervised in the Community

34%



21% more likely to be rearrested

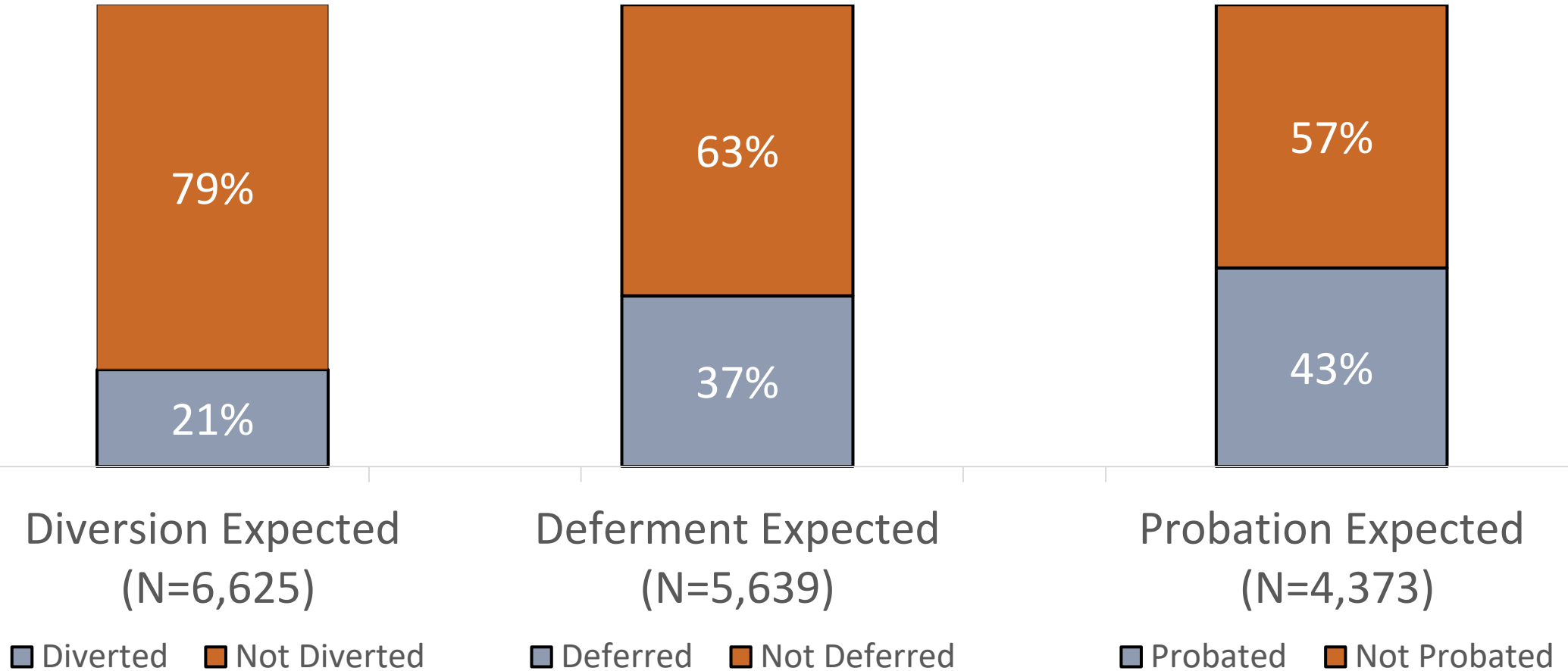
Texas Invested in Supervision and Services

	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
Percent of local juvenile probation department expenditures contributed by county	77%	71%	-8

Rearrest Rates Were Comparable Despite Resource Investments

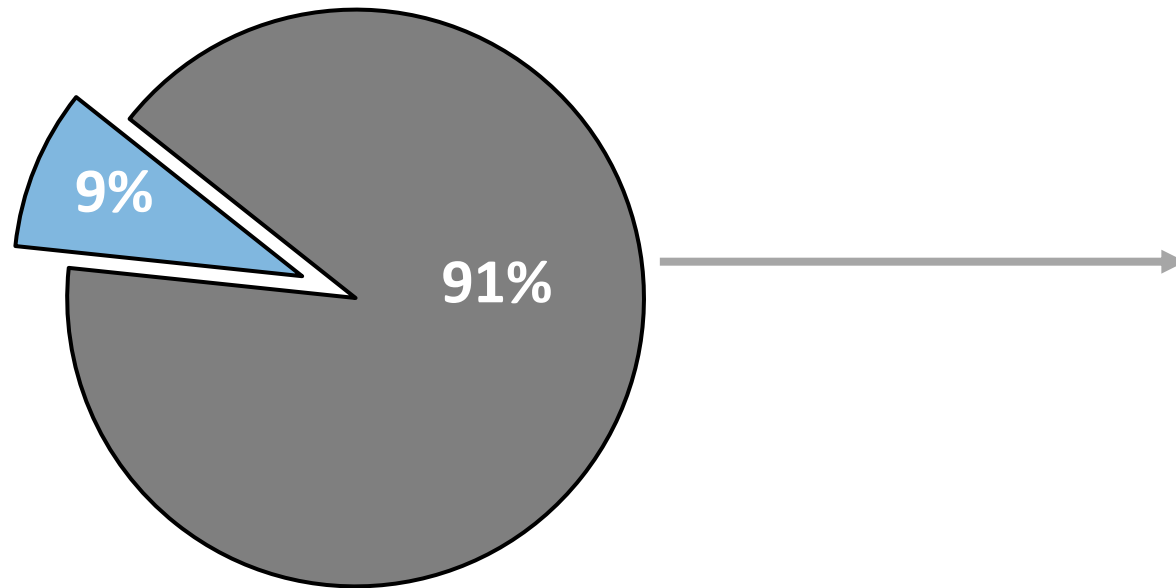
Intervention Type	Pre-Reform Study Group <i>One-Year Probability of Rearrest</i>	Post-Reform Study Group <i>One-Year Probability of Rearrest</i>
State incarceration	41%	41%
Skill-Based Program	29%	27%
Treatment Program	28%	30%
Surveillance Program	31%	29%
Secure County Placement	33%	34%
Non-Secure County Placement	35%	35%
No Intervention	33%	32%

Youth Consistently Received Higher Levels of Supervision than Warranted Based on their Risk Level



Youth were Detained at Far Higher Rates than Warranted

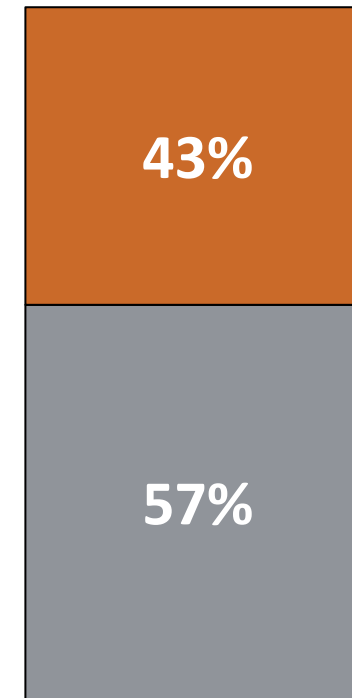
Percent of Cases Where Detention was Expected



Expected
(N=1,596)

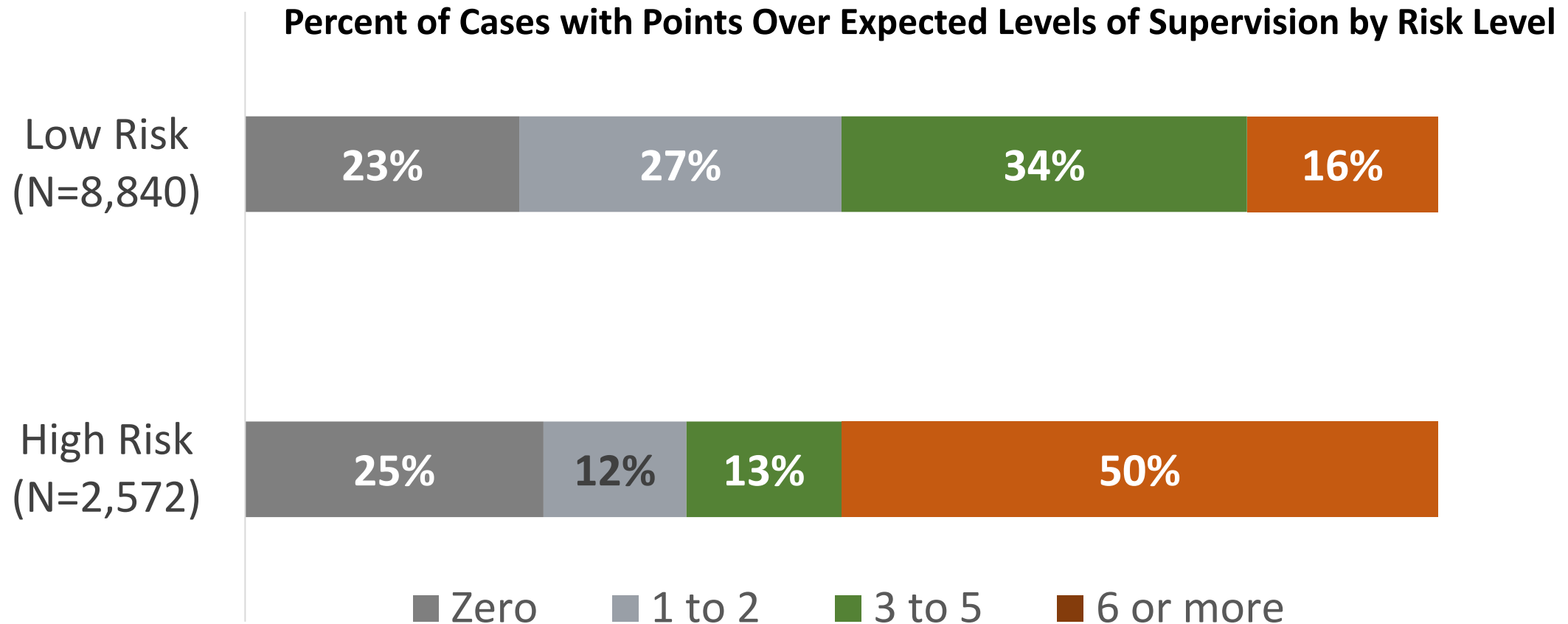
Not Expected
(N=15,344)

Percent Detained in Cases Where Detention Not Expected



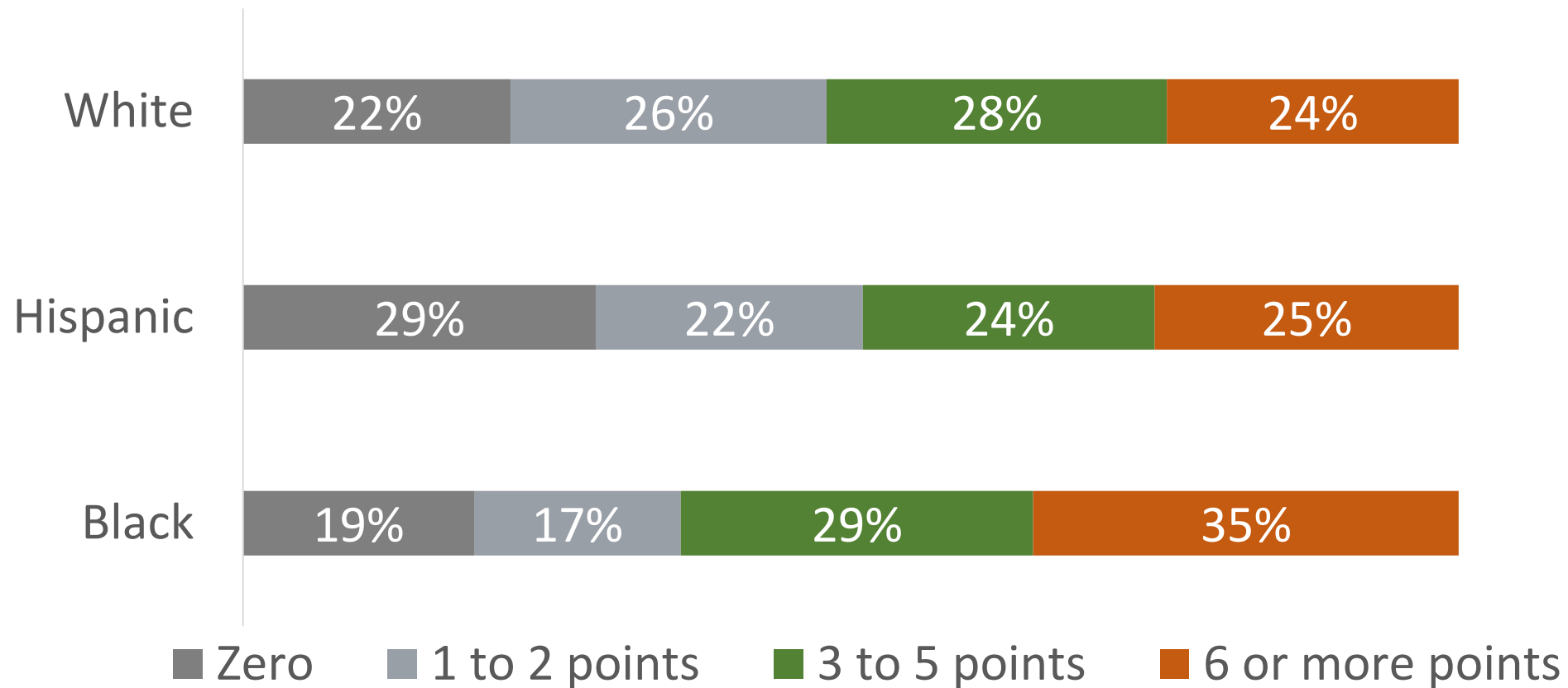
Not Detained Detained

Both Low and Higher Risk Youth Received Higher Levels of Supervision than Warranted



Black Youth Consistently Received Higher Levels of Supervision than Warranted Compared to their Peers

Percent of Cases that Received Higher Levels of Supervision/Detention than Expected by Race/Ethnicity



Youth Were Not Well Matched to Services

County	# of Youth Identified as Having a Substance Abuse Need at Referral	➔	% of These Youth in Substance Abuse Program
Tarrant	659		2
Travis	497		27
Victoria	0		0
Harris	3,731		12
Lubbock	131		32
Cameron	287		25
Dallas	1,835		23
El Paso	518		0

High-Risk Youth Spent Less Time in Programs

MEDIAN NUMBER OF DAYS SPENT IN A PROGRAM

County	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

Registry of Programs Lacked Clear Standards on What “Evidence-Based” Actually Entails

ATTACHMENT THREE - A
SCORING: **RATE OF RECIDIVISM**

SERVICE CATEGORIES/CONTRACTORS	Total Number of Successful Discharges	Total Recidivism Rate	3 Year Average for Each Service Category	Recidivism Score (35 Points)
ART EDUCATION PROGRAMS				
Big Thought	42	12%	15%	23
ALTERNATIVE EDUCATION/GED PROGRAMS				
Goodwill Industries Of Dallas	N/S	N/S	11%	N/S
COUNSELING PROGRAMS				
The Family Place				
DETENTION ALTERNATIVE PROGRAMS				
Youth Advocate Programs (DCAP)				
FAMILY PRESERVATION PROGRAMS				
Child and Family Guidance Centers				
VisionQuest National				
Youth Advocate Programs				
INTENSIVE GANG INTERVENT. / PREVENT. PROGRAMS				
Youth Advocate Programs (DCAP)				
MENTORING PROGRAMS				
MY GIRLS				
Styles of Music Productions				
SUBSTANCE ABUSE TREATMENT PROGRAMS				
Phoenix Proj - Dallas Challenge Subs Abuse Program				
WRAPAROUND PROGRAMS				
Youth Advocate Programs (DCAP)				

Note: Recidivism is measured as a new referral after the program is N/S: Minimal or no performance data available due to the category

ATTACHMENT THREE-B
SCORING: **RATE OF SUCCESSFUL DISCHARGE**

SERVICE CATEGORIES/CONTRACTORS	# of Youth Discharged	# Successful Discharges	% Successful Discharges	3 Year Average for Each Service Category	Discharge History Score (25 Points)
ART EDUCATION PROGRAMS					
Big Thought	56	40	71%	58%	17
ALTERNATIVE EDUCATION/GED PROGRAMS					
Goodwill Industries Of Dallas	4	2	50%	46%	14
COUNSELING PROGRAMS					
The Family Place	46	34	74%	57%	17
DETENTION ALTERNATIVE PROGRAMS					
Youth Advocate Programs (DCAP)	108	52	48%	70	9
FAMILY PRESERVATION PROGRAMS					
Child and Family Guidance Center	61	25	41%	59	9
VisionQuest National	N/D	N/D	N/D		N/D
Youth Advocate Programs	86	46	53%		11
INTENSIVE GANG INTERVENT. / PREVENT. PROGRAMS					
Youth Advocate Programs (DCAP)	93	65	70%	56%	17
MENTORING PROGRAMS					
MY GIRLS	40	29	73%	69%	14
Styles of Music Productions	113	86	76%		15
SUBSTANCE ABUSE TREATMENT PROGRAMS					
Phoenix Proj - Dallas Challenge Subs Abuse Program	52	25	48%	49%	13
WRAPAROUND PROGRAMS					
Youth Advocate Programs (DCAP)	170	125	74%	62%	17

N/D = Minimal or no performance data available due to the category or program being new or under-utilized.
N/S = Not scored due to the program being new or under-utilized.

Functional Family Therapy

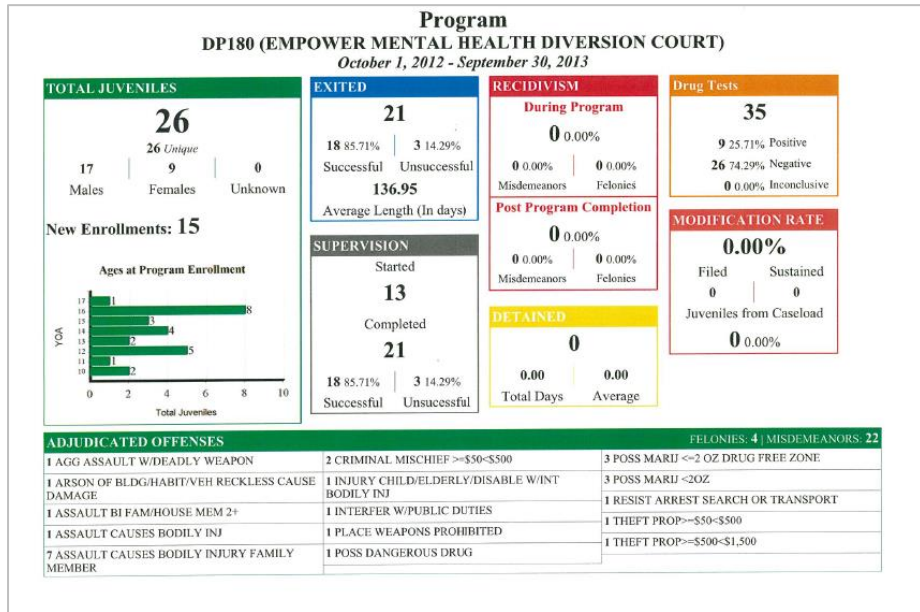
Equine Therapy

Midnight Basketball

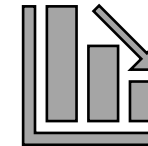
Drug Education Classes

Aggression Replacement Training

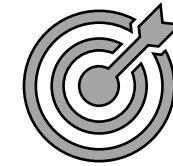
Data Was Collected But Not Used to Track Fidelity and Outcomes and to Hold Providers Accountable



Define Key Performance Measures and Collect Data



Data Analysis by Key Demographic, Provider, and Community Variables



Regularly Share Data, Develop Remediation Plans, Invest in What Works



Current State of the Field: Lessons Learned for Indiana and other States/Counties

- 1 Focus on reducing reliance on incarceration has been successful and warranted—keeping youth in the community whenever possible is the most cost-effective public safety strategy.



Current State of the Field: Lessons Learned for Indiana and other States/Counties

2

Despite the increased use of structured decision making tools, youth—particularly youth of color—are often not well matched to the appropriate level and type of supervision and services.



Current State of the Field: Lessons Learned for Indiana and other States/Counties

3

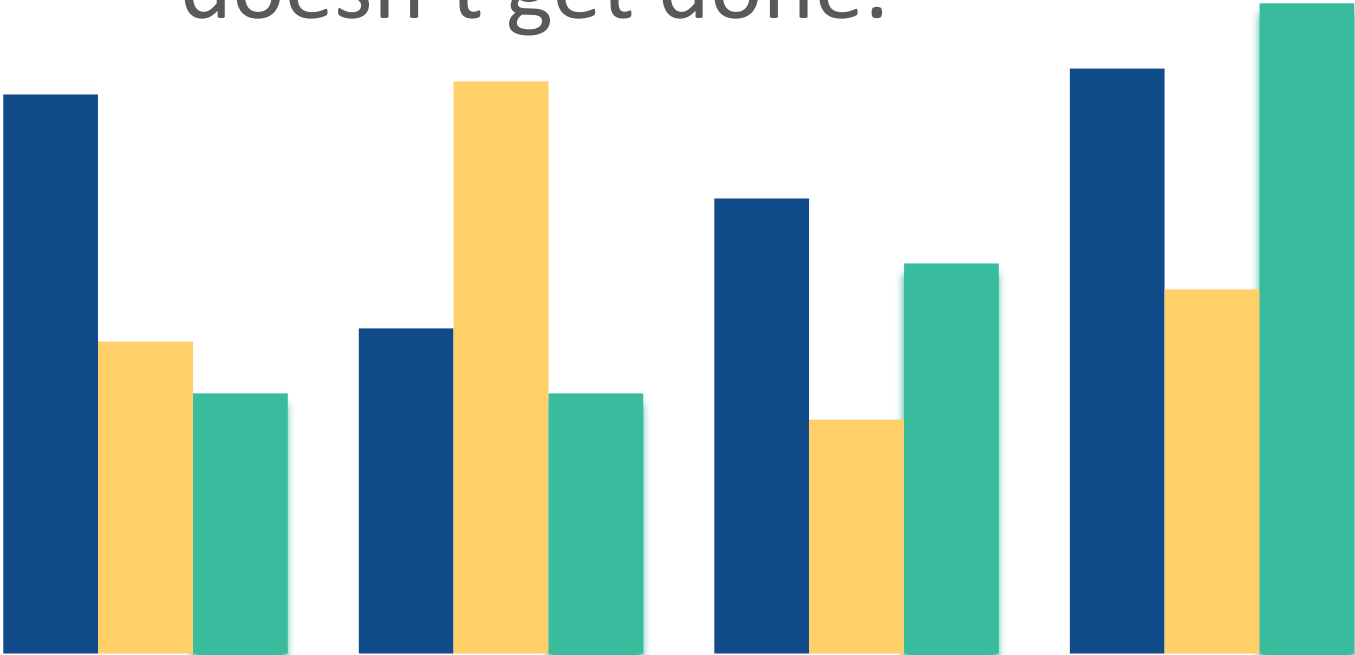
Most jurisdictions struggle to ensure that the services that youth receive are actually based on research, implemented with fidelity, and effective.



Lessons Learned for Using Resources Efficiently to Improve Public Safety and Youth Outcomes

4

What doesn't get measured, and *acted upon*, doesn't get done.



Indiana Juvenile Justice Preliminary Assessment Process

Indiana established a task force chaired by Rep. McNamara and Sen. Crider to oversee and guide the preliminary assessment.

- **Representative Wendy McNamara, Co-chair, Indiana General Assembly**
- **Senator Mike Crider, Co-chair, Indiana General Assembly**
- Chris Ball, Marion County Juvenile Probation
- Parri Black, Youth First, Inc.
- Serrilla Blackmon, Division of Mental Health and Addiction
- Hon. Jason Cichowicz, St. Joseph Probate Court
- Alison Cox, Porter County Juvenile Detention
- Hon. Steve David, Indiana Supreme Court
- Katy Elmer, Evansville-Vanderburgh School Corporation
- James Garrett, Jr., Indiana Commission on the Social Status of Black Males
- Hon. Dana Kenworthy, Grant Superior Court 2
- Hon. Kenton Kiracofe, Wells Circuit Court
- Susan Lightfoot, Henry County
- Chase Lyday, Avon Community School Corporation
- Rep. Robin Shackelford, Indiana General Assembly
- Senator Eddie Melton, Indiana General Assembly
- Rudy Monterrosa, Notre Dame Law School
- Chris Naylor, Indiana Prosecuting Attorney's Council
- Angela Reid-Brown, Indiana Office of Court Services
- Dave Reynolds, Porter County
- Mark Russel, Indianapolis Urban League
- Tami Silverman, Indiana Youth Institute
- Angela Sutton, Division of Youth Services , Indiana Department of Corrections
- James Taylor, MSD of Warren Township
- Don Travis, Deputy Director of Juvenile Justice Initiatives & Support, Indiana Department of Child Services
- Lisa Truitt, Indiana Department of Education
- Nancy Wever, JDAI
- William "Russ" Whelan, Sellersburg Police Department
- Joel Wieneke, Staff Attorney, Indiana Public Defender Council

Assessment Process Goal and Objectives

GOAL: Position Indiana to develop a consensus-based, data-driven statewide plan that ensures that the juvenile justice system more effectively protects public safety, reduces disparities, and improve outcomes for youth .

- **Objective 1:** Identify opportunities to leverage and build upon past and current juvenile justice reform efforts for development of the statewide plan.
- **Objective 2:** Evaluate Indiana’s current capacity to collect, analyze, report, and use key juvenile justice data critical for developing a data-driven statewide plan and for positioning system stakeholders to measure system performance and progress and make data-driven decisions.
- **Objective 3:** Establish initial priorities for system improvement shared by key stakeholders, and secure buy-in for a collaborative statewide assessment, planning, and improvement process.
- **Objective 4:** Assess alignment of Indiana’s legislative code and statewide funding approach with research and national best practice.
- **Objective 5:** Prepare and present a report to all key stakeholders that identifies priorities for system improvement, details initial recommendations for potential legislative, administrative, and fiscal changes, and provides a detailed roadmap for developing a data-driven statewide plan.

We Will Employ a Range of Methods to Facilitate the Preliminary Assessment of IN's Juvenile Justice System

Review Recent Reform Efforts

- Review analyses and reports related to past and current juvenile justice system improvement efforts, including annual reports, strategic plans, and other available information
- Ensure that the initial assessment and statewide plan builds upon system strengths and is not duplicative

Legislative review

- Review current juvenile justice legislative code (Title 31) and other relevant statutes (Title 11, Title 33, etc.)
- Identify strengths and key gaps in relation to research and best practice, as well as areas of confusion/concern
- Make initial recommendations on potential revisions that reflect research and best practices



We Will Employ a Range of Methods to Facilitate the Preliminary Assessment of IN's Juvenile Justice System (cont.)

Stakeholder Interviews and Focus Groups

- Conduct focus groups with Commission members, policymakers, DYS, DCS, Juvenile Court judges and Probation staff, prosecutors and public defenders, law enforcement, providers, education and other youth service systems, and the youth and families most impacted by the system
- Facilitate one-on-one meetings with system leaders and decision makers
- Solicit feedback from and help serve as a point of coordination amongst array of juvenile justice reform groups

Data Collection and Use Analysis

- Assess Indiana's capacity to collect and analyze the case-level juvenile justice data critical to developing a data-driven statewide plan, including system performance, youth outcome, and disparity data
- Partner with research/IT staff within DYS, DCS, and county juvenile justice agencies to identify data collection, quality, analysis, reporting, and use strengths and gaps



Framework for the Assessment is Based on the Core Principles for What Research Shows Works to Reduce Recidivism and Improve Youth Outcomes

1.

Base supervision, service, and resource allocation decisions on the results of **validated risk and needs assessments**

2.

Adopt and effectively implement **programs and services demonstrated to reduce recidivism and improve other youth outcomes**, and use data to evaluate the results and direct system improvements

3.

Employ a **coordinated approach across service systems** to address youth's needs and promote positive youth development

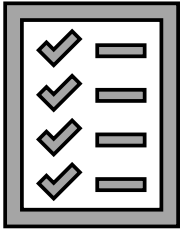
4.

Tailor system policies, programs, and supervision to reflect the distinct **developmental needs of adolescents**



Assessment Deliverables Will Help Indiana Advance a Concrete Plan for Statewide System Improvement

SUMMARY REPORT



- Assessment of the current status of Indiana’s juvenile justice system operations, performance, equity, and youth outcome data; what improvements are needed; what data would be available to guide a statewide plan; and what steps are needed to collect, aggregate, and match this data.
- Pre-requisites for conducting a successful system assessment and developing a statewide plan, including how to leverage past and current reform efforts and ensure stakeholder buy-in.
- Consensus priorities for system improvement across stakeholder groups, and initial recommendations for key changes that might be required to align statewide policy, practice, and funding with research and best practice.
- Roadmap for developing a statewide plan including recommended assessment and consensus building activities, oversight structure, key partners, and deliverables with associated timelines.



*Will present report key takeaways and recommendations to the Commission, legislative committees, and/or other stakeholders as desired

Preliminary Assessment Timeline

	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May
Key Objectives								
Objective 1: Assess alignment of Indiana’s legislative code	X	X						
Objective 2: Identify opportunities to leverage and build upon past and current juvenile justice reform efforts for	X	X	X	X				
Objective 3: Establish initial priorities for system improvement shared by a broad range of stakeholders	X	X	X	X	X	X		
Objective 4: Evaluate Indiana’s current capacity to collect, report, and share key juvenile justice data	X	X	X	X	X	X		
Objective 5: Prepare and present a report to all key stakeholders					X	X	X	X

Key Questions

Barriers and Challenges

1

What do you see as the most significant barriers and challenges to improving outcomes for youth in contact with the juvenile justice system?

Assessment Process and Areas of Focus



What potential areas of focus do you think should be included during the initial assessment process? What key groups do we need to speak with to ensure an array of perspectives and voices are heard?