



Moving from Institutions to Community-based Treatment in Juvenile Justice

March 16, 2017
State Capitol, Hartford

Connecticut's Opportunity to Close CJTS and Lead the Nation (again) in Juvenile Justice Reform

"We are a community of possibilities, not a community of problems. Community exists for the sake of belonging and takes its identity from the gifts, generosity, and accountability of its citizens. It is not defined by its fears, its isolation, or its penchant for retribution."

-John McKNight

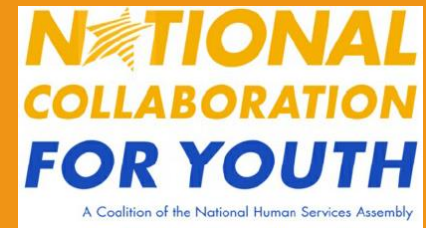
BEYOND BARS

KEEPING YOUNG PEOPLE SAFE AT
HOME AND OUT OF YOUTH PRISONS

The National Collaboration for Youth



BEYOND BARS



Keeping Young People Safe at Home and Out of Youth Prisons

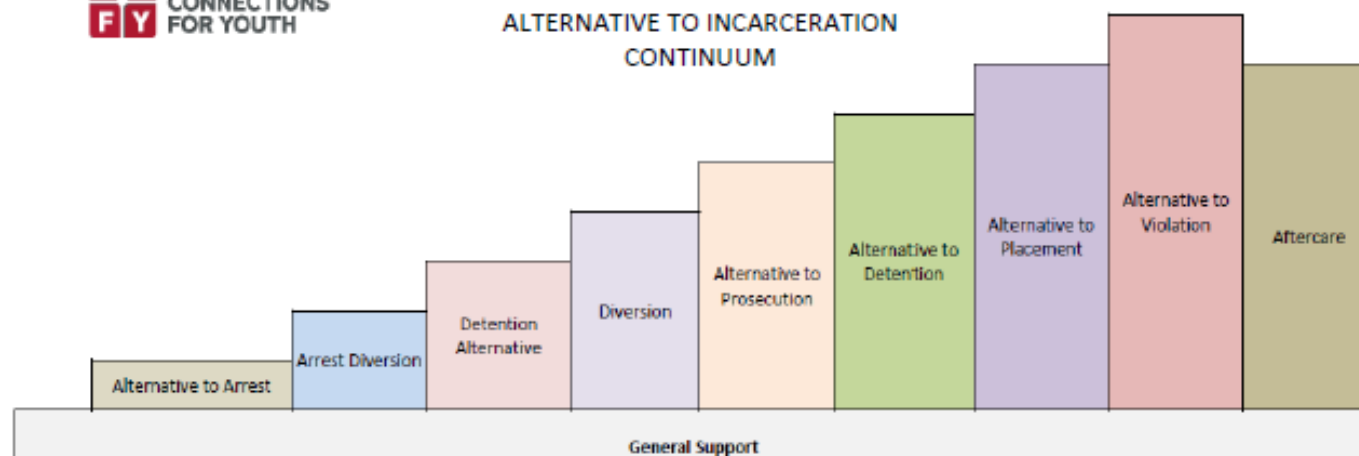
Report can be downloaded at www.collab4youth.org

Setting the Context



COMMUNITY
CONNECTIONS
FOR YOUTH

ALTERNATIVE TO INCARCERATION CONTINUUM



Alternative to Arrest

Arrest Diversion

Detention
Alternative

Diversion

Alternative to
Prosecution

Alternative to
Detention

Alternative to
Placement

Alternative to
Violation

Aftercare

General Support

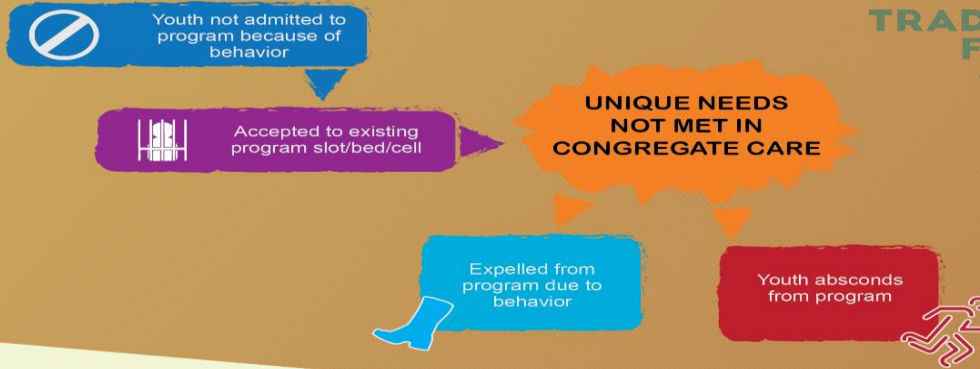
How we define “continuum of care”

Definition: A continuum of care is an array of meaningful non-residential community-based programs, supports, resources and services specifically designed to meet the individual needs of young people and their families in their homes. Continua of care cultivate the strengths of youth and families and provide them with what they might need at different stages of intensity in order to keep young people out of the juvenile justice system and confinement.

Impact: In a continuum of care, youth will be able to develop AUTONOMY, COMPETENCE and a SENSE OF RELATEDNESS or belonging to their families and communities in a way that helps to ESTABLISH OR IMPROVE PUBLIC SAFETY IN THEIR HOME COMMUNITIES.

A Better Model for Serving Youth With Complex Needs

TRADITIONAL CONTINUUM FOR YOUTH WITH COMPLEX NEEDS



INDIVIDUALIZED SERVICE PLANNING PROCESS



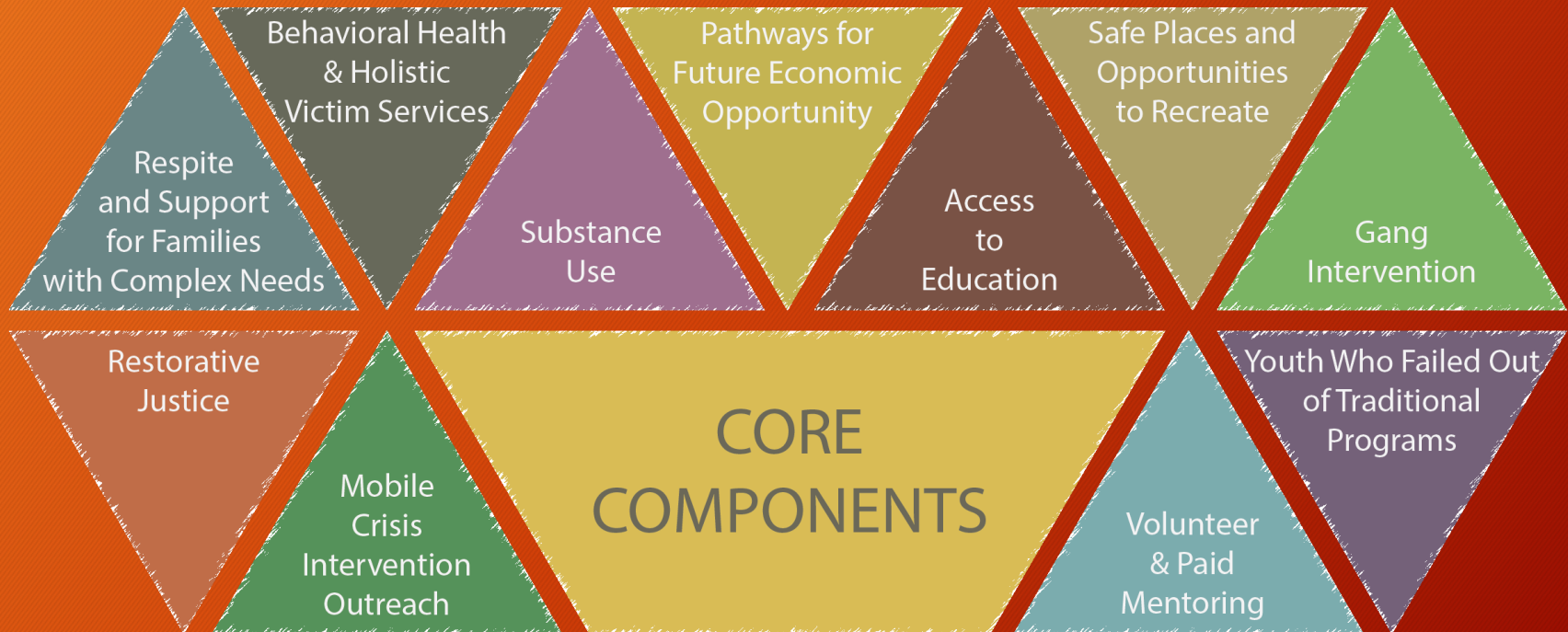
Key Strategies

- **WRAPAROUND PLANNING PROCESS**
- **CREDIBLE MESSENGERS**
- **FAMILY ADVOCACY**
- **FLEXIBLE FUND FOR EXTRAORDINARY NEEDS**
- **CRISIS AND SAFETY PLANNING**

Credible Messengers

The “Credible Messenger Initiative” at the Department of Youth Rehabilitation Services (DYRS) is a transformative mentoring intervention program for youth committed to the agency, with a restorative justice philosophy for young people in the community at large. The mission of the initiative is to connect all young people in the care and custody of DYRS to healthy homes and supportive communities, and to provide preventative supports to all youth in Washington D.C.

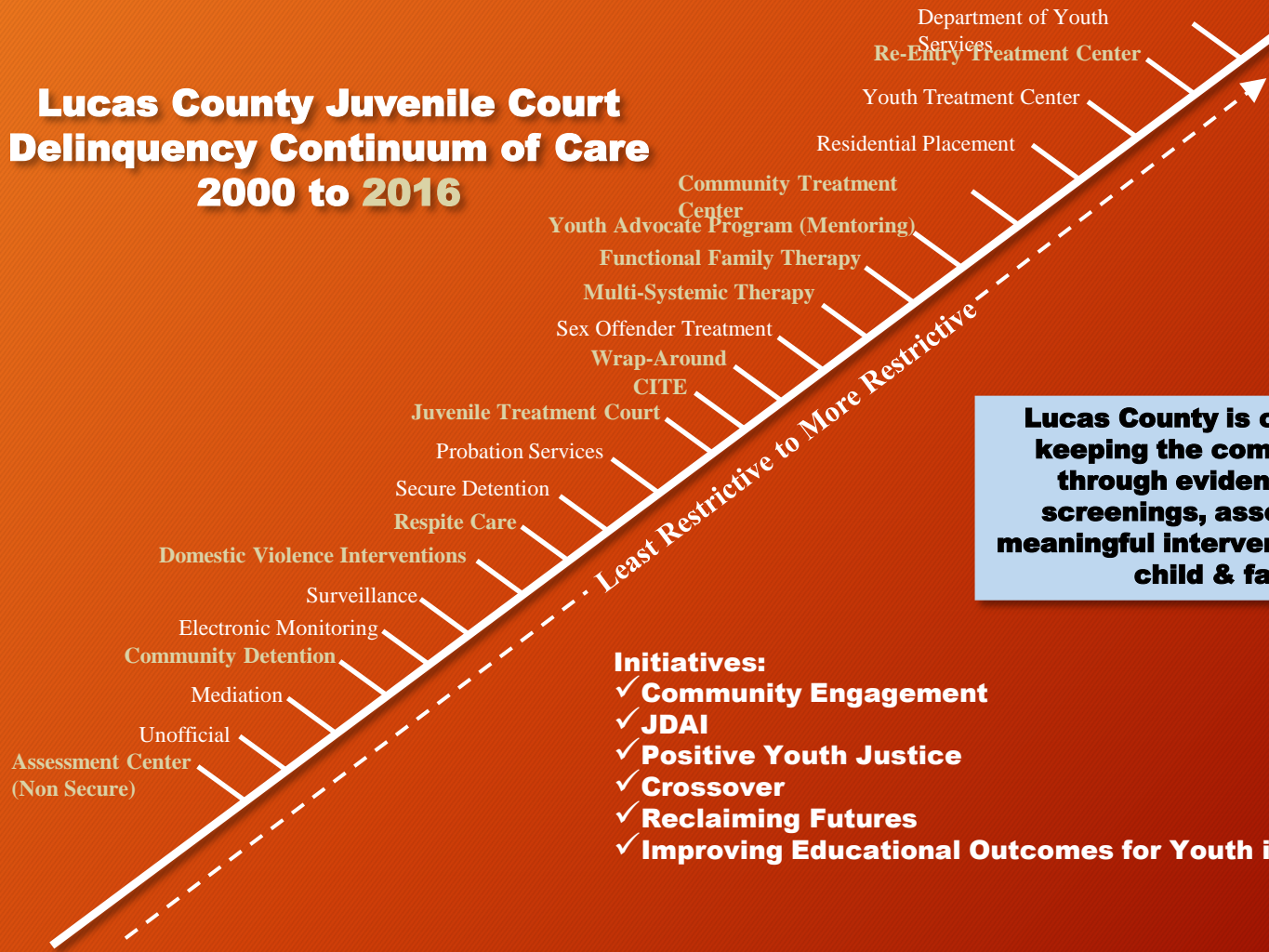
Core Components of a Continuum of Care



Examples of programs for high risk young people

- Marion County, Indiana (alternative to state commitments)
- Delaware DYS (aftercare)
- Chicago (Programs targeted to highest risk young people)
- Lucas County, OH
- New Study Shows that community programs work: During a two-year follow-up period which compared young people in an intensive community-based program or probation, probation youth were significantly more likely to experience a state commitment than the youth in community-based non-residential program (21% versus 4%). **In other words, probation clients were five times more likely to be committed within two years after receiving services.**

Lucas County Juvenile Court Delinquency Continuum of Care 2000 to 2016

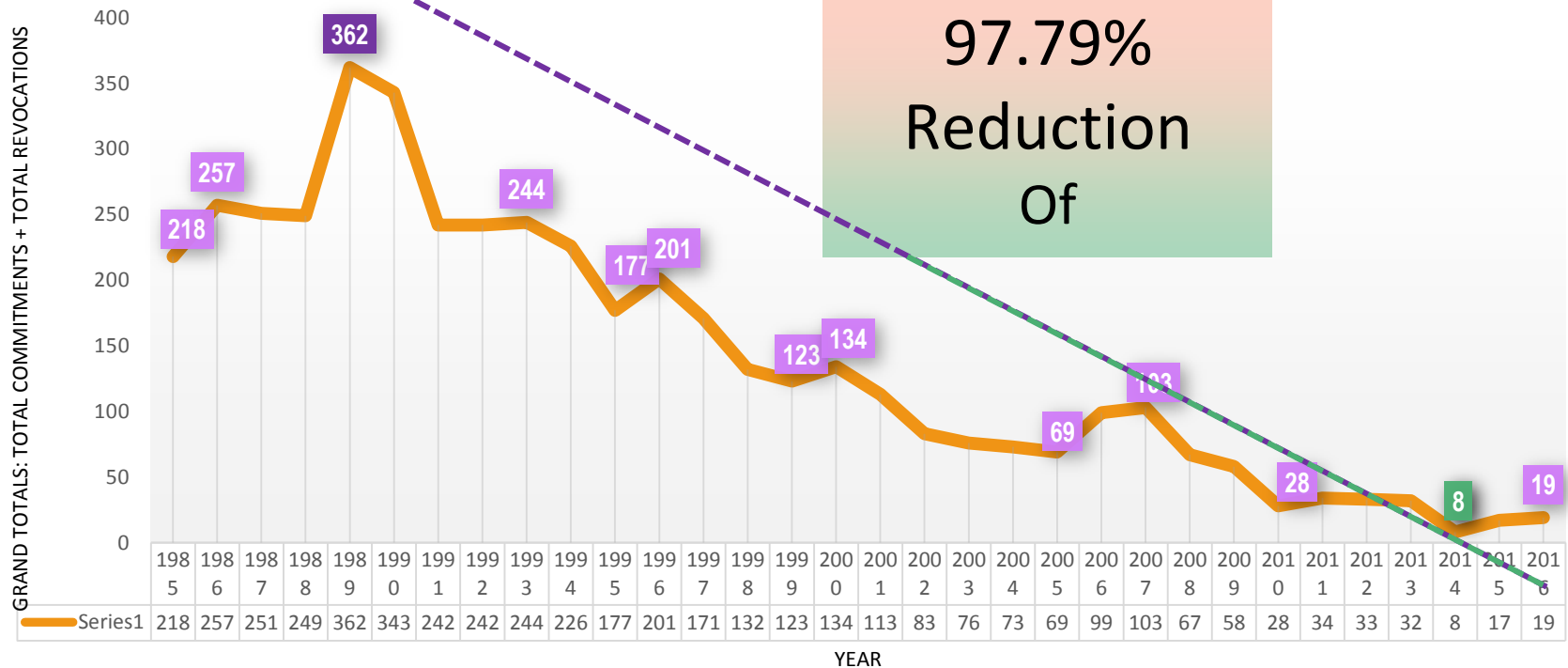


Lucas County is committed to keeping the community safe through evidenced based screenings, assessments & meaningful interventions for each child & family.

Initiatives:

- ✓ Community Engagement
- ✓ JDAI
- ✓ Positive Youth Justice
- ✓ Crossover
- ✓ Reclaiming Futures
- ✓ Improving Educational Outcomes for Youth in Foster Care

Lucas County Juvenile Court Total Commitments (includes Total Revocations) to Ohio Department of Youth Services 1985 - 2016



Promote positive youth justice/development and an increased sense of relatedness for young people.

1
GUIDING PRINCIPLE



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Define public safety as more than law enforcement.

2
GUIDING PRINCIPLE



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Shift from a slot-based system to a needs-based system.

3
GUIDING PRINCIPLE



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Services must be culturally competent and neighborhood-based.

4
GUIDING PRINCIPLE



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Ensure that services, programs and resources are family-centered.

5
GUIDING PRINCIPLE



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Include young people's ideas when creating the continua.

6
GUIDING PRINCIPLE



#BEYONDBARS

Identify community strengths and assets.

7
GUIDING PRINCIPLE



#BEYONDBARS

HOW TO DEVELOP A CONTINUUM OF CARE

Step #1: Establish a Sense of Urgency

- Rejecting youth prisons as the best way to meet youth needs, achieve public safety and improve youth outcomes

Step #2: Creating the Guiding Coalition

- Establishing expertise of youth, family and community in addition to that of systems and providers to safely decarcerate young people

Step #3: Developing a Vision and Strategy

- Defining a set of principles unique to community and culture for how to best serve young people in need

Step #4: Communicating the Change Vision

- Community and staff forums to share the vision, strategy and principles

Step #5: Empowering Broad-based Action

- Creating and funding a plan to implement the vision, strategy and principles that has been shared with others

Step #6: Generating Short-term Wins

- Track and acknowledge early, positive outcomes, including nontraditional
- outcomes for a juvenile justice system, such as stronger families

Step #7: Consolidating Gains and Producing More Change

- Official redirection of dollars earmarked for community vs. facility

Step #8: Anchoring New Approaches in Culture

- Closing youth prisons and depending instead on the community and its array of services to safely meet the needs of any young person and their family, in the community

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New York City
Administration for Children's Services
Division of Youth and Family Justice

Close to Home Initiative

Presentation to the
Juvenile Justice Policy Oversight Committee
“Moving from Institutions to Community Based Treatment in
Juvenile Justice Panel”

March 16, 2016

John Dixon
Associate Commissioner

Overview

In 2012, Governor Cuomo signed legislation that returned New York City youth committed by the family court on a delinquency docket from facilities upstate back to New York City.

Close to Home is a juvenile justice initiative that allows youth from New York City to receive services and supports in or close to the communities where they live. Close to Home builds on successful New York City and State reforms along with best practices from across the country aimed at improving outcomes for young people and their families by strengthening crucial services, resources and opportunities.

The New York City Administration for Children's Services partners with community based organizations throughout the 5 boroughs to deliver a broad range of services at non and limited secure residential sites and in the community. Close to Home group homes are neighborhood-based, small, supportive, and supervised environments where youth learn new skills designed to address their unique needs. Subsequent aftercare supervision enables youth to successfully return home by practicing and enhancing the skills they learned while in placement.

Principles

Permanency – Close to Home is structured to develop, support and maintain permanent connections for youth and families.

Well-Being – Close to Home will foster opportunities for youth to be socially connected, feel safe, be in a stable environment and to learn and grow.

Family Engagement – Family support and contact are essential to each child's growth and success. In Close to Home, dislocation is minimized creating frequent and meaningful opportunities for youth to participate in treatment and better engage with their families.

Community Integration – Youth connect and remain connected to positive adults, peers and community supports embedded in their neighborhoods. These relationships last well past program placement to ensure ongoing success and encourage youth becoming an asset to their community.

Principles

Educational Continuity – By receiving individualized educational services through the NYC Department of Education, youth earn academic credits towards a high school diploma. Support and guidance is provided to ensure continuity when youth return to their home schools.

Evidenced Based and Trauma Informed Treatment – Services are chosen that have a track record of obtaining positive outcomes with youth. A strength-based approach builds upon success and previously learned skills.

Public Safety – Intensive supervision and monitoring is provided by well-staffed programs comprised of highly-trained individuals.

Accountability – Data is used to drive programmatic decisions and to ensure that Close to Home is effective, efficient and responsive.

Processing

- Family Court Committed on Delinquency Docket
- Court Order for Placement: NSP/LSP/Unspecified
- Generally for a period of 12 or 18 months
- Length of time in residential is individually determined
- **Intake and Assessment**
 - Comprehensive Trauma Informed/Strength Based Assessment Process
 - Youth Level of Service Inventory
 - Culminates in a Transition from Detention Meeting
- **Site Placement Considerations**
 - Geography
 - Gender
 - Specialized Needs: Intellectual and Developmental Disabilities, Serious Emotional Disabilities,, Substance Abuse, Problematic Sexual Behavior, Fire Setting
 - YLS Identified Needs
 - Age
 - Educational Status

Elements of Close to Home

- Case Management
- Placement
 - Non Secure
 - Limited Secure
- Aftercare
- Quality Assurance

Case Management

ACS Placement and Permanency Specialist

- 1 ACS staff in the life of the youth and family
- Assigned at intake and stay with youth throughout their time
- Geographically based
- Over-arching case management function
- Partner closely with providers and community resources
- Low caseload allows for increased support/accessibility/contact
- Case Coordination Manual/CTH Timeline drive work

Risk/Needs/Responsivity Framework

- Assessment of risk/needs drives case management and services
- Domain focused: Needs that correlate with criminal behavior

Planning and Support Meetings

- Convening everyone in the life of the youth to plan/prepare
- Occur at critical transitions in the life of the youth
- Family Team Conferencing model

Non-Secure Placement

25 sites / 7 provider agencies

Across 4 boroughs and lower Westchester County

Range in size from 6 to 13 beds / Current Census = 159

8:1 staff to youth ratio with minimum of 2 on at all times

Staff secure with physical plant support

Activities and services occur on site and in the community

School through DOE Passages Academies (Multi-Site Schools)

Core Program Models: Missouri Youth Systems Initiative

Intensive Treatment Model

Lasallian Model

Interventions include: Sanctuary Model, Aggression Replacement Training, Individual/Group/Family Counseling, Cognitive Behavioral Therapy, Mentoring, Positive Youth Development Activities, Integration of Aftercare Services

Support staff include: Case Planner, Clinicians, Education Transition Specialists, Recreation, Group Leaders

Limited Secure Placement

4 sites / 3 provider agencies

Queens/Bronx/Westchester County (Brooklyn opening April 2017)

Range from 6 to 18 beds / Current census = 24

3:1 staff to youth ratio

Hardware secure with on site 24/7 staffed control room

Activities and services occur on site

Education provided by DOE on site

Interventions and supports consistent with NSP

Core Program Models: Missouri Youth Systems Initiative

Intensive Treatment Model

Aftercare

Current Census: 57

Creating community and neighborhood based networks of support

- Resources that exceed the youth's placement in Close to Home
- Mapping has pinpointed 7 neighborhoods
- Service Matrix by YLS domain and borough

Planning begins at admission and continues through residential placement

- Services identified and in place 60 days from release
- Community Passes and Passports
- Education: DOE Transitional Specialists and Attendance Tracking

Graduated Responses to address and reinforce behavior

7 contracted providers

- In Home Evidenced Based Services: MST/FFT/Boystown
- LSP residential providers are the aftercare providers for LSP youth

Additional Funded Resources

- Cure Violence
- Carnegie Hall

Quality Assurance

Office of Policy, Planning and Performance

- Policy Development
- NSP/LSP Monitoring
 - Performance Based Standards (PbS)
 - Data Development and Review: Arrest, AWOL, Incidents, Use of Restraint, School Attendance and Achievement
 - Site Reviews
 - Monthly Review with Provider Agencies
 - Addressing Performance Issues

Monitoring Case Management Performance

- Guided by Case Coordination Manual and CTH Timeline
- Monthly Contact and Supervisory Reviews
- Quarterly ACS/Provider Release Plan Reviews
- RNR Focused

NYC Juvenile Justice System Trends 2011-2015

Juvenile Arrests

- 55% decrease (12,066 to 5,372)
- 28% decrease in felony arrests (4,012 to 2,892)

Detention Admissions

- 43% decrease (4,766 to 2,730)

Juvenile Delinquent and Juvenile Offender Placement

- 52% decrease (544 to 260)

Close to Home Placement (2014 to 2015)

- 29% decrease (308 to 219)

2015 Youth Profile

Race	CTH	Population
Black	54.3%	27%
Hispanic	36.5%	36%
White	3.7%	23%
Asian	1.8%	11%
Other	3.7%	3%

Gender	Admissions
Male	170 (78%)
Female	49 (22%)

2015 Youth Profile

Age	Admissions
12	3 (1%)
13	10 (5%)
14	33 (15%)
15	86 (39%)
16	60 (27%)
17	21 (10%)
18	6 (3%)

Borough	Admissions
Brooklyn	72 (33%)
Queens	57 (26%)
Bronx	54 (25%)
Manhattan	27 (12%)
Staten Island	5 (3%)
Other	2 (1%)

2015 Youth Profile

Adjudication Type	Admissions
Violation of Probation	116 (57%)
Misdemeanor	46 (22%)
Felony	43 (21%)

Top 3 Charges
Criminal Possession of Stolen Property
Grand Larceny
Assault 3 rd Degree

Other Factors
8% of youth admitted had previous CTH involvement
12 youth were modified to a more secure level of care
12 youth were revoked from aftercare to placement

2015 Youth Profile

Education

90% were reading at least 1 grade level below national norm

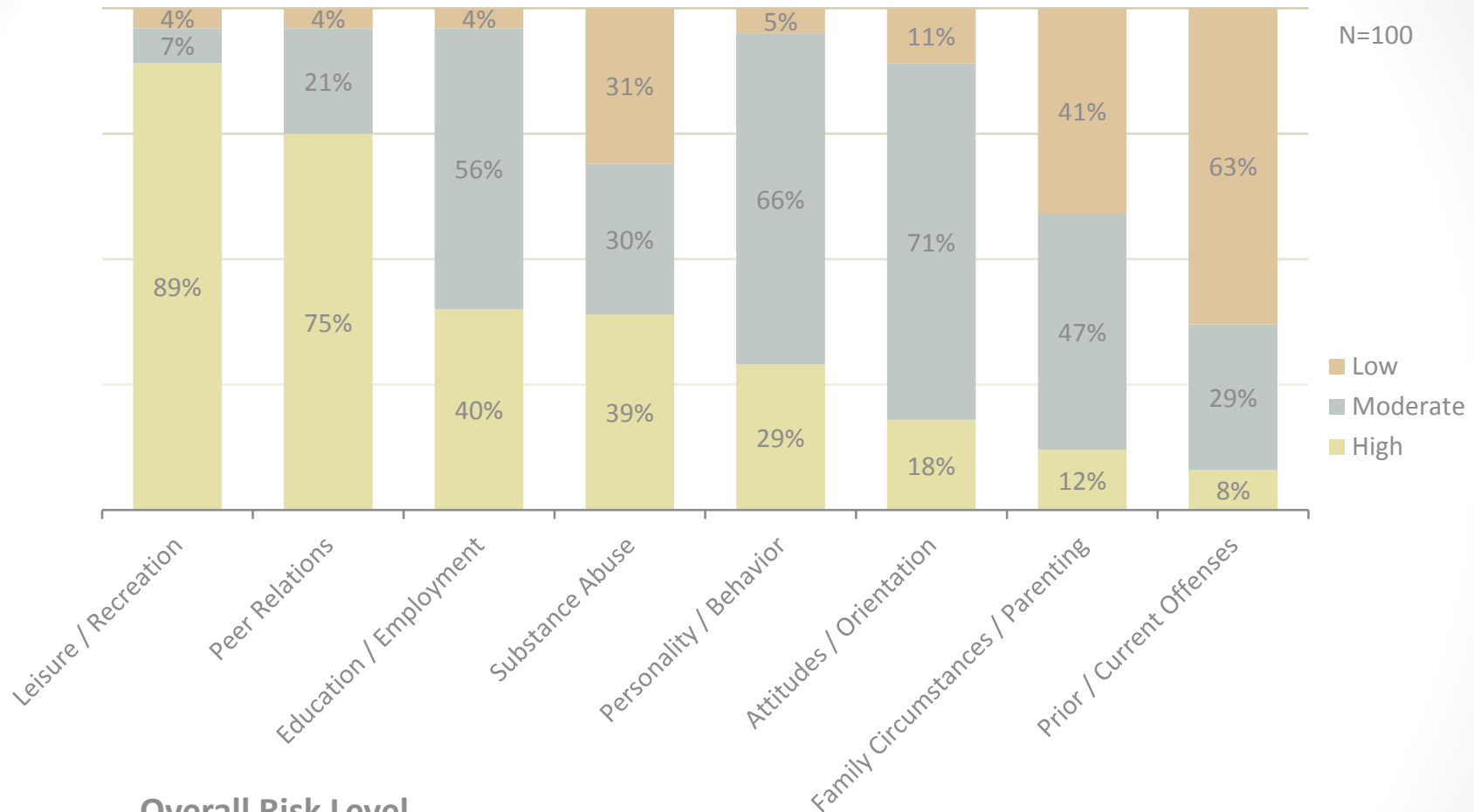
53% were in the 9th grade and 26% were in the 10th grade

60% were students with disabilities and an IEP

8% were considered English language learners

Release Resource	Releases
Parent	160 (59%)
Foster Care	69 (25%)
Family Other Than Parent	21 (8%)
Other	23 (8%)

Youth Profile: Needs by YLS Domain



Overall Risk Level

High: 52%

Moderate: 45%

Low: 3%

Provider Profile

Provider agencies have deep roots and are embedded in the community with a long history of culturally sensitive service to families and children in need

Providers have an extensive history of providing child welfare services in residential, educational and community settings

Several providers have a history of providing secure or non-secure detention services in NYC and nearby

Most agencies have an infrastructure and resources that support the work (i.e. quality assurance, training, clinical expertise, data management)

Providers have a working knowledge of positive youth development and supporting frameworks (i.e. Positive Behavioral Interventions and Supports)

Providers did not have a history of using a risk/needs/responsivity framework to address the criminogenic needs of youth

Implementation Challenges and Strategies

Siting and Community Support

- Community Advisory Boards
- Community Service/Restorative Justice Activities

AWOLs from and Subsequent Arrests while in Placement

- Results Based Accountability Approach: Decreasing Arrests in NSP, LSP, Gender Specific
- AWOL Tracking and Diligent Efforts: Investigative Consultants
- Field Operations: School Security and Site Technical Assistance
- Youth Focused Release and RNR Focused Case Review Process

Narrowly Defining Aftercare and Community Resources

- Reassigning Staff Geographically
- Mapping Neighborhoods of Origin and Service Matrix Development
- Expanding Contracting and Referrals from Evidenced Based Services to Include Opportunities for Positive Youth Development
- Utilizing and Partnering with NYC Unique Resources

Implementation Challenges and Strategies

Provider Accountability and Oversight

- Establishing Quality Assurance Standards
- PbS – Performance-Based Standards
- Monitoring Staff and Structured Oversight

Youth Contact and Supervision

- Lean Six Sigma Project
- Case Reviews
- Case Coordination Manual and CTH Timeline Compliance
- Expanding Aftercare Network Based Upon Strengths and Interests

Family Engagement and Supporting Permanency

- Family Team Conferencing
- Parent Advocates/Coaches
- Intensive Concurrent Planning and Reviews

Economics of Small Facilities and Provider Agencies

- Guaranteed Payment for Capacity
- ACS Infrastructure Including Field Operations/Q.I./Research
- Re-Investment of State Juvenile Justice Resources



John Dixon,
Associate Commissioner
New York City
Administration for Children's Services
Division of Youth and Family Justice



MOVING FROM INSTITUTION TO COMMUNITY- BASED TREATMENT IN JUVENILE JUSTICE

THE JUSTICE POLICY INSTITUTE

PRESENTED TO THE JUVENILE JUSTICE POLICY AND
OVERSIGHT COMMITTEE

March 16, 2017

Marc Schindler

Rethinking Juvenile Justice

- Youth Prison Impact
 - ▣ Financial Cost
 - ▣ Negative outcomes
- Developing Success
 - ▣ Reduce
 - ▣ Reform
 - ▣ Replace
 - ▣ Reinvest



The D.C. Story

- Historical Context
 - Oak Hill Youth Center
 - Jerry M. vs. District of Columbia

The old way of thinking...



The D.C. Story Continued

- Omnibus Juvenile Justice Amendment Act of 2003 (D.C. Law 15-261)
- What happened next...

The new way of thinking...



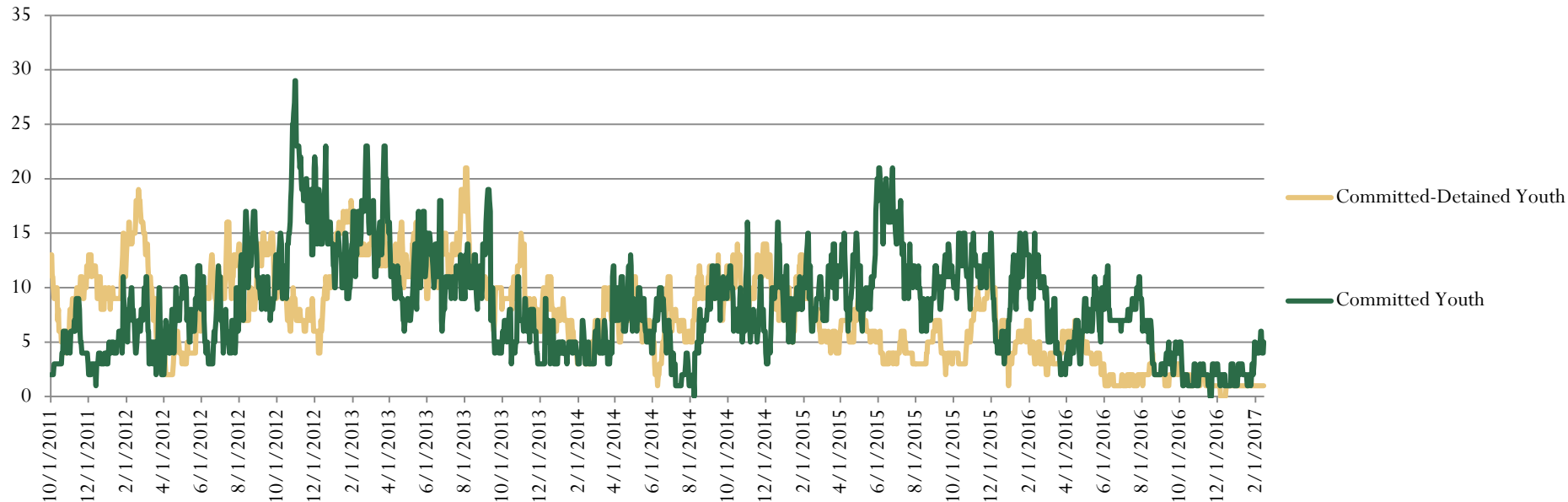
The District's System Today

- **2008 – ‘12** Re-conviction/Re-arrests fell 37%
- **2014**
 - 48% of youth were in community-based placement
- **More Youth in the Community**
 - 83% of youth have not been re-convicted
 - Participating youth have lower re-arrest occurrences

Positive Youth Development Outcomes

- **Youth Succeeding at:**
 - ▣ **Work**
 - 1125 youth linked to job programs
 - ▣ **Education**
 - 739 youth linked to education programs
 - ▣ **Health**
 - 656 youth linked to community-based health services
 - ▣ **Creativity**
 - 228 youth linked to community-based creativity programs
 - ▣ **Community Engagement**
 - 277 youth linked to community-service programs

The District has been able to manage its population and stay under capacity.



Source: Department of Youth Rehabilitation Services, "Youth Population Snapshot," March 2017.

Note:

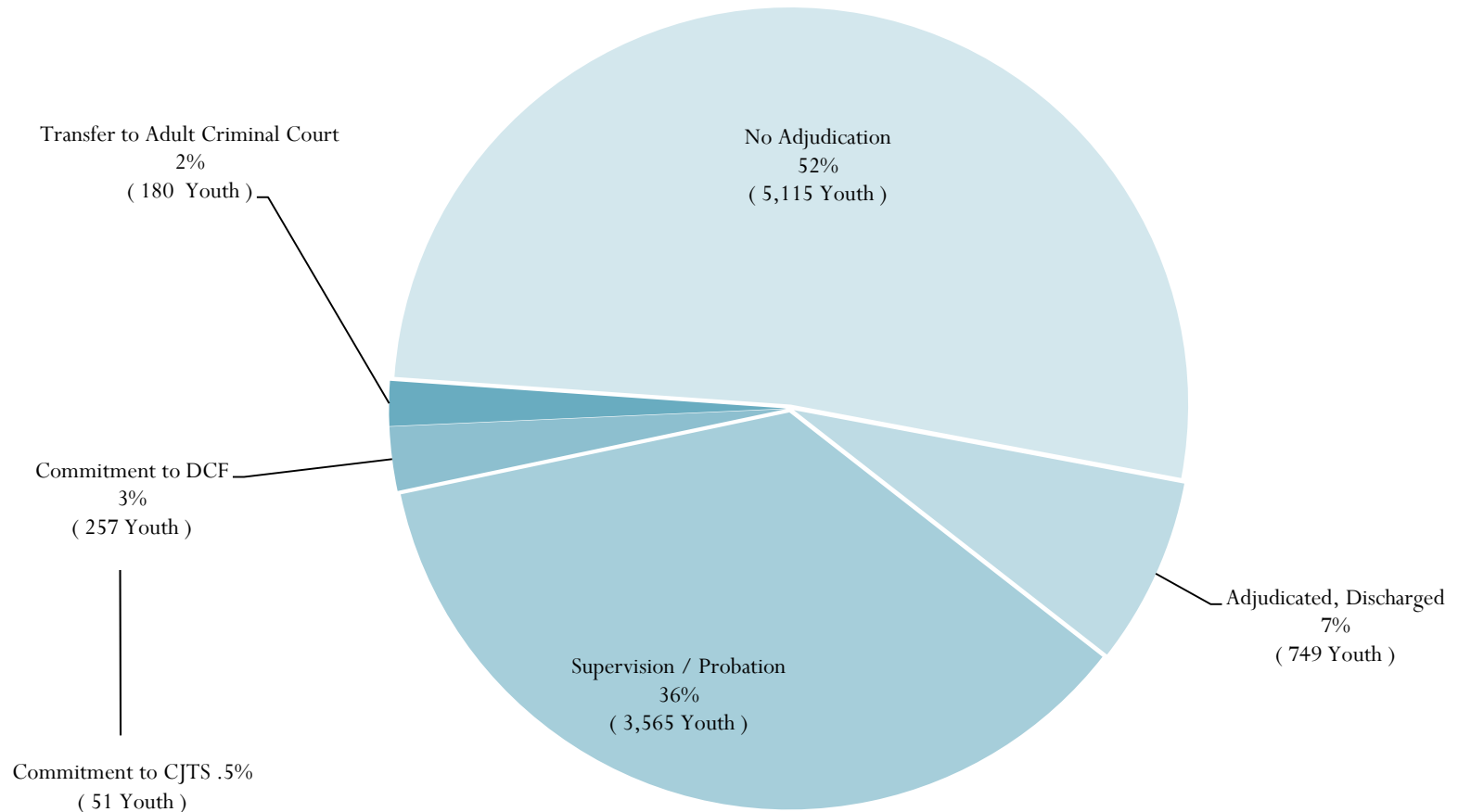
Committed-Detained Youth - include youth committed to DYRS who have been ordered to YSC through an open juvenile case ;

Committed Youth - have an open commitment and are in an Awaiting Placement status at YSC due to DYRS policy or a Case Manager supervisory decision;

Lessons Learned

- ❑ Don't spend a disproportionate amount of time on buildings.
- ❑ Spend more time, energy and resources on developing the rest of the continuum, with services, supports and opportunities.
- ❑ The reform process must be data driven and research informed
- ❑ Build partnerships outside the justice system for continued success
- ❑ Dangers of youth confinement
- ❑ At the end of the day, need to make decision, implement and adjust overtime

We need to focus on building out the rest of the continuum, rather than focused on the smallest percentage of youth in the Connecticut Juvenile Justice System



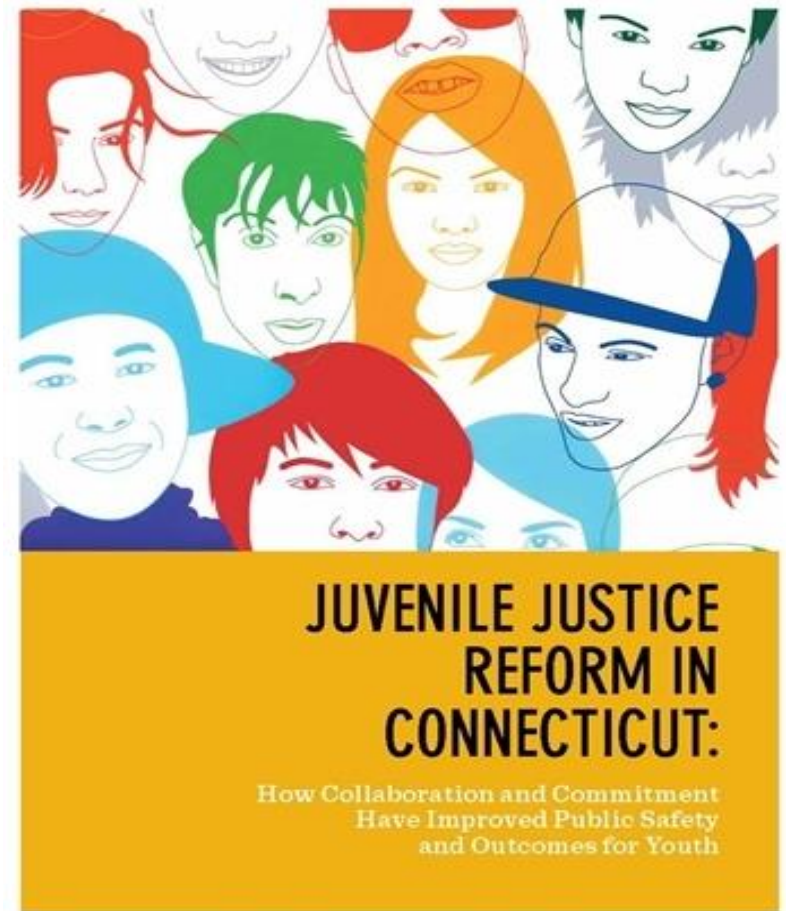
Remembering the 4 R's

- Connecticut has shown its ability to:
 - ▣ Reduce
 - ▣ Reform
- Connecticut is *ready* to:
 - ▣ Replace *the Connecticut Juvenile Training School*
 - ▣ Reinvest *the savings into expanding the community*



JPI's look into Connecticut's System

- Juvenile Justice Reform in Connecticut: How collaboration and commitment improved outcomes for youth (2013)
 - Reduced overreliance on confinement
 - 70% reduction in residential commitment
 - Developed a continuum of targeted, non-residential programs for youth
 - Diverted status offenders away from court system and locked detention centers
 - Kept out of the adult system



Closing the Connecticut Juvenile Training School (CJTS)

Current Status

- Capacity 230 residents
 - Average Daily Population in 2016 – 48 youth
 - Predicted Average Daily Population in 2018 – 19 youth

On-going Reforms

- Major System wide goals advised by the JJPOC
- Expansion of diversion
- Making probation and aftercare approaches more effective
- Reducing the use of pretrial detention
- Reducing reliance on facilities, and focusing resources on community-based approaches
- Improving systems' management of resources and strengthening strategies to serve young people more effectively

Connecticut is Ready

- Reinvest the savings from the training school
 - Strategic and purposeful reinvestment areas
- Continued support with community-based organizations and services
 - Establishment of performance measures
- Develop partnerships for continued efforts
 - Capacity building with impacted communities

The System Has Been Ready

Questions?



Presenter/JPI Information

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Sources

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