

MEMBERS

Christopher Hansen  
*Chief Probation Officer*

Kay Bosick  
*Director, Youth and Family Services*

Debbie Terry Butler  
*Sr. Manager, Children's Mental Health*

Lesli Caldwell  
*Public Defender*

Richard Word  
*Chief, Vacaville Police Dept.*

Linda Connelly  
*President, LCA*

Donald du Bain  
*District Attorney*

Ann Edwards  
*Director, Health & Social Services*

Mary Marsh  
*Member of the Public*

Linda Seifert  
*Board of Supervisors, District 2*

Halsey Simmons  
*Deputy Director, Mental Health*

Jay Speck  
*Superintendent, SCOE*

Tom Ferrara  
*Sheriff/Coroner*

**SOLANO COUNTY  
Juvenile Justice Coordinating Council  
AGENDA**

**Thursday, November 14, 2013**

Solano County Administration Center – Room 6004  
675 Texas Street  
Fairfield, CA 94533

**2:00 p.m. Meeting**

**PURPOSE STATEMENT – Juvenile Justice Coordinating Council**

The mission of the Juvenile Justice Coordinating Council is to develop a comprehensive, multiagency plan that identifies the resources and strategies for providing an effective continuum of responses for the prevention, intervention, supervision, treatment, and incarceration of male and female juvenile offenders, including strategies to develop and implement locally based or regionally based out-of-home placement options for youths who are persons described in Section 602. Counties may utilize community punishment plans developed pursuant to grants awarded from funds included in the 1995 Budget Act to the extent the plans address juvenile crime and the juvenile justice system or local action plans previously developed for this program

The coordinating council shall, at a minimum, include the chief probation officer, as chair, and one representative each from the district attorney's office, the public defender's office, the sheriff's department, the board of supervisors, the department of social services, the department of mental health, a community-based drug and alcohol program, a city police department, the county office of education or a school district, and an at-large community representative. In order to carry out its duties pursuant to this section, a coordinating council shall also include representatives from nonprofit community-based organizations providing services to minors.

This agenda shall be made available upon request in alternative formats to persons with a disability, as required by the Americans with Disabilities Act of 1990 (42U.S.C.sec12132) and the Ralph M. Brown Act (Cal.Govt.Code sec.54954.2). Persons requesting a disability-related modification or accommodation should contact Roberta Flannel, 475 Union Street, Fairfield CA 94533 (707.784.7564) during regular business hours, at least 24 hours prior to the time of the meeting.

**ITEM**

- 1. WELCOME & INTRODUCTIONS**
- 2. APPROVAL OF AGENDA**
- 3. APPROVAL OF MINUTES (April 11, 2013)**
- 4. OPPORTUNITY FOR PUBLIC COMMENT**

**STAFF**

Chief Hansen

Pursuant to the Brown Act, each public agency must provide the public with an opportunity to speak on any matter within the subject matter of the jurisdiction of the agency and which is not on the agency's agenda for that meeting. Comments are limited to no more than 5 minutes per speaker. By law, no action may be taken on any item raised during public comment period although informational answers to questions may be given and matter may be referred to staff for placement on future agenda.

**For items 7-11, the Committee will receive information on programs and services available in the Juvenile Division of the Solano County Probation Department.**

**STAFF**

- |   |  |
|---|--|
| <p><b>5. <u>Juvenile Statistics</u></b></p> <ul style="list-style-type: none"><li>a. State and Local Data on Juvenile Crime</li><li>b. Juvenile Detention Facility Profile</li><li>c. JAIS Information</li><li>d. Fire Study Update</li></ul> | <p>Chief Hansen<br/>Donna Robinson</p>                               |
| <p><b>6. <u>Department Collaborative Partnerships</u></b></p> <ul style="list-style-type: none"><li>a. Partnership with George Mason University</li><li>b. Positive Youth Justice Initiative (PYJI)</li></ul>                                 | <p>Chief Hansen<br/>Earl Montilla</p>                                |
| <p><b>7. <u>Review of Juvenile Justice Crime Prevention Act (JJCPA)</u></b></p> <ul style="list-style-type: none"><li>a. Vallejo Day Reporting Center</li><li>b. Fairfield Day Reporting Center</li><li>c. Mentoring Program</li></ul>        | <p>Jane Kays<br/>John Wells<br/>David Derflinger<br/>Andre Davis</p> |
| <p><b>8. <u>Review of Juvenile Accountability Block Grant (JABG)</u></b></p> <ul style="list-style-type: none"><li>a. Electronic Monitoring Program (EMP)</li><li>b. Weekend Academy</li></ul>  | <p>Adrienne Carson<br/>Dan Sablan</p>                                |
| <p><b>9. <u>Review of Youthful Offender Block Grant (YOBG)</u></b></p> <ul style="list-style-type: none"><li>a. Seneca Services (Field Services)</li><li>b. Seneca Services (JDF)</li><li>c. Mental Health Assessments (JDF)</li></ul>        | <p>Richard Krygier<br/>Richard Watson</p>                            |
| <p><b>10. <u>Cognitive Behavior Groups (Field Services and JDF)</u></b></p> <ul style="list-style-type: none"><li>a. Crossroads</li><li>b. Aggression Replacement Training (ART)</li></ul>  | <p>Richard Krygier<br/>Alan Cole<br/>Julie Musto</p>                 |
| <p><b>11. <u>Specialty Probation Programs</u></b></p> <ul style="list-style-type: none"><li>a. Felony Diversion</li></ul>   | <p>Joyce Martinez<br/>Shannon West</p>                               |

- b. Multi-Agency Intervention and Treatment (MIT)
- c. 709 WIC cases

**12. Future Probation Projects**

Richard Krygier  
Earl Montilla

- a. Request for Proposals for Counseling Services
- b. Challenge Program

The Committee will receive information on the probation projects planned for the remainder of Fiscal Year 2013-14 into Fiscal Year 2014-2015.

**13. Committee Comments**

Chief Hansen

\*\*The Council will meet on a bi-annual basis. The next meeting is tentatively scheduled for April 3, 2014 from 2:00pm-4:00pm.

**ADJOURNMENT:**



## **Call to Order**

The meeting was called to order at 3:10 p.m. Chief Hansen welcomed and requested introduction of members.

## **Approval of Agenda**

Don du Bain made a motion to approve the agenda. Motion seconded by Linda Connelly. No opposition. Motion carried (9-0).

## **Approval of Minutes**

Lesli Caldwell made a motion to approve the Minutes. Motion seconded by Kay Bosick. No opposition. Motion carried (9-0).

## **Public Comments**

An opportunity was provided for members of the public to address the committee on matters not listed on the agenda. No comments presented.

The council viewed a video presented by Richard Watson entitled, *Got Choices: Girls Scouting in Detention Centers*. The video provided insight into rehabilitation, and the rebuilding of young ladies' lives by making informative decisions.

**All information presented was accompanied by a PowerPoint entitled “*Juvenile Justice Coordinating Council Meeting – April 11, 2013*”**

## **Juvenile Statistics**

Chief Hansen presented statewide and local statistics on Juvenile crime. Nationwide Juvenile arrest rates have declined 26% between 2000 and 2010. In California, the number of Juveniles arrested for crimes have declined as well. In Solano County, the rate of incarceration dropped 30% due to the overall decline in Juvenile arrest rates and implementation of more effective prevention and intervention programs.

Chief Hansen presented statistical information on the Juvenile Detention Facility (JDF) which was comprised of the average daily population, average age, length of stay, and types of offenses committed.

## **Juvenile Probation Profile**

Donna Robinson presented an overview of the Juvenile Division risk assessment tool, Juvenile Assessment Intervention System (JAIS), which determines the risk to re-offend. The National Council on Crime and Delinquency (NCCD) developed the tool, which is gender specific and web based. It is comprised of four supervision strategies. The results produce risk levels indicating the amount of supervision -- low, moderate or

high -- and types of services/criminogenic needs to lower the risk of recidivism. The tool has been in use since 2007. (See *Handout – JAIS-Juvenile Assessment and Intervention System*).

Also presented was overall statistical information on the JAIS Profile-Juvenile Division, which included risk levels and supervision strategies by gender and location. Based on the JAIS report, the overall top three criminogenic factors/needs were drug abuse, emotional factors and family history. A brief overview of the Supervision Strategy definitions was discussed as well. (See *Handout –JAIS Overview: Supervision Strategies*).

NCCD confirmed the draft report for the Fire Study was sent to the Advisory Team in December 2012. The final report is in the editing phase and will be posted to the Probation Department's website once it is received. The findings of the study have shown the JAIS tool appropriately addresses risk to re-offend and appropriately targets criminogenic/treatment needs. This tool is gender based, which increases the validity of the tool. In addition, the results of the preliminary report indicated the Department received good inter-rater reliability results.

### **Department Collaborative Partnership**

Chief Hansen reported on the Department's Collaborative Partnerships with Researcher Faye Taxman, Center of Advancing Correctional Excellence (ACE) of George Mason University and the Vallejo Unified School District –Positive Youth Justice Initiative (PYJI). Faye Taxman is assessing the Juvenile Division's programs and will provide recommendations regarding case planning.

Earl Montilla presented information regarding the PYJI. This grant is funded by the Sierra Health Foundation, which is geared towards "cross-over" youth (youth involved in the Child Welfare System and the Juvenile Justice System).The goal is to develop full-service community schools which will provide additional support and services.

### **Juvenile Justice Crime Prevention Act (JJCPA)**

#### Day Reporting Centers (Fairfield/Vallejo):

Earl Montilla presented statistical information on the Vallejo and Fairfield Day Reporting Centers (DRC). The information included number of minors served, graduated, completed aftercare and placements. Earl also discussed the minimum requirements for successfully completing the program.

Ivonne Malave, DRC Program Director, presented information on the activities that have taken place within the program as follows: Seven minors graduated on March 21, 2013, the Center hosted a Thanksgiving banquet and minors participated in the Omega Boys & Girls Club fundraising banquet. Also fieldtrips were taken to San Quentin—for the Real Choices program (Reach and Expanding Adolescents' Lives) and California State University, Sacramento.

Candice Simonds reported every minor attending the DRC program will receive services through Seneca Center. Each minor meets with a Seneca caseworker individually – building a rapport and participating in Life Skills group.

### **Juvenile Accountability Block Grant (JABG)**

#### Electronic Monitoring and Weekend Academy:

Adrienne Carson presented statistical information on the Electronic Monitoring Program (EMP) and Weekend Academy. The EMP program is beneficial as it assists in keeping the population down in the Juvenile Detention Facility (JDF) and allowing minors to complete the remainder of the commitment time in the community. She also discussed the Weekend Academy, which is a supervised community-based work program utilized as an alternative to detention or a return to Court for a violation of court order.

### **Youthful Offender Block Grant (YOBG):**

#### Counseling and Mental Health Services:

Donna Robinson presented statistical information and a brief summary of the Probation programs supported by Seneca Center, which are Family Preservation, General Supervision/New Foundations and the Day Reporting Center.

Richard Watson presented statistical information regarding services provided to minors/families through Seneca at (JDF). Seneca has an office within JDF which enhances familiarity with minors.

Also discussed were the Mental Health Services provided through the California Forensic Medical Group (CFMG) at JDF, which is composed of mental health assessments, individual/group counseling, and coordination with County Mental Health. A psychiatrist has been added (4) four hours per week, and clinical support which allows 7-day coverage for assessments.

#### Cognitive Behavior Groups (Field Services and JDF):

Donna Robinson and Richard Watson presented statistical information regarding Cognitive Behavioral Groups. Two groups have been implemented for field services, Misdemeanor Offender and Shoplifting. A total of 15 Deputy Probation Officers and 3 LCA/DRC staff have been trained to facilitate Crossroads' groups at JDF and New Foundations. Earl Montilla presented past and present statistics on the Aggression Replacement Training (ART) which included minors who participated and completed the program.

### **Specialty Probation Programs**

Adrienne Carson and Earl Montilla presented statistical information on the Specialty Programs in the Juvenile Division which included the In- Custody Felony Diversion Program – which has become a permanent program, Felony Diversion Program, Multi-

Agency Intervention and Treatment (MIT); and 709 W&I Supervision. California Welfare and Institutions Code Section 709 are cases the Juvenile Courts have determined minors to be incompetent, proceedings are suspended and minors are initially supervised by the Probation Department.

### **JJCPA/YOBG Plan for FY 13-14**

Donna Robinson discussed in detail the distribution of the funding stream outlined in the JJCPA and YOBG Plans for Fiscal Year 2013-14. The plan for JJCPA is to continue to fund DRC staffing, the Day Reporting Center contract and counseling services which support the DRCs. The plan for YOBG is to continue to support counseling services, placement costs, mental health/psychiatry services at JDF, and costs for the JAIS risk assessment tool. One additional component added to the plan is the project with the Solano County Office of Education for School Transitional Services. The expectation is that all youth in JDF for at least 15 days will be referred to the identified staff from SCOE to assist in expediting their return to the local school district once released.

Linda Connelly made a motion to approve the JJCPA and YOBG plans for Fiscal Year 2013-14. Motion seconded by Kay Bosick. No opposition. Motion carried (9-0).

### **Committee Comments**

Reminder: A summary of the programs and services outlined in the Juvenile Division are available. (*See Handout – Solano County Probation Department Juvenile Division Program Index*)

### **Announcements**

Don du Bain invited all to the Grand Opening of the Family Justice Center on April 24, 2013, located on 604 Empire Street, Fairfield. The goal of the center is to allow victims of domestic violence access to various types of needed services.

Earl Montilla announced there will be a PYJI Summit at the Solano Community College Satellite Campus located at 545 Columbus Parkway in Vallejo on May, 17, 2013 at 9:00 a.m. If interested, please contact Earl Montilla for registration. This event is free of charge.

Reminder: Coordinating Council members must complete 2 hours of ethics training every 2 years.

The next meeting is scheduled for Thursday, November 14, 2013 from 2:00-4:00 p.m. at the County Administration Center, 6<sup>th</sup> Floor Conference Room 6004.

**Adjournment:** The meeting adjourned at 4:40 p.m.

# JUVENILE JUSTICE COORDINATING COUNCIL MEETING

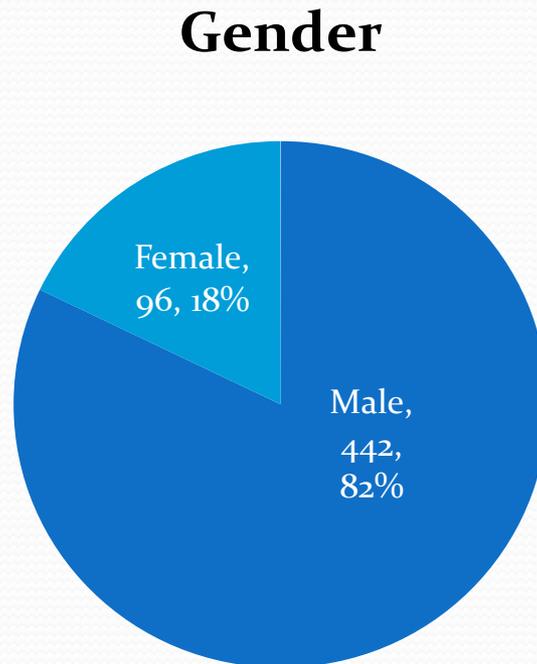
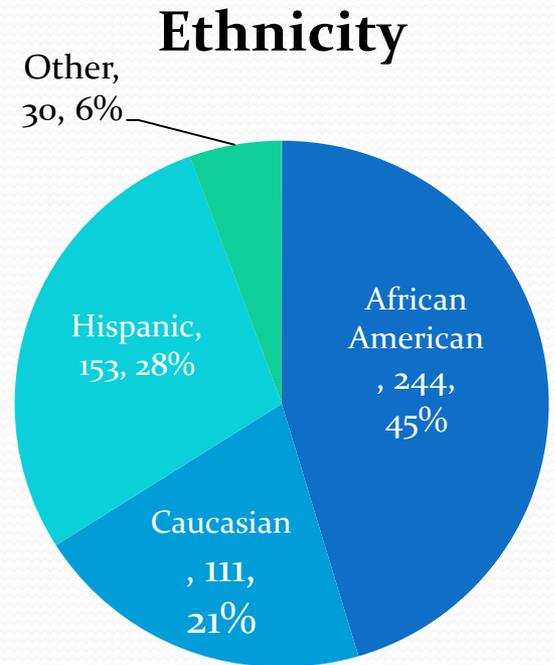
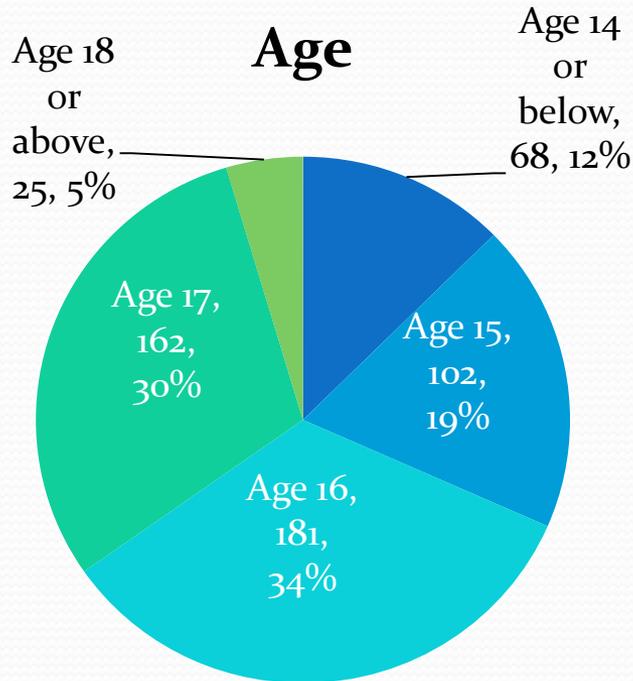
November 14, 2013



# Welcome & Introductions

# Juvenile Statistics

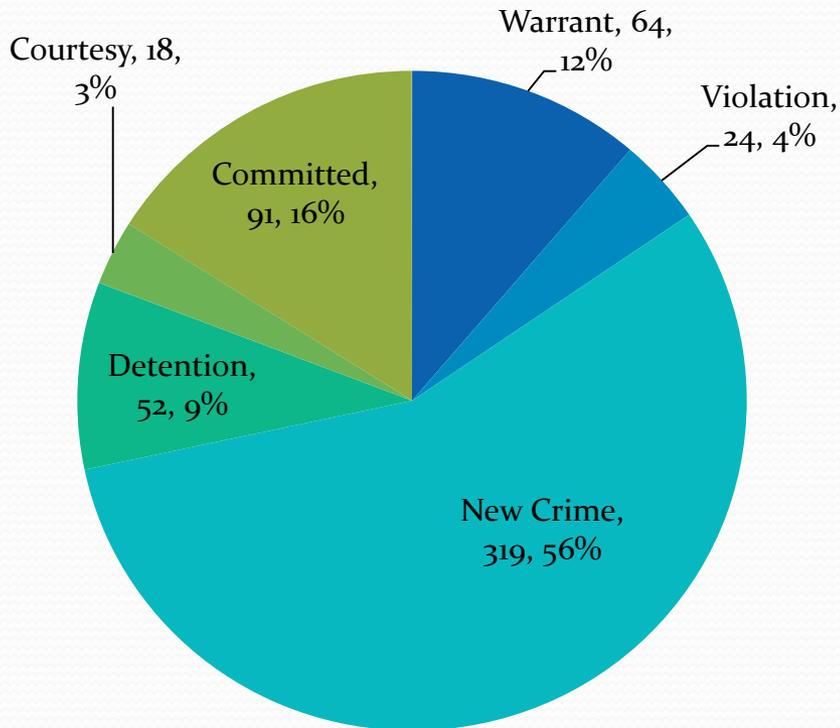
## JDF Demographics



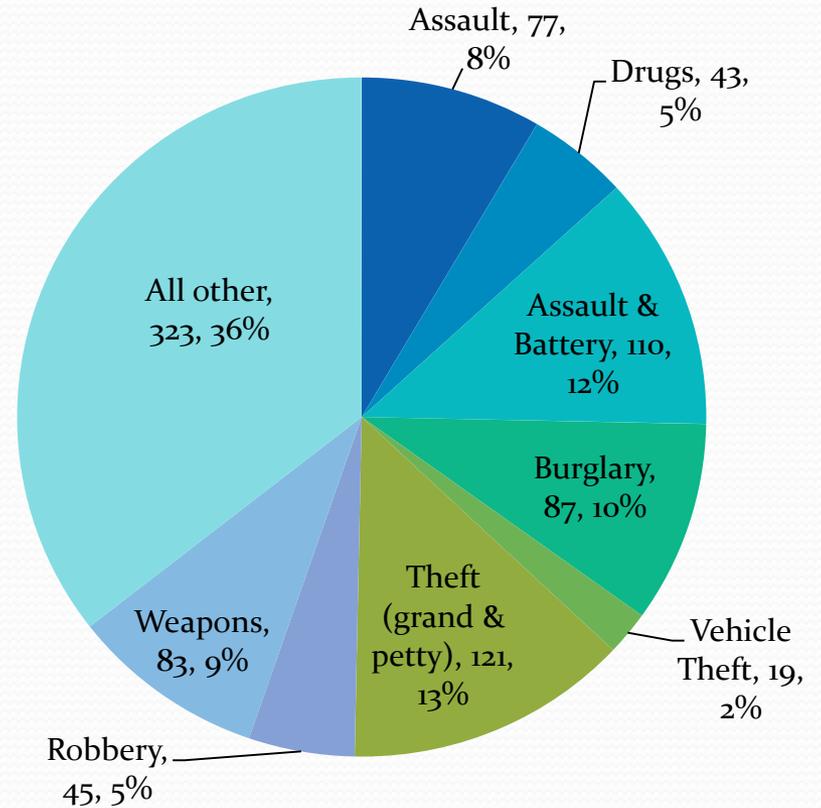
# Juvenile Statistics

Average ADP; JDF- 69, NF- 24

## Bookings



## Offenses

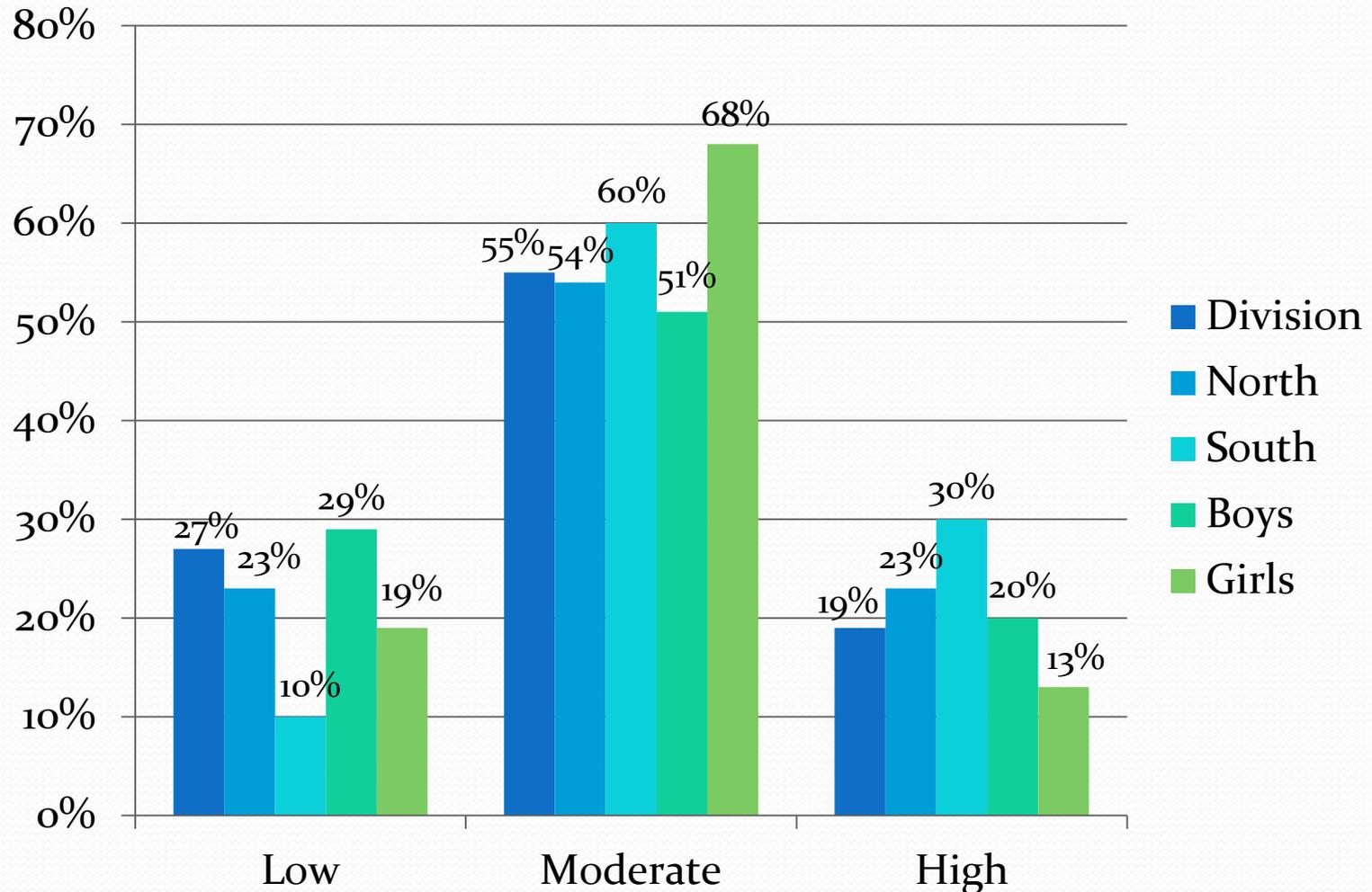


# Juvenile Probation Profile

## ➤ Assessment Tool Overview

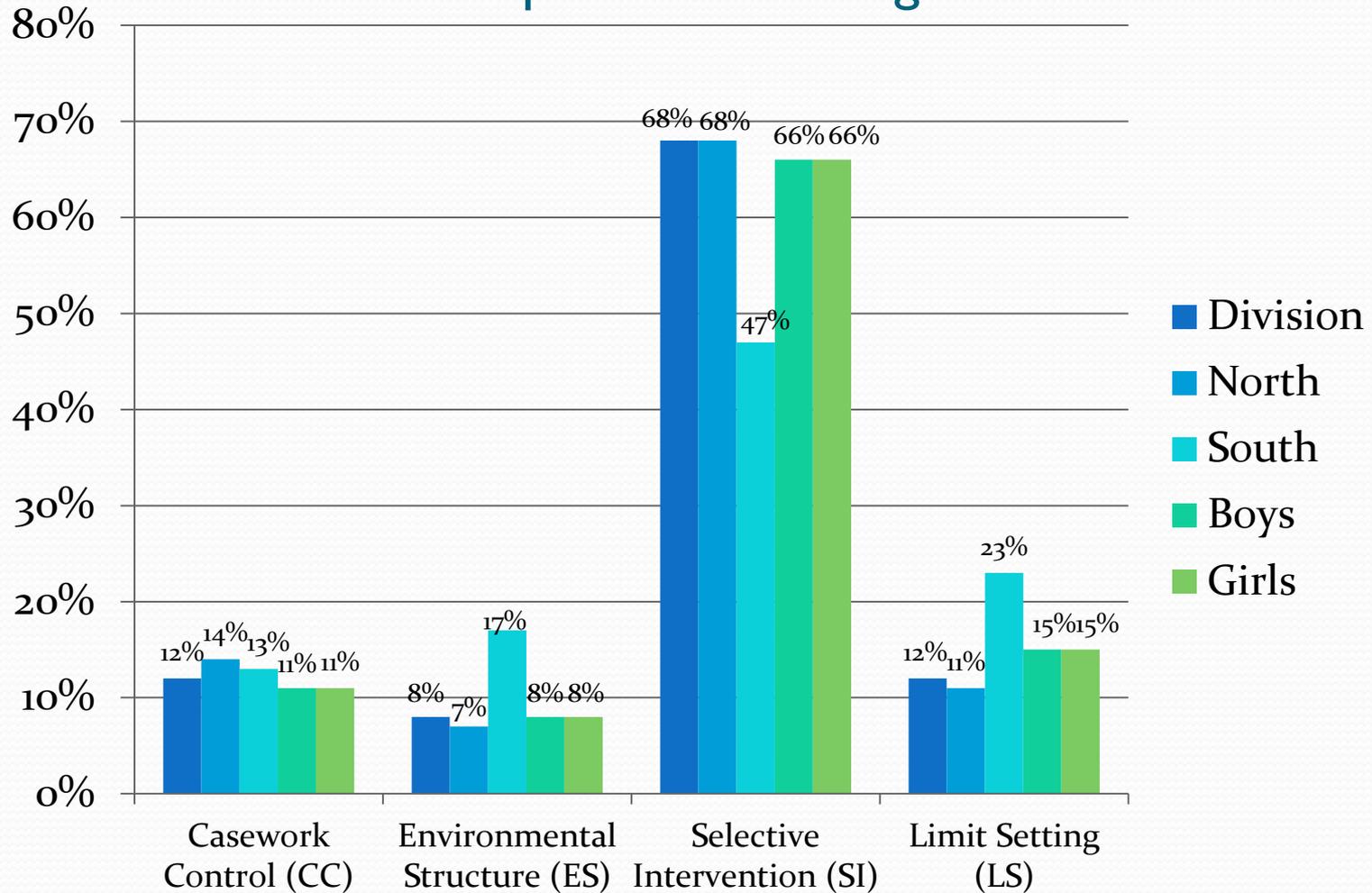
- Juvenile Assessment and Intervention System (JAIS)
  - Gender Based
  - Web Based
  - Comprised of four (4) supervision strategies
  - Provides risk level and service needs
  - Risk level indicates how much supervision to provide
  - Service needs indicate what type of services to provide

# J AIS Profile-Juvenile Division Risk Levels



Date Range: 1/1/2013-9/30/2013

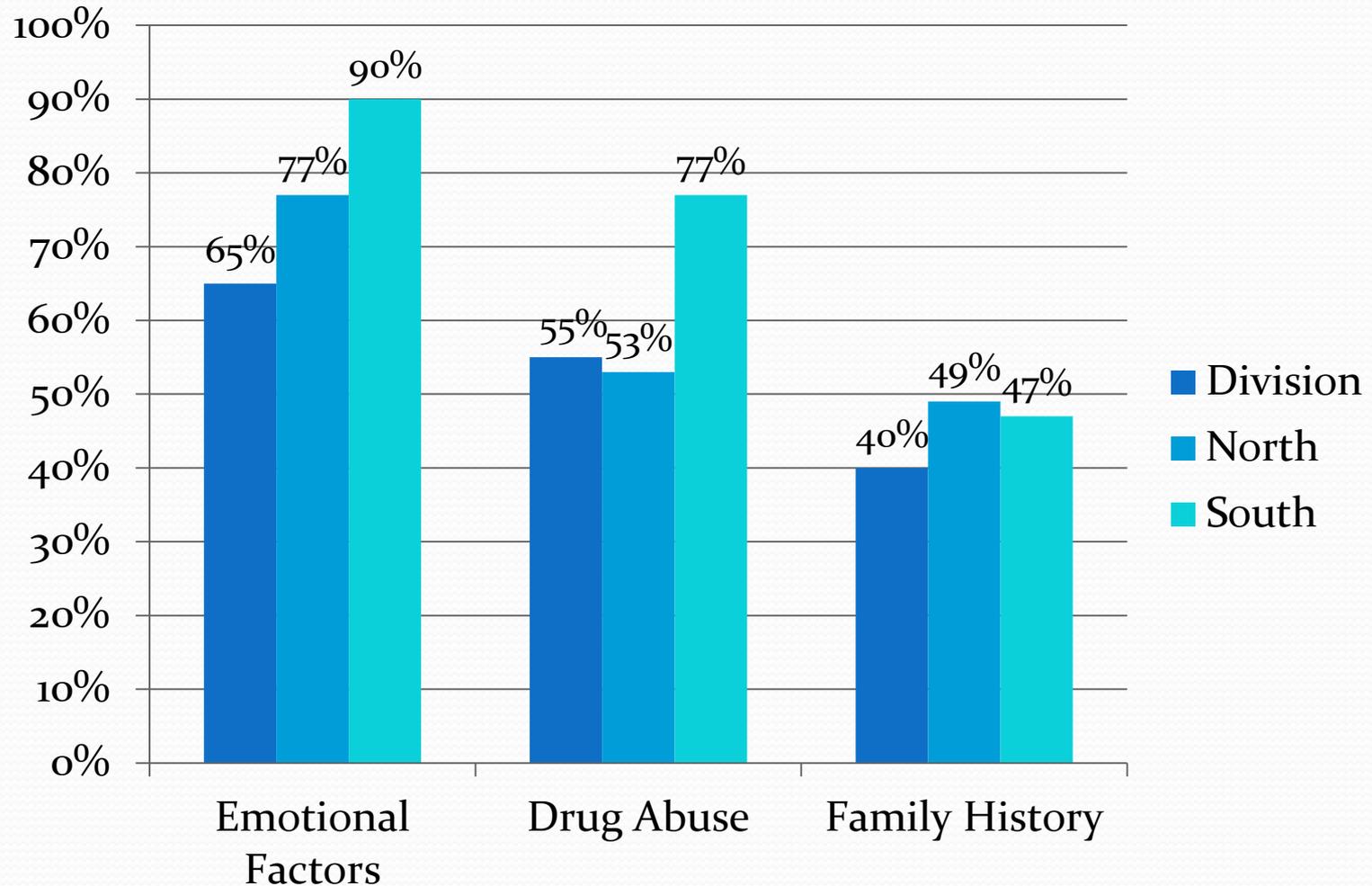
# JAIS Profile-Juvenile Division Supervision Strategies



Date Range: 1/1/2013-9/30/2013

# J AIS Profile-Juvenile Division

## Top Three (3): Criminogenic Factors



# Collaborative Partnerships

## ➤ George Mason University (Faye Taxman)

- Reviewing in house and community based treatment programs
- Identifying gaps in services and providing EBP recommendations for Juvenile field and Institutions
- Assisting the Probation department in identifying and tracking outcome measures for the Juvenile Division

## ➤ Positive Youth Justice Initiative (PYJI)

- Collaboration with the Vallejo Unified School District
- Program designed to provide additional support/services to VUSD students who have had contact with child welfare and are now in the probation system: “Crossover” youth
- Goal is to improve outcomes for participants
- Developing MOU and implementation plan

# Juvenile Division Programs

- Prevention/Early Intervention/Sanctions
- Court/Investigations
- Supervision
- Specialty Programs
- Placement

# Juvenile Justice Crime Prevention Act (JJCPA)

## ➤ Fairfield Day Reporting Center

FY13: July 1, 2012- June 30, 2013

- 39 minors served
  - 16 minors graduated; 6 enrolled
    - 10 minors successfully completed Aftercare; 6 enrolled
  - 17 minors terminated from the program
    - 10 minors placed at New Foundations
    - 3 minors placed at Rite of Passage (Nevada)
    - 1 placed in group home
    - 1 referred to Multi-agency Intervention & Treatment Team (MITT)
    - 2 minors unsuccessfully terminated from Probation

FY14 1<sup>st</sup> Qtr: July 1, 2013- September 30, 2013

- 17 minors served
  - 1 minor graduated; 14 enrolled; 1 dropped out; 1 terminated
    - 4 minors successfully completed Aftercare; 2 enrolled

# Juvenile Justice Crime Prevention Act (JJCPA)

## ➤ Vallejo Day Reporting Center

### FY13: July 1, 2012 to June 30, 2013

- 45 minors served
  - 9 minors graduated; 14 enrolled; 3 partially completed
    - 9 minors successfully completed Aftercare; 4 enrolled
  - 19 minors terminated from the program
    - 9 minors placed at New Foundations
    - 1 transferred to general supervision
    - 2 placed at Rites of Passage (California)
    - 2 placed in group home
    - 3 re-enrolled in DRC
    - 2 on bench warrant

### FY14 1<sup>st</sup> Qtr: July 1, 2013 to September 30, 2013

- 20 minors served
  - 3 minors graduated; 17 enrolled
    - 1 minor successfully completed Aftercare; 4 enrolled; 1 partially completed

# Juvenile Justice Crime Prevention Act (JJCPA)

## ➤ Youth Mentoring Program

- Provided as a component of Aftercare
- Facilitated by Probation, JDF, and community volunteers
- The goal is to provide a positive experience with male role models

# Juvenile Accountability Block Grant (JABG)

## ➤ Electronic Monitoring Program (EMP)

FY13: July 1, 2012 to June 30, 2013

- 155 minors served
  - 109 successfully completed
  - 35 unsuccessfully terminated
  - 11 minors currently on EMP
  - 70% success rate\*

\*Based upon the 144 minors who either completed the program successfully or who were terminated from the program

FY14 1<sup>st</sup> Qtr: July 1, 2013 to September 30, 2013

- 43 minors served
  - 28 successfully completed
  - 10 unsuccessfully terminated
  - 5 minors currently on EMP
  - 65% success rate\*

\*Based upon the 38 minors who either completed the program successfully or who were terminated from the program

# Juvenile Accountability Block Grant (JABG)

## ➤ Weekend Academy

FY13: July 1, 2012 to June 30, 2013

- 158 minors participated
- 37 sessions

FY14 1<sup>st</sup> Qtr: July 1, 2013 to September 30, 2013

- 28 minors participated
- 37 sessions

## ➤ Academy Sites

- Rush Ranch, Benicia State Park and the Juvenile Detention Facility

# Youthful Offender Block Grant (YOBG)

## ➤ Seneca Center Services

FY13: July 1, 2012- June 30, 2013

- MIT (includes Youth and Families)
  - 9 referrals
  - 4 served
- Field Services (General/Intensive Supervision; includes Youth and Families)
  - 34 referrals
  - 16 served
- Felony Diversion (includes Youth and Families)
  - 2 referrals
  - 6 served
- JDF (Youth only- December 10, 2012-June 30, 2013)
  - 34 referrals
  - 16 served

# Youthful Offender Block Grant (YOBG)

## ➤ Seneca Center Services

FY14 1<sup>st</sup> Qtr: July 1, 2013- September 30, 2013

- MIT (includes Youth and Families)
  - 2 referrals
  - 2 served
- Field Services (General/Intensive Supervision; includes Youth and Families)
  - 16 referrals
  - 10 served
- Felony Diversion (includes Youth and Families)
  - 6 referrals
  - 3 served
- JDF (Youth only)
  - 16 referrals
  - 16 served

# Juvenile Justice Crime Prevention Act (JJCPA)

## ➤ Seneca Center Services

FY13: July 1, 2012 to June 30, 2013

- Vallejo Day Reporting Center
  - On-site (includes individual and group)
    - 12 referrals
    - 11 served
  - At Home (includes Youth and Families)
    - 12 referrals
    - 11 served
- Fairfield Day Reporting Center
  - On-site (includes individual and group)
    - 12 referrals
    - 11 served
  - At Home (includes Youth and Families)
    - 12 referrals
    - 11 served

# Juvenile Justice Crime Prevention Act (JJCPA)

## ➤ Seneca Center Services

FY14 1<sup>st</sup> Qtr: July 1, 2013 to September 30, 2013

- Vallejo Day Reporting Center
  - On-site (includes individual and group)
    - 0 referrals
    - 0 served
  - At Home (includes Youth and Families)
    - 5 referrals
    - 5 served
  
- Fairfield Day Reporting Center
  - On-site (includes individual and group)
    - 0 referrals
    - 0 served
  - At Home (includes Youth and Families)
    - 6 referrals
    - 6 served

# Juvenile Justice Crime Prevention Act (JJCPA)

## ➤ State Family Preservation (includes Youth and Family and/or WRAP)

FY13: July 1, 2012 to June 30, 2013

- At home (Youth and Family)
  - 24 referrals
  - 16 served

FY14 1<sup>st</sup> Qtr: July 1, 2013 to September 30, 2013

- At home (Youth and Family)
  - 4 referrals (pending service)
  - 0 served

# Youthful Offender Block Grant (YOBG)

## ➤ Mental Health Assessments- JDF

FY13: July 1, 2012 to June 30, 2013

- One full-time and one part-time clinician assigned
- 1200 mental health assessments/screenings completed\*
- Other duties
  - Individual counseling
  - Coordination with County Mental Health or family medical provider
  - Group facilitation
  - Monitor for depression or suicidal ideation

FY14 1<sup>st</sup> Qtr: July 1, 2013 to September 30, 2013

- 61 mental health assessments/screenings completed

\* Several youth were assessed/screened more than once

# Cognitive Behavioral Groups

## ➤ Crossroads Groups– Field Services

FY13: July 1, 2012 to June 30, 2013

- North County
  - 3 Groups
    - Shoplifting: 7 served
    - Misdemeanor Offender: 10 served
    - Anger Management: 6 served
- South County
  - 3 Groups
    - Shoplifting: 12 served
    - Misdemeanor Offender: 10 served
    - Anger Management: 4 served

# Cognitive Behavioral Groups

## ➤ Crossroads Groups– Field Services

FY14 1<sup>st</sup> Qtr: July 1, 2013 to September 30, 2013

- North County
  - 3 Groups
    - Shoplifting: 8 enrolled; 5 still attending
    - Misdemeanor Offender: TBD
    - Anger Management: TBD
- South County
  - 3 Groups
    - Shoplifting: 12 enrolled; 9 still attending
    - Misdemeanor Offender: TBD
    - Anger Management: TBD

# Cognitive Behavioral Groups

## ➤ Crossroads Groups– JDF/NF

FY13: July 1, 2012 to June 30, 2013

- Misdemeanor Offender: 4 groups
  - 35 minors graduated
- Shoplifting: 1 group
  - 12 minors graduated

FY14 1<sup>st</sup> Qtr: July 1, 2013 to September 30, 2013

- Misdemeanor Offender: 2 groups
  - 10 minors graduated
- Shoplifting: 0 groups

# Aggression Replacement Training (ART)

## ➤ Program Participants (JDF)

- 2 groups were facilitated for minors in Changing Paths
- 11 minors completed program

# Specialty Programs

## ➤ Felony Diversion Program (FDP)

FY13: July 1, 2012 to June 30, 2013

- 51 minors participated
  - 27 successfully completed
  - 4 unsuccessfully terminated
  - 20 minors remain on contract at the end of FY13
  - 83 felony referrals have been processed

FY14 1<sup>st</sup> Qtr: July 1, 2013 to September 30, 2013

- 24 minors participated
  - 18 successfully completed
  - 0 unsuccessfully terminated
  - 6 minors remain on contract at this time

# Specialty Programs

## ➤ In-Custody Felony Diversion Program

FY13: July 1, 2012 to June 30, 2013

- 20 minors participated
  - 7 successfully completed
  - 5 unsuccessfully terminated
  - 8 minors remain on contract at the end of FY13
  - 27 in-custody referrals have been processed

FY14 1<sup>st</sup> Qtr: July 1, 2013 to September 30, 2013

- 17 minors participated
  - 6 successfully completed
  - 1 unsuccessfully terminated
  - 10 minors remain on contract at this time

# Specialty Programs

## ➤ Multi-Agency Intervention and Treatment (MIT)

FY13: July 1, 2012 to June 30, 2013

- 38 minors served
- 6 minors successfully completed
- 14 minors currently on program

FY14 1<sup>st</sup> Qtr: July 1, 2013 to September 30, 2013

- 16 minors served
- 1 minor successfully completed
- 13 minors currently on program

# Specialty Programs

## ➤ 709 W&I cases

FY13: July 1, 2012 to June 30, 2013

- 5 minors served
- 2 had petitions dismissed
- 3 still active

FY14 1<sup>st</sup> Qtr: July 1, 2013 to September 30, 2013

- 3 minors served
- 0 had petitions dismissed
- 3 still active

# JJCPA and YOBG Plans for FY 2014-2015

- Request for Proposal Process (RFP)
  - Counseling Services (Field and JDF)
  - Day Reporting Center
  
- Juvenile Division Plan

# A Comparison of Risk Assessment Instruments in Juvenile Justice

August 2013

Chris Baird  
Theresa Healy  
Kristen Johnson, PhD  
Andrea Bogie  
Erin Wicke Dankert  
Chris Scharenbroch

National Council on Crime and Delinquency

This study was funded by *Grant 2010-JR-FX-0021 from the Office of Juvenile Justice and Delinquency Prevention, Office of Justice Programs, US Department of Justice*. Points of view in this report are those of the authors and do not necessarily reflect the official position or policies of the US Department of Justice.

## EXECUTIVE SUMMARY

Juvenile justice service staff began exploring the use of actuarial risk assessments that classify offenders by the likelihood of future delinquency with earnest in the 1970s, but actuarial risk assessments have been used by public social service agencies in the United States since 1928. The value and utility of a valid, reliable, and equitable risk assessment within a broader practice reform effort was made clear to justice agencies in 1998 when the Office of Juvenile Justice and Delinquency Prevention (OJJDP) published the Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders. OJJDP's reform effort illustrated how juvenile justice agencies could better ensure the effectiveness and appropriate targeting of services by implementing both an actuarial risk assessment to accurately, reliably, and equitably classify youth by the likelihood of future delinquency and an equally effective needs assessment to identify an intervention and treatment plan tailored to an individual's needs. This approach built upon the efforts of the National Institute of Corrections' Model Probation/Parole Management Project that combined actuarial risk assessment, individual needs assessment for effective treatment planning, regular reassessments of risk and needs and risk-based supervision standards, and workload-based budgeting.

Other models of risk assessment were introduced over subsequent decades, and researchers began categorizing and comparing them as generations of risk assessments. The first generation of risk assessments were not actuarial—individual workers assigned risk levels without the aid of actuarial instruments. Generation 2 instruments were statistically derived, but relied heavily on static criminal history factors to assess risk. They tended to be developed using local data for specific jurisdictions, typically consisted of fewer than a dozen factors (e.g., the California Base Expectancy Tables developed in the 1960s), and focused on identifying groups of offenders with distinctly different risks of future offending. Many of today's instruments, often referred to as generation 3 or generation 4, have expanded beyond the singular objective of risk assessment to classify individuals by risk of delinquency. These instruments often contain dozens of factors (for example, the Correctional Offender Management Profiling and Alternative Sanctions [COMPAS] Youth risk assessment instrument). They frequently divide risk factors into two groups: "static" and "dynamic" (see, for example, Schwalbe, 2008; Hoge, 2002). Static factors are generally measures of prior delinquency. Dynamic factors are commonly referred to as "criminogenic needs" and represent conditions or circumstances that can improve over time (Andrews, Bonta, & Wormith, 2006). In addition, protective factors and references to "responsivity" have been added to generation 4 instruments. Responsivity is intended to reflect an individual's readiness for change and gauge a youth's ability to respond to particular treatment methods and programs (Andrews, 1990). Generation 4 instruments contain anywhere from 42 to approximately 150 factors.

These variations in methodology and philosophy raised questions about which types of instruments most accurately and effectively help jurisdictions differentiate between low-, moderate-, and high-risk youth. Many evaluations of risk assessments based validity on correlation coefficients or other measures of association. Those that examined the degree of difference in recidivism rates observed for youth identified as low, moderate, or high risk often found little differentiation; results could vary

substantially by race, ethnicity, and gender. Few jurisdictions conducted local validation studies to ensure a risk assessment’s validity and reliability, and now one foundation-funded reform effort is telling agencies that local validation is not required if an instrument has been validated in three agencies or for similar populations.

Perhaps the most significant change in the last few decades has been the emergence of commercially available risk assessment systems. Prior to this development, risk assessment studies were generally conducted by universities, nonprofit research organizations, or research units within government agencies. Claims made about the validity and reliability of some of these tools have been challenged by other researchers (Skeem & Eno Louden, 2007; Baird, 2009). In response to concerns about the classification and predictive validity of several risk assessments voiced by juvenile justice practitioners and researchers, OJJDP funded a proposal submitted by the National Council on Crime and Delinquency (NCCD) to evaluate commonly used risk assessments by comparing their predictive validity, reliability, equity, and cost. NCCD is a nonprofit social research organization, and its researchers conducted the study of eight risk assessments in 10 jurisdictions in consultation with an advisory board of juvenile justice researchers and developers of commercial juvenile justice risk assessment systems included in the study.

The 10 jurisdictions use a variety of risk assessment instruments, ranging from commercially available systems to models developed for use by a specific agency. The seven agencies that use risk assessment models created for general use include the Arkansas Department of Human Services, Division of Youth Services; Florida Department of Juvenile Justice; Georgia Department of Juvenile Justice; Nebraska Department of Health and Human Services, Office of Juvenile Services; Nebraska Office of Probation Administration; Solano County, California; and the Virginia Department of Juvenile Justice. The three that were validated on and for local populations are Arizona and Oregon tools (Table E1).

<b>Sites and Risk Assessments Evaluated for Inter-Rater Reliability and Validity</b>			
<b>Site Agency</b>	<b>Risk Assessment Instrument</b>	<b>Who completes risk assessment protocol?</b>	<b>What decisions does it inform?</b>
Arizona Administrative Office of the Courts (AOC)	Risk/needs system validated for Arizona youth placed/referred to juvenile court	Probation officers	Supervision type and level, services
Arizona Department of Juvenile Corrections (DJC)	Dynamic Risk Instrument (DRI), validated for secure care/committed population	Secure commitment facility staff	Placement decisions, treatment planning, case planning, release decisions
Arkansas Department of Human Services, Division of Youth Services (DYS)	Youth Level of Service/Case Management Inventory (YLS/CMI) for youth in secure commitment	Case coordinators and service managers	Establishment of treatment goals, program placement

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Florida Department of Juvenile Justice (DJJ)	Positive Achievement Change Tool (PACT)	Probation officers	Supervision levels, services
Georgia Department of Juvenile Justice (DJJ)	Comprehensive Risk/Needs (CRN) assessment, an early derivative of COMPAS Youth	Probation/commitment assessment specialists	Supervision levels, commitment and placement decisions
Nebraska Department of Health and Human Services, Office of Juvenile Services (OJS)	YLS/CMI for youth in secure commitment	OJS evaluation coordinators	Supervision levels, commitment decisions
Nebraska Office of Probation Administration	YLS/CMI	Probation officers	Supervision levels, case planning
Oregon Juvenile Justice	Juvenile Crime Prevention (JCP) assessment developed for youth referred to juvenile justice system	Probation officers, detention workers, and prevention workers	Direct service supervision, case plan
Solano County, California	Gender-specific risk assessments in JAIS for youth referred to probation	Probation officers	Risk informs supervision and service intensity, needs assessment case plan
Virginia Department of Juvenile Justice (DJJ)	Youth Assessment and Screening Instrument (YASI) for youth on probation, facility or parole	Probation officers and facility staff	Supervision levels, number of probation contacts, case plan

### **Inter-Rater Reliability Testing**

Inter-rater reliability is a necessary quality in an assessment because it helps ensure that different caseworkers, faced with the same case information, will reach the same scoring and recommendations for key decision thresholds such as risk of future delinquency. If assessment items are not reliable, it is unlikely that they will be predictive.

We measured the inter-rater reliability of risk assessment items by asking a sample of officers/caseworkers to review case files for 10 youth, observe a videotaped interview of each youth, and score a risk assessment (or risk/needs assessment) for each youth. The number of raters varied by site between five and 69, with most sites engaging 25 or more workers in testing (selection was random in some sites but voluntary in others). We used multiple measures to assess inter-rater reliability, as each has limitations that are important to understand. Percent agreement is and has been our primary measure for comparison across items and assessments because it is easy to understand and transparent; the limitation is that it does not control for the likelihood that caseworkers would randomly reach the same response by chance.

In a comparison of assigned risk level by each assessment for 10 test cases, most tools achieved high percent agreement between workers. Fewer instruments achieved high levels of agreement with an expert score (five of the 10), intra-class correlation coefficient with risk score at or above .80 (five), and kappa above .6 (three). Of most interest is that only three of the risk assessments had positive indications of inter-rater reliability across every measure: Arizona's homegrown AOC assessment, Solano County's gender-specific assessments, and Virginia's YASI. Overall, prior delinquency history and other similar static risk factors demonstrated higher levels of inter-rater agreement than dynamic factors; this was especially true for more subjective measures such as youth attitudes.

### **Validity and Equity Testing**

In order to effectively target limited resources, a risk assessment needs to result in valid and equitable classifications. Testing the predictive validity and equity of the risk assessments involved sampling a cohort of youth on probation or released from a facility (i.e., post-commitment). Recidivism was tracked over a 12-month follow-up period for all sites but one (where only nine months of outcomes were available). Outcome measures were obtained from agency databases and include subsequent arrests, subsequent adjudications, and subsequent placement in a juvenile facility. Exceptions were two sites for which recidivism was limited to return to a correctional facility for youth released from facilities. Findings showed that several of the evaluated risk assessment systems failed to provide the level of discrimination needed by probation and correctional service staff if they are to optimize decisions regarding supervision requirements.

Three systems, the Oregon JCP, Solano County's Juvenile Sanction Center risk assessment for boys, and the YASI model used in Virginia, demonstrated considerable capacity to accurately separate cases into low, moderate, and high risk levels with progressively higher recidivism with each risk level increase. The area under the curve (AUC) and Dispersion Index for Risk (DIFR) scores for these risk assessments were also acceptable. Other instruments evaluated suffered from a lack of distinction between risk categories by outcomes examined. The AUC and DIFR were also insufficient for several risk models.

In all jurisdictions where sample size allowed, NCCD conducted additional analyses to determine if a simple actuarial risk instrument would provide better classification results. This effort was restricted by available data, but better results were obtained in most instances using simple construction scale methods such as analyses of correlations and regression models. In two agencies with large study cohorts available, cases were divided into construction and validation samples and results from the validation samples presented. This step is recommended because results from a construction are generally the best that will be attained. When tested on an independent sample, the level of discrimination attained tends to decline. In this exercise, we found minimal "shrinkage." The combined results of all analyses conducted suggest that limiting factors on a risk assessment to those with a strong, significant relationship to outcomes will result in a more accurate risk classification.

Some members of the advisory board claim that little difference was shown in predictive efficacy of many of the instruments tested in this study. They base these conclusions primarily on a comparison of AUC values. Their viewpoint, comments from other advisory board members, and our responses appear in the “Discussion” section of the report. In short, risk assessments should be evaluated based on how the information informs practice; thus, we assessed predictive validity using multiple measures, with recurrence of delinquency by risk classification level as our primary measure. The reasoning for this approach is further described in the body of the report.

### **Implications for Practice**

The proper use of valid, reliable risk assessments can clearly improve decision making. Results of this study show, however, that the power of some risk assessment instruments to accurately classify offenders by risk level may have been overestimated. The first step in remedying this situation is to ensure that everyone working in the field of juvenile justice understands the importance of valid, reliable, and equitable risk and needs information. Although the study provided fodder for many areas of policy and practice, as well as future research and development, researchers, practitioners, and advocates should focus attention on the following points.

- A. Jurisdictions must be able to ensure that the risk assessment completed by field staff to inform case decision making is reliable, valid, and equitable. Decisions about youth are based on the level of risk assigned. Thus, the primary measure of validity must be the level of discrimination produced. This study clearly demonstrates that similar AUCs do not translate into similar classification capability. Jurisdictions should expect reliability testing and validation studies when assessment models are transferred to other jurisdictions and would benefit from making evaluation of assessments part of a more comprehensive approach to evidence-based practice.
- B. National standards could provide juvenile justice administrators with clear guidelines for assessing the reliability, validity, and equity of existing models. Such standards could also help agencies develop the capacity to construct instruments for their populations and understand how valid risk and needs information can help them monitor and improve practice. National standards could be established to help ensure due diligence, such as ensuring reliability testing and validation studies before and after risk assessment instruments are transferred to other jurisdictions and emphasizing measures that are most applicable for practice conditions and easier for administrators to understand. Measures emphasized over the last decade have significant shortcomings and fail to convey that which is most important to correctional administrators: the level of discrimination in outcomes attained between risk levels and the proportion of cases assigned to each risk level. The purpose of risk assessment is to classify offenders into groups with substantially different probabilities of future offending; measures such as correlations (frequently depicted as effect size) and AUC, while useful, are not by themselves adequate measures of validity. Likewise,

while correlations are not adequate measures of reliability, they sometimes are the only measure reported.

- C. Risk assessment should focus solely on identifying cases most and least likely to be involved in future offending, e.g., limiting the list of contributing factors to items significantly related to delinquency in the expected direction. Simple, straightforward, actuarial approaches to risk assessment generally outperform more complicated approaches.

Risk assessment should be a simple process that can be easily understood and articulated. This study's findings show that simple, actuarial approaches to risk assessment can produce the strongest results. Adding factors with relatively weak statistical relationships to recidivism—including dynamic factors and criminogenic needs—can result in reduced capacity to accurately identify high-, moderate-, and low-risk offenders.