CAMDEN COUNTY/NJ DEEP END REFORM: AN EXPANSION OF JDAI

System Assessment Findings
July 14, 2016

National Context: Deep End Goals

- Significantly reduce reliance on out-of-home placements
- Eliminate racial/ethnic disparities
- Ensure racial/ethnic equity throughout the system
- Provide access to community-based interventions, services, supports, and opportunities
- Divert from the system youth who are at lower risk of re-arrest
- Sustain commitment to JDAI detention reform

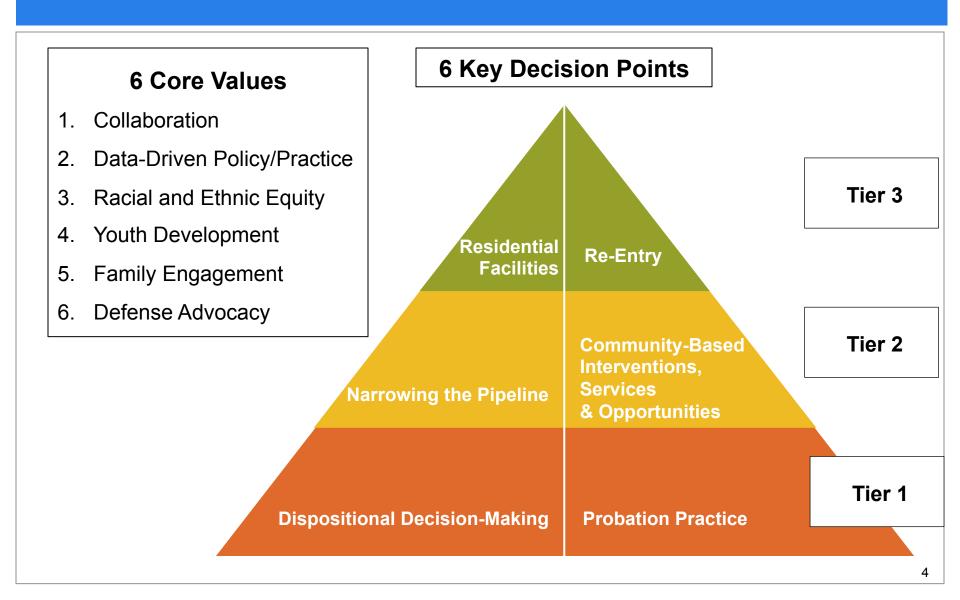
Meaningfully engage with youth, families, and communities to achieve these goals

For purposes of this work, what do we mean when we say...

...Out-of-home Placements (OOHP or "placements")?

- Includes <u>ALL</u> youth who are:
 - Placed out-of-home in a facility;
 - As the result of a disposition in a delinquency matter; and
 - Pursuant to a court order related to the delinquency case.
- Primary placements include JJC commitment, JJC residential, CSOC residential, and substance abuse residential.

National Context: Deep End Framework



Components of the Camden/NJ Deep End Assessment

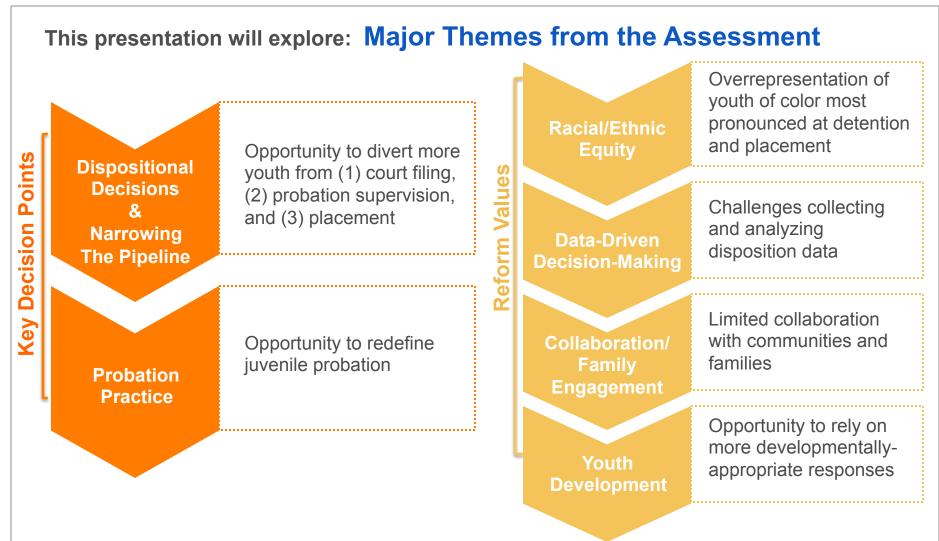
QUALITATIVE

- 44 interviews with juvenile justice stakeholders
- 6 focus groups
- Surveys of probation officers
- Court Observations
- Document reviews

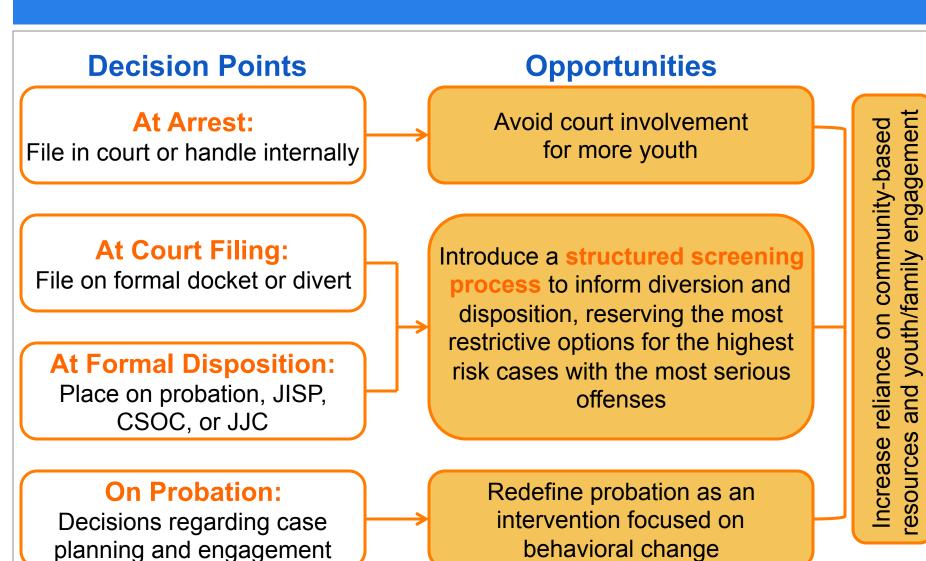
QUANTITATIVE

- All dispositions in 2014
- 5 years of aggregate data on:
 - Court filings
 - Adjudications
 - Detention admissions
 - Out-of-home placements

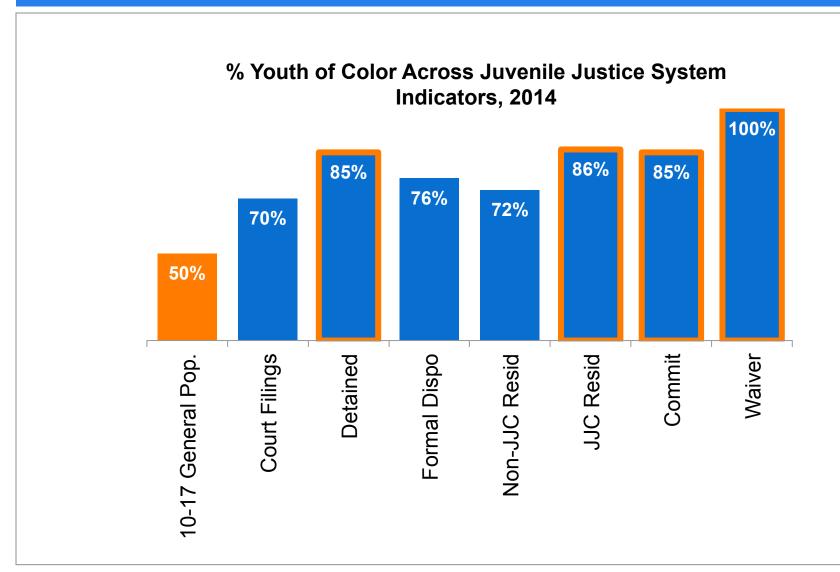
While Camden County is starting this work from a place of strength, the focus of this presentation will be on what can be done to propel system reform further and meet the goals of the deep end expansion.



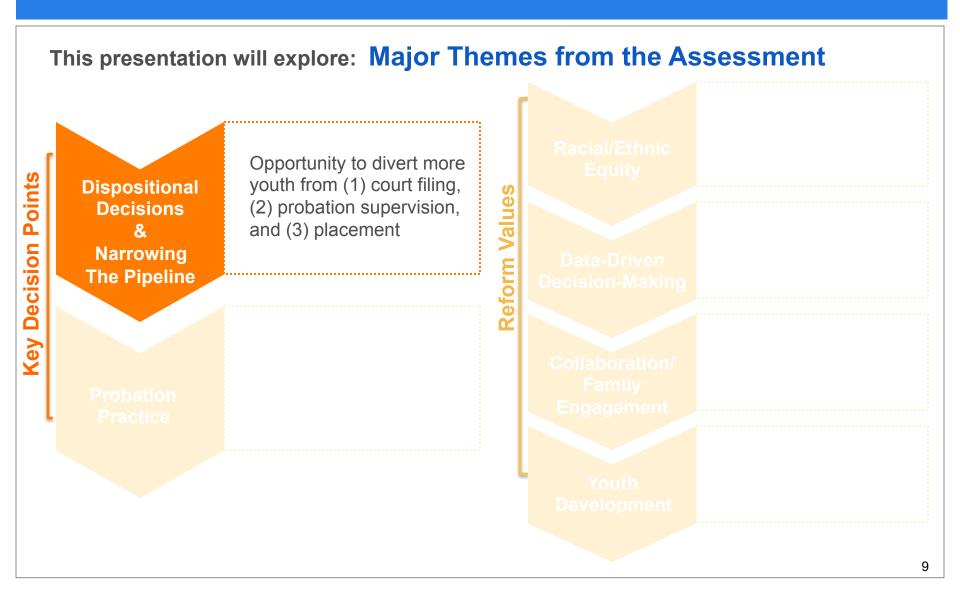
Preview: Decision Points and Opportunities



Youth of color are overrepresented at each stage of the system – most pronounced at detention, placement, and waiver.



While Camden County is starting this work from a place of strength, the focus of this presentation will be on what can be done to propel system reform further and meet the goals of the deep end expansion.



Key Qualitative Finding:

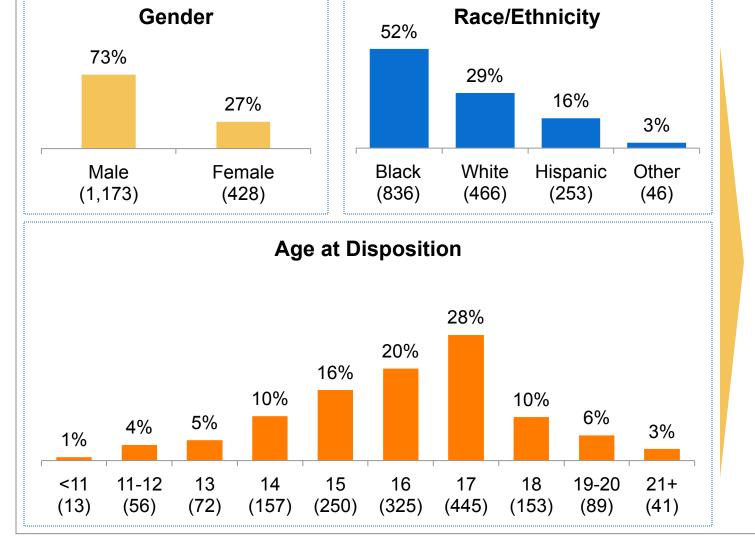
Absence of a structured screening process to inform diversion and disposition

- Nationally, more and more jurisdictions are relying on structured screening processes to help ensure that the majority of system resources, particularly at the deep end of the system, are focused on youth that need them the most.
- These screening processes aim to maximize community-based and familycentered solutions, reinforce the least restrictive option, and promote consistency and equity.
- They rely on:
 - Use of an objective risk assessment;
 - Consideration of offense severity and local values; and
 - When done most successfully, strong family and youth engagement.

Key Qualitative Finding: Lack of local consensus on the purpose of placement

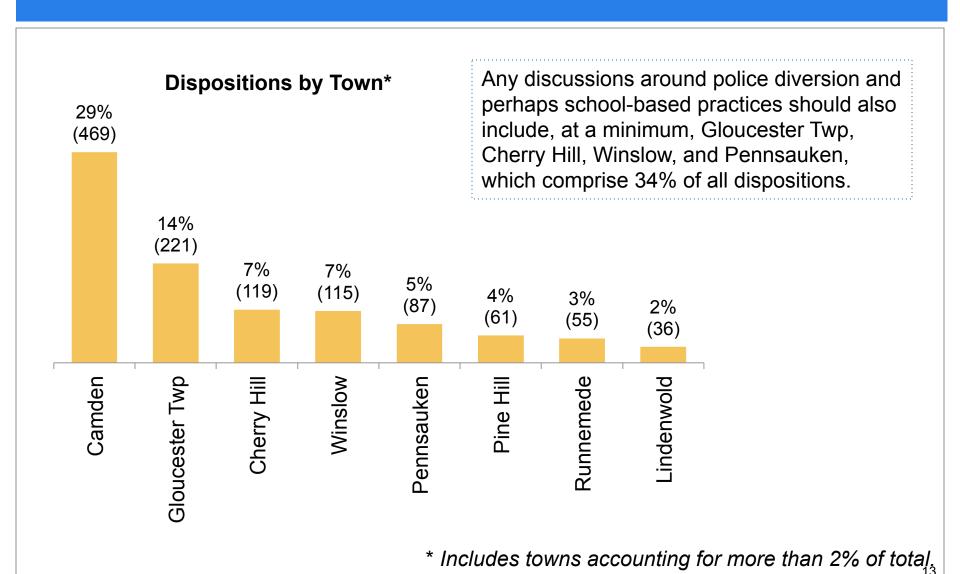
For the child's safety To access mental health and well-being or related services To provide a structured To protect public safety environment that forces compliance To separate a youth from a For punishment negative family environment

This analysis examined the 1,601 disposition events that occurred in 2014, including dispositions on the informal and formal dockets.

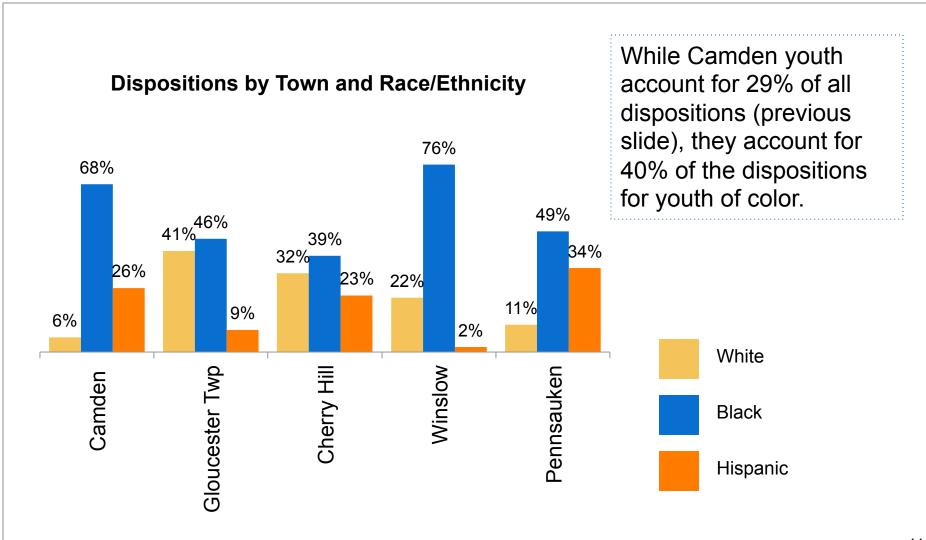


- 73% boys
- 68% Youth of Color
- 64%
 between the ages of 15
 and 17

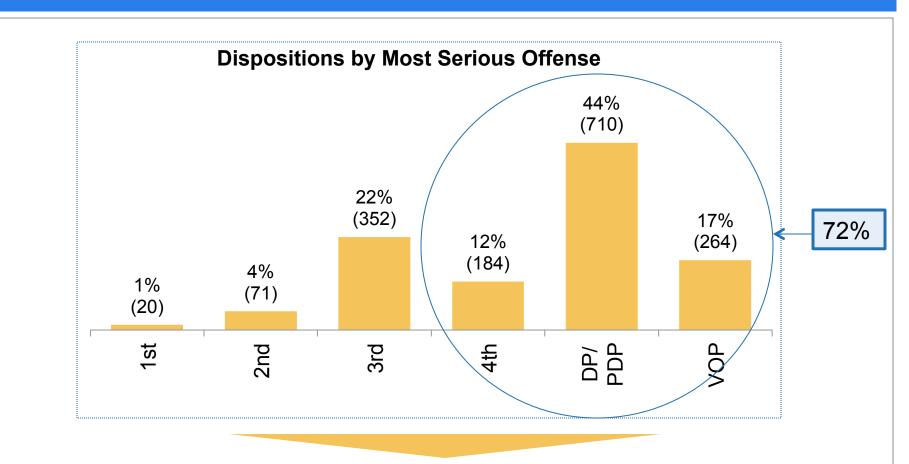
8 towns account for 73% of all dispositions. While Camden makes up a substantial proportion of all cases (29%), it is not a majority.



Youth of color are over-represented in each of the five towns with the highest numbers of dispositions.

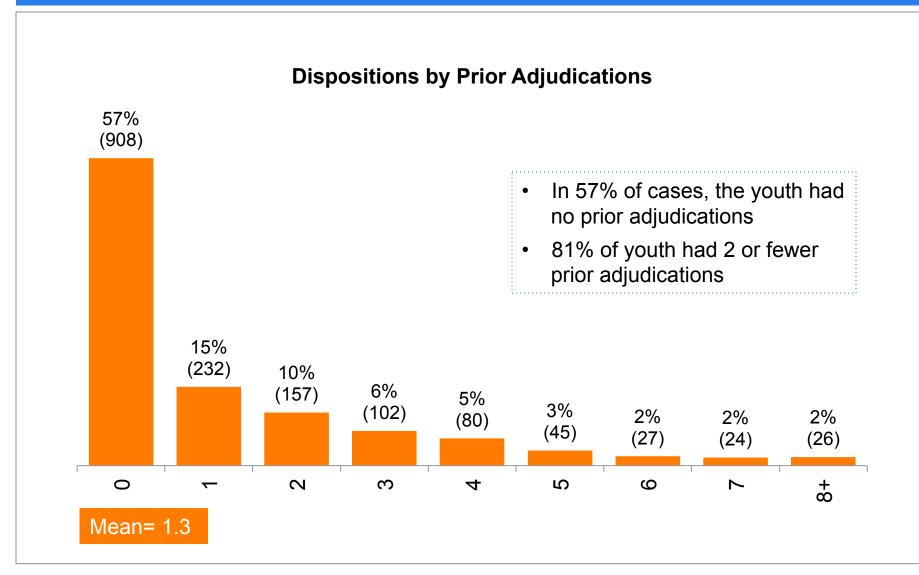


Nearly three quarters of youth were disposed on a disorderly persons (DP), petty disorderly persons (PDP), 4th degree, or technical probation violation.

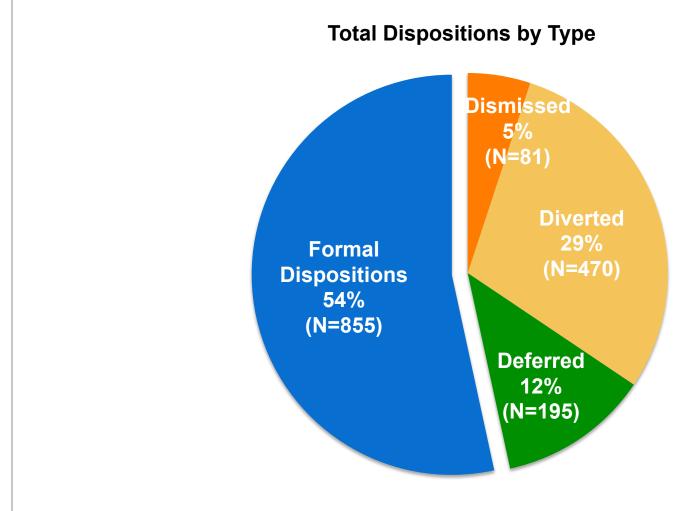


Very few youth disposed on the most serious offenses – 1st or 2nd degree

More than half of youth had no prior adjudications at time of disposition.

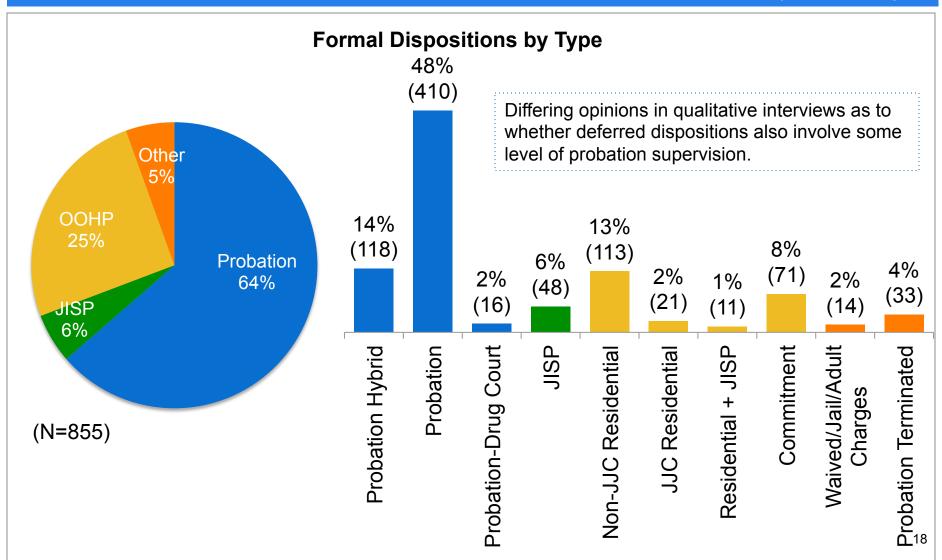


41% of cases were treated informally – diverted or deferred from disposition. Another 5% were dismissed.



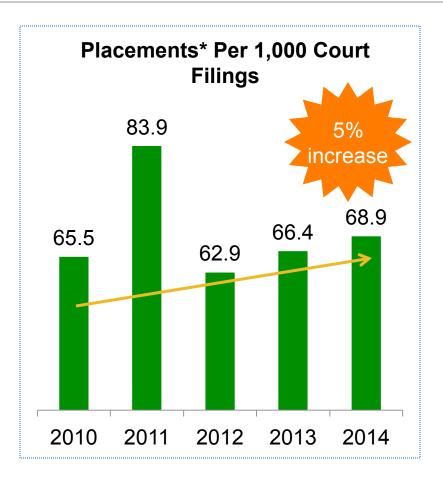
Placements accounted for a quarter of all formal dispositions. Probation and JISP* accounted for 70%.

* Juvenile Intensive Supervision Program



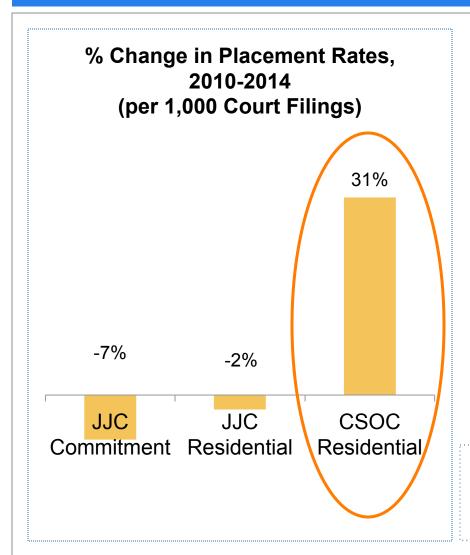
Placements* have decreased considerably since 2010, but with a 36% decrease in court filings during that same period, the placement *rate* – relative to filings – has been on the rise.

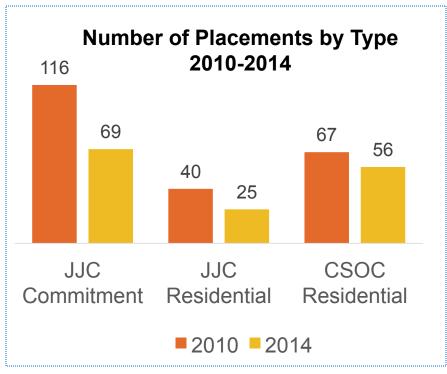




^{*} This includes commitments, JJC and CSOC residential. Some "other" placements (such as substance abuse) not known prior to 2014, so not included in the annual numbers here. Therefore, overall placement numbers likely higher than represented – by at least 66 placements in 2014 alone.

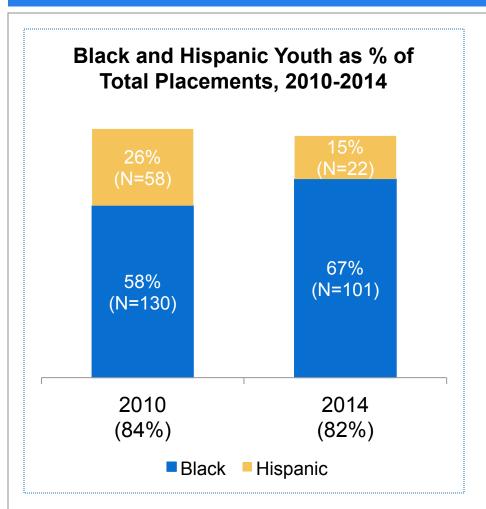
The 5% increase in the placement rate between 2010-2014 was largely driven by an increased reliance on CSOC residential placements.

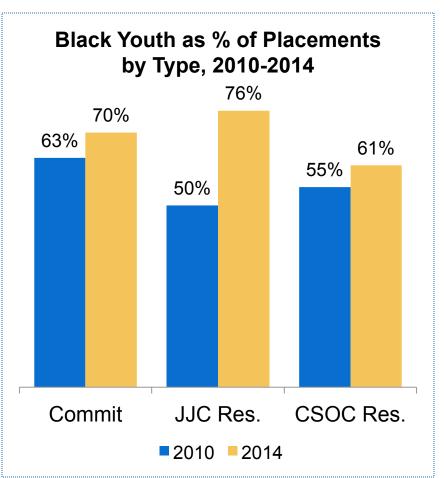




- JJC commitments have steadily declined
- Changes in CSOC and JJC residential have been far less consistent.

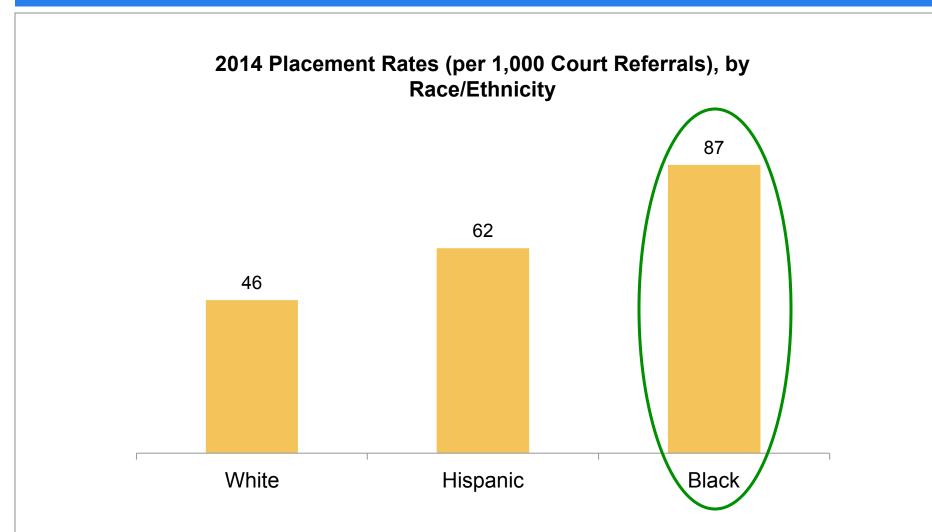
The proportion of placements* that are for Black youth has increased, across all placement types.





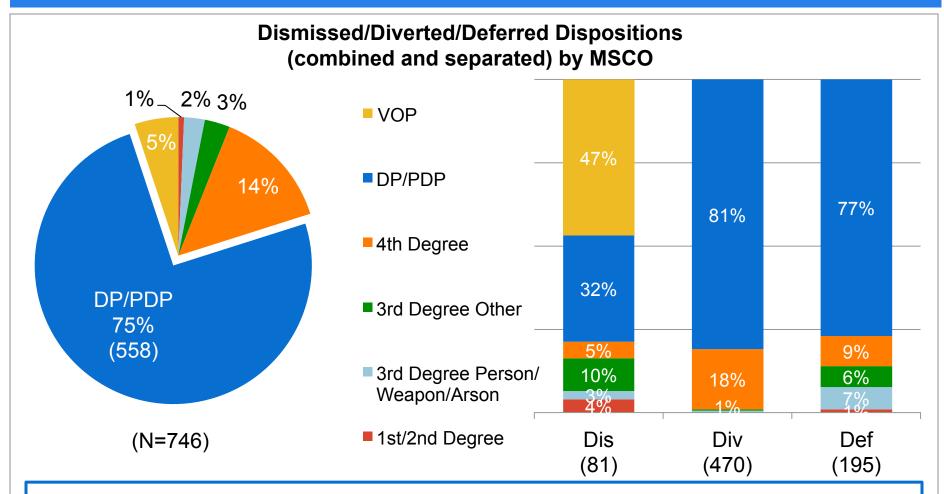
^{*} This includes commitments, JJC and CSOC residential. Some "other" placements (such as substance abuse) not known prior to 2014, so not included in the yearly comparisons here.

The placement* rate for Black youth is significantly higher than the rates for Hispanic and White Youth.



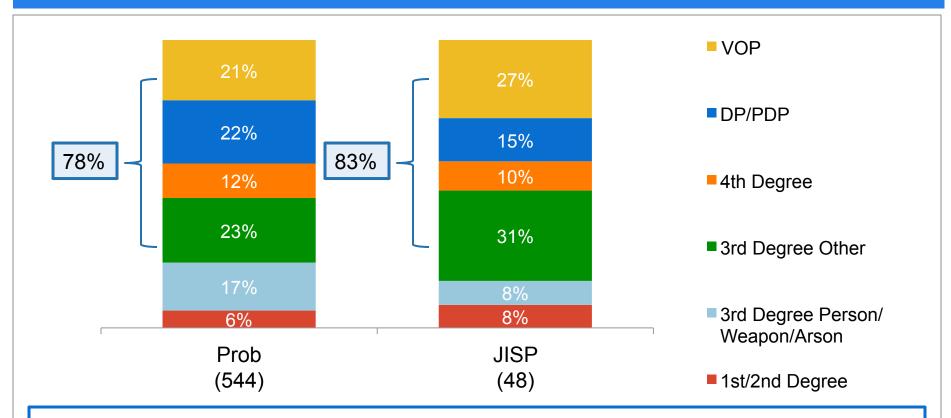
^{*} This includes commitments, JJC and CSOC residential, not "other" placements (such as substance abuse)

Three quarters of youth that are dismissed, diverted, or deferred after the initial court filing had a DP/PDP as their Most Serious Current Offense (MSCO).



OPPORTUNITY: Avoid court filing/involvement for more DP/PDP and other lower-level offenses (to be explored in more depth throughout the presentation).

Lower-level offenses* accounted for more than three-quarters of the cases on probation and JISP.

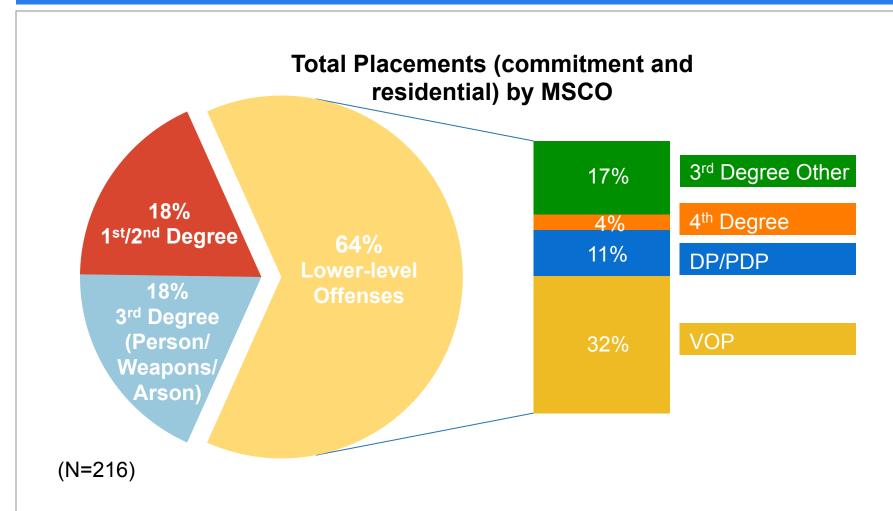


OPPORTUNITY: Reserve probation – and particularly JISP – for more serious offenses and handle more lower-level offenses informally (to be explored in more depth throughout the presentation).

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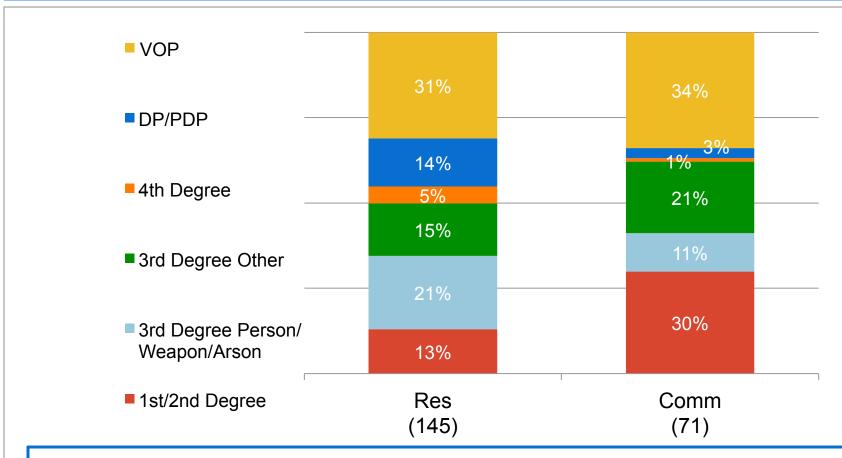
^{*} Defined here as DP/PDP, 4th Degree, and 3rd Degree offenses that are non-person/weapons/arson-related, as well as technical violations of probation.

Roughly two-thirds of all youth placed out of the home had a lower-level offense as their MSCO.



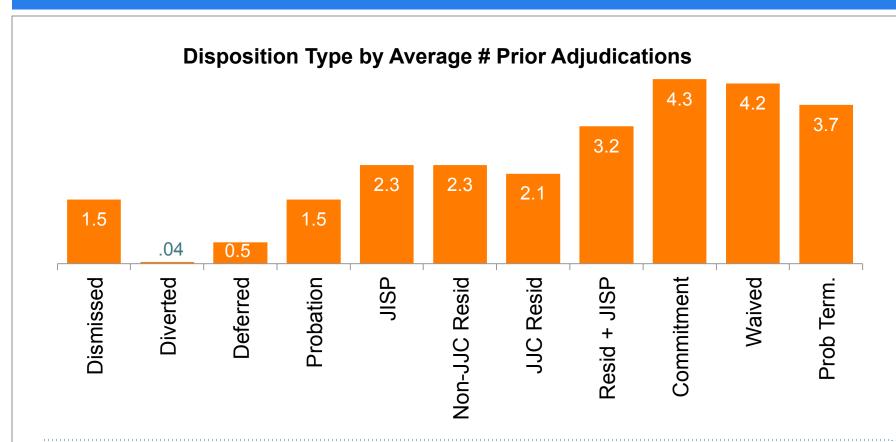
^{*} Defined here as DP/PDP, 4th Degree, and 3rd Degree offenses that are non-person/weapons/arson-related, as well as technical violations of probation.

One third of commitments and residential placements are a result of technical violations of probation.



OPPORTUNITY: Reexamine the responses to and prevention of probation non-compliance and divert more lower-level offenses from placement (to be explored in more depth throughout the presentation).

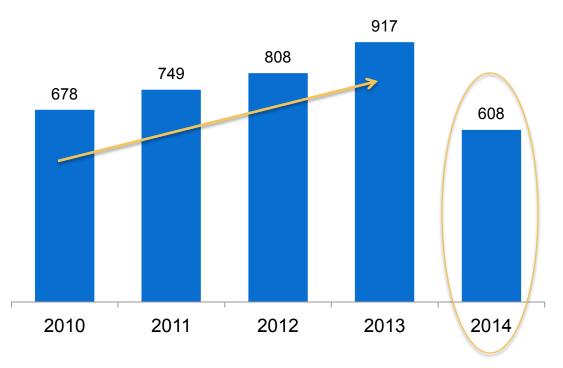
Generally speaking, youth who receive more restrictive dispositions have lengthier histories.



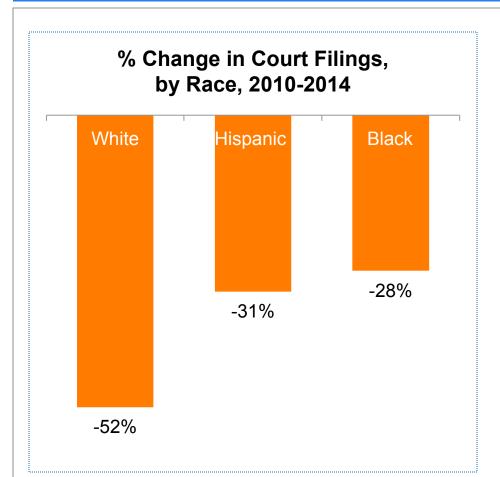
- While this shows overall trends in this area...
- The next several slides take a closer look at particular *types* of histories and current offenses, uncovering opportunities to rethink responses to certain populations.

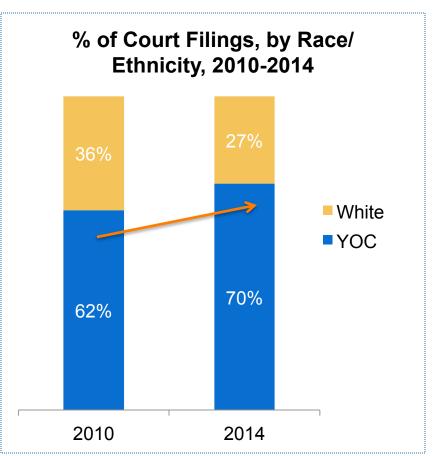
Significant decrease in court filing rate in 2014, but on the heels of a steady 33% increase over previous four years.





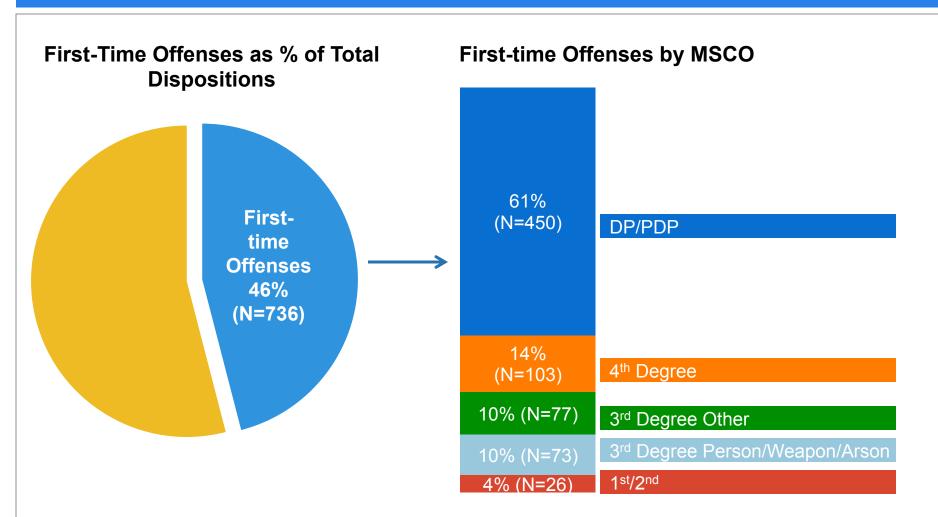
 Will be critical to track this over time, see what is driving the decrease (enhanced station house adjustment, something else?) and if the trend continues. The decrease in court referrals for White youth far outpaces that for Black and Hispanic youth. The proportion of overall court filings that are for youth of color has increased.





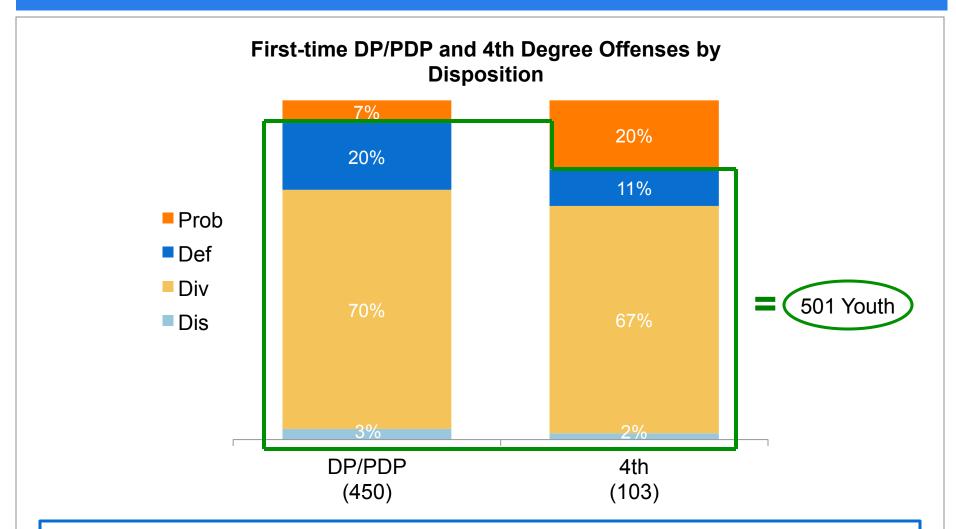
OPPORTUNITY to avoid court filing/court involvement in more cases, and, in particular, identify opportunities to avoid court referrals for more youth of color.

Of the youth who were referred to court in 2014, nearly half were disposed on first time offenses.* 61% of those first-time offenses were DP/PDPs.



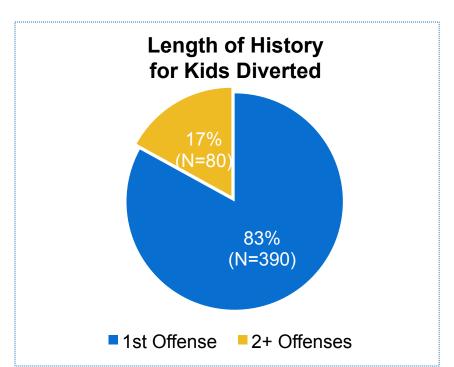
^{*} Defined here as cases in which the youth had no prior adjudications, no prior diversions, no prior deferred dispositions and 2 or fewer adjudicated dockets for the current case.

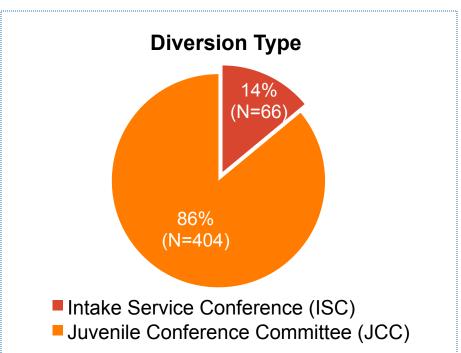
501 youth with first-time DP/PDP or 4th Degree offenses –nearly one third of all dispositions – were dismissed, diverted, or deferred following initial filing.



OPPORTUNITY to avoid court filing/court involvement in more cases.

Diversion, following court referral, is reserved largely for first-time offenses.* And only 14% of diverted cases go to an Intake Service Conference (ISC).

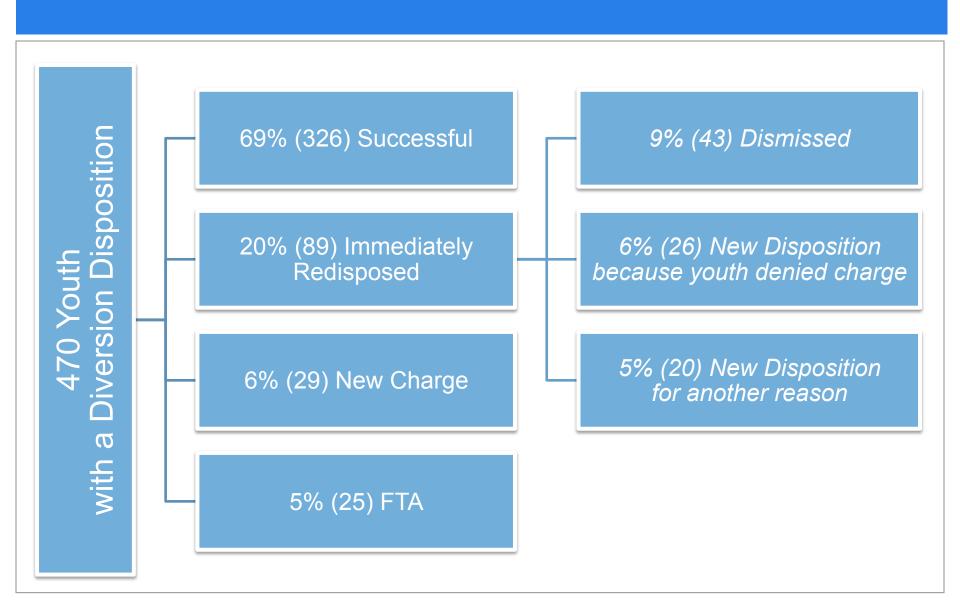




OPPORTUNITY to shift more first-time, lowest-level offenses out of court entirely, and use diversion for more youth who are currently getting a formal probation disposition –relying more heavily on the ISC for repeat, lower-level offenses.

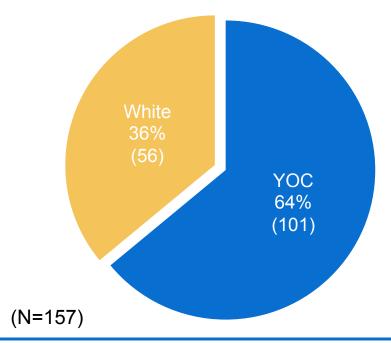
^{*} First time offenses defined same as previous slide: Cases in which the youth had no prior adjudications, no prior diversions, no prior deferred dispositions and 2 or fewer adjudicated dockets for the current case. 32

Most kids who are provided the opportunity to be diverted are successful.



Youth of color comprised 64% of all youth with low-level delinquency histories* who received a formal disposition.

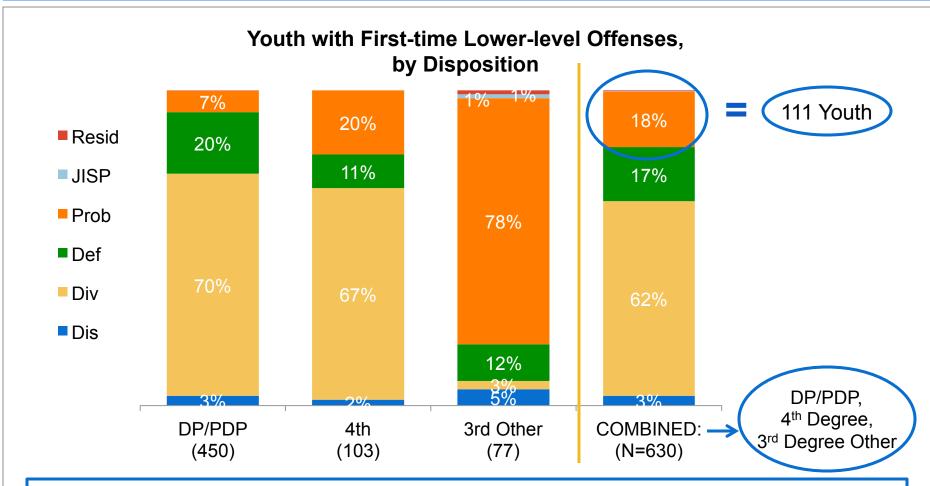




OPPORTUNITY to "narrow the pipeline" overall, and in doing so, decrease the number of Black and Hispanic youth receiving formal court dispositions.

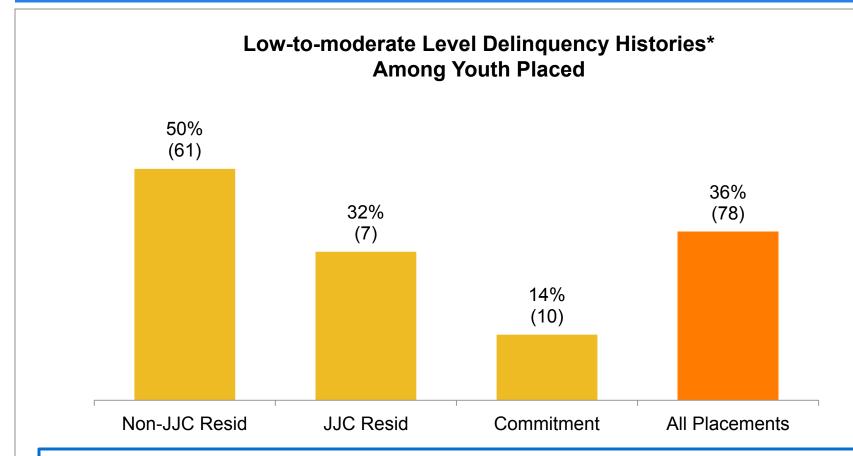
^{*} Defined as cases in which the youth had 2 or fewer prior adjudications, and no adjudication (**current or prior**) more serious than the 4th degree.

Nearly 1 in 5 youth with first-time, lower-level offenses were placed on probation.



OPPORTUNITY to reserve probation for higher level offenses and handle more lower-level, particularly first-time, offenses informally (through diversion).

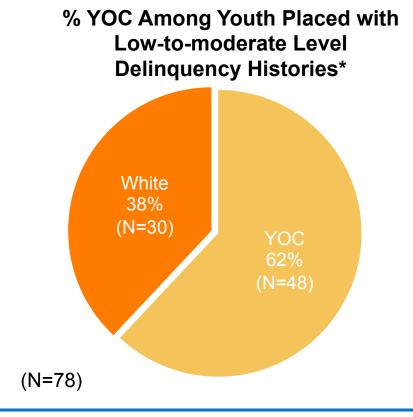
Roughly 1 in 3 youth who received an out-of-home placement had low-to-moderate-level delinquency histories.*



OPPORTUNITY to avoid placement in more cases, focusing here on youth with less serious delinquency histories.

^{*} Defined as cases in which the youth had no 1st or 2nd degree adjudications (**current or prior**) and 2 or fewer prior adjudications.

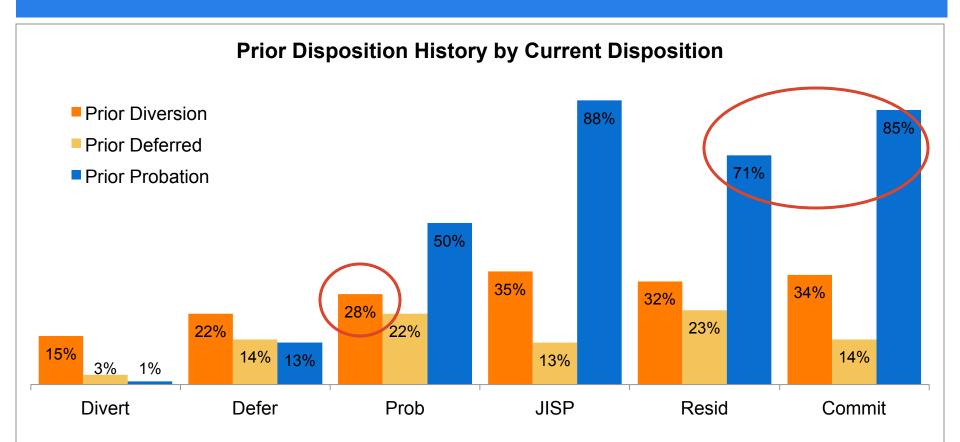
Youth of color represented 62% of all youth with low-to-moderate level delinquency histories* who were placed out of the home.



OPPORTUNITY to reduce placements overall and, in particular, decrease the number of Black and Hispanic youth removed from their homes and placed in facilities.

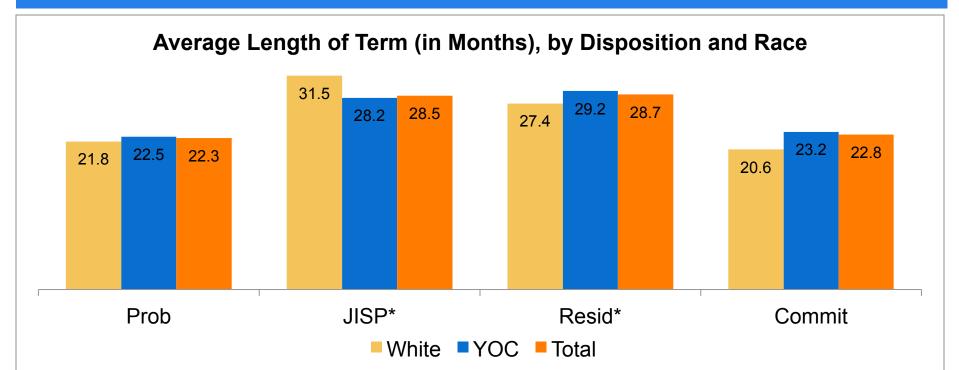
^{*} Defined as cases in which the youth had no 1st or 2nd degree adjudications (current or prior) and 2 or fewer prior adjudications.

Only a quarter of youth on probation had a prior diversion. And three quarters of youth placed out of the home had previously been on probation.



OPPORTUNITY to offer diversion opportunities to more youth, prior to a probation disposition, thereby narrowing the funnel toward placement. And increasing the level of success on probation so that youth don't go deeper into the system.

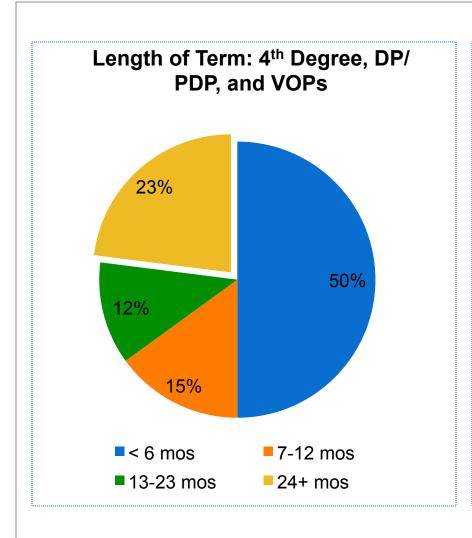
Youth are ordered to lengthy terms under all formal dispositions – probation, JISP, and out-of-home placement.

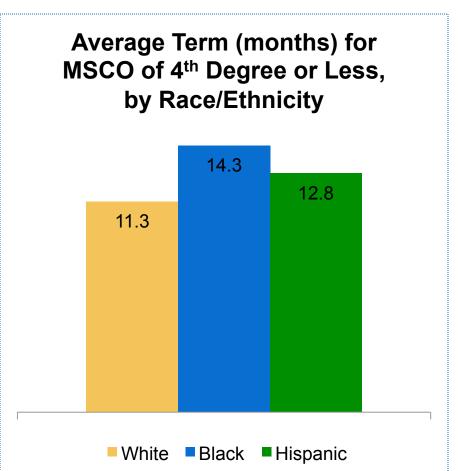


- Average length on probation was roughly 2 years. The medians are quite similar, which
 means that approximately half of all youth received terms *longer* than that.
- Similarly, on average, youth placed in a residential facility or state commitment facility had lengths of roughly two years (28.7 and 22.8 months, respectively).
- Youth of color received slightly longer terms for all but one disposition type.

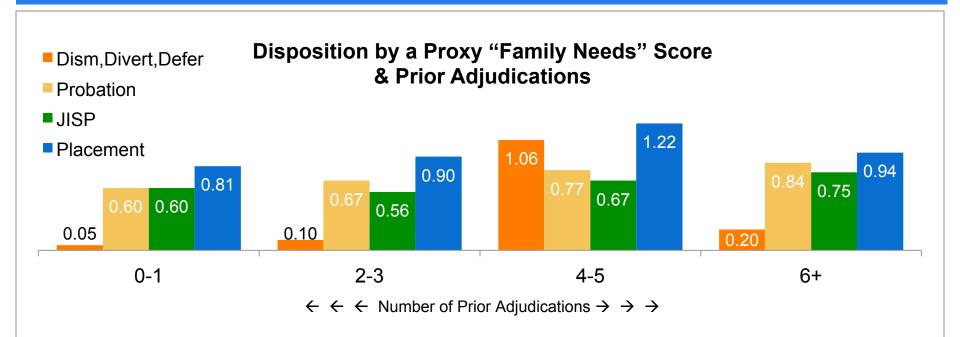
^{*} For kids placed on JISP or in residential, reflects months of probation ordered.

Roughly 1 in 4 youth with a most serious current offense of 4th Degree or less received a disposition term of more than 2 years.



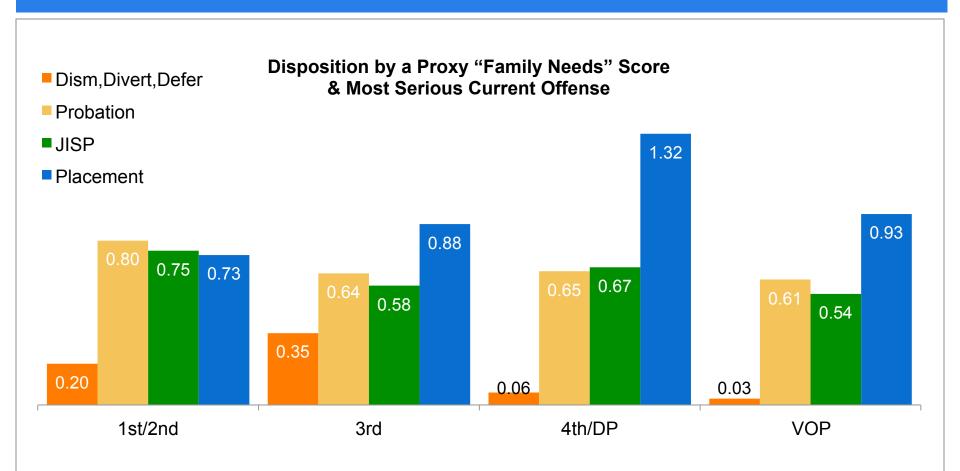


Available data suggests that youth with social service needs may be more likely to be placed out-of-home in delinquency proceedings, regardless of their prior delinquency history.



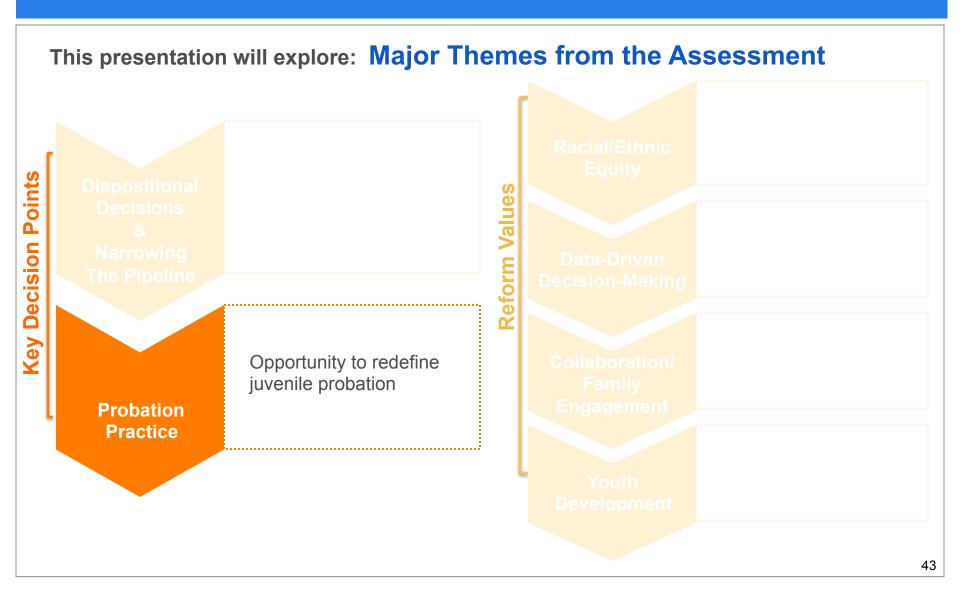
- Methodology: As a proxy for some social service needs, youth were assigned 1 point if they had ever been a minor in any of the following 5 docket types: child placement, family crisis, termination of parental rights, abuse and neglect, and domestic violence. The figures above represent the average "score" in each subcategory e.g., among youth with 4-5 prior adjudications, youth disposed to JISP averaged .67 dockets.
- <u>Preliminary Finding</u>: Youth that received a placement disposition scored higher on the scale, after controlling for delinquency history.

Controlling for offense severity, the correlation between the family needs proxy and placement is also strong among most youth.



OPPORTUNITY: Question and ensure that decisions involving placement are based on risk, rather than needs or perceived needs.

While Camden County is starting this work from a place of strength, the focus of this presentation will be on what can be done to propel system reform further and meet the goals of the deep end expansion.



Probation Practice: Why Focus on This?

- Wide majority (64%) of formal dispositions in Camden are for probation.
- Probation is in Camden and nationally where most of the kids in the deep end of the system reside. What happens there greatly affects whether kids are at risk of later placement, commitment, or detention.
- In the last twenty years nationally, juvenile probation has been moving away from a compliance-based, punitive approach to one that is grounded in family engagement, strength-based case planning, and positive behavioral change.
- Based on the above and on assessment findings, the deep end work provides an important opportunity to strengthen and enhance local probation practices.

Now is an opportune time for Camden to revisit and redefine the purpose of juvenile probation.

CHALLENGE: Conflicting expectations, or perceived "purpose," of probation

- Participants described main purpose of probation as monitoring and enforcing youth compliance with the orders of probation.
- Focus on testing compliance can trump relationship-building and family engagement.
- 85% of surveyed officers said that, rather than lean more toward home/community visits, they "always" "require youth to attend regular meetings in the probation office to test compliance with reporting conditions."
- Detention and placement often seen as ways to force such compliance.

OPPORTUNITY: Redefine juvenile probation as an *intervention* that is focused on behavioral change, rather than compliance

- Research shows that supervision alone is not effective
- Shift away from looking at short-term compliance alone and focusing more on the stages of change and strategies for longer-term and long-lasting behavioral change.

The introduction and active use of structured decision-making could help sharpen the focus and target population of probation.

CHALLENGE: High caseloads and lengthy probation terms

- Significant number of youth on probation for lower-level offenses and/or limited
 offense histories makes it difficult to focus on the youth that pose the greatest risk.
 - Reminders:
 - 4th degree and DP/PDP offenses accounted for 1/3 of all cases (185) on probation.
 - More than 100 youth were placed on probation for first-time offenses of DP/PDP, 4th degree, and less serious 3rd degree.
- Caseloads in the 60s. Good practice nationally is between 20-30.
- Average probation term roughly two years. Good practice nationally far below that.
- Related low PO morale

OPPORTUNITY: Introduce processes and practices that help:

- Reserve probation for the "right" youth
- Keep caseloads low enough to support the shift to a deeper intervention
- Limit the time under probation supervision to no longer than necessary

Research shows that engaging and partnering with families can greatly improve the likelihood of success.

CHALLENGE: Limited youth, family, and community engagement

- In developing case plans, helping build skills, improving youth or family connections to the community.
- Main probation office far from majority of clients, with high reliance on office appointments over community visits.
- With high caseloads, limited time to build trust and relationships.

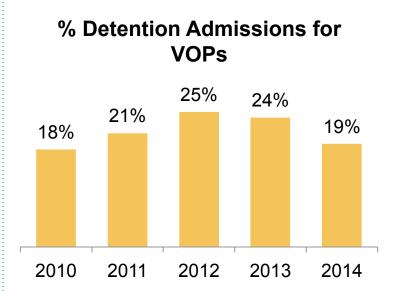
OPPORTUNITY: Reposition the relationship with youth and family as the most important part of the job

- Wealth of national resources now available on how to effectively work with youth and families, with a focus on:
 - Adolescent brain development
 - Strength-based practice
 - Positive youth development

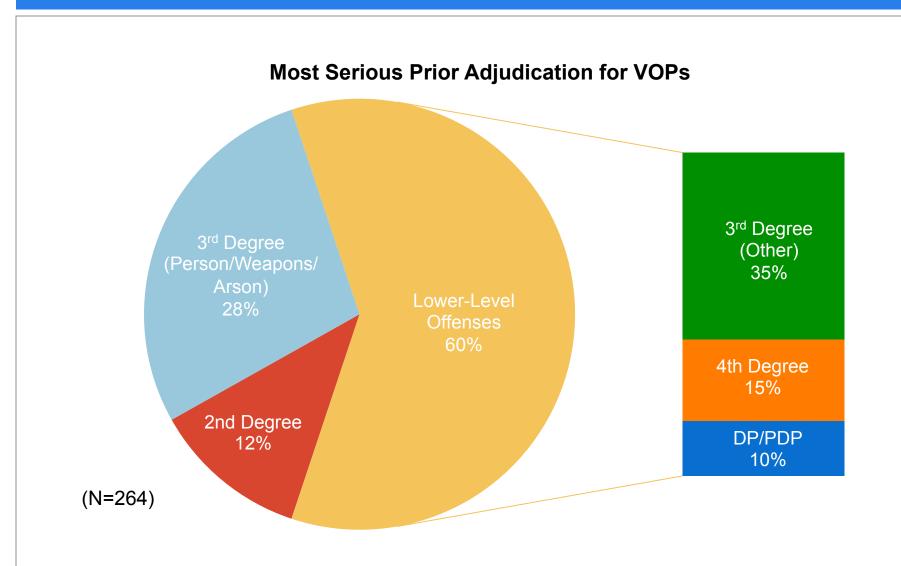
Taking advantage of the current opportunities to change practice should help to reduce violations and reliance on detention and placement.

Highlights from 2014 data:

- A third of OOHPs were a result of VOPs.
- In 85% of commitments and 71% of residential placements, youth had been on probation sometime in the past.
- While Camden has decreased detention by a staggering 79% since implementing JDAI, VOPs account for roughly a quarter of admissions.
- In total, 23% (or 154) of all removals from the home – to detention, commitment, or some other form of residential placement – occurred in 2014 as a result of technical violations.

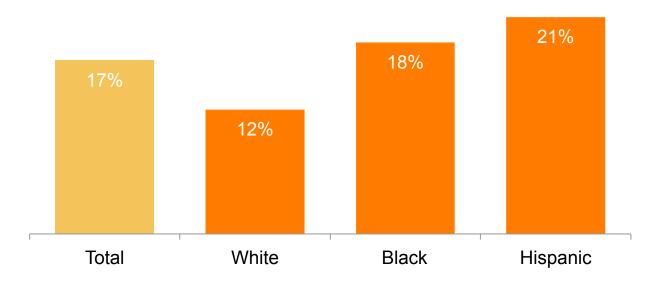


60% of youth with VOPs (leading to a new disposition) had a lower-level offense as their most serious prior.



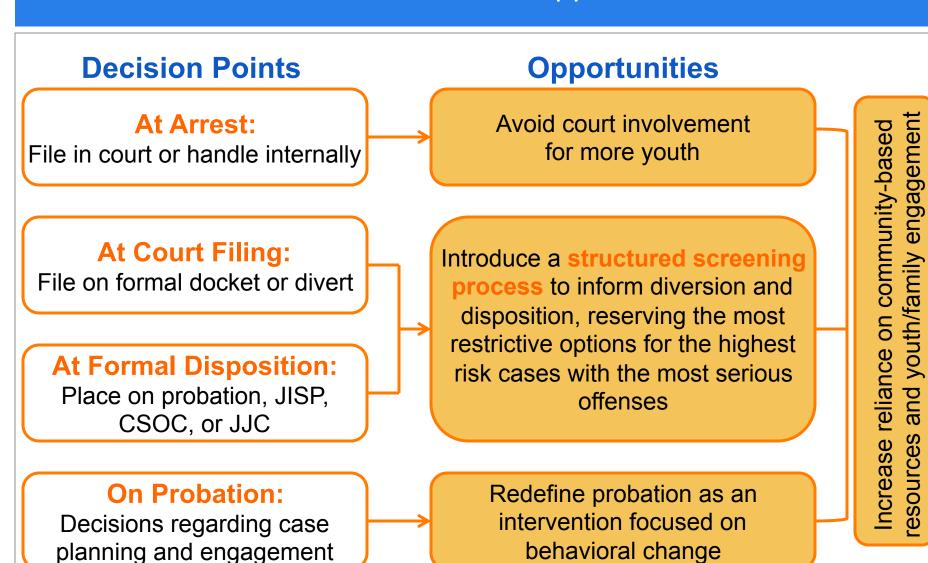
At disposition, roughly 1 in 5 Black and Hispanic youth had a VOP as their most serious current offense. Compared to roughly 1 in 10 White youth.





Reminder: VOPs accounted for 17% (or 264) of 2014 dispositions.

Preview: Decision Points and Opportunities



Breakout Group #1 Avoiding Court Involvement

DATA HIGHLIGHTS:

- Significant # and % of youth filed in court on lower-level and first-time offenses. Many are later dismissed, diverted, or deferred from disposition.
 - Of youth referred to court in 2014, nearly half were disposed on first-time offenses.
 - 61% (or 450) of those first-time offenses were DP/PDPs.
 - Following the initial court filing, 41% of all youth were diverted or deferred from disposition. Another 5% were dismissed.
 - Of the youth diverted, deferred, or dismissed after filing:
 - Three quarters had a DP/PDP as their Most Serious Current Offense (MSCO).
 - 501 were there on a *first-time* DP/PDP or 4th Degree offense, representing nearly one third of all dispositions in court that year.
- The proportion of youth of color in court filings has been increasing.
 - The % of court filings for youth of color increased from 62% in 2010 to 70% in 2014.
 - While the overall # of court filings decreased in the same time period, the decrease for Black and Hispanic youth (28% and 31% respectively) significantly lagged behind that for White youth (52%).

Breakout Group #1 Avoiding Court Involvement

OPPORTUNITY: Avoid Court Involvement for more youth

- Avoid filing on more lower-level (particularly DP/PDP) offenses.
- Avoid filing on more first-time offenses (particularly DP/PDP and 4th Degree).
- Understand the factors behind the 2014 decrease in court filings.
- Bridge the gap between the decreases in court filings for White youth and those for youth of color.
- Engage with communities and families in developing and implementing alternative options.

Breakout Group #2 Introducing a Structured Screening Process to Inform Diversion and Disposition

DATA HIGHLIGHTS:

- Significant # and % of youth receiving a formal disposition, particularly of probation, for lower-level and/or first-time offenses. With particular impact on youth of color.
 - Lower-level offenses accounted for more than three-quarters of the cases on probation and JISP.
 - Youth of color comprised 64% of all youth with low-level delinquency histories* who received a formal disposition.
 - Nearly 1 in 5 youth with first-time, lower-level offenses were placed on probation.
- Placement rate relative to court filings increased by 5% between 2010 and 2014. Particular impact on youth of color.
 - Rise in rate largely driven by a 31% increase in the rate of CSOC residential placements.
 - % of placements that are for Black youth increased from 58% in 2010 to 67% in 2014.
 - Placement rate for Black youth (87) much higher than rates for Hispanic (62) and White (46) Youth.
 - Roughly 2 in 3 youth placed out of home had a lower-level offense as their MSCO.
 - Roughly 1 in 3 youth placed had low-to-moderate level delinquency histories.
 - Youth of color represented 62% of all youth with low-to-moderate level delinquency histories placed out of the home.
- Youth ordered to lengthy terms under all formal dispositions probation, JISP, and placement.

Breakout Group #2 Introducing a Structured Screening Process to Inform Diversion and Disposition

OPPORTUNITY: Introduce a structured screening process to inform diversion and disposition, reserving the most restrictive options for the highest risk cases.

- Rely on objective assessments of risk, offense severity, and availability of alternative options.
- Reserve probation (and any formal disposition) for youth with higher levels of risk and offense severity, and divert from formal processing more lower-level, particularly firsttime, offenses.
- Rely more heavily on the ISC option within diversion for repeat, lower-level offenses.
- Ensure that placement, as a delinquency disposition, is used only in response to a substantial risk of re-arrest (not needs).
- Maximize and rely more heavily on community-based and family-centered solutions.

Breakout Group #3 Redefining Probation

DATA HIGHLIGHTS:

- Conflicting expectations, or perceived "purpose," of probation.
- High caseloads and lengthy probation terms.
 - Significant number of youth on probation for lower-level offenses and/or limited offense histories makes it difficult to focus on youth that pose the greatest risk.
 - Lower-level offenses accounted for more than 75% of cases on probation/JISP.
 - 4th degree and DP/PDP offenses alone accounted for 1/3 of all cases (185) on probation.
 - More than 100 youth on probation for first-time DP/PDP, 4th degree, or less serious 3rd degree.
 - Caseloads in the 60s.
 - Average probation term roughly two years.
 - In 85% of commitments and 71% of residential placements, youth was on probation in the past.
- Limited youth, family, and community engagement.
- High rate of violations of probation, resulting in removal from home.
 - 1/3 of commitments and residential placements are a result of technical violations of probation.
 - At disposition, roughly 1 in 5 Black and Hispanic youth had a VOP as their most serious current offense. Compared to roughly 1 in 10 White youth.

Breakout Group #3 Redefining Probation

OPPORTUNITY: Redefine juvenile probation as an *intervention* that is focused on behavioral change, rather than compliance

- Shift away from looking at short-term compliance alone and focus more on the stages of change and strategies for longer-term and longer-lasting behavioral change.
- Introduce processes and practices that help:
 - Reserve probation for the "right" youth
 - Keep caseloads low enough to support shift to a deeper intervention
 - Limit the time under probation to no longer than necessary
- Reposition the relationship with youth and family as the most important part of the job, and rely more heavily on community-based and family-centered resources.
- Reexamine the responses to and prevention of probation non-compliance.

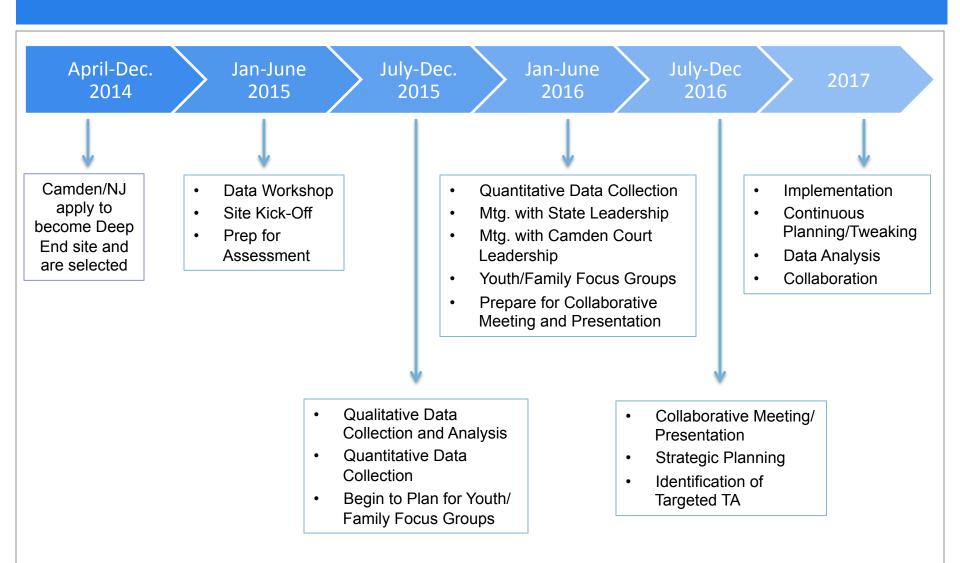
Breakout Group #4 Increasing Reliance on Community-based Resources and Youth/Family Engagement

OPPORTUNITY: Increase reliance on community-based resources and enhance youth and family engagement. (This is a cross-cutting issue, based on findings at various decision points.)

- Ensure there is a continuum of community-based options to (1) help avoid court involvement, (2) divert youth from formal court processing, and (2) act as alternatives to out of home placement.
- Engage with community members in identifying and/or enhancing that continuum.
- Engage with youth and families (defined broadly) in exploring and crafting the most appropriate option in each case.

APPENDIX

Camden/NJ Deep End Timeline



Further Detail on the Components of the Deep End Assessment

QUALITATIVE

- 44 interviews with juvenile justice stakeholders including, but not limited to:
 - Court and County Administration/ Management
 - Law Enforcement
 - Prosecutor's Office
 - Public Defender's Office
 - Judiciary
 - Dept of Children and Families
 - Juvenile Justice Commission
- 6 focus groups:
 - 1 with probation officers
 - 3 with youth
 - 2 with families
- Surveys of probation officers
- Court Observations
- Document reviews

QUANTITATIVE

- All dispositions in 2014, with information on:
 - Demographics
 - Offense severity
 - Prior legal history, including prior dispositions
 - VOPs
 - Dispositional decisions
 - Case processing times
 - Assessed family needs
- 5 years of aggregate data on court filings, diversions, adjudications, detention admissions, and out-of-home placements

Collecting and analyzing quantitative dispositional data was a time- and resource-intensive effort

Collection Process:

- JJC obtained a datafile from the AOC containing all cases disposed on a juvenile delinquency matter (FJ docket) in Camden in 2014.
- Collapsed "cases" to "kids" e.g., a kid disposed on 3 dockets at once is treated as a single disposition event
- JJC staff used FACTS to look up each case to collect/code additional data, including more specific information on the nature of the disposition, total number of adjudications, etc.
- JJC obtained a second datafile from AOC containing each youth's history with other Family Part dockets (i.e., child placement, family crisis, abuse/neglect, termination of parental rights, domestic violence). JJC matched this file to the disposition datafile.

Analysis Process:

 JJC analyzed the disposition datafile and prepared the quantitative slides contained in the assessment. This process took approximately 170+ hours to complete

JJC, AOC, and Casey are working to develop a plan for streamlining and expediting this process going forward

Analysis Definitions

In the deep end analysis, the below categories were used to discuss and group certain types of cases. The definitions are listed here, and are available as footnotes in each relevant slide.

- **Lower-level Offenses:** DP/PDP, 4th Degree, and 3rd Degree offenses that are non-person/weapons/arson-related, as well as technical violations of probation.
- **First-time Offenses**: Cases in which the youth had no prior adjudications, no prior diversions, no prior deferred dispositions and 2 or fewer adjudicated dockets for the current case.
- Low-level Delinquency Histories: Cases in which the youth had 2 or fewer prior adjudications, and no adjudication (current or prior) more serious than the 4th degree.
- Low-to-moderate-level Delinquency Histories: Cases in which the youth had no 1st or 2nd degree adjudications (current or prior) and 2 or fewer prior adjudications.