



IMPROVING OUTCOMES
FOR STATUS YOUTH & THE
COMMUNITY USING A
MULTI-SYSTEM
INTEGRATED MODEL

Judge Steven Teske

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THE LANDSCAPE

- Status youth have not committed a crime. They are truant, runaway, or unruly.
- Some states prohibit the detention of status youth. Most allow detention if they have violated an existing court order.
- The JJDPFA requires states to comply with the DSO core requirement prohibiting the detention of status youth beyond 24 hours.
- JJDPFA was amended to allow detention beyond 24 hours if they violate a valid court order (VCO Exception)
- Current draft of the reauthorization eliminates the VCO exception

The Complaint

We don't have enough resources
or alternatives to detention!

The Lesser of Two Evils Dilemma

Detain or not Detain?

That is the Question



What's the problem with detaining status youth?

What are the reasons for detaining status youth?



THE PROBLEM

- Nearly 20% of status offenders, technical violators and non-offenders are placed in living units with youth who have killed someone.
- More than 25% reside with felony sex offenders.
- Detention of status youth contributes to delinquency.

THE JDAI MODEL

- Philosophy
- Judicial Leadership
- Collaboration
- Risk Assessment Systems
- Detention Alternatives
- Violations & Status Offenders
- Data



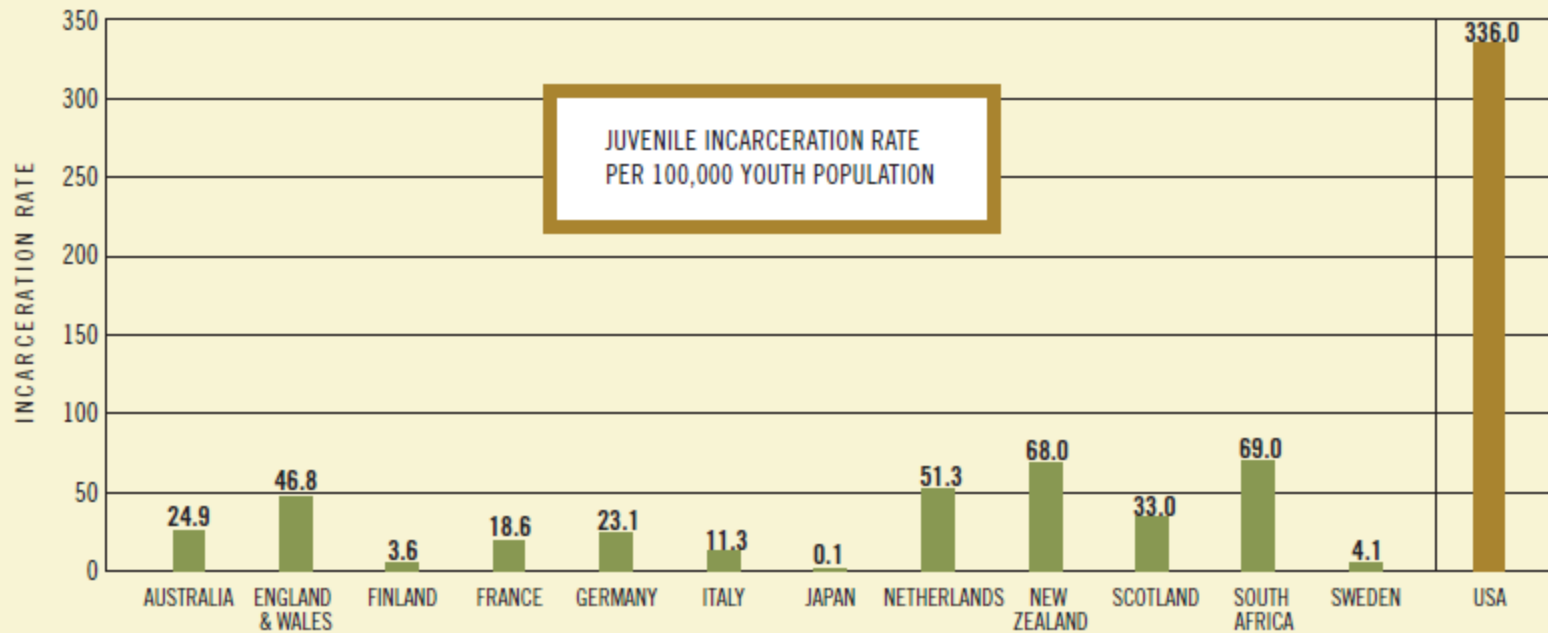
JDAI Philosophy

- The Annie E. Casey Foundation
- Founded on the premise that by and large, detention is improperly used in this country, and when applied inappropriately, has a detrimental impact on youth and society
- There is a better way!

Check out jdaihelpdesk.org

Detention is Overused

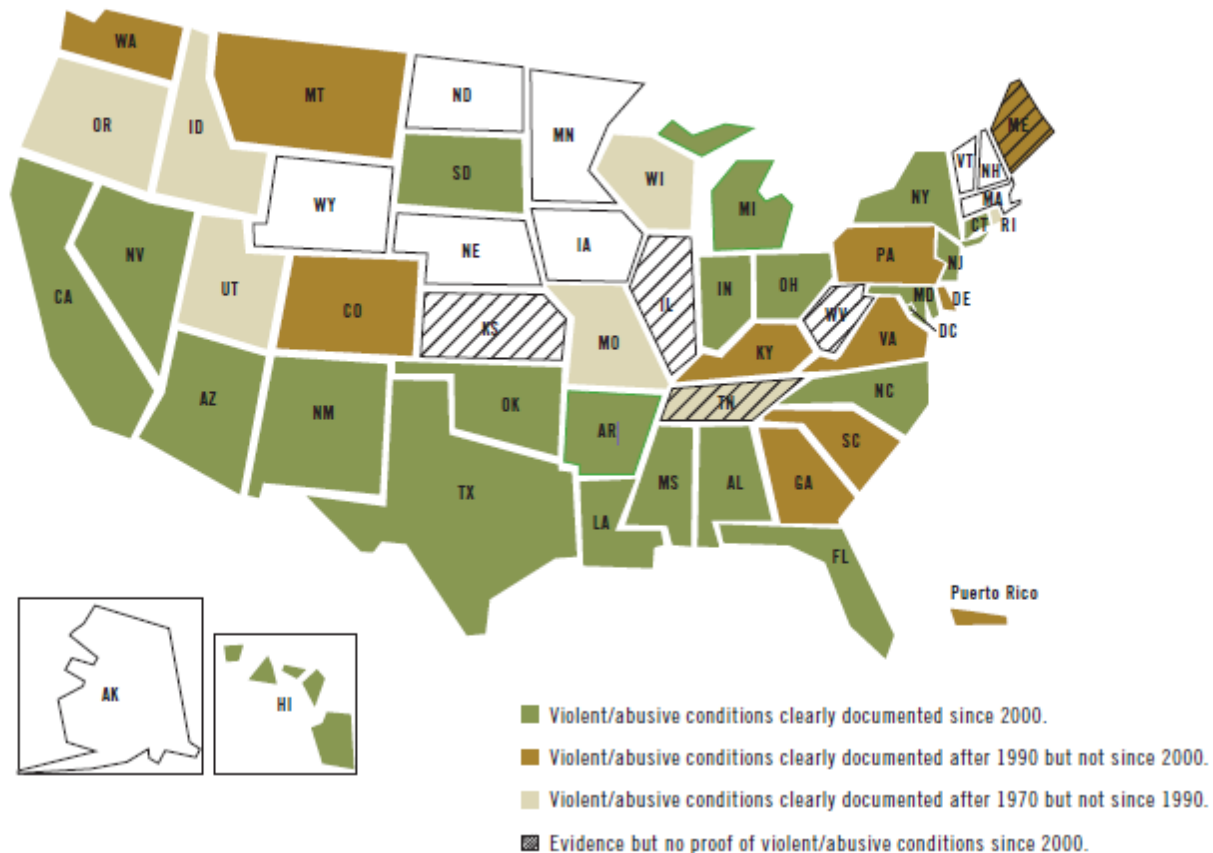
YOUTH INCARCERATION RATE: UNITED STATES VS. OTHER NATIONS



Source: Hazel, Neal, *Cross-National Comparison of Youth Justice*, London: Youth Justice Board, 2008.

Detention is Dangerous

SYSTEMIC OR RECURRING MALTREATMENT IN JUVENILE CORRECTIONS FACILITIES IN THE STATES: 1970 TO PRESENT



Detention is Ineffective

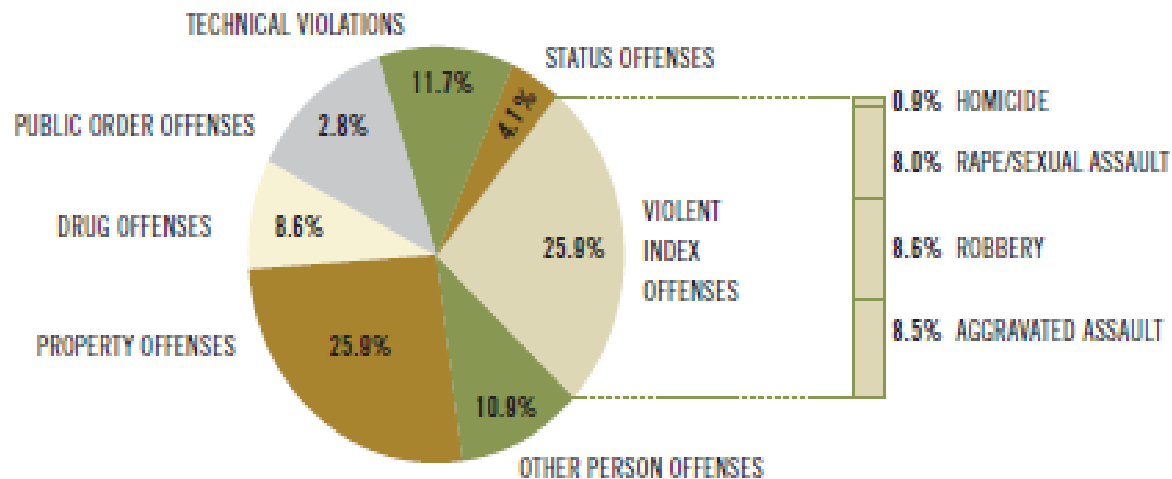
STATE JUVENILE RECIDIVISM RESULTS: OUTCOMES FOR YOUTH RELEASED FROM CORRECTIONAL CUSTODY

Recidivism Measure	Tracking Period	States Reporting	Range of Recidivism Results
Rearrest for a new crime (misdemeanor or felony)	1 year	DE, FL, MD, OK, SC, VA	37 – 67 percent
	2 years	HI, MD, NC, NY, SC, VA	68 – 82 percent
	3 years	CA, NY, TN, VA	74 – 75 percent
	> 3 years	NY, SC	73 – 89 percent
Rearrest for a new felony offense	1 year	DE, FL	34 – 45 percent
	2 years	MI	37 percent
	> 3 years	NY	83 percent (boys only)
Adjudication/conviction for a new offense (misdemeanor or felony)	2 years	AK, HI, MD, NY, VA	38 – 58 percent
	3 years	MD, NY, VA	45 – 72 percent
	> 3 years	NY, SC, WA	60 – 85 percent
Adjudication/conviction for a new felony offense	2 years	MD, MN, OR	22 – 43 percent
	3 years	MN, OR	34 – 53 percent
	> 3 years	NY	65 percent
Return to correctional custody (juvenile or adult) for a new offense	2 years	HI, LA, MD, MO, NJ, NY, VA, WI	15 – 46 percent
	3 years	IN, LA, MD, MO, NY, VA	16 – 62 percent
	> 3 years	SC	31 percent
Return to correctional custody (juvenile or adult) for a new offense or technical violation	2 years	AZ, KS, OH, TX	34 – 46 percent
	3 years	AZ, IN, MO, TX	24 – 51 percent

Sources: All figures are taken from state juvenile recidivism studies. A complete list of state recidivism studies can be found online at www.aecf.org/contactforkids.

Detention is Unnecessary

MOST SERIOUS OFFENSE OF ALL COMMITTED YOUTH IN THE U.S.: 2007



Source: Sickmund, et al. (2011). "Easy Access to the Census of Juveniles in Residential Placement."
Available at www.ojjdp.gov/ojstatbb/ezacjrp.

Detention is Obsolete

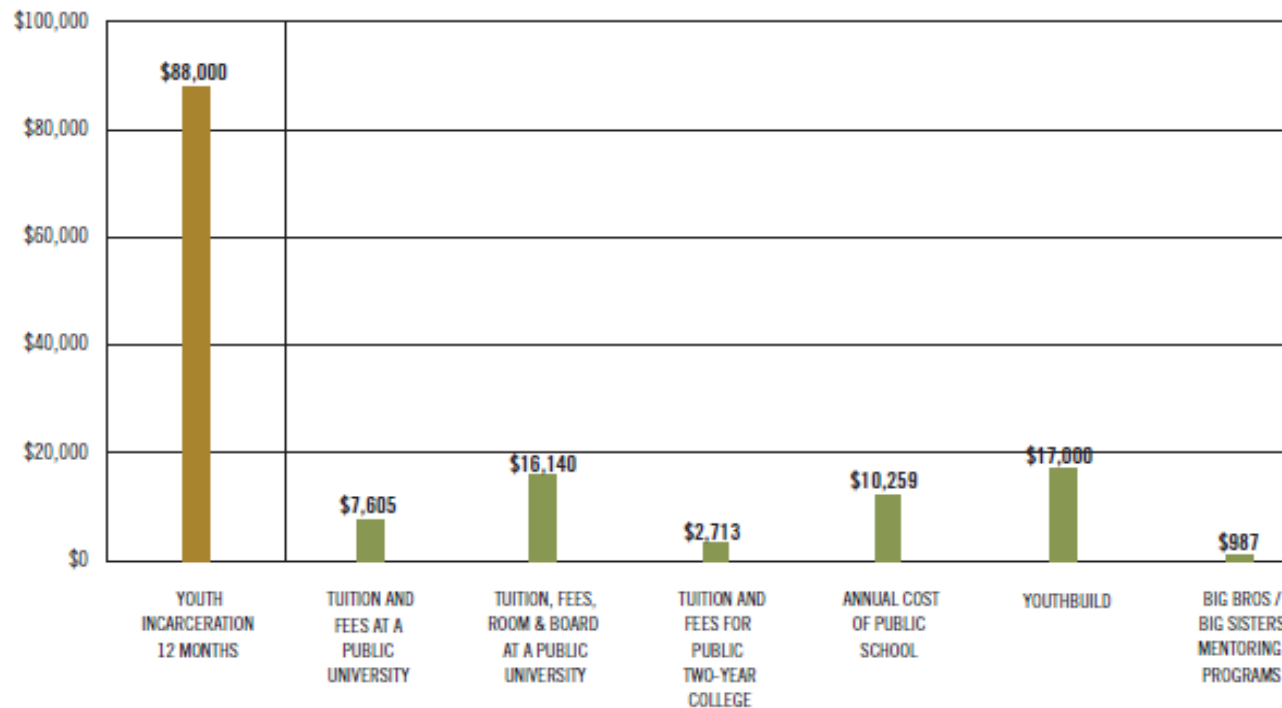
SAVINGS GENERATED BY FLORIDA'S REDIRECTION PROGRAM

Savings		
Costs of Residential Placements Averted (2,033 youth)		\$50.8 million
Savings from Reduced Recidivism		\$ 5.2 million
Savings Subtotal		\$56.0 million
Costs		
Youth Referred to Treatment	2,867	
Youth Completing Treatment	2,033	
Cost of Redirection Treatment		\$14.4 million
Net Savings (Savings Subtotal – Costs)		\$41.6 million

Source: Florida Office of Program Policy Analysis & Government Accountability, *Redirection Saves \$36.4 million and Avoids \$5.2 million in Recidivism and Prison Costs*, Report No. 09-27, May 2009.

Detention is Wasteful

ANNUAL COST OF JUVENILE INCARCERATION VERSUS OTHER YOUTH INVESTMENTS

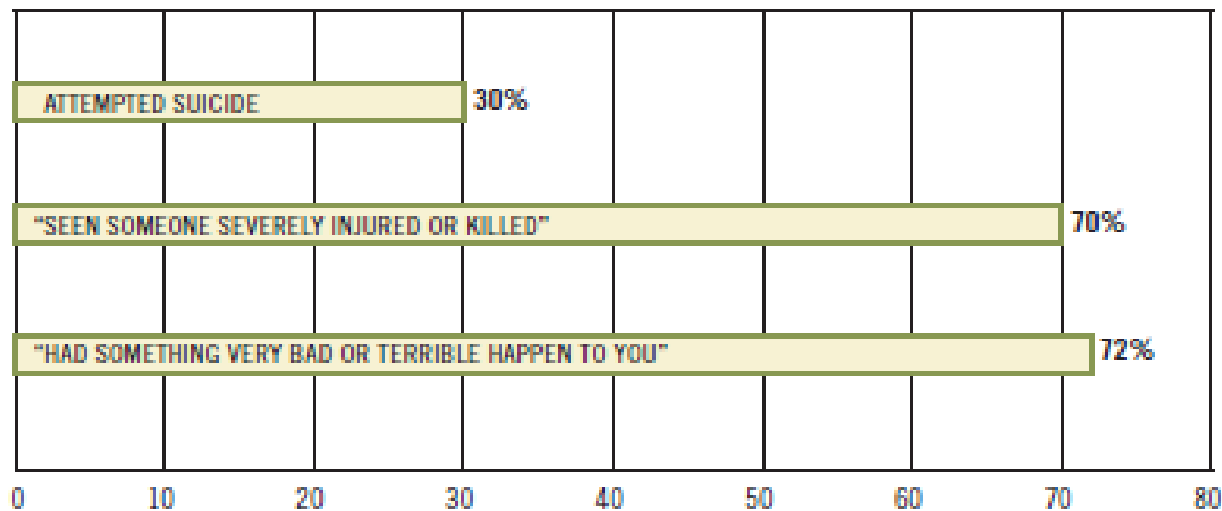


Sources: American Correctional Association (for costs of youth incarceration), College Board (for costs at public universities and public two-year colleges), U.S. Census Bureau (for costs of public education), Cohen and Piquero (2008) (for costs of YouthBuild), and Public Private Ventures (for costs of Big Brothers Big Sisters program).

For more information, visit www.aecf.org/noplacforkids.

Detention is Inadequate

TRAUMATIC PASTS OF CONFINED YOUTH: PERCENTAGE OF YOUTH IN JUVENILE CORRECTIONAL FACILITIES WHO HAVE EVER...



Source: Online data analysis of the Survey of Youth in Residential Placement, U.S. Office of Juvenile Justice and Delinquency Prevention.



JDAI's Core Strategies

- Collaboration
- Use of accurate data
- Objective admissions criteria and instruments
- Alternatives to detention
- Case processing reforms



JDAI's Core Strategies

- Reducing the use of secure confinement for “special” cases
- Deliberate commitment to reducing racial disparities
- Improving conditions of confinement



A System Strained

- Prior to 2003, in Clayton County, there was a non-system
- “That’s their responsibility”
- “That’s a school...court...social service issue”
- “We cannot share that information with you”



A System Strained

- In 2003, the strain on the system reached a fever pitch
- Referrals to court, probation caseloads and recidivism rates at an all-time high
- Graduation rates at an all-time low



Judicial Leadership & Collaboration

- Using OCGA 15-11-10, Judge Teske compelled the system stakeholders to come together
- After nine months of work, the collaborative produced protocol agreements addressing delinquency, deprivation and unruliness



Risk Assessment Systems

- Detention Assessment Instrument (DAI) – objective decisions regarding who is detained at intake
- Juvenile Assessment and Risk Instrument System (JARIS) – allows probation officers to manage cases according to risk level and individual needs of probationer



Detention Alternatives

- Low risk released
- Moderate & high risk with mitigation released with interim control:
 - Electronic monitoring
 - Supervision by court officers
 - Safe Place respite at local shelter
 - Surveillance and tracking
 - Wrap-around services



Violations & Status Offenders

- Graduated Response System (incentives & sanctions) for technical probation violations
- Formal violations/warrants restricted to circumstances involving situational risk
- Problem-solving approach to dealing with truancy and unruly offenses



JDAI's Effect in Clayton County

2011 data as compared to the same measures in 2002

- 65% decrease in average daily detention population (ADP)
- 36% reduction in average length of stay
- 25% fewer commitments to state custody
- 1% re-arrest rate for those released on alternatives to detention
- 63% fewer petitions filed
- 57% reduction in ADP of youth of color
- 47% reduction in youth of color commitments

SYSTEM DEFINED

A set of interacting components,
acting interdependently and
sharing a common boundary
separating the set of components
from its environment

APPENDIX

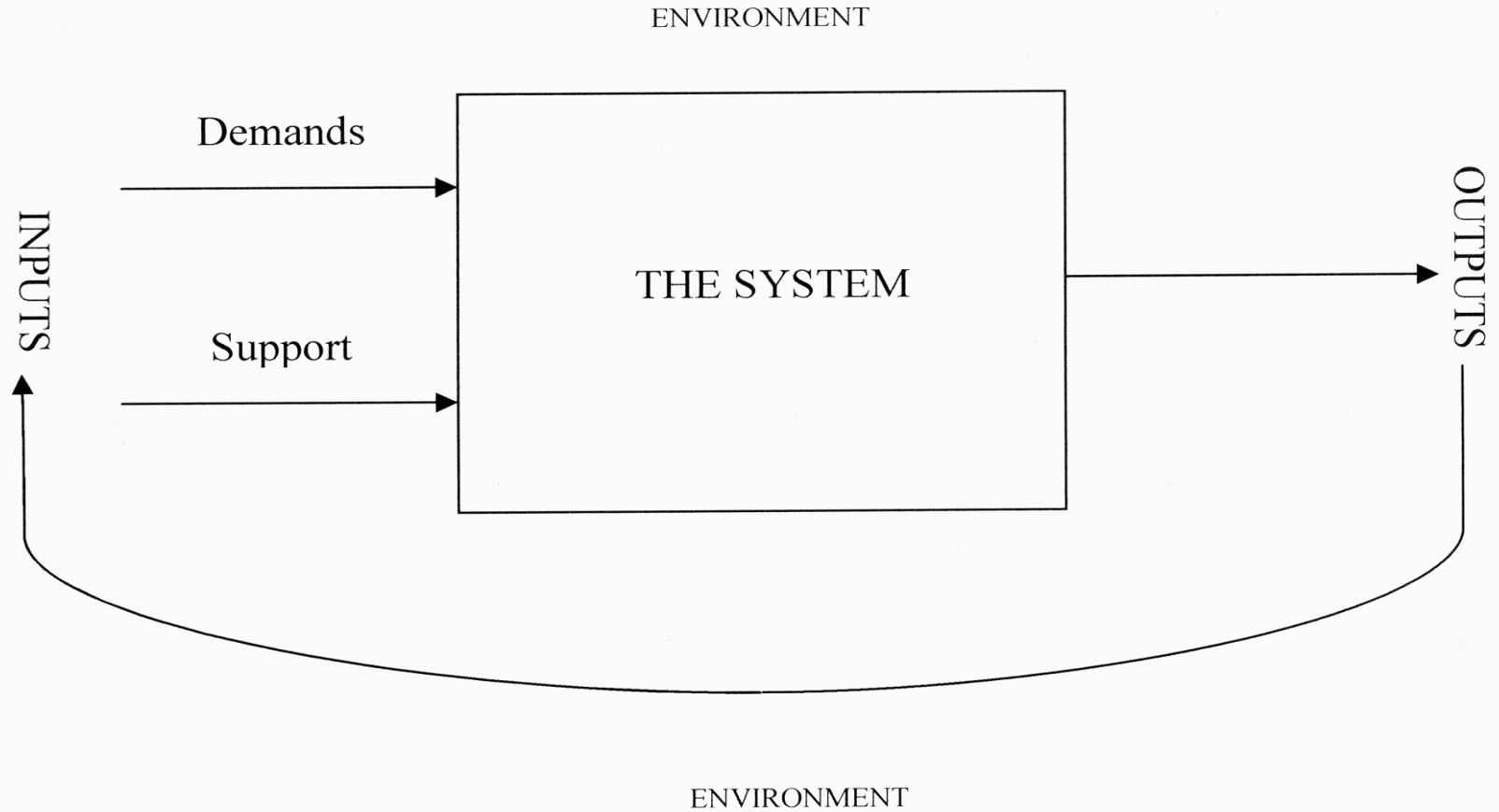


Figure 1. The Systems Model. Adapted from “An Approach to the Analysis of Political Systems,” by Easton, D., 1957, *World Politics*, Englewood Cliffs: Prentice Hall, pp. 383-400.

Juvenile Justice Dilemma

Detention cant fix kids!

No single system can fix kids!

It takes a community of systems!

ANALYTICAL FRAMEWORK

- An organizational focused analysis leads to limited solutions because of limited resources-it increases risk of detention!

VS.

- A problem domain focused analysis leads to solutions that include other systems that share the same boundaries (kids).

COLLABORATIVE THEORY

When a group of autonomous stakeholders of a problem domain engage in an interactive process, using shared rules, norms, and structures, to act or decide on issues related to that domain

Wood & Gray, 1991

HOW DO YOU MAKE THIS HAPPEN?

The Judicial Leadership Model

JLM

The Judicial Leadership Model

- Convening Power
- Legitimacy
- Vision
- Stakeholder Knowledge

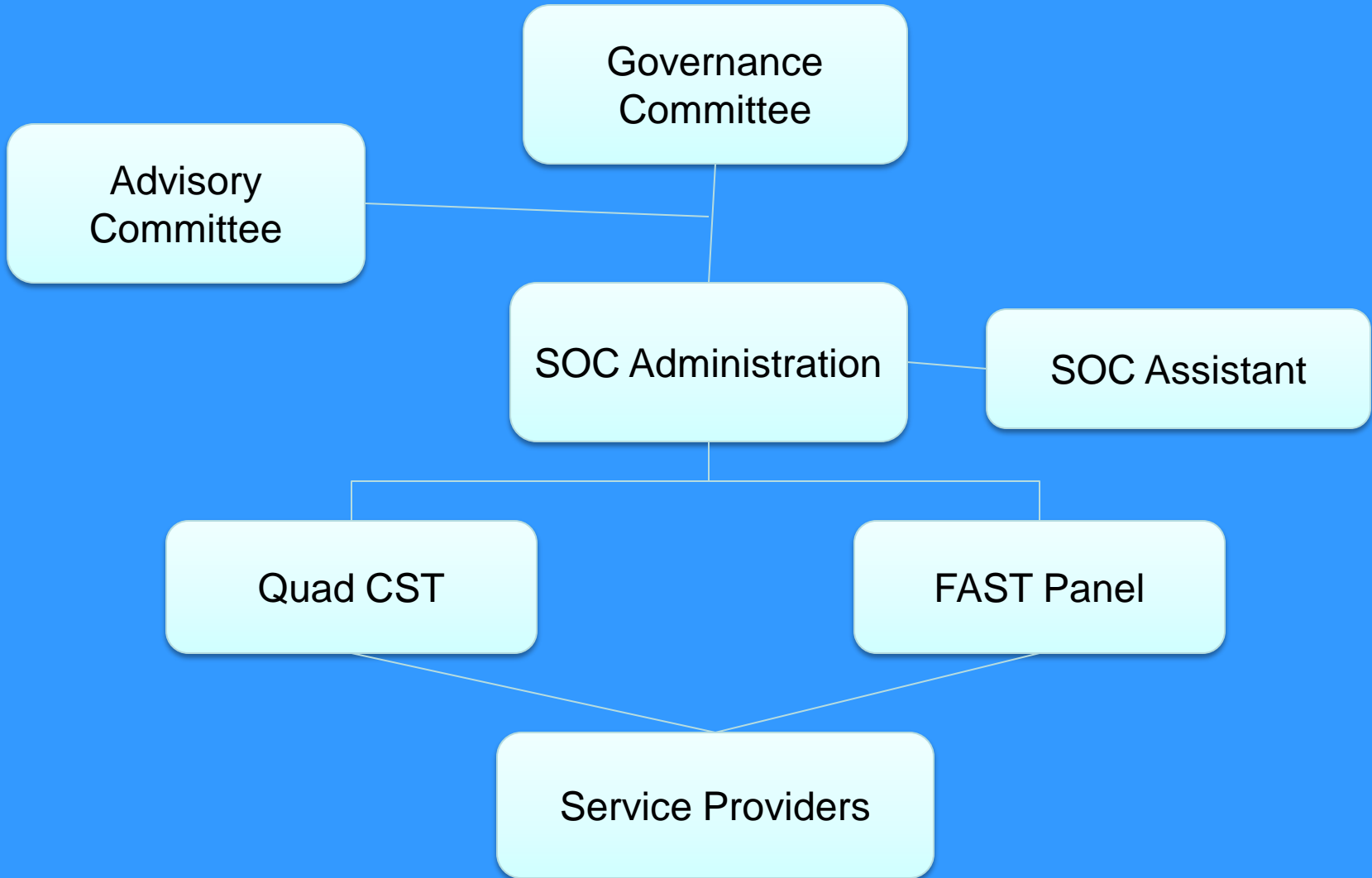
The Judicial Influence

“The juvenile court is the one place where all agencies serving children and youth intersect. The juvenile court is the common denominator of all child service agencies.

With the juvenile court situated at the crossroads of juvenile justice, the juvenile court judge is placed in the unique role as a traffic cop.”

Teske & Huff, 2010

Governance Structure



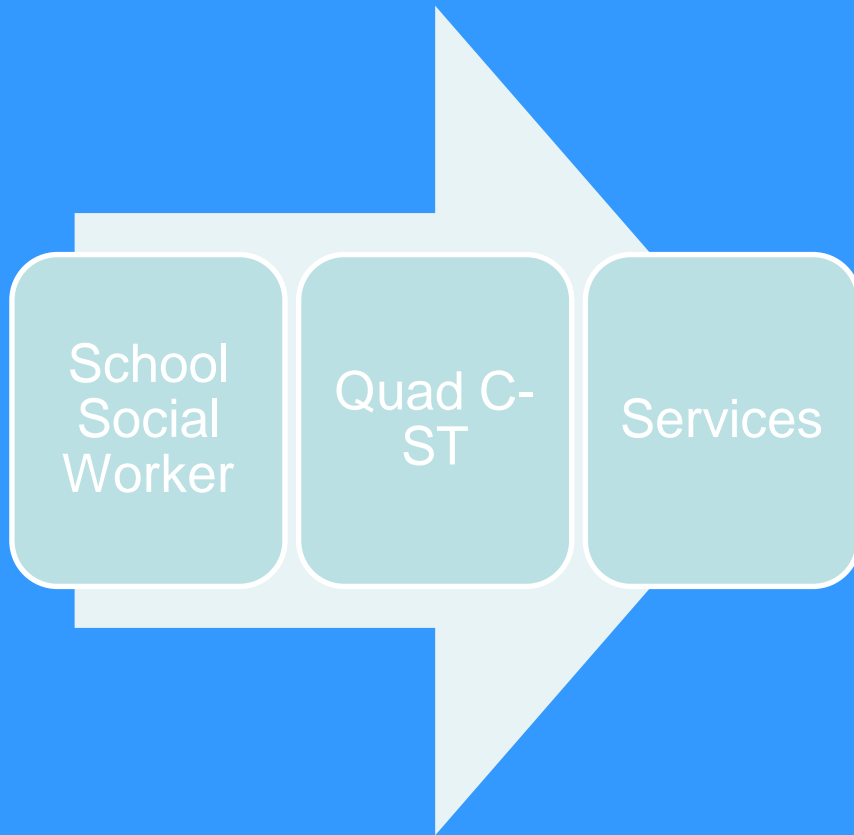


Mission

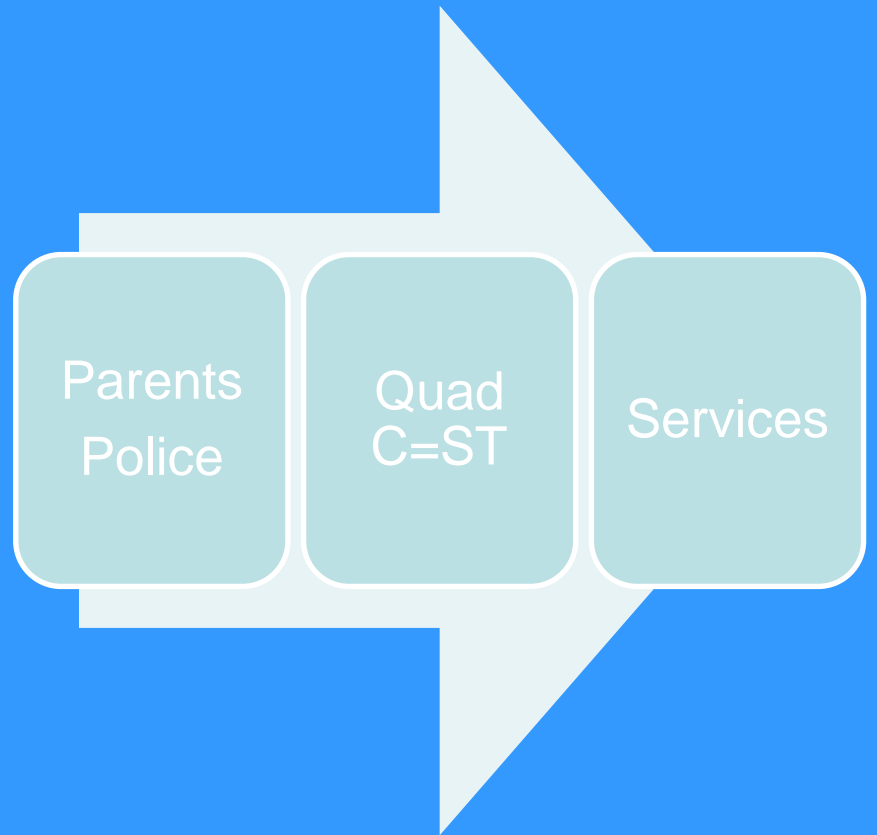
The Clayton County System of Care Mission is to engage the community to achieve effective and sustainable outcomes, which will ensure that children and families develop a pro-social, community driven, work ready population that will promote a safe, healthy, and thriving society through collaborative efforts using Clayton County resources in a System of Care framework.

TWO ENTRIES

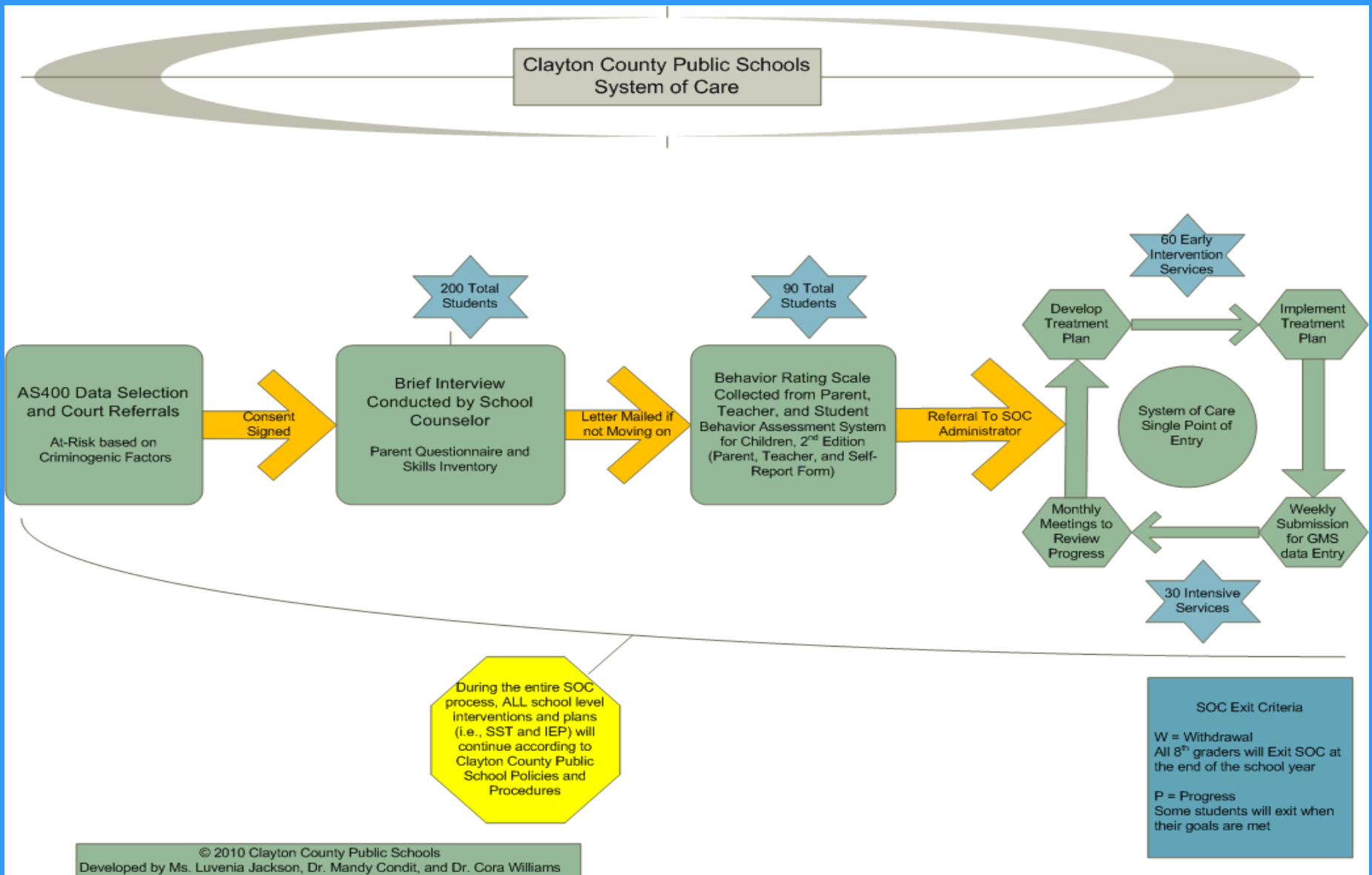
SCHOOLS



COMMUNITY



System of Care Model



Step I: Criteria (Students)

- 3 or more discipline referrals
- 3 or more OSS days
- 3 or more ISS days
- 3+ unexcused absences
- All Level 1 on CRCT (Reading, Math, Language Arts, Science, and Social Studies)
- Flawed cognition and value systems
- Lack of positive, pro-social peer interaction
- Lack of school connectedness
- Substance Abuse
- Family function problems
- Weak solving problem skills

Step III: Creating Documents

- Parent/Guardian Letter *(Appendix A)*
- Consent Form *(Appendix B)*
- FES *(Appendix C)*
- Documents for Staffing
 - Treatment Plan *(Appendix D)*

Staffing Protocol

▶ Purpose

- The purpose of the SOC is to establish a cooperative partnership to develop treatment plans and/or further assessments, as needed, for identified students from four participating Clayton County Middle Schools. The agencies represented herein agree to send qualified staff as active, consistent participants.

▶ Quad CST Parties

- *Agency Representatives*
 - Clayton County School Representative
 - Attachment and Bonding Center
 - Hearts to Nourish Hope
 - Doorways Prep (Mentoring Services)
 - Division of Family and Children Services
 - Clayton County Juvenile court
 - Grace Harbour
- *Other Participants*
 - Parents
 - Family Advocates/Parent partners

▶ Quad CST Meetings

- *Frequency*
- *Leadership*
- *Decision-Making*
- *General Meeting Format*
- *Roles and Responsibilities*

(Appendix H)

Step IV: Student Assessment

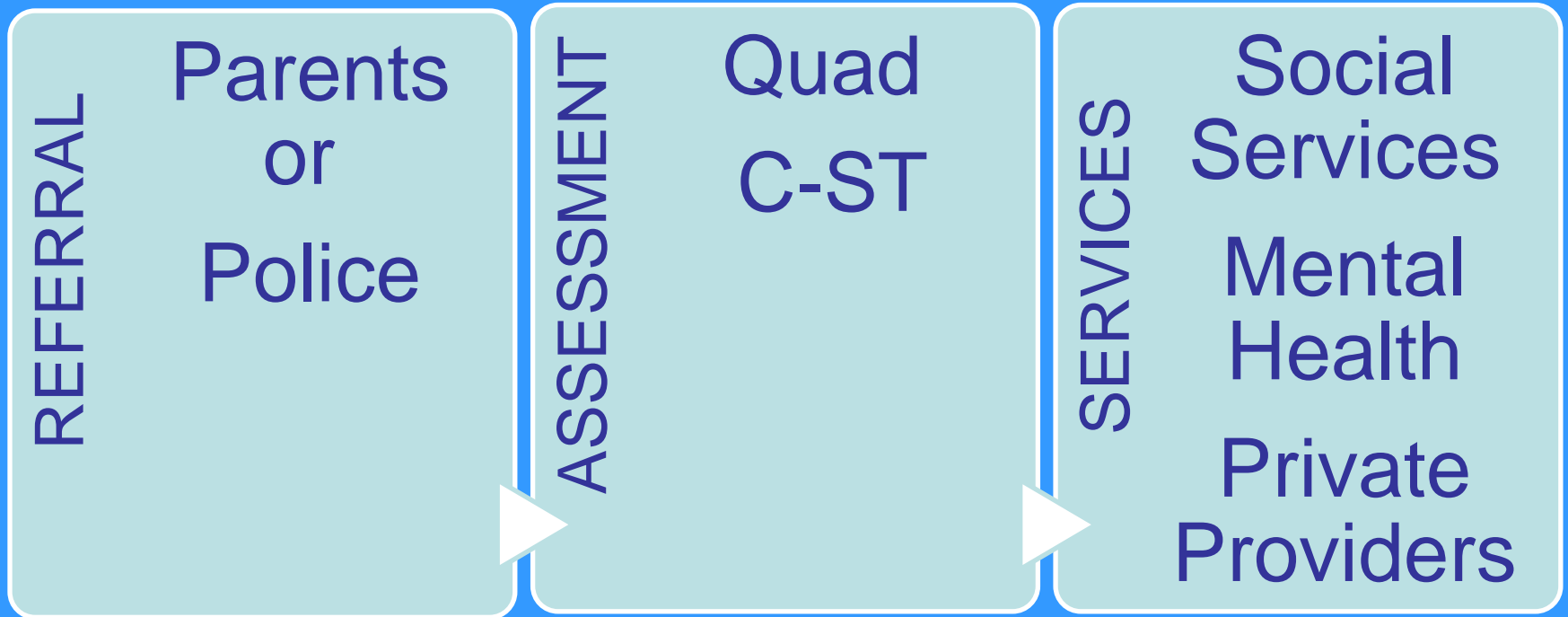
• Family Environment Scale (FES) *(Appendix C)*

- The Family Environment Scale (FES) is composed of 10 subscales that measure actual, preferred, and expected family social environments. The 10 FES subscales assess three sets of dimensions: relationship dimensions, personal growth (or goal orientation) dimensions, and system maintenance dimensions. For this Grant the relationship dimension is used and includes the following subscales: cohesion, expressiveness, and conflict.
 - *Cohesion* - the degree of commitment, help, and support family members provide for one another
 - *Expressiveness* - the extent to which family members are encouraged to express their feelings directly
 - *Conflict* - the amount of openly expressed anger and conflict among family members

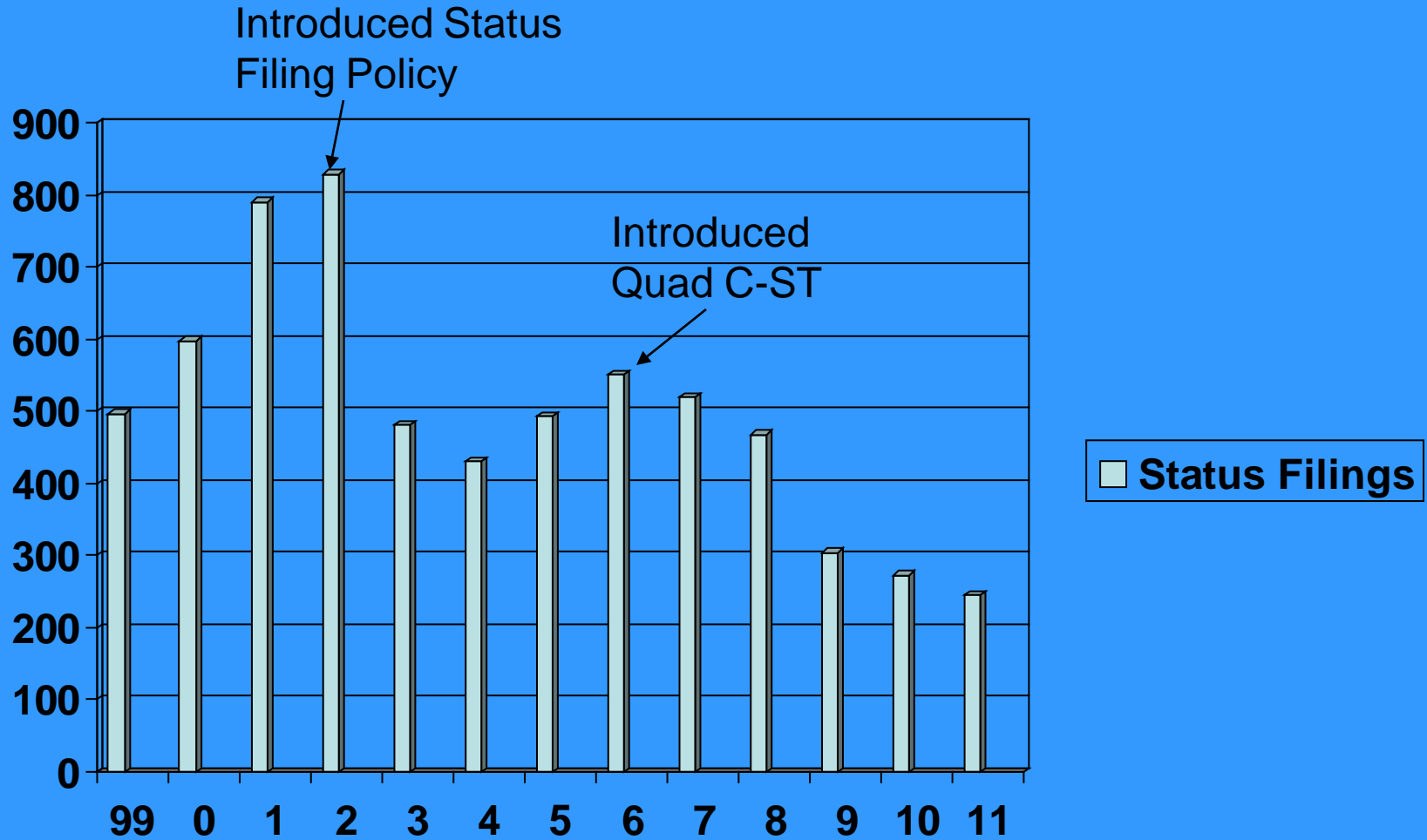
• Behavior Assessment System for Children (BASC-2)

- The Behavior Assessment System for Children, Second Edition (BASC-2) is an integrated system designed to facilitate the differential diagnosis and classification of a variety of emotional and behavioral disorders of children and to aid in the design of treatment plans. This computer-generated report should not be the sole basis for making important diagnostic or treatment.

COMMUNITY ENTRY



Status Filings



GAMING THE SYSTEM

Humans adapt to change-it can be
good or it can be evil!

Masking Status Youth as Delinquent

- Clean up Intake!
- Just because a kid damaged property at home or stole money from Mom's purse doesn't make him/her a delinquent.
- Just because a kid gets into a fight or is disorderly at school doesn't make him/her a delinquent.

QUESTIONS

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