

EVALUATION REPORT

Year Seven 2019-2020



Carl Vinson
Institute of Government
UNIVERSITY OF GEORGIA

Georgia Juvenile Justice Incentive Grant
Year Seven | 2019-2020

FY 2020 Evaluation Report

SUBMITTED TO

The Georgia Criminal Justice Coordinating Council

PREPARED BY

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Evaluation Report

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Table of Abbreviations

ART	Aggression Replacement Training	JJIG	Juvenile Justice Incentive Grant
BSFT	Brief Strategic Family Therapy	JTS	Juvenile Tracking System
CHINS	Children in Need of Services	MDFT	Multidimensional Family Therapy
CJCC	Criminal Justice Coordinating Council	MST	Multisystemic Therapy
DAI	Detention Assessment Instrument	NCCD	National Council on Crime and Delinquency
DJJ	Department of Juvenile Justice	OHP	Out-of-Home Placement
EBP	Evidence-Based Program	OJJDP	Office of Juvenile Justice and Delinquency Prevention
FY	Fiscal Year	PDRA	Pre-Disposition Risk Assessment
FFT	Functional Family Therapy	SF	Strengthening Families
GED	General Education Development	STP	Short-Term Program
GOCF	Governor's Office for Children and Families	T4C	Thinking for a Change

Acknowledgements

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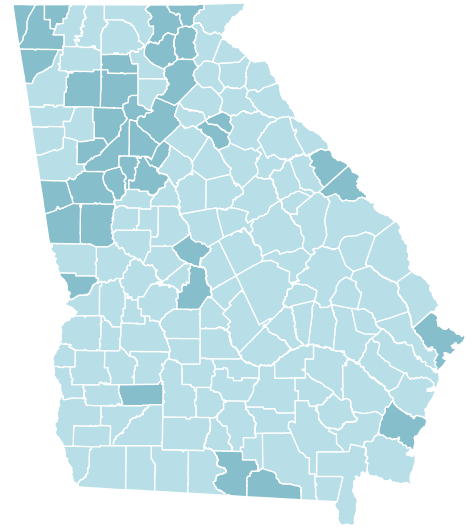
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EXECUTIVE SUMMARY

The Georgia Juvenile Justice Incentive Grant (JJIG) is a competitive grant offered to juvenile courts to fund evidence-based programs (EBPs) for juvenile offenders in their home communities. Grant implementation began in October 2013, with the goal of reducing recidivism and out-of-home placements (OHPs), which include short-term program admissions and felony commitments to the Georgia Department of Juvenile Justice (DJJ), while maintaining public safety. Using EBPs as alternatives to OHPs keeps youth in the community and reduces the high cost of juvenile detention. The EBPs funded by the grant help reduce recidivism among juveniles and promote positive relationships among the youth, their families, and their communities.



In Fiscal Year (FY) 2020, the seventh implementation year, the grant served 1,051 youth in 26 grantee courts across 37 counties in Georgia. These counties were home to 67% of Georgia's at-risk youth, defined as juveniles age 16 and younger (Puzzanchera, Sladky, & Kang, 2019). Using nine EBPs, the JJIG diverted youth from short-term program admissions and felony commitments to DJJ.

Highlights from FY 2020 include:

- **Impact of COVID-19.** Grant implementation activities were impacted by COVID-19 beginning in March 2020, which resulted in temporary changes to grant programming. Across grantees, some services were suspended or transitioned to remote delivery. The varying state, local, and agency guidelines in response to COVID-19 had some impact on program participation, program outcomes, model fidelity, and reductions in OHPs during this grant year (see pages 12–13).
- **Most utilized evidence-based programs.** Based on the number of youth served and the number of grantees offering these programs, Functional Family Therapy (FFT), Multisystemic Therapy (MST), Thinking for a Change (T4C), and Aggression Replacement Training (ART) were the most used EBPs (see page 14).
- **Program participation.** Grantees served 1,051 youth through nine grant-funded EBPs and other services (see page 14).
- **Program outcomes.** The overall successful completion rate was 71%, with 639 successful completions from grant-funded EBPs (see pages 16–17).

- **Model fidelity.** The Georgia Criminal Justice Coordinating Council continued model fidelity monitoring and technical assistance by conducting three fidelity site visits in FY 2020 (see pages 18–19).
- **Participant demographics.** Males comprised 71% and females comprised 29% of participants served; 70% of participants identified as Black/ African American. Participants were typically in public school (68%), 15 or 16 years-old (27% each), and in ninth grade (33%) (see pages 20–23).
- **Pre-Disposition Risk Assessment.** Almost all youth served (99%) scored medium or high on the Pre-Disposition Risk Assessment (PDRA) – the appropriate target population for this grant (see page 24).
- **Reduction in out-of-home placements.** All grantees demonstrated a reduction in OHPs as compared to their 2012 baseline, with a grant-wide reduction of 67% (see pages 26–30).

INTRODUCTION

This report summarizes the seventh year of programming activities for Georgia's Juvenile Justice Incentive Grant (JJIG). The JJIG, which began in October 2013, is a competitive grant offered to Georgia juvenile courts to fund evidence-based treatment programs for juvenile offenders in their home communities.

These evidence-based programs (EBPs) provide support and supervision to address youth needs; promote a positive relationship among the youth, their families, and their communities; and ultimately reduce recidivism. These community placements also serve as alternatives to detention for youth who would otherwise be committed to the Department of Juvenile Justice (DJJ), thereby prioritizing secure facility resources for higher risk juvenile offenders.

The overarching grant goals are to increase public safety through an effective juvenile justice system and to demonstrate potential cost-savings for taxpayers through the use of evidence-based programs. To achieve these goals, the JJIG addresses six objectives:

1. **REDUCE** out-of-home placements (i.e. short-term program admissions and felony commitments to DJJ) in each target jurisdiction.
2. **INCREASE** the use of evidence-based practices and programs in Georgia's juvenile justice system by initiating community-based juvenile justice programs.
3. **REDUCE** the recidivism rate of youth involved with Georgia's juvenile justice system.
4. **REDUCE** the annual secure detention rate of each target county.
5. **REDUCE** the annual secure confinement rate of each target county.
6. **DEMONSTRATE** a cost-savings to Georgia citizens through the provision of research-informed services to youth in the juvenile justice system.

In the seventh implementation year, 26 grantee courts served 1,051 youth across 37 counties in Georgia, which were home to approximately 67% of Georgia's at-risk population (Puzzanchera, Sladky, & Kang, 2019). In the counties covered by the grant, there have been substantial reductions in the number of youth committed to DJJ each implementation year.

BACKGROUND

In 2012, the Special Council on Criminal Justice Reform for Georgians (Council) partnered with the Pew Charitable Trusts and the Annie E. Casey Foundation to conduct a comprehensive review of Georgia's juvenile justice system designed to identify approaches to improve outcomes and help develop data-informed policies.

The Council found that although the number of youth in Georgia's juvenile justice system declined from 2002 to 2011, the costs of detention remained high. Furthermore, approximately a quarter of youth detained in out-of-home placements were there as a result of misdemeanor or status offenses. By 2013, nearly two-thirds of DJJ's budget went toward operating state-funded out-of-home placement facilities, which can cost more than \$90,000 per bed per year (Georgia Council on Criminal Justice Reform, 2012). At the same time, the recidivism rate for juveniles released from those facilities remained steady from 2003 to 2011, with over half reoffending within three years of release. Considering the high costs to taxpayers and the low return on investment, the Council viewed these recidivism rates as unacceptable (Georgia Council on Criminal Justice Reform, 2012). The Council also found that risk-assessment results were often not available in time to aid judicial officers with placement and supervision decisions and that these assessments were inconsistently used.

On the eve of the 2013 Georgia General Assembly, the Council released a set of recommendations focused on two main areas: (1) reserving out-of-home placements (OHPs) for high-level offenders and (2) reducing recidivism by strengthening evidence-based practices and improving government performance. The lack of community-based alternatives to detention in many areas of the state left judges with few disposition options for delinquent youth. Consequently, status offenders, misdemeanants, and low-risk youth were routinely committed to OHPs (Georgia Council on Criminal Justice Reform, 2012). To address this issue, the Council recommended reinvesting juvenile justice dollars to divert youth from incarceration toward community-based EBP

During the 2013 legislative session, the Georgia General Assembly, informed by the Council's recommendations, crafted a significant juvenile justice legislative reform package under House Bill 242. Changes to the juvenile code took effect January 1, 2014, implementing the recommendations to reduce the use of juvenile incarceration. Code changes include the following:

- Secure placement of juvenile offenders is limited to repeat and felony offenders (O.C.G.A. §15-11-601).
- Secure placement is reserved for the most serious juvenile offenders, known as designated felons (O.C.G.A. §15-11-602).
- Prior to detaining or incarcerating a youth, juvenile courts are required to use standardized risk and needs assessments to determine the youth's risk of reoffending and types of services needed (O.C.G.A. §15-11-410, §15-11-505; O.C.G.A. §49-4A-1 (6)).

- Except in rare instances, children in need of services (CHINS) cases, such as truancy, may not be detained in secure facilities and must be treated in the community (O.C.G.A. §15-11-410).

In concert with the legislative changes recommended by the Governor's Office, the Georgia General Assembly initially provided \$5 million in funding for Georgia's Juvenile Justice Incentive Grant (JJIG) to establish community-based diversion programs for juvenile offenders. This was augmented through an additional \$1 million in federal funds from the Office of Juvenile Justice and Delinquency Prevention (OJJDP) for a total of \$6 million in funding for implementation in fiscal year (FY) 2014. In FY 2020, the seventh year of implementation, the JJIG received \$7.8 million in state funding, with almost an additional \$1 million in Title II funding administered by OJJDP, for a total of \$8.8 million in grant funding.

Ongoing evaluation efforts are built into the grant in order to help assess progress on the established goals and objectives. In 2013, DJJ, in cooperation with the JJIG Program Funding Committee, contracted with the Carl Vinson Institute of Government at the University of Georgia to assist with implementing the grant evaluation plan and serve as the evaluator for the JJIG. Since then, the Institute of Government evaluation team has provided strategic planning assistance, coached grant applicants on program selection, managed and helped develop an online data collection tool, participated in grantee site visits, and provided ongoing training and support for grantee staff on the data collection process. The Institute of Government receives monthly data submissions from grantees and monitors the data for completeness, consistency, and adherence to grant requirements. These submissions include individual-level data on program participants and a report of STP admissions and felony commitments to DJJ from DJJ's Juvenile Tracking System (JTS). The Institute of Government developed and maintains a data warehouse for reporting and evaluation.

Using the reported data, the Institute of Government evaluation team produces quarterly, annual, and ad-hoc reports. They also provide quarterly data snapshots to state and local stakeholders, including key target data and programmatic information. These data are also used to assess grant objectives and to create a sustainable framework for data-driven decision-making at the state and local levels. The Institute of Government coordinates with the Georgia Criminal Justice Coordinating Council (CJCC) and DJJ to carry out these responsibilities.

During the first implementation year (FY 2014), 29 juvenile courts received grants to provide community-based treatment for 1,122 youth. These grantees had a service area spanning 49 counties, which covered approximately 70% of Georgia's at-risk population, defined as juveniles age 16 and younger (Georgia Council on Criminal Justice Reform, 2014; Georgia Juvenile Justice Data Clearinghouse, 2014; Puzzanchera, Sladky, & Kang, 2019). In FY 2015, some JJIG counties transitioned to the DJJ-funded Community Services Grant program, a companion grant that began in 2014 to provide EBPs to counties not covered by the JJIG (see Figure 1). By FY 2016, every county in Georgia was eligible to access EBPs through the JJIG or the Community Services Grant program. Both grants require grantees to use the Pre-Disposition Risk Assessment (PDRA), a standardized risk assessment that aids decision-making, when screening potential program participants. To qualify for grant-funded services, youth must score medium-to high-risk on the

PDRA, thus prioritizing funding for youth that otherwise may have been committed to DJJ. In the third implementation year, CJCC began conducting model fidelity site visits to ensure that EBPs were being implemented appropriately. The findings from model fidelity site visits help grantee courts select the appropriate EBPs for their court and the youth population served, thereby promoting the strategic use of grant funds to maximize successful outcomes (Georgia Criminal Justice Coordinating Council, 2016).

In FY 2020, grant implementation activities were impacted by COVID-19, which resulted in temporary changes to grant programming beginning in March 2020 (see pages 12–13). Services were temporarily suspended or transitioned to remote delivery. These temporary implementation changes and other responses to COVID-19 also impacted grant participation totals, EBP completion outcomes, school enrollment, model fidelity monitoring, and OHP totals for the last four months of the fiscal year.

EVIDENCE-BASED PROGRAMS AND PRACTICES

The JJIG funds EBPs in an effort to promote cost-effective alternatives to detention that reduce recidivism and criminogenic behavior, while concurrently supporting positive change in youth and their families. Grantee courts select evidence-based programs deemed “effective” or “promising” by CrimeSolutions.gov, an EBP registry sponsored by the National Institute of Justice’s Office of Justice Programs. New applicants – or existing grantees who add or change EBPs – can select from six interventions (Seven Challenges, ART, BSFT, FFT, MST, and/or T4C). However, grantees can continue interventions used in the previous grant year, even if not listed above. The nine EBPs used in FY 2020 were the following:

1. Aggression Replacement Training (ART) – a group-based intervention that addresses aggression and violence by improving moral reasoning and social skill competency.
2. Botvin LifeSkills Training (Botvin LST) – a group-based intervention that addresses the social and psychological factors that contribute to substance use, delinquency, and violence.
3. Brief Strategic Family Therapy (BSFT) – an individual-based family intervention that addresses adolescent behavior problems, family functioning, and prosocial behaviors.
4. Connections Wraparound (Connections) – an individual-based family intervention for probated youth that addresses emotional and/or behavioral problems, and uses youth and family teams to coordinate services.
5. Functional Family Therapy (FFT) – an individual-based family intervention that addresses delinquency, violence, substance use, and/or disruptive behavior disorders by reducing risk factors and increasing protective factors.
6. Multidimensional Family Therapy (MDFT) – an individual-based family intervention that addresses substance abuse, delinquency, and behavioral/emotional problems, while promoting positive attachments to pro-social supports.
7. Multisystemic Therapy (MST) – an intensive individual-based family intervention that addresses the environmental factors that impact chronic and/or violent youth offenders.
8. Strengthening Families (SF) – a group-based family intervention that addresses substance use and behavior problems by improving interpersonal skills for youth and parents.
9. Thinking for a Change (T4C) – a group-based intervention that addresses the criminogenic thinking of offenders by developing problem-solving and social skills.

EBPs are categorized into two distinct delivery mechanisms: individual- or family-based therapy or group-based therapy. A model-trained therapist delivers individual- or family-based therapies, usually in the youth's home, and addresses issues that are specific to the youth and family. Most group-based programs have trained facilitators that work with a number of youth at the same time, allowing for interactions and feedback from a group of peers with similar delinquency issues. SF uses an alternative group format, engaging multiple families in programming simultaneously through a combination of youth-only groups, parent-only groups, and groups comprising youth and parents. EBP duration varies from several weeks to several months and is contingent on EBP model guidelines and clinical oversight.

In addition to implementing one or more of the EBPs, grantee courts are committed to using objective tools, such as risk and needs assessments, to inform key decisions at various stages in the juvenile justice process. The Detention Assessment Instrument (DAI) and the Pre-Disposition Risk Assessment (PDRA) are two validated assessment instruments developed by the National Council on Crime and Delinquency (NCCD) in conjunction with DJJ and the Annie E. Casey Foundation that are currently used in Georgia.

IMPACT OF COVID-19 ON FY 2020 PROGRAMMING

Georgia state and local officials began closely monitoring the novel coronavirus 2019 (COVID-19) global outbreak in January 2020, with preparations and coordination across agencies continuing throughout February. The first two known cases of COVID-19 in the state were confirmed on March 2nd. As confirmed cases and the number of counties reporting cases of COVID-19 increased, Governor Brian Kemp instituted telework policies and suspended nonessential travel for state employees (March 12th) and shortly thereafter (March 14th) declared a Public Health Emergency. During this period, local governments, public schools, universities, community organizations, businesses, and other organizations throughout the state closed offices, suspended services, and transitioned many employees to telework.

On March 14th, Georgia Supreme Court Chief Justice Harold Melton declared a Statewide Judicial Emergency; this order suspended all non-essential court functions. Juvenile delinquency hearings, as well as other essential matters, were allowed to continue, with the caveat that, when possible, they should be conducted remotely to protect the health and safety of all those involved. This order was extended on multiple occasions and was in effect through June 30, 2020.

By March 26th, CJCC ceased all in-person activities, including model fidelity visits, and issued guidelines for grant recipients in response to the COVID-19 outbreak. In collaboration with EBP experts, CJCC provided guidance on how grantees should navigate temporary suspension of in-person group-based EBPs. Most group programs suspended services in March, though Union, Gwinnett, and Columbia counties utilized some remote service delivery. For those suspending services, facilitators provided weekly phone check-ins to enrolled youth, including asking about schoolwork, recreational activities, and any support needs.

In late April, CJCC issued guidelines on resuming group-based EBPs, which included curriculum adaptations to account for the period of suspension, as well as health practices to be implemented. The most significant change to curricula was the implementation of a review session to provide a recap of the materials covered prior to the suspension of programming. After the review session, all other sessions should return to a normal schedule. During this period, policy decisions (e.g. office closures and restrictions on in-person activities) at the county and municipality level regarding community public health also determined when grantees suspended and resumed their in-person services. Of the 10 counties that suspended services in March, Clayton, DeKalb, and Gwinnett counties resumed group sessions in June remotely. Cobb and Walker counties were scheduled to resume programming remotely and Athens-Clarke, Bartow, Columbia, Douglas, and Glynn counties were scheduled to resume programming in-person after June 30th.

Individual- or family-based programs transitioned to delivering services remotely beginning in March, with most grantees transitioning in April. In a few cases, some service providers

selectively delivered face-to-face sessions for initial crisis stabilization needs or other extenuating circumstances, though with social distancing and other safety protocols in place. Other than these few exceptional cases, all individual- or family-based continued delivering services via phone or video-conferencing through the end of June 30, 2020.

Telemental health technologies, including phone or video-teleconferencing, can help minimize the disruption of essential services due to office closures and social distancing guidelines. While not all cases are appropriate for these delivery methods, including clients in crisis situations or with barriers (cultural, lingual, or technological) to accessing these services, where appropriate, telemental health can aid in maintaining service delivery during a public health emergency. Therapists and facilitators must remain HIPPA compliant by using secure email and video-conferencing platforms, as well as taking other cybersecurity precautions. Ordinarily, licensed mental health professionals are required to complete six hours of training to practice telemental health in Georgia; however, under guidance from the U.S. Department of Health and Human Services issued on March 17, 2020, providers have discretion on this requirement in order meet increased demand and minimize service disruptions. In the interim, Georgia providers can access a one-hour webinar training on telemental health to support the continued delivery of these essential services.

FINDINGS

EVIDENCE-BASED PROGRAM UTILIZATION

In FY 2020, most participants were enrolled in FFT, MST, T4C, or ART (see Figure 1). Overall, 76% of youth served by EBPs enrolled in individual- or family-based therapy (BSFT, Connections, FFT, MDFT, and MST), and 24% enrolled in group-based therapy (ART, Botvin LST, SF, and T4C). This is very similar to the participation in individual- or family-based (75%) versus group-based programs (25%) in the previous grant year. Note that some participants were enrolled in more than one EBP during this period, so the number of participants served by each EBP sums greater than the 1,051 total served. A total of 17,490 EBP sessions were delivered across all grantee programs during the seventh grant year (see Figure 2). There were fewer referrals to grant-funded EBPs and fewer EBP sessions completed during the last four months of the fiscal year due to the impacts from COVID-19.

Figure 1

In FY 2020, most participants were enrolled in Functional Family Therapy (FFT), Multisystemic Therapy (MST), Thinking for a Change (T4C), or Aggression Replacement Training (ART).

July 2019–June 2020

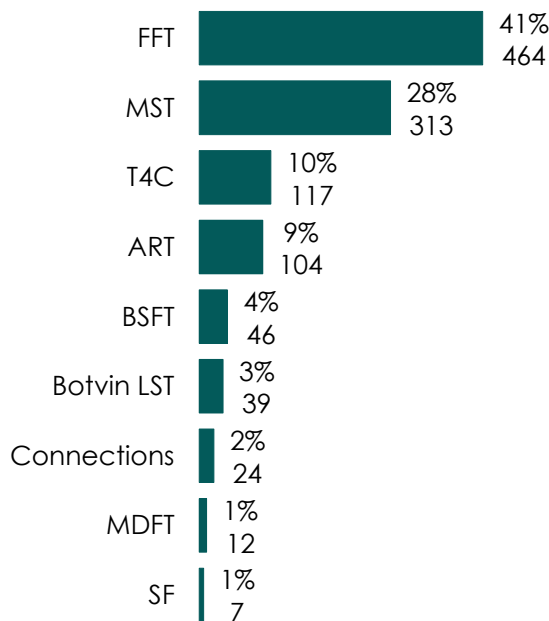
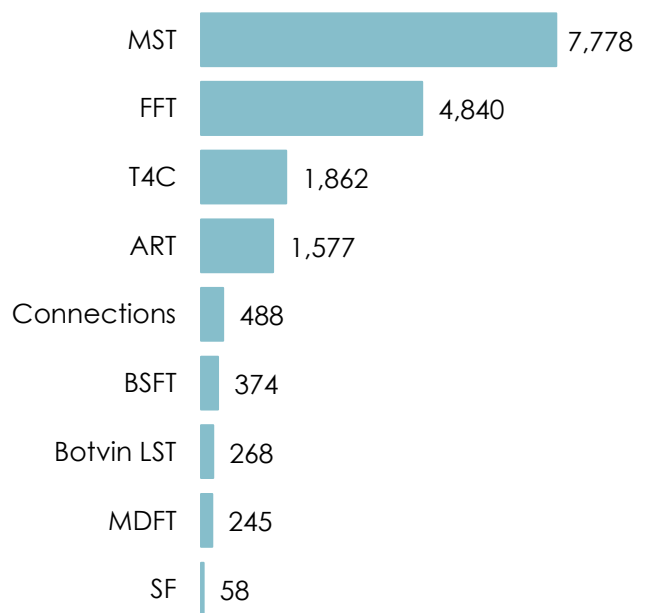


Figure 2

In FY 2020, the number of sessions delivered across all evidence-based programs was 17,490, with MST and FFT again making up a majority of total sessions.

July 2019–June 2020



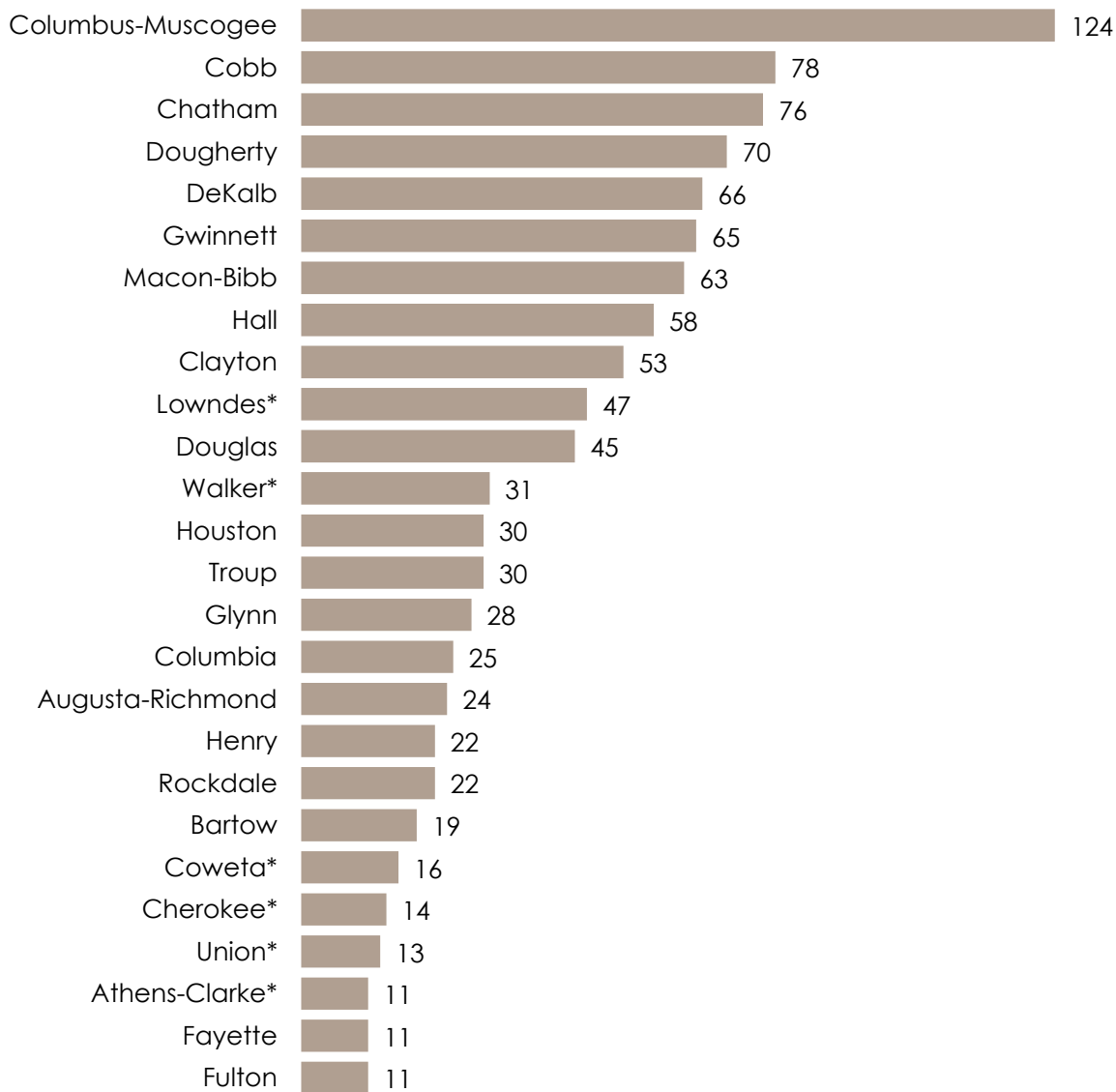
The JJIG funded services for 1,051 youth in FY 2020, with individual grantee participant counts ranging from 11 to 124. Figure 3 shows the number of youth served in each grantee court from July 2019 through June 2020. Note that due to moving, one participant was served by more than one grantee (Augusta-Richmond and Columbia counties), so the number of participants served by each grantee sums greater than the 1,051 total individuals served grant-wide. While most grantee courts represent a single county, six represent more than one county: Athens-Clarke, Cherokee, Coweta, Lowndes, Union, and Walker. Appendix B presents a list of grantee courts and the counties they served.

Figure 3

Grantee courts served 1,051 youth in grant-funded programming in FY 2020.

July 2019–June 2020

*Grantee court serves multiple counties.



PROGRAM OUTCOMES

Figure 4 shows the number of successful completions, dismissals/removals, and administrative discharges from each EBP. The JJIG calculates the successful completion rate for each EBP as the number of successful completions divided by the total exits from the program (administrative discharges, dismissal/removals, and successful completions). FFT, MST, ART, and T4C had the highest number of youth successfully complete programming. Successful completion rates ranged from 0% (SF) to 100% (MDFT), with an overall completion rate of 71% across all programs. The dismissal/removal rate was 18% and the administrative discharge rate was 11%. Note that all SF participants were administratively discharged in April because in-person services in Columbia County were suspended due to COVID-19 precautions and the grantee was unable to provide remote services at that time. See Appendix C for a breakdown of EBP exits by grantee.

Figure 4

In FY 2020, seven out of the nine evidence-based programs reported successful completion rates of 67% or higher.

July 2019–June 2020

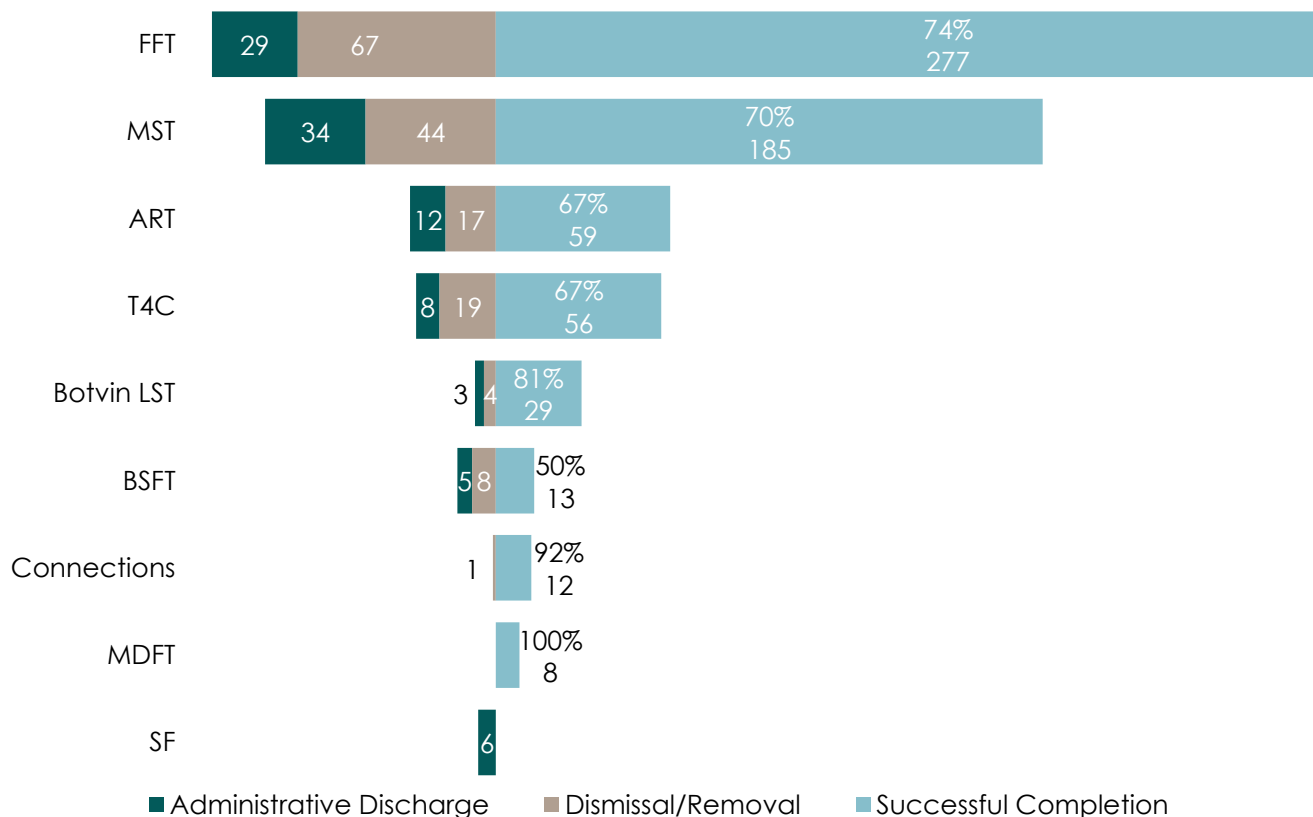
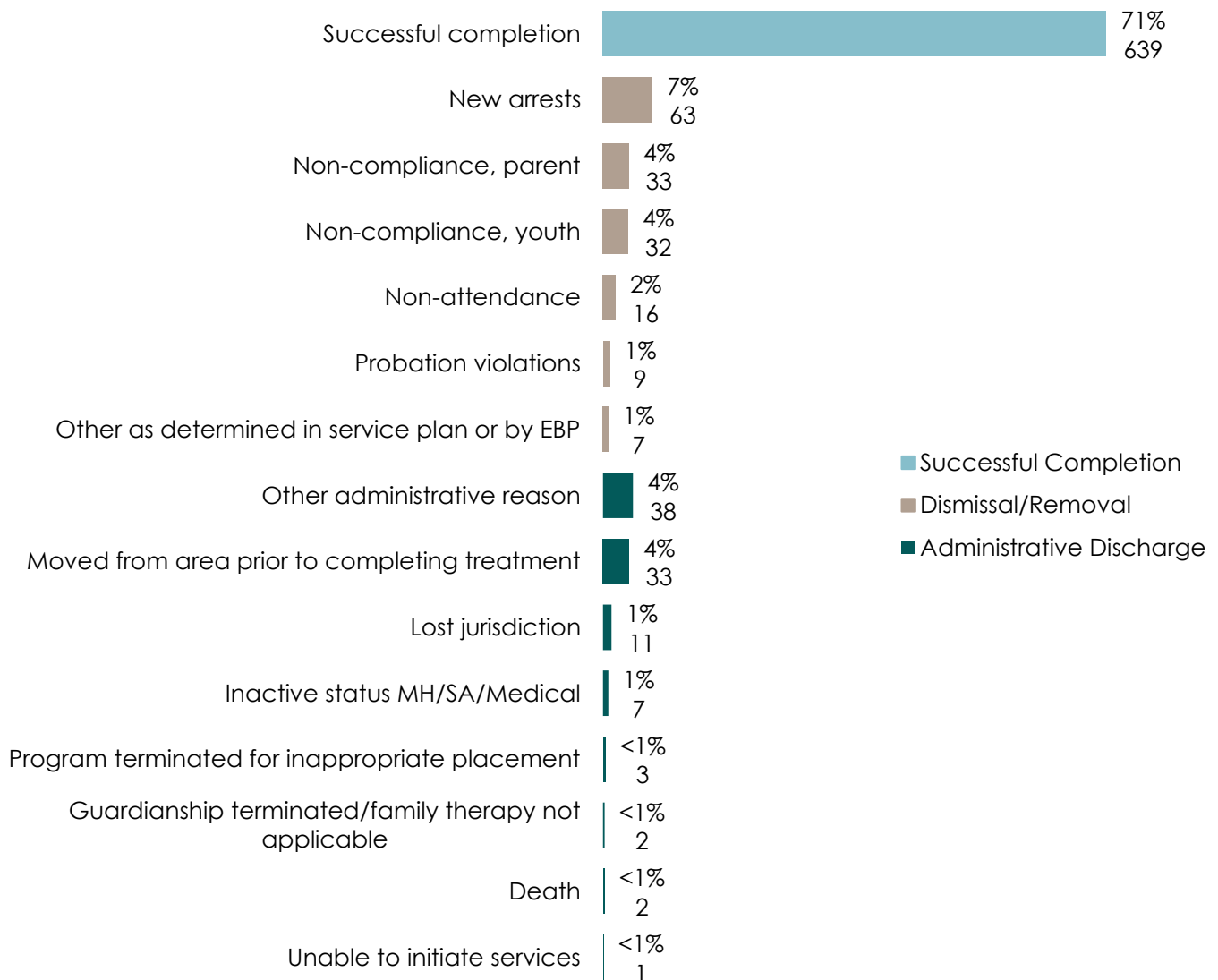


Figure 5 shows a breakdown of exit reasons across all nine evidence-based programs. Dismissal/removals accounted for 18% of total program exits and were due primarily to new arrests, non-compliance by youth or parent, non-attendance, and probation violations. Administrative discharges constituted 11% of total program exits, mostly due to other administrative reasons, moving from the area prior to completing treatment, and lost jurisdiction. Some of these unsuccessful program exits were due to COVID-19 related issues, including cases of non-compliance or non-attendance stemming from health concerns and administrative discharges due to the suspension of services. See Appendix D for a full list of dismissal/removal and administrative discharge subcategories.

Figure 5

Out of 896 exits from grant-funded evidence-based programs in FY 2020, 639 (71%) were successful completions.

July 2019–June 2020



MODEL FIDELITY

Adherence to model fidelity is an important component of successful program outcomes. EBPs are effective in reducing recidivism in juvenile populations when the programs are implemented as designed. Deviations from the program model may hinder reductions in the recidivism rate and in some cases increase the recidivism rate (Barnoski, 2004).

In FY 2016, CJCC added a Model Fidelity Coordinator to its Juvenile Justice Unit to assess the fidelity of EBP implementation through fidelity monitoring and site visits. The Model Fidelity Coordinator assesses program fidelity measures and challenges using various methods, including reviewing grantee program materials, interviewing program staff, examining case files, observing group sessions, and surveying participants (Georgia Criminal Justice Coordinating Council, 2016). During model fidelity site visits, grantees are scored on group overview, general group content, use of effective reinforcement, use of effective disapproval, established professional rapport and active listening, structured skill building, and cognitive restructuring. These areas are summed to provide a total score on model fidelity. The Model Fidelity Coordinator uses the findings from site visits to provide technical assistance and support to grantees on EBP implementation. Additionally, the Model Fidelity Coordinator conducts a six month follow-up observation after each site visit to assess grantees' progress. The *Model Fidelity Handbook for Group-Based Therapies* outlines the fidelity practices that are required as a condition of JJIG funding, as well as other non-mandated practices for improving model fidelity (Georgia Criminal Justice Coordinating Council, 2017).

In FY 2016, CJCC began the first round of annual model fidelity site visits, prioritizing the two most used group-based therapies (ART and T4C). These EBPs share similar fidelity components and challenges, enabling them to be monitored using similar guidelines; however, fidelity standards specific to each program's curriculum are also evaluated. The other most widely used EBPs—FFT and MST—have program fidelity monitoring provided by their respective training and dissemination organizations. From FY 2017 to FY 2019, CJCC conducted four to eight model fidelity site visits each grant year.

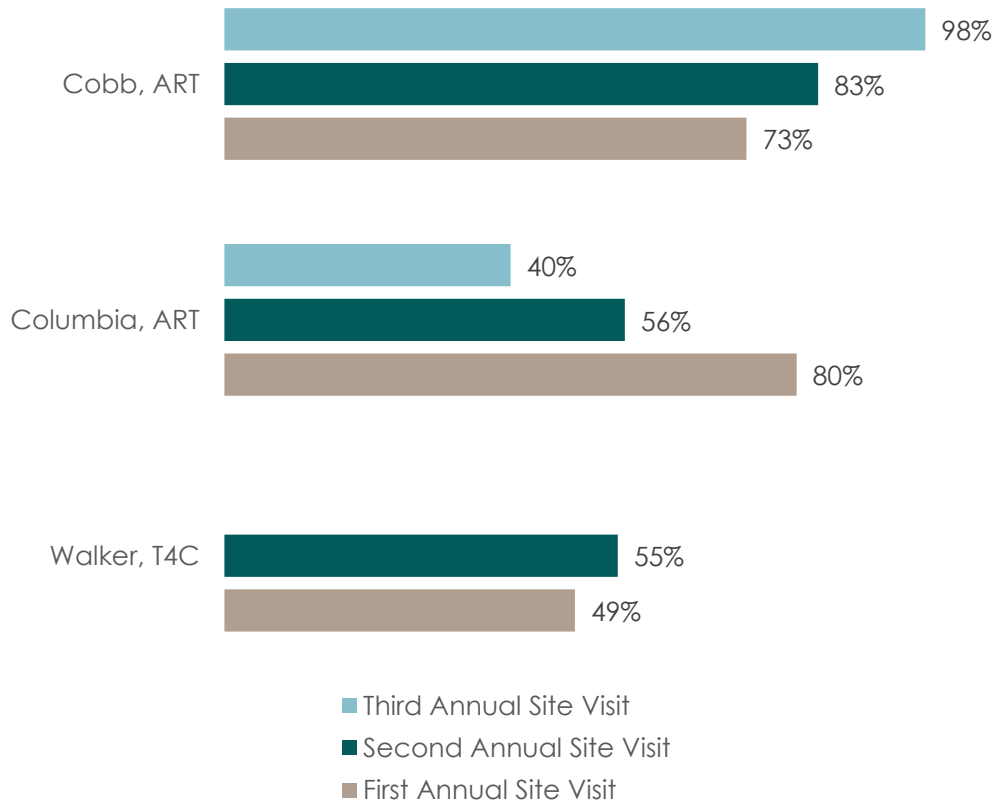
In FY 2020, CJCC conducted three model fidelity site visits. Additional site visits were planned, but they were postponed due to COVID-19 office closures, safety protocols, and travel restrictions. Of the site visits that did occur, two of those grantees received a third annual fidelity monitoring site visit – Cobb and Columbia counties for their ART programs. One grantee received their second annual fidelity monitoring site visit – Walker County for T4C. As shown in Figure 6, the annual site visits in Cobb and Walker counties showed improvements in their program's implementation fidelity compared to their previous annual fidelity monitoring site visits. Across all three sites, program staff continue to show commitment to serve youth and have completed additional training to build local capacity. However, maintaining minimum group size continues to be a challenge for grantees. Other areas for improvement include maintaining, updating, and adhering to formal policies and procedures for programmatic implementation;

these include policies related to enrichment, sanctions, behavior, and attendance. For model fidelity scores from 2016 to 2020, see Appendix H.

Figure 6

Three programs received model fidelity site visits in FY 2020. Two of those programs showed improvements in overall fidelity scores compared to their previous site visit reviews.

July 2019–June 2020



PARTICIPANT DEMOGRAPHICS

Grantee courts report monthly individual-level information on youth participating in grant-funded programming. The data reported in this section include Gender, Race/Ethnicity, Educational Status, Grade Level, and Age.

GENDER

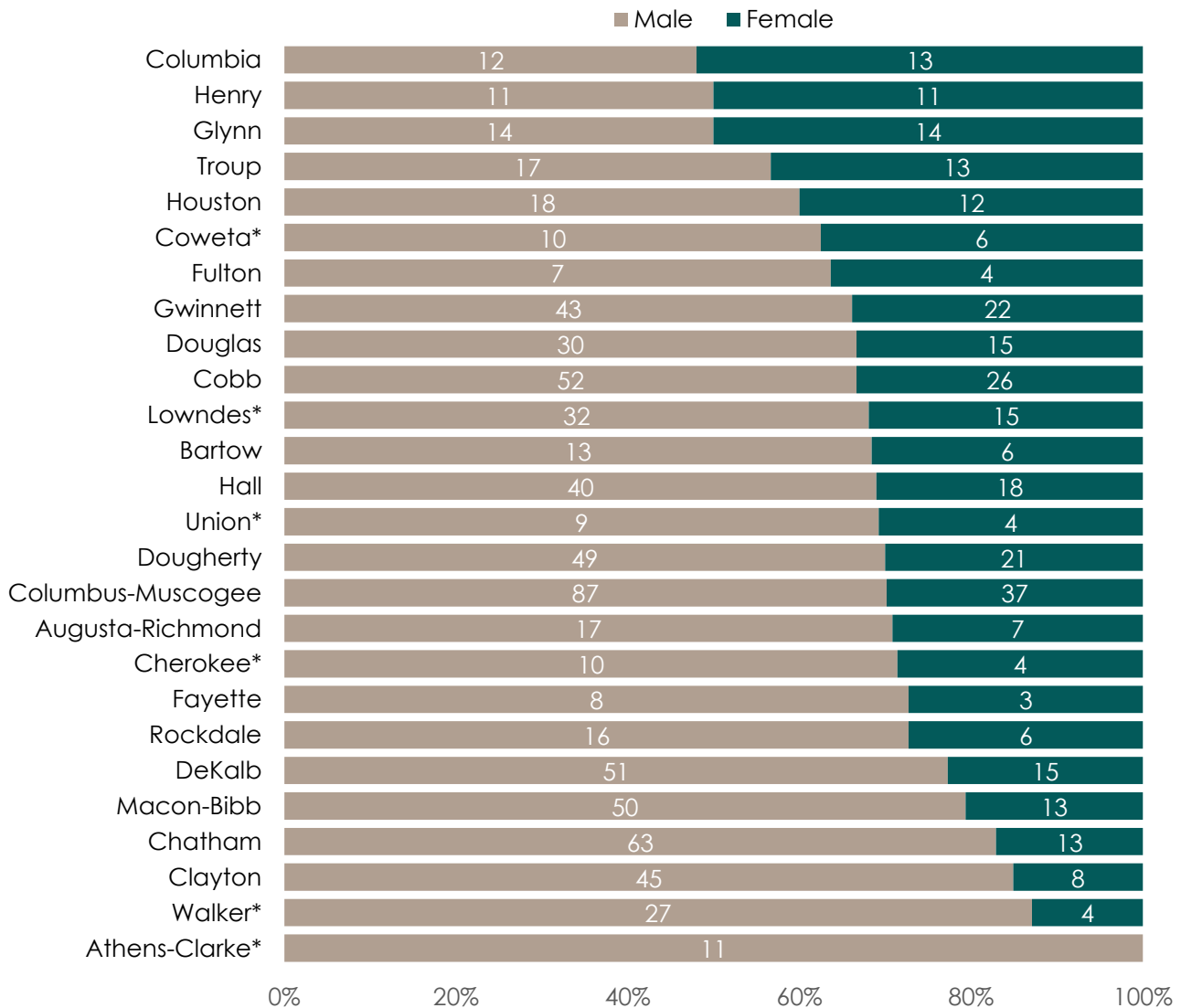
Since the grant serves at-risk youth facing an STP admission or a felony commitment to DJJ, program averages are compared to existing data on STP admissions and felony commitments to DJJ. Grant-wide in FY 2020, males and females comprised 84% and 16%, respectively, of total out-of-home placements (OHPs). Likewise, more males (71%) enrolled in grant-funded programs than females (29%) (see Figure 7). This comparison shows that a slightly higher proportion of females are enrolled in grant programming compared to females receiving OHPs.

Figure 7

Males comprised 71% and females comprised 29% of youth served in grant-funded programs.

July 2019–June 2020

*Grantee court serves multiple counties.



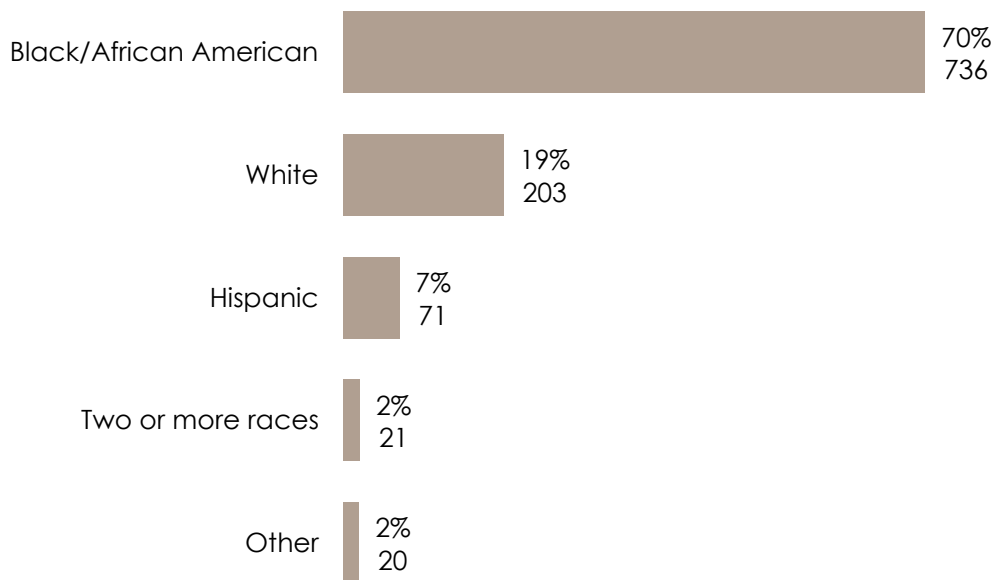
RACE/ETHNICITY

In FY 2020, 70% of participants identified as Black/ African American, 19% as White, 7% as Hispanic, 2% as two or more races, and 2% as other (see Figure 8). During the same period, the breakdown of youth receiving OHPs in JJIG counties was 70% Black/ African American, 16% White, 11% Hispanic, and 3% other. These percentages suggest that the population of youth served in these community programs is relatively proportional to those receiving OHPs in those same communities. Note that “two or more races” is not a DJJ-utilized category, so a direct comparison for this category is not available.

Figure 8

In FY 2020, evidence-based program participants identified as Black/African American (70%), White (19%), Hispanic (7%), two or more races (2%), and other 2%).

July 2019–June 2020



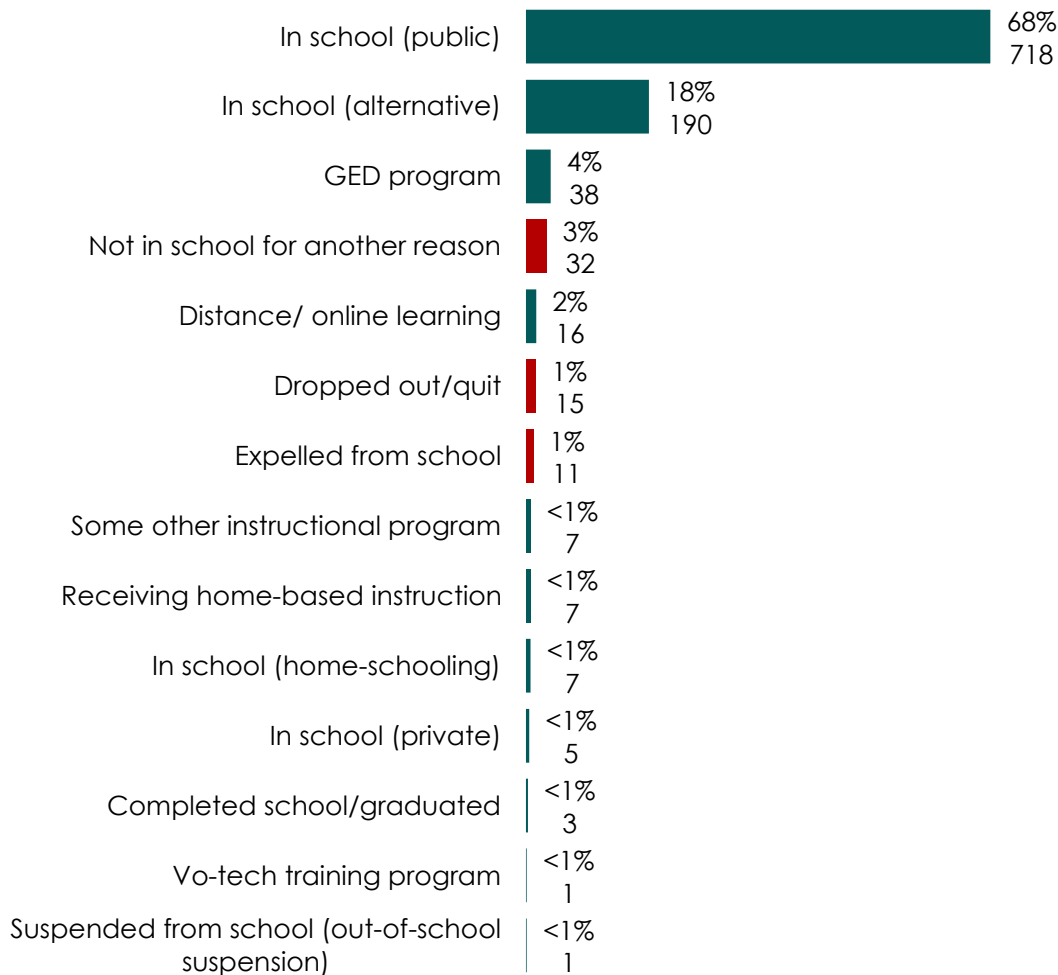
EDUCATIONAL STATUS

Research continues to find connections between lower school enrollment/poorer performance and involvement with the juvenile justice system. Youth that fail to complete school or experience other significant disruptions to their education, including suspension or expulsions, are at greater risk of delinquency and continued criminal behavior in adulthood (Brownfield, 1990; Hawkins & Weis, 1980; Institute of Medicine and National Research Council, 2001; Jagers, Robison, Rhodes, Guan, & Church, 2016; Pettit & Western, 2004; Robertson & Walker, 2018; Thornberry, Moore, & Christenson, 1985; Wilkinson, Lantos, McDaniel, & Winslow, 2019). Because of this link between school and delinquency, grantees tracked the educational status of youth in EBPs each month. The impact of COVID-19 led to the closure of public schools beginning on March 18, 2020, with students attending remotely through the remainder of the 2019 - 2020 school year. Figure 9 shows that a majority of youth received some type of educational programming, primarily in public school (68%) or alternative school (18%). Around five percent were not involved in any type of educational programming, including those who dropped out/quit, were not in school for another reason, or were expelled.

Figure 9

In FY 2020, 95% of program participants were enrolled in or had completed some type of educational programming while in grant-funded services.

July 2019–June 2020



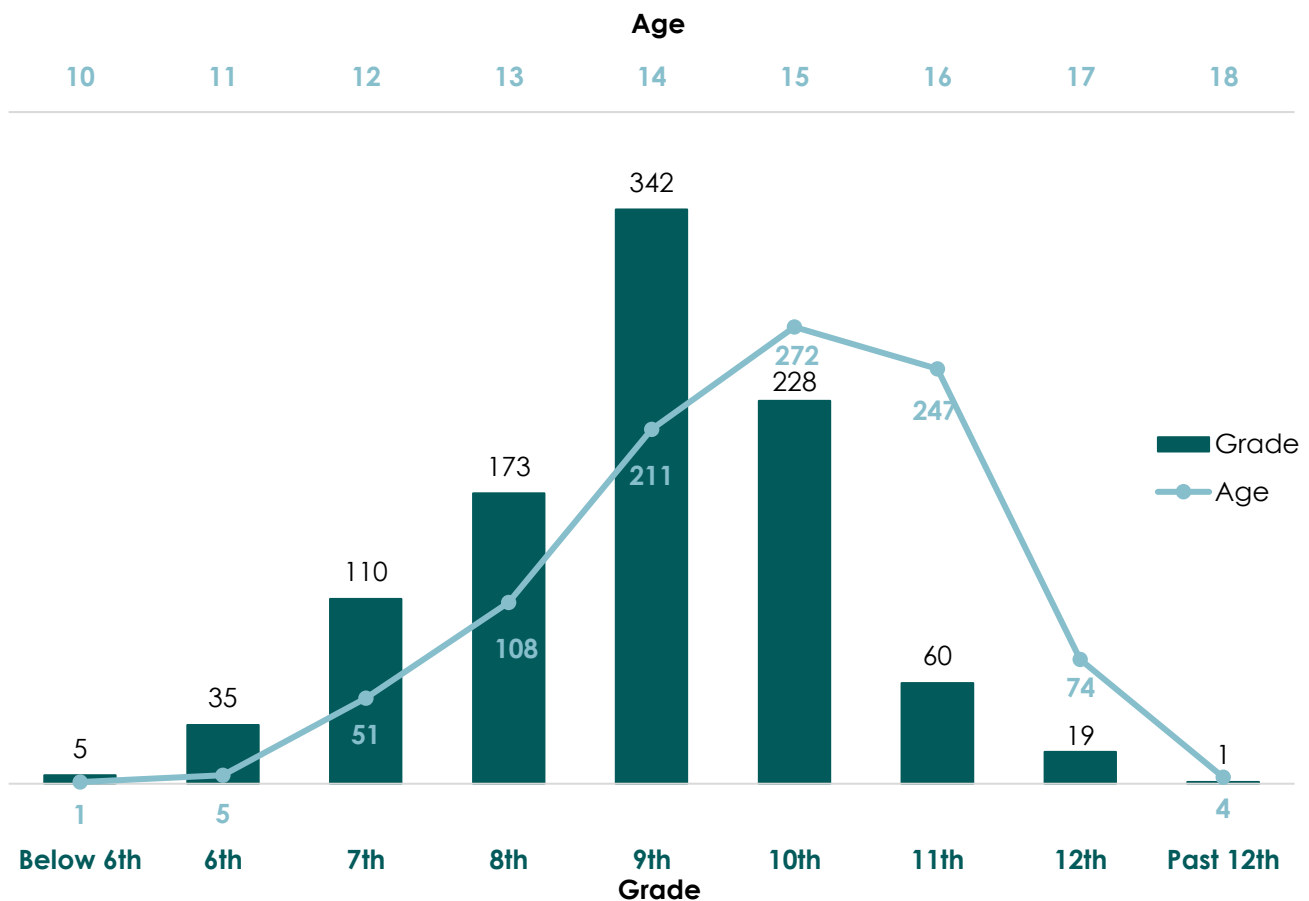
GRADE LEVEL AND AGE

Figure 10 shows the age and grade levels of youth served in JJIG programs. In line with the national trends of juvenile delinquent populations, participants on average were behind in grade level based on their ages (Miller, Warren, & Owen, 2011; US Departments of Education and Justice, 2014). Of the total 1,051 youth served, 74% were between ages 14 and 16, with 15 and 16 (27% each) being the most frequently occurring ages. The largest percentage of youth served were in the ninth grade (33%). Seventy-eight participants reported their grade level as “N/A” because it did not apply to their educational status. This includes enrollment in other instructional programs (e.g. GED program), non-enrollment in school (e.g. expelled or dropped out), or school completion; their respective grade levels and ages have been excluded from the graph below.

Figure 10

The majority of youth enrolled in grant programs were between ages 14 and 16, and most were enrolled in 8th through 10th grade.

July 2019–June 2020



PRE-DISPOSITION RISK ASSESSMENT

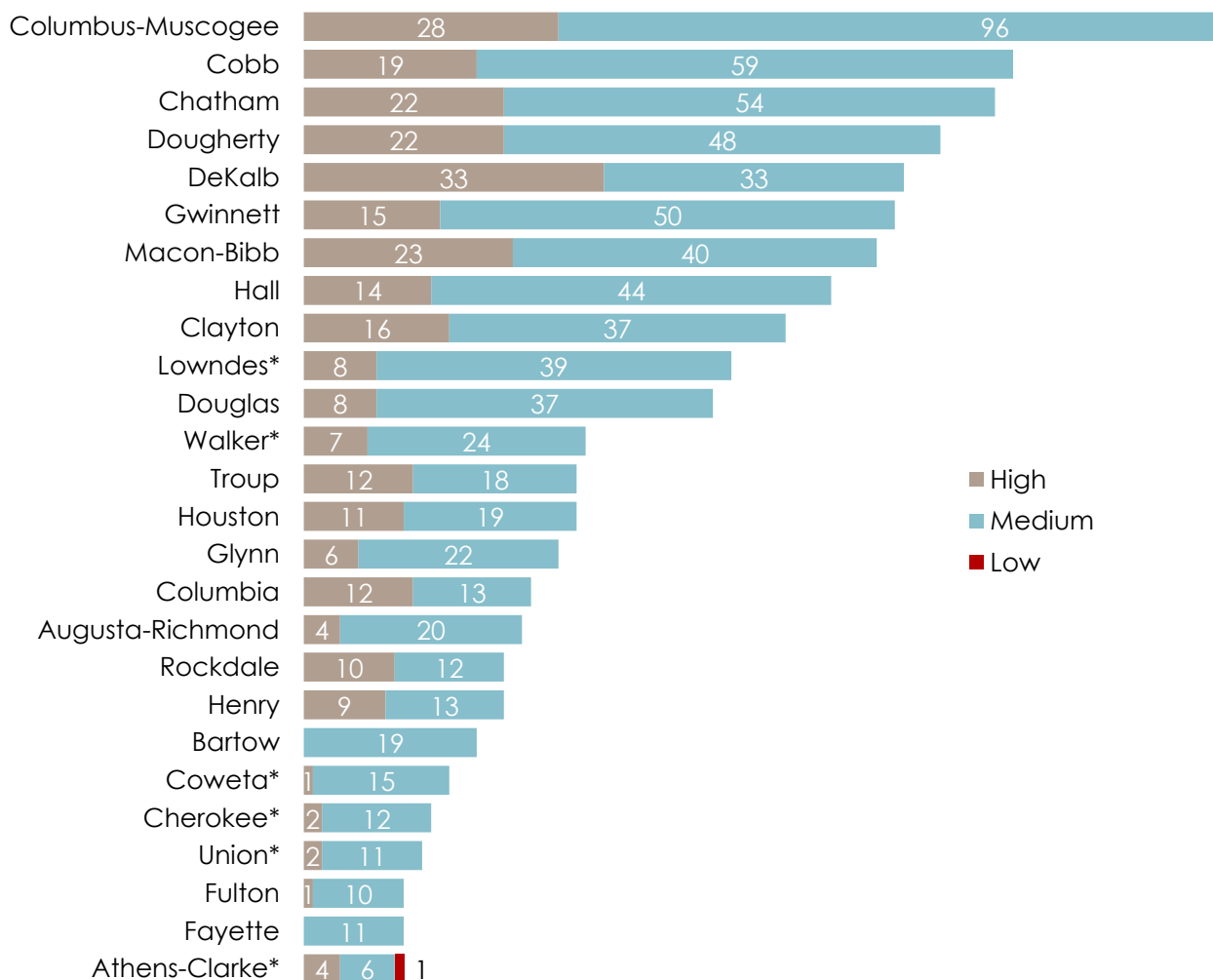
The PDRA measures the likelihood of reoffense and provides grantee courts with a standardized measure to determine appropriateness for evidence-based programming. This evidence-based criminogenic risk assessment tool was developed in 2013 by NCCD, in collaboration with DJJ and the Annie E. Casey Foundation. NCCD completed an evaluation and validation of the PDRA in March 2017. Grantee courts perform this assessment of youth between the adjudicatory hearing and the dispositional hearing. Only youth scoring as medium- or high-risk on the PDRA should be diverted to JJIG-funded EBPs. In the seventh implementation year, the JJIG program served only one youth with a low PDRA score (see Figure 11). Note that one participant was served by more than one grantee during this period, so the number of participants served by each grantee sums greater than the 1,051 total served across the JJIG.

Figure 11

Out of 1,051 participants served in FY 2020, only one youth was reported with a low Pre-Disposition Risk Assessment (PDRA) score.

July 2019–June 2020

*Grantee court serves multiple counties.



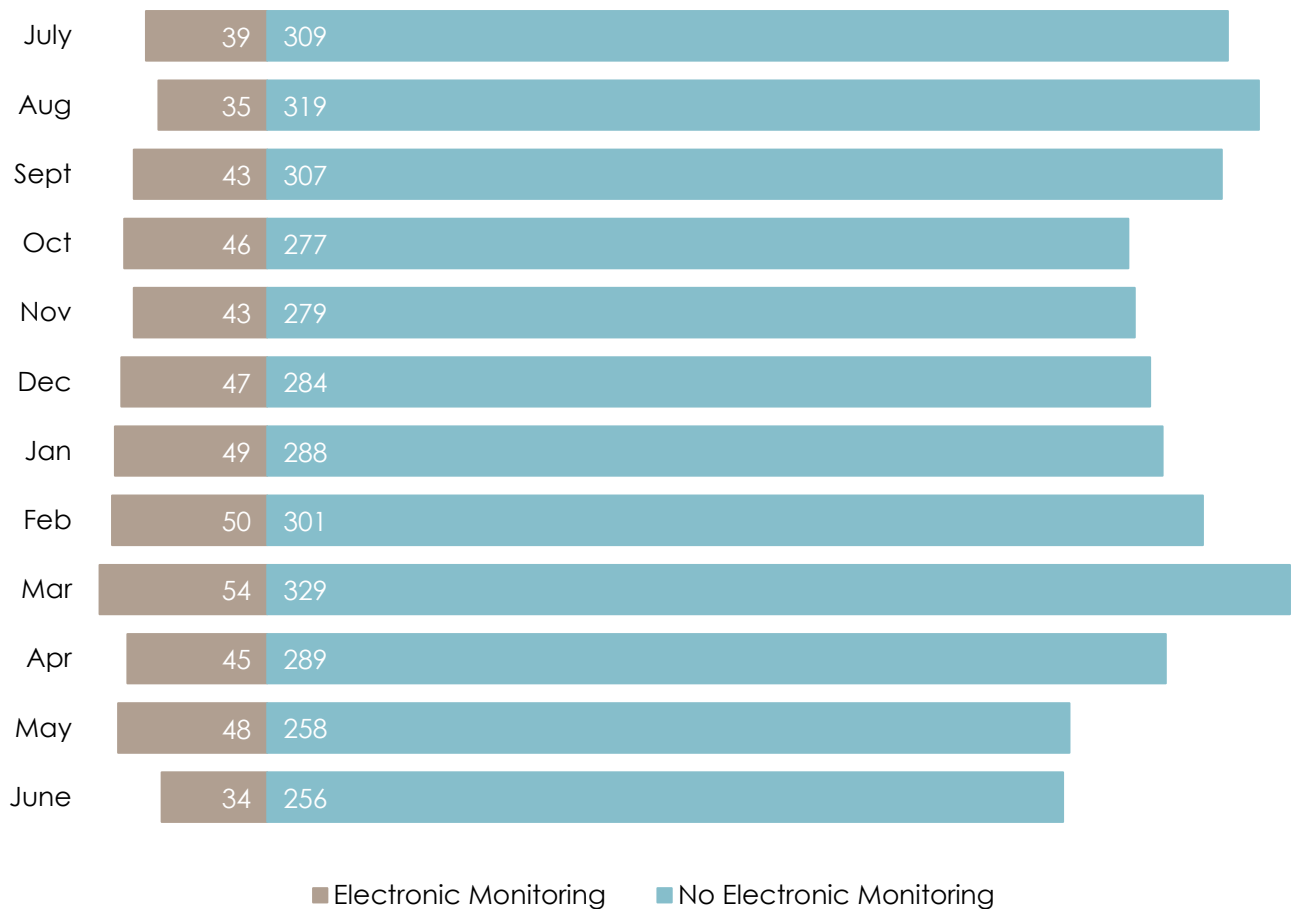
ELECTRONIC ANKLE MONITORING

To support the use of community-based alternatives to detention, grantees provided optional electronic ankle monitoring services for program youth. Between July 2019 and June 2020, 21 of the 26 grantee courts reported using electronic ankle monitoring during at least one month and for at least one youth (see Figure 12).

Figure 12

Between 34 and 54 youth (10% to 16%) were supervised via electronic ankle monitoring each month.

July 2019–June 2020



OUT-OF-HOME PLACEMENTS

For this report, OHPs represent the total unique instances of STP admissions and felony commitments to DJJ reported by DJJ's Juvenile Tracking System (JTS) during the grant term. Each instance of an STP admission or a felony commitment counts as a distinct occurrence; consequently, a youth may have more than one OHP during a given timeframe. To facilitate the evaluation, DJJ provided monthly data on STP admissions and felony commitments to DJJ.

A key objective of the JJIG is to reduce each grantee's OHPs as compared to their FY 2012 baseline – the pre-reform marker calculated by combining the total STP admissions and felony commitments to DJJ of juveniles within a grantee's jurisdiction during FY 2012. In most cases, grantees only provide services to one county, though in some cases, grantees serve youth in multiple counties (see Appendix B). For grantees serving multiple counties, baselines are calculated by aggregating the total OHPs for the counties they serve. The program-wide baseline for participating grantees is calculated by summing the total OHPs for counties contained in each grantee's service areas. From year-to-year, grantee court baselines and the program-wide baseline are recalculated to include active counties that fiscal year.

FY 2020 marked the seventh consecutive year of grant-wide reductions in the annual out-of-home placements across the JJIG.

The JJIG provides an alternative to OHPs for grantee courts, thus contributing to the reduction of OHPs in these jurisdictions. Table 1 shows that grantee courts collectively achieved a **62% reduction** in the nine months of implementation in FY 2014, exceeding the 15% reduction target from the FY 2012 baseline (from 2,603 to 989 total OHPs). In FY 2015, the first year that implementation spanned a full 12 months, the reduction target was set at 20%. Grantee courts collectively surpassed the 20% reduction target in FY 2015, FY 2016, FY 2017, FY 2018, and FY 2019 with **54%**, **53%**, **56%**, **57%**, and **56% reductions**, respectively, from the FY 2012 baseline each year.

In FY 2020, grantee courts again collectively exceeded the 20% reduction target. The total number of STP admissions and felony commitments to DJJ was 838 across the 37 counties served by the 26 grantee courts, a **67% reduction** from the FY 2012 baseline (from 2,562 to 838 total OHPs). This marks the seventh consecutive year of grant-wide reductions in OHPs. Note that some of the reductions in OHPs are likely due to the impact of COVID-19 on juvenile court operations and other activities across the state. OHP totals for the JJIG counties were much lower in the fourth quarter compared to the other months in the grant year and compared to the same period in previous grant years.

Table 1

Out-of-Home Placement Reduction Targets and Outcomes over Seven Implementation Years

	FY 2014	FY 2015	FY 2016	FY 2017	FY 2018	FY 2019	FY 2020
FY 2012 Baseline – Total Out-of-Home Placements	2,603	2,664	2,616	2,513	2,552	2,562	2,562
Reduction Target of Out-of-Home Placements	15%	20%	20%	20%	20%	20%	20%
Percent Reduction Achieved	62%	54%	53%	56%	57%	56%	67%
Total Out-of-Home Placements	989	1,227	1,238	1,099	1,109	1,117	838
Implementation Period	9 months	12 months	12 months	12 months	12 months	12 months	12 months
Number of Grantee Courts	29	29	28	25	26	26	26
Number of Counties Served	49	51	48	34	37	37	37
Number of Youth Served	1,122	1,666	1,723	1,465	1,390	1,350	1,051

Figure 13 compares each grantee's FY 2020 OHP totals to their FY 2012 baseline. See Appendix E for each grantee's FY 2012 baseline, FY 2020 reduction number, and FY 2020 OHP number.

Figure 13

In FY 2020, 25 out of 26 grantee courts had a reduction in out-of-home placements (short-term program admissions & felony commitments to DJJ) compared to their FY 2012 baseline.

July 2019–June 2020

*Grantee court serves multiple counties.

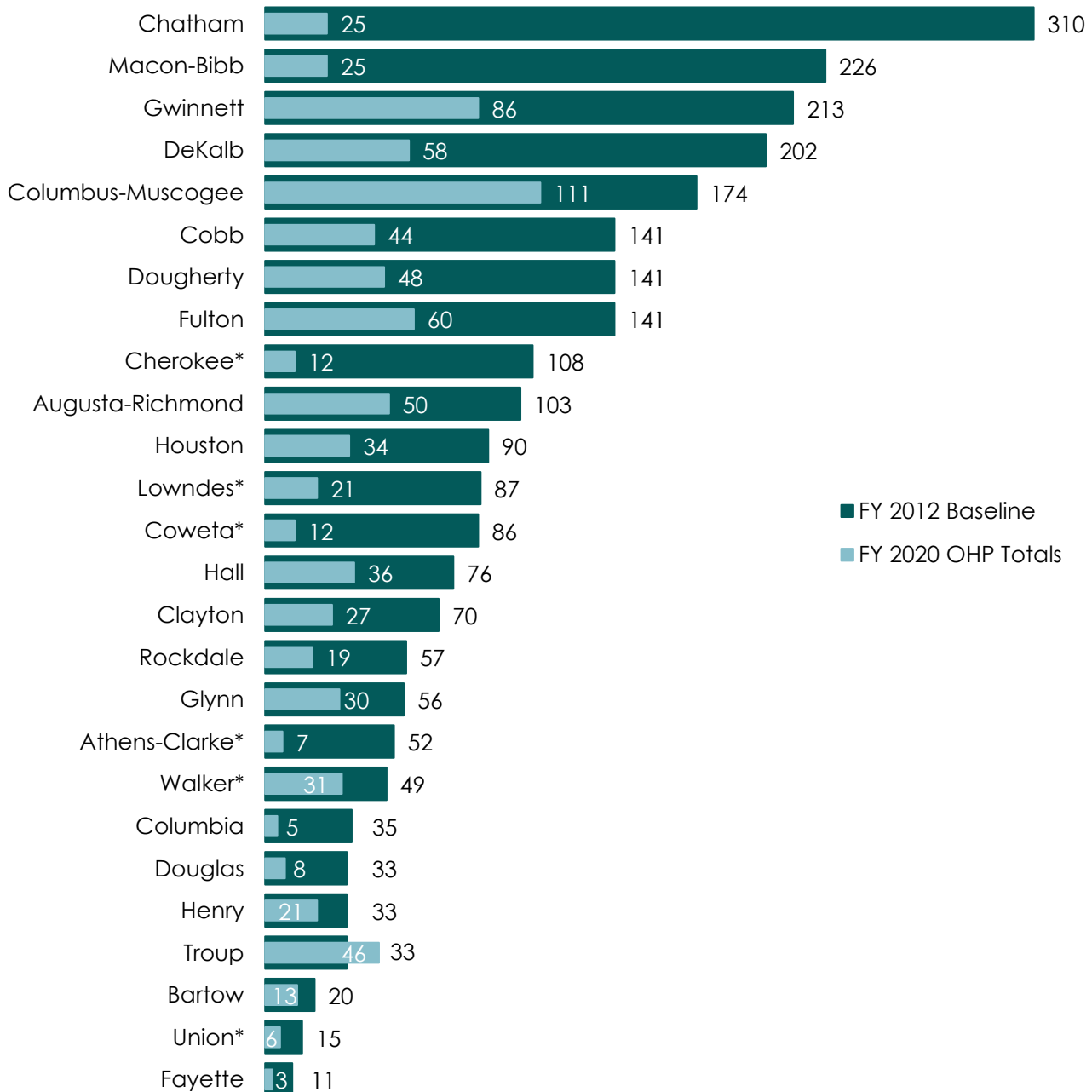


Figure 14 shows the OHP reduction percentage for each grantee court in FY 2020 compared to the pre-reform baseline marker (shown below in red). To meet this reduction target, a grantee court should achieve at least a 20% reduction in OHPs from its FY 2012 baseline. In FY 2020, 25 out of 26 grantee courts met or exceeded the 20% reduction target. Chatham (92%), Macon-Bibb (89%), and Cherokee (89%) counties had the largest reductions in FY 2020. For OHP reduction percentages by grantee court from FY 2014 to FY 2020, see Appendix F.

Figure 14

In FY 2020, 25 out of 26 grantee courts met or exceeded the 20% reduction target for annual out-of-home placement totals.

July 2019–June 2020

*Grantee court serves multiple counties.

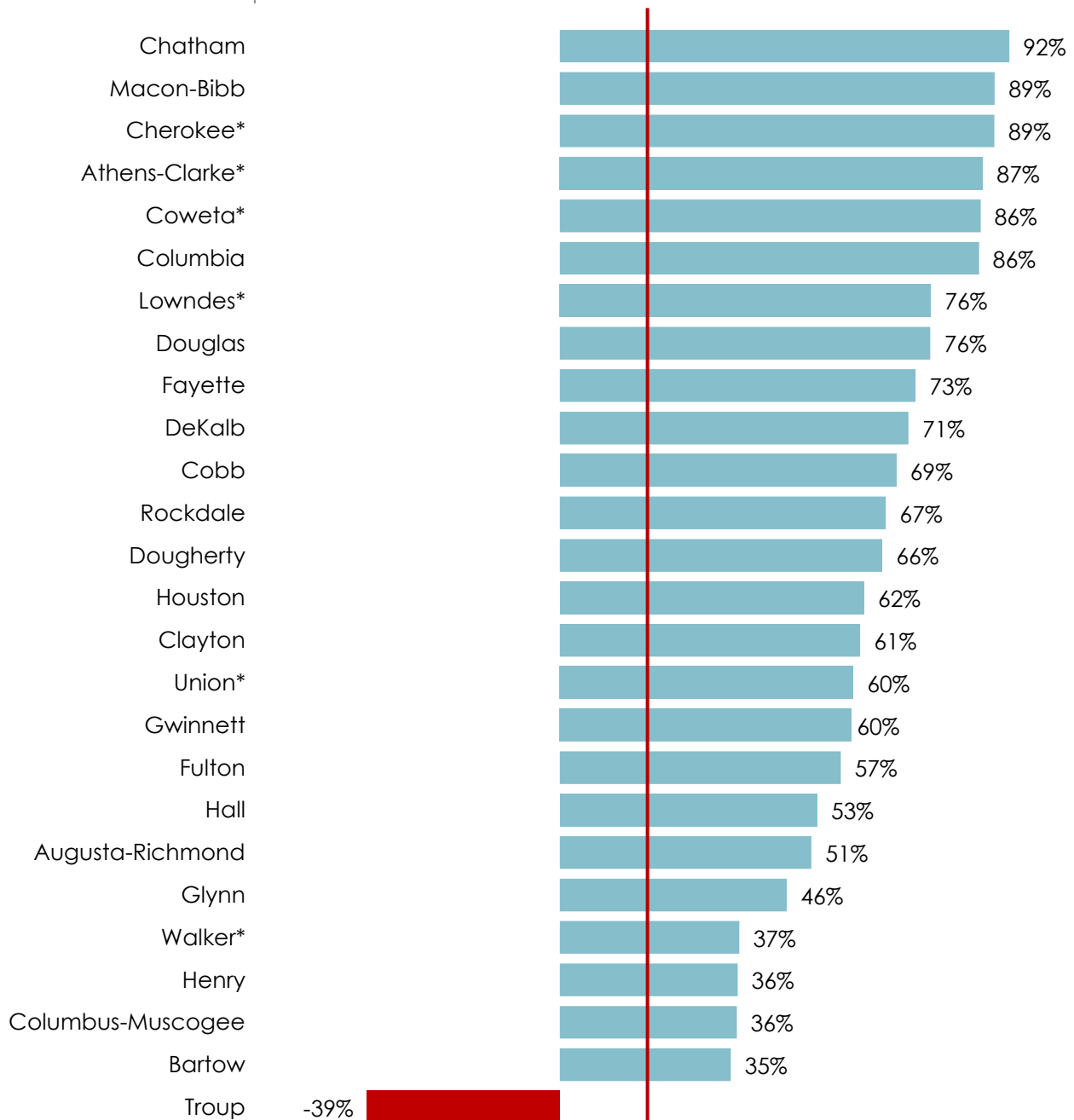
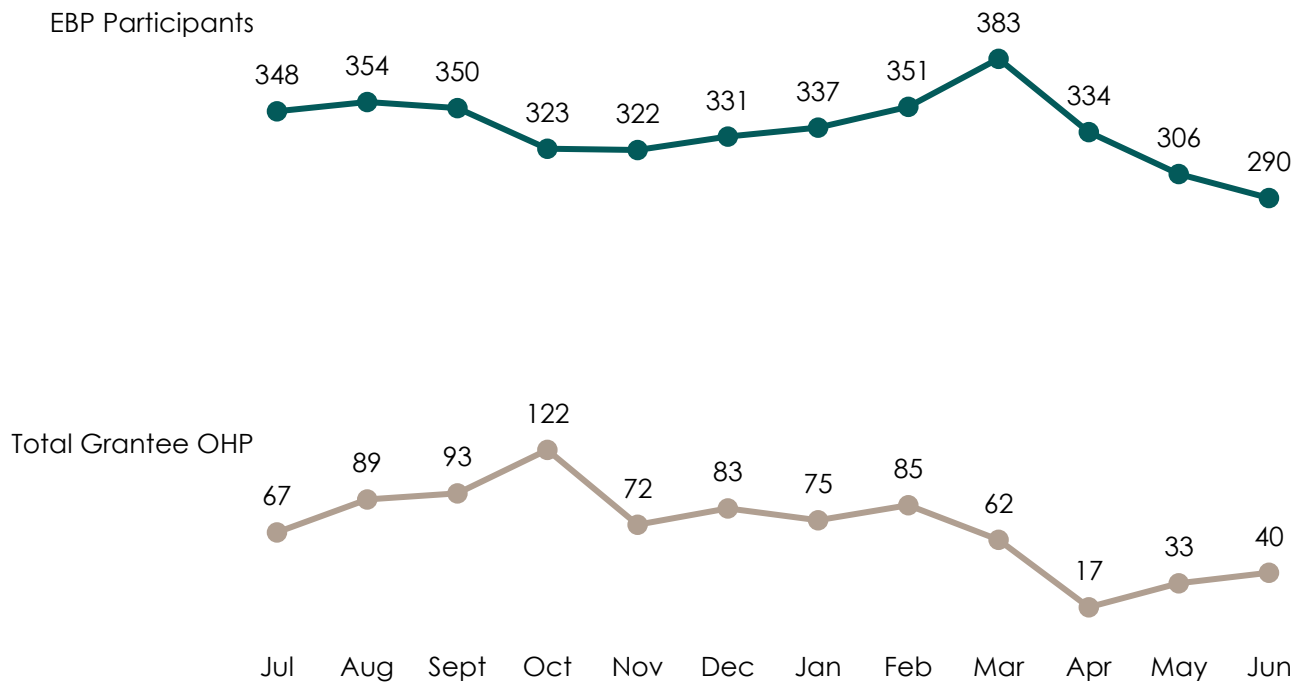


Figure 15 displays the monthly totals of OHPs and program participation for all grantee courts. In many instances, the monthly participation counts include the same participant over several months, as implementation of the EBP models occurs in multiple sessions over several weeks or months. Each OHP is a unique instance of an STP admission or felony commitment to DJJ during the reporting period.

Figure 15

In FY 2020, the average monthly participant count was 336, with a high of 383 in March 2020, and a low of 290 in June 2020.

July 2019–June 2020



CONCLUSION

During the seventh year of the JJIG, 26 grantees used one or more of the nine EBPs and other services to serve **1,051** youth across 37 Georgia counties. State and local partners, service providers, and participating families were able to pivot and meet the challenges of the COVID-19 pandemic and continue programming through the last four months of FY 2020. These programs provided grantee courts with alternatives to OHPs and assisted in reducing the number of STP admissions and felony commitments to DJJ by approximately **67%**. Since these 37 counties were home to 67% of Georgia's at-risk population (ages 0–16), targeting services in these local courts has had statewide impact (Puzzanchera, Sladky, & Kang, 2019; Georgia Juvenile Justice Data Clearinghouse, 2014; Georgia Council on Criminal Justice Reform, 2014). Courts and their providers used a combination of individual- or family-based EBPs and group-based EBPs, with the majority of youth served by FFT (41% of participants), MST (28%), T4C (10%), and ART (9%).

During the seventh year of using community-based EBPs as alternatives to OHPs through the JJIG, grantees and the state of Georgia saw a number of programmatic successes including:

- **Reduction in out-of-home placements.** For the seventh consecutive year, grantees collectively saw reductions in STP admissions and felony commitments to DJJ, with a **67%** reduction in OHPs grant-wide. In addition, 25 out of 26 grantees exceeded their reduction targets.
- **Successful program outcomes.** Seven out of nine programs reported successful completion rates of 67% or higher. The overall successful completion rate in FY 2020 was **71%**—a 1% increase from the previous year.
- **Use of evidence-based tools to refer appropriate youth into programming.** Nearly all EBP participants scored medium- or high-risk on the PDRA, the appropriate risk-level for participants in the JJIG program. Enrolling youth suitable for each EBP contributes to their successful outcomes.
- **Model fidelity.** CJCC conducted three model fidelity site visits in FY 2020. Adherence to model fidelity is an important component of successful program outcomes. EBPs are most effective at reducing recidivism in juvenile populations when they are implemented as designed. The findings from the model fidelity site visits help strengthen program quality and improve outcomes for the youth receiving services.
- **Building capacity and sustainability.** CJCC conducts annual programmatic site visits with each grantee. Site visits are opportunities to review program success in implementation and outcomes, review model fidelity and adherence to other program requirements, discuss any programmatic concerns, and identify technical assistance or training opportunities. In these collaborative meetings, staff from CJCC, DJJ, and the Institute of Government are on hand to support grantees in grant implementation.

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APPENDICES

APPENDIX A: NUMBER OF GRANTEES BY EVIDENCE-BASED PROGRAM FOR FY 2020

Evidence-Based Programs	Number of Grantees using EBP	Grantee Court	
Functional Family Therapy (FFT)	13	Chatham	Fulton
		Columbus-Muscogee	Hall
		Coweta	Henry
		DeKalb	Lowndes
		Dougherty	Macon-Bibb
		Douglas	Rockdale
		Fayette	
Multisystemic Therapy (MST)	12	Augusta-Richmond	Fulton
		Chatham	Gwinnett
		Cherokee	Hall
		Clayton	Henry
		Columbus-Muscogee	Houston
		DeKalb	Troup
Thinking for a Change (T4C)	7	Athens-Clarke	Glynn
		Bartow	Gwinnett
		Cobb	Walker
		DeKalb	
Aggression Replacement Training (ART)	6	Augusta-Richmond	Columbia
		Clayton	Douglas
		Cobb	Glynn*
Botvin LifeSkills Training (Botvin LST)	2	Douglas	Union
Strengthening Families (SF)	2	Columbia	Douglas*
Brief Strategic Family Therapy (BSFT)	1	Cobb	
Connections Wraparound (Connections)	1	Walker	
Multidimensional Family Therapy (MDFT)	1	Union	

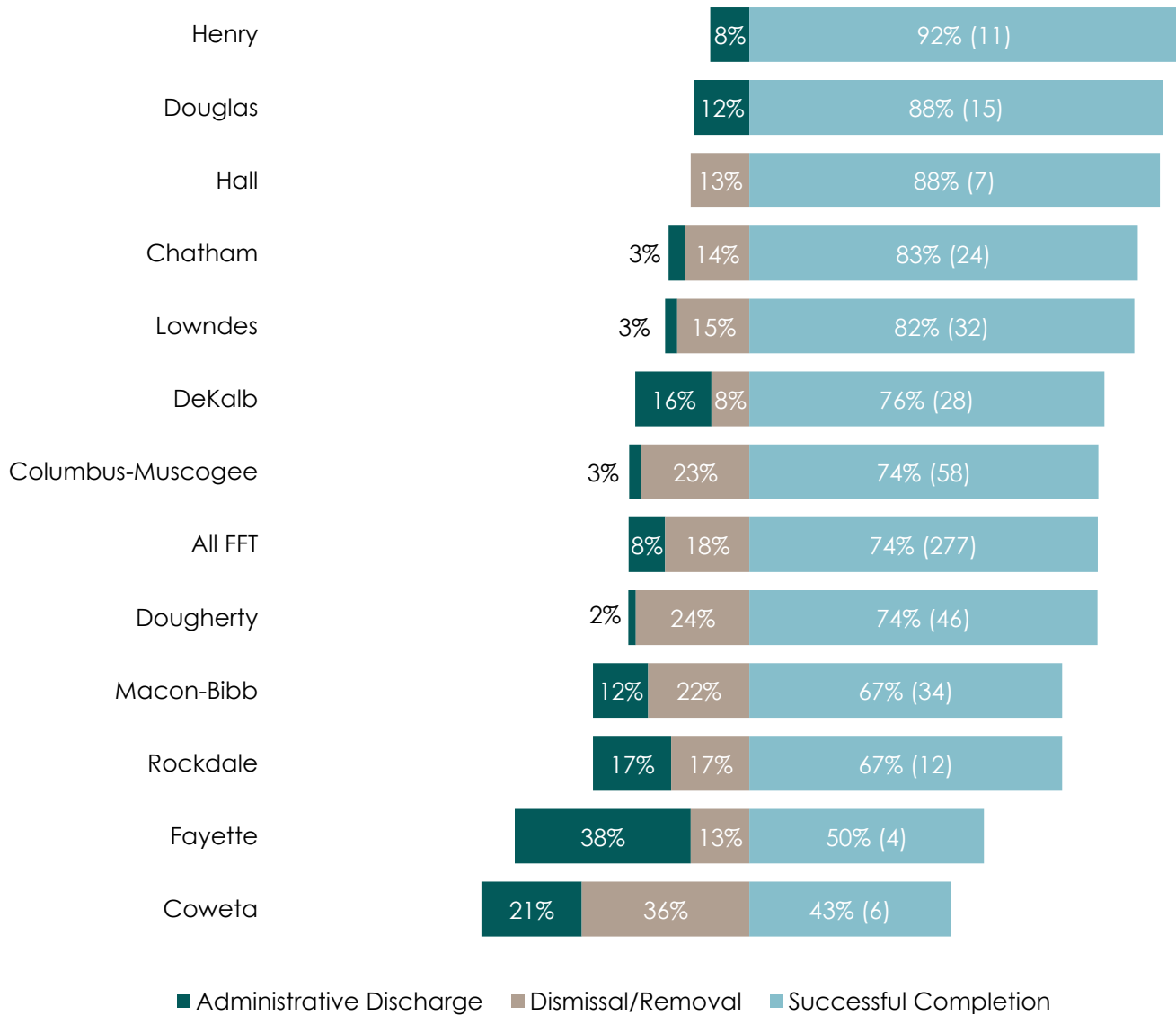
* Indicates grantee planned on implementing this EBP in Year 7, but implementation was delayed due to COVID-19.

APPENDIX B: GRANT AWARDEE SERVICE AREAS FOR FY 2020

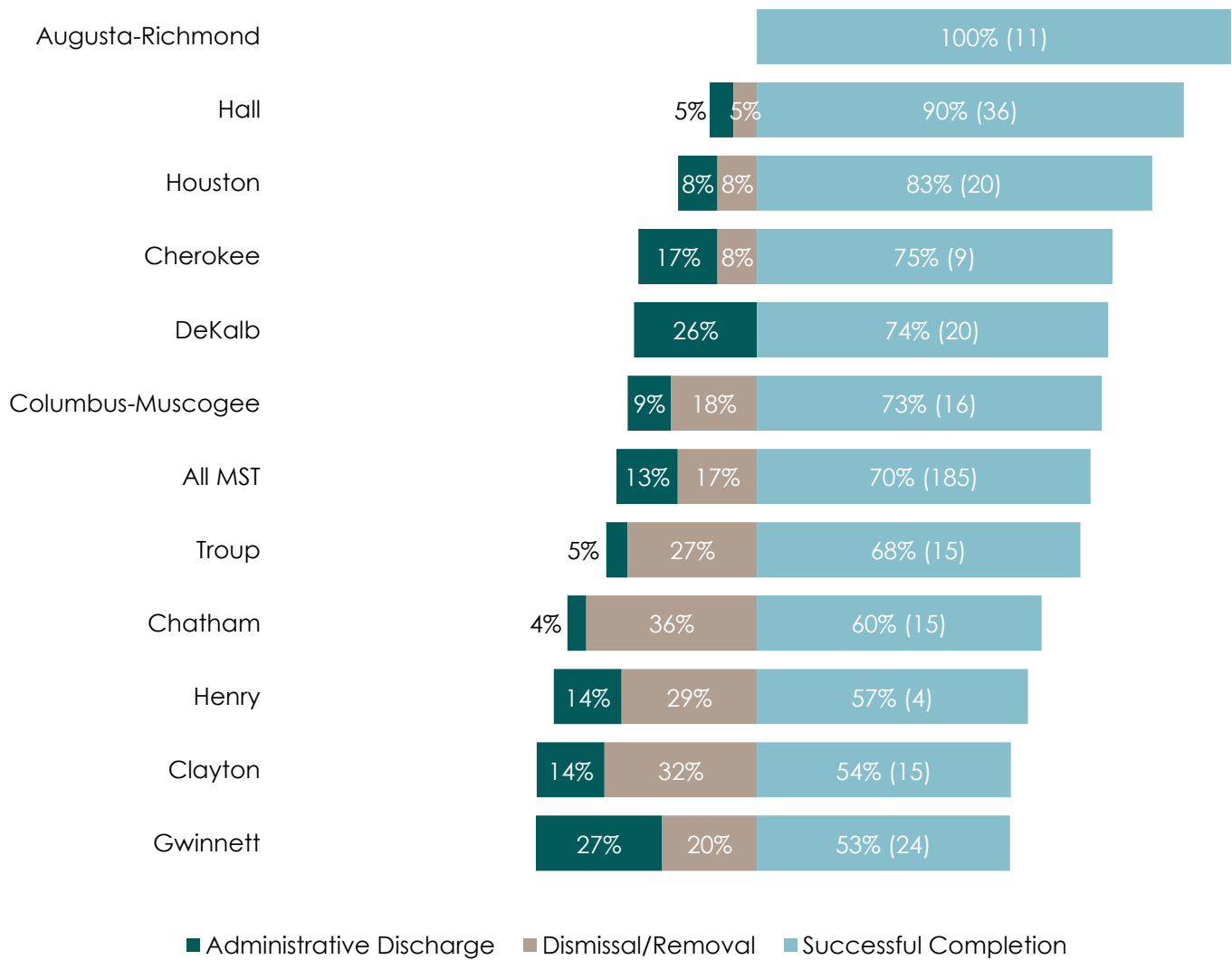
Applicant Agency	Primary County	Other Counties Served
Athens-Clarke County Unified Government	Clarke	Oconee
Augusta-Richmond County	Richmond	
Bartow County	Bartow	
Chatham County Board of Commissioners	Chatham	
Cherokee County Board of Commissioners	Cherokee	Pickens
Clayton County Board of Commissioners	Clayton	
Cobb County Board of Commissioners	Cobb	
Columbia County Board of Commissioners	Columbia	
Columbus Consolidated Government	Muscogee	
Coweta County Board of Commissioners	Coweta	Heard, Meriwether
DeKalb County Government Board of Commissioners	DeKalb	
Dougherty County Board of Commissioners	Dougherty	
Douglas County Board of Commissioners	Douglas	
Fayette County Board of Commissioners	Fayette	
Fulton County Board of Commissioners	Fulton	
Glynn County Board of Commissioners	Glynn	
Gwinnett County Board of Commissioners	Gwinnett	
Hall County Board of Commissioners	Hall	
Henry County Board of Commissioners	Henry	
Houston County Board of Commissioners	Houston	
Lowndes County Board of Commissioners	Lowndes	Echols
Macon-Bibb County Board of Commissioners	Bibb	
Rockdale County Board of Commissioners	Rockdale	
Troup County Board of Commissioners	Troup	
Union County Board of Commissioners	Union	Lumpkin, Towns, White
Walker County Board of Commissioners	Walker	Catoosa, Chattooga, Dade

APPENDIX C: EVIDENCE-BASED PROGRAM OUTCOMES BY GRANTEE FOR FY 2020

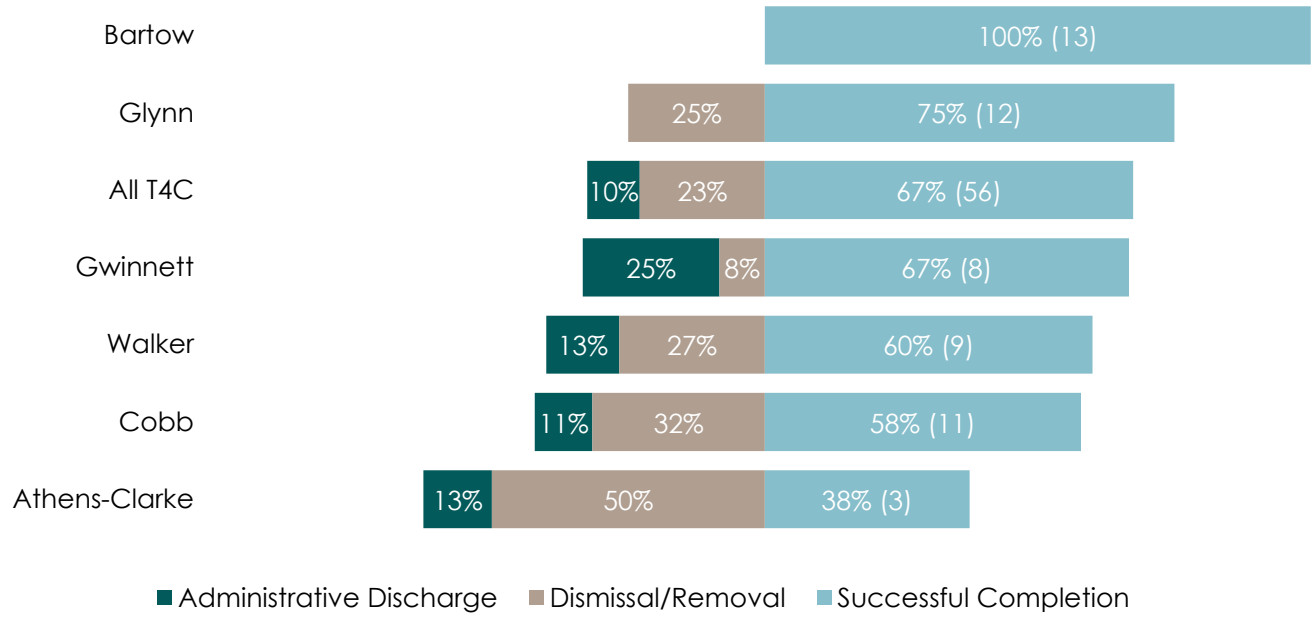
FUNCTIONAL FAMILY THERAPY (FFT)



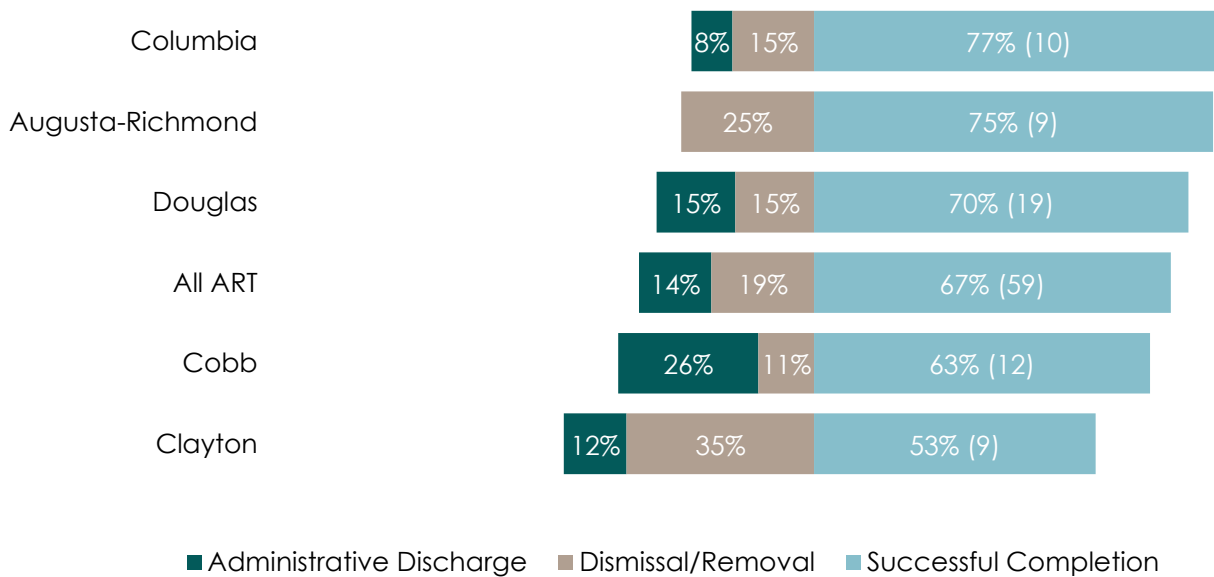
MULTISYSTEMIC THERAPY (MST)



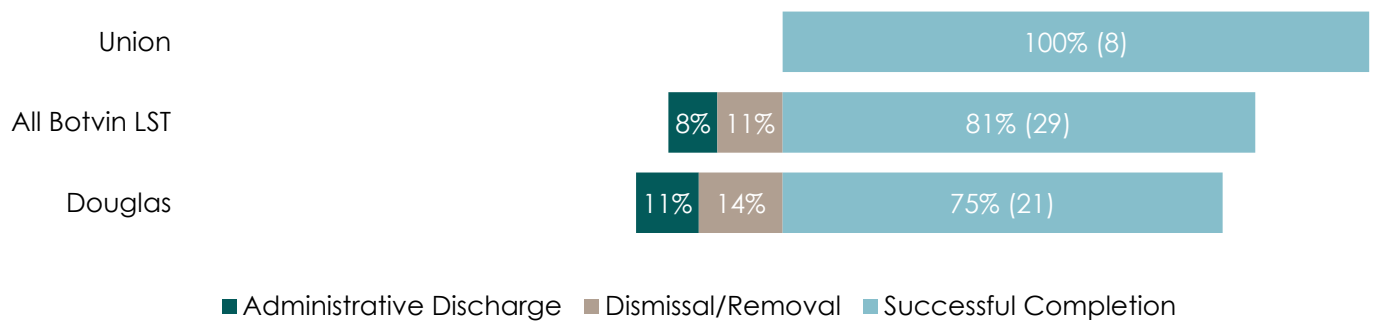
THINKING FOR A CHANGE (T4C)



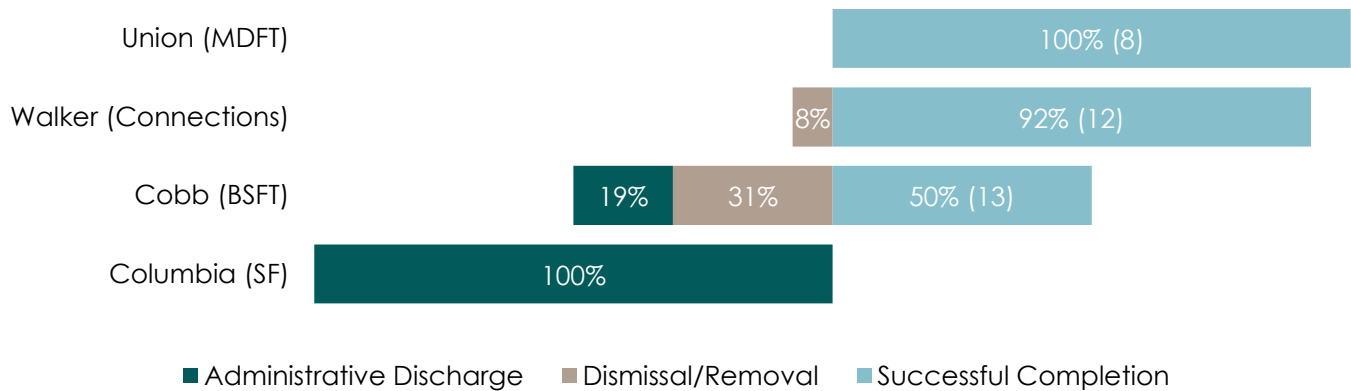
AGGRESSION REPLACEMENT TRAINING (ART)



BOTVIN LIFESKILLS TRAINING (BOTVIN LST)



ALL OTHER EBPS



APPENDIX D: PROGRAM OUTCOME CATEGORIES AND SUBCATEGORIES

Grantees report program exits each month using the following categories and subcategories:

1. Successful Completion

2. Administrative Discharge Subcategories

- a. Death
- b. Guardianship Terminated/Family Therapy Not Applicable
- c. Inactive Status Mental Health/Substance Abuse/Medical
- d. Lost Jurisdiction
- e. Moved from Area Prior to Completing Treatment
- f. Other Administrative Reason
- g. Program Terminated for Inappropriate Placement
- h. Unable to Initiate Services

3. Dismissal/Removal Subcategories

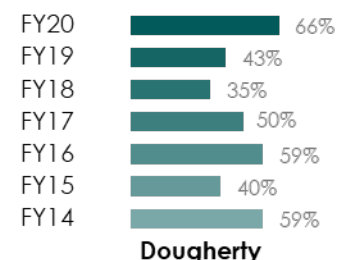
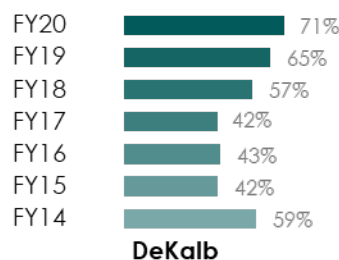
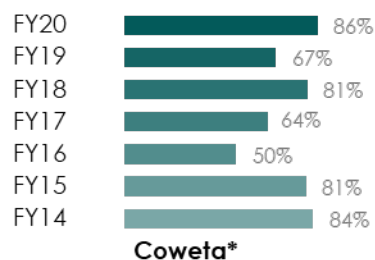
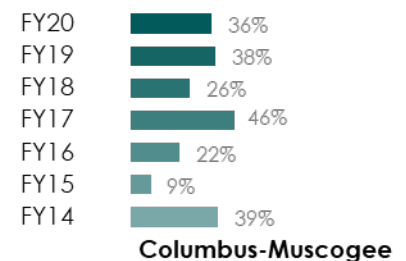
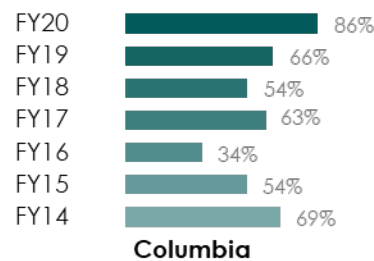
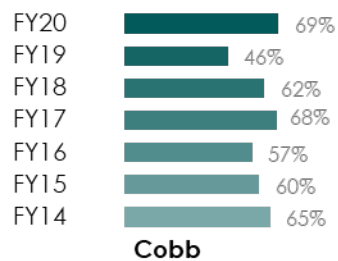
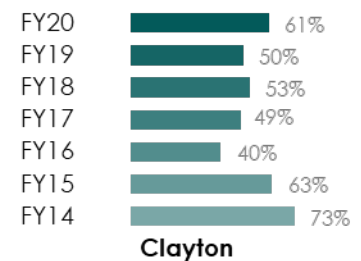
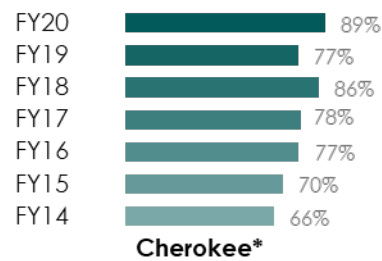
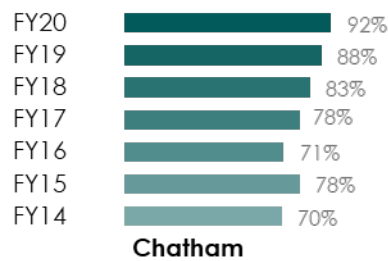
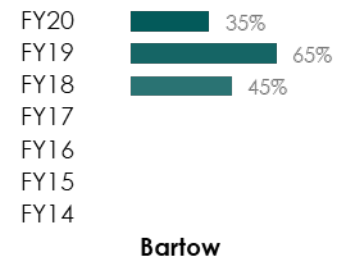
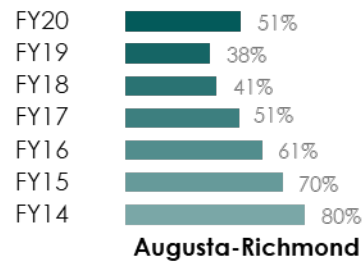
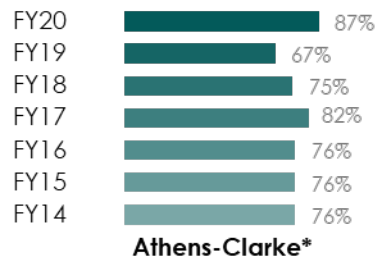
- a. Failure to Pass Urinalysis Screens
- b. New Arrests
- c. Non-attendance
- d. Non-compliance – Parent
- e. Non-compliance – Youth
- f. Other as Determined in Service Plan or by EBP
- g. Probation Violations

APPENDIX E: OUT-OF-HOME PLACEMENTS (COMBINED STP ADMISSIONS AND FELONY COMMITMENTS TO DJJ) FOR FY 2020

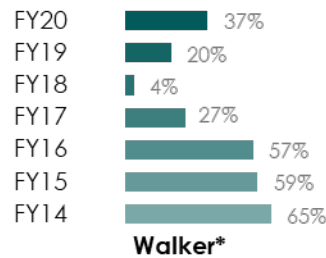
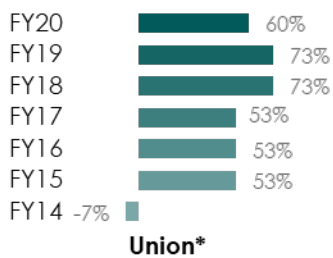
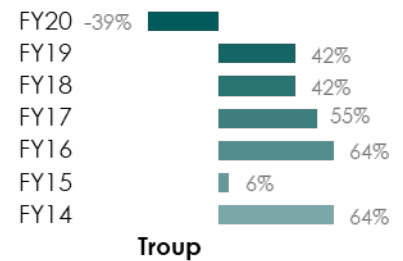
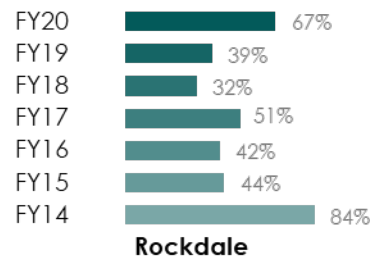
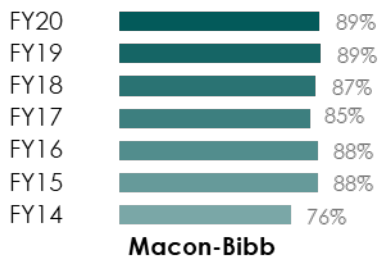
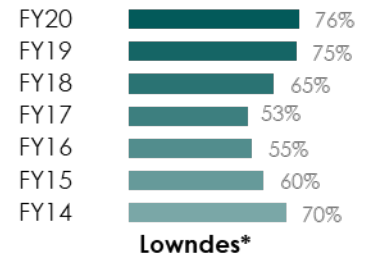
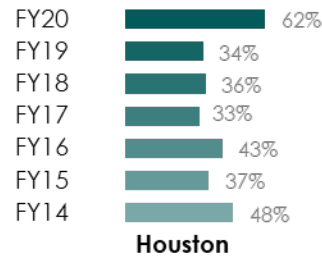
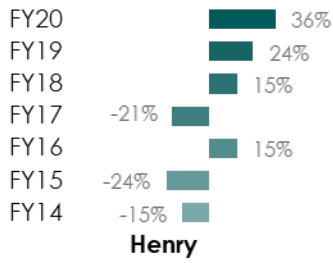
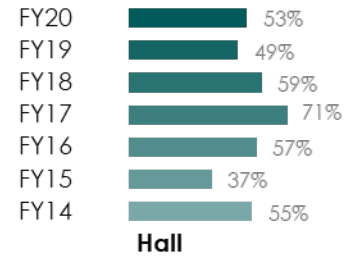
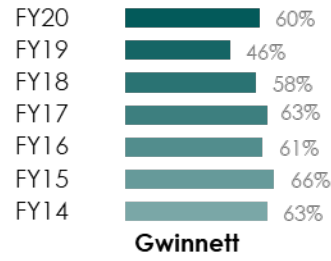
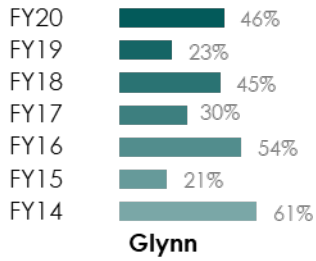
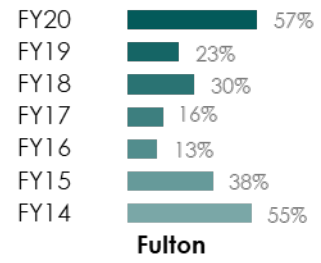
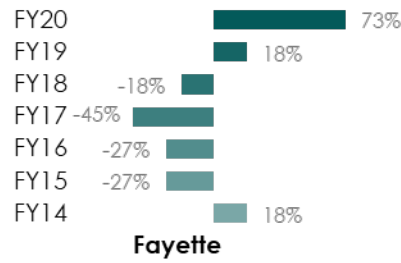
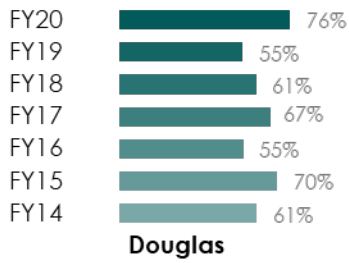
Primary County	2012 Baseline	OHP Totals	Reduction Number	Reduction %
Athens-Clarke*	52	7	45	87%
Augusta-Richmond	103	50	53	51%
Bartow	20	13	7	35%
Chatham	310	25	285	92%
Cherokee*	108	12	96	89%
Clayton	70	27	43	61%
Cobb	141	44	97	69%
Columbia	35	5	30	86%
Columbus-Muscogee	174	111	63	36%
Coweta*	86	12	74	86%
DeKalb	202	58	144	71%
Dougherty	141	48	93	66%
Douglas	33	8	25	76%
Fayette	11	3	8	73%
Fulton	141	60	81	57%
Glynn	56	30	26	46%
Gwinnett	213	86	127	60%
Hall	76	36	40	53%
Henry	33	21	12	36%
Houston	90	34	56	62%
Lowndes*	87	21	66	76%
Macon-Bibb	226	25	201	89%
Rockdale	57	19	38	67%
Troup	33	46	-13	-39%
Union*	15	6	9	60%
Walker*	49	31	18	37%

*Grantee court serves multiple counties.

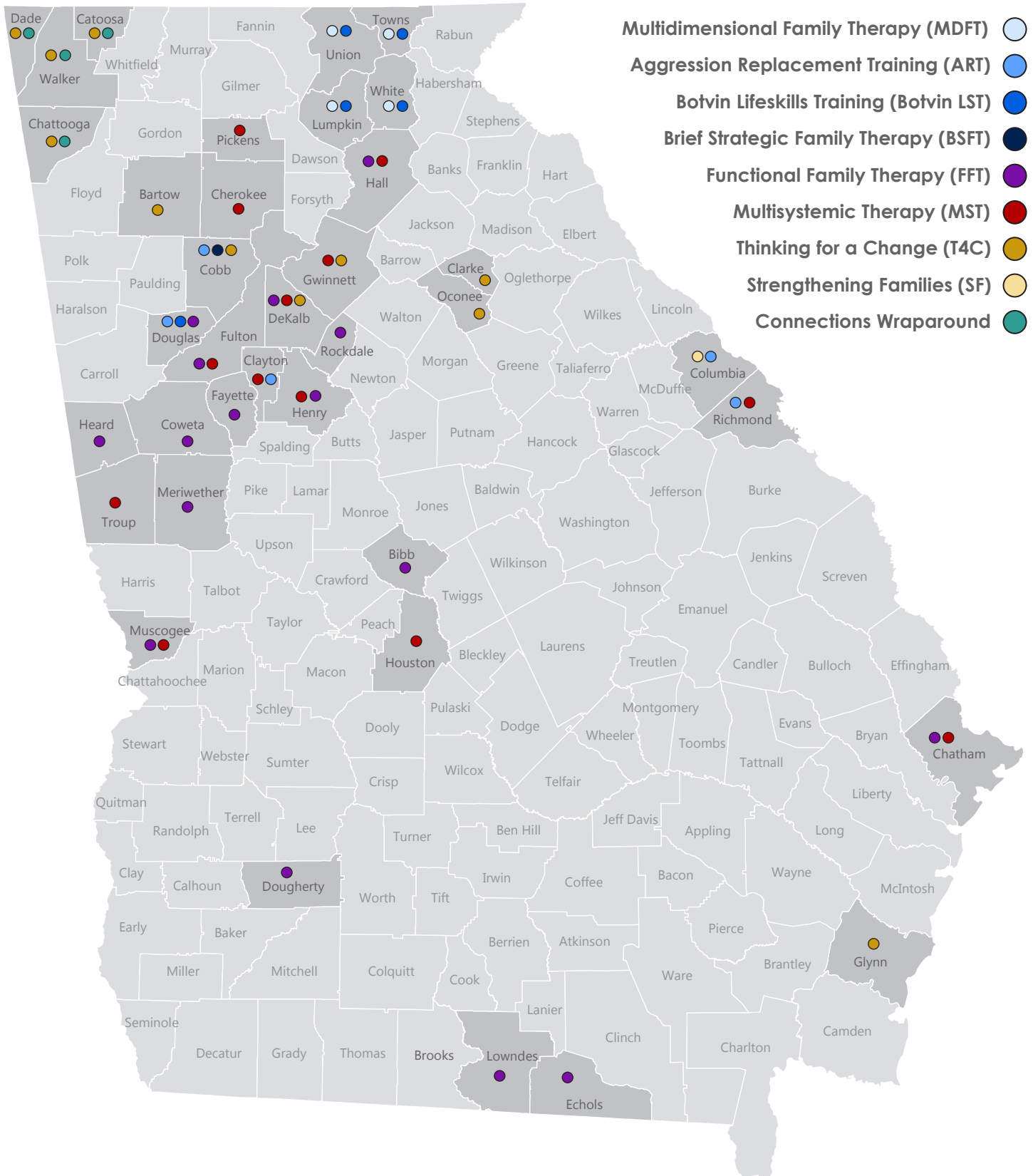
APPENDIX F: OUT-OF-HOME PLACEMENT REDUCTION PERCENTAGES FOR FY 2014 TO FY 2020



*Grantee court serves multiple counties.

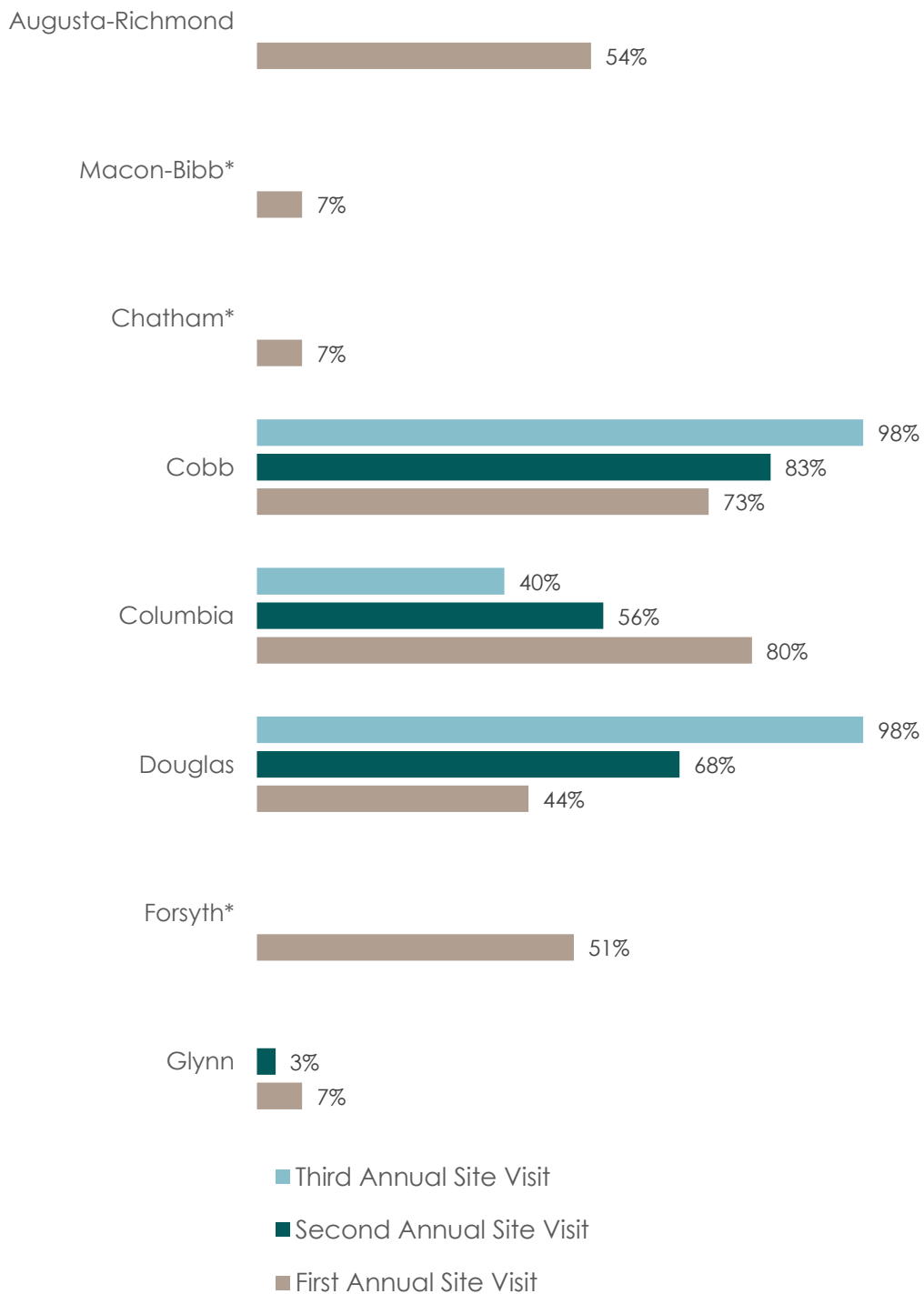


APPENDIX G: GEORGIA JUVENILE JUSTICE INCENTIVE GRANT EVIDENCE-BASED PROGRAM DISTRIBUTION FOR FY 2020



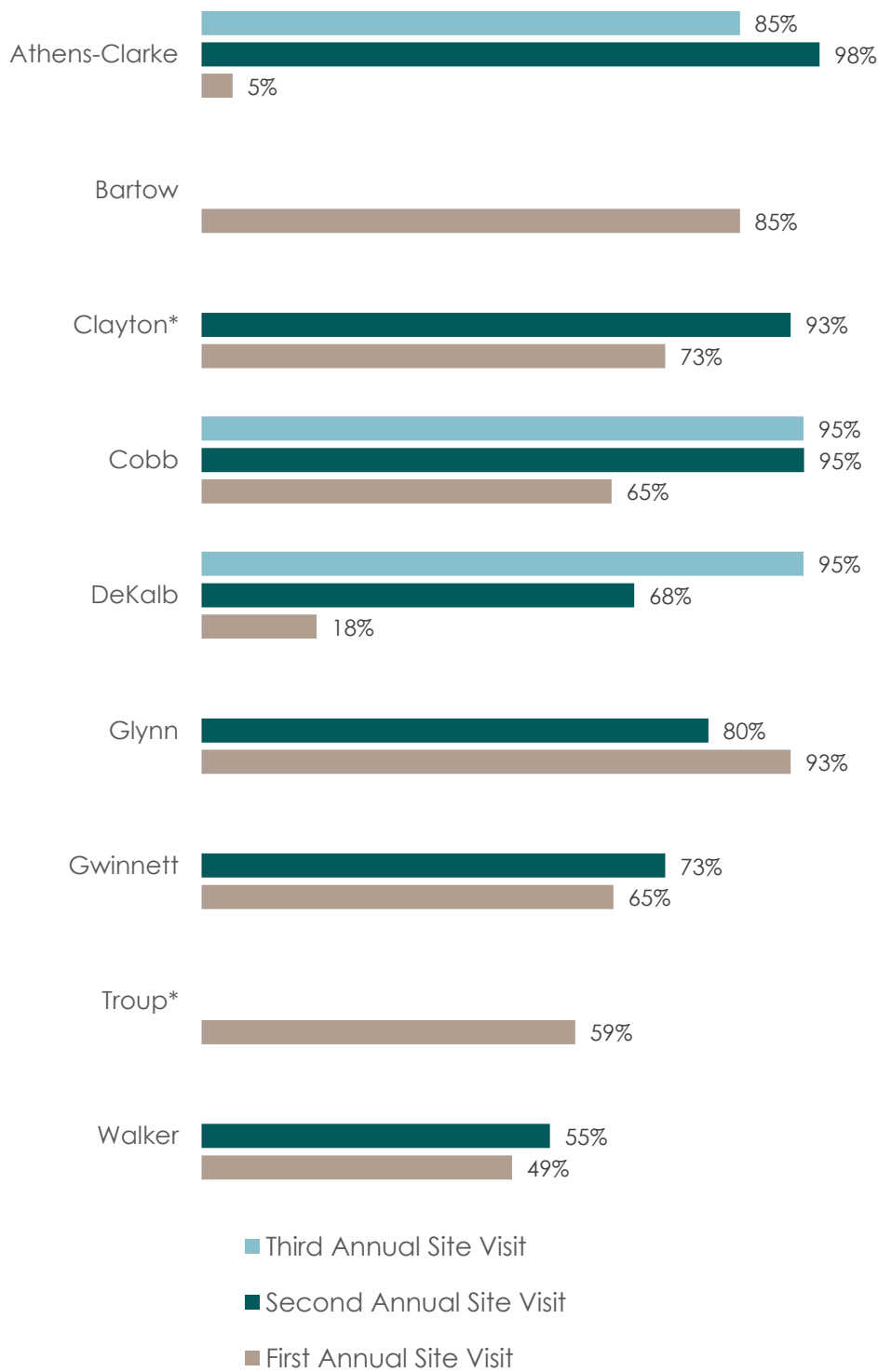
APPENDIX H: GEORGIA JUVENILE JUSTICE INCENTIVE GRANT MODEL FIDELITY ANNUAL SITE VISIT SCORES, FY 2016 TO FY 2020

AGGRESSION REPLACEMENT TRAINING (ART)



*No longer active.

THINKING FOR A CHANGE (T4C)



*No longer active.



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