



**Georgia Juvenile Justice Incentive Grant**

# **Year Three Evaluation Report**

**2015-2016**



**Carl Vinson  
Institute of Government  
UNIVERSITY OF GEORGIA**



Georgia Juvenile Justice Incentive Grant  
Year Three 2015-2016

# Evaluation Report

## SUBMITTED TO

The Georgia Juvenile Justice Reform Implementation Committee  
Juvenile Justice Incentive Grant Program Funding Committee

## PREPARED BY

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November 2016

# Evaluation Report

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# Table of Abbreviations

ART	Aggression Replacement Training	JTS	Juvenile Tracking System
BSFT	Brief Strategic Family Therapy	MDFT	Multi-Dimensional 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 Placements
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
JJIG	Juvenile Justice Incentive Grant	7C	Seven Challenges

## Acknowledgements

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# INTRODUCTION

The state of Georgia's Juvenile Justice Incentive Grant (JJIG) program is designed to reduce both juvenile felony commitments to the Georgia Department of Juvenile Justice (DJJ) and short-term program (STP) admissions through the use of evidence-based programs shown to reduce recidivism among juveniles and to promote a positive relationship among the youth, their families, and their communities. The overarching grant program goals are:

1. To increase public safety through an effective juvenile justice system, and
2. To demonstrate potential cost-savings for taxpayers through the use of evidence-based options.

In 2013, DJJ, in cooperation with the Juvenile Justice Incentive Grant Program Funding Committee, contracted with the Carl Vinson Institute of Government (Institute of Government) at the University of Georgia to assist the committee with the implementation of the grant evaluation plan and to serve as the evaluator for the JJIG program. To carry out its responsibilities to the committee, the Institute of Government coordinated its work with the Georgia Criminal Justice Coordinating Council (CJCC) and DJJ. Faculty and staff in the Institute of Government's Survey Research and Evaluation Unit use a mixed-methods design; they collect quantitative and qualitative data to better understand program outputs, grantee processes, and local and state outcomes. In addition, the Institute of Government uses standardized protocols to collect consistent data about targeted state- and county-level outcomes, including individual-level commitment and programmatic information across grantees.

The Institute of Government uses systematic data collection and monitoring to assess grant objectives and to create a sustainable framework for data-driven decision-making at the state and local levels during and after the grant period. To promote sustainability, the Institute of Government leverages existing data systems, such as Georgia's Juvenile Justice Data Clearinghouse ([juveniledata.georgia.gov](http://juveniledata.georgia.gov)) and DJJ's Juvenile Tracking System (JTS), to inform its research and evaluation. The overall evaluation design includes three key features: (1) descriptive data to examine structural and programmatic variations among funded Georgia counties, (2) broad-spectrum site-level monitoring and technical assistance, and (3) outcome comparisons among funded Georgia counties to assess the relationships between the grant program outcome statistics and commitment and/or recidivism rates across the state. The evaluation activities for the third year of implementation took place from July 2015 to June 2016. During that time, the Institute of Government undertook several activities, including delivering data collection training to grantees, conducting site visits, producing and presenting data collection tools and protocols, and preparing and distributing the end-of-year program report. In addition, the Institute of Government provided quarterly evaluation presentations, which included key target data and programmatic information.

This report reviews the findings from the third year of grant evaluation activities. The next section provides an overview of the project, followed by a discussion of the grantee-level outcomes during the third grant year.

# OVERVIEW OF PROJECT

Historically, juvenile justice programs are based on a rehabilitative rather than a punitive model; however, during the past few decades there was a national shift to a more punitive approach that often resulted in youth incarceration. By 2011, approximately 95% of youth in Georgia’s secure juvenile facilities were in long-term placements, with an average length of incarceration in excess of 650 days (Pew Charitable Trusts, 2013). In 2012, Governor Nathan Deal’s Criminal Justice Reform Council partnered with the Pew Charitable Trusts, the Annie E. Casey Foundation, and other experts to evaluate the state’s use of juvenile justice dollars. On the eve of the 2013 General Assembly, the council issued its conclusions:

Nearly two-thirds of [the budget for the Georgia Department of Juvenile Justice] is used to operate out-of-home facilities, which can cost more than \$90,000 per bed per year. Despite these expenditures, more than half of the youth in the juvenile justice system are re-adjudicated delinquent or convicted of a criminal offense within three years of release, a rate that has held steady since 2003 (Special Council on Criminal Justice Reform, 2012).

In response to both high expenses and high recidivism rates, the Council recommended reinvesting juvenile justice dollars to divert youth from incarceration toward evidence-based, community programs proven to both protect the community and reduce recidivism (Special Council on Criminal Justice Reform, 2012). The Council’s recommendations and prior years of deliberation about changes to the juvenile code led to significant legislative reform and the passage of HB 242 during the 2013 legislative session. In concert with the legislative changes recommended by Governor Deal, the Georgia General Assembly provided \$5 million in funding for Georgia’s JJIG program in the fiscal year 2014 budget. An additional \$1 million in federal funds for juvenile programs was redirected within the Governor’s Office for Children and Families (GOCF), and together, the state created a \$6 million annual grant program to establish more community-based diversion programs. The federal funding in the third year of the grant is now managed by the CJCC.

**The JJIG grants are designed to reduce recidivism, short-term program admissions, and the number of designated felony commitments to DJJ through the use of EBPs.**

This new juvenile code took effect January 1, 2014, beginning the implementation of the recommended changes that would reduce the use of juvenile incarceration. 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)). In most cases, youth with status offenses, such as truancy, may not be detained in secure facilities and must be treated in the community (O.C.G.A. §15-11-410). Secure placement of juvenile offenders is limited to those who commit felonies and repeat offenders

(O.C.G.A. §15-11-601). Sentences are generally reserved for the most serious juvenile offenders, known as designated felons (O.C.G.A. §15-11-602).

The program objectives of the JJIG program are six-fold:

1. Reduce STP 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 citizens of Georgia through the provision of research-informed services to youth in the juvenile justice system.

The evaluation process helps grantees identify areas of success and areas in need of improvement in their implementation approach. The Juvenile Justice Incentive Grant Program Funding Committee, CJCC, and DJJ use data from the evaluation to identify areas for grantee training, intervention, and to modify future grant program design and requirements. Furthermore, in the third implementation year, CJCC conducted 11 model fidelity site visits to assess evidence-based program (EBP) implementation. The results of the site visits are briefly highlighted in the discussion section.

As the external evaluator, the Institute of Government is responsible for primary and secondary data collection, analysis, and reporting. Institute of Government staff collect, analyze, and report data on the primary evidence-based programs operating in grantee sites, conduct site visits, and provide evaluation technical assistance to grantee sites across the state. The aim of this ongoing research effort is to evaluate grant recipients against the JJIG program goals. Institute of Government faculty and staff attend local, state, and national meetings to remain current on changes in contextual factors that inform and drive the implementation of the juvenile justice reform effort in Georgia.

In the first implementation year of the JJIG program, 29 juvenile courts received grants to implement EBPs to avoid the incarceration of adjudicated youth and reduce recidivism. These 29 grantees spanned 49 counties, which in 2011 were home to approximately 70% of Georgia's at-risk population, defined as juveniles between the ages of 0 and 16 (Puzzanchera, Sladky, & Kang, 2010; Georgia Juvenile Justice Data Clearinghouse, 2014; Governor's Council on Criminal Justice Reform, 2014). In the second year of implementation, 29 grantees served youth in 51 counties across Georgia. During this period, some counties that had been receiving services under the JJIG transitioned to the DJJ-funded Community Services Grant program, where they are able to refer youth to some of the same EBPs offered under the JJIG program<sup>1</sup>. At the end of the third year of implementation, 28 grantee courts served youth in 48 counties across Georgia through 10 primary EBPs.

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<sup>1</sup> See the FY 2016 Community Services Grant Program Evaluation Report for more information.

# EVIDENCE-BASED PROGRAMS AND PRACTICES

Grantee courts—working with community-based providers and other local agencies—use EBPs deemed “effective” or “promising” by crimesolutions.gov, an evidence-based program registry sponsored by the National Institute of Justice, Office of Justice Programs for reducing criminogenic behaviors in juveniles. Grantees select from ten primary EBPs that are categorized by two distinct delivery mechanisms: individual- or family-based therapy, and group-based therapy. A model-trained therapist delivers individual- or family-based therapies, usually in the youth’s home, and addresses issues one-on-one that are specific to the individual youth and family. Trained facilitators provide group-based therapies to a number of youth at the same time, allowing for interactions and feedback from a group of peers with similar delinquency issues. EBP duration varies from several weeks to several months and is contingent on EBP model guidelines and clinical oversight. The ten primary EBPs include the following:

1. Aggression Replacement Training (ART) – a group-based cognitive-behavioral intervention program designed to reduce aggression and violence, and to improve a youth’s moral reasoning and social skill competency.
2. Botvin LifeSkills Training (Botvin LST) – a group and classroom-based substance abuse prevention program that targets the major social and psychological factors that contribute to substance use, delinquency, and violence in youth.
3. Brief Strategic Family Therapy (BSFT) – a family intervention designed to prevent and/or treat adolescent behavior problems, improve family functioning, and improve prosocial behaviors such as school attendance and performance.
4. Connections Wraparound (Connections) – a family-based wraparound model of services targeting youth who have emotional or behavioral problems. It utilizes youth and family teams to coordinate services.
5. Functional Family Therapy (FFT) – a family therapy intervention targeting youth at risk for or presenting with delinquency, violent behavior, substance use, and/or disruptive behavior disorder(s). It is designed to systematically reduce risk factors and increase protective factors.
6. Multi-Dimensional Family Therapy (MDFT) – a comprehensive, family-based intervention system for youth with substance abuse, delinquency, and behavioral/emotional problems. It is designed to help a youth achieve positive attachments to family, school, community, and other pro-social supports.
7. Multisystemic Therapy (MST) – an intensive family- and community-based therapy intervention that addresses the environmental factors that affect chronic and/or violent youth offenders.



8. Seven Challenges (7C) – a group-based therapy primarily designed to address drug and mental health problems through a series of seven challenges. Facilitators teach decision-making skills, tailoring the process to the individual youth’s needs.
9. Strengthening Families (SF) – a group-based therapy that focuses on reducing adolescent substance use and behavior problems by improving the interpersonal skills of both youth and parents. It includes 14 hours of programming over seven weeks, with weekly separate group therapy for the adolescents and parents in addition to supervised family activities.
10. Thinking for a Change (T4C) – a group-based cognitive-behavioral therapy program intended to change the criminogenic thinking of offenders by developing a youth’s problem-solving and social skills.

In addition to utilizing one or more of the EBPs, grantee courts are committed to using objective tools such as risk and needs assessments designed 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.

# FINDINGS

## EVIDENCE-BASED PROGRAM UTILIZATION

During the third implementation year, the JJIG program increased the utilization of EBPs from the previous year. Thirteen of the 28 grantee courts provided FFT, 11 provided ART, and nine provided T4C. Six grantee courts utilized MST, three used Botvin LST and Strengthening Families each, two courts used 7C, and one court utilized Connections, MDFT, and BSFT each (see Appendix A). Although FFT, T4C, and ART remained the EBPs most used by grantees (see Figure 1), the number of participants in group-based programs declined and the number of participants in individual-based programs increased in FY 2016 from the previous grant year. Sixty-eight percent of youth served by EBPs enrolled in individual- or family-based therapy (BSFT, Connections, FFT, MDFT, and MST), and 32% enrolled in group-based therapy (ART, Botvin LST, 7C, SF, and T4C). Program participation depicts youth enrolled in multiple programs as well as multiple enrollments in the same program. The total number of EBP sessions delivered across all grantee programs during the third year was 27,713 (see Figure 2).

Figure 1  
**Comparing the total number of youth served across programs, FFT, T4C, and ART remain the EBPs most used since Year 1 of implementation.**

July 2015–June 2016

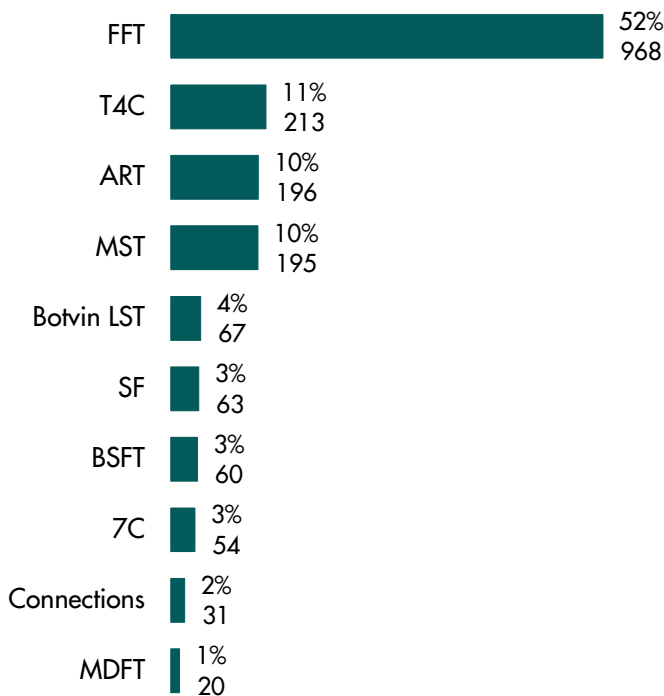


Figure 2  
**The total number of all programming sessions delivered across all grantee programs during the third grant year was 27,713, with FFT and MST making up 70% of total sessions.**

July 2015–June 2016

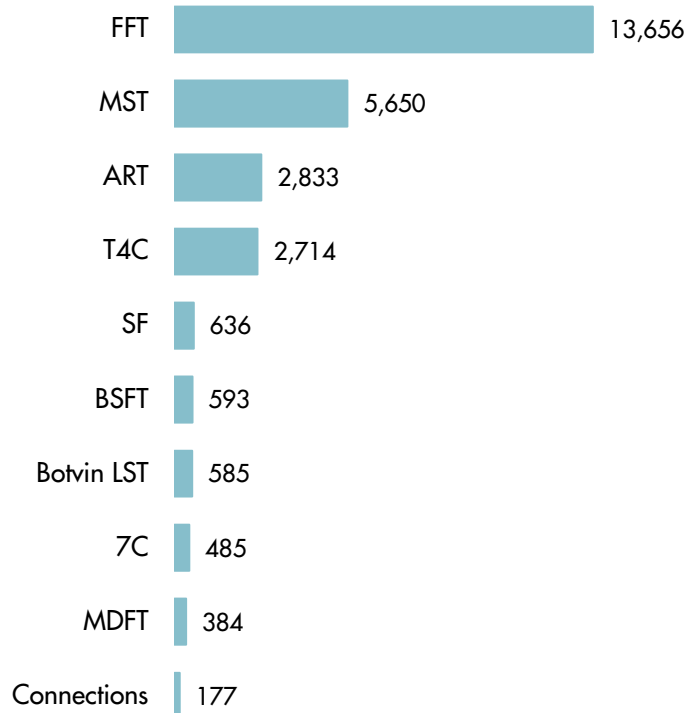


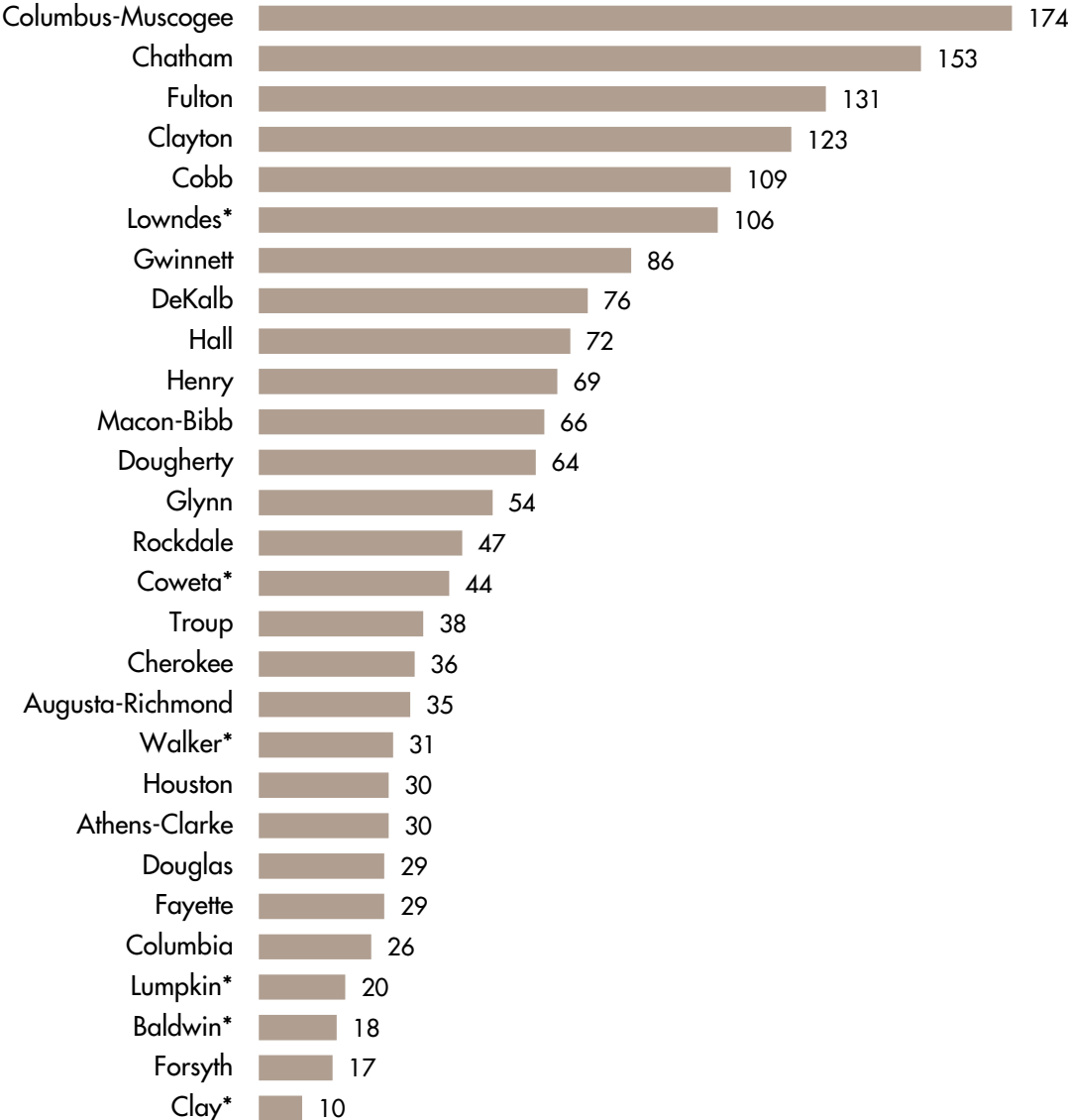
Figure 3 shows the total number of youth receiving EBP services in each grantee court. These numbers represent unduplicated counts of youth enrolled receiving services during July 2015 to June 2016. Grantee courts served a total of 1,723 unduplicated youth in EBPs in the third year, ranging from ten to 174 participants per grantee. Note that Forsyth and Clay counties did not offer EBP services under the JJIG after December 2015. While most grantee courts represent a single county, six courts represent more than one county: Baldwin, Clay, Coweta, Lowndes, Lumpkin, and Walker counties. Appendix B presents a list of grantees and the reach of the community-based programming services available to court-involved youth.

Figure 3

**Grantee courts served 1,723 unique, unduplicated youth in EBPs in the third year, compared to 1,666 in the second year.**

July 2015–June 2016

\*Grantee court serves multiple counties



## PARTICIPANT DEMOGRAPHICS

Grantee courts reported individual participant information each month on youth participating in grant-funded EBPs. The data reported in this section represent unique individuals who enrolled and attended at least one session of an individual- or group-based EBP.

### GENDER

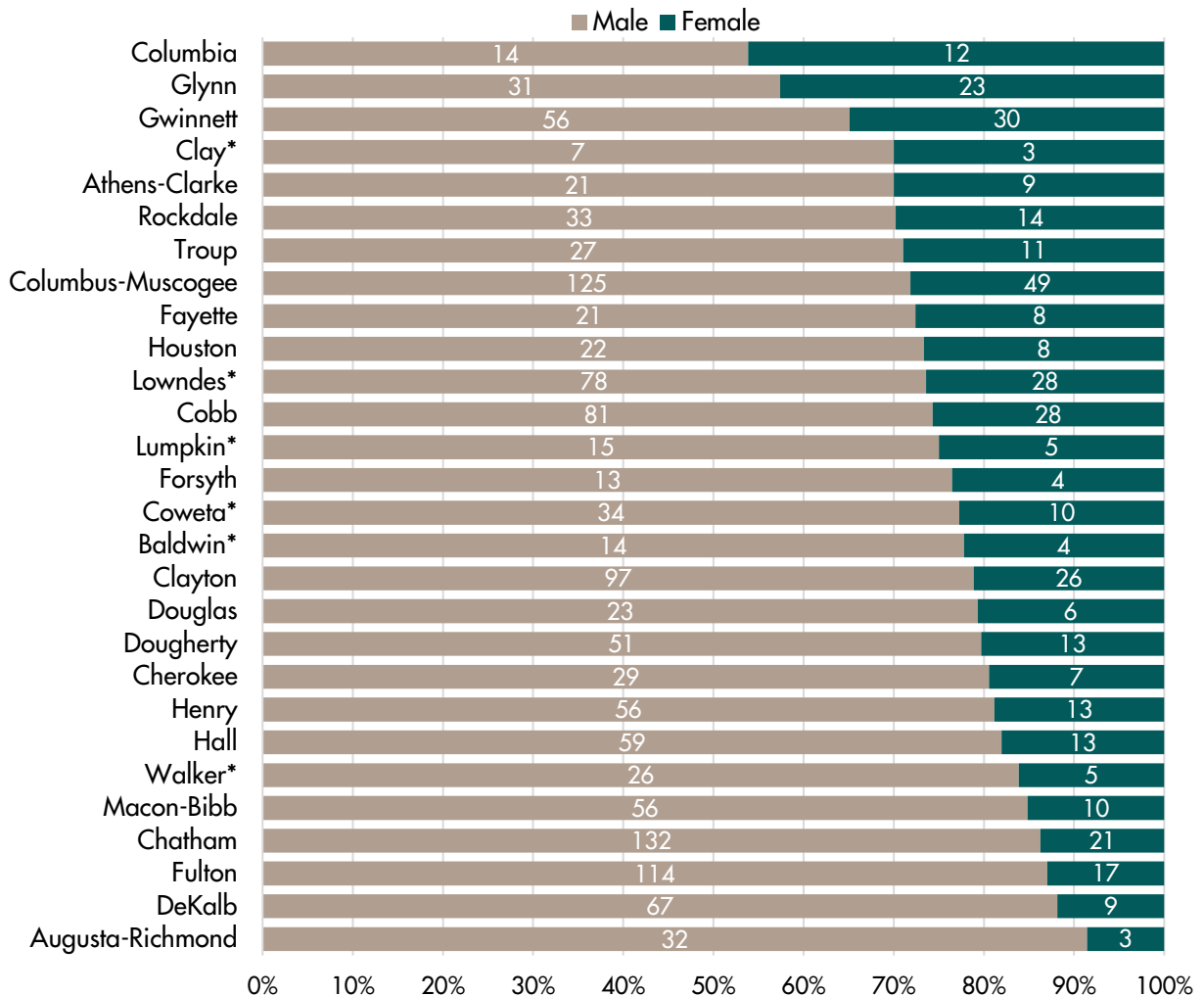
As the grant serves at-risk youth facing a short-term program (STP) admission or a felony commitment to DJJ, program averages are compared to existing data on STP admissions and felony commitments to DJJ for the state of Georgia. Statewide in FY 2016, males and females comprised 87% and 13%, respectively, of total out-of-home placements. Likewise, more males (77%) enrolled in community-based programs than females (23%) throughout all grantee courts (see Figure 4). This gender comparison shows that the youth served by the grant program are similar to those served in out-of-home placements.

Figure 4

**Males comprised 77% and females comprised 23% of youth served in grant-funded EBPs.**

July 2015–June 2016

\*Grantee court serves multiple counties



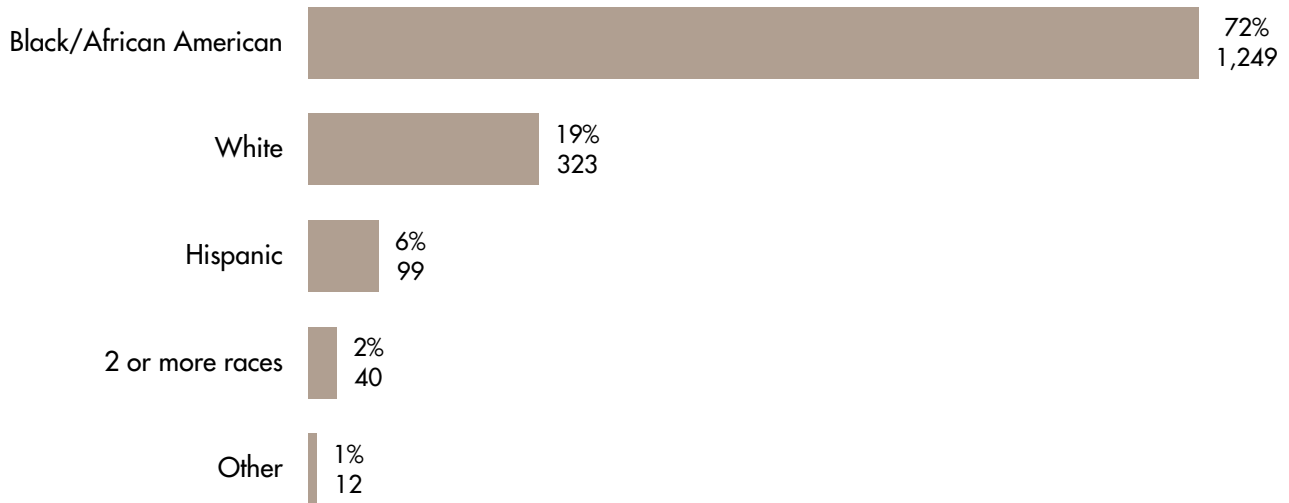
## RACE/ETHNICITY

The race profile of JJIG participants is similar to the statewide totals of STP admissions and felony commitments to DJJ. There were 68% Black/African-American, 23% White, 6% Hispanic, and 3% other youth of the total out-of-home placements statewide, whereas there were 72% Black/African-American, 19% White, 6% Hispanic, 2% two or more races, and 1% other served by the JJIG program. Note that “2 or more races” is not a DJJ utilized category.

Figure 5

**The race profile of EBP participants for the third year was: Black/African American (72%), White (19%), Hispanic (6%), two or more races (2%), and other (1%).**

July 2015–June 2016



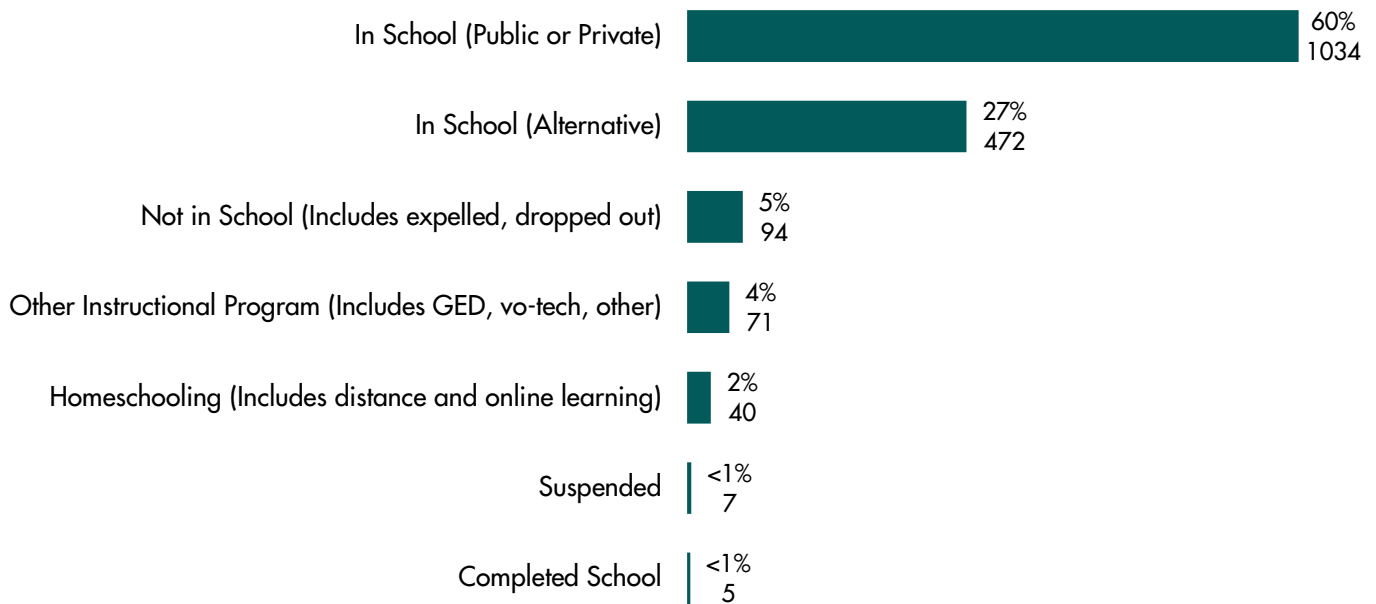
## EDUCATIONAL STATUS

Current research on juvenile delinquency shows a relationship between juvenile delinquency and school failure and/or dropping out (Arum & Beattie, 1999; Brownfield, 1990; Hawkins & Weiss, 1980; Jagers et al., 2016; Maynard et al., 2015; Na, 2016); therefore, grantees tracked the educational status of youth in EBPs each month. The majority of youth in the grant-funded EBPs received some type of educational programming, either by attending school in a traditional setting (60% in public or private school), an alternative school (27%), some other educational program (4%), or some form of homeschool (2%). Five percent were not involved in any type of educational programming, and fewer than 1% of youth served were not in school due to temporary suspension or school completion. This trend remains consistent in each year of JJIG implementation.

Figure 6

### More than 90% of youth enrolled in some type of educational programming.

July 2015–June 2016



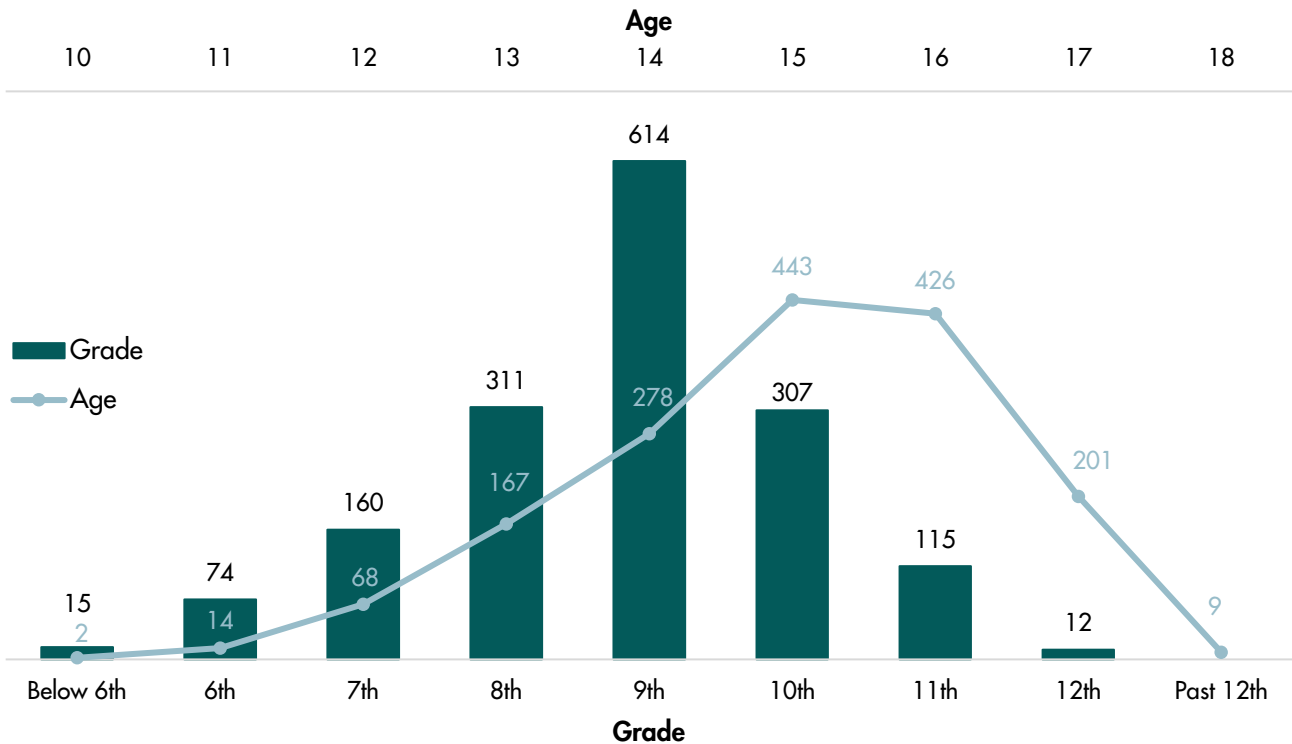
## GRADE LEVEL AND AGE

Ninety-four percent of youth were between ages 13 and 17 (1,515 participants) and the highest number of participants were 15 years old (27%). The largest percentage of youth served (614 participants or 36%) were in the ninth grade. Additionally, note that DJJ states that youth in out-of-home placements tend to be one to three years behind in school; therefore, the age of the youth served may not match the grade level of the youth served. In Figure 7, 115 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 7

**The majority of youth enrolled in community-based programs were between ages 13 and 17, and most were enrolled in 8<sup>th</sup> through 10<sup>th</sup> grade.**

July 2015–June 2016



## PRE-DISPOSITION RISK ASSESSMENT

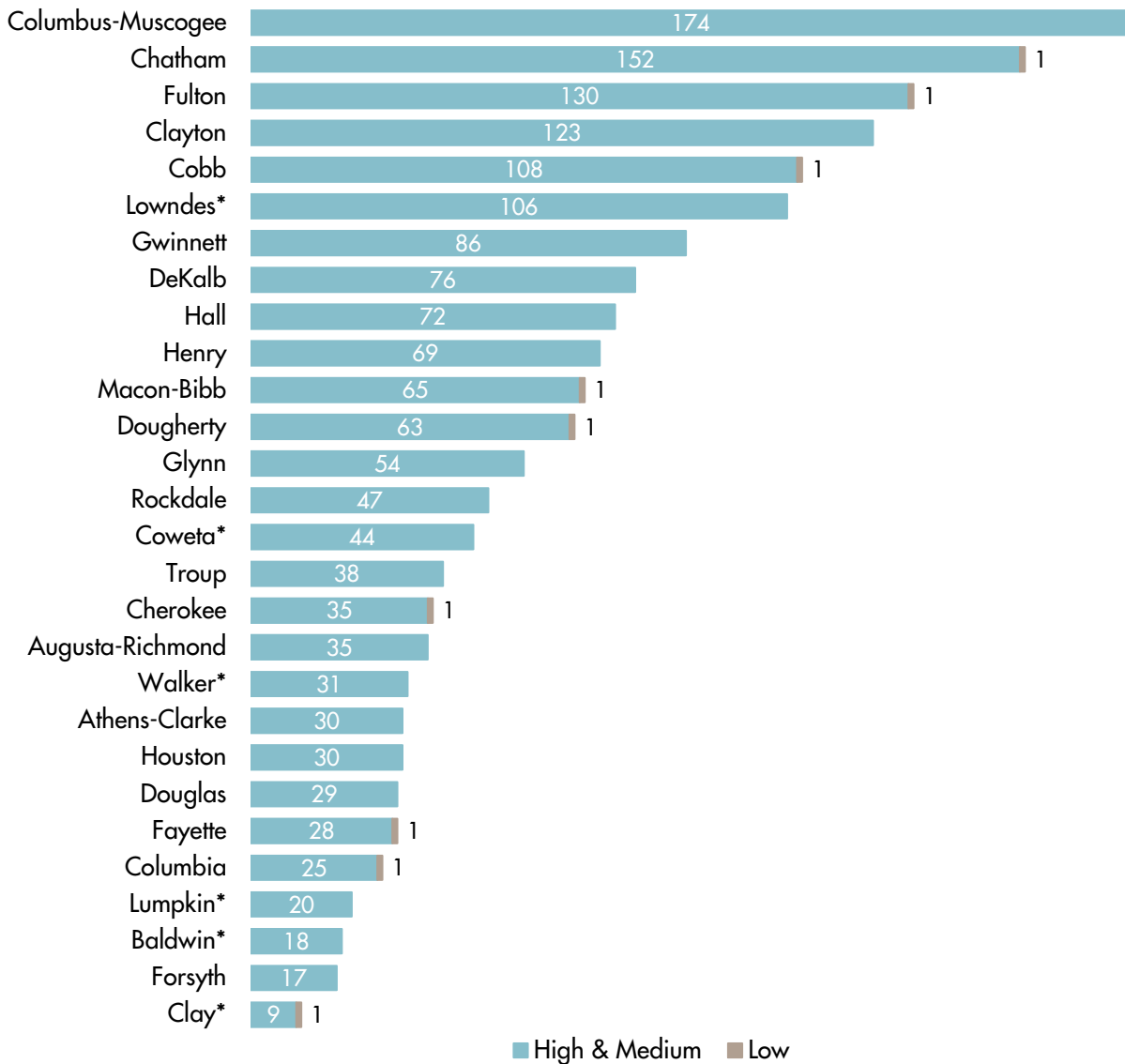
The PDRA is an evidence-based criminogenic risk assessment tool developed by NCCD, in collaboration with DJJ and the Annie E. Casey Foundation. The PDRA measures the likelihood of re-offense and provides grantee courts with a standardized measure to determine appropriateness for evidence-based programming. Grantee courts perform this assessment of youth post-adjudication and pre-disposition. Only youth scoring medium- or high-risk on the PDRA may be diverted to the JJIG grant-funded EBPs. Data collection of PDRA scores began in February 2014 and continued through the third year of the grant program. By the end of the third implementation year, the JJIG program served only nine youth with a low score on the PDRA.

Figure 8

**Out of 1,723 EBP participants, only 9 youth served reported a low PDRA score and no grantee served more than 1 low-risk youth.**

July 2015–June 2016

\*Grantee court serves multiple counties





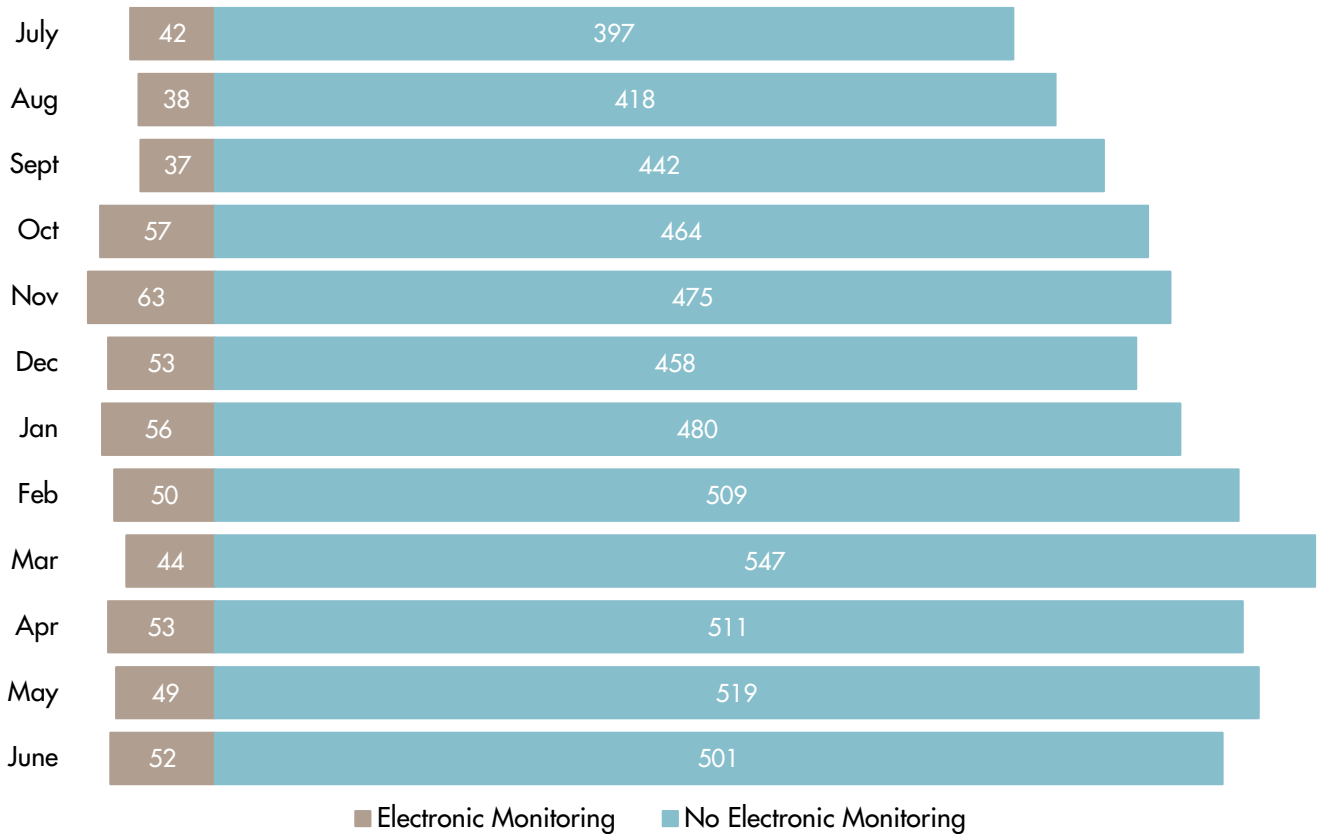
## ELECTRONIC ANKLE MONITORING

To support grantees, DJJ provided optional electronic ankle monitoring services for program youth. Between July 2015 and June 2016, 23 of the 28 grantee courts reported using electronic ankle monitoring during at least one month and for at least one youth.

Figure 9

**Between 37 and 63 youth (8% to 12%) were monitored via electronic ankle monitoring each month.**

July 2015–June 2016



## PROGRAM OUTCOMES

Figure 10 shows the number of successful completions, dismissal/removals, and administrative discharges from each EBP over the course of the third year. The JJIG program calculates the graduation 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). Graduation rates ranged from 41% in BSFT to 85% in Botvin LST, with an overall graduation rate of 62% across all programs. Over the 12 months across all EBPs, the overall dismissal/removal rate was 26%; the administrative discharge rate was 12%.

Figure 10

**Seven out of the ten programs reported graduation rates over 60%, which include the four most utilized EBPs.**

July 2015–June 2016

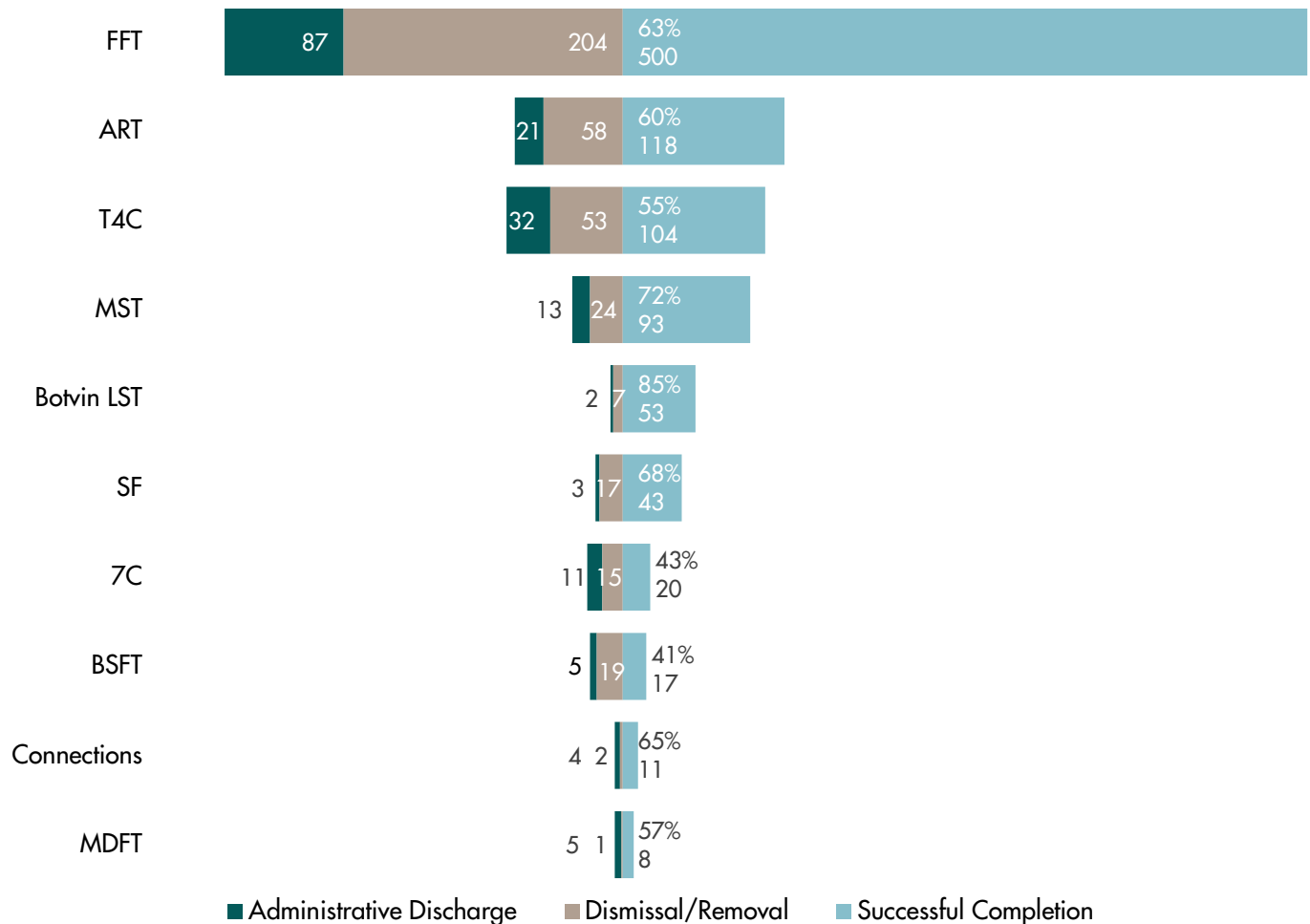
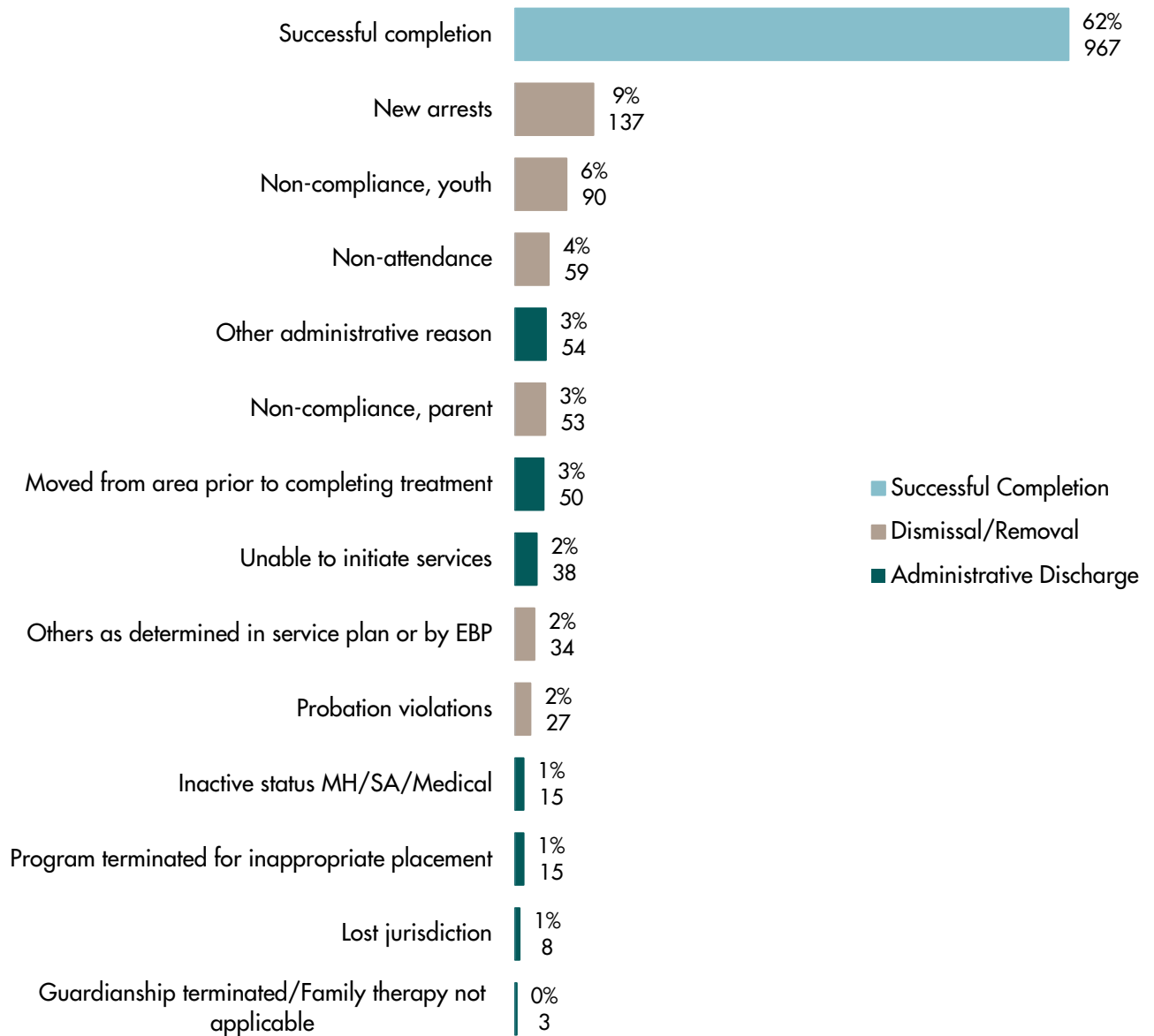


Figure 11 shows a breakdown of exit reasons across all ten programs. Dismissal/removals reflect 26% of total program exits—primarily new arrests, non-compliance by youth or parent, and non-attendance. Administrative discharges constitute 12% of total program exits, mostly due to other administrative reasons, moving from the area prior to completing treatment, and the inability to initiate services. See Appendix C for a full breakdown of these dismissal/removal and administrative discharge categories.

Figure 11

**Out of 1,550 program exits in the third year, 967 youth graduated successfully from grant-funded EBPs.**

July 2015–June 2016



## OUT-OF-HOME PLACEMENTS

For the purposes of this report, out-of-home placements (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, two sources of data are reported to the Institute of Government on a monthly basis: (1) a report of STP admissions and felony commitments received from DJJ's JTS, and (2) a programmatic report submitted by each grantee court. Monthly programmatic data reports include data on youth participant demographics, EBP participation, and program exit information. In the first evaluation year, programmatic data were reported in aggregate; in the second and third years, individual-level data were provided on the participants enrolled in the EBPs.

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

**One of Georgia's goals was to reduce the number of juveniles placed in out-of-home facilities by the 28 grantee courts during the grant term.**

In the first implementation year, the JJIG set a 15% reduction target from the FY 2012 baseline—2,603 total OHPs for the 49 counties covered. Fifteen percent of this total is 2,213, which represented the combined total of STP admissions and felony commitments allowed for youth within the jurisdiction of grantee courts in FY 2014. Essentially, this means grantee courts could not exceed 2,213 youth receiving OHPs in FY 2014.

In FY 2015, the second implementation year, the FY 2012 baseline was recalculated to 2,664 total OHPs for the 51 counties served. As FY 2015 was the first year that implementation spanned a full 12 months, the reduction target was set at 20%. To meet this target, altogether grantee courts could not exceed 2,131 OHPs within their jurisdictions in the fiscal year.

In the third implementation year, grantee courts again aimed for at least a 20% reduction in OHPs across their service areas. For the 48 counties serving youth in FY 2016, the new FY 2012 baseline was 2,616. The maximum number of youth who could receive OHPs is 2,093 for grantee courts.

The JJIG program 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 exceeded the 15% target reduction goal in FY 2014 by reducing the number of OHPs by 1,614 (from 2,603 to 989), a 62% reduction in STPs and felony commitments. In FY 2015, grantee courts collectively exceeded the 20% target reduction goal, with a 54% reduction from the FY 2012 baseline (from 2,664 to 1,227). In the third year of implementation, grantee courts again exceeded the 20% target reduction goal. The total number of OHPs was 1,238 within the 48 counties served by the 28 grantee courts. This number represents a 53% reduction from the FY 2012 baseline (from 2,616 to 1,238).

Table 1

**Out-of-Home Placement Targets and Outcomes over Three Implementation Years**

	FY 2014	FY 2015	FY 2016
FY 2012 Baseline – Total Out-of-Home Placements	2,603	2,664	2,616
Benchmark Reduction in Out-of-Home Placements	<b>15%</b>	<b>20%</b>	<b>20%</b>
Percent Reduction Achieved	<b>62%</b>	<b>54%</b>	<b>53%</b>
Total Out-of-Home Placements	989	1,227	1,238
Implementation Period	9 months	12 months	12 months
Number of Grantee Courts	29 courts	29 courts	28 courts
Number of Counties Served	49 counties	51 counties	48 counties
Number of Youth Served	1,122	1,666	1,723

Figure 12 compares total OHPs for each grantee to their FY 2012 baselines; this shows which grantees reduced or exceeded their FY 2012 baseline in FY 2016. See Appendix D for FY 2012 baselines, FY 2016 reduction target goals, and FY 2016 OHP numbers for each grantee.

Figure 12

**26 out of 28 grantee courts had a reduction in Out-of-Home Placements (STP Admissions & Felony Commitments) compared to their FY 2012 baseline.**

July 2015–June 2016

\*Grantee court serves multiple counties

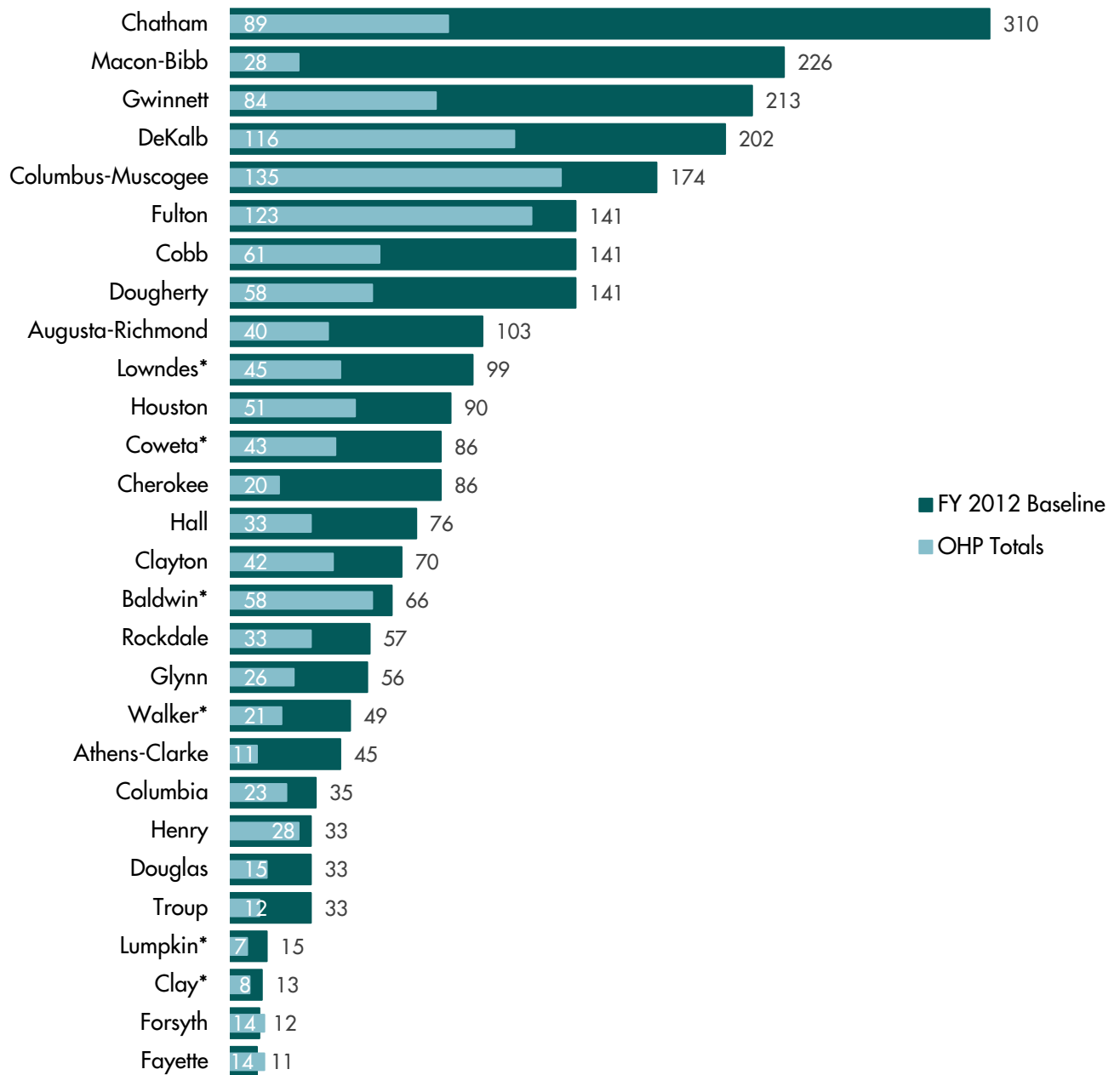


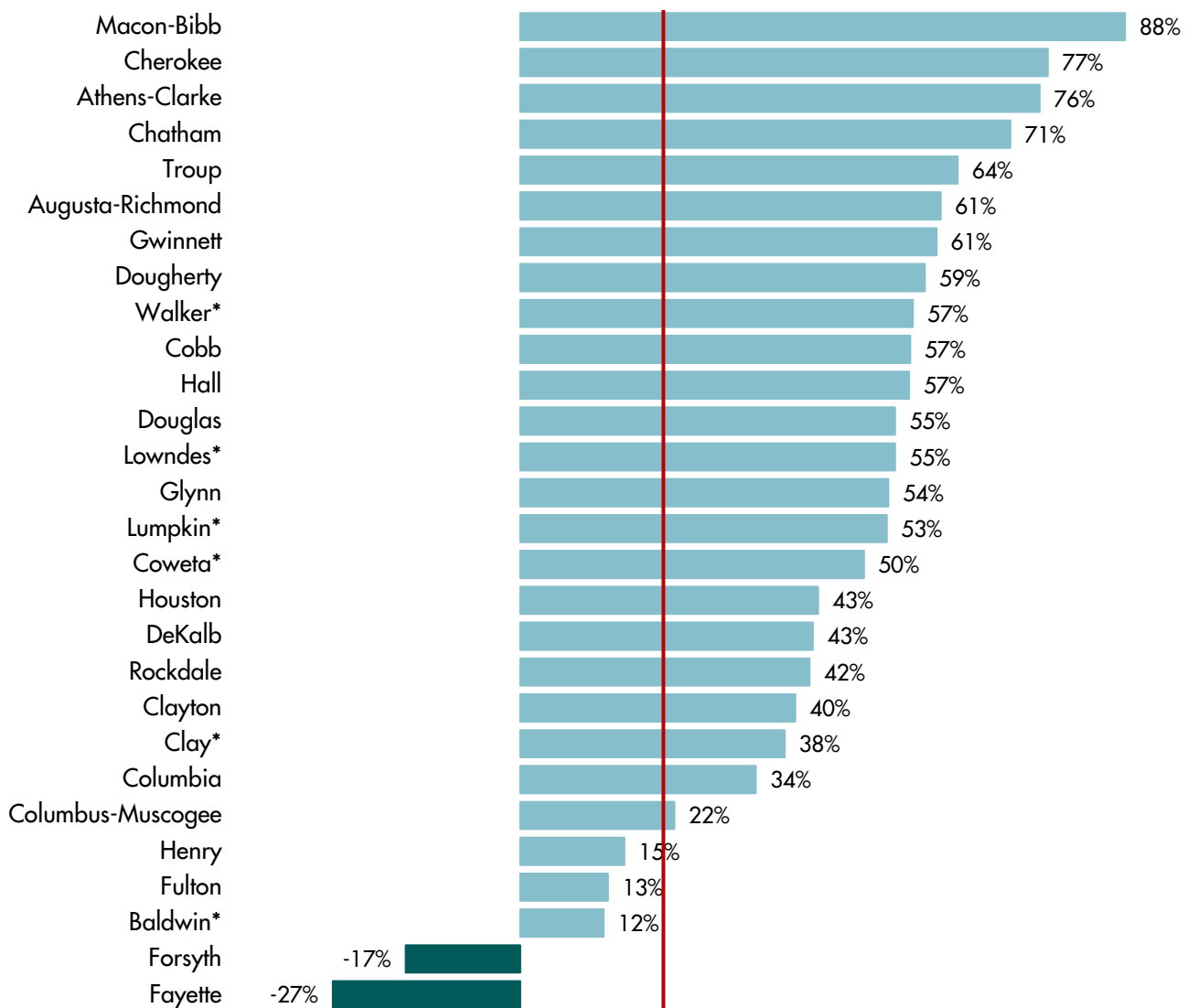
Figure 13 shows the OHP reduction percentage for each grantee court in FY 2016 compared to the pre-reform baseline marker (shown below in red). To meet this benchmark, a grantee court would need a 20% reduction in total OHPs from their FY 2012 baseline. For example, to meet the 20% reduction target in Macon-Bibb, the OHP total in FY 2016 could not exceed 181, a 20% reduction from 226—the FY 2012 baseline (Figure 12). DJJ reported a combined total of 28 STP admissions and felony commitments for FY 2016, which resulted in an 88% reduction in OHPs for the fiscal year. Overall, of the 26 grantee courts that reduced their OHPs compared to the baseline, 23 of those exceeded the 20% benchmark as well. The only grantee courts that did not see reductions were Forsyth and Fayette counties. Note that Forsyth County did not continue grant programming the second half of the fiscal year, though would resume programming under the Community Services Grant after June 2016.

Figure 13

**Nearly all grantee courts achieved Out-of-Home Placement reductions, and most exceeded the 20% reduction benchmark as well.**

July 2015–June 2016

\*Grantee court serves multiple counties



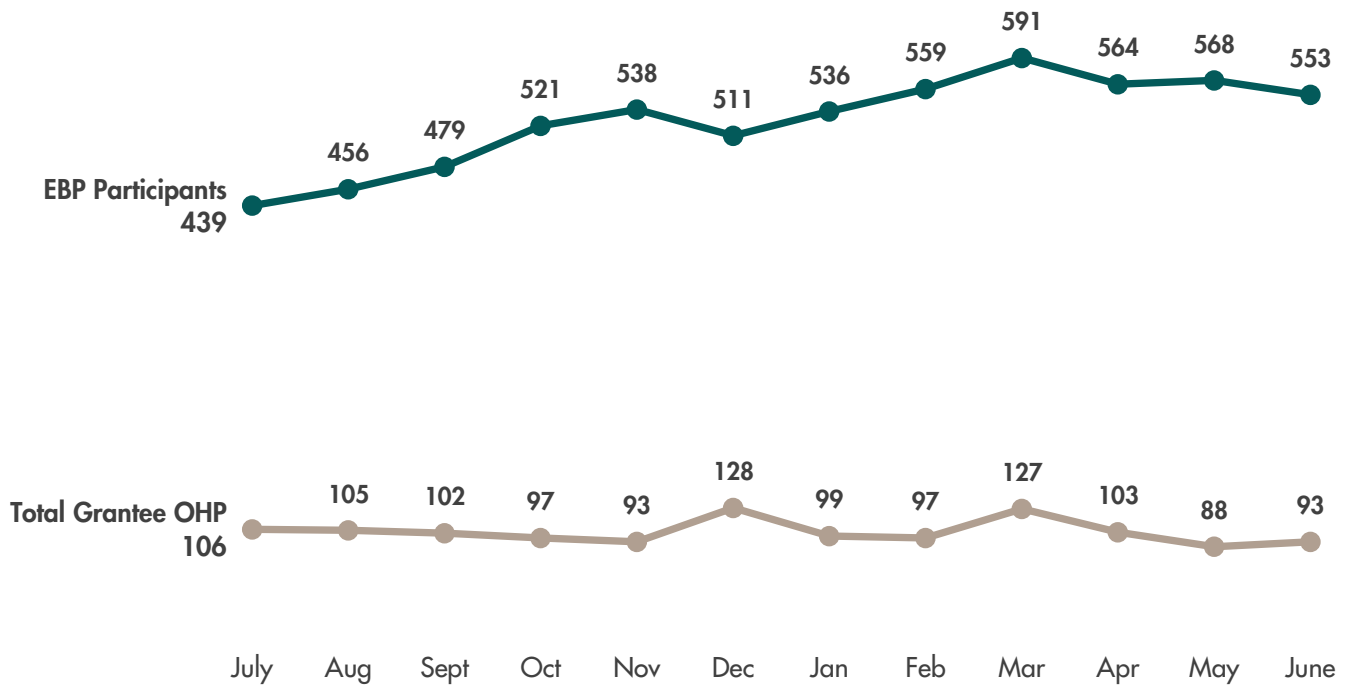
In FY 2016, grantee courts collectively exceeded the benchmark reduction of OHPs by 53%. For OHP reduction numbers from the baseline by grantee court from FY 2014 to FY 2016, see Appendix E.

Figure 14 displays the monthly totals of OHPs and program participation for all grantee courts across the reporting period simultaneously. The monthly participation rates in many instances 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 a felony commitment to DJJ or STP admission during the grant term.

Figure 14

**On average, 526 youth were served each month, with a high in March 2016 (591 youth served), and a low in July 2015 (439 youth served).**

July 2015–June 2016





## DISCUSSION

Twenty-eight grantees representing 48 counties successfully implemented EBPs during the third year of the JJIG program. During the third grant year, grantees used one or more of the 10 key EBPs to serve **1,723** youth across Georgia. These programs provided grantee courts alternatives to out-of-home placements and assisted in reducing the number of STP admissions and felony commitments to DJJ by approximately **53%** across this geographic area. These 48 counties were home to almost 70% of Georgia's at-risk population (ages 0–16) during 2011; therefore, targeting services in these local courts has a statewide impact (Puzzanchera, Sladky, & Kang, 2010; Georgia Juvenile Justice Data Clearinghouse, 2014; Governor's Council on Criminal Justice Reform, 2014). Courts and their providers used a combination of individual- and family-based EBPs and group-based EBPs, with the majority of youth served by the following three programs: FFT (52%), T4C (11%), and ART (10%).

During the third year of utilizing community-based EBPs as alternatives to out-of-home placements, grantees and the state of Georgia saw a number of programmatic successes. Successes of the JJIG program include:

**Reduction in out-of-home placements.** For the third consecutive year, most grantees continued to see reductions in STP admissions and felony commitments to DJJ.

**Successful program outcomes.** Program graduation rates stabilized, with approximately two-thirds of all enrollees successfully completing their programs.

**Use of evidence-based tools to refer appropriate youth into programming.** Nearly all EBP participants scored as medium- or high-risk on the PDRA, the appropriate risk-level for the JJIG program.

**Continued collection of individual-level data on youth in EBPs.** The programmatic data presented in this report represent individual-level data submitted monthly by grantees during the third year of implementation. These data allow analysis for cross-categorical relationships. Additionally, the Juvenile Justice Incentive Grant Program Funding Committee authorized the Institute of Government to collect limited individual-level demographic data on first year participants, enabling future analysis on recidivism among program participants.

**Fidelity.** Program fidelity is an important component of successful outcomes. EBPs are effective at 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). To assure program success, CJCC added a Model Fidelity Coordinator in their juvenile justice unit to assess the fidelity of EBP implementation. Eleven grantees underwent model fidelity site visits in the third implementation year. Individual program fidelity measures and fidelity challenges experienced by grantees were examined in three primary ways: (1) asking questions about current grantee EBP trainings, boosters, and certifications; (2) examining

provider adherence to the EBP curricula; and (3) providing checks and monitoring of program fidelity at each grantee site (Georgia Criminal Justice Coordinating Council, 2016).

The 11 grantees that were evaluated implemented either T4C or ART. Of the 11 grantees, four courts implemented T4C, six courts implemented ART, and one court implemented both T4C and ART. Although the results of the model fidelity reports vary, consistent themes exist across reports. Court staff were praised for their commitment to the success of the participants and their willingness to better implement the EBPs. Additionally, the reports showed a need for more thorough training on the implementation of both T4C and ART and the need for quality assurance. The findings from the model fidelity site visits aided in selecting the most appropriate EBPs for each grantee court and the youth population served, therefore promoting the strategic use of grant funds to maximize successful outcomes (Georgia Criminal Justice Coordinating Council, 2016).

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# APPENDICES

## APPENDIX A: NUMBER OF GRANTEES BY EBP

Evidence-Based Programs	Number of Grantees Utilizing EBP	Grantee Court
Functional Family Therapy (FFT)	13	Macon-Bibb, Chatham, Clayton, Coweta, DeKalb, Dougherty, Fayette, Fulton, Hall, Henry, Lowndes, Columbus-Muscogee, Rockdale
Aggression Replacement Training (ART)	11	Macon-Bibb, Chatham, Clayton, Cobb, Columbia, Douglas, Forsyth, Glynn, Gwinnett, Henry, Troup*
Thinking for a Change (T4C)	9	Baldwin, Athens-Clarke, Clayton, Cobb, DeKalb, Fulton*, Glynn, Gwinnett, Troup
Multisystemic Therapy (MST)	6	Cherokee, Clayton, DeKalb, Fulton, Houston, Augusta-Richmond
Strengthening Families (SF)	3	Clay, Columbia, Douglas
Botvin LifeSkills Training (Botvin LST)	3	Macon-Bibb, Douglas, Lumpkin
Seven Challenges (7C)	2	Cherokee, Gwinnett
Multi-Dimensional Family Therapy (MDFT)	1	Lumpkin
Connections Wraparound (Connections)	1	Walker
Brief Strategic Family Therapy (BSFT)	1	Cobb

\*Grantee did not provide these services to youth after July 2015.

## APPENDIX B: FY 2016 JUVENILE INCENTIVE GRANT AWARDEE SERVICE AREAS

Applicant Agency	Primary County	Other Counties Served
Athens-Clarke County Unified Government	Clarke	
Augusta-Richmond County	Richmond	
Baldwin County Board of Commissioners	Baldwin	Greene, Hancock, Jasper, Jones, Morgan, Putnam, Wilkinson
Macon-Bibb County Board of Commissioners	Bibb	
Chatham County Board of Commissioners	Chatham	
Cherokee County Board of Commissioners	Cherokee	
Clay County Board of Commissioners	Clay	Quitman, Randolph, Terrell
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	
Forsyth County Board of Commissioners	Forsyth	
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	Brooks*, Echols
Lumpkin County Board of Commissioners	Lumpkin	Towns, Union, White
Rockdale County Board of Commissioners	Rockdale	
Troup County Board of Commissioners	Troup	
Walker County Board of Commissioners	Walker	Catoosa, Chattooga, Dade

\*After April 2016, no Brooks County youth were served in the JJIG, with all referrals shifting to the Community Services Grant.

## APPENDIX C: PROGRAM EXIT CATEGORIES AND SUBCATEGORIES

Providers are asked to select a response from a series of drop-down boxes.

1. **Successful Completion**
2. **Administrative Discharge Subcategories**
  - a. Inactive Status MH/SA/Medical
  - b. Death
  - c. Lost Jurisdiction
  - d. Program Terminated for Inappropriate Placement
  - e. Unable to Initiate Services
  - f. Moved from Area Prior to Completing Treatment
  - g. Guardianship Terminated/Family Therapy Not Applicable
  - h. Other Administrative Reason
3. **Dismissal/Removal Subcategories**
  - a. Probation Violations
  - b. New Arrests
  - c. Non-attendance
  - d. Failure to Pass Urinalysis Screens
  - e. Non-compliance – Parent
  - f. Non-compliance – Youth
  - g. Other as Determined in Service Plan or by EBP

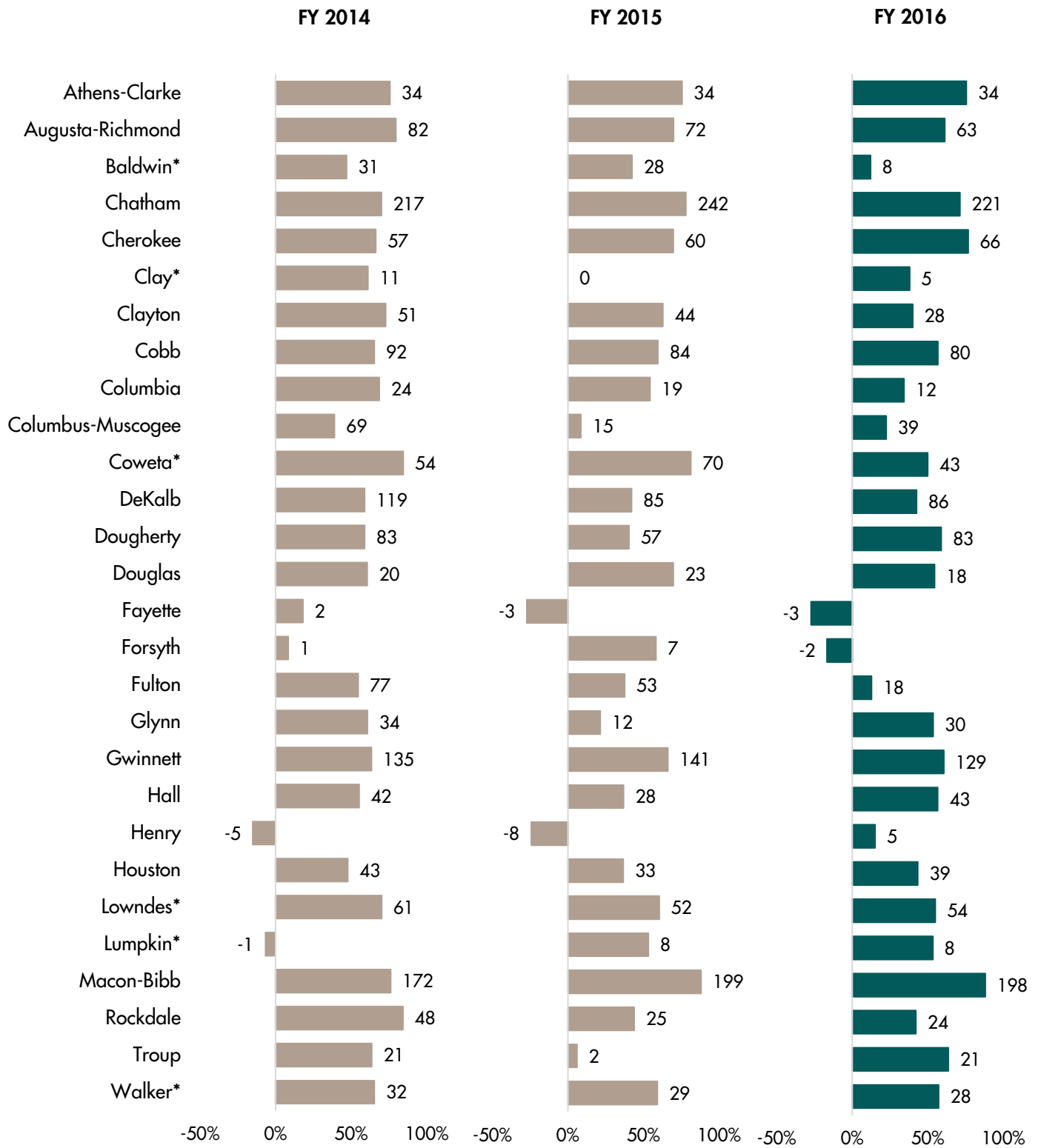
## APPENDIX D: FY 2016 OUT-OF-HOME PLACEMENTS (COMBINED STP ADMISSIONS AND FELONY COMMITMENTS)

Primary County	2012 Baseline	20% Reduction Target	OHP Totals	Reduction Number	Reduction %
Athens-Clarke	45	36	11	34	76%
Augusta-Richmond	103	82	40	63	61%
Baldwin*	66	53	58	8	12%
Chatham	310	248	89	221	71%
Cherokee	86	69	20	66	77%
Clay*	13	10	8	5	38%
Clayton	70	56	42	28	40%
Cobb	141	113	61	80	57%
Columbia	35	28	23	12	34%
Columbus-Muscogee	174	139	135	39	22%
Coweta*	86	69	43	43	50%
DeKalb	202	162	116	86	43%
Dougherty	141	113	58	83	59%
Douglas	33	26	15	18	55%
Fayette	11	9	14	-3	-27%
Forsyth	12	10	14	-2	-17%
Fulton	141	113	123	18	13%
Glynn	56	45	26	30	54%
Gwinnett	213	170	84	129	61%
Hall	76	61	33	43	57%
Henry	33	26	28	5	15%
Houston	90	72	51	39	43%
Lowndes*	99	79	45	54	55%
Lumpkin*	15	12	7	8	53%
Macon-Bibb	226	181	28	198	88%
Rockdale	57	46	33	24	42%
Troup	33	26	12	21	64%
Walker*	49	39	21	28	57%

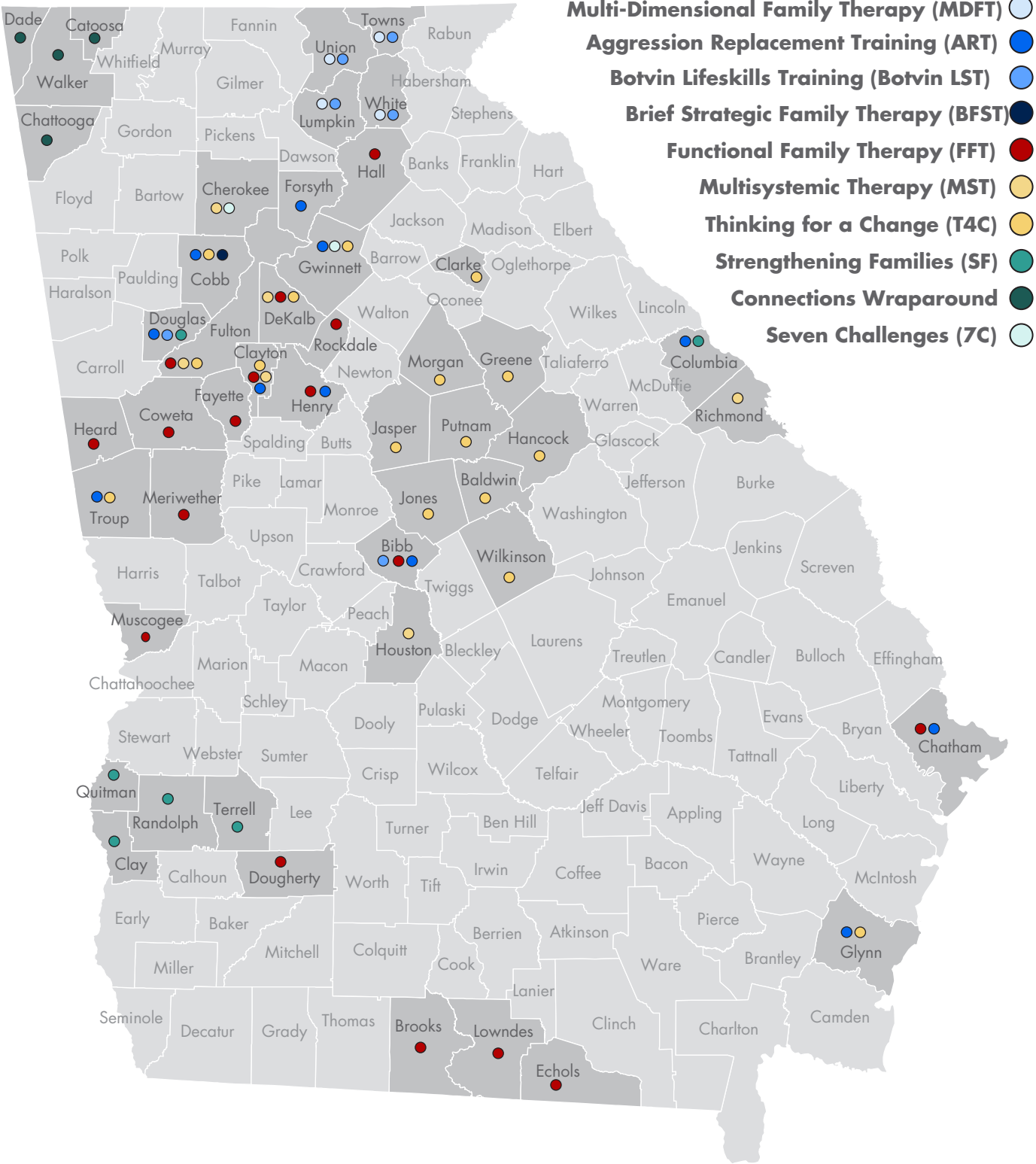
\*Grantee court serves multiple counties.



# APPENDIX E: OUT-OF-HOME PLACEMENT REDUCTION NUMBERS (OHP TOTALS SUBTRACTED FROM BASELINE) FOR FY 2014, FY 2015, AND FY 2016



# APPENDIX F: GEORGIA JUVENILE JUSTICE INCENTIVE GRANT EVIDENCE-BASED PROGRAM DISTRIBUTION JULY 2015-JUNE 2016





**Carl Vinson  
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**UNIVERSITY OF GEORGIA**

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## **GEORGIA JUVENILE JUSTICE INCENTIVE GRANT**

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### **Year Three 2015-2016 Evaluation Report**