



Georgia Juvenile Justice Incentive Grant

Year Four Evaluation Report | 2016–2017



Carl Vinson
Institute of Government
UNIVERSITY OF GEORGIA



Georgia Juvenile Justice Incentive Grant
Year Four 2016-2017

Evaluation Report

SUBMITTED TO

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

PREPARED BY

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Evaluation Report

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Table of Abbreviations

7C	Seven Challenges	JJIG	Juvenile Justice Incentive Grant
ART	Aggression Replacement Training	JTS	Juvenile Tracking System
BSFT	Brief Strategic Family Therapy	MDFT	Multi-Dimensional Family Therapy
CHINS	Children in Need of Services	MST	Multisystemic Therapy
CJCC	Criminal Justice Coordinating Council	NCCD	National Council on Crime and Delinquency
DAI	Detention Assessment Instrument	OHP	Out-of-Home Placement
DJJ	Department of Juvenile Justice	OJJDP	Office of Juvenile Justice and Delinquency Prevention
EBP	Evidence-Based Program	PDRA	Pre-Disposition Risk Assessment
FY	Fiscal Year	SF	Strengthening Families
FFT	Functional Family Therapy	STP	Short-Term Program
GED	General Education Development	T4C	Thinking for a Change
GOCF	Governor's Office for Children and Families		

Acknowledgements

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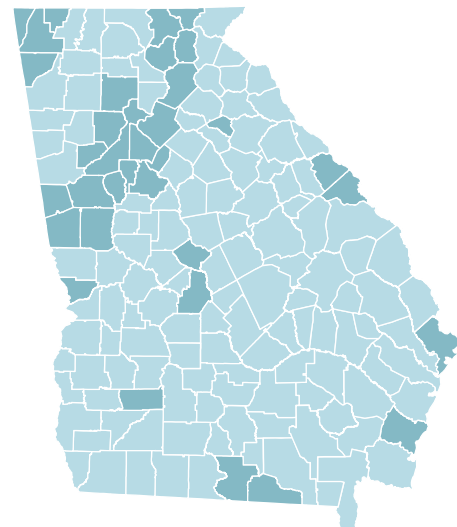
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EXECUTIVE SUMMARY

The goal of the Georgia Juvenile Justice Incentive Grant (JJIG) program is to reduce out-of-home placements (OHPs) by providing evidence-based programs (EBPs) to youth in their home communities. These EBPs are shown to reduce recidivism among juveniles and promote positive relationships among the youth, their families, and their communities. The use of EBPs as alternatives to OHPs, which include short-term program (STP) admissions and felony commitments to the Georgia Department of Juvenile Justice (DJJ), keeps youth in the community and reduces the high cost of juvenile detention. The JJIG program began serving Georgia's at-risk youth in October 2013.



In the fourth year of implementation, the program served 1,465 youth in 25 grantee courts across 34 counties in Georgia, which is home to 62% of Georgia's at-risk youth. Using 10 EBPs, the JJIG program diverted youth from STP admissions and felony commitments to DJJ. Highlights from FY 2017 include:

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), and Thinking for a Change (T4C) were the most utilized EBPs (see page 10).

Program participation. Grantees served 1,465 youth through 10 grant-funded EBPs and other services (see page 11).

Program outcomes. The overall graduation rate across all programs was 64% (see pages 12-13).

Model fidelity. CJCC conducted six model fidelity site visits. Four of these were follow-up visits, and each showed significant improvement in adherence to fidelity (see pages 14-15).

Participant demographics. Males comprised 78% and females comprised 22% of participants served; 72% of participants identified as Black/African American. Participants were typically in public school (62%), 16 years-old (31%), and in ninth grade (35%) (see pages 16-19).

Pre-Disposition Risk Assessment. Almost all youth served in JJIG programming scored medium or high on the Pre-Disposition Risk Assessment (PDRA) (see page 20).

Reduction in out-of-home placements. Compared to their FY 2012 baseline, most grantees demonstrated a reduction in the number of OHPs, which include STP admissions and felony commitments to DJJ (see pages 22-26).

INTRODUCTION

The Georgia Juvenile Justice Incentive Grant (JJIG) program is designed to reduce both short-term program (STP) admissions and juvenile felony commitments to the Georgia Department of Juvenile Justice (DJJ) through the use of evidence-based programs (EBPs) 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 JJIG 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 at the Institute of Government utilized a mixed-methods design, collecting quantitative and qualitative data to better understand program outputs, grantee processes, and local and state outcomes. In addition, the Institute of Government used 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) and DJJ's Juvenile Tracking System (JTS), to inform its research and evaluation. The evaluation design includes three key features: (1) descriptive data to examine structural and programmatic variations among JJIG-funded grantees, (2) broad-spectrum site-level monitoring and technical assistance, and (3) outcome comparisons among JJIG-funded grantees to assess the relationships between the grant program outcome statistics and commitment and/or recidivism rates across the state. The evaluation activities for the fourth year of implementation took place from July 2016 to June 2017. 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 fourth year of grant evaluation activities. The next section provides an overview of the project, followed by a discussion of the grantee-level outcomes during this period.

OVERVIEW OF PROJECT

Historically, juvenile justice programs are based on a rehabilitative rather than a punitive model; however, beginning in the mid-1980s, 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, Georgia’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 (Georgia Council on Criminal Justice Reform, 2012).

In response to 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 protect the community and reduce recidivism (Georgia 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

The JJIG program is designed to reduce recidivism, short-term program admissions, and the number of felony commitments to DJJ through the use of evidence-based programs.

during the 2013 legislative session. In concert with the legislative changes recommended by Governor Nathan 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); together, the state created a \$6 million annual grant program to establish more community-based diversion programs. The federal funding in the fourth year of the grant is now managed by the CJCC.

These changes to the juvenile code took effect January 1, 2014, beginning the implementation of the recommended changes to 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)). 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). 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 JJIG 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 began conducting model fidelity site visits to assess EBP implementation. Observations from the site visits informed recommendations, and follow-up site visits demonstrated improvements in EBP implementation.

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 EBPs 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 decrease 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; Georgia 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 received services under the JJIG transitioned to the DJJ-funded Community Services Grant program, where they were able to refer youth to some of the same EBPs offered under the JJIG program¹. In the third year of implementation, 28 grantee courts served youth in 48 counties. In the fourth implementation year, 25 grantee courts served 1,465 unduplicated youth across 34 counties in Georgia.

¹ See the FY 2018 Community Services Grant Program Evaluation Report for more information.

EVIDENCE-BASED PROGRAMS AND PRACTICES

Working with community-based providers and other local agencies, grantee courts 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, to reduce criminogenic behaviors in juveniles. Grantees select from 10 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 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 10 primary EBPs include 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 or behavioral problems, and utilizes 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. Multi-Dimensional 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. Seven Challenges (7C) – a group-based intervention that addresses drug and mental health problems by improving decision-making skills.
9. Strengthening Families (SF) – a group-based family intervention that addresses substance use and behavior problems by improving interpersonal skills for youth and parents.

10. Thinking for a Change (T4C) – a group-based intervention that addresses the criminogenic thinking of offenders by developing 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, 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

FFT, MST, and T4C were the most utilized EBPs in FY 2017 (see Figure 1). Twelve of the twenty-five grantee courts provided FFT, nine provided MST, and seven provided T4C. Four grantee courts utilized ART, two used Botvin LST and SF, and one court utilized BSFT, Connections, MDFT, and 7C each (see Appendix A). In FY 2017, 80% of youth served by EBPs enrolled in individual- or family-based therapy (BSFT, Connections, FFT, MDFT, and MST), and 20% enrolled in group-based therapy (ART, Botvin LST, 7C, SF, and T4C). This is a change from the previous grant year, when 68% of youth enrolled in individual-based programs and 32% of youth enrolled in group-based programs. The total number of EBP sessions delivered across all grantee programs during the fourth year was 21,421 (see Figure 2).

Figure 1
Functional Family Therapy (FFT), Multisystemic Therapy (MST), and Thinking for a Change (T4C) were the most utilized evidence-based programs in FY 2017.
July 2016–June 2017

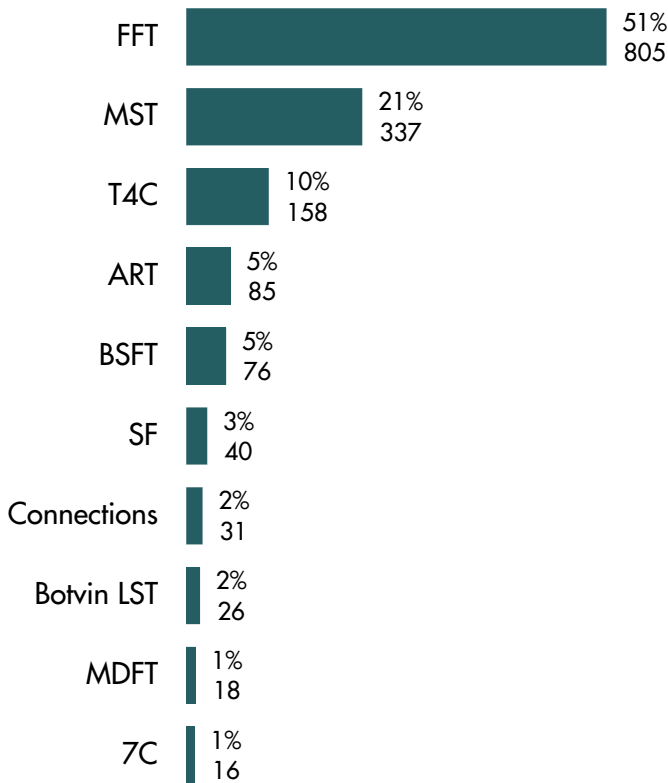


Figure 2
The total number of sessions delivered across all evidence-based programs during the fourth grant year was 21,421, with FFT and MST making up 74% of total sessions.
July 2016–June 2017

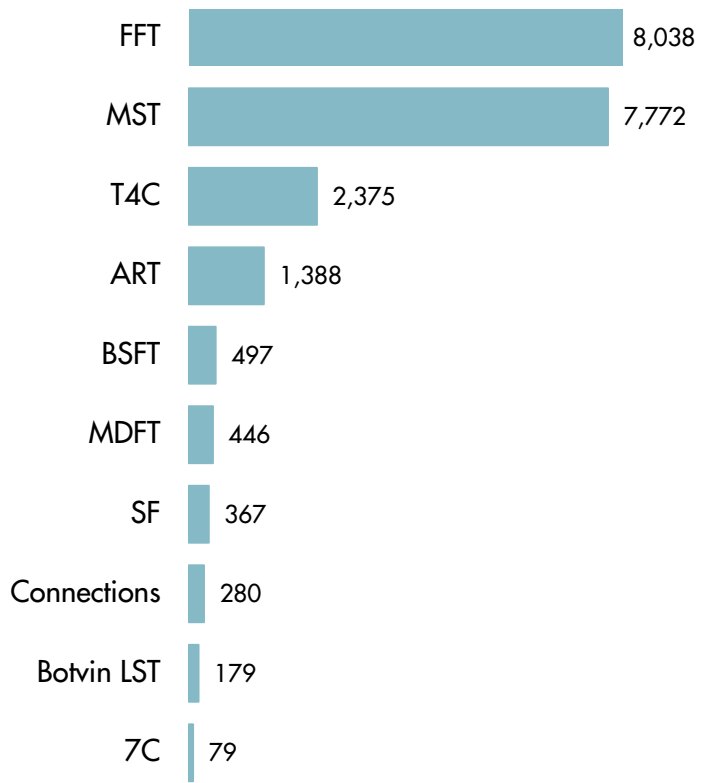


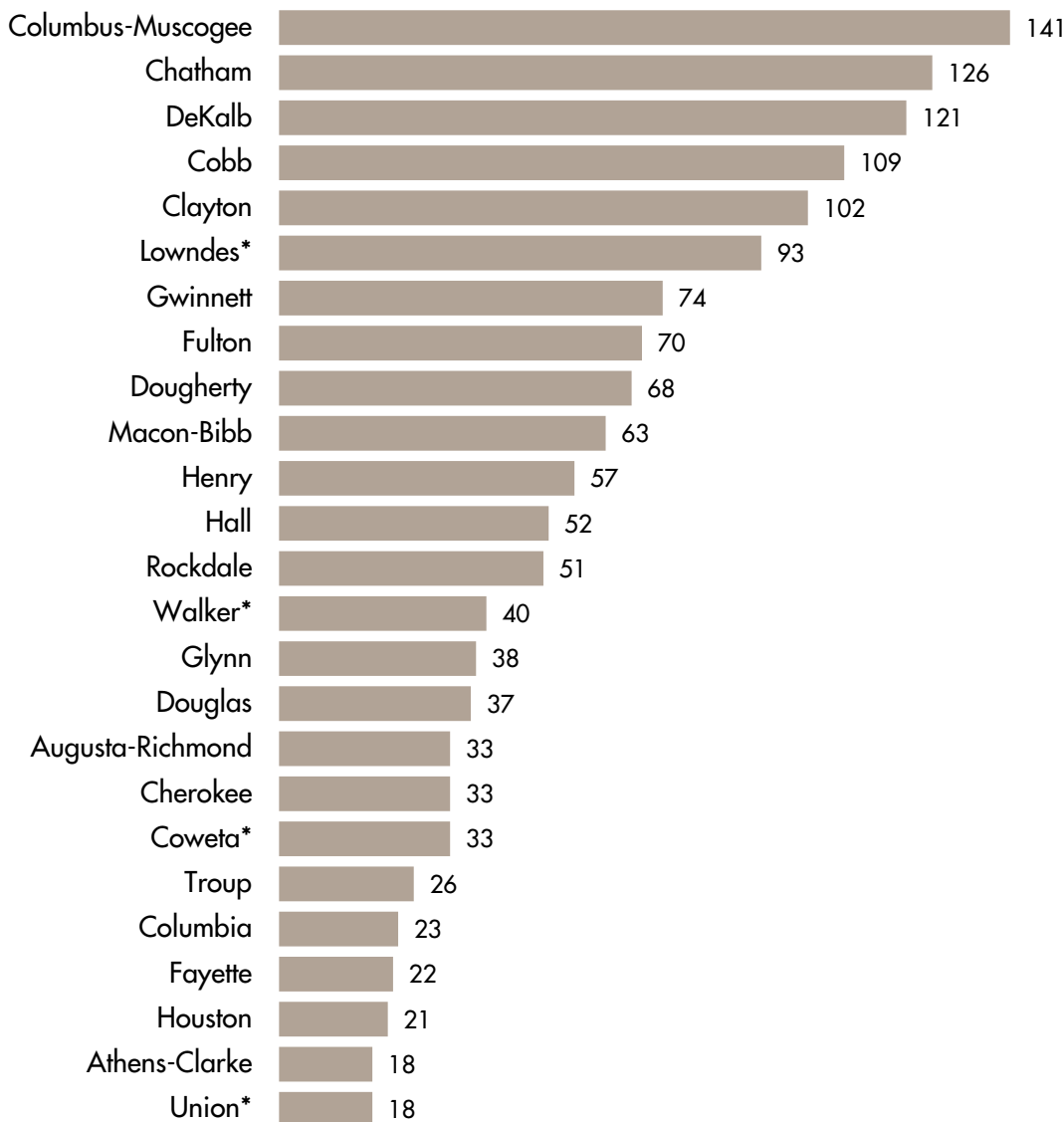
Figure 3 shows the number of youth served in each grantee court from July 2016 through June 2017, which include enrollments in EBP, secondary non-EBP, caregiver wraparound, and/or youth wraparound services. Grantee courts served 1,465 unduplicated youth in the fourth year, ranging from 18 to 141 participants per grantee. Note that due to moving, four participants were served by more than one grantee during this period, so the number of participants served by each grantee sums greater than the 1,465 total served across the JJIG. While most grantee courts represent a single county, four courts represent more than one county: Coweta, Lowndes, Union (previously known as Lumpkin), and Walker counties. Chattooga County returned to the Walker County coverage area in March 2017. In addition, Fulton County did not begin services until January 2017 due to a delay in the procurement of services. Appendix B presents a list of grantees and the reach of EBP services available to court-involved youth.

Figure 3

Grantee courts served 1,465 youth in grant-funded programming in FY 2017.

July 2016–June 2017

*Grantee court serves multiple counties.



PROGRAM OUTCOMES

Figure 4 shows the number of successful completions, dismissal/removals, and administrative discharges from each EBP over the course of the fourth 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). FFT, MST, and T4C had the highest number of youth successfully completing programming. Graduation rates ranged from 33% in 7C to 87% in Botvin LST, with an overall graduation rate of 64% across all programs. Over the 12 months across all EBPs, the dismissal/removal rate was 24% and the administrative discharge rate was 12%. See Appendix C for a breakdown of EBP exits by grantee.

Figure 4

Six out of the ten evidence-based programs reported successful completion rates over 60%.

July 2016–June 2017

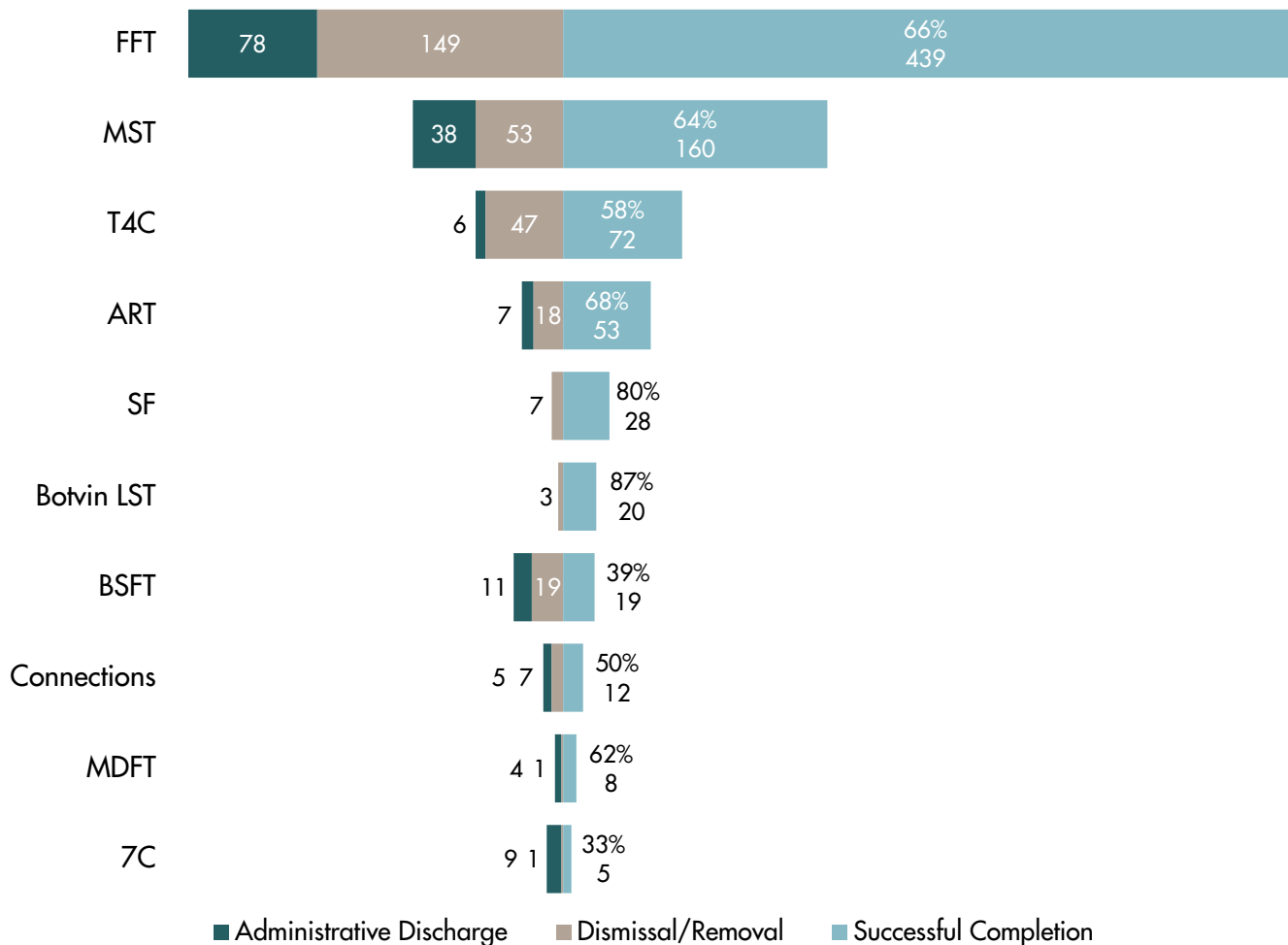
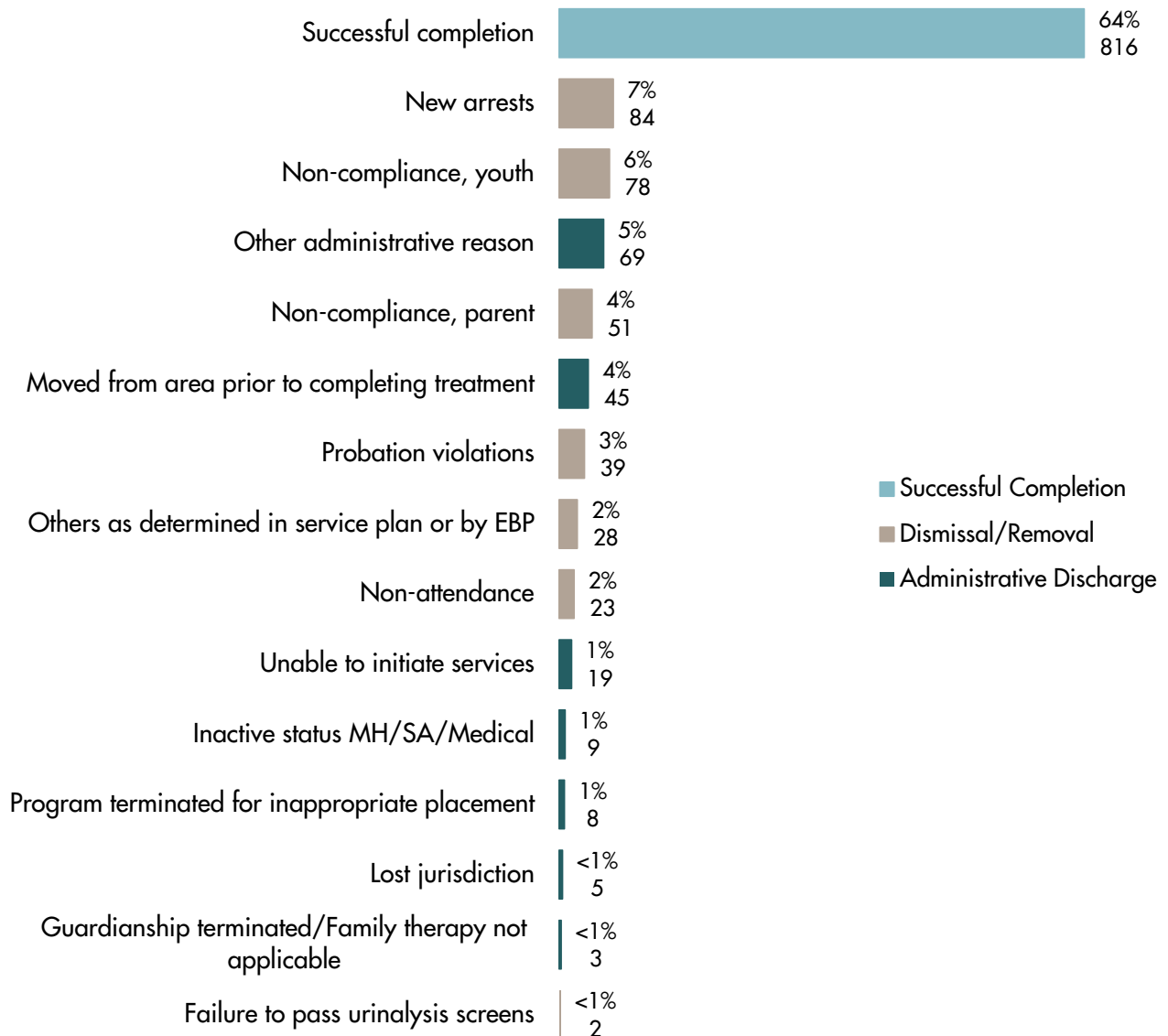


Figure 5 shows a breakdown of exit reasons across all 10 evidence-based programs. Dismissal/removals reflect 24% of total program exits comprised primarily of new arrests, non-compliance by youth or parent, and probation violations. Administrative discharges constitute 12% of total program exits, mostly due to other administrative reasons, moving from the area prior to completing treatment, and the inability to initiate services. See Appendix D for a full breakdown of dismissal/removal and administrative discharge subcategories.

Figure 5

Out of 1,279 program exits in the fourth year, 816 youth successfully completed grant-funded evidence-based programs.

July 2016–June 2017



MODEL FIDELITY

Adherence to model fidelity is an important component of successful 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 their Juvenile Justice Unit to assess the fidelity of EBP implementation through fidelity monitoring and site visits. The Model Fidelity Coordinator monitors 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, 2016b). Fidelity practices required as a condition of JJIG funding and other non-mandated recommendations for improving model fidelity are outlined in the *Model Fidelity Handbook for Group-Based Therapies* (Georgia Criminal Justice Coordinating Council, 2016b).

In FY 2016, CJCC initiated model fidelity site visits, prioritizing the group-based therapies (ART and T4C). These programs share similar fidelity components and challenges, enabling the EBPs to be monitored using similar guidelines; however, fidelity standards specific to each EBP's curriculum are also evaluated. Eleven grantees underwent model fidelity site visits in the first year of monitoring. Of the eleven grantees, six courts implemented ART, four courts implemented T4C, and one court implemented both ART and T4C.

As adherence to model fidelity is a key element of successful outcomes, an important component of the Juvenile Justice Incentive Grant is to provide grantees with coaching and support for evidence-based program implementation.

In FY 2017, CJCC conducted six additional model fidelity site visits. Of the six counties, five counties utilized T4C while one county utilized ART. Athens-Clarke, Cobb, Gwinnett, and Douglas counties underwent follow-up visits to the site visits conducted in the first year of fidelity monitoring. Clayton County received its first site visit and Glynn County was evaluated for a different EBP than evaluated in FY 2016. Each county received scores on the following areas: 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 then summed to provide a total score on model fidelity. As shown in Figure 6, counties with follow-up visits showed progress from FY 2016 to FY 2017 after implementing the recommendations outlined in the FY 2016 model fidelity reports.

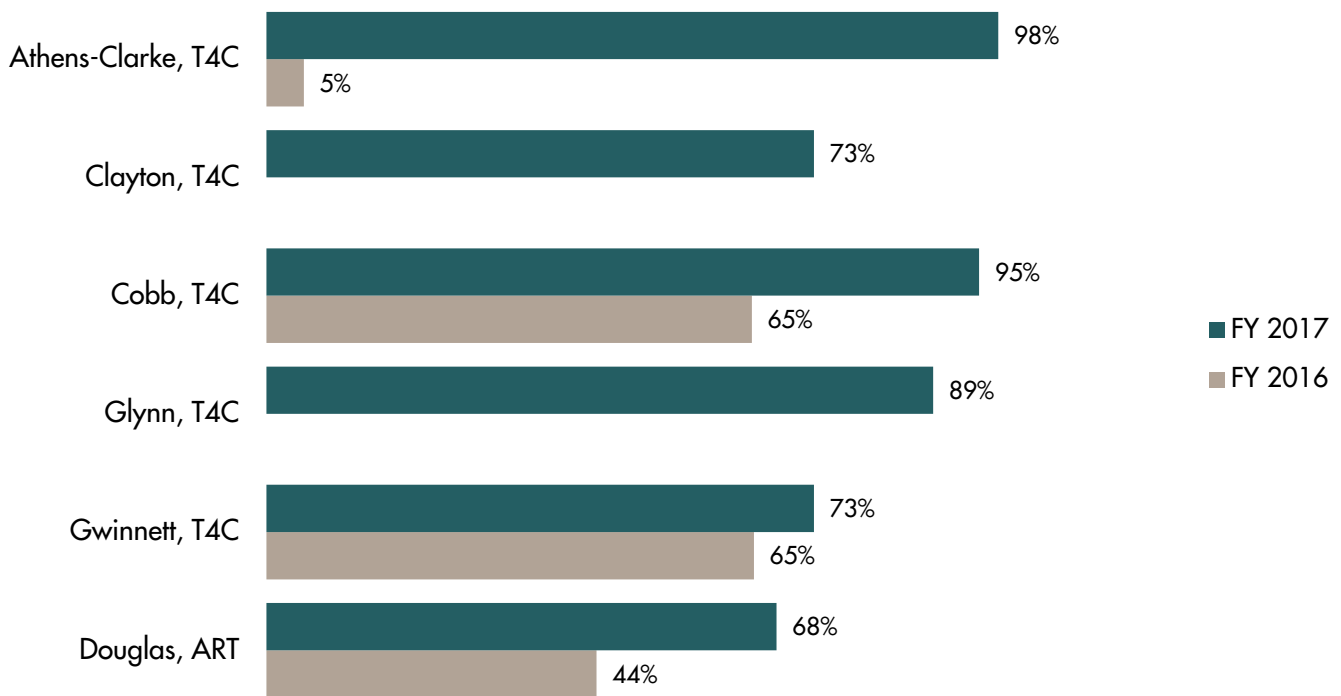
Although the results varied, two themes emerged from the FY 2017 model fidelity reports. First, five out of six grantees described challenges maintaining appropriate group size, which affects group dynamics and the achievement of optimum program outcomes. Difficulty receiving referrals and attrition were both cited as contributing to groups falling below the recommended 8-12 participants.

The main causes of attrition were reported as transportation difficulties, attendance requirements, and new charges. The second theme that emerged from the reports was the program staff's commitment to executing recommendations to improve EBP implementation. The courts that underwent follow-up visits successfully applied corrective feedback on role-plays, modeled skills to youth, guided participants to replace anti-social behavior, and ensured group rules were followed. Across all courts, the fidelity reports praised program staff's commitment to participant success and their willingness to further strengthen implementation of these EBPs.

Figure 6

In FY 2017, five Thinking for a Change site visits and one Aggression Replacement Training site visit were conducted. Four of those were follow-up visits—Athens-Clarke, Cobb, Gwinnett, and Douglas—all of which showed improvements in program fidelity.

July 2015–June 2017



PARTICIPANT DEMOGRAPHICS

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

GENDER

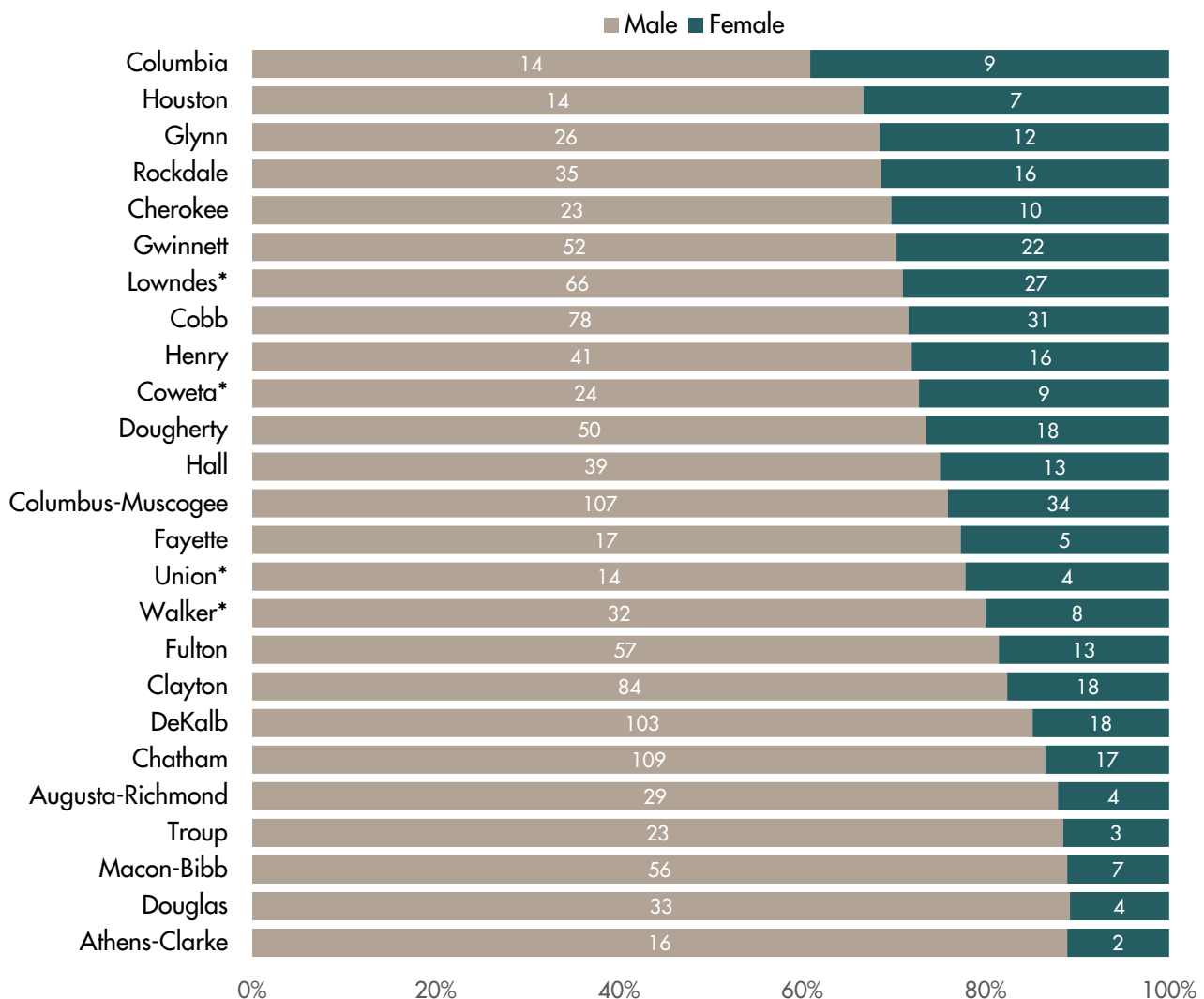
Since the grant serves at-risk youth facing an STP admission or a felony commitment to DJJ, program averages are compared to existing data on STP admissions and felony commitments to DJJ for the State of Georgia. Statewide in FY 2017, males and females comprised 86% and 14%, respectively, of total out-of-home placements (OHPs). Likewise, more males (78%) enrolled in community-based programs than females (22%) throughout grantee courts (see Figure 7). This comparison shows that the gender breakdown of youth served by the grant program is similar to those in OHPs.

Figure 7

Males comprised 78% and females comprised 22% of youth served in grant-funded programs.

July 2016–June 2017

*Grantee court serves multiple counties.



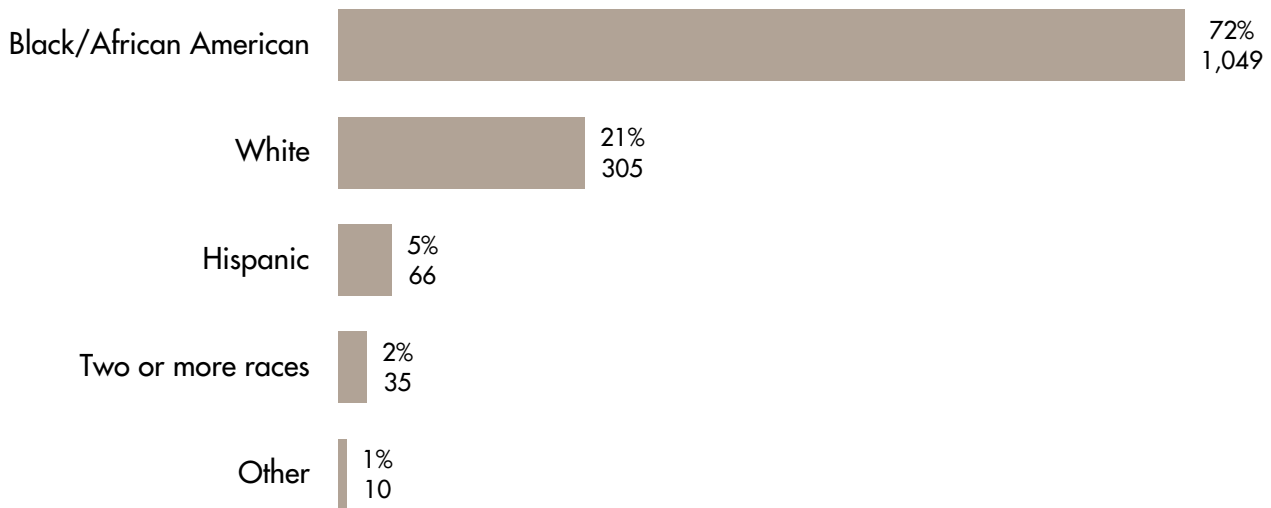
RACE/ETHNICITY

The race profile of JJIG participants is similar to the statewide totals of STP admissions and felony commitments to DJJ. In FY 2017, there were 67% Black/African American, 24% White, 7% Hispanic, and 2% other youth of the total OHPs statewide, whereas there were 72% Black/African American, 21% White, 5% Hispanic, 2% two or more races, and 1% other served by the JJIG program (see Figure 8). Note that “two or more races” is not a DJJ-utilized category, so a direct comparison for this category is not available.

Figure 8

The race profile of program participants in the fourth year was: Black/African American (72%), White (21%), Hispanic (5%), two or more races (2%), and other (1%).

July 2016–June 2017



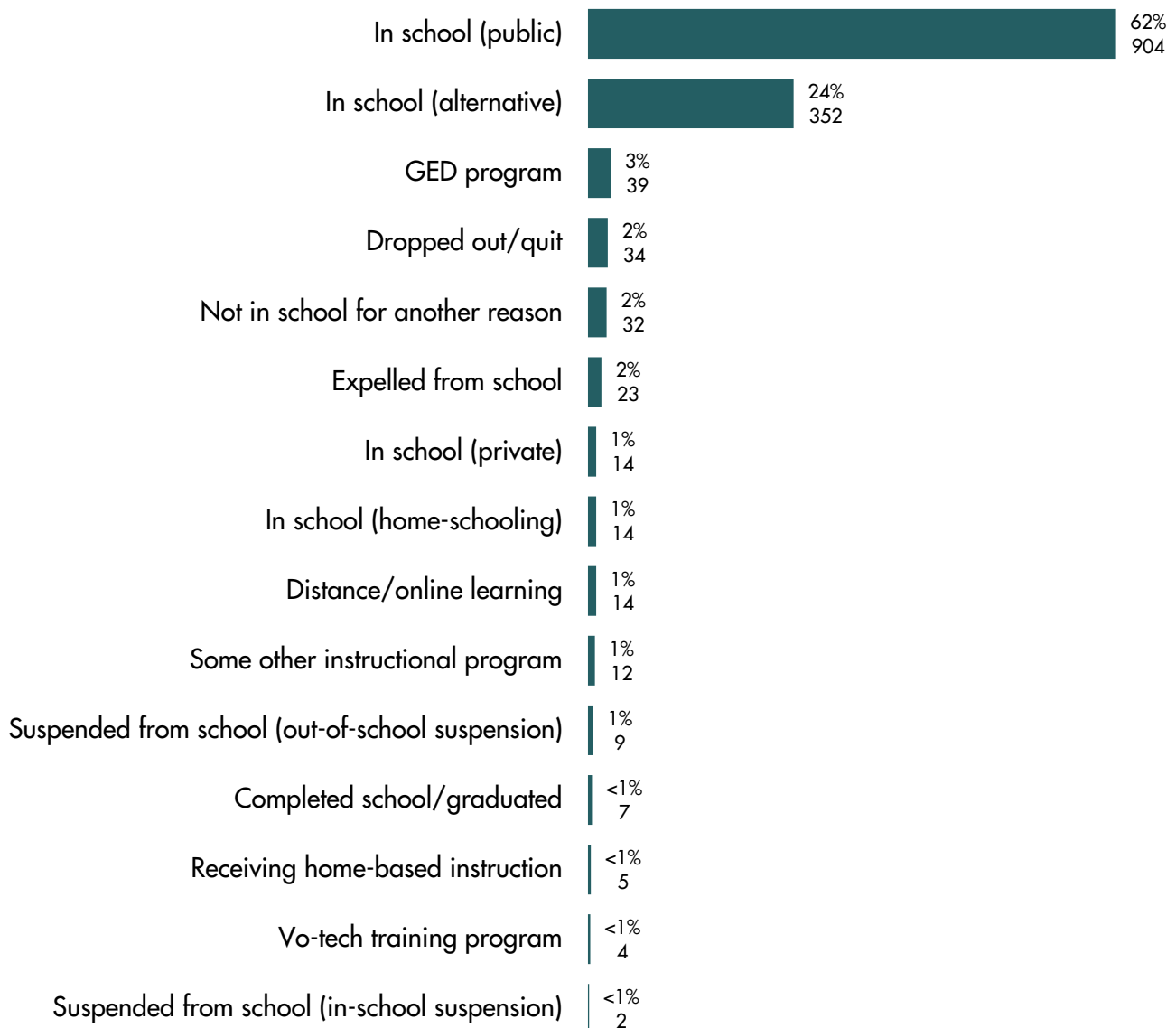
EDUCATIONAL STATUS

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. Figure 9 shows a majority of youth received some type of educational programming, either by attending school in a traditional setting (62% in public) or an alternative school (24%). Six 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. Fewer than 2% of youth served were not in school due to temporary suspension or school completion. This trend remains consistent each year of JJIG implementation.

Figure 9

More than 90% of program participants were enrolled in some type of educational programming.

July 2016–June 2017



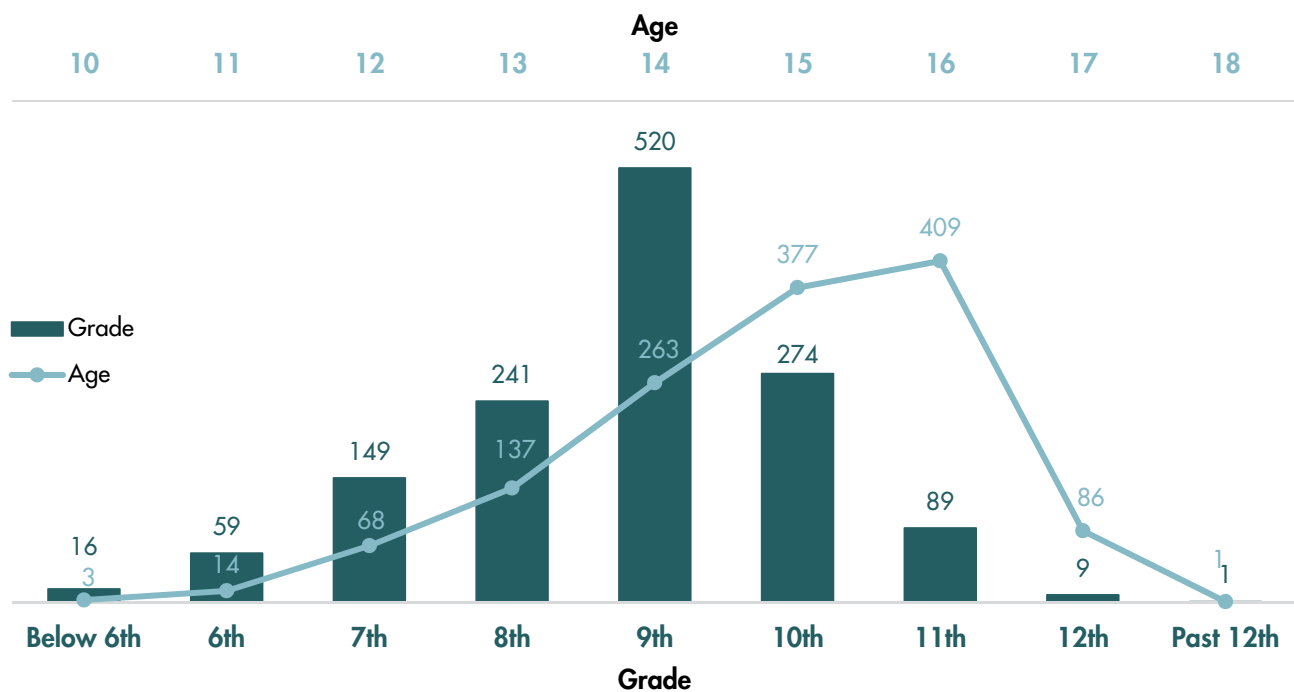
GRADE LEVEL AND AGE

Figure 10 shows the age and grade levels of youth served in the JJIG program. One-hundred seven 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. Of the total 1,465 youth served, 77% were between ages 14 and 16 (1,127 participants), with 16 (31%) being the most frequently occurring age. The largest percentage of youth served (520 participants or 35%) were in the ninth grade.

Figure 10

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

July 2016–June 2017



PRE-DISPOSITION RISK ASSESSMENT

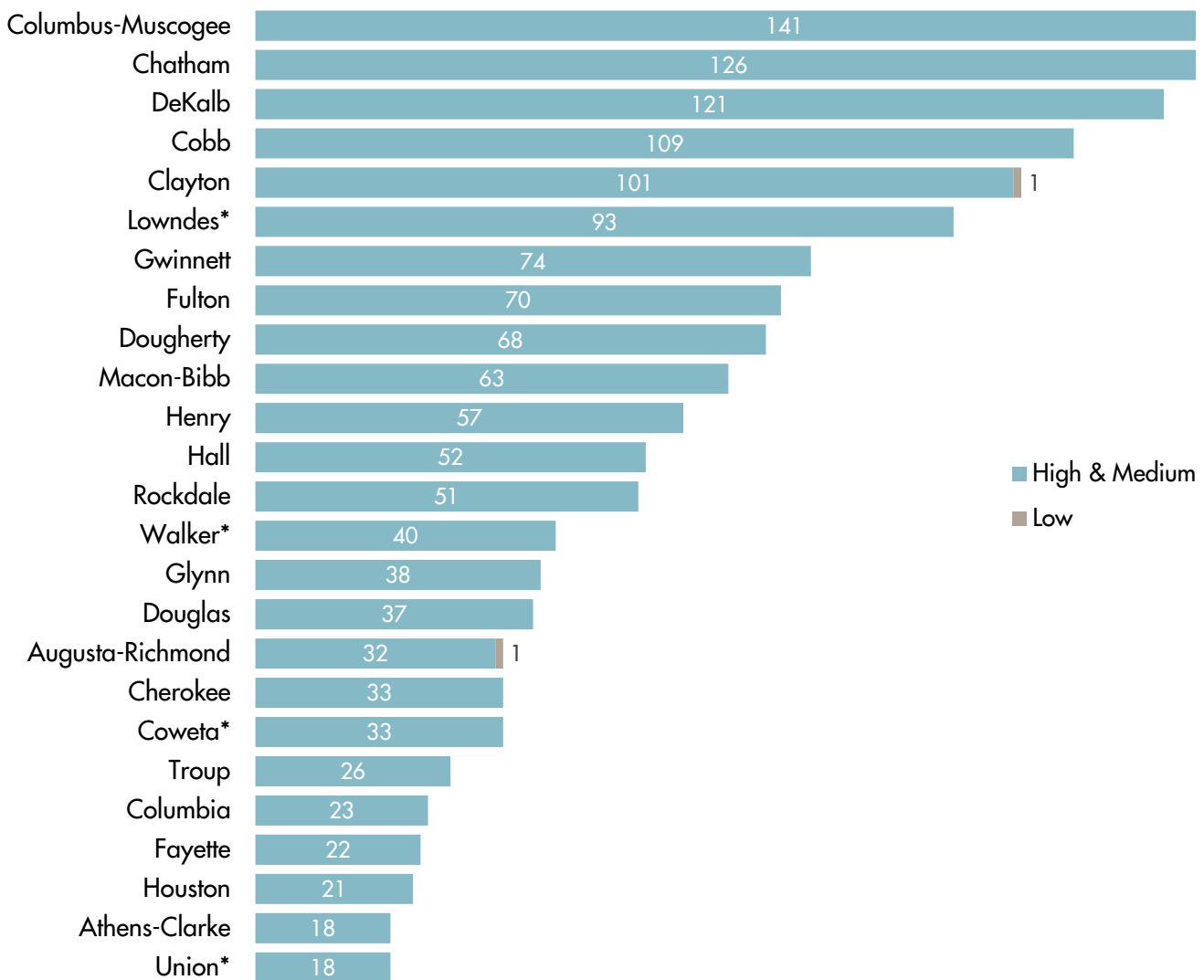
The PDRA is an evidence-based criminogenic risk assessment tool developed in 2013 by NCCD, in collaboration with DJJ and the Annie E. Casey Foundation. The PDRA measures the likelihood of re-offense and provides grantee courts with a standardized measure to determine appropriateness for evidence-based programming. To ensure accuracy, NCCD completed an evaluation and validation of the PDRA in March 2017. Grantee courts perform this assessment of youth post-adjudication and pre-disposition. Only youth scoring as medium- or high-risk on the PDRA may be diverted to the JJIG-funded EBPs. In the fourth implementation year, the JJIG program served only two youth with a low PDRA score, which were approved exceptions based on case specifics (see Figure 11). Note that four participants were served by more than one grantee during this period, so the number of participants served by each grantee sums greater than the 1,465 total served across the JJIG.

Figure 11

Out of 1,465 participants, only 2 youth served were reported with a low Pre-Disposition Risk Assessment (PDRA) score and no grantee served more than 1 low-risk youth.

July 2016–June 2017

*Grantee court serves multiple counties.



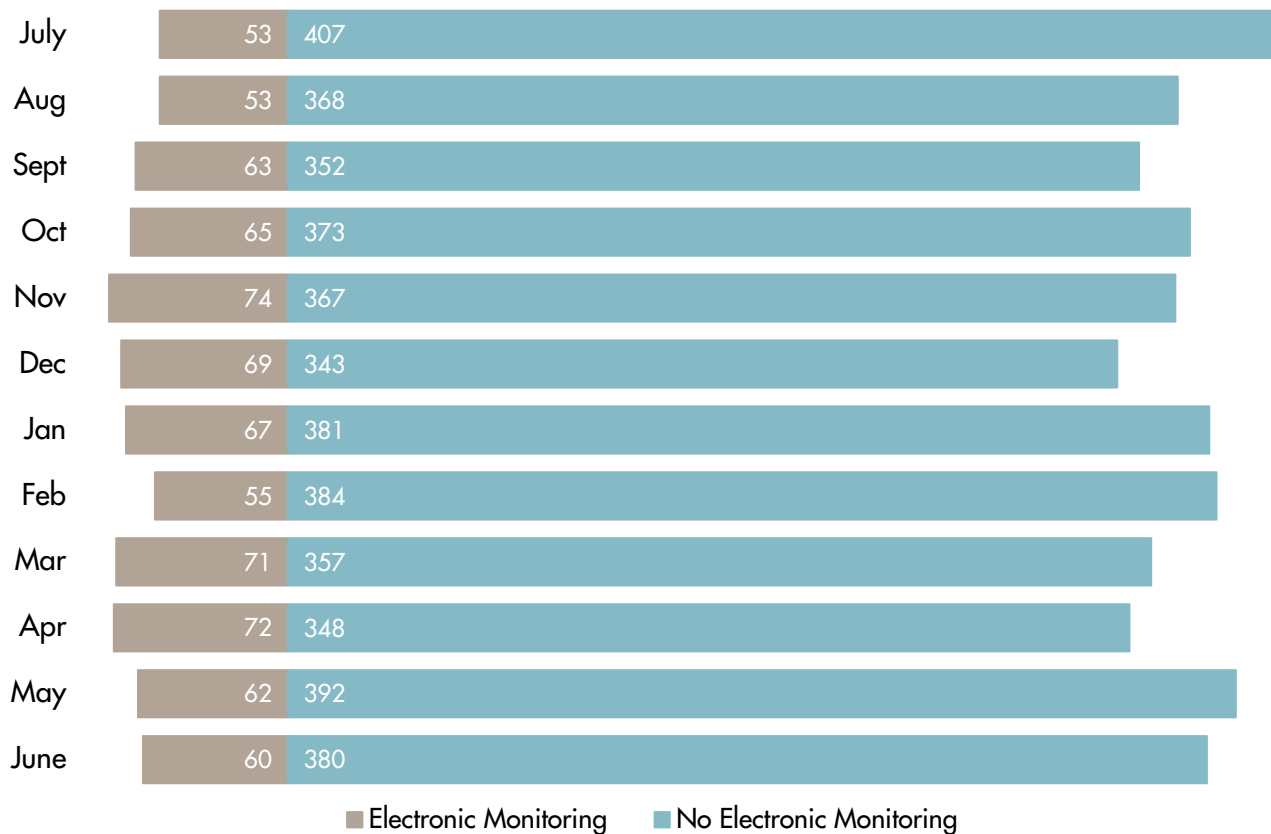
ELECTRONIC ANKLE MONITORING

To support grantees, DJJ provided optional electronic ankle monitoring services for program youth. Between July 2016 and June 2017, 20 of the 25 grantee courts reported using electronic ankle monitoring during at least one month and for at least one youth (see Figure 12).

Figure 12

Between 53 and 74 youth (12% to 17%) were monitored via electronic ankle monitoring each month.

July 2016–June 2017



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, two sources of data are reported to the Institute of Government on a monthly basis: (1) a report of STP admissions and felony commitments to DJJ 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; beyond the first year, 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 grantee's 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 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 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.

One of Georgia's goals was to reduce the number of juveniles placed in out-of-home facilities in the 25 grantee courts during the grant term.

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 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 and FY 2016 with a **54% and 53% reduction**, respectively, from the FY 2012 baseline each year.

In FY 2017, grantee courts again exceeded the 20% reduction target. The total number of STP admissions and felony commitments to DJJ was 1,099 within the 34 counties served by the 25 grantee courts. This number represents a **56% reduction** from the FY 2012 baseline (from 2,513 to 1,099 total OHPs), a slight increase in reduction over the previous two years. This marks the fourth consecutive year of overall reduction in total OHPs in the counties served in the JJIG program.

Table 1

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

	FY 2014	FY 2015	FY 2016	FY 2017
FY 2012 Baseline – Total Out-of-Home Placements	2,603	2,664	2,616	2,513
Reduction Target of Out-of-Home Placements	15%	20%	20%	20%
Percent Reduction Achieved	62%	54%	53%	56%
Total Out-of-Home Placements	989	1,227	1,238	1,099
Implementation Period	9 months	12 months	12 months	12 months
Number of Grantee Courts	29 courts	29 courts	28 courts	25 courts
Number of Counties Served	49 counties	51 counties	48 counties	34 counties
Number of Youth Served	1,122	1,666	1,723	1,465

Figure 13 compares OHP totals for each grantee to their FY 2012 baseline; this shows which grantees reduced or exceeded their FY 2012 baseline in FY 2017. See Appendix E for FY 2012 baselines, FY 2017 reduction targets, and FY 2017 OHP numbers for each grantee.

Figure 13

23 out of 25 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 2016–June 2017

*Grantee court serves multiple counties.

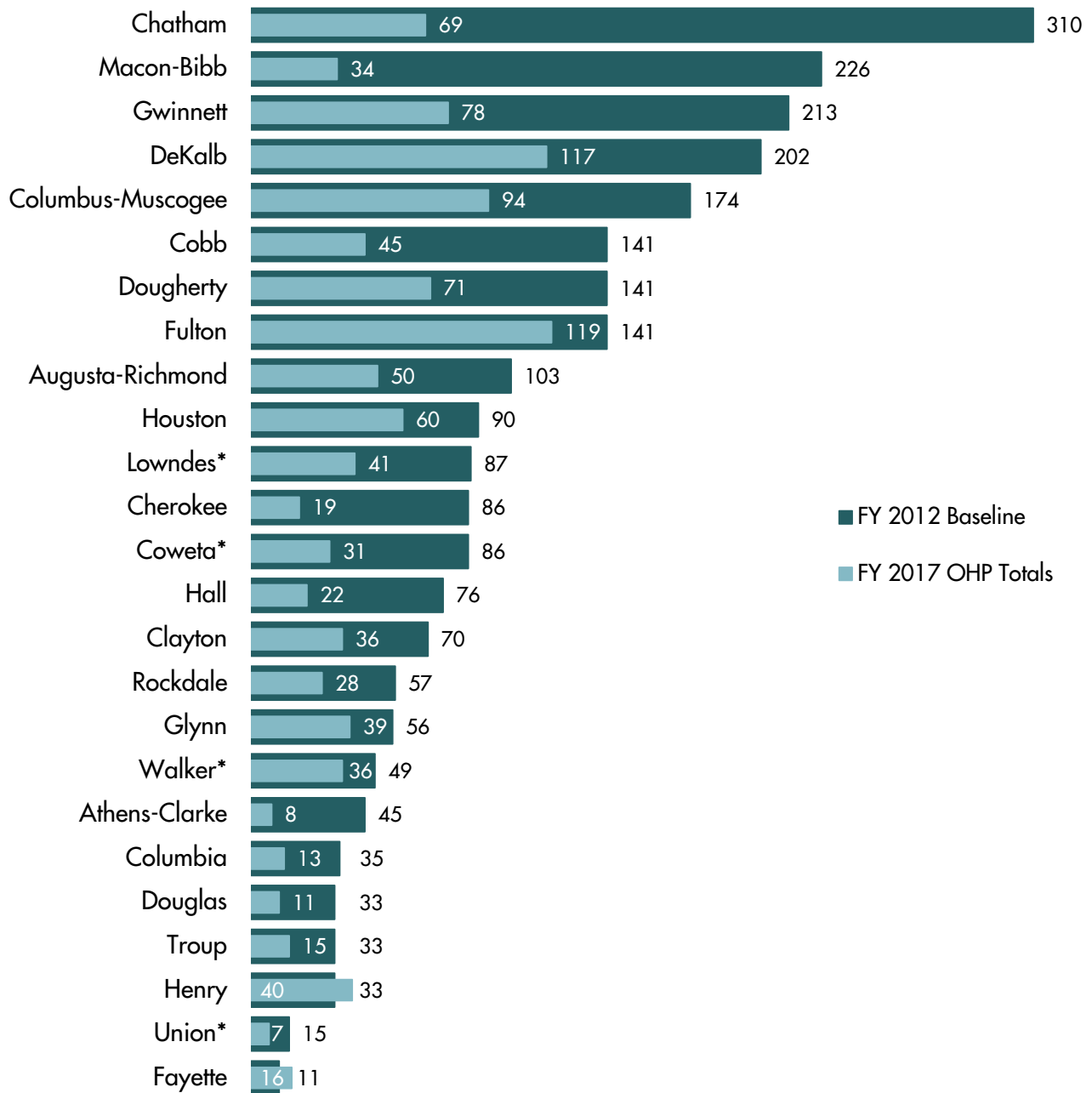


Figure 14 shows the OHP reduction percentage for each grantee court in FY 2017 compared to the pre-reform baseline marker (shown below in red). To meet this reduction target, a grantee court would need a 20% reduction in OHPs from its FY 2012 baseline. Of the 23 grantee courts that reduced their OHPs compared to the baseline, 22 exceeded the 20% reduction target. The only grantee courts that did not see reductions were Henry and Fayette counties. For OHP reduction percentages by grantee court from FY 2014 to FY 2017, see Appendix F.

Figure 14

Nearly all grantee courts achieved out-of-home placement reductions, and most exceeded the 20% reduction target as well.

July 2016–June 2017

*Grantee court serves multiple counties.

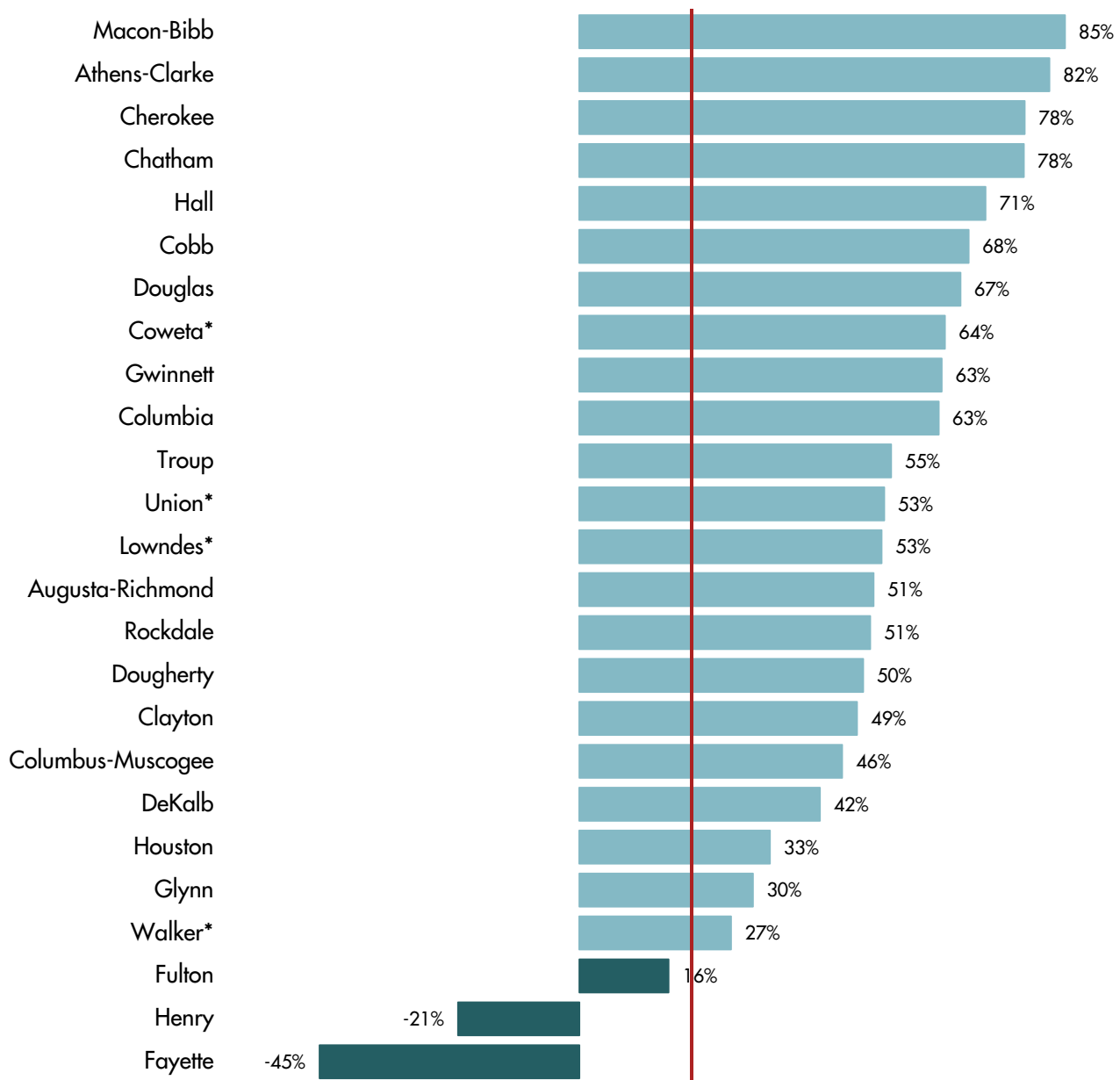
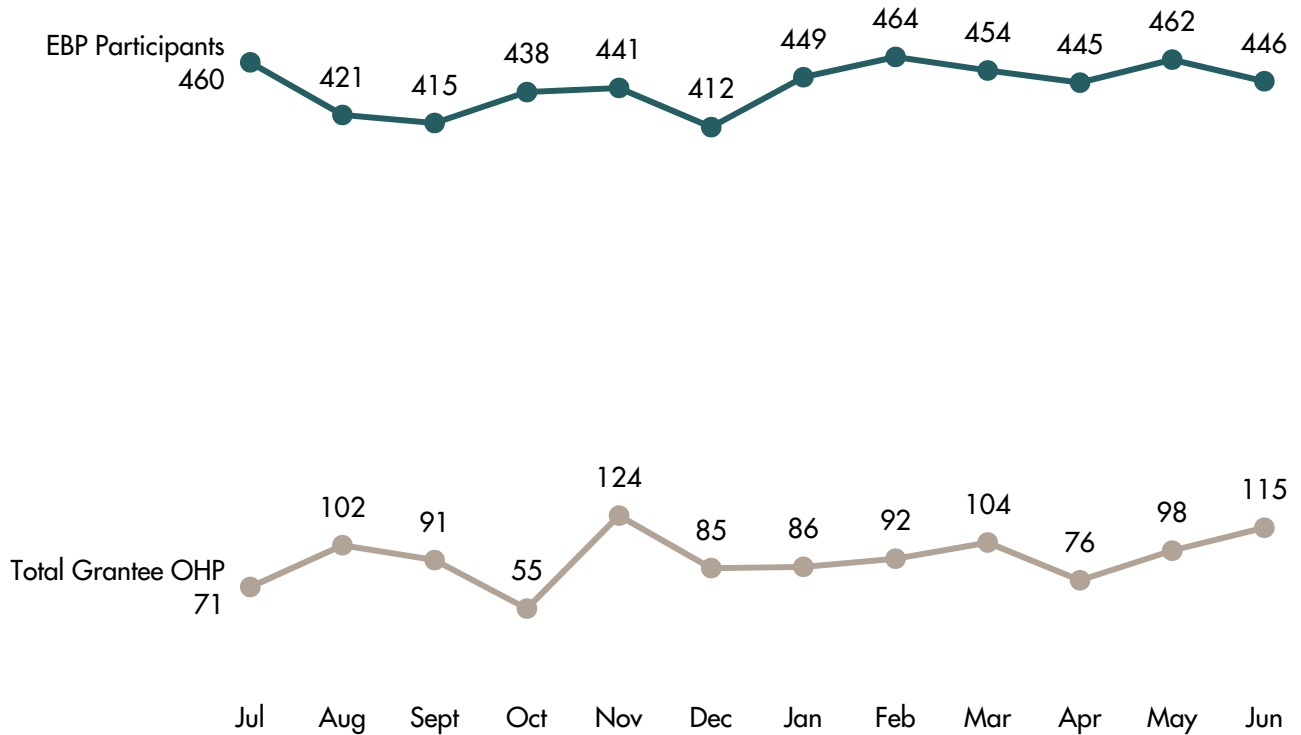


Figure 15 displays the monthly totals of OHPs and program participation for all grantee courts simultaneously. In many instances, the monthly participation rates include the same participant over several months, as implementation of the EBP models occurs in multiple sessions over several weeks or months.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

Figure 15

On average, 442 youth were served each month, with a high in February 2017 (464 youth served), and a low in December 2016 (412 youth served).

July 2016–June 2017



DISCUSSION

During the fourth year of the JJIG program, 25 grantees used one or more of the 10 EBPs and other services to serve **1,465** youth across Georgia, spanning 34 counties. 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 **56%** across this geographic area. Since these 34 counties were home to 62% of Georgia's at-risk population (ages 0–16), targeting services in these local courts has had statewide impact (Puzzanchera, Sladky, & Kang, 2010; Georgia Juvenile Justice Data Clearinghouse, 2014; Georgia 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 programs: FFT (51%), MST (21%), and T4C (10%).

During the fourth year of utilizing community-based EBPs as alternatives to OHPs through the JJIG program, grantees and the state of Georgia saw a number of programmatic successes. Successes of the grant program include:

Reduction in out-of-home placements. For the fourth consecutive year, most grantees saw reductions in STP admissions and felony commitments to DJJ, with a 56% reduction in OHPs program-wide.

Successful program outcomes. Overall, program graduation rates are consistent with last year's, 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. There were only two cases where a participant scoring low-risk on the PDRA were enrolled, and both cases were approved exceptions based on case specifics. Enrolling youth suitable for each EBP contributes to the successful completion of each program participant. Additionally, the PDRA was evaluated and validated in March 2017 to ensure continued accuracy of this risk assessment tool.

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 fourth year of implementation. These data allow analysis for cross-categorical relationships. Additionally, the JJIG Program Funding Committee authorized the development of a new online data collection instrument to make the collection process easier and more efficient.

Model fidelity. Grantees that received follow-up site visits this year saw an increase in their model fidelity scores. Observations from the initial site visits highlighted strengths and areas in need of improvement. Grantees implemented the recommendations outlined in the FY 2016 model fidelity reports, and the progress shown at the follow-up visits demonstrates the value of fidelity monitoring in EBP implementation. The findings from the model fidelity site visits also 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, 2016a).

Building capacity and sustainability. Each grant year, 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. In addition, this year CJCC surveyed grantees to identify additional training or other needs to support community-based services. The feedback from grantees helps better inform further services that can be provided to at-risk youth in the future and helps target resources to further build capacity and sustainability.

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APPENDICES

APPENDIX A: NUMBER OF GRANTEES BY EVIDENCE-BASED PROGRAM FOR FY 2017

Evidence-Based Programs	Number of Grantees Utilizing EBP	Grantee Court
Functional Family Therapy (FFT)	12	Chatham, Columbus-Muscogee, Coweta, DeKalb, Dougherty, Fayette, Fulton, Hall, Henry, Lowndes, Macon-Bibb, Rockdale
Multisystemic Therapy (MST)	9	Augusta-Richmond, Chatham, Cherokee, Clayton, DeKalb, Fulton, Gwinnett, Houston, Troup
Thinking for a Change (T4C)	7	Athens-Clarke, Clayton, Cobb, DeKalb, Glynn, Gwinnett, Walker
Aggression Replacement Training (ART)	4	Cobb, Columbia, Douglas, Gwinnett
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
Multi-Dimensional Family Therapy (MDFT)	1	Union
Seven Challenges (7C)	1	Gwinnett

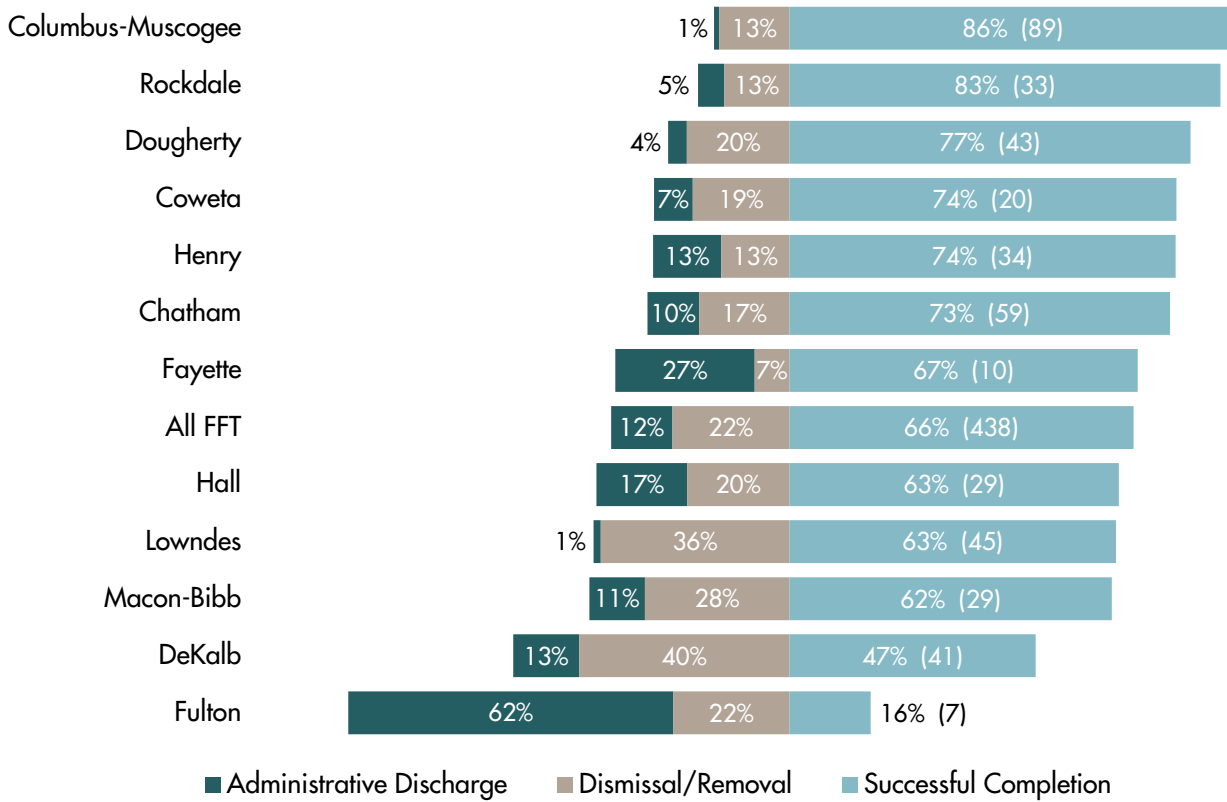
APPENDIX B: GRANT AWARDEE SERVICE AREAS FOR FY 2017

Applicant Agency	Primary County	Other Counties Served
Athens-Clarke County Unified Government	Clarke	
Augusta-Richmond County	Richmond	
Chatham County Board of Commissioners	Chatham	
Cherokee County Board of Commissioners	Cherokee	
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

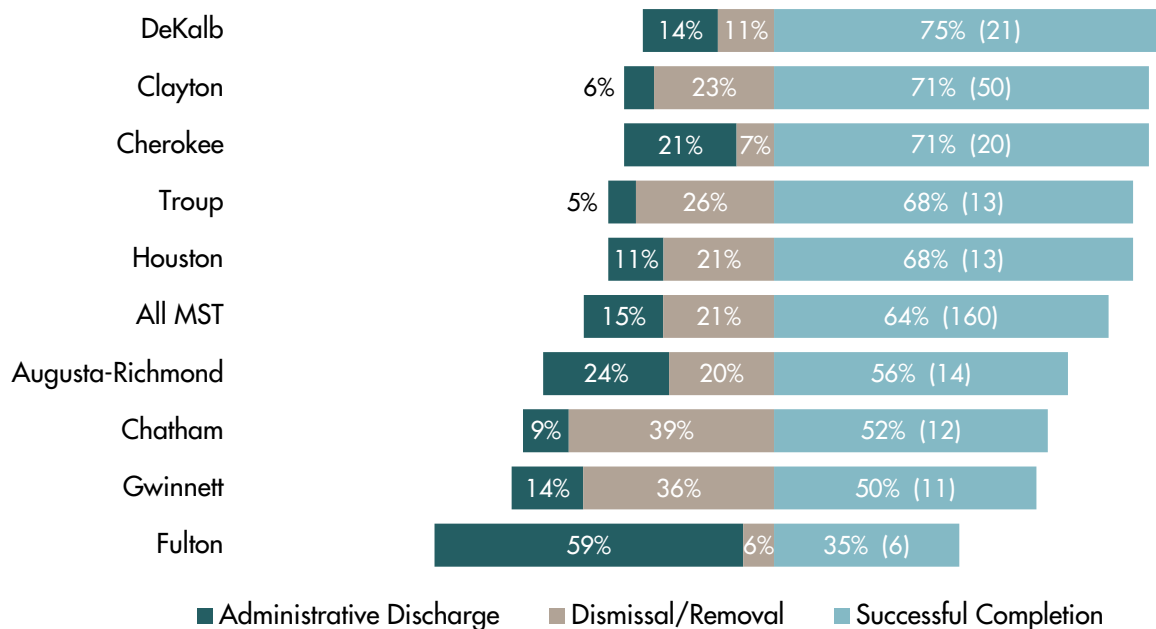
*Chattooga County returned to the JJIG coverage area in March 2017.

APPENDIX C: EVIDENCE-BASED PROGRAM OUTCOMES BY GRANTEE FOR FY 2017

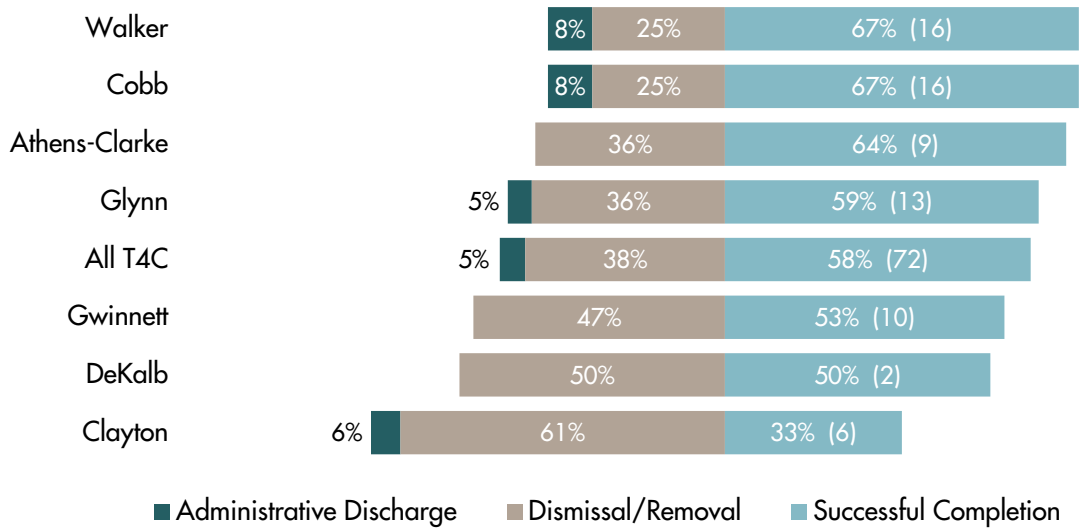
FUNCTIONAL FAMILY THERAPY (FFT)



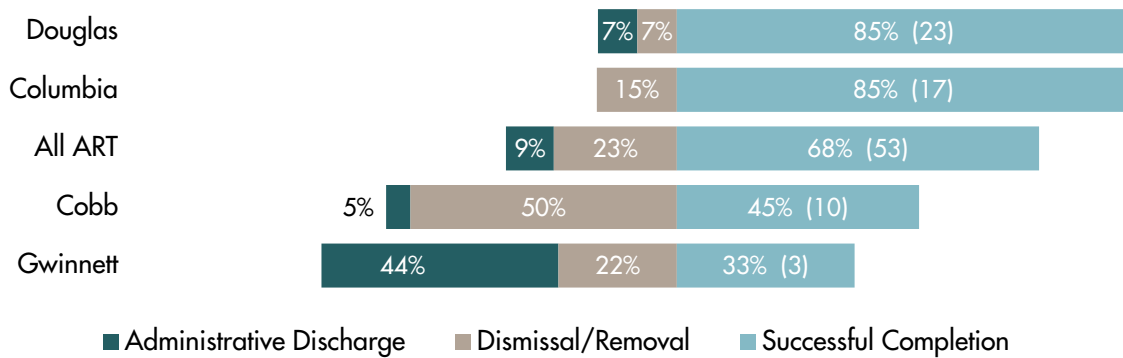
MULTISYSTEMIC THERAPY (MST)



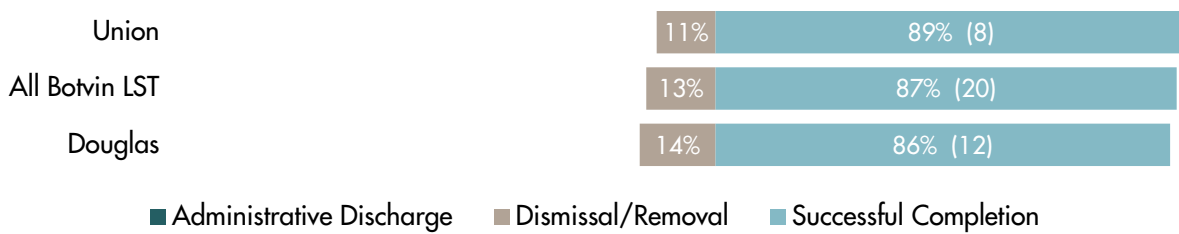
THINKING FOR A CHANGE (T4C)



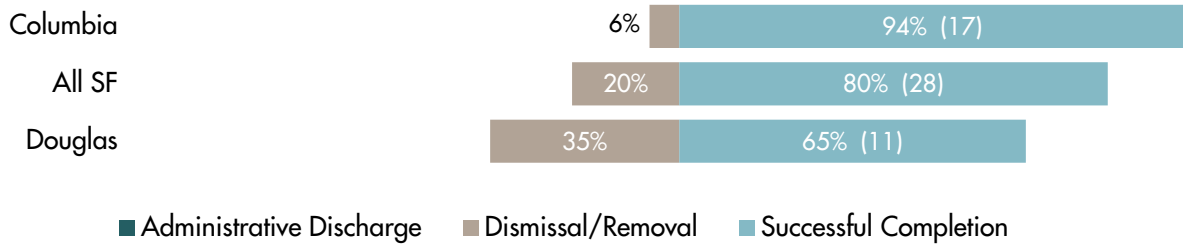
AGGRESSION REPLACEMENT TRAINING (ART)



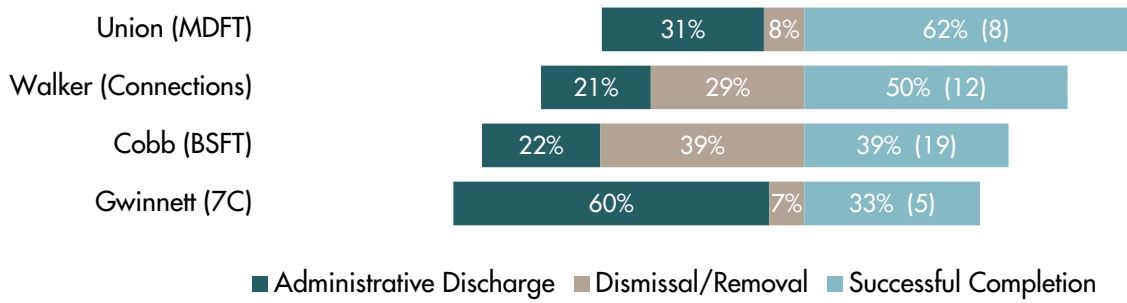
BOTVIN LIFESKILLS TRAINING (BOTVIN LST)



STRENGTHENING FAMILIES (SF)



ALL OTHER EBPS



APPENDIX D: PROGRAM OUTCOME CATEGORIES AND SUBCATEGORIES

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

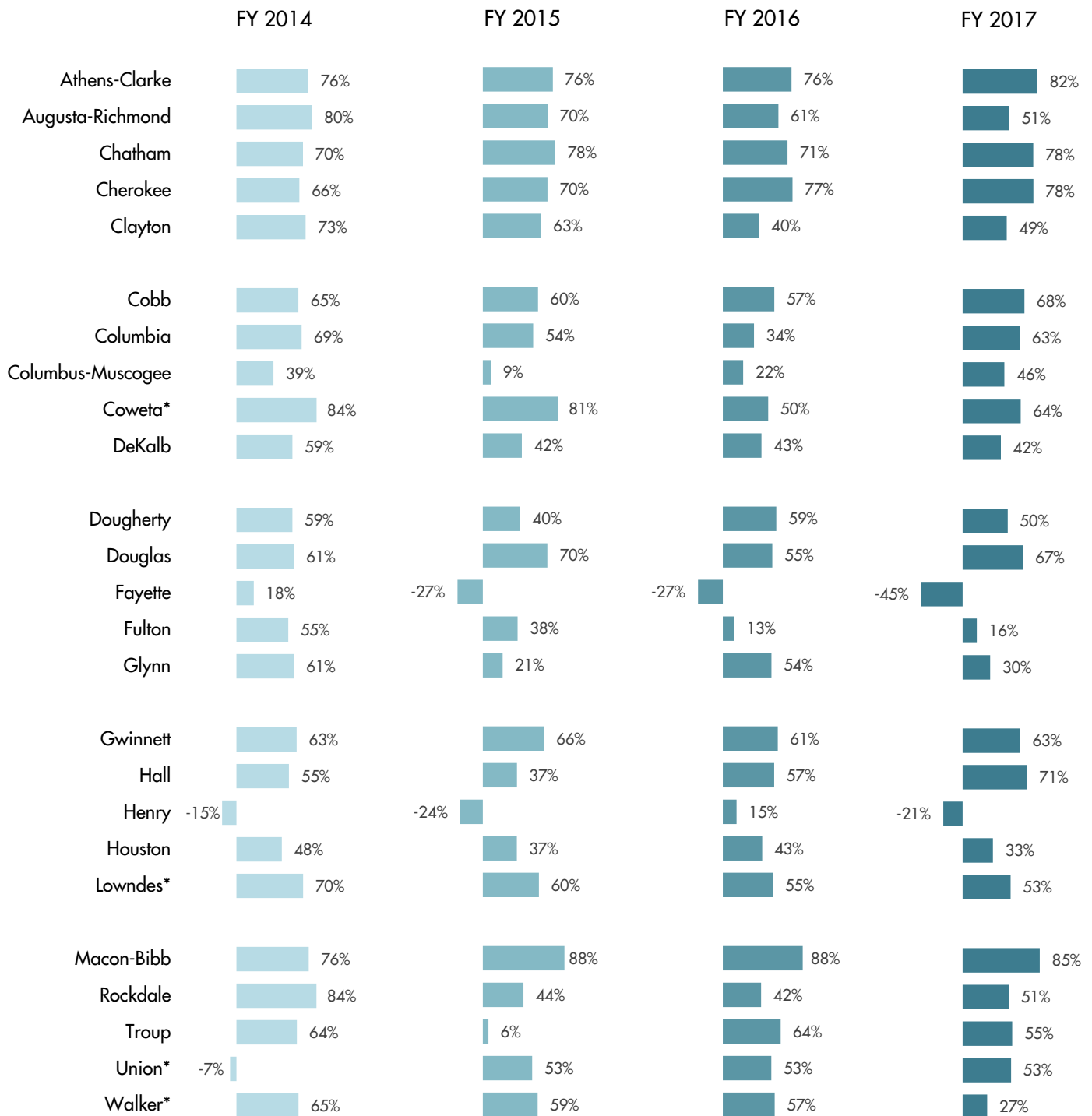
1. **Successful Completion**
2. **Administrative Discharge Subcategories**
 - a. Death
 - b. Guardianship Terminated/Family Therapy Not Applicable
 - c. Inactive Status MH/SA/Medical
 - d. Lost Jurisdiction
 - e. Moved from Area Prior to Completing Treatment
 - f. Other Administrative Reason
 - g. Program 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 2017

Primary County	2012 Baseline	20% Reduction Target	OHP Totals	Reduction Number	Reduction %
Athens-Clarke	45	36	8	37	82%
Augusta-Richmond	103	82	50	53	51%
Chatham	310	248	69	241	78%
Cherokee	86	69	19	67	78%
Clayton	70	56	36	34	49%
Cobb	141	113	45	96	68%
Columbia	35	28	13	22	63%
Columbus-Muscogee	174	139	94	80	46%
Coweta*	86	69	31	55	64%
DeKalb	202	162	117	85	42%
Dougherty	141	113	71	70	50%
Douglas	33	26	11	22	67%
Fayette	11	9	16	-5	-45%
Fulton	141	113	119	22	16%
Glynn	56	45	39	17	30%
Gwinnett	213	170	78	135	63%
Hall	76	61	22	54	71%
Henry	33	26	40	-7	-21%
Houston	90	72	60	30	33%
Lowndes*	99	79	41	46	53%
Macon-Bibb	15	12	34	192	85%
Rockdale	226	181	28	29	51%
Troup	57	46	15	18	55%
Union*	33	26	7	8	53%
Walker*	49	39	36	13	27%

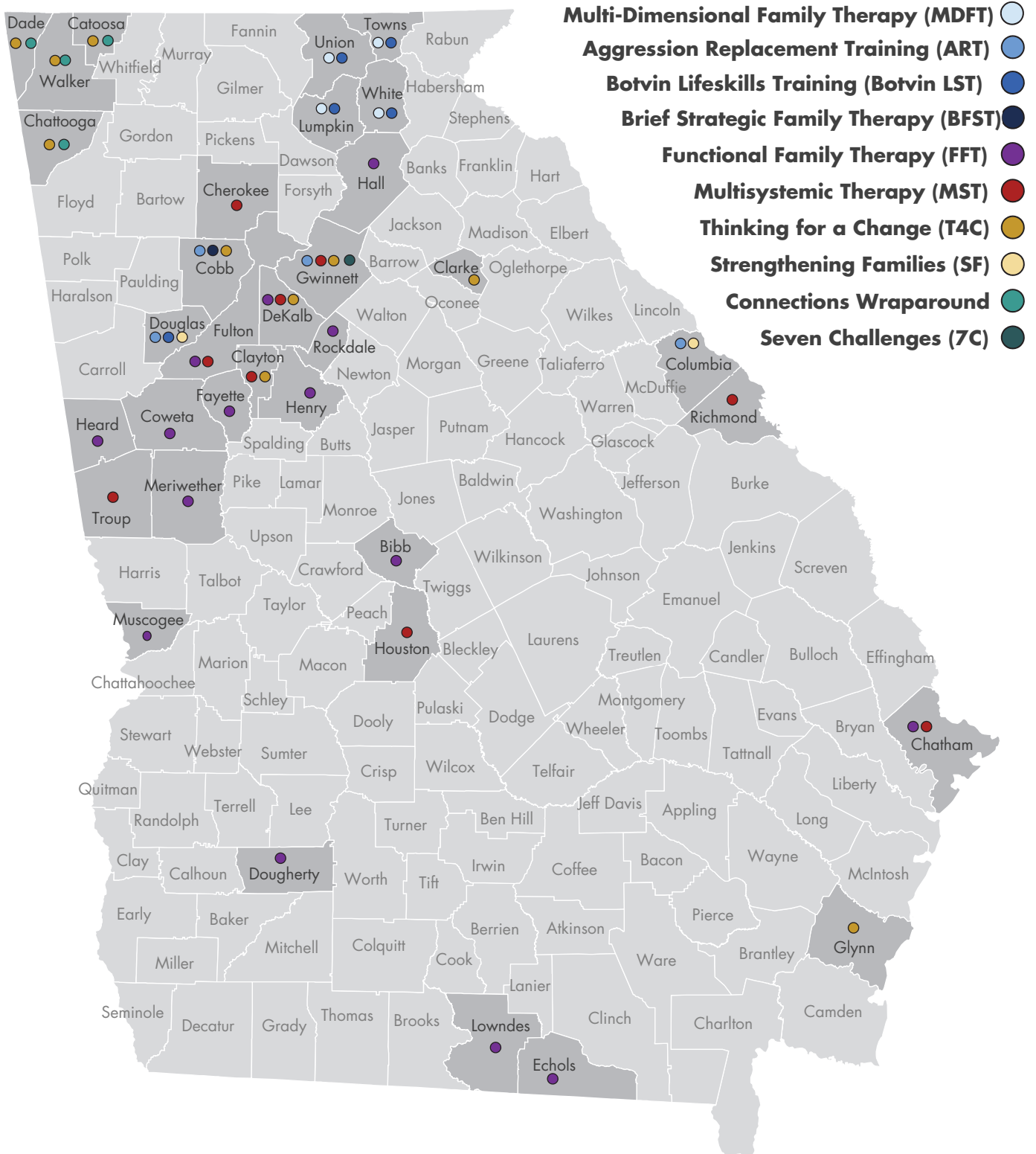
*Grantee court serves multiple counties.

APPENDIX F: OUT-OF-HOME PLACEMENT REDUCTION PERCENTAGE FOR FY 2014 TO FY 2017



*Grantee court serves multiple counties.

APPENDIX G: GEORGIA JUVENILE JUSTICE INCENTIVE GRANT EVIDENCE-BASED PROGRAM DISTRIBUTION FOR FY 2017





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UNIVERSITY OF GEORGIA

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