



Georgia Juvenile Justice Incentive Grant

Evaluation Report

2017–2018



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



Georgia Juvenile Justice Incentive Grant
Year Five 2017-2018

Evaluation Report

SUBMITTED TO

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

PREPARED BY

Carl Vinson Institute of Government
The University of Georgia
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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

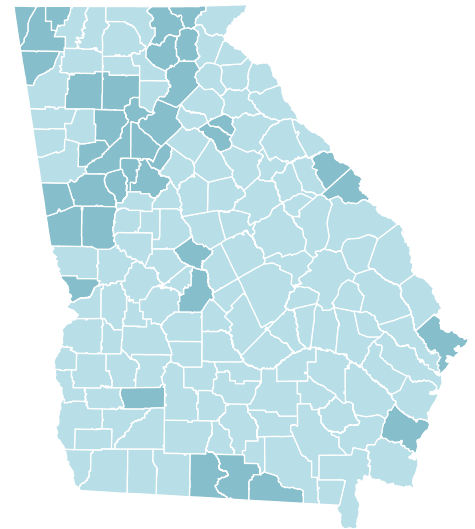
Acknowledgements

Carl Vinson Institute of Government Project Team

Jamil Sewell, M.A.
Nyla Lieu, M.S.W.
Tyler Smith, M.P.H., M.S.W.
John F. Chamblee, Ph.D.
Melinda W. Moore, Ph.D., M.S.W.
Megan Bramlett
David Tanner, M.P.A.
Theresa A. Wright, Ph.D.

EXECUTIVE SUMMARY

The Georgia Juvenile Justice Incentive Grant (JJIG) is a competitive grant offered to Georgia 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, while maintaining public safety. The use of 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 FY 2018, the fifth implementation year, the grant served 1,390 youth in 26 grantee courts across 37 counties in Georgia. These counties were home to 68% of Georgia’s at-risk youth, defined as juveniles age 16 and younger (Puzzanchera, Sladky, & Kang, 2018). Using nine EBPs, the JJIG diverted youth from short-term program admissions and felony commitments to the Department of Juvenile Justice. Highlights from FY 2018 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 11).
- **Program participation.** Grantees served 1,390 youth through nine grant-funded EBPs and other services (see page 12).
- **Program outcomes.** The average successful completion rate across all programs was 69% (see pages 13-14).
- **Model fidelity.** The Georgia Criminal Justice Coordinating Council (CJCC) increased the program’s capacity for model fidelity monitoring and technical assistance by adding a second Model Fidelity Coordinator. CJCC also conducted four model fidelity site visits in FY 2018 (see pages 15-16).
- **Participant demographics.** Males comprised 79% and females comprised 21% of participants served; 72% of participants identified as Black/ African American. Participants were typically in public school (63%), 16 years-old (30%), and in ninth grade (36%) (see pages 17-20).

- **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 21).
- **Reduction in out-of-home placements.** Compared to their FY 2012 baseline, most grantees demonstrated a reduction in the number of OHPs, with a grant-wide reduction of 57% (see pages 23–26).

INTRODUCTION

The Georgia Juvenile Justice Incentive Grant (JJIG) is designed to reduce out-of-home placements (OHPs), which include 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). These EBPs are shown to reduce recidivism among juveniles, and to promote a positive relationship among the youth, their families, and their communities. The overarching grant 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 Funding Committee, contracted with the Carl Vinson Institute of Government at the University of Georgia to assist the Committee with implementing the grant evaluation plan and to serve as the evaluator for the JJIG. To carry out its responsibilities to the Committee, the Institute of Government evaluation team 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 grant outputs, grantee processes, and local and state outcomes. In addition, the Institute evaluation team used standardized protocols to collect consistent data about targeted state- and county-level outcomes, including individual-level commitment and programmatic information across grantees.

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 rates across the state. The Institute evaluation team 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 inform its research and evaluation, the Institute evaluation team leveraged existing data systems, such as Georgia's Juvenile Justice Data Clearinghouse (juveniledata.georgia.gov) and DJJ's Juvenile Tracking System (JTS). During the fifth implementation year, July 2017 to June 2018, the Institute evaluation team undertook several activities, including delivering data collection training to grantees, participating in site visits, managing an online data collection tool, providing data monitoring and technical assistance support, and preparing and distributing the end-of-year report. In addition, the Institute evaluation team provided quarterly evaluation presentations, which included key target data and programmatic information.

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

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. In 2012, Georgia’s Criminal Justice Reform Council partnered with the Pew Charitable Trusts and the Annie E. Casey Foundation 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 DJJ budget] 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 Georgia House Bill 242 during the 2013 legislative session. In concert with the legislative changes recommended by Governor Nathan Deal, 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 2018, the fifth year of implementation, the JJIG received \$7.8 million in state funding, with an additional \$1.1 million in Title II funding administered by OJJDP, for a total of \$8.9 million in grant funding.

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

This updated juvenile code took effect January 1, 2014, implementing the recommended changes to reduce the use of juvenile incarceration, including:

- 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)).
- 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).
- 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).

The objectives of the JJIG 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.

Ongoing evaluation efforts are built into the grant in order to help assess progress on these objectives. As the external evaluator, the Institute of Government is responsible for primary and secondary data collection, analysis, and reporting on the primary EBPs operating in grantee sites, and provides evaluation technical assistance to grantee sites across the state. The evaluation process helps grantees identify areas of success and areas in need of improvement in their implementation approach. The JJIG Funding Committee, CJCC, and DJJ use data from the evaluation to identify areas for grantee training, intervention, and to modify future programming design and requirements. 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.

In the first implementation year of the JJIG, 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 at the time were home to approximately 70% of Georgia's at-risk population, defined as juveniles age 16 and younger (Georgia Juvenile Justice Data Clearinghouse, 2014; Georgia Council on Criminal Justice Reform, 2014; Puzzanchera, Sladky, & Kang, 2018). In the second year of JJIG implementation, DJJ through its Community Services Grant began providing EBP services in the counties not covered under the JJIG, as well as to some counties that transitioned out of the JJIG, ensuring broad funding support for EBPs throughout Georgia¹. In the fifth implementation year, 26 grantee courts served 1,390 unduplicated youth across 37 counties in Georgia, which were home to approximately 68% of Georgia's at-risk population (Puzzanchera, Sladky, & Kang, 2018).

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 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 nine 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 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 nine EBPs used in FY 2018 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. 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.

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 2018 (see Figure 1). Twelve of the 26 grantee courts provided FFT, 11 provided MST, and eight provided T4C. Four grantee courts utilized ART, two used Botvin LST, and one used BSFT, Connections, MDFT, and SF each (see Appendix A). In FY 2018, 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, SF, and T4C). This is consistent with participants served in the previous grant year. The total number of EBP sessions delivered across all grantee programs during the fifth year was 22,821 (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 2018.

July 2017–June 2018

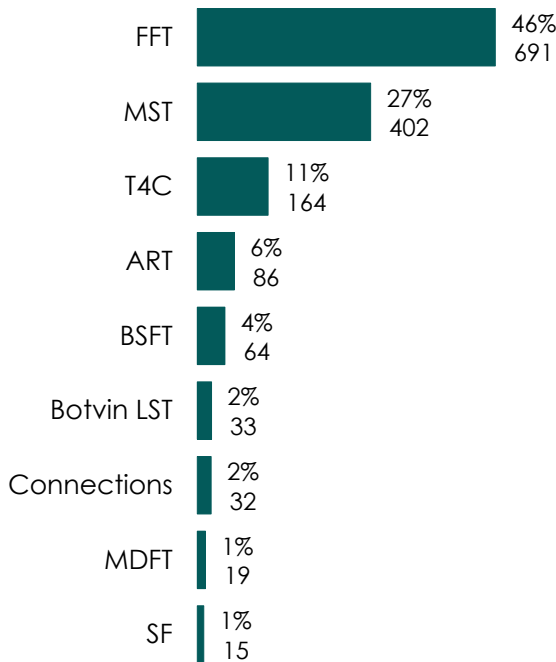


Figure 2

In FY 2018, the number of sessions delivered across all evidence-based programs was 22,821, with FFT and MST making up a majority of total sessions.

July 2017–June 2018

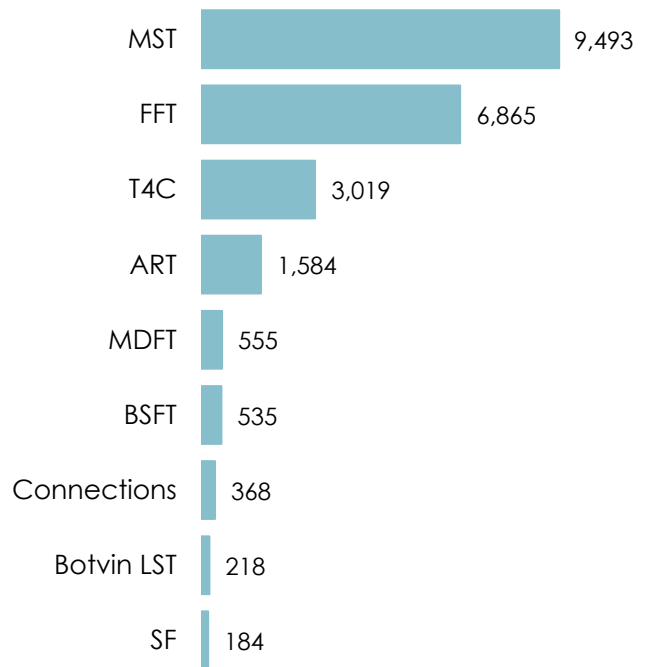


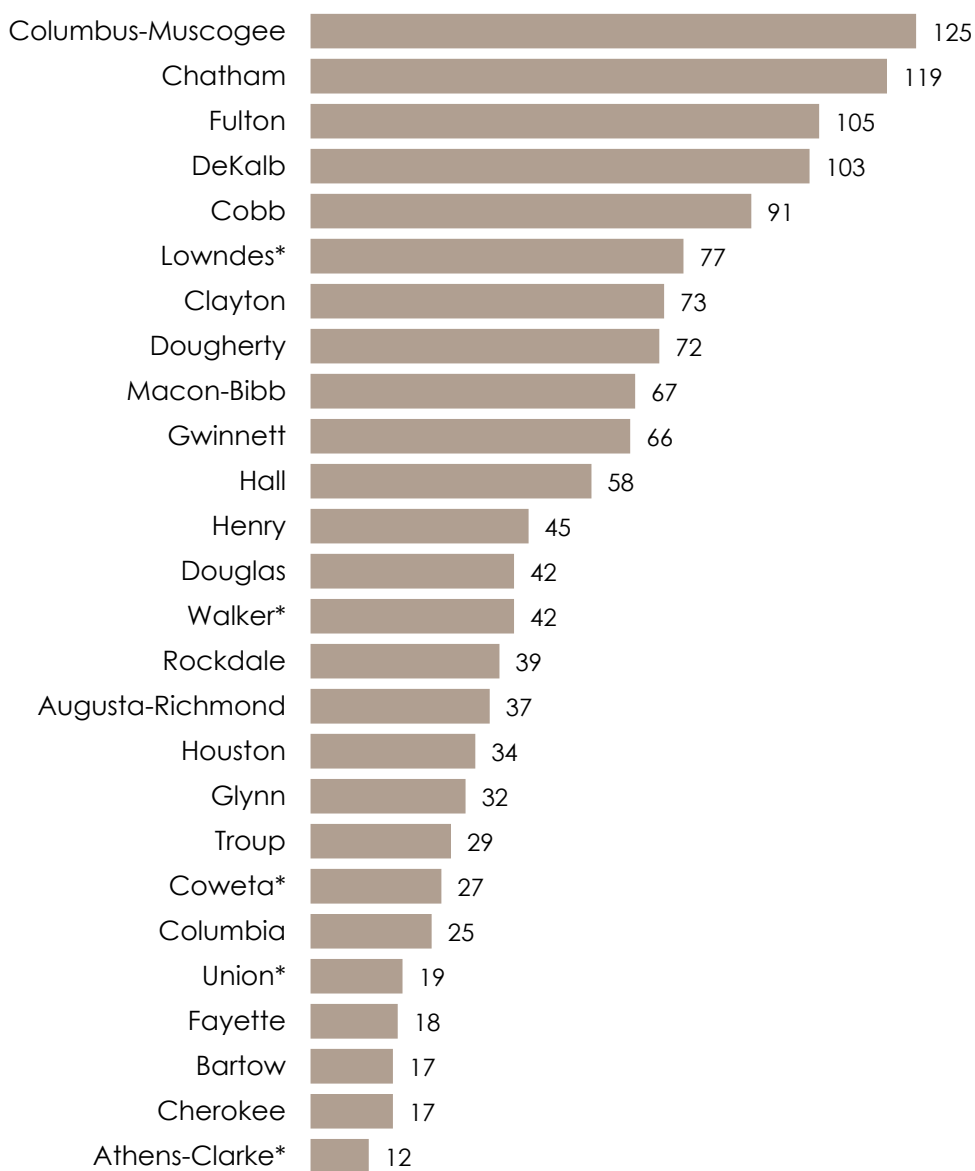
Figure 3 shows the number of youth served in each grantee court from July 2017 through June 2018, and includes enrollments in EBP, secondary non-EBP, caregiver wraparound, and/or youth wraparound services. Grantee courts served 1,390, ranging from 12 to 125 participants per grantee. Note that due to moving, one participant was served by more than one grantee, so the number of participants served by each grantee sums greater than the 1,390 total served across the JJIG. While most grantee courts represent a single county, five courts represent more than one county: Athens-Clarke, Coweta, Lowndes, Union, and Walker. Appendix B presents a list of grantees and the reach of EBP services available to court-involved youth.

Figure 3

Grantee courts served 1,390 youth in grant-funded programming in FY 2018.

July 2017–June 2018

*Grantee court serves multiple counties.



PROGRAM OUTCOMES

Figure 4 shows the number of successful completions, dismissals/removals, and administrative discharges from each EBP over the course of the fifth year. 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, and T4C had the highest number of youth successfully completing programming. Successful completion rates ranged from 40% in BSFT to 97% in Botvin LST, with an overall completion rate of 69% across all programs. The dismissal/removal rate was 20% and the administrative discharge rate was 11%. See Appendix C for a breakdown of EBP exits by grantee.

Figure 4

In FY 2018, eight out of the nine evidence-based programs reported successful completion rates over 65%.

July 2017–June 2018

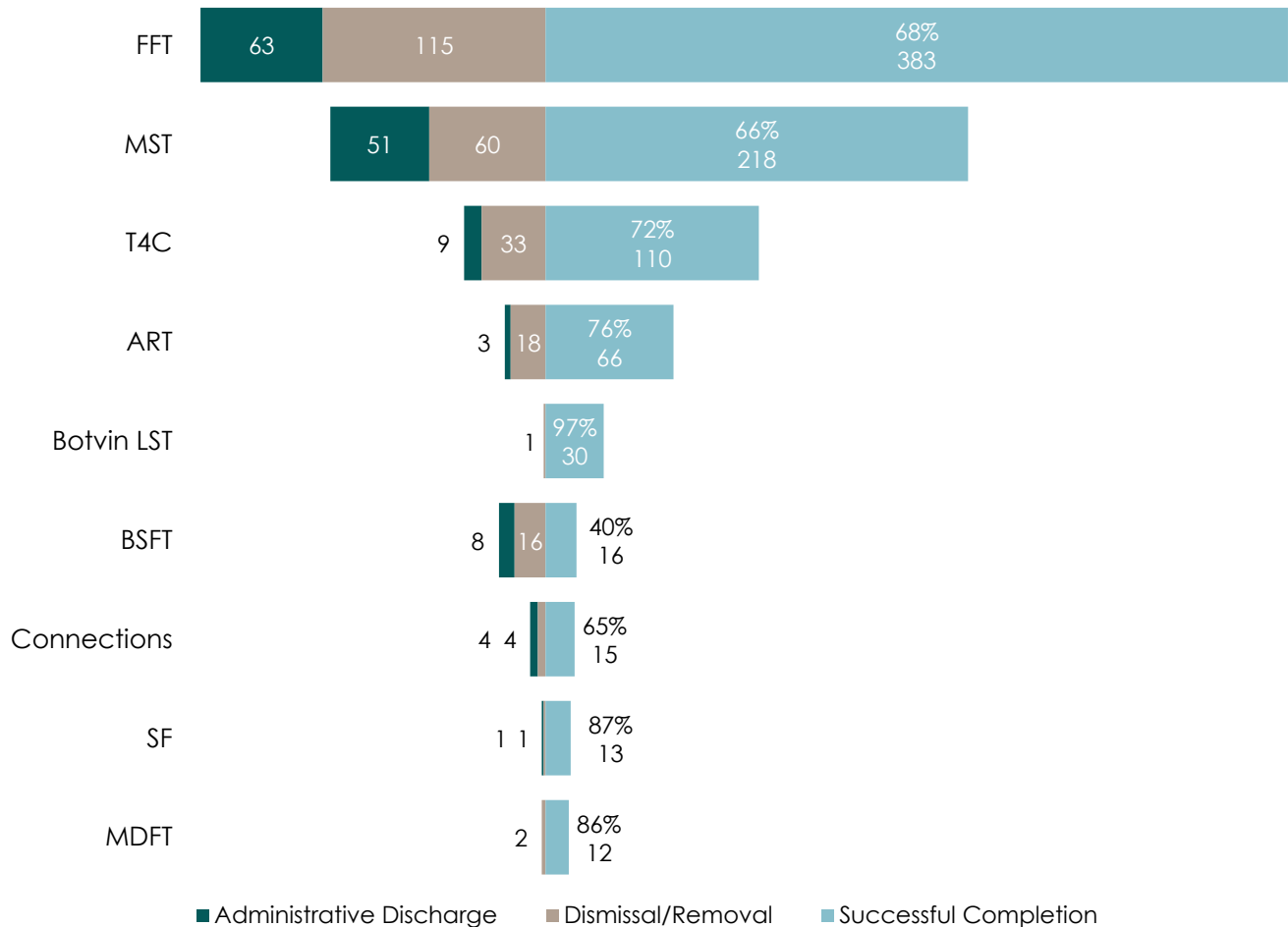
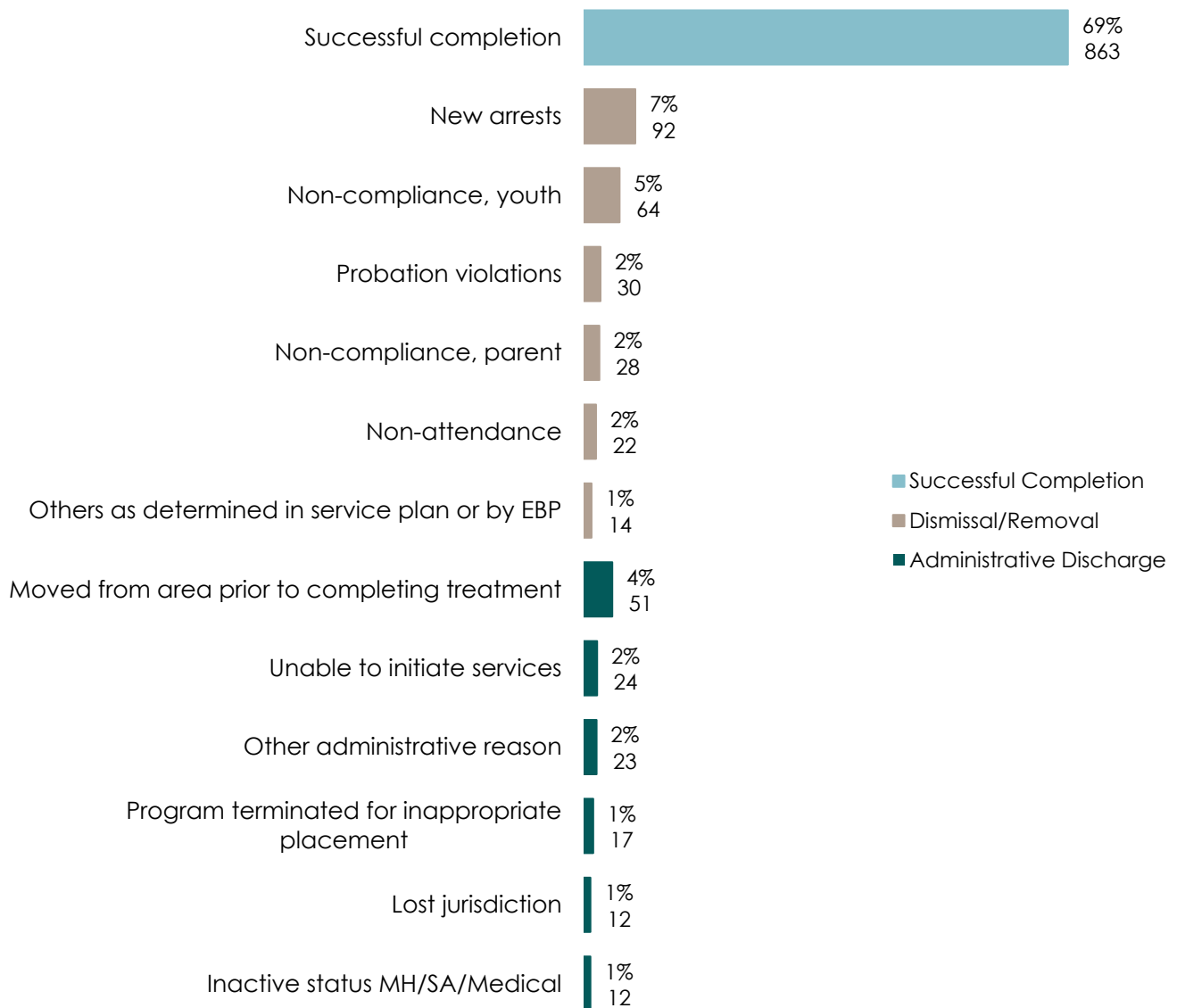


Figure 5 shows a breakdown of exit reasons across all nine evidence-based programs. Dismissal/removals reflected 20% of total program exits and were due primarily to new arrests, non-compliance by youth or parent, probation violations, and non-attendance. Administrative discharges constituted 11% of total program exits, mostly due to moving from the area prior to completing treatment, the inability to initiate services, and other administrative reasons. See Appendix D for a full breakdown of dismissal/removal and administrative discharge subcategories.

Figure 5

Out of 1,252 exits from grant-funded evidence-based programs in FY 2018, 863 (69%) were successful completions.

July 2017–June 2018



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 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. The Model Fidelity Coordinator uses the findings from site visits to provide technical assistance and support to grantees. Additionally, the Model Fidelity Coordinator conducts a six month follow-up observation after each site visit to assess the progress of grantees. 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 a continued commitment to model fidelity monitoring, in FY 2018 the Juvenile Justice Incentive Grant expanded its capacity to provide grantees with coaching, training, and other support for evidence-based program implementation—all key elements of successful program outcomes.

In FY 2016, CJCC began the first round of model fidelity site visits, prioritizing the 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. Eleven grantees underwent model fidelity site visits in the first year of monitoring. Of the 11 grantees, six courts implemented ART, four courts implemented T4C, and one court implemented both ART and T4C.

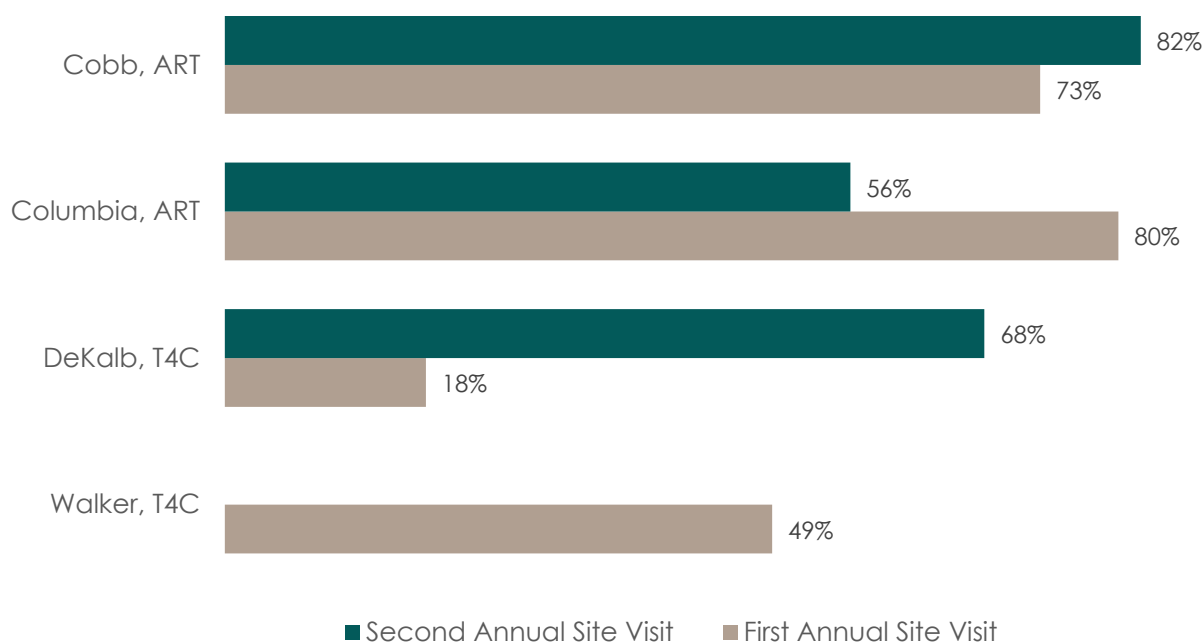
In FY 2017, CJCC conducted six additional model fidelity site visits. Of the six counties, five utilized T4C while one utilized ART. Athens-Clarke (T4C), Cobb (T4C), Gwinnett (T4C), and Douglas (ART) counties underwent their second annual fidelity monitoring site visit. Clayton (T4C) and Glynn (T4C) counties received their first annual site visit.

In FY 2018, CJCC increased the program’s capacity for model fidelity monitoring and technical assistance by adding a second Model Fidelity Coordinator to its Juvenile Justice Unit. CJCC conducted four model fidelity site visits in FY 2018. Three of those grantees received their second annual fidelity monitoring site visit – Columbia (ART), DeKalb (T4C), and Cobb (ART) counties. Walker County received its first annual fidelity monitoring site visit for T4C. As shown in Figure 6, the second annual site visits in Cobb and DeKalb counties showed progress after implementing the recommendations outlined in the model fidelity reports conducted during their first annual fidelity monitoring site visits. For model fidelity scores from 2016 to 2018, see Appendix H.

Figure 6

In FY 2018, two Thinking for a Change model fidelity site visits and two Aggression Replacement Training site visits were conducted. Three of those were second annual site visits—Cobb, DeKalb, and Columbia—two of which showed improvements in program fidelity from the first annual site visits.

July 2015–June 2018



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

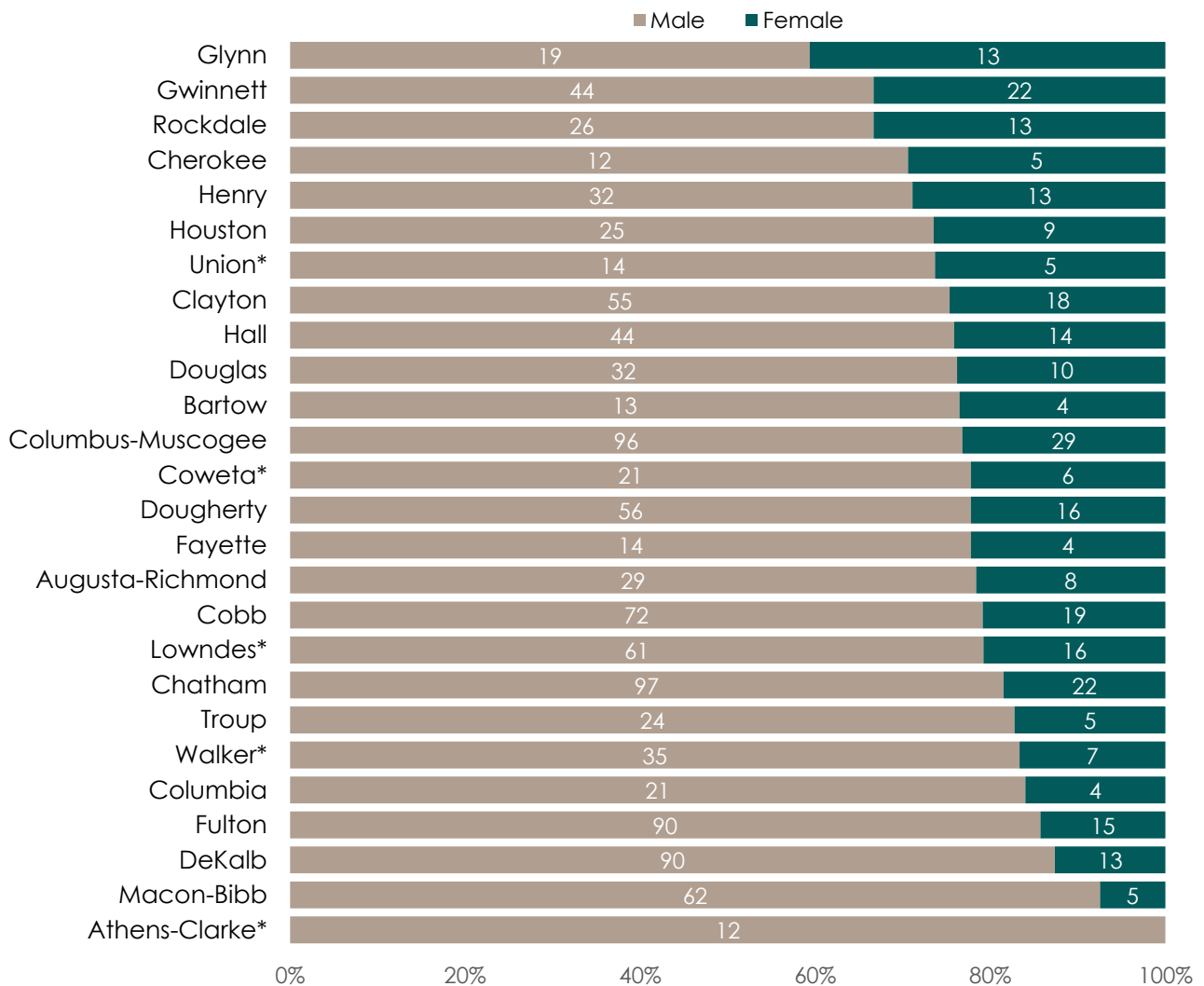
Since the grant serves at-risk youth facing an STP admission or a felony commitment to DJJ, program averages are compared to existing data on STP admissions and felony commitments to DJJ for the State of Georgia. Grant-wide in FY 2018, males and females comprised 85% and 15%, respectively, of total out-of-home placements (OHPs). Likewise, more males (79%) enrolled in grant-funded programs than females (21%) (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

In FY 2018, males comprised 79% and females comprised 21% of youth served in grant-funded programs.

July 2017–June 2018

*Grantee court serves multiple counties.



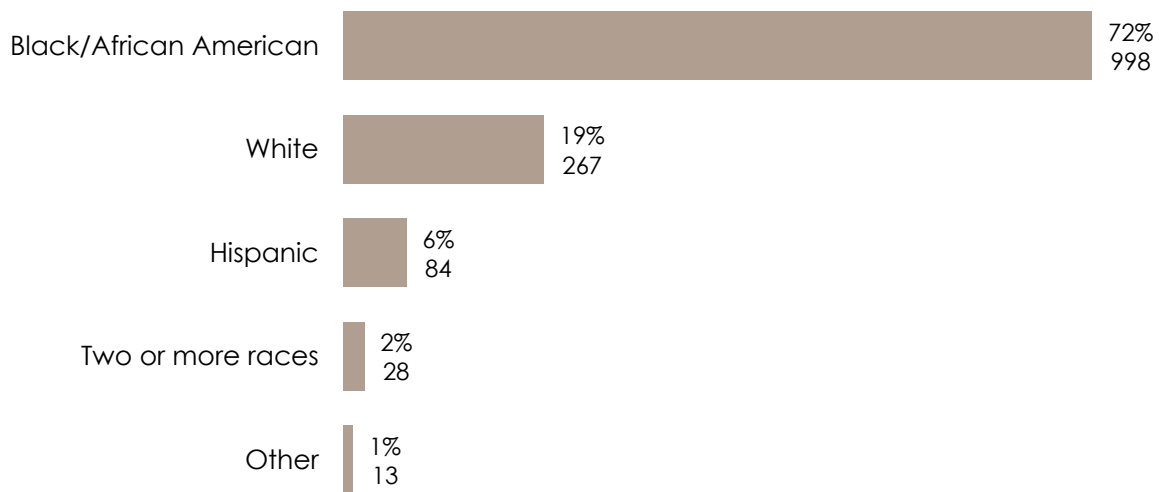
RACE/ETHNICITY

In FY 2018, 72% of participants identified as Black/ African American, 19% as White, 6% as Hispanic, 2% as two or more races, and 1% as other (see Figure 8). The breakdown of total OHPs in those same counties covered in the JJIG was 74% Black/ African American, 16% White, 7% Hispanic, and 3% other during the same period. The race/ethnicity of JJIG participants closely aligns to the grant-wide totals of STP admissions and felony commitments to DJJ. 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 2018, evidence-based program participants identified as Black/African American (72%), White (19%), Hispanic (6%), two or more races (2%), and other (1%).

July 2017–June 2018



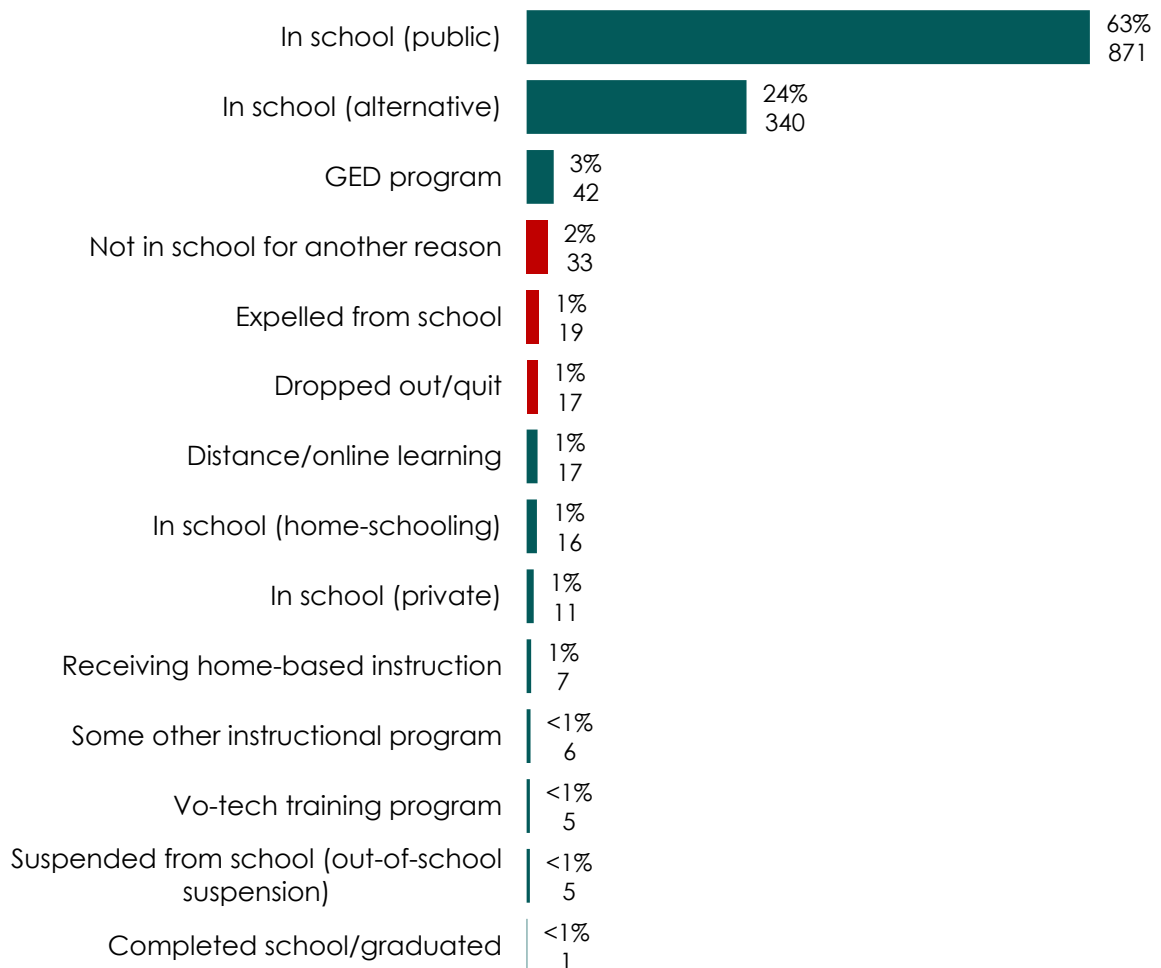
EDUCATIONAL STATUS

Research has repeatedly described a relationship 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 a much 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; Thornberry, Moore, & Christenson, 1985). Due to the importance of the link between school and delinquency, 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 (63% in public) or an alternative school (24%). 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. This trend remains consistent each year of JJIG implementation.

Figure 9

In FY 2018, approximately 95% of program participants were enrolled in or had completed some type of educational programming while in grant-funded services.

July 2017–June 2018



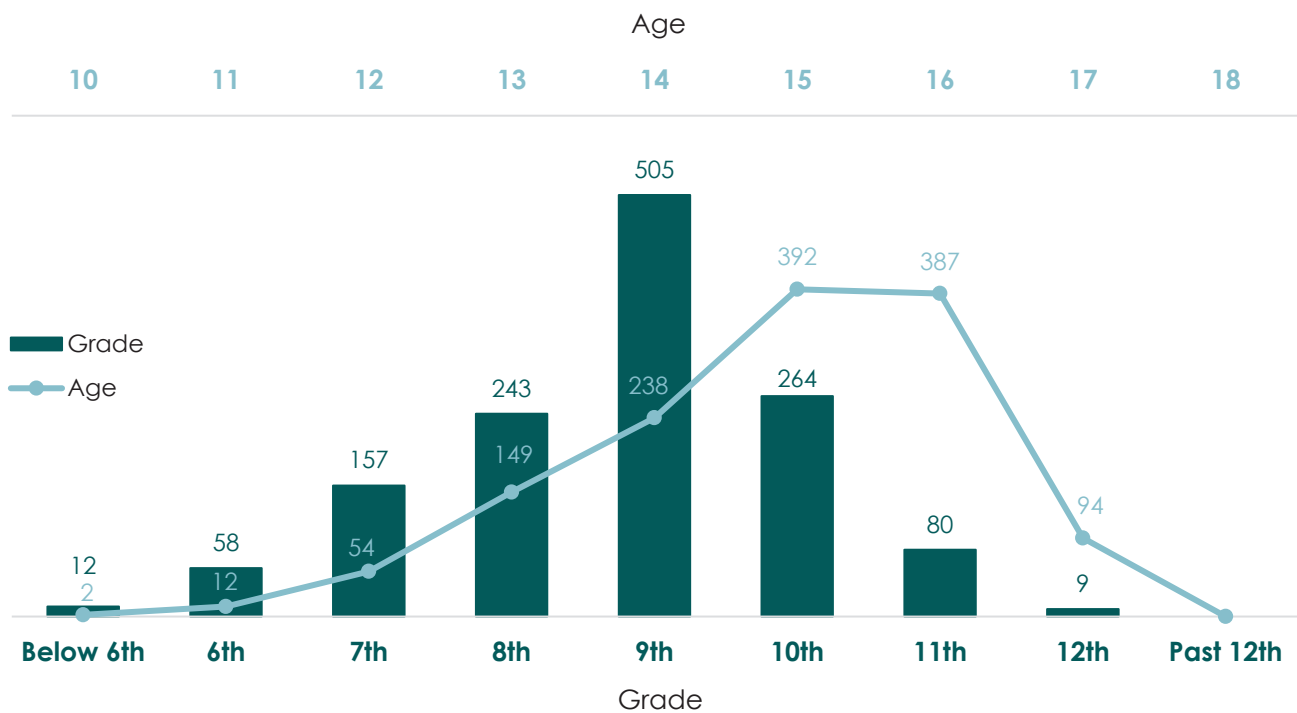
GRADE LEVEL AND AGE

Figure 10 shows the age and grade levels of youth served in the JJIG program. Of the total 1,390 youth served, 76% were between ages 14 and 16 (1,059 participants), with 16 (30%) being the most frequently occurring age. The largest percentage of youth served (505 participants or 36%) were in the ninth grade. Sixty-two 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

In FY 2018, the majority of youth enrolled in grant programs were between ages 14 and 16, and most were enrolled in 8th through 10th grade.

July 2017–June 2018



PRE-DISPOSITION RISK ASSESSMENT

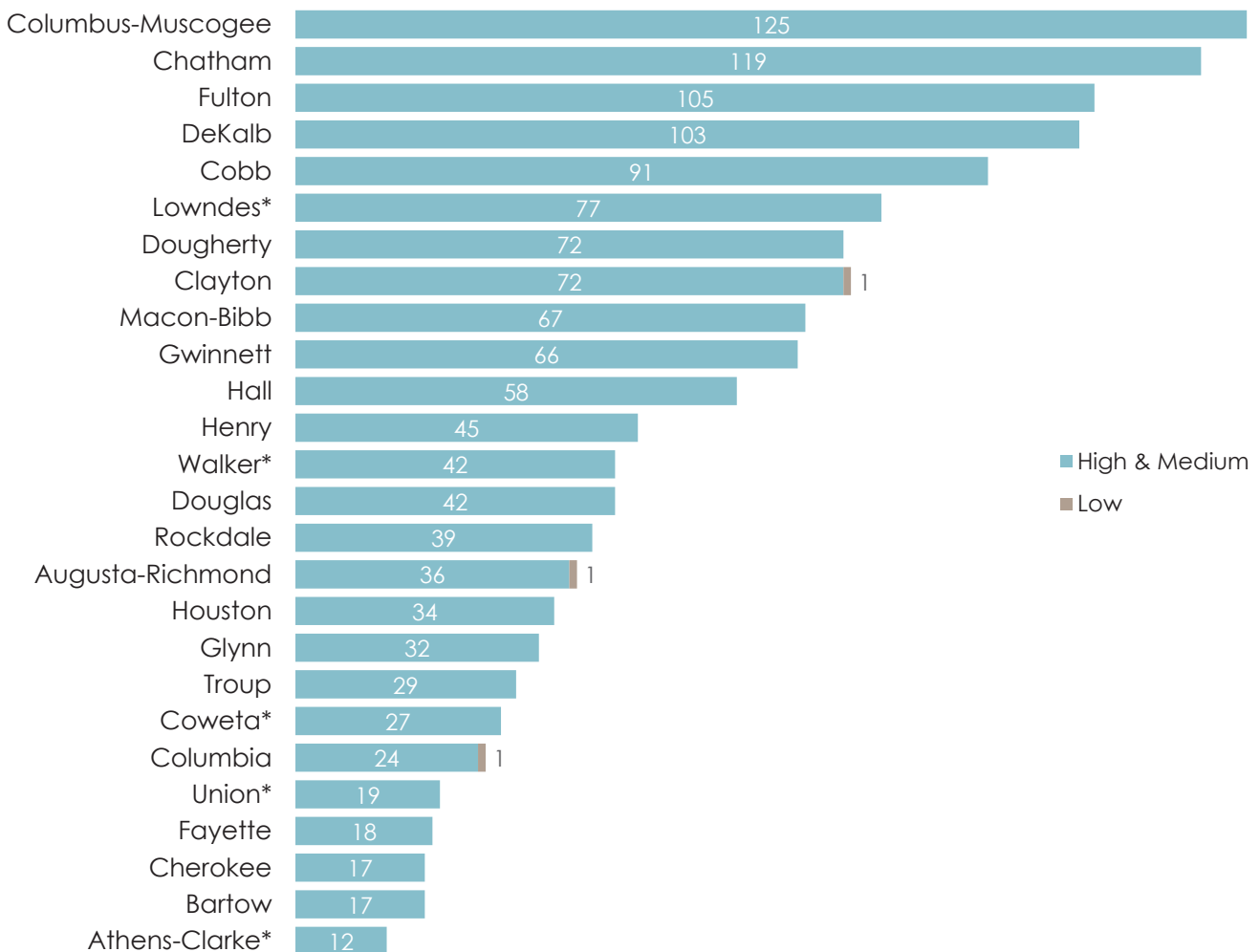
The PDRA measures the likelihood of reoffense and provides grantee courts with a standardized measure to determine appropriateness for evidence-based programming. It is an evidence-based criminogenic risk assessment tool developed in 2013 by NCCD, in collaboration with DJJ and the Annie E. Casey Foundation. NCCD completed an evaluation and validation of the PDRA in March 2017. Grantee courts perform this assessment of youth post-adjudication and pre-disposition. Only youth scoring as medium- or high-risk on the PDRA may be diverted to JJIG-funded EBPs. In the fifth implementation year, the JJIG program served only three youth with a low PDRA score, two of which were approved exceptions based on case specifics (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 1,390 total served across the JJIG.

Figure 11

Out of 1,390 participants served in FY 2018, only 3 youth were reported with a low Pre-Disposition Risk Assessment (PDRA) score.

July 2017–June 2018

*Grantee court serves multiple counties.



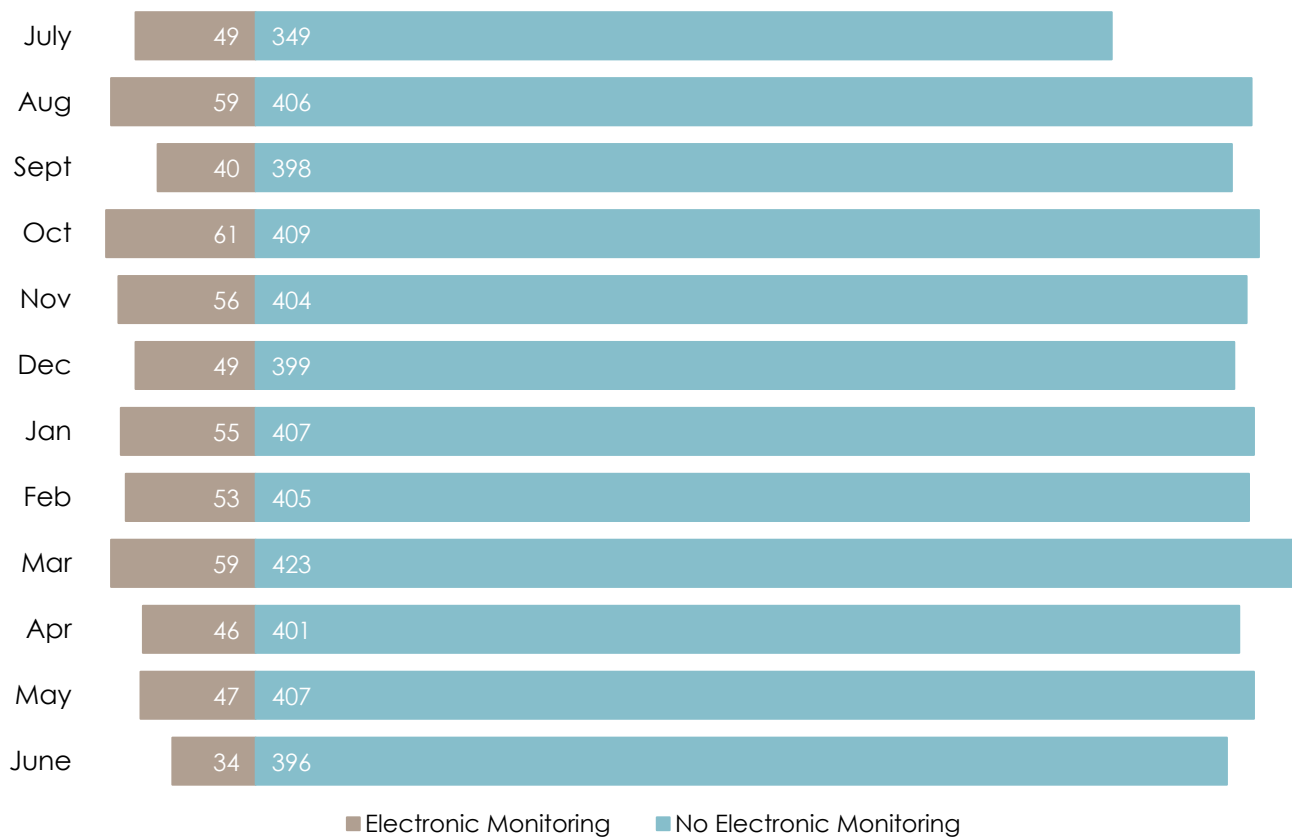
ELECTRONIC ANKLE MONITORING

To support their efforts to increase the use of community-based alternatives to detention, grantees provided optional electronic ankle monitoring services for program youth. Between July 2017 and June 2018, 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

In FY 2018, between 34 and 61 youth (8% to 13%) were supervised via electronic ankle monitoring each month.

July 2017–June 2018



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) STP admissions and felony commitments to DJJ received from DJJ's JTS, and (2) programmatic data submitted by each grantee court. Monthly programmatic data reports include 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 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 is to reduce the number of juveniles placed in out-of-home facilities in the 26 grantee courts during the grant term.

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, and FY 2017 with a **54%**, **53%**, and **56% reduction**, respectively, from the FY 2012 baseline each year.

In FY 2018, grantee courts again exceeded the 20% reduction target. The total number of STP admissions and felony commitments to DJJ was 1,109 within the 37 counties served by the 26 grantee courts. This number represents a **57% reduction** from the FY 2012 baseline (from 2,552 to 1,109 total OHPs). This marks the fifth 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 Five Implementation Years

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

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 2018. See Appendix E for FY 2012 baselines, FY 2018 reduction targets, and FY 2018 OHP numbers for each grantee.

Figure 13

In FY 2018, 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 2017–June 2018

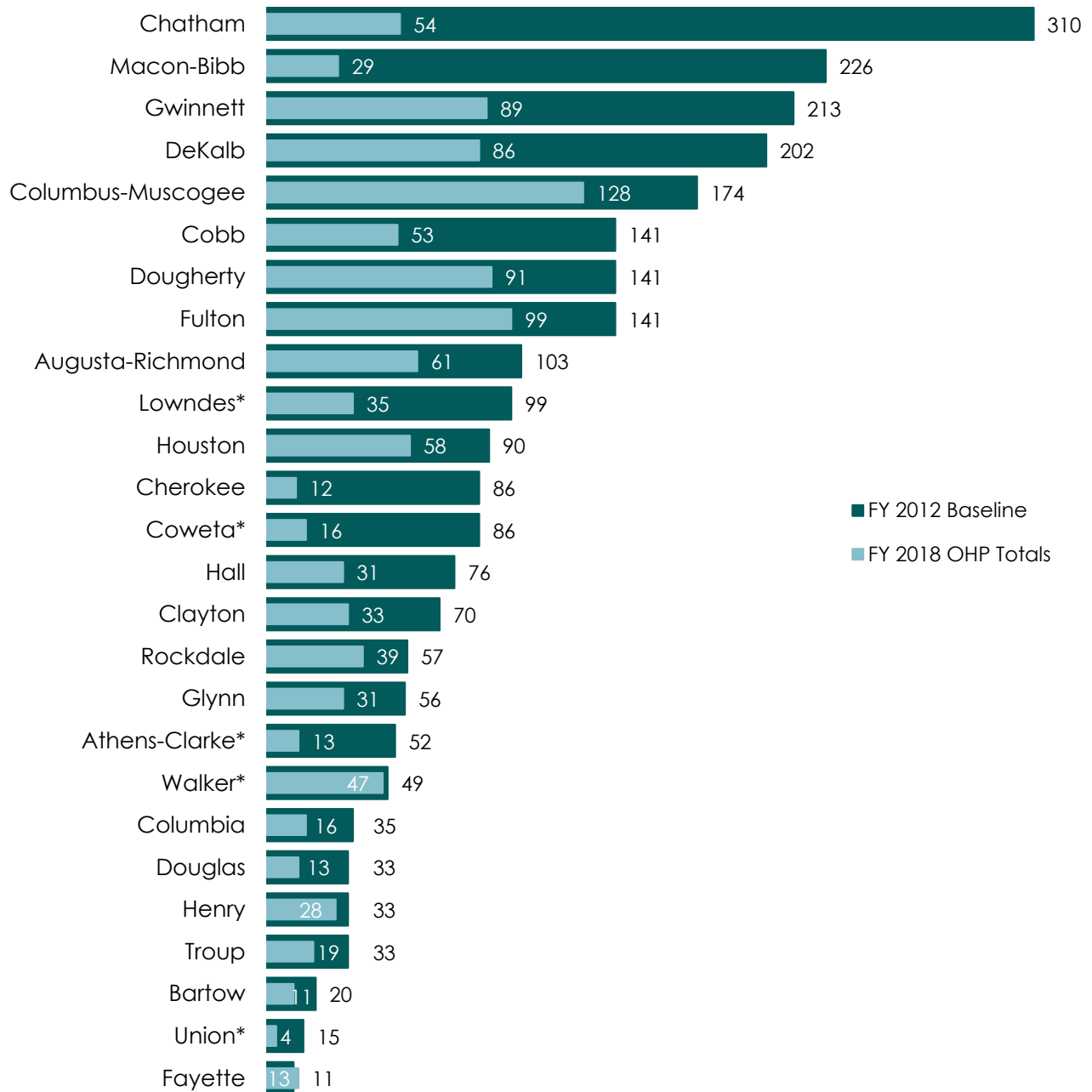


Figure 14 shows the OHP reduction percentage for each grantee court in FY 2018 compared to the pre-reform baseline marker (shown below in red). To meet this reduction target, a grantee court would need a 20% reduction in OHPs from its FY 2012 baseline. Of the 25 grantee courts that reduced their OHPs compared to the baseline, 23 exceeded the 20% reduction target. Macon-Bibb (87%) and Cherokee (86%) had the largest reductions in FY 2018. The only grantee court that did not see a reduction was Fayette County. For OHP reduction percentages by grantee court from FY 2014 to FY 2018, see Appendix F.

Figure 14

In FY 2018, 23 out of 26 grantee courts exceeded the 20% reduction target for annual out-of-home placement totals.

July 2017–June 2018

*Grantee court serves multiple counties.

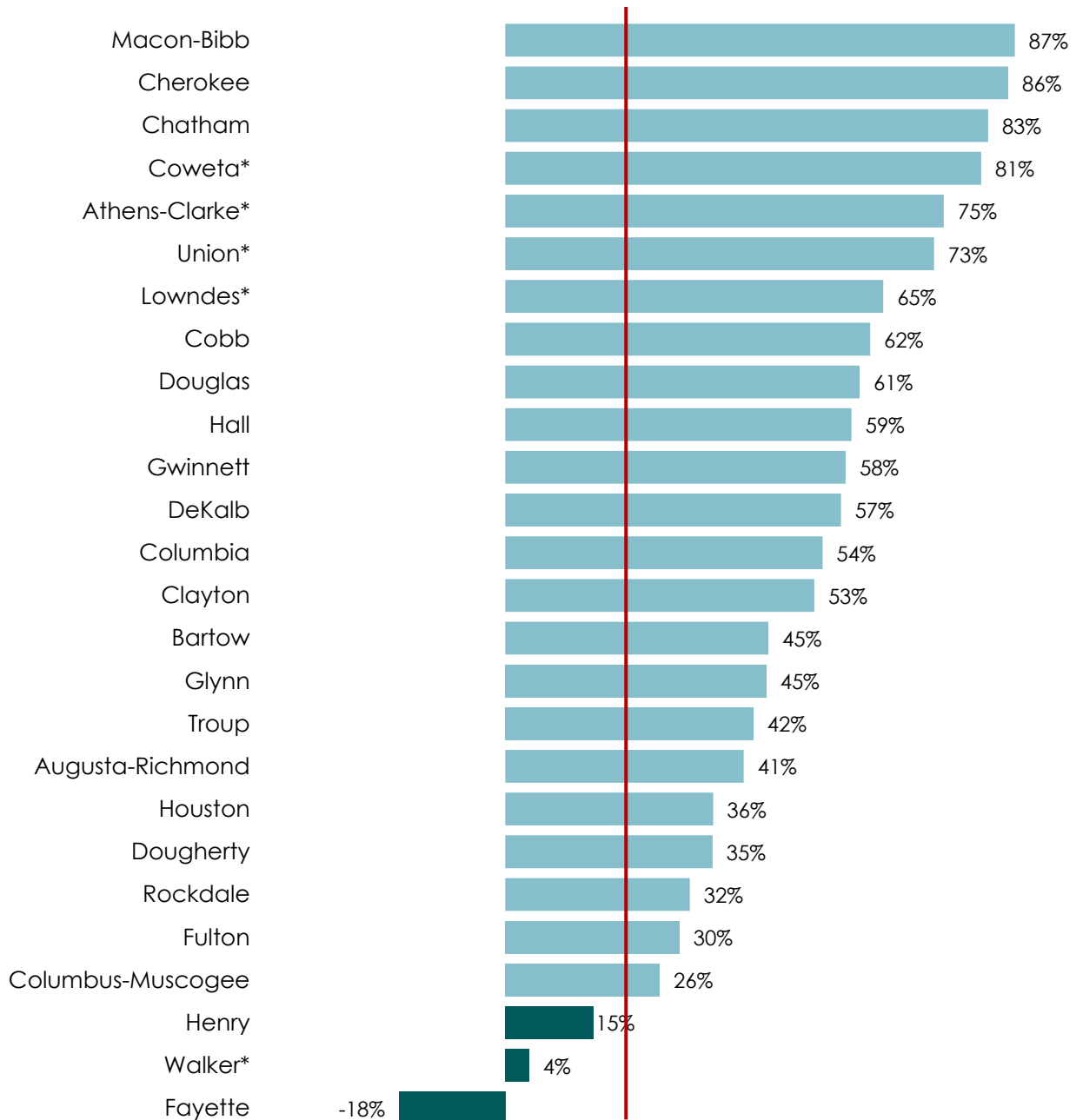
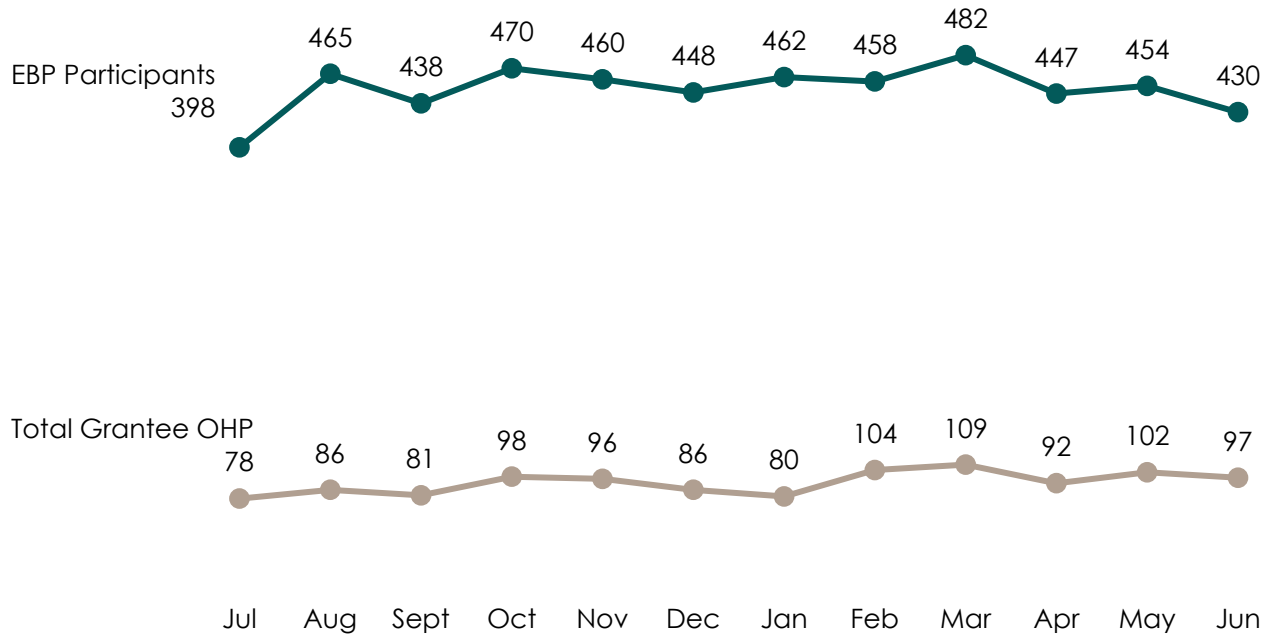


Figure 15 displays the monthly totals of OHPs and program participation for all grantee courts. In many instances, the monthly participation rates include the same participant over several months, as implementation of the EBP models occurs in multiple sessions over several weeks or months. Each OHP is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

Figure 15

On average in FY 2018, 451 youth were served each month, with a high of 482 in March 2018, and a low of 398 in July 2017.

July 2017–June 2018



CONCLUSION

During the fifth year of the JJIG, 26 grantees used one or more of the nine EBPs and other services to serve **1,390** youth across Georgia, spanning 37 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 **57%** across this geographic area. Since these 37 counties were home to **68%** of Georgia's at-risk population (ages 0–16), targeting services in these local courts has had statewide impact (Puzzanchera, Sladky, & Kang, 2018; 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 the following programs: FFT (46%), MST (27%), and T4C (11%).

During the fifth year of utilizing 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 fifth consecutive year, most grantees saw reductions in STP admissions and felony commitments to DJJ, with a 57% reduction in OHPs grant-wide.
- **Successful program outcomes.** Eight out of nine programs reported completion rates over 65%. Successful completion rates were slightly higher in FY 2018 with an overall rate of **69%** – a 5% increase from last 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. There were only three cases where a participant scoring low-risk on the PDRA were enrolled, two of which were approved exceptions based on case specifics. Enrolling youth suitable for each EBP contributes to their successful outcomes.
- **Model fidelity.** In FY 2018, CJCC increased the program's capacity for model fidelity monitoring and technical assistance by adding a second Model Fidelity Coordinator to their Juvenile Justice Unit. CJCC conducted four model fidelity site visits in FY 2018. Three of those grantees received a follow-up fidelity monitoring site visit and one grantee received its first site visit. 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. The findings from the model fidelity site visits help strengthen the implementation of the grant, ensuring quality programming that improves the outcomes of the youth receiving services.

- **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.

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APPENDICES

APPENDIX A: NUMBER OF GRANTEES BY EVIDENCE-BASED PROGRAM FOR FY 2018

Evidence-Based Programs	Number of Grantees Utilizing EBP	Grantee Court
Functional Family Therapy (FFT)	12	Chatham, Columbus-Muscogee, Coweta, DeKalb, Dougherty, Douglas, Fayette, Fulton, Henry, Lowndes, Macon-Bibb, Rockdale
Multisystemic Therapy (MST)	11	Augusta-Richmond, Chatham, Cherokee, Clayton, Columbus-Muscogee, DeKalb, Fulton, Gwinnett, Hall, Houston, Troup
Thinking for a Change (T4C)	8	Athens-Clarke, Bartow, Clayton, Cobb, DeKalb, Glynn, Gwinnett, Walker
Aggression Replacement Training (ART)	4	Augusta-Richmond, Cobb, Columbia, Douglas
Botvin LifeSkills Training (Botvin LST)	2	Douglas, Union
Brief Strategic Family Therapy (BSFT)	1	Cobb
Connections Wraparound (Connections)	1	Walker
Multidimensional Family Therapy (MDFT)	1	Union
Strengthening Families (SF)	1	Douglas

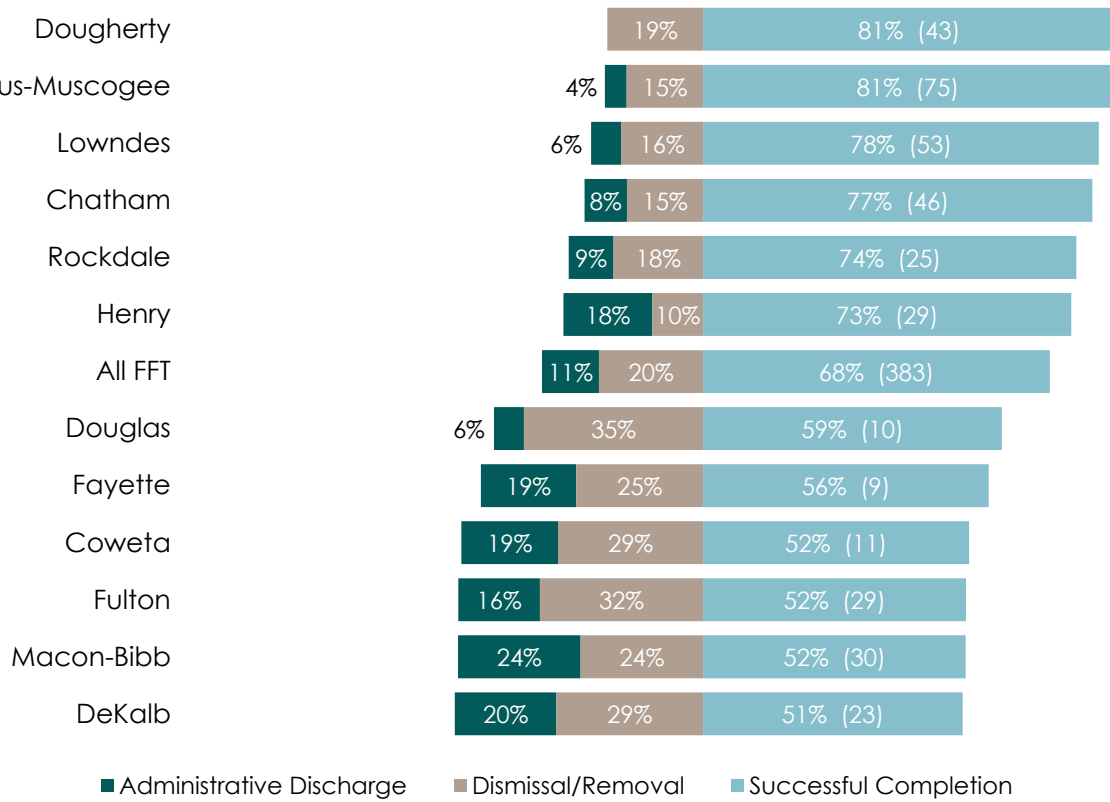
APPENDIX B: GRANT AWARDEE SERVICE AREAS FOR FY 2018

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	
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	Brooks*, 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

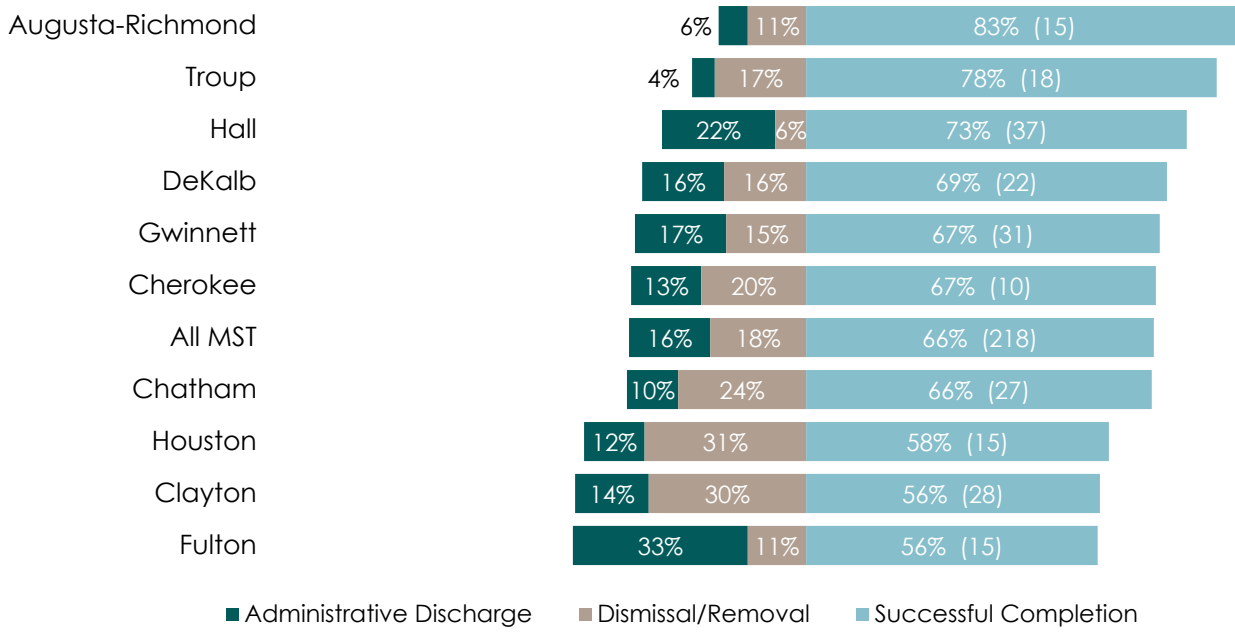
*Brooks County returned to the Community Services Grant coverage area after January 2018.

APPENDIX C: EVIDENCE-BASED PROGRAM OUTCOMES BY GRANTEE FOR FY 2018

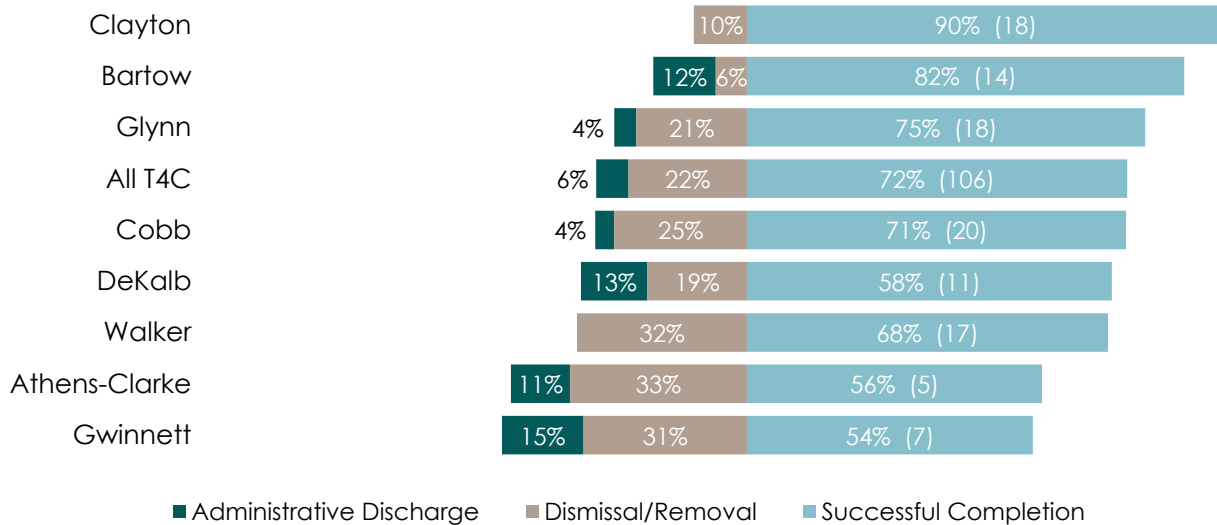
FUNCTIONAL FAMILY THERAPY (FFT)



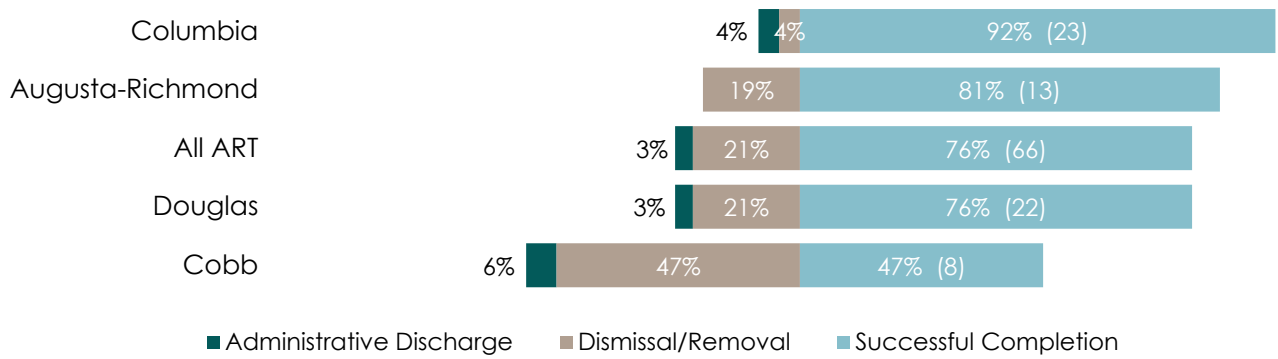
MULTISYSTEMIC THERAPY (MST)



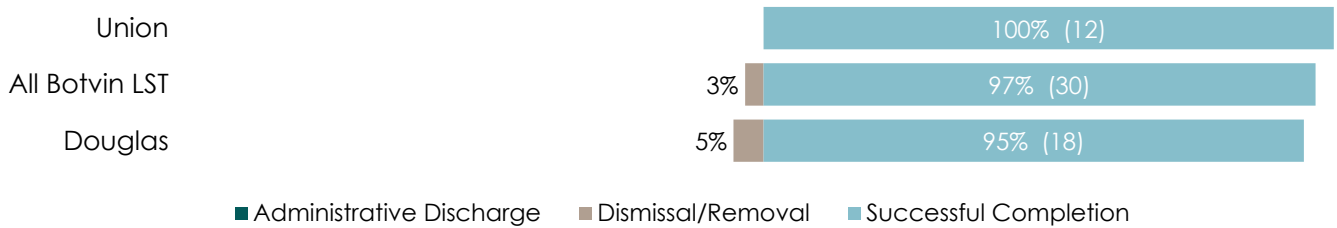
THINKING FOR A CHANGE (T4C)



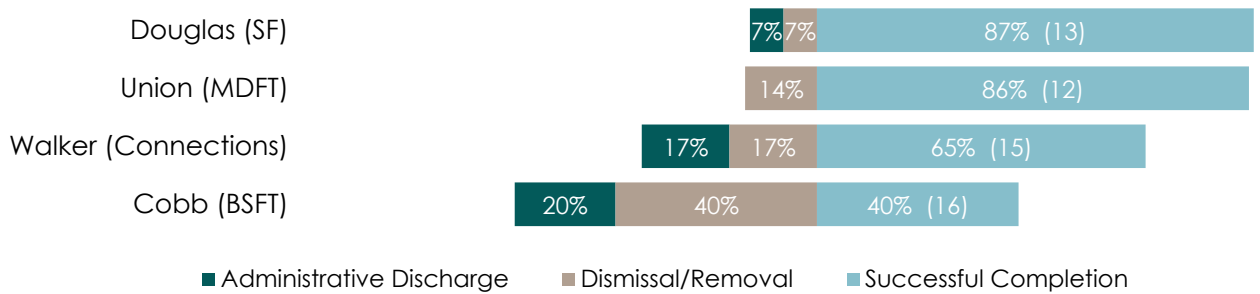
AGGRESSION REPLACEMENT TRAINING (ART)



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

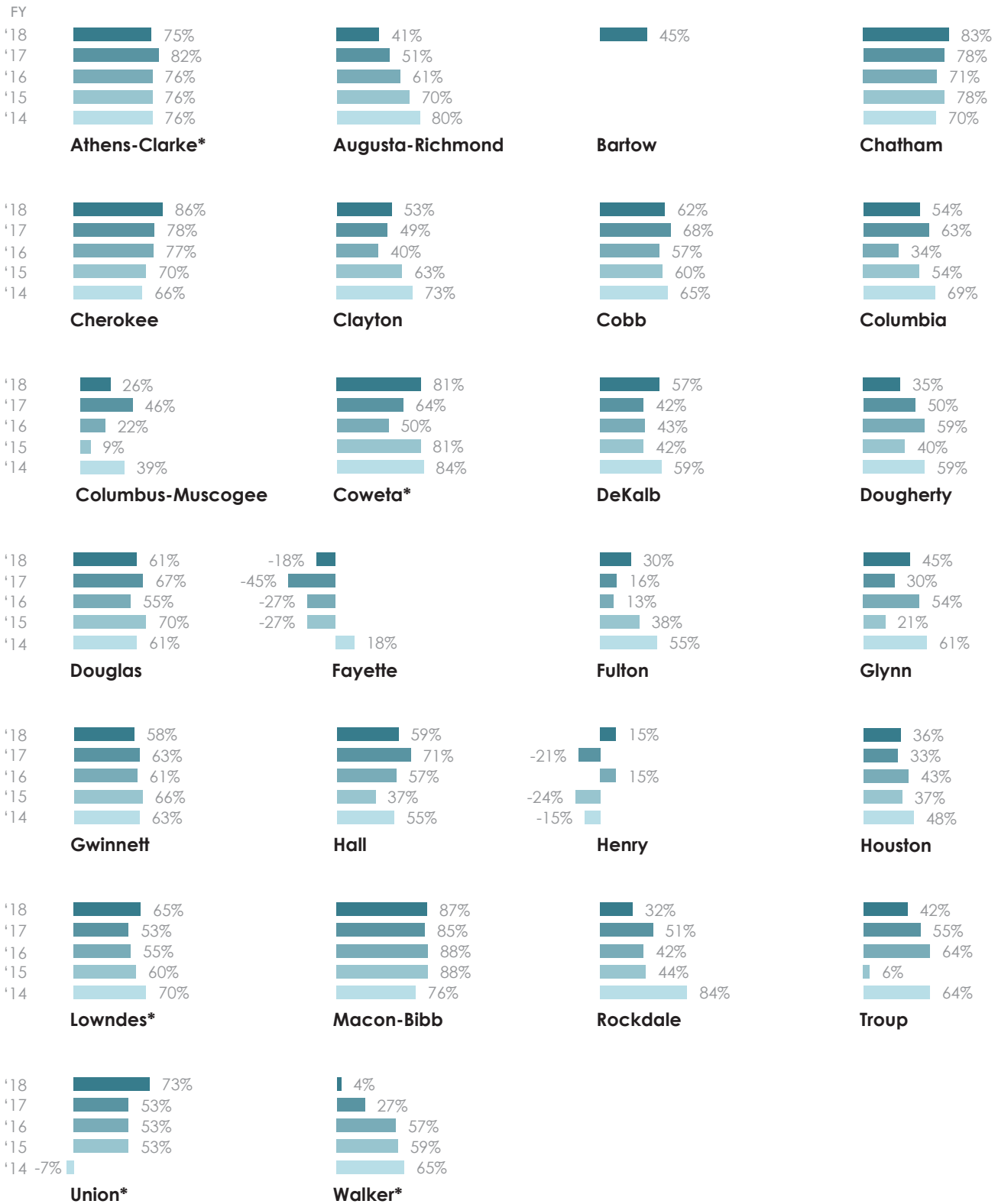
- a. Failure to Pass Urinalysis Screens
- b. New Arrests
- c. Non-attendance
- d. Non-compliance - Parent
- e. Non-compliance - Youth
- f. Other as Determined in Service Plan or by EBP
- g. Probation Violations

APPENDIX E: OUT-OF-HOME PLACEMENTS (COMBINED STP ADMISSIONS AND FELONY COMMITMENTS TO DJJ) FOR FY 2018

Primary County	2012 Baseline	20% Reduction Target	OHP Totals	Reduction Number	Reduction %
Athens-Clarke*	52	42	13	39	75%
Augusta-Richmond	103	82	61	42	41%
Bartow	20	16	11	9	45%
Chatham	310	248	54	256	83%
Cherokee	86	69	12	74	86%
Clayton	70	56	33	37	53%
Cobb	141	113	53	88	62%
Columbia	35	28	16	19	54%
Columbus-Muscogee	174	139	128	46	26%
Coweta*	86	69	16	70	81%
DeKalb	202	162	86	116	57%
Dougherty	141	113	91	50	35%
Douglas	33	26	13	20	61%
Fayette	11	9	13	-2	-18%
Fulton	141	113	99	42	30%
Glynn	56	45	31	25	45%
Gwinnett	213	170	89	124	58%
Hall	76	61	31	45	59%
Henry	33	26	28	5	15%
Houston	90	72	58	32	36%
Lowndes*	99	79	35	64	65%
Macon-Bibb	226	181	29	197	87%
Rockdale	57	46	39	18	32%
Troup	33	26	19	14	42%
Union*	15	12	4	11	73%
Walker*	49	39	47	2	4%

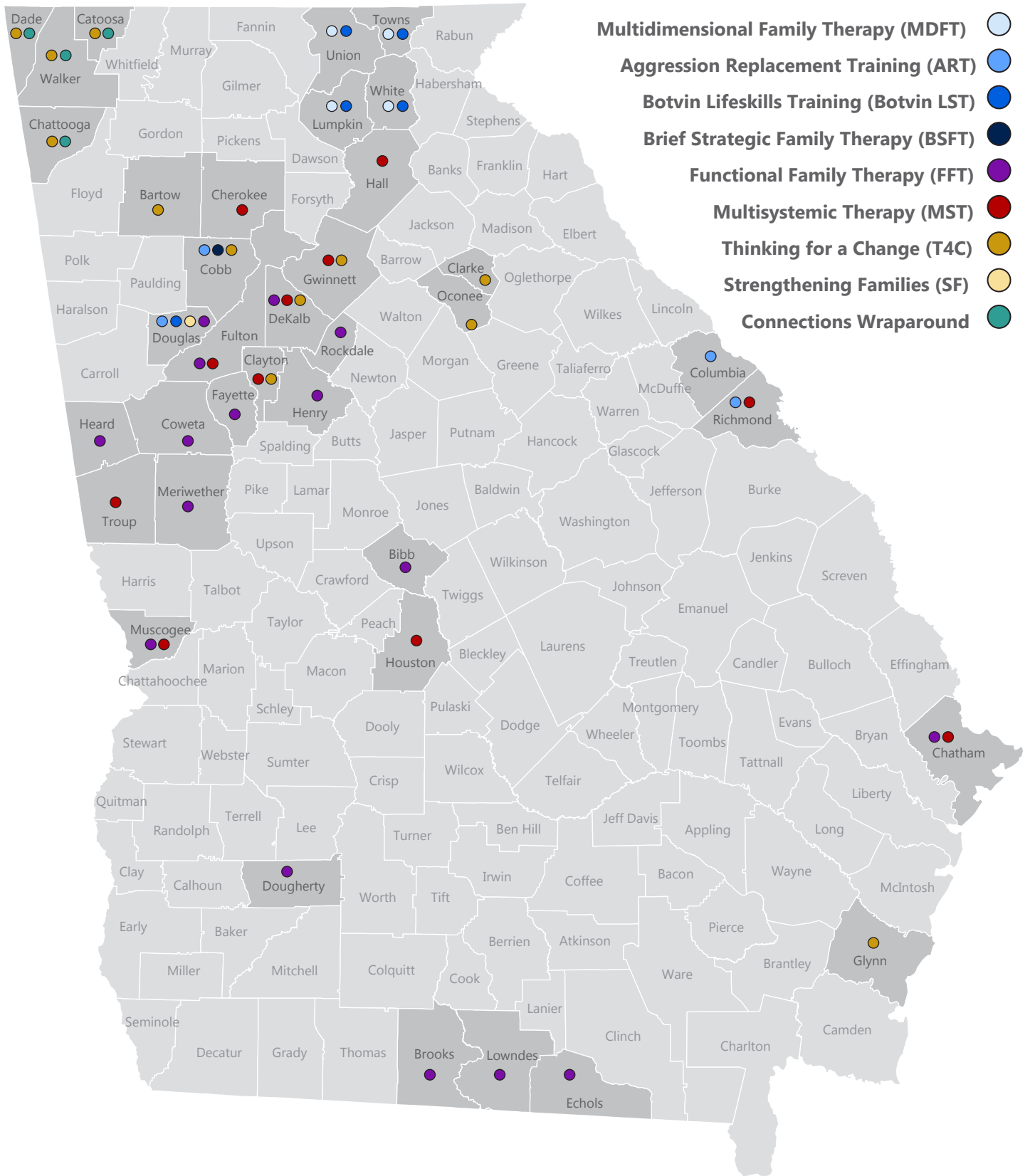
*Grantee court serves multiple counties.

APPENDIX F: OUT-OF-HOME PLACEMENT REDUCTION PERCENTAGES FOR FY 2014 TO FY 2018

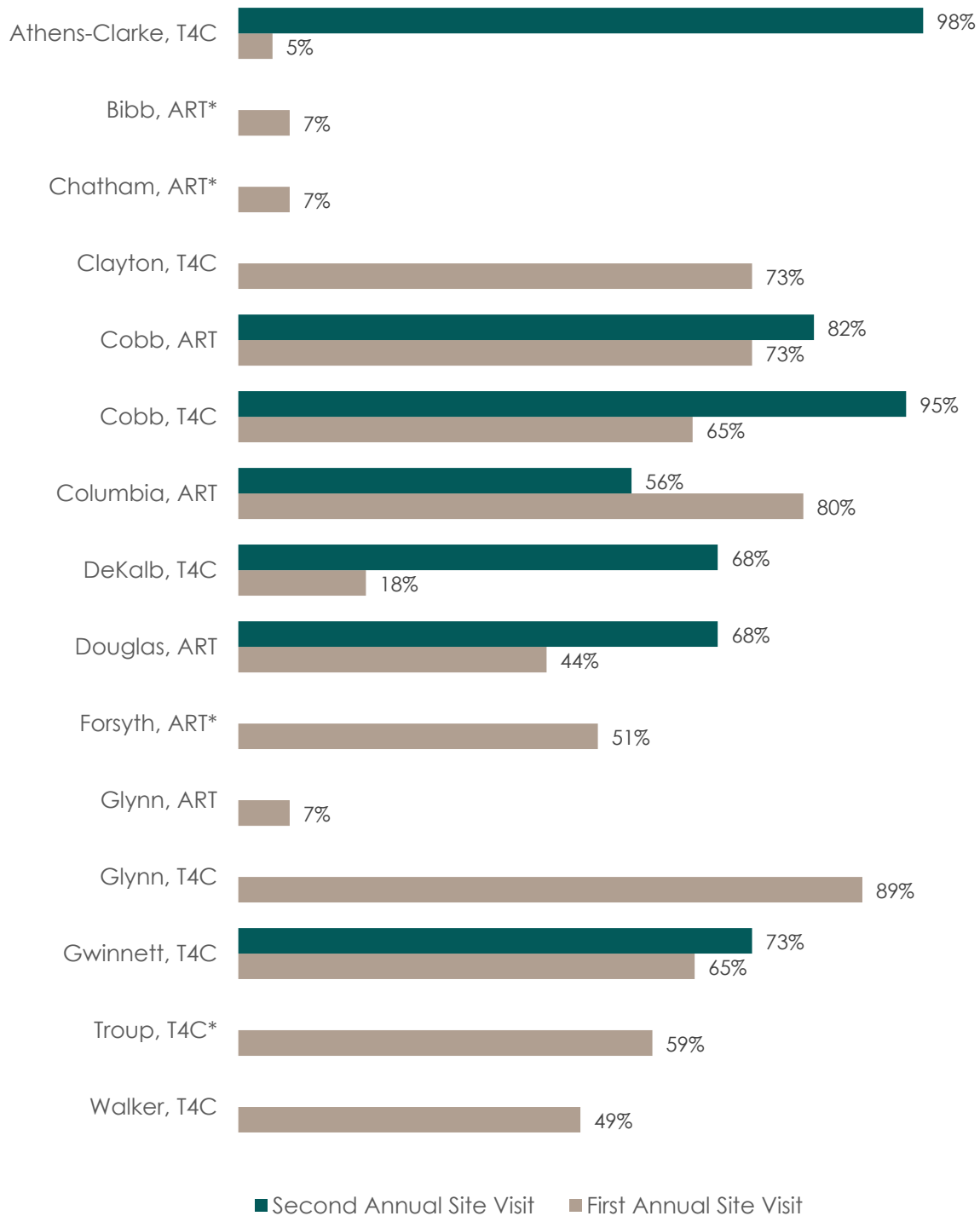


*Grantee court serves multiple counties.

APPENDIX G: GEORGIA JUVENILE JUSTICE INCENTIVE GRANT EVIDENCE-BASED PROGRAM DISTRIBUTION FOR FY 2018



APPENDIX H: GEORGIA JUVENILE JUSTICE INCENTIVE GRANT MODEL FIDELITY ANNUAL SITE VISITS, FY 2016 TO FY 2018



*No longer active.



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