



Georgia Juvenile Justice Incentive Grants

Year Two Evaluation Report 2014–2015



Georgia Juvenile Justice Incentive Grants Year Two Evaluation Report

2014–2015

Submitted to

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

Carl Vinson Institute of Government Project Team:

Yvonne Mensa-Wilmot, Ph.D., M.P.H.

Melinda Williams Moore, Ph.D., M.S.W.

David Tanner, M.P.A.

Theresa A. Wright, Ph.D.

Jamil Sewell, M.A.

Nyla Lieu, M.S.W.

Jennifer Inglett

Beatrice Zhang, M.P.A.

State Services and Decision Support Division

Carl Vinson Institute of Government

The University of Georgia

December 2015

Prepared by:

The Survey Research and Evaluation Unit

State Services and Decision Support

Carl Vinson Institute of Government

The University of Georgia

December 2015

TABLE OF CONTENTS

Table of Abbreviations	3
Introduction	4
Overview of Project	5
Evidence-based Programs and Practices	6
Findings	8
Evidence-Based Program Utilization	8
Participant Demographics.....	11
Pre-Disposition Risk Assessment.....	16
Electronic Ankle Monitoring.....	17
Program Outcomes	18
Out-of-Home Placements.....	20
Discussion.....	26
References	27
Appendices	28

TABLE OF ABBREVIATIONS

ART	Aggression Replacement Training
CJCC	Criminal Justice Coordinating Council
DAI	Detention Assessment Instrument
DJJ	Department of Juvenile Justice
EBP	Evidence-Based Program
FFT	Functional Family Therapy
GED	General Education Development
GOCF	Governor's Office for Children and Families
JJIG	Juvenile Justice Incentive Grants
JTS	Juvenile Tracking System
MDFT	Multi-Dimensional Family Therapy
MST	Multisystemic Therapy
NCCD	National Council on Crime and Delinquency
OHP	Out-of-Home Placements
OJJDP	Office of Juvenile Justice and Delinquency Prevention
PDRA	Pre-Disposition Risk Assessment
SF	Strengthening Families
STP	Short-Term Program

INTRODUCTION

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

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

In 2013, DJJ, in cooperation with the Juvenile Justice Reform 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 serve as evaluator for the JJIG program. To carry out its responsibilities to the committee, the Institute has coordinated its work with the Georgia Criminal Justice Coordinating Council (CJCC) and DJJ. Faculty and staff in the Institute's Survey Research and Evaluation Unit are using a mixed-methods design, collecting quantitative and qualitative data to better understand program outputs, grantee processes, and local and state outcome data. In addition, the Institute developed 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 is using systematic data collection and monitoring to assess the attainment of grant objectives and also to create a sustainable framework for data-informed decision-making at the state and local levels during and after the grant period. To promote sustainability, the Institute is leveraging existing data systems, like Georgia's Juvenile Justice Data Clearinghouse (juveniledata.georgia.gov) and DJJ's Juvenile Tracking System (JTS), to inform its research and evaluation. The overall evaluation design includes three key features: (1) descriptive data to examine structural and programmatic

variations among funded Georgia counties, (2) broad-spectrum site-level monitoring and technical assistance, and (3) outcome comparisons among funded Georgia counties to assess the relationships between the grant program outcome statistics and commitment and/or recidivism rates across the state. The evaluation activities for the second year of implementation took place from July 2014 to June 2015. During that time, the Institute undertook several activities, including delivering data collection training to grantees, conducting site visits, producing and presenting the data collection tools and protocols, and preparing and distributing the end-of-year program report. Additionally, the Institute of Government provided quarterly evaluation presentations, which included key target data and programmatic information.

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

OVERVIEW OF PROJECT

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

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

Responding to both high expenses and high recidivism rates, the council recommended reinvesting juvenile justice dollars to divert youth from incarceration toward evidence-based, community programs proven to both protect the community and reduce recidivism (Special Council on Criminal Justice Reform, 2012). The council's recommendations and prior years of deliberations about changes to the juvenile code led to significant legislative reform and passage of HB 242 during the 2013 legislative session. In concert with the legislative changes recommended by Governor Deal, the Georgia General Assembly provided \$5 million in funding for Georgia's JJIG program in the fiscal year 2014 budget. An additional \$1 million in federal funds for juvenile programs was redirected within the

Governor's Office for Children and Families (GOCF), and together, the state created a \$6 million annual grant program to establish more community-based diversion programs. The federal funding in the second year of the grant is now managed by the CJCC.

The new juvenile code enacted by HB 242 took effect January 1, 2014, beginning the implementation of the recommended changes that would reduce the use of juvenile incarceration. Prior to detaining or incarcerating a youth, juvenile courts are now required to use standardized risk and needs assessments to help 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)). Youth with status offenses, such as truancy, may not be detained in secure facilities in most cases and must be treated in the community (O.C.G.A. §15-11-410). Secure placement of juvenile offenders is limited to those who have committed a felony and repeat offenders (O.C.G.A. §15-11-601). Sentences are generally reduced for the most serious juvenile offenders, known as designated felons (O.C.G.A. §15-11-602).

In the first implementation year of the JJIG program, 29 juvenile courts received grants to implement evidence-based programs (EBPs) as a way to avoid incarceration of adjudicated youth and reduce recidivism. Twenty-one awardees received state funding through CJCC, and eight others received federal funding through GOCF, for a total of \$5.6 million in funding. The 29 grantees spanned 49 counties, which in 2011 were home to approximately 70% of Georgia's total at-risk population, defined as juveniles between the ages of 0 and 16 (Puzzanchera, Sladky, & Kang, 2010; Georgia Juvenile Justice Data Clearinghouse, 2014; Governor's Council on Criminal Justice Reform, 2014).

During the second implementation year, the Camden County Board of Commissioners de-obligated funding due to an inability to recruit the appropriate target population into their community-based programs. The Pickens County Board of Commissioners was awarded funding to begin providing services to all three counties within the Appalachian Circuit: Fannin, Gilmer, and Pickens. The Clay County and Coweta County Boards of Commissioners expanded their service areas to include additional counties within their judicial circuits. Columbus-

Muscooke Consolidated Government amended its original service area to Muscooke County. At the close of the second year, a total of 29 grantee courts had served youth in 51 counties across Georgia through nine primary evidence-based programs.

The JJIG grants are designed to reduce recidivism, the number of designated felony commitments to DJJ, and short-term program (STP) sentences through the use of EBPs. The program objectives of the JJIG grant program are six fold:

1. Reduce felony commitments to DJJ and STP sentences in each target jurisdiction.
2. Increase the use of evidence-based practices and programs in Georgia's juvenile justice system.
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 is intended to help grantees identify areas of success and areas in need of improvement in their implementation approach. The Juvenile Justice Reform Funding Committee, CJCC, and DJJ use the data from the evaluation to identify areas for grantee training or intervention, as well as to make modifications to future grant program design and requirements.

As the external evaluator, the Institute of Government is responsible for primary and secondary data collection, analysis, and reporting. Institute staff collect, analyze, and report data on the primary evidence-based programs operating in grantee sites, conduct site visits, and provide evaluation technical assistance to grantee sites across the state. The aim of this ongoing research effort is to evaluate grant recipients against the JJIG grant program goals. Institute 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. This report presents the findings from the evaluation of the second year of the JJIG grant program.

EVIDENCE-BASED PROGRAMS AND PRACTICES

Working with community-based providers and other local agencies, grantee courts used evidence-based programs deemed "effective" or "promising" for reducing criminogenic behaviors in juveniles by crimesolutions.gov, an evidence-based program registry sponsored by the National Institute of Justice, Office of Justice Programs. Grantees used nine primary EBPs that are categorized by two distinct delivery mechanisms: individual- or family-based therapy, and group-based therapy. Individual- or family-based therapies are delivered by a model-trained therapist, usually in the youth's home, and address issues one-on-one that are specific to the individual youth and family. Group-based therapies are provided by trained facilitators 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 therapy programs include the following:

1. Functional Family Therapy (FFT) is a family therapy intervention targeting youth at risk for or presenting with delinquency, violent behavior, substance use, and/or disruptive behavior disorder(s). It is designed to systematically reduce risk factors and increase protective factors.
2. Thinking for a Change (T4C) is a group-based cognitive-behavioral therapy program intended to change the criminogenic thinking of offenders by developing a youth's problem-solving and social skills.
3. Aggression Replacement Training (ART) is a group-based cognitive-behavioral intervention program designed to reduce aggression and violence, and to improve a youth's moral reasoning and social skill competency.

4. Multisystemic Therapy (MST) is an intensive family- and community-based therapy intervention that addresses the environmental factors that affect chronic and/or violent youth offenders.
5. Botvin LifeSkills Training (Botvin LST) is a group and classroom-based substance abuse prevention program that targets the major social and psychological factors that contribute to substance use, delinquency, and violence in youth.
6. Strengthening Families (SF) is a group-based therapy that focuses on reducing adolescent substance use and behavior problems by improving the interpersonal skills of both youth and parents. It includes 14 hours of programming over seven weeks, with weekly separate group therapy for the adolescents and parents in addition to supervised family activities.
7. Multi-Dimensional Family Therapy (MDFT) is a comprehensive, family-based intervention system for youth with substance abuse, delinquency, and behavioral/emotional problems. It is designed to help a youth achieve positive attachments to family, school, community, and other pro-social supports.
8. Connections Wraparound (Connections) is a family-based wraparound model of services targeting youth who have emotional or behavioral problems. It utilizes youth and family teams to coordinate services.
9. Seven Challenges (7C) is a group-based therapy primarily designed to address drug and mental health problems through a series of seven challenges. Facilitators teach decision-making skills, tailoring the process to the individual youth's needs.

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

FINDINGS

EVIDENCE-BASED PROGRAM UTILIZATION

The second implementation year of the JJIG grant program saw a 48% increase in the utilization of community-based programs from the previous year. A total of **1,666** youth had access to evidence-based programming through the grantee courts in the second year compared to **1,122** in the first year. Figure 1 shows youth participation in each EBP implemented. Program participation as shown below depicts youth enrolled in multiple programs as well as multiple enrollments in the same program.

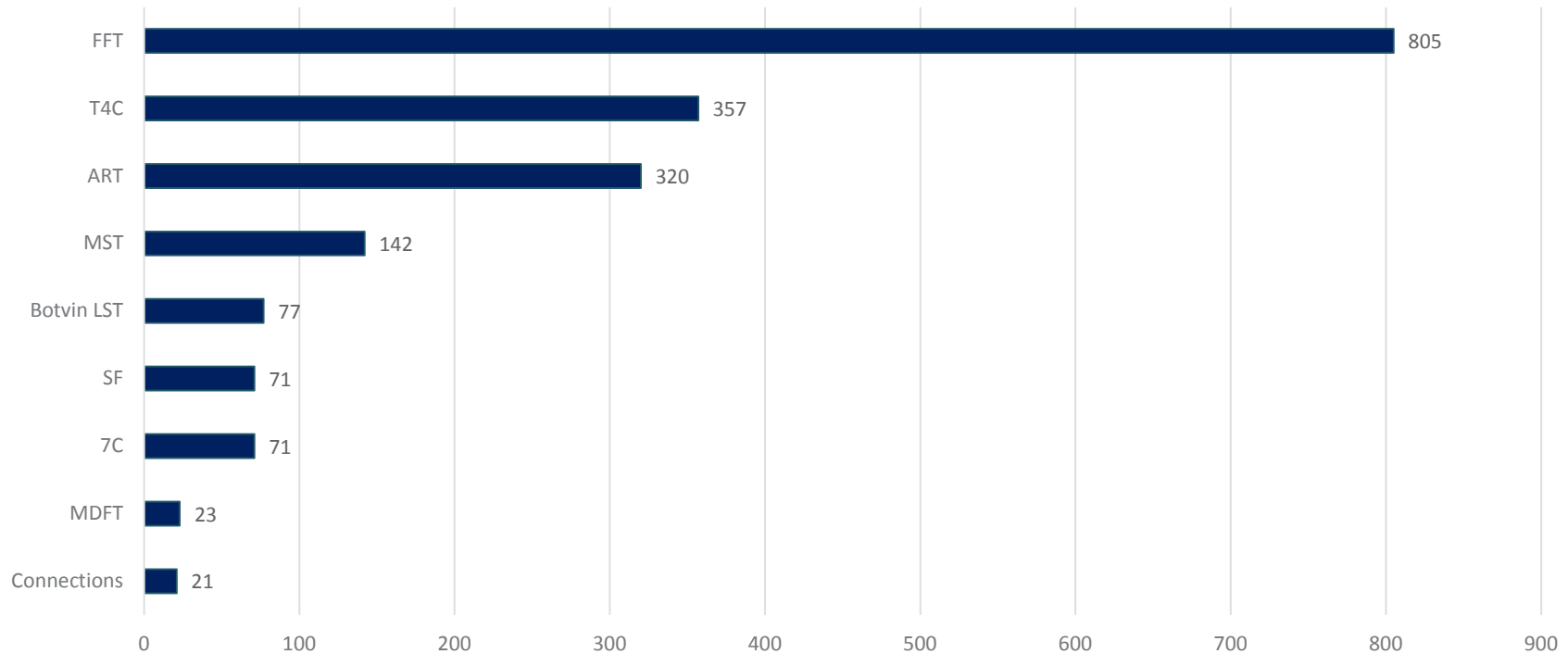


Figure 1. Total Number of Participants Served by Each EBP, July 2014–June 2015.

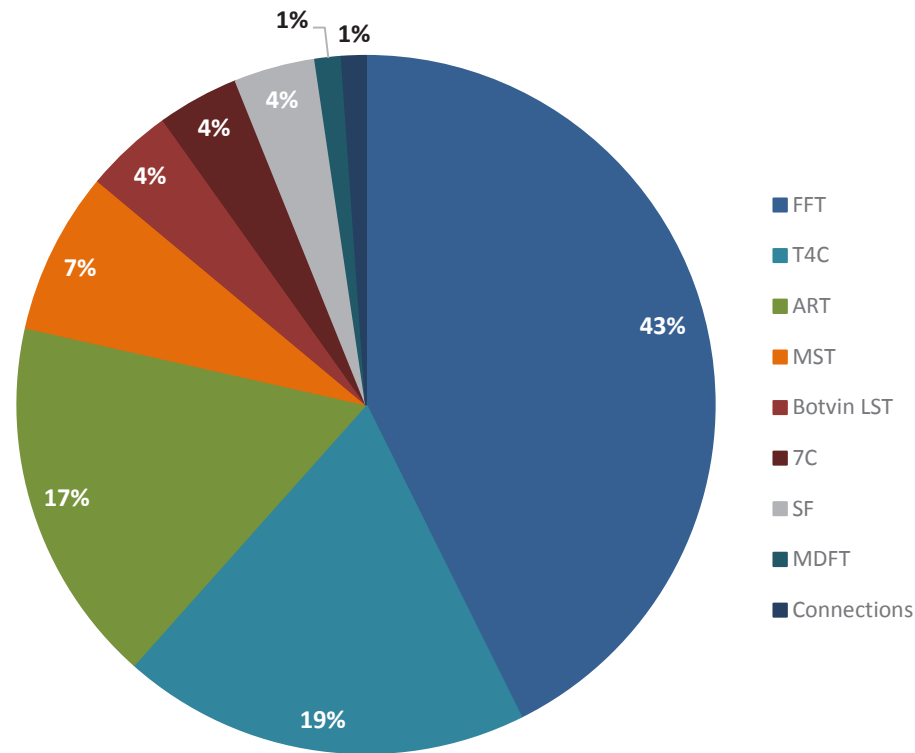
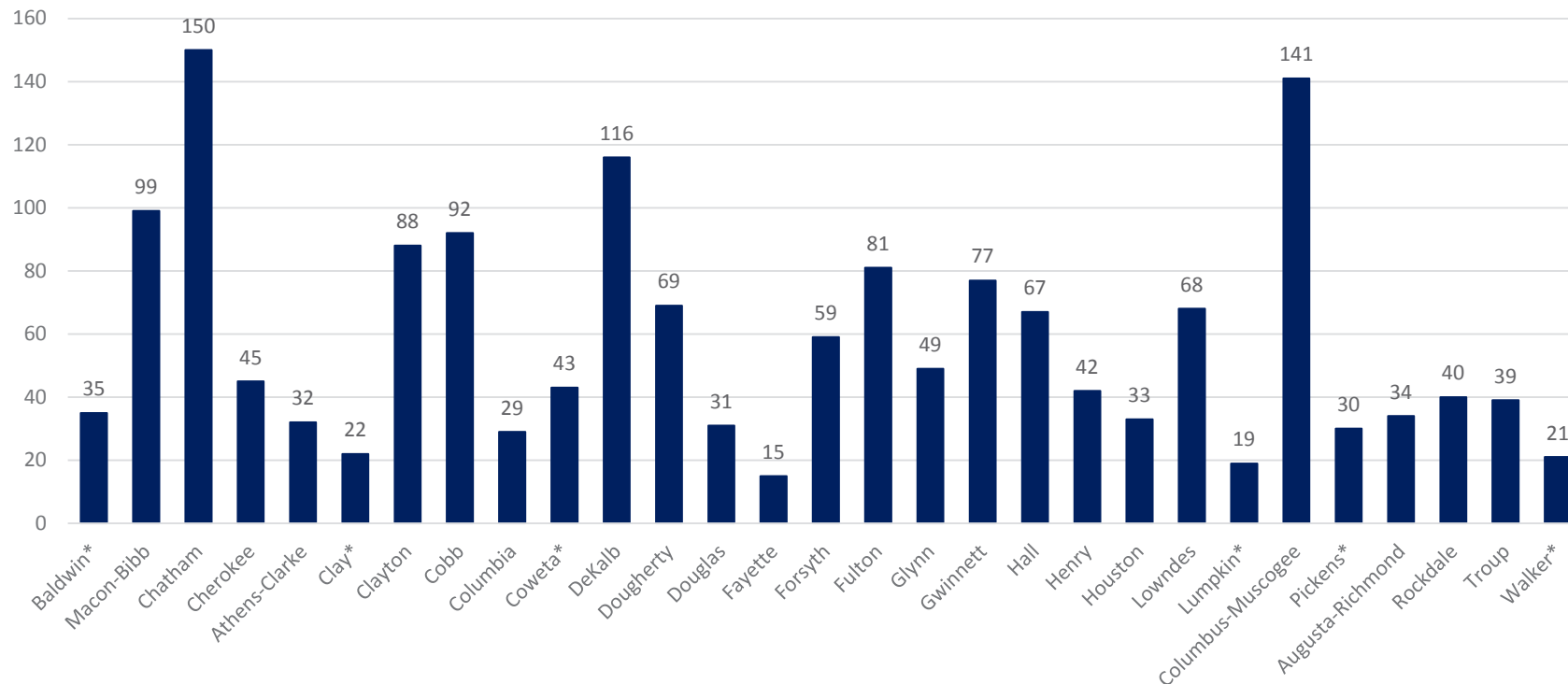


Figure 2. Youth Served by EBP (percent), July 2014–June 2015.

Fifty-two percent of youth served by EBPs were enrolled in individual- or family-based therapy, and 48% were enrolled in group-based therapy (Figure 2). The total number of all programming sessions delivered across all grantee programs during the second grant year was 23,031, approximately a 60% increase over the first grant year. Overall, the top three programs used by grantees were FFT, serving 43% of the youth; T4C, serving 19% of the youth; and ART, serving 17% of the youth. These results are similar to the first implementation year. Thirteen of the 29 grantee courts provided FFT, 12 provided ART, and 10 provided T4C. Four grantee courts utilized MST, and three used Botvin LST, Seven Challenges, and Strengthening Families each. One grantee court utilized Connections, and one grantee used MDFT (see Appendix A).



*Grantee court serves multiple counties

Figure 3. Number of Youth Served by EBPs in each Grantee Court, July 2014–June 2015.

Figure 3 shows the total number of youth receiving EBP services in each grantee court during the second year. These numbers represent unduplicated counts of youth enrolled to receive services from July 2014 to June 2015.

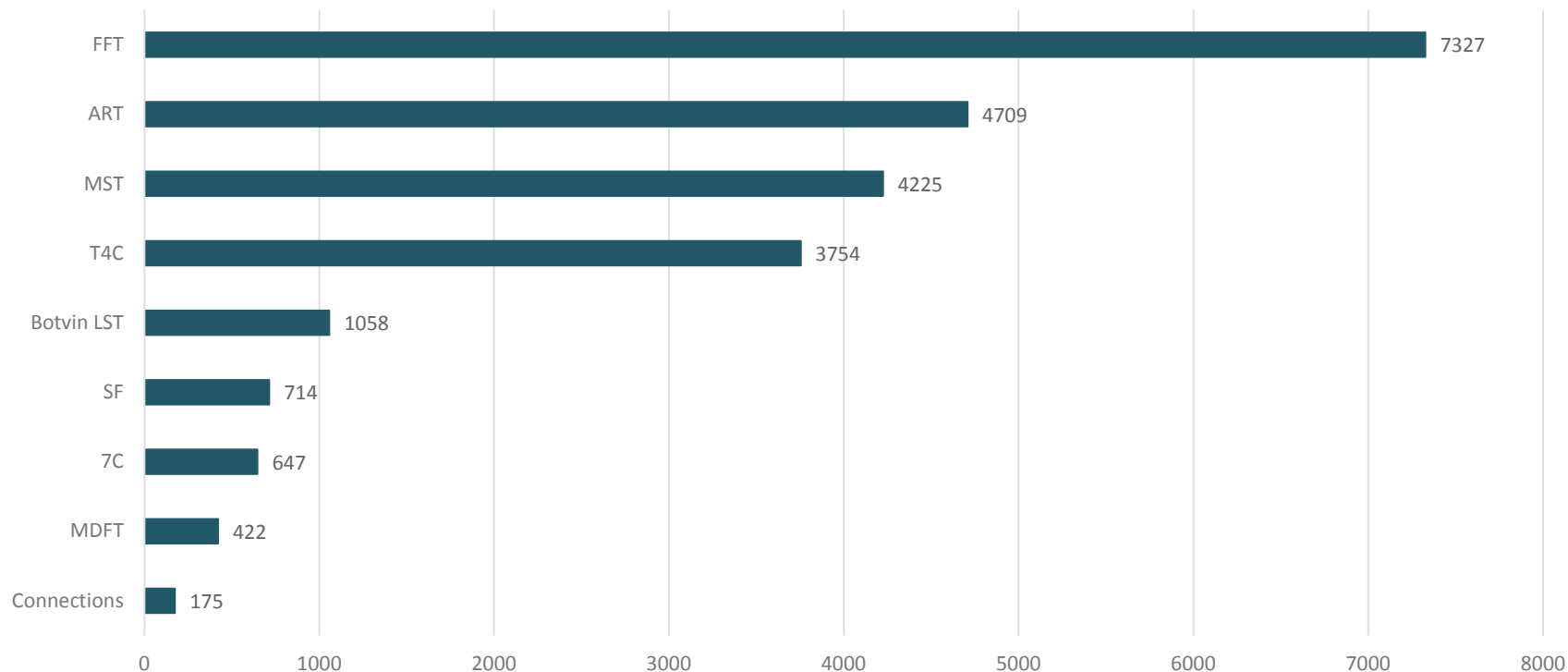


Figure 4. Number of EBP Sessions Provided during each Grant Month, July 2014–June 2015.

The total number of EBP sessions delivered across all grantee programs during the second grant year was **23,031**. This represents an increase of over 60% in the number of sessions over the first year (Figure 4). The total number of EBP sessions delivered across all grantee programs during the first year was 14,320.

PARTICIPANT DEMOGRAPHICS

Individual participant information was reported each month by grantee courts on youth participating in grant-funded EBPs. The data reported in this section represent unique individuals who were enrolled and attended at least one session of a family-based or group-based EBP model.

Gender

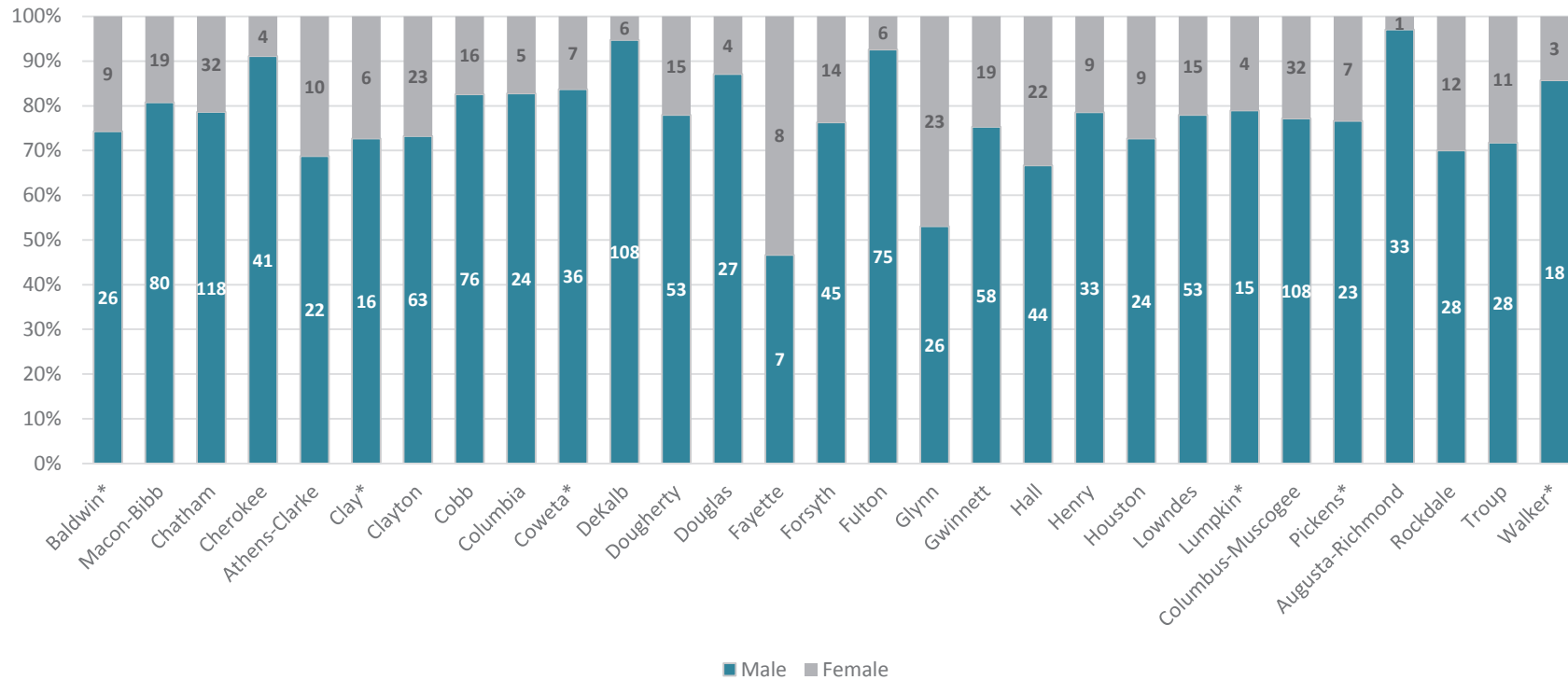
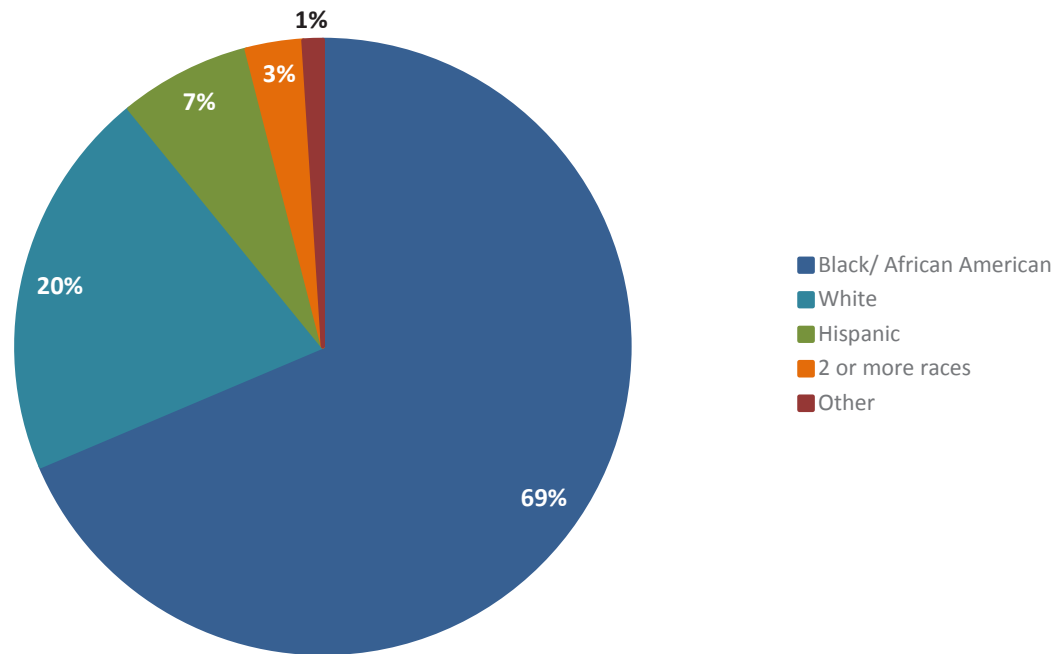


Figure 5. Gender Distribution of Youth Served by Grant-Funded EBPs, July 2014–June 2015.

As the grant is intended to serve at-risk youth facing an STP sentence 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. The gender comparison demonstrates that the youth served by the grant program are similar to those served generally in out-of-home placements. Males comprised 79% of youth served and females comprised 21% of youth served in grant-funded EBPs. In comparison, males and females comprised 89% and 11%, respectively, of total out-of-home placements statewide. With the exception of Fayette County, more males were enrolled in community-based programs than females. Note that gender information was not available for seven participants.



Note: race/ethnicity information not available for two participants

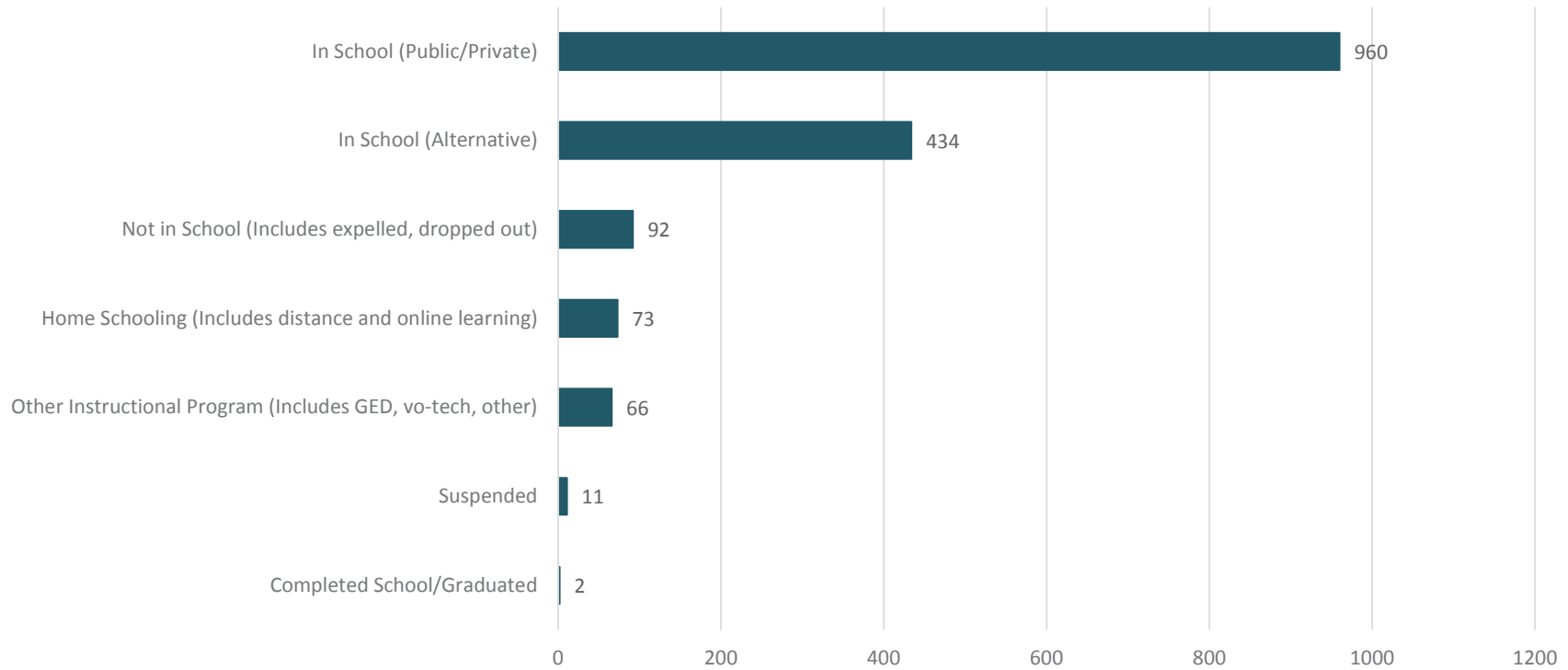
Figure 6. Race/Ethnicity Composition of Youth Served by Grant-Funded EBPs, July 2014–June 2015.

Race/ethnicity

As shown in Figure 6, the race profile of EBP participants for the second year was as follows: Black/African American (69%), White (20%), Hispanic (7%), two or more races (3%), and other (1%).

Educational Status

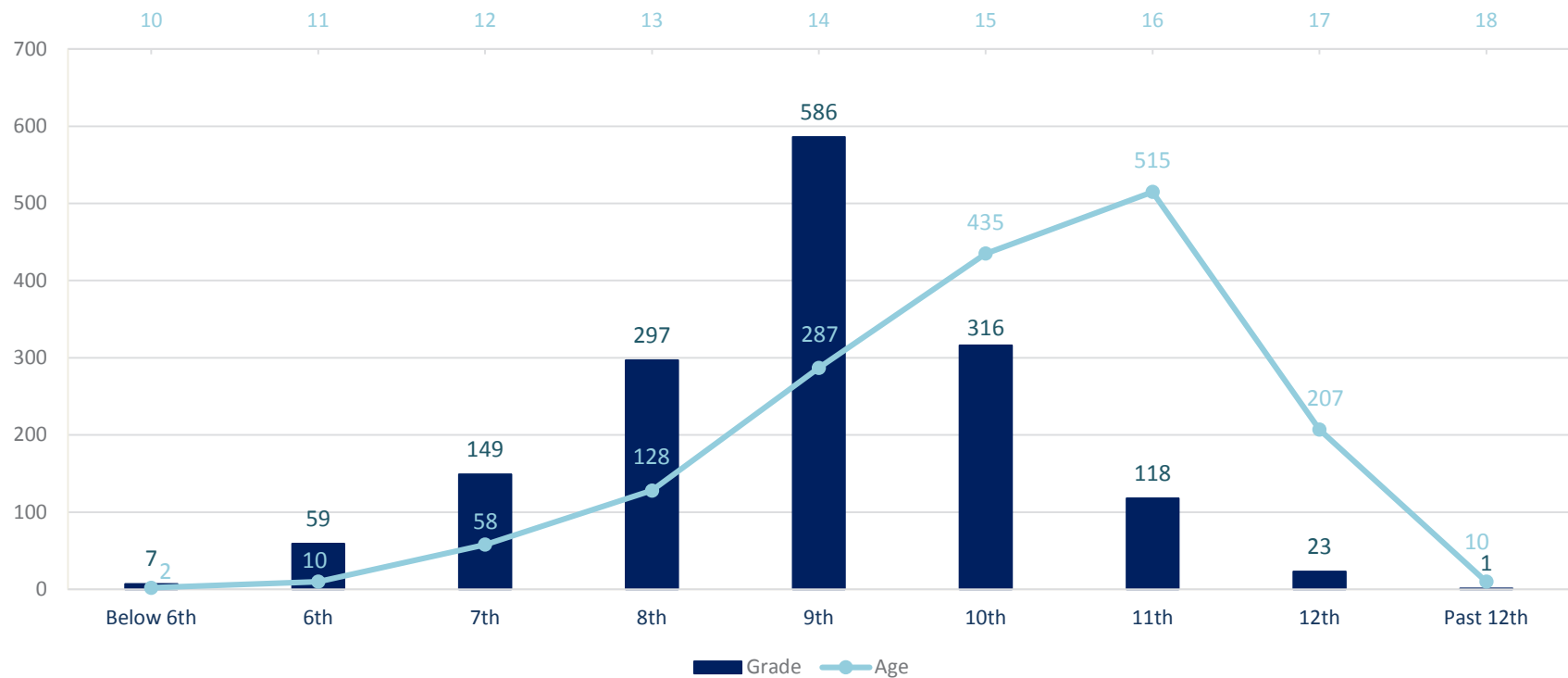
Current research on juvenile delinquency shows a relationship between juvenile delinquency and school failure and/or dropping out. Thus, grantees were asked to track the educational status of youth in EBPs each month (Hawkins & Weiss, 1980; Brownfield, 1990; Arum & Beattie, 1999).



Note: educational status information not available for 28 participants

Figure 7. Educational Status of Youth Served by Grant-Funded EBPs, July 2014–June 2015.

Figure 7 shows that the majority of youth in the grant-funded EBPs received some type of educational programming, either by attending school in a traditional setting (59% in public or private school), an alternative school setting (26%), by receiving homeschooling (4%), or some other educational programming, such as General Education Development (GED) or vocational-tech (4%). Almost 6% were not involved in any type of educational programming, and less than 1% of youth served were not in school because they were temporarily suspended.



Note: grade level and age information not available for 14 participants

Figure 8. Grade Level and Age of Youth Served by Grant-Funded EBPs, July 2014–June 2015.

Figure 8 indicates that youth enrolled in community-based programs for the second year ranged from 10 to 18 years old. The majority of youth were between ages 13 and 17, with the highest number of participants at 16 years old (31%). The largest percentage of youth served (38%) were in the ninth grade. Additionally, it is important to note that DJJ reports that youth in out-of-home placements tend to be one to three years behind in school, which means the age of the youth served may not match the grade level of the youth served.

PRE-DISPOSITION RISK ASSESSMENT

Grantees used the Pre-Disposition Risk Assessment (PDRA), an evidence-based criminogenic risk assessment tool developed by NCCD in collaboration with DJJ and the Annie E. Casey Foundation. The PDRA measures the likelihood that a youth will reoffend and provides courts with a standardized measure to determine eligibility for evidence-based programming. Grantee courts were to perform an assessment of youth post-adjudication and pre-disposition using the PDRA. Only youth scoring medium- or high-risk on the PDRA should be diverted to the JJIG grant-funded EBPs. Data collection of PDRA scores began in February 2014 and continued through the second year of the grant program. Using set cutoff points, youth are identified as low, medium, or high risk.

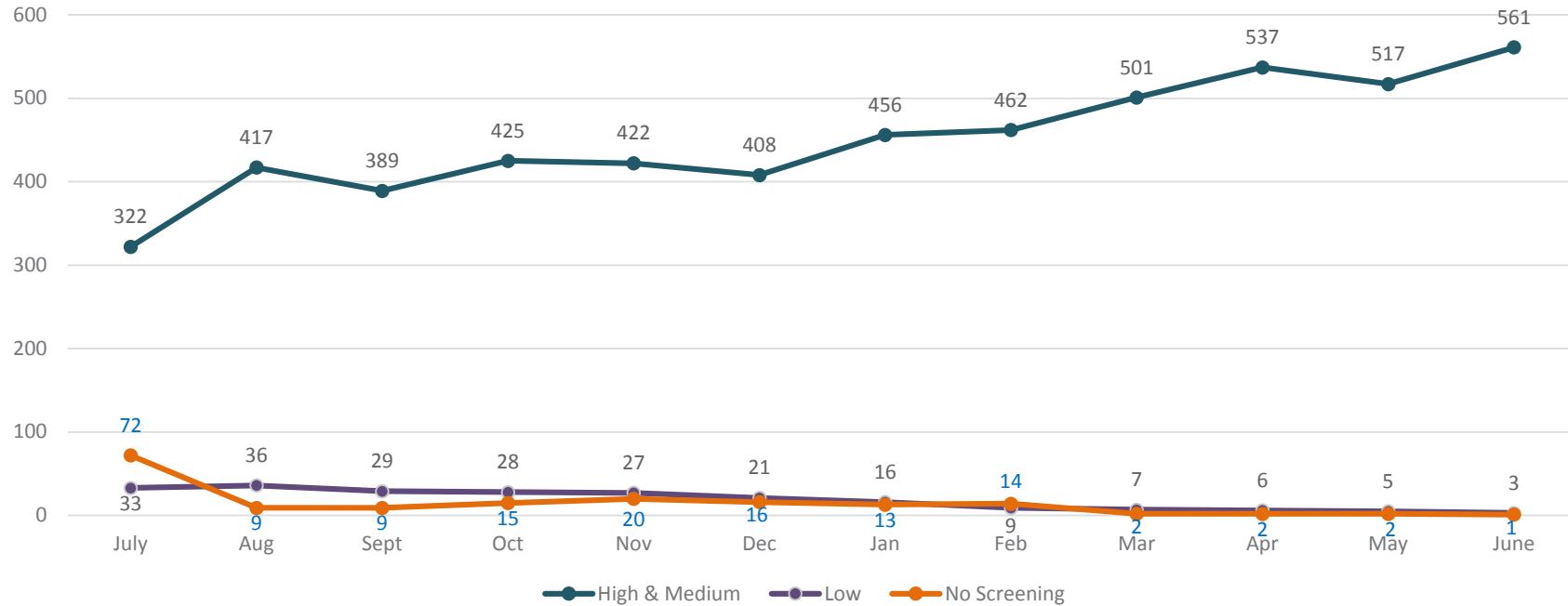


Figure 9. Medium and High Risk PDRA Scores Versus Low Risk PDRA Scores of EBP Participants, July 2014–June 2015.

Figure 9 shows the number of youth with low, medium, and high risk scores referred to grant-funded EBPs. Over time, PDRA compliance improved as fewer participants with low or no PDRA scores were reported.

ELECTRONIC ANKLE MONITORING

To support grantees, DJJ provided optional electronic ankle monitoring services for program youth. Figure 10 provides data on electronic ankle monitoring.

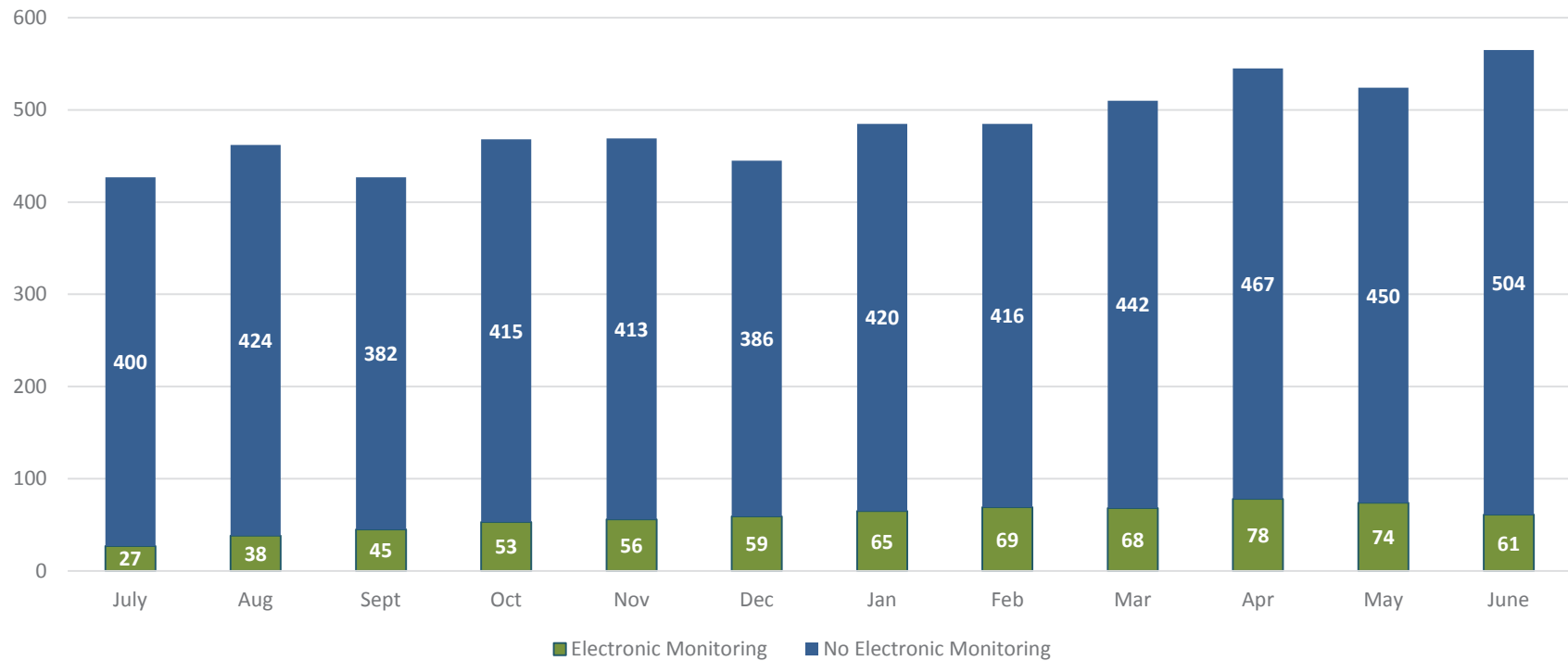


Figure 10. Number of Youth Each Month on Electronic Ankle Monitoring, July 2014–June 2015.

Between July 2014 and June 2015, 24 of the 29 grantee courts reported using electronic ankle monitoring during at least one month and for at least one youth in a grant-funded program. As Figure 10 illustrates, between 27 and 78 youth (6% to 14%) were monitored via electronic ankle monitoring each month.

PROGRAM OUTCOMES

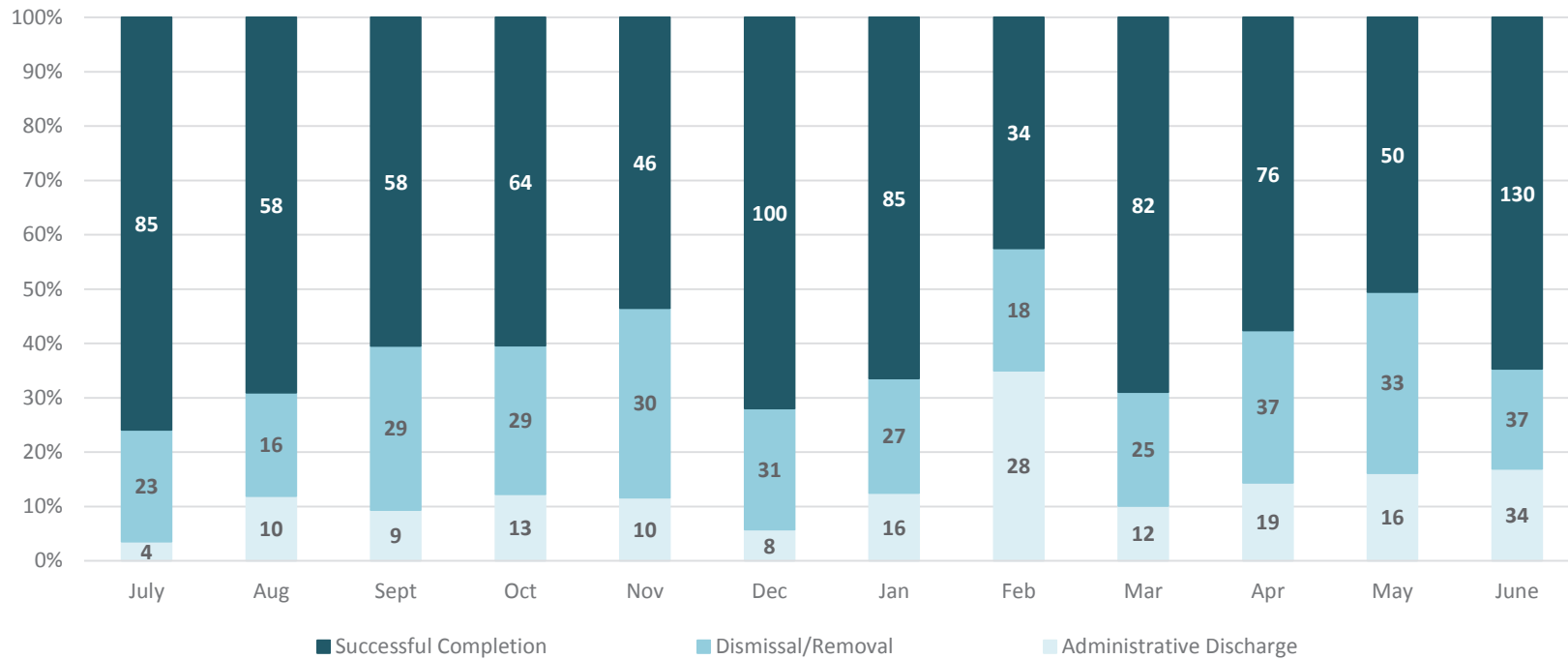


Figure 11. Number of Youth Exits from the EBPs by Month, July 2014–June 2015.

Figure 11 shows the number and percentage of successful exits, dismissal/removals, and administrative discharges from the EBPs by month over the course of the grant period. Most months saw a graduation rate of over 50% during the second implementation year. The graduation rate for each grantee was calculated as the number of successful exits divided by the total exits from the program (administrative discharges, dismissal/removals, and successful exits). Examples of administrative discharges include lost jurisdiction, death, or moved from the area. Examples of dismissal/removals include probation violations, non-attendance, and non-compliance by a parent or youth. A full breakdown and definitions of these categories can be found in Appendix C.

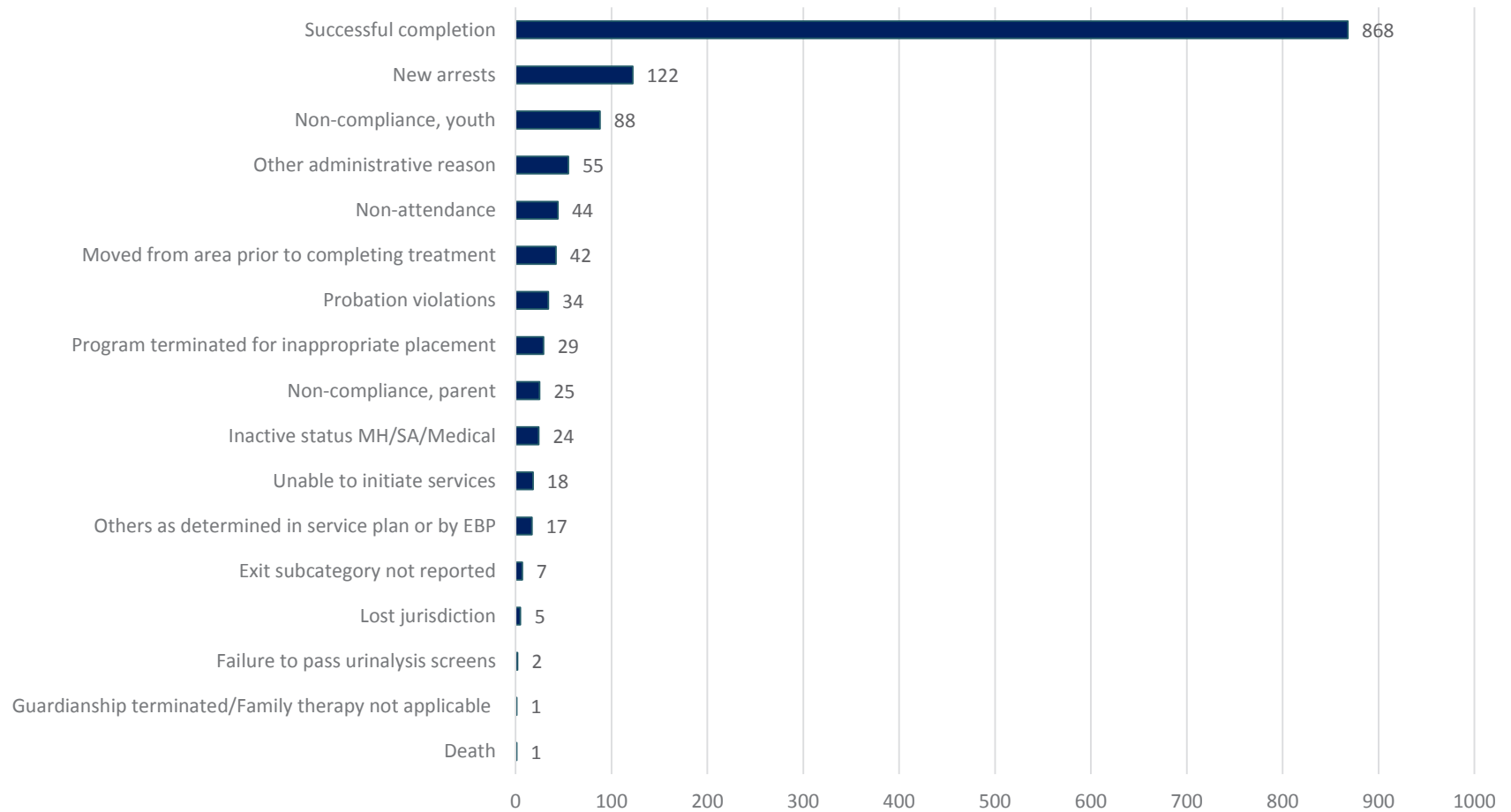


Figure 12. Number of Youth Exits from the EBPs, July 2014–June 2015.

A total of 868 youth graduated successfully from the grant-funded EBPs in the second year. This represents 63% of the youth that exited grant-funded EBPs in the second year. Additionally, 24% of youth were dismissed, and 13% were administratively discharged from EBPs. New arrests and youth non-compliance accounted for the largest and second-largest number of youth who did not successfully complete EBP programming, respectively.

OUT-OF-HOME PLACEMENTS

One of Georgia's goals was to reduce the number of juveniles placed in out-of-home facilities by the 29 grantee courts during the grant term. For the purposes of this report, out-of-home placements were computed as the total unique instances of felony commitments to DJJ and STP admissions reported by DJJ's Juvenile Tracking System (JTS) during the grant term. Each instance of an STP admission or a felony commitment was counted as a distinct occurrence; consequently, a youth could have more than one out-of-home placement during a given timeframe.

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

In the first year of implementation, the goal of the incentive grant was a 15% reduction in total out-of-home placements by the grantee courts. The total number of out-of-home placements in FY 2012 of 2,603 for the 29 incentive grant courts was used as a baseline. From this number, the 15% reduction benchmark was computed to be 2,213: the combined total of STP sentences and felony commitments that could be issued to youth in all 49 counties in FY 2014. This meant the 29 courts would be pledging to refer a minimum of 390 youth to EBPs in order to meet the target reduction goal.

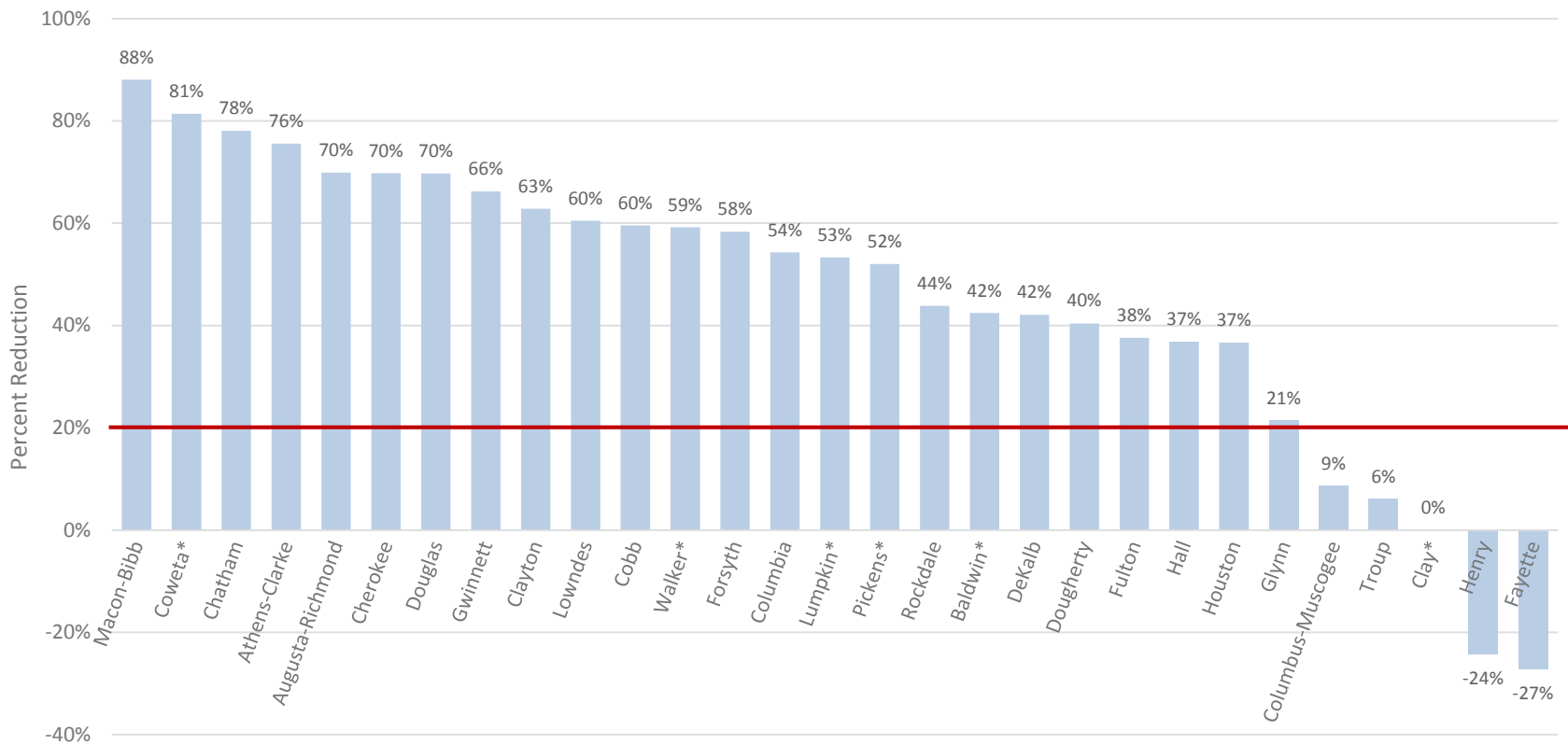
In the second implementation year, grantee courts committed to decreasing out-of-home placements in their service areas by 20% of their FY 2012 baseline. Using the total number of youth placed in out-of-home facilities within the 51 counties in FY 2012 (2,664) as the new baseline, this required a minimum of 533 youth facing felony commitments to DJJ or STP sentences to be referred into community-based programs in order to meet the target reduction goal. This target reduction goal included the counties in the Appalachian Circuit (Fannin, Gilmer, and Pickens) but not Camden County, since its grant funds were de-obligated at the start of the fiscal year. In the second implementation year, other participating grantee courts elected to serve youth from additional counties within their judicial circuits. Out-of-home placement totals for FY 2012 from these new counties were included when computing the baseline as well as the total youth placed in out-of-home facilities by the grantee court in FY 2015.

Table 1 shows that grantee courts collectively exceeded the 15% target reduction goal, reducing the number of out-of-home placements by 1,614 (from 2,603 to 989), a 62% reduction in STPs and felony commitments in FY 2014. In the second year of implementation, grantee courts collectively exceeded the 20% target reduction goal again. The number of out-of-home placements was 1,227 within the 51 counties served by the 29 grantee courts. This number represents a 54% reduction from the FY 2012 baseline (from 2,664 to 1,437). For the reduction number of out-of-home placements from the baseline by county in FY 2014 and FY 2015, please see Appendix F.

Table 1. Out-of-Home Placement Targets and Outcomes over Two Implementation Years

	FY 2014	FY 2015
Baseline – Total Out-of-Home Placements	2,603	2,664
Benchmark Reduction in Out-of-Home Placements	15%	20%
Percentage Reduction Achieved	62%	54%
Total Out-of-Home Placements	989	1,227
Implementation Period	9 months	12 months
Number of Grantee Courts	29 courts	29 courts
Number of Counties Served	49 counties	51 counties

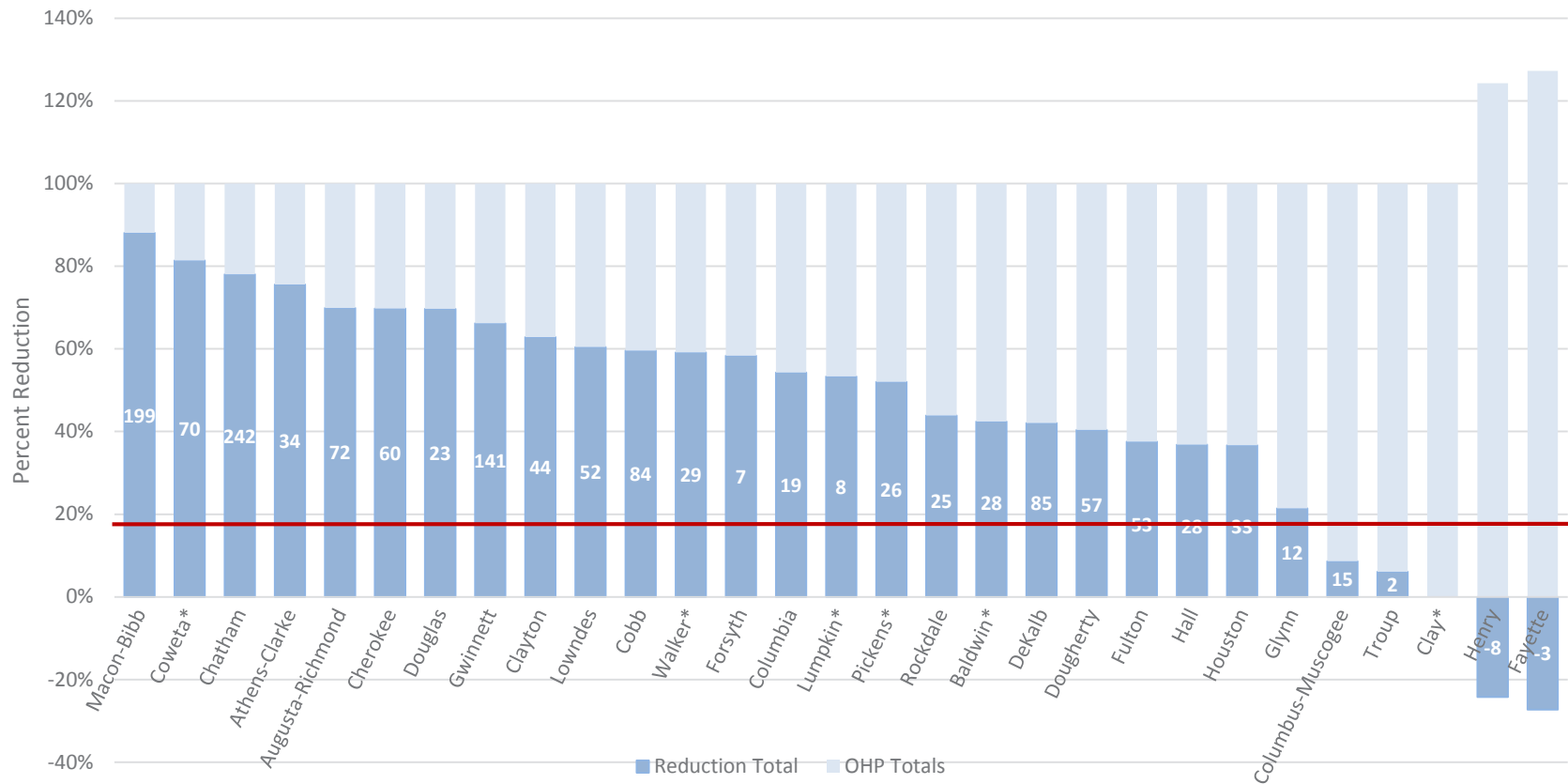
While most grantee courts represented a single county, six courts represent more than one county. These circuit courts—Appalachian Circuit, Enotah Circuit, Pataula Circuit, Ocmulgee Circuit, Lookout Mountain Circuit, and portions of the Coweta and Enotah Circuits—are represented in this report as Pickens County, Lumpkin County, Baldwin County, Walker County, Coweta County, and Clay County, respectively. Appendix D presents a list of grantees and the reach of the community-based programming services available to court-involved youth.



*Grantee court serves multiple counties

Figure 13. Out-of-Home Placement (STP Admissions & Felony Commitments) Reduction Percentages, July 2014–June 2015.

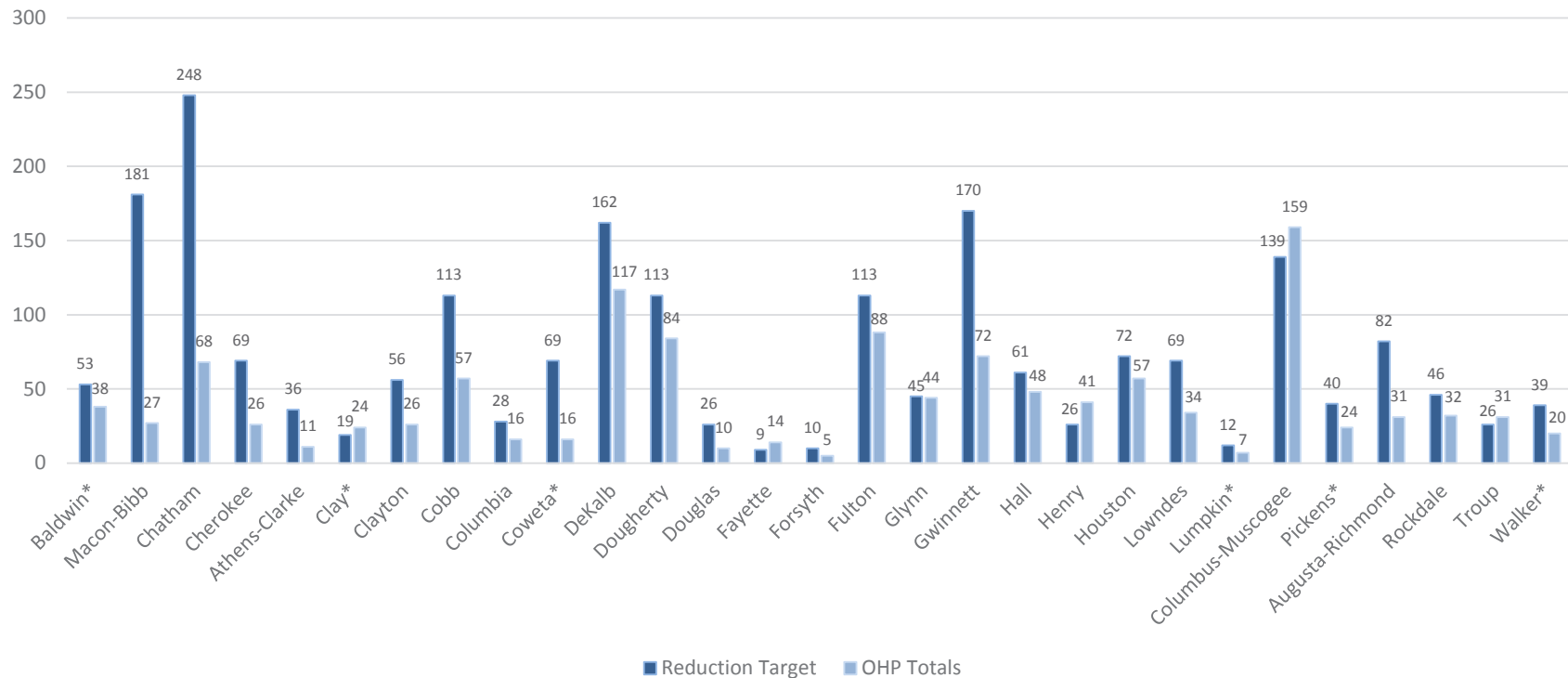
For the second implementation year, grantee courts collectively exceeded the targeted reduction of out-of-home placements computed using the FY 2012 numbers as a baseline. For the purposes of this report, out-of-home placements within a time period is defined as the total number of STP admissions combined with the total number of felony commitments to DJJ within that timeframe. Figure 13 shows that the majority of grantee courts exceeded the 20% target reduction goal. Collectively, grantee courts achieved a 54% reduction in out-of-home placements from the 2012 baseline. Percentage reductions in out-of-home placements ranged from a decrease of 88% in Macon–Bibb County to 6% in Troup County, with increases of 24% and 27%, respectively, in Henry County and Fayette County. While 24 of the 29 grantee courts met or exceeded the 20% reduction target, Muscogee, Troup, Clay, Henry, and Fayette counties did not. Henry County was the only county that did not meet the target reduction goal in both the first and second year of implementation. After the end of the first year, the decision was made to supplement the group-based intervention model with an intensive family therapy service. Henry County had a slower program startup with Functional Family Therapy and did not reach full implementation until February. See Appendix E for actual FY 2012 baseline, target, and out-of-home placement numbers for each grantee and for the grant year.



*Grantee court serves multiple counties

Figure 14. Out-of-Home Placement (STP Admissions & Felony Commitments) Reduction Numbers, July 2014-June 2015.

Figure 14 presents the percentage of out-of-home placements (OHP Totals) reported during the second grant year for each grantee court, as well as the difference between the number of out-of-home placements made and the FY 2012 baseline number for the grantee court (Reduction Total). Twenty-four grantees achieved their target; five grantees (Muscogee, Troup, Clay, Henry, and Fayette counties) did not meet the 20% target reduction goal. Two grantee courts (Fayette and Henry counties) reported more youth placed in out-of-home facilities in FY 2015 than in 2012. Figure 14 shows the actual reduction totals (as well as percentage) of youth placed in out-of-home facilities achieved in the second implementation year. The reduction in total out-of-home placements observed in FY 2015 was lower than the total out-of-home placement reduction achieved in FY 2014, as shown in Table 1 (page 21).



*Grantee court serves multiple counties

Figure 15. Average Percentage of Youth Served Each Month by Primary EBP.

Figure 15 compares total out-of-home placements in the second grant year to the reduction target goal for each grantee. This figure shows the maximum number of youth each grantee could place in out-of-home facilities in order to achieve a 20% reduction, along with the actual number of out-of-home placements made during the second grant term. For example, to meet the 20% reduction target in Baldwin, no more than 53 out-of-home placements could be made in FY 2015. A combined total of 38 felony commitments to DJJ and STP admissions for FY 2015 were reported by DJJ, representing a 42% reduction in out-of-home placements for the fiscal year. Macon-Bibb reported 27 combined STP admissions and felony commitments to DJJ in FY 2015. This was 199 fewer youth placed in out-of-home facilities in FY 2015 than in FY 2012. This represents an 88% reduction in total out-of-home placements from the 2012 baseline number of 226. Fayette County reported 14 combined STP admissions and felony commitments to DJJ in FY 2015. Based on the FY 2012 baseline, only nine combined out-of-home placements could be made in FY2015 to achieve a 20% reduction. Therefore, the 14 combined STP admissions and felony commitments to DJJ in FY 2015 represented an increase of 27% above the baseline. In the second year of implementation, five grantee courts did not meet the 20% out-of-home placement reduction targets as compared to three grantee courts in FY 2014.

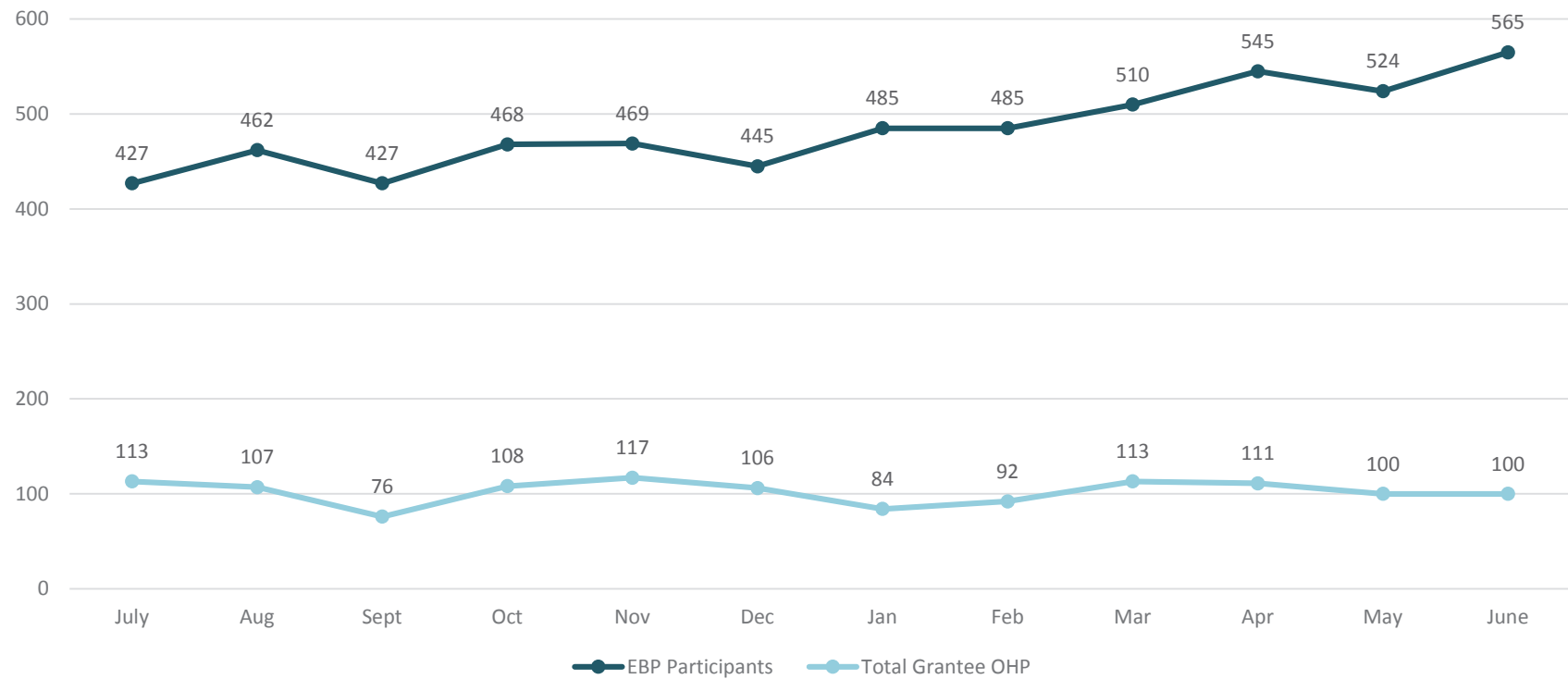


Figure 16. Total Out-of-Home Placements (STP Admissions & Felony Commitments) and Program Participation across all Grantees by Month, July 2014–June 2015.

Figure 16 provides a look at monthly totals of out-of-home placements and program participation for all grantee courts across the reporting period simultaneously. On average, 484 youth were served each month, with a high in June 2014, when 565 youth participated in grant-funded EBPs, and a low in July and September 2014, when 427 youth were served. The monthly participation rates in many instances include the same participant over several months as the EBP models selected are implemented in multiple sessions over several weeks or months.

DISCUSSION

Twenty-nine grantees representing 51 counties successfully implemented EBPs during the second year of the JJIG grant program. During the second grant year, grantees used one or more of the nine key EBPs to serve 1,666 youth in 51 counties across Georgia. These programs provided grantees alternatives to out-of-home placements and assisted in reducing the number of STP admissions and felony commitments to DJJ by approximately 54% across this geographic area. These 51 counties were home to almost 70% of Georgia's at-risk population (ages 0–16) during 2011; therefore, targeting services in these local courts has a statewide impact (Puzzanchera, Sladky, & Kang, 2010; Georgia Juvenile Justice Data Clearinghouse, 2014; Governor's Council on Criminal Justice Reform, 2014). Courts and their providers used a combination of individual- and family-centered EBPs and group-based programs, with the majority of youth served by the following three programs: FFT (43% of youth served), T4C (19% of youth served), and ART (17% of youth served).

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

Individual-level data collection on youth in EBPs. The programmatic data presented in this report represent individual-level data submitted monthly by grantees during the second year of implementation. These data allow analysis for cross-categorical relationships. The modification to the evaluation plan to collect individual-level data for program youth allows for a more robust analysis during this and future years.

Fidelity. Program fidelity is an important component of success. EBPs are effective in reducing recidivism in juvenile populations when the programs are delivered as the developers of the models intended. Individual program fidelity measures and fidelity challenges experienced by grantees can be examined in three primary ways: (1) by asking questions about current grantee EBP trainings, boosters,

and certifications; (2) by examining provider adherence to the EBP curricula; and (3) by providing checks and monitoring of program fidelity at each grantee site. In the second year of the JJIG program, CJCC hired a Model Fidelity Coordinator in their juvenile justice unit to assess the fidelity with which EBPs are being implemented.

Limit the number of EBPs for state funding. Grantees could choose from a range of EBPs in the first year, as long as they were designated as “effective” or “promising” on the evidence-based program registry housed on the National Institute of Justice, Office of Justice Programs website. Narrowing down the list for the second year to include only the most promising, widely utilized programs promoted a sustainable and measureable system in which training and technical assistance could be delivered effectively.

Geographic expansion. Grantees implementing services in the first year of the JJIG grant program were home to the majority of the 2011 at-risk population (ages 0–16) in the state. However, a number of geographic areas across the state did not have access to EBPs as an alternative to out-of-home placements. For example, the majority of the southeast portion of the state is served by dependent courts. In those areas, DJJ has an opportunity to provide standard EBP services through providers in these districts. To address these concerns in the second grant year, DJJ contracted with two service providers, Southwest Key and Youth Services International, to provide EBPs in dependent court counties not under contract in the current JJIG grant program. This new program, known as the Community Services Grant Program, is intended to complement the JJIG grant program.

REFERENCES

- Arum, L., & Beattie, I. R. (1999). High school experience and the risk of adult incarceration. *Criminology*, 37(3), 515–530.
- Brownfield, D. (1990). Adolescent male status and delinquent behavior. *Sociological Spectrum*, 10 (2), 227–248.
- Hawkins, J., & Weiss, J. (1980). *The social development model: An integrated approach to delinquency prevention*. Seattle: Center for Law and Justice, University of Washington.
- Georgia General Assembly. (2013). House Bill 242. Retrieved from <http://www.legis.ga.gov/legislation/en-US/Display/20132014/HB/242>
- Georgia Juvenile Justice Data Clearinghouse. (2014). *Juvenile justice county profiles* [Data Set]. Atlanta, GA: Criminal Justice Coordinating Council. Retrieved from <http://juveniledata.georgia.gov/JuvenileRgp.aspx>
- Governor's Council on Criminal Justice Reform. (2014). *Report of the Georgia Council on Criminal Justice Reform*. Atlanta, GA: Governor's Council on Criminal Justice Reform. Retrieved from https://gov.georgia.gov/sites/gov.georgia.gov/files/related_files/document/GA%20Criminal%20Justice%20Reform%20Council%20Report.pdf
- Pew Charitable Trusts. (2013). *Georgia's 2013 juvenile justice reform* (Issue Brief). Washington, DC: Pew Research Center. Retrieved from http://www.pewtrusts.org/~media/legacy/uploadedfiles/pes/content-llevel_pages/reports/Georgia20201320Juvenile20Justice20Reform20Summary20BriefJuly2013pdf.pdf
- Puzzanchera, C., Sladky, A. and Kang, W. (2010). Easy access to juvenile populations: 1990–2009 [Data Set]. Washington, DC: Office of Juvenile Justice and Delinquency Prevention and the National Center for Juvenile Justice. Retrieved from <http://www.ojjdp.gov/ojstatbb/ezapop/>
- Special Council on Criminal Justice Reform. (2012). *Report of the Special Council on Criminal Justice Reform for Georgians*. Atlanta, GA: Special Council on Criminal Justice Reform. Retrieved from <http://www.georgiacourts.org/files/Report%20of%20the%20Special%20Council%20on%20Criminal%20Justice%20Reform%20for%20Georgians%202012%20-%20FINAL.pdf>

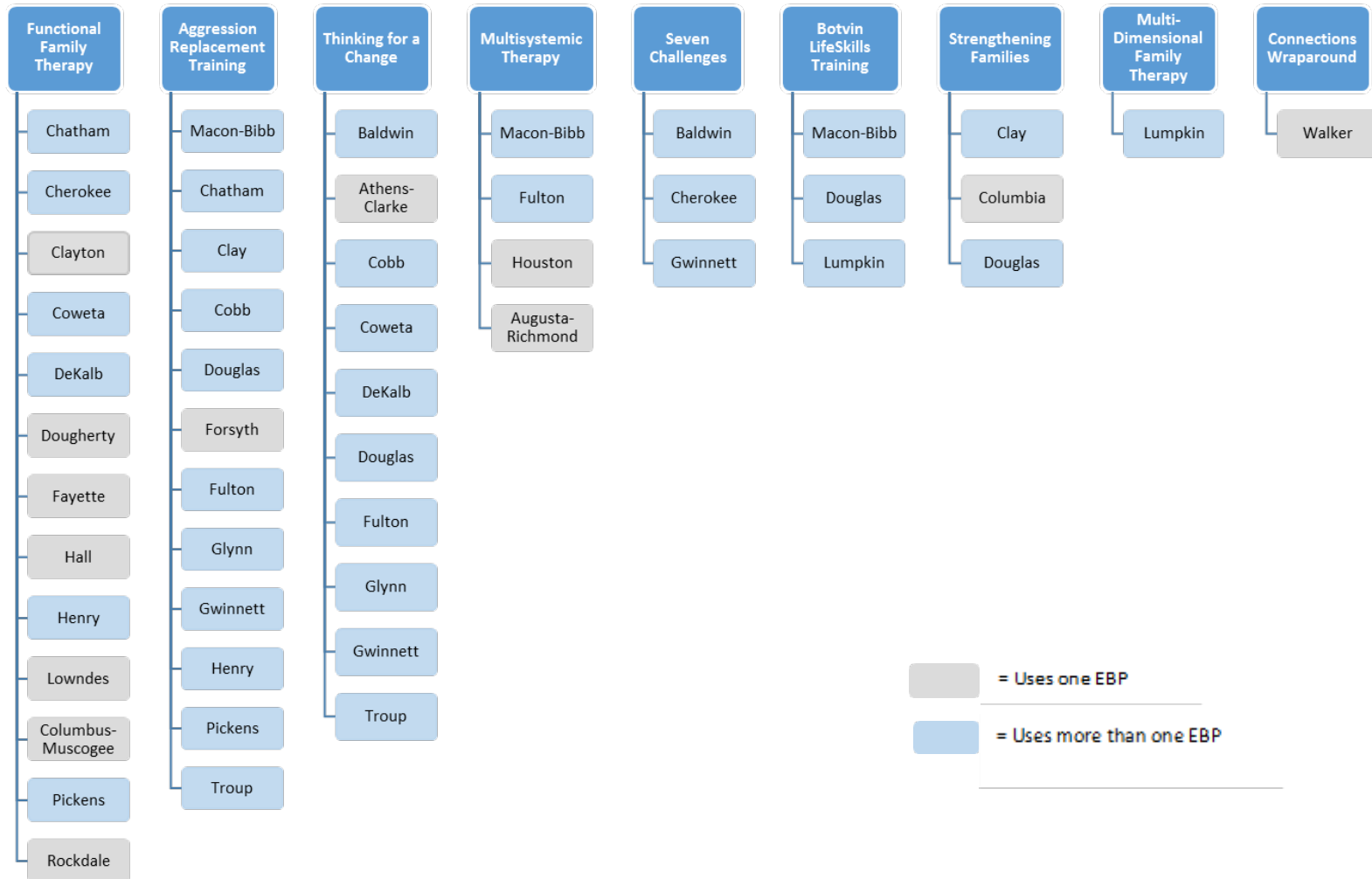
APPENDIX A

Number of Grantees By EBP

EBP	Number of Grantees Utilizing EBP	Grantee Court
Functional Family Therapy (FFT)	13	Chatham, Cherokee, Clayton, Coweta, DeKalb, Dougherty, Fayette, Hall, Henry, Lowndes, Columbus-Muscogee, Pickens, Rockdale
Aggression Replacement Training (ART)	12	Macon-Bibb, Chatham, Clay, Cobb, Douglas, Forsyth, Fulton, Glynn, Gwinnett, Henry, Pickens, Troup
Thinking for a Change (T4C)	10	Baldwin, Athens-Clarke, Cobb, Coweta, DeKalb, Douglas, Fulton, Glynn, Gwinnett, Troup
Multisystemic Therapy (MST)	4	Macon-Bibb, Fulton, Houston, Augusta-Richmond
Seven Challenges (7C)	3	Baldwin, Cherokee, Gwinnett
Botvin LifeSkills Training (Botvin LST)	3	Macon-Bibb, Douglas, Lumpkin
Strengthening Families (SF)	3	Clay, Columbia, Douglas
Multi-Dimensional Family Therapy (MDFT)	1	Lumpkin
Connections Wraparound (Connections)	1	Walker

APPENDIX B

EBP and Grantee Utilization



APPENDIX C

Program Exit Categories and Subcategories

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

1. Successful Completion

2. Administrative Discharge Subcategories

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

3. Dismissal/Removal Subcategories

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

APPENDIX D

Monthly Totals for Youth Served in Group Therapies

Applicant Agency	Primary County	Other Counties Served
Baldwin County Board of Commissioners	Baldwin	Morgan, Greene, Jasper, Putnam, Jones, Wilkinson, Hancock
Bibb County Board of Commissioners	Bibb	
Chatham County Board of Commissioners	Chatham	
Cherokee County Board of Commissioners	Cherokee	
Athens-Clarke County Unified Government	Athens	
Clay County Board of Commissioners	Clay	Randolph, Terrell, Early, Quitman, Seminole
Clayton County Board of Commissioners	Clayton	
Cobb County Board of Commissioners	Cobb	
Columbia County Board of Commissioners	Columbia	
Coweta County Board of Commissioners	Coweta	Heard, Meriwether
DeKalb County Government Board of Commissioners	DeKalb	
Dougherty County Board of Commissioners	Dougherty	
Douglas County Board of Commissioners	Douglas	
Fayette County Board of Commissioners	Fayette	
Forsyth County Board of Commissioners	Forsyth	
Fulton County Board of Commissioners	Fulton	
Glynn County Board of Commissioners	Glynn	
Gwinnett County Board of Commissioners	Gwinnett	
Hall County Board of Commissioners	Hall	
Henry County Board of Commissioners	Henry	
Houston County Board of Commissioners	Houston	
Lowndes County Board of Commissioners	Lowndes	
Lumpkin County Board of Commissioners	Lumpkin	Towns, Union, White
Columbus Consolidated Government	Muscogee	
Pickens County Board of Commissioners	Pickens	Fannin, Gilmer
Augusta-Richmond County	Richmond	
Rockdale County Board of Commissioners	Rockdale	
Troup County Board of Commissioners	Troup	
Walker County Board of Commissioners	Walker	Catoosa, Chattooga, Dade

APPENDIX E

FY 2015 Out-Of-Home Placements (Combined Stp Admissions and Felony Commitments)

Primary Counties	2012 Baseline	Target (20% reduction)	Totals	Reduction Number	Percent Reduction
Baldwin*	66	53	38	28	42%
Macon-Bibb	226	181	27	199	88%
Chatham	310	248	68	242	78%
Cherokee	86	69	26	60	70%
Athens-Clarke	45	36	11	34	76%
Clay*	24	19	24	0	0%
Clayton	70	56	26	44	63%
Cobb	141	113	57	84	60%
Columbia	35	28	16	19	54%
Coweta*	86	69	16	70	81%
DeKalb	202	162	117	85	42%
Dougherty	141	113	84	57	40%
Douglas	33	26	10	23	70%
Fayette	11	9	14	-3	-27%
Forsyth	12	10	5	7	58%
Fulton	141	113	88	53	38%
Glynn	56	45	44	12	21%
Gwinnett	213	170	72	141	66%
Hall	76	61	48	28	37%
Henry	33	26	41	-8	-24%
Houston	90	72	57	33	37%
Lowndes	86	69	34	52	60%
Lumpkin*	15	12	7	8	53%
Columbus-Muscogee	174	139	159	15	9%
Pickens*	50	40	24	26	52%
Augusta-Richmond	103	82	31	72	70%
Rockdale	57	46	32	25	44%
Troup	33	26	31	2	6%
Walker*	49	39	20	29	59%

*Grantee court serves multiple counties

APPENDIX F

Out-Of-Home Placement Reduction Totals for FY 2014 and FY 2015

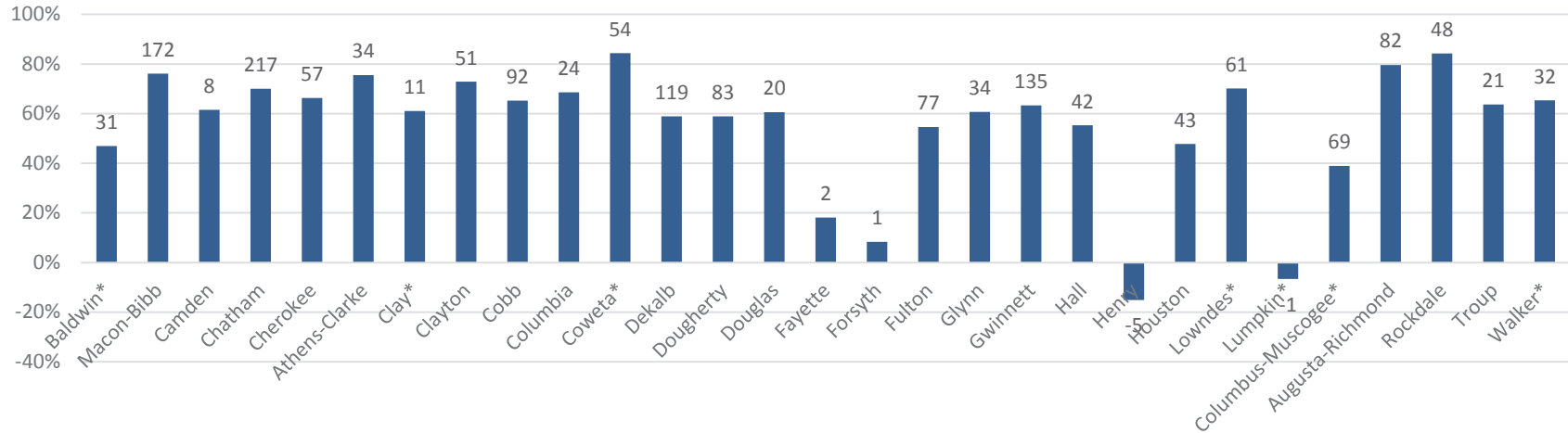


Figure A. Out-of-Home Placement Reduction Totals (STP Admissions & Felony Commitments) in Grantee Counties FY2014.

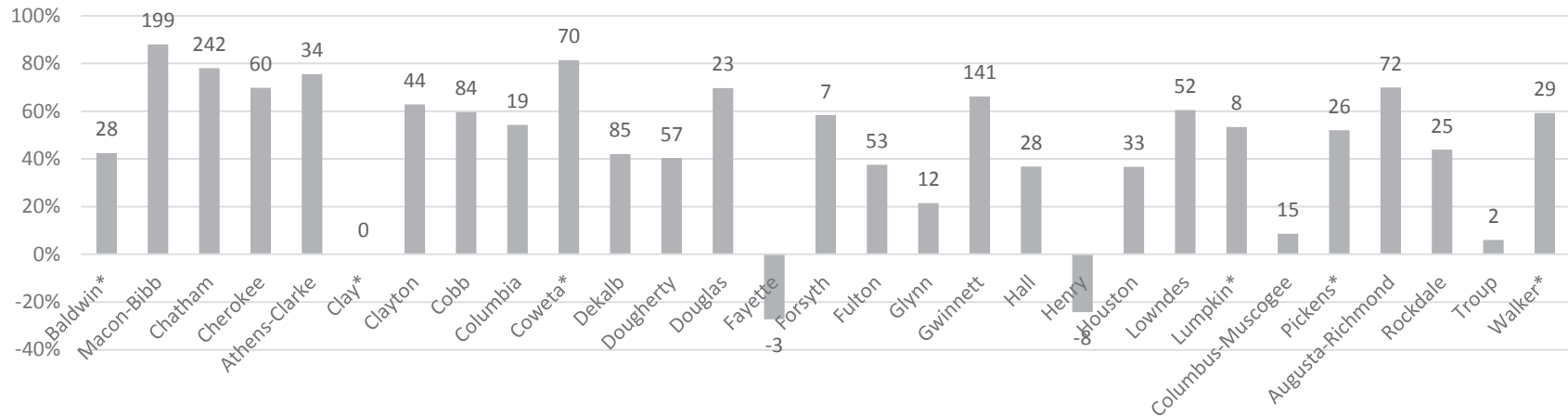
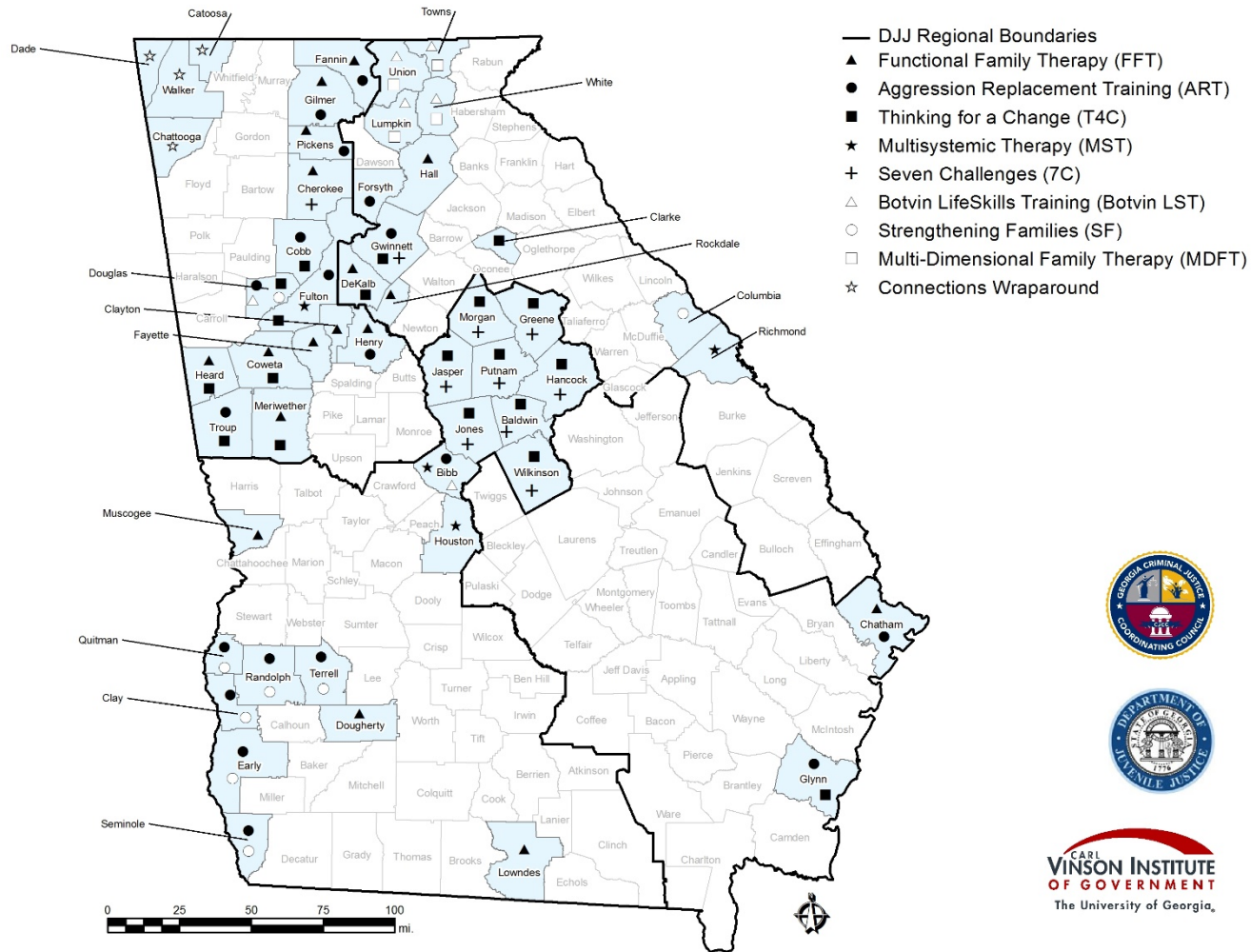


Figure B. Out-of-Home Placement reduction Totals (STP Admissions & Felony Commitments) in Grantee Counties FY2015.

APPENDIX G

Georgia Juvenile Justice Incentive Grants Evidence-Based Program Distribution July 2014 – June 2015





Since 1927, the Carl Vinson Institute of Government has been an integral part of the University of Georgia. A public service and outreach unit of the university, the Institute of Government is the largest and most comprehensive university-based organization serving governments in the United States. Through research services, customized assistance, training and development, and the application of technology, we have the expertise to meet the needs of government at all levels throughout Georgia. The Institute of Government's survey research and evaluation specialists support policy research and technical assistance activities for state and local governments as well as for other university programs. Evaluation experts at the Institute of Government are skilled at assessing the effectiveness of different endeavors, from individual programs to interdepartmental or even system-wide efforts.

Georgia Juvenile Justice Incentive Grants

Year Two Evaluation Report | 2014–2015