Reforming Georgia Juvenile Justice

Getting Results in Juvenile Justice: Improving Outcomes and Containing Costs
Georgia Council of Criminal Justice Reform
Criminal Justice Reform Commission

• 15 members
• Appointed by the Governor
• Adult side chaired by Judge Nathan Deal
• Juvenile Justice side chaired by Judge Steven Teske
• Provide oversight and implementation of reforms
• Consider new reforms to recommend to Governor and Legislature
Change the conversation about how we look at data.
Epidemiology

To provide a basis for developing surveillance measures and prevention procedures for groups and at-risk populations, and to identify causation and then strategies that impact both groups and populations, thereby also allowing individual treatments to be effective.

This represents a shift from targeted reactions to population-based prevention and intervention.
Look at the Data from Epidemiological Basics

*Diseases* do not occur by chance: there are always determinants for the disease to occur.

*Diseases* are not distributed at random: distribution is related to risks factors that need to be studied for the population in order to identify solutions.

*Disruptive behaviors* do not occur by chance: there are always determinants for the disruptive behavior to occur.

*Disruptive behaviors* are not distributed at random: distribution is related to risks factors that need to be studied and for the population in order to identify solutions.
Problems Facing Georgia

- Too many low risk youth committed to State custody
- High cost for commitments to secure and non-secure facilities
- High recidivist rates
- Lack of evidence based programs and practices in the community
- Lack of a centralized data collection system to measure performance and outcomes
- Lack of coordination of agencies at local level to deliver services.
Process Used

- Governor created Georgia Criminal Justice Reform Council
- Governor requested PEW’s assistance
- Data Dumping and Analysis using PEW’s experts
- Orientation on What Works & What Doesn’t in Juvenile Justice with PEW assistance
- Stakeholder Involvement
- Council divided into working groups (i.e. Community Supervision & Out of Home Placements)
- Guidelines on policy development—must be supported by data, evidence-based practices, and sound fiscal practices
- Policy recommendations made to Governor for consideration
- Legislative counsel assigned to develop legislation to effectuate policies adopted.
Workgroup Findings

<table>
<thead>
<tr>
<th>Total Population (2011)</th>
<th>% Non-felony (Misdemeanor or Status)</th>
<th>% Non-Violent Offense Types</th>
<th>% Low-Risk</th>
<th>Recidivism Rate (Released in 2007)</th>
<th>Cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>Out-of-Home Population</td>
<td>1,917</td>
<td>24%</td>
<td>58%</td>
<td>40%</td>
<td>N/A</td>
</tr>
<tr>
<td>YDC Population</td>
<td>619</td>
<td>1%</td>
<td>39%</td>
<td>39%</td>
<td>$91,126 per bed</td>
</tr>
<tr>
<td>Designated Felons</td>
<td>607</td>
<td>0%</td>
<td>38%</td>
<td>39%</td>
<td>N/A</td>
</tr>
<tr>
<td>Non-Secure Residential Population</td>
<td>600</td>
<td>53%</td>
<td>70%</td>
<td>49%</td>
<td>54%</td>
</tr>
<tr>
<td>RYDC Population</td>
<td>698</td>
<td>20%</td>
<td>65%</td>
<td>34%</td>
<td>$88,155 per bed</td>
</tr>
</tbody>
</table>

- Large numbers of low-risk kids consume expensive juvenile justice resources and recidivism rates remain high.
  - YDC: 39% low-risk, 65% recidivism rate, $91,126 per bed
  - Non-Secure Residential: 53% non-felony, 49% low-risk, 54% recidivism rate, $28,955 per juvenile
Race/Ethnicity of Youth in System

**Out-of-Home**
- Afr Amer: 69%
- White: 22%
- Other: 9%

n = 1,917

**Community**
- Afr Amer: 58%
- White: 31%
- Other: 11%

n = 13,790
Policies: What were the goals?

- Develop fiscally sound, data-driven juvenile justice policies that ensure Georgia’s tax dollars are used effectively and efficiently;
- Focus on those offenders who are adjudicated delinquent and sent to an out-of-home placement;
- Identify reforms to current dispositional practices that improve public safety and control costs through more effective use of community-based options.
Clayton juvenile program becomes model for state reform
Second Chance reduced offenses, cut taxpayer costs

ATLANTA JOURNAL CONSTITUTION, March 5, 2013
Recommendation 1: Implement a performance incentive structure similar to Ohio and Texas.

- Evidence-based community-based options can reduce recidivism, but too often, the quantity and quality of community-based options in Georgia is dependent upon location and funding.
- Ohio and Texas: Several states and local communities have aligned their fiscal relationship in ways that reward performance. For example, Ohio’s RECLAIM program provides incentives to counties to develop and utilize community-based alternatives.
- This proposal would recommend that Georgia develop and implement a fiscal incentive structure similar to Ohio and Texas.
- Working group currently considering potential details of this proposal to determine its efficacy. This group will report back to the full Council.
Recommendation 2: Create a two-class system within the Designated Felony Act.

- Currently, the Designated Felony Act contains one dispositional structure for nearly 30 offenses ranging from murder to smash and grab burglary.
- In 2011, 39% of designated felons in a YDC were assessed as low-risk.
- Georgia pays $91,126 per bed per year at a YDC. Despite these high costs, 65% of juveniles released from a YDC are re-adjudicated delinquent within three years.
- This proposal would revise the Designated Felony Act to create a two-class system that continues to allow for restrictive custody in all DF cases while taking into account both offense severity and risk level. The Council also suggests adjusting the dispositional sanctions for each class that corresponds to the degree of the offense and takes into account the risk level of offenders.
Recommendation 3: Prohibit status offenders and some misdemeanants from being committed to secure residential facilities and reinvest savings into the community.

- 53% of juveniles in a non-secure residential facility were adjudicated for a misdemeanor (45%) or status offense (8%). In addition, there are additional post-adjudication misdemeanor and status offenders sitting in an RYDC awaiting a placement.
- Several states have recently implemented restrictions on the placement of misdemeanor and/or status offenders in state facilities, including Texas, Florida, Virginia and Alabama.
- This proposal would allow only juveniles who were adjudicated for a felony offense to be committed to state facilities, unless they met certain criteria.
- Reinvestment: In addition, the working group suggests that the Special Council recommend that half of the projected savings from this recommendation be reinvested back into communities through a grant program to the counties to support local, evidence-based interventions for these offenders.
Recommendation 4: Require juvenile courts to collect and track data regarding referrals to the juvenile justice system.

- Currently, there is no uniform mechanism for collecting and tracking referrals to the juvenile justice system. As a result, the state is not able to identify which cases result from school related offenses and assess the degree to which school-based incidents and referrals are key drivers into the system.
- This proposal would require the collection and tracking of this data in order to give the state the capacity to make more informed, data-driven decisions that can improve public safety.
INCENTIVE GRANT OUTCOMES

• 62% average reduction in commitments among the grant recipient counties;
• Two detention centers closed;
• Cost savings of 85 million dollars;
• Cost savings re-directed to evidence based community programs that include Functional Family Therapy, Multi Systemic Therapy, Cognitive Behavioral Therapy and Restructuring, Aggression Replacement Therapy, and Seven Challenges Drug Treatment.
Office of Transition Support & ReEntry

Helping adult and juvenile offender transition from prison to the community
2013 Work

• Developed Performance & Outcome Measures
• Trained Judges and Others
• Developed New Detention Assessment Instrument
• Developed New Pre-Disposition Risk Assessment Instrument
• Implemented Incentive Grant to jump start Reinvestment savings
Impact by County

*Juvenile Incentive Grant Program’s Aim is to REDUCE Admissions to Short Term Program (STP) Felony Commitments to DJJ
Impact Statewide

Admissions for Juvenile Incentive Grant Counties - 6 Month Totals

Juvenile Incentive Grant Admissions and Targets by Quarters

*Juvenile Incentive Grant Program's Aim is to REDUCE Admissions to Short Term Program (STP) Felony Commitments to DJJ*
2014 Work

- Develop recommendation for Juvenile Centralized Data System to be funded by DJJ and managed by the Council of Juvenile Court Judges and the Administrative Office of the Courts
- Recommend that the Annie E Casey JDAI currently housed in Clayton County go statewide using a steering committee chaired by Judge Teske that reports to the Reform Commission. Seven counties have been identified as the model sites to begin the effort.
- Began the discussion to reduce minor school arrests and referrals to the juvenile court modeled after Clayton County
IMPACT OF SRO WITH & WITHOUT MOU

School/Justice MOU Signed

Negotiations begin on MOU

Quad C-ST

System of Care

Misdemeanors

Felonies

SRO Program Begins

1 4 10 15 6 44 62 57 107 79 115 120 142 81 61 74 89 73 77 97

93 94 95 96 97 98 99 0 1 2 3 4 5 6 7 8 9 10 11 12 13
Keeping Kids in School, Out of Court, Improves Community Safety

- Graduation Rates
- Arrest Rates

System of Protocol Begins JDAI Begins Quad C- OSS

Graph showing the impact of keeping kids in school and out of court on community safety.
Best Practices Improves Safety

Graph showing the comparison of complaints and petitions over years from 1999 to 2013. The graph indicates a decline in both complaints and petitions post-reform, with a marked decrease shortly after the reform begins.
86% DECREASE IN AVERAGE DAILY DETENTION POPULATION (ADP)
75% REDUCTION IN ADP OF MINORITY YOUTH
47% REDUCTION IN AVERAGE LENGTH OF STAY
FELONY RE-ARREST (PRIOR TO ADJUDICATION) IS < 1%
77% FEWER COMMITMENTS TO STATE CUSTODY
72% FEWER COMMITMENTS OF MINORITY YOUTH, BUT A
72% REDUCTION IN FORMAL PETITIONS
62% REDUCTION IN COMPLAINTS

Don’t Let Appearances Fool You!
2014 data as compared to the same measures in 2002