



The Statewide Juvenile Justice Improvement Initiative in Nevada

Second Presentation to Task Force: Key Findings from System Analysis

October 19, 2016

CSG Justice Center Presenters

Nancy Arrigona, *Research Manager*

Rebecca Cohen, PhD, *Research Manager*

Nina Salomon, *Senior Policy Analyst, Juvenile Justice*

Josh Weber, *Program Director, Juvenile Justice*



Agenda Item V (CHILD WELFARE)
Meeting Date: 01-24-18

About the CSG Justice Center

Corrections



Justice Reinvestment



Mental Health



Reentry



Substance Abuse



Youth



Courts



Law Enforcement



National non-profit, non-partisan membership association of state government officials that engage members of all three branches of state government.



Justice Center provides practical, nonpartisan advice informed by the best available evidence.

About the NRCC



- Authorized by the passage of the Second Chance Act in April 2008
- Launched by The Council of State Governments in October 2009
- Administered in partnership with the Bureau of Justice Assistance, U.S. Department of Justice

The Statewide Juvenile Justice Improvement Initiative (SJJI) is designed to help Nevada address the following questions

How well do our policies, practices, and resources **align with what the research says works** to reduce recidivism and improve other youth outcomes?



What recidivism and other outcome data does our state track for youth under the supervision of the juvenile justice system?



To what extent are **leaders from the three branches of state government working together** and in partnership with local governments to improve outcomes for youth under juvenile justice supervision?



Governor Sandoval established the SJJI Task Force to determine what steps can be taken to strengthen public safety and improve outcomes for youth



A decorative graphic on the left side of the slide. It features a central white point from which several arrows radiate outwards. A thick gold arrow points downwards from the top. A light blue arrow points from the left towards the center. A teal arrow points upwards from the bottom. A grey arrow points from the right towards the center. A horizontal grey line extends from the center to the right edge of the slide.

01 Process

- ## 02 Key Findings
- System Performance
 - System Trends
 - Service Delivery

03 Next Steps

The analysis focused on three key areas at the state and local levels



Management, tracking, and evaluation of juvenile justice system performance and youth outcomes



Recent system trends in state and local juvenile justice systems



Service delivery for youth on probation, in facilities, and on parole

The qualitative analysis is based on the four core principles demonstrated by research to improve outcomes for youth

Principle 1

Base supervision, service, and resource allocation decisions on the results of **validated risk and needs assessments**

Principle 2

Adopt and effectively implement **programs and services demonstrated to reduce recidivism** and improve other youth outcomes, and use data to **evaluate the results** and guide system improvements

Principle 3

Employ a **coordinated approach** across service systems to address youth's needs

Principle 4

Tailor system policies, programs, and supervision to reflect the **distinct developmental needs of adolescents**

Case-level data from multiple state and county sources informs the analysis presented today

Data	Source
Clark County Probation Data	Clark County Department of Juvenile Justice Services
Washoe County Probation Data	Washoe County Department of Juvenile Services
Youth Camp Data	China Spring Youth Camp, Spring Mountain Youth Camp
Statewide Probation Data	Division of Child and Family Services, Juvenile Justice Services, Juvenile Programs
Commitment and Parole Data	Division of Child and Family Services, Juvenile Justice Services, Youth Parole Bureau
Fiscal Data	Division of Child and Family Services

More than 50 individual interviews and focus groups with an array of system stakeholders also inform the analysis

- Law Enforcement
- Youth Parole Bureau, DCFS
- Juvenile Court Judges
- Youth and Families
- District Attorneys
- Advocates
- Public Defenders
- Office of Governor Sandoval
- Office of the Attorney General
- Washoe County Probation Department
- Rural Probation Departments
- Washoe County Probation Department
- Department of Health and Human Services
- Clark and Washoe County School Districts
- Summit View, Nevada Youth Training Center, and Caliente Directors and Staff
- Juvenile Justice Services, Department of Children and Family Services (DCFS)
- Department of Public Safety – Division of Parole and Probation, Department of Corrections

Notes about the System Analysis Findings

- 1. Based on available data**, which is limited, particularly related to risk, needs, service delivery, recidivism, and other youth outcomes
- 2. County data focuses primarily on Clark and Washoe Counties** as they comprise approximately 90 percent of the juvenile justice population. At the same time, **feedback from rural county leaders** heavily informs the qualitative analysis.
- 3. Details findings from 2013–2015** because data before 2013 from some jurisdictions were reviewed and deemed incomplete
- 4. Targeted at identifying opportunities** to better align system policies, practices, and funding statewide with what research shows works to improve outcomes for youth

A decorative graphic on the left side of the slide features a central white starburst shape. Five arrows point towards this center: a gold arrow from the top, a light blue arrow from the left, a teal arrow from the bottom, and two grey arrows from the right. A thick gold vertical line descends from the top edge of the slide, ending at the top of the starburst.

01 Process

02 **Key Findings**

- System Performance
- System Trends
- Service Delivery

03 Next Steps

Summary of Key Findings from Analysis

1

Nevada does not regularly or fully track recidivism rates or other outcomes for youth in the juvenile justice system. The limited data that are available show that many of the **youth in contact with the system commit multiple offenses over time, leading to deeper system involvement.**

2

Nevada has seen a significant drop in the number of youth referred to the juvenile justice system over the last few years, but a **greater proportion of Nevada youth are receiving formal supervision, placed in a residential facility, and committed to a state correctional facility.**

3

Despite spending almost \$95 million in 2015 on the juvenile justice system, **state and county agencies do not ensure that youth receive research-based programs and services.**

A decorative graphic on the left side of the slide. It features a central white point from which several thick, rounded arrows radiate outwards. One arrow points vertically upwards in a gold color. Another points vertically downwards in a teal color. A light blue arrow points horizontally to the left. A grey arrow points horizontally to the right. There are also two diagonal arrows, one pointing up-left and one pointing down-right, both in light blue. A thin gold vertical line runs down the left side of the page, ending in a gold arrowhead pointing towards the central point.

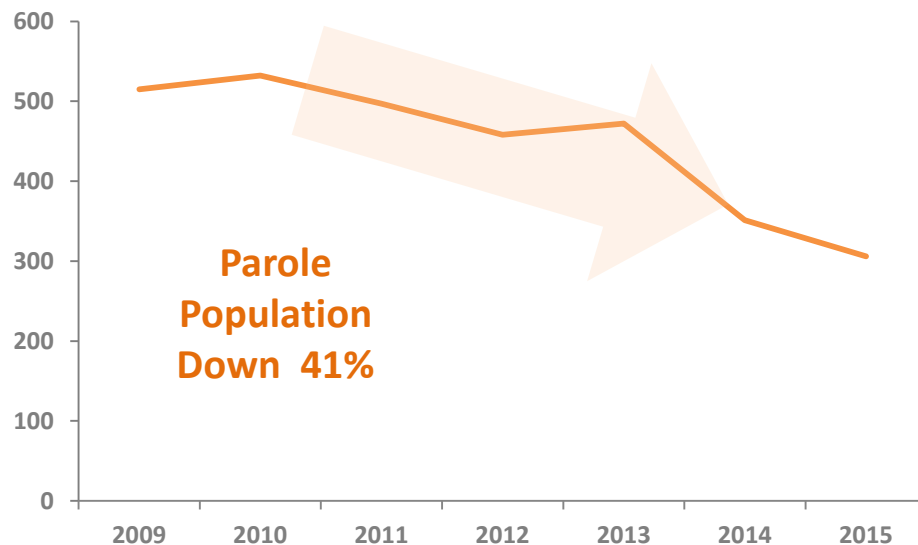
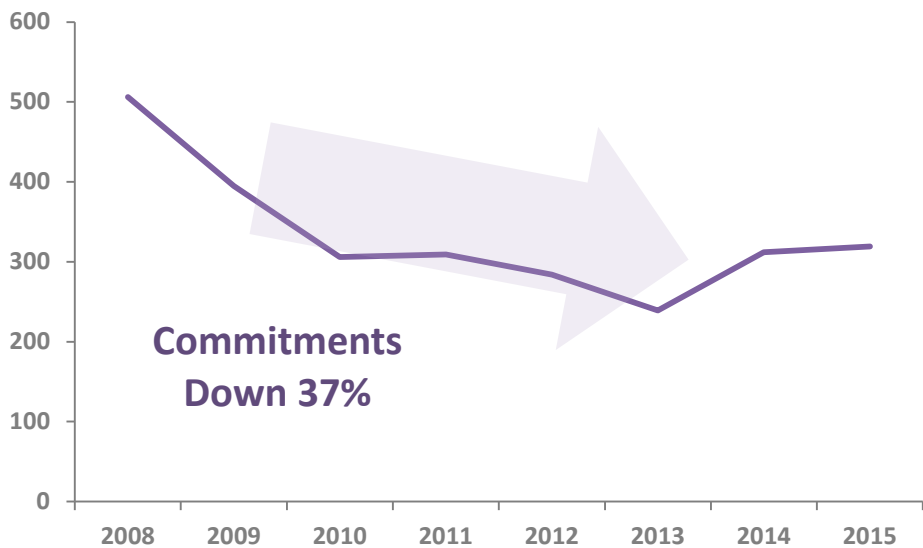
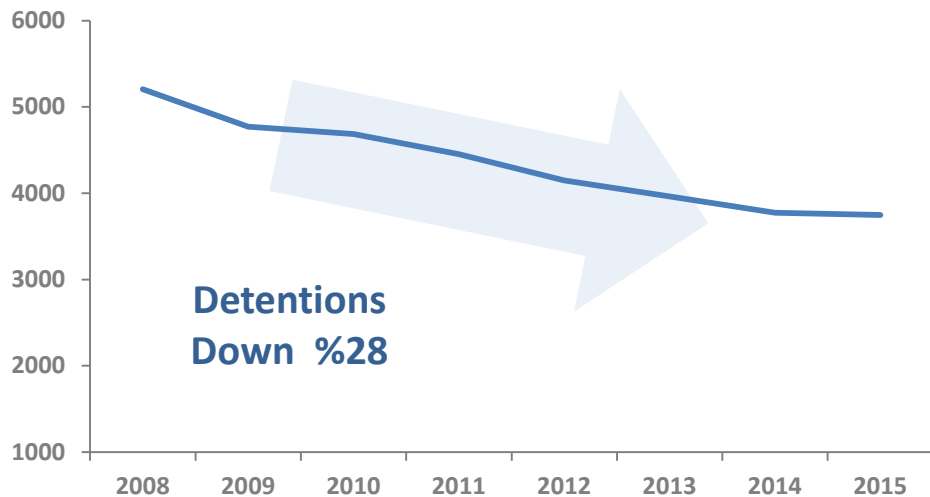
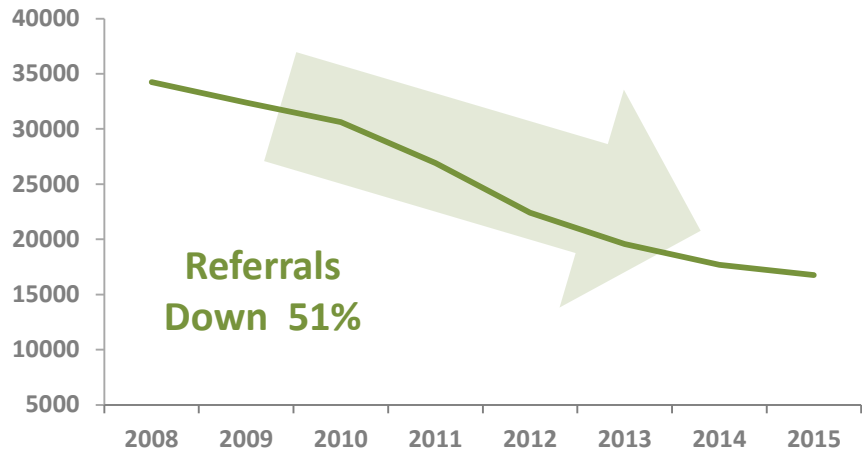
01 Process

02 Key Findings

- **System Performance**
- System Trends
- Service Delivery

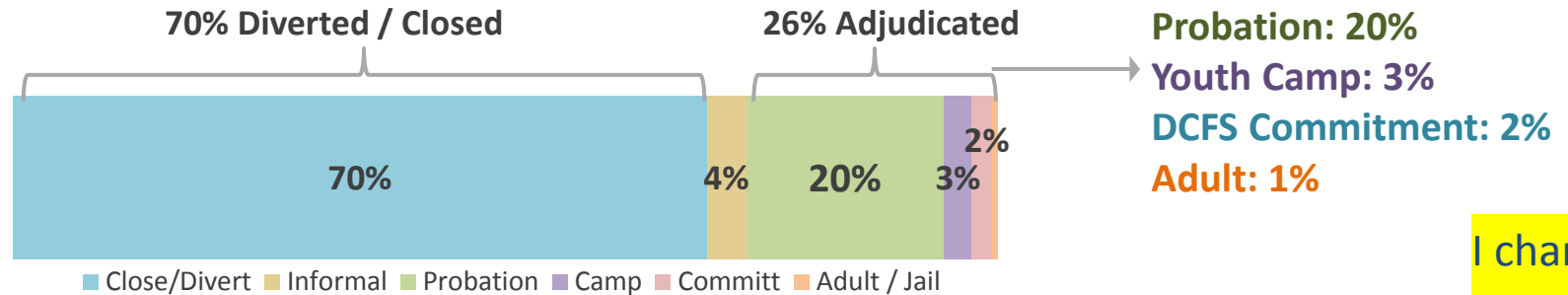
03 Next Steps

The number of youth coming into and supervised by the Nevada juvenile justice system has declined over the last seven years



Nevada's juvenile justice agencies have demonstrated a commitment to improving the juvenile justice system and outcomes for youth

Dispositions in Washoe and Clark Counties, 2015

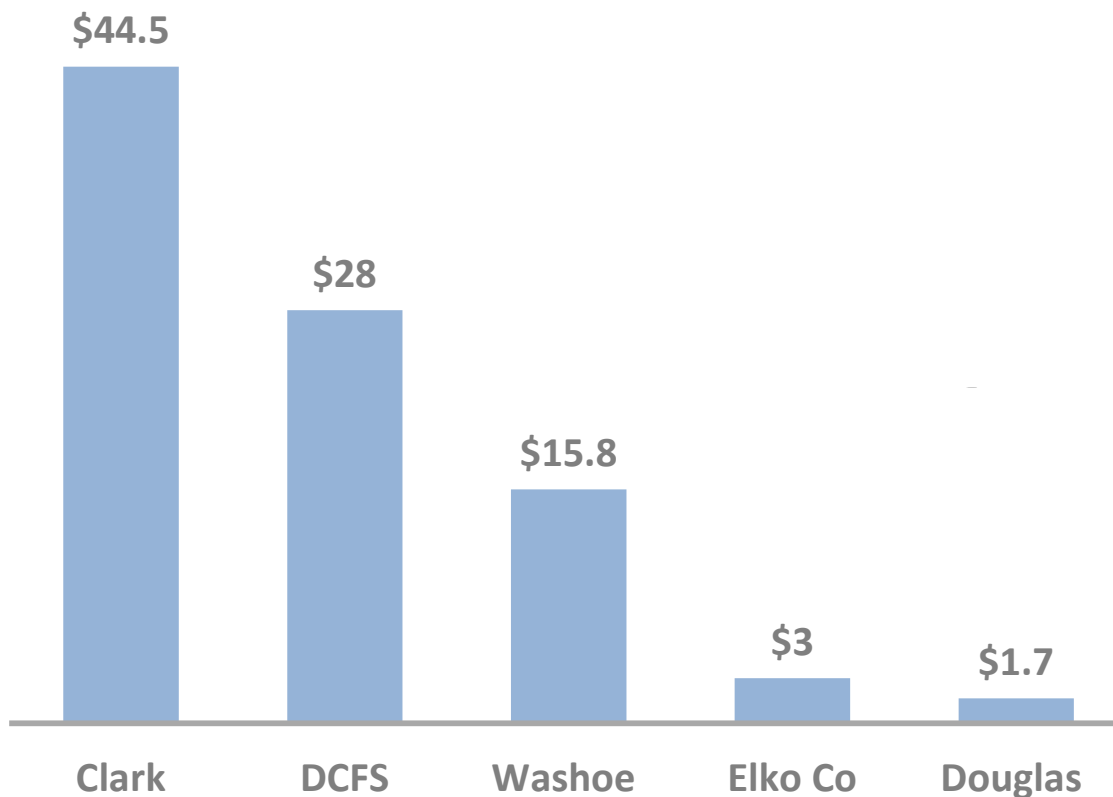


I changed the
 "commit" in
 In the original
 the chart is
 Not sure what

- Strong focus on **diverting youth** from formal system involvement
- County implementation of **detention reform initiatives** and use of detention risk assessments
- Commitment to **keeping youth in the community** as seen by significant historical reductions in state commitments
- Increasing knowledge of and focus on **evidence-based practices and data-driven decision making**
- Established multiple **reform commissions** with demonstrated success in making improvements to the juvenile justice system

Nevada spent almost \$95 million for juvenile justice supervision and services in 2015

DCFS and County Juvenile Justice Budgets 2015



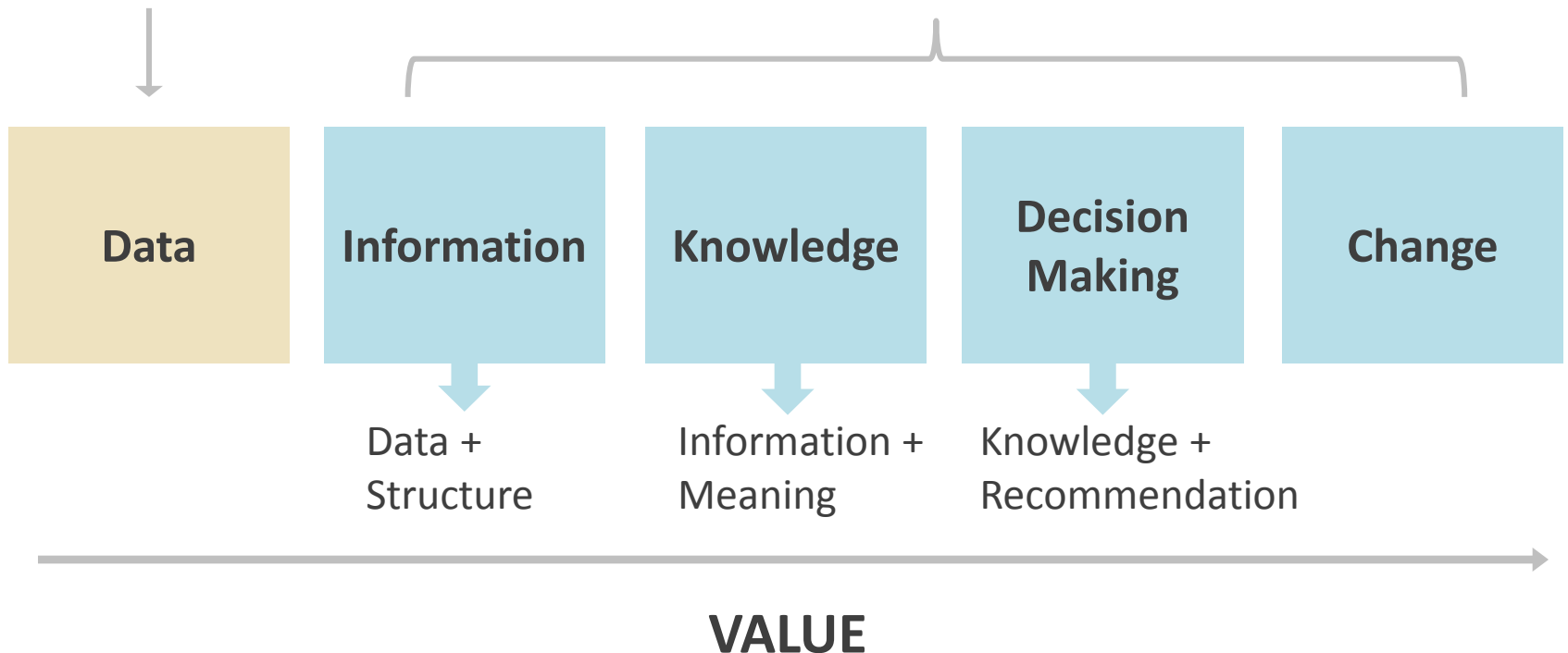
Nevada is unable to answer key questions about how system resources are being used to improve outcomes for youth

Key Questions	What Data to Report	Current NV Status
Whom does the system serve?	<ul style="list-style-type: none">• System profiles by youth demographics and DMC reports	<ul style="list-style-type: none">• Data exist at county and state levels and are currently reported
How are youth moving through the system?	<ul style="list-style-type: none">• Length of stay/average daily populations (LOS/ADP) for detention, placements, probation, commitments, and parole• Frequencies of youth at each point in the system by demographics, offense, priors, risk/need	<ul style="list-style-type: none">• Data exist to calculate LOS and ADP at the state and county levels but are not consistently reported• Data exist for most critical system points but are not consistently reported• Limited data on risks/needs
How well does the system serve youth?	<ul style="list-style-type: none">• Service-matching analysis• Probation and parole outcomes• Recidivism analysis	<ul style="list-style-type: none">• No program/service data• Data exist for supervision outcomes and are currently reported• Data exist to calculate recidivism, but standard definitions and MOUs are needed to facilitate consistent reporting

Nevada lacks the data structure and research capacity to analyze system performance and use data to guide policy, practice, and funding improvements

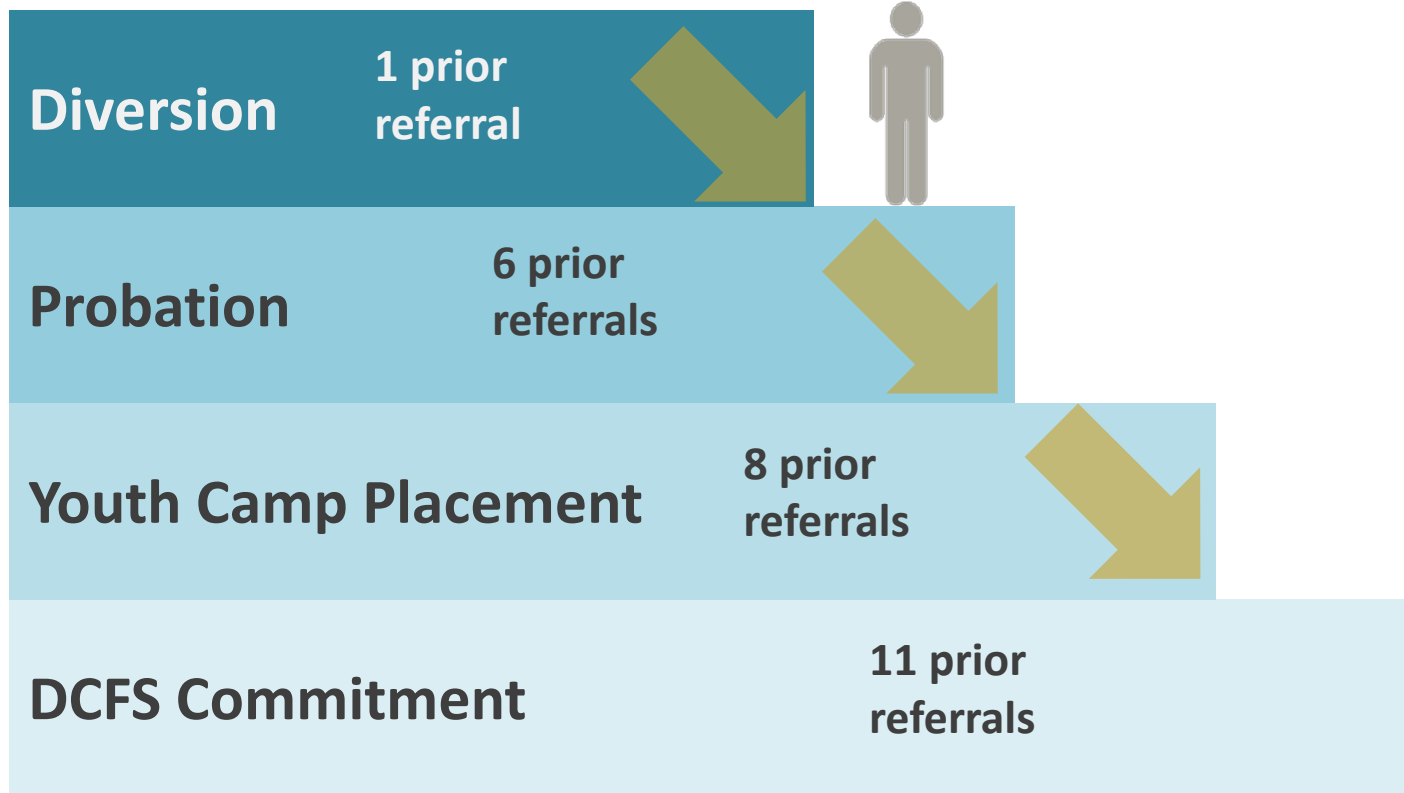
NV collects data for many key points in the system and requires reporting

The structure of the data in most counties and at the state level inhibits the meaningful analysis necessary to develop system knowledge and inform decision making and system change



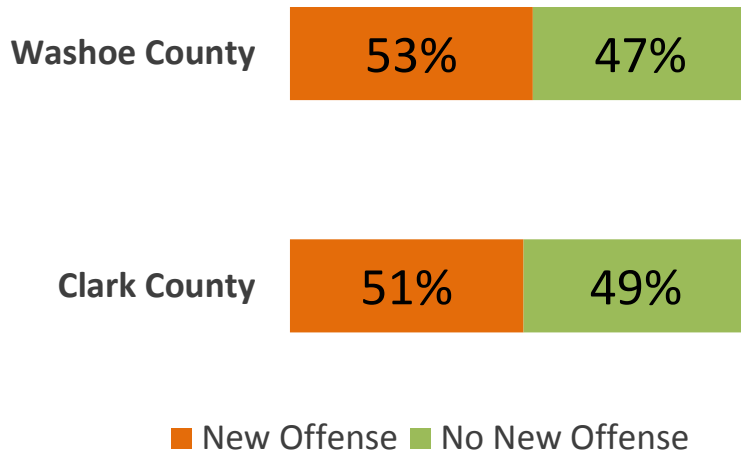
Youth often cycle through the Nevada juvenile justice system multiple times

Average Number of Prior Referrals, 2013–2015



Many youth on probation in Washoe and Clark counties commit new offenses and receive extended probation sentences

Slightly more than half of youth who started probation between 2013 and 2015 in Washoe and Clark counties had at least one subsequent offense during or after their supervision



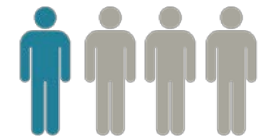
Many youth who commit new offenses while on probation receive extended probation terms that result in extensive lengths of stay

Slightly more than 1 in 5 youth in Washoe County



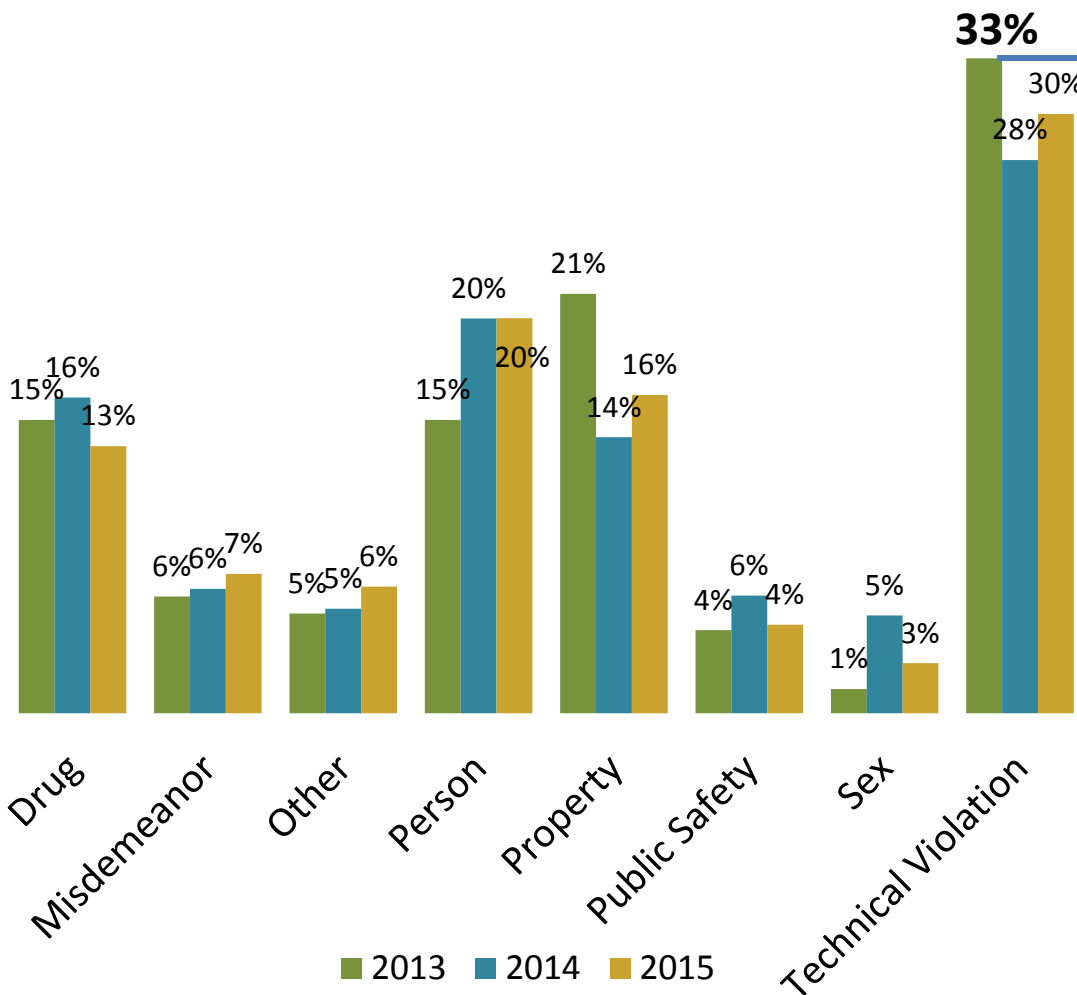
Average LOS 2013–2015
~17.5 months (535 days)

1 in 4 youth in Clark County



Average LOS 2013–2015
~16 months (481 days)

Youth who receive a technical violation while on probation or parole comprise a significant number of commitments



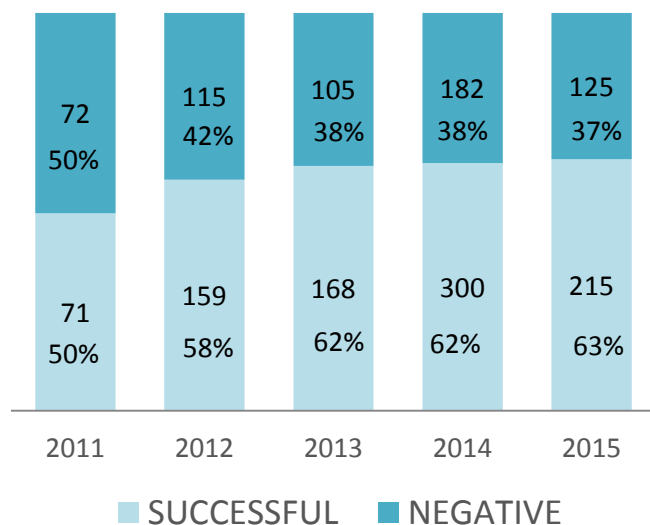
77% of technical violation commitments in 2013 were for probation violations, 23% were for parole violations

NV committed youth to state-run facilities for technical violations at 4 times the rate of the national average in 2013

NV 33% US 8%

Successful parole completions have increased but more than half of surveyed youth commit a new offense while on parole

Parole Termination Status 2011–2015



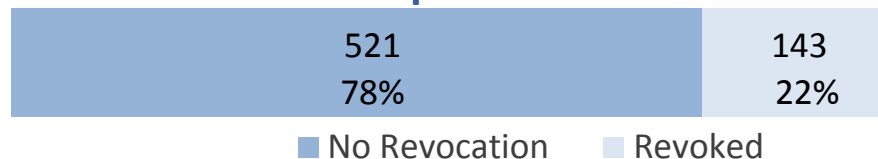
The proportion of successful parole terminations **increased from 50% to 63%** between 2011 and 2015

Of youth terminating parole between 2013 and 2015 for whom UNITY survey data was available:

More than half had a new offense while on parole



More than 1 in 5 were revoked while on parole



Summary of Key Takeaways from Section One: System Performance

1

Data and analysis on system performance and youth outcomes is limited, and data is not regularly used to guide system improvements.

2

Many youth on probation and parole have subsequent contact with the juvenile justice system, often resulting in further time on supervision and/or deeper system involvement.

3

Technical violations are a disproportionate driver of why youth on community supervision are placed in state custody.

A decorative graphic on the left side of the slide. It features a central white circular area. A thick gold arrow points downwards from the top edge of the page into this central area. From the central area, several other arrows radiate outwards: a light blue arrow points to the left, a teal arrow points upwards, and a grey arrow points to the right. The grey arrow continues as a long horizontal line across the bottom of the slide.

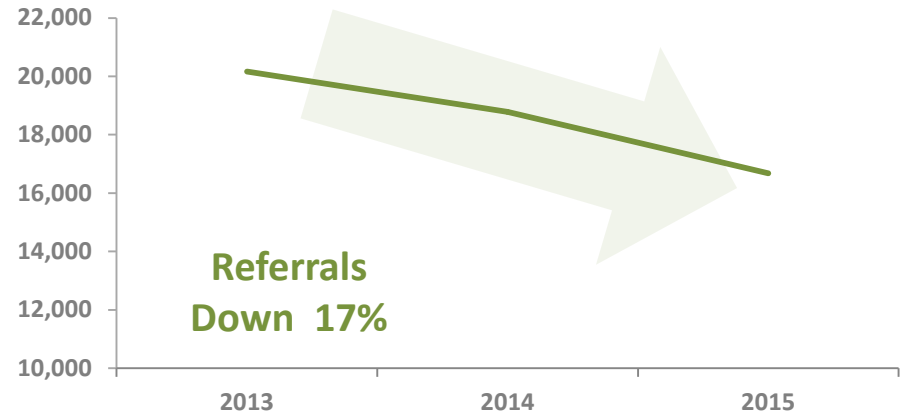
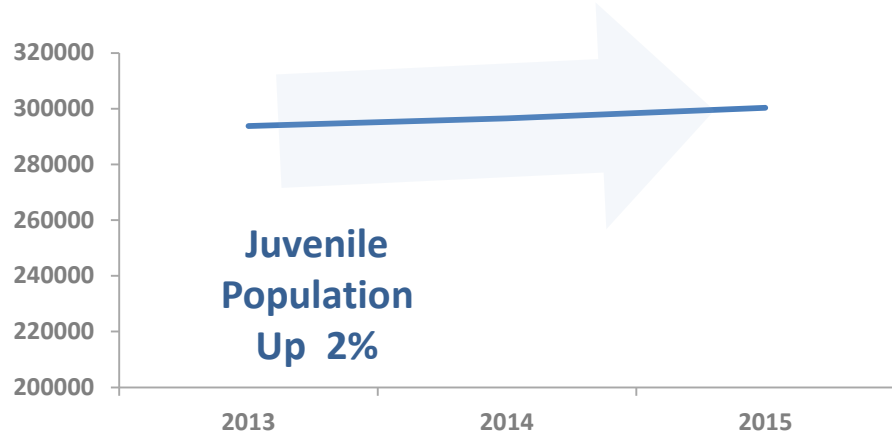
01 Process

02 Key Findings

- System Performance
- **System Trends**
- Service Delivery

03 Next Steps

The number of youth referred to the juvenile justice system has declined substantially while the types of offenses committed by youth coming into the system have not changed



	2013	2015
Clark and Washoe County Referrals	20,164	16,673
Administrative	8%	11%
Felony	13%	14%
Gross Misdemeanor	6%	8%
Misdemeanor	50%	46%
Status	14%	13%
Traffic	2%	1%
Violation	7%	7%

There was no significant change in the type of offenses or average number of prior referrals for youth referred to the system between 2013 and 2015

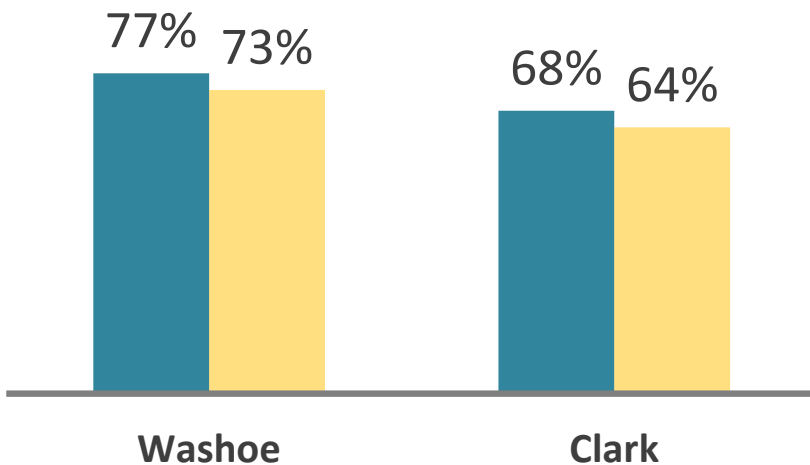
Youth had an average of **3 prior referrals**

Youth were referred for an average of **2 offenses**

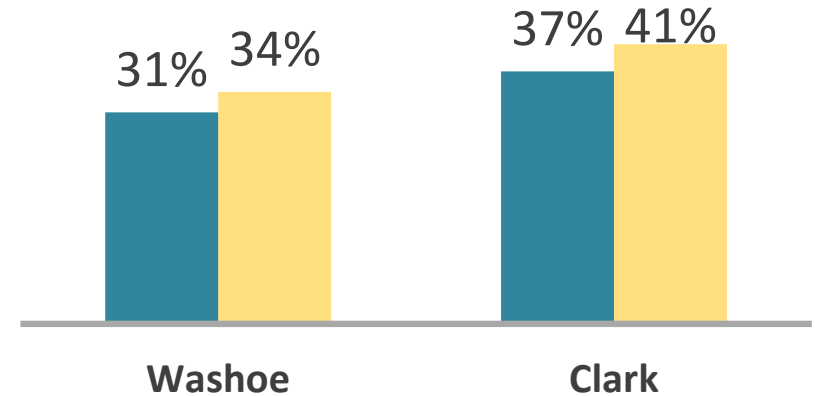
While referrals have declined, the proportion of cases that are diverted has also declined and the proportion of cases formally processed has increased

■ 2013 ■ 2015

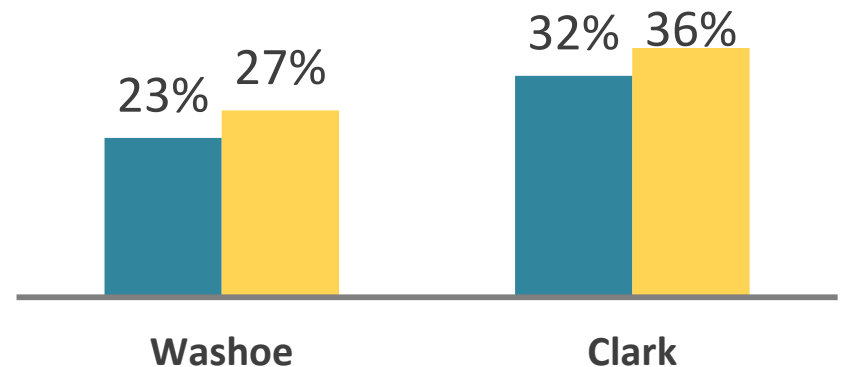
Percent of Cases Diverted from Formal Processing Decreased



Percent of Cases Referred to DA Increased

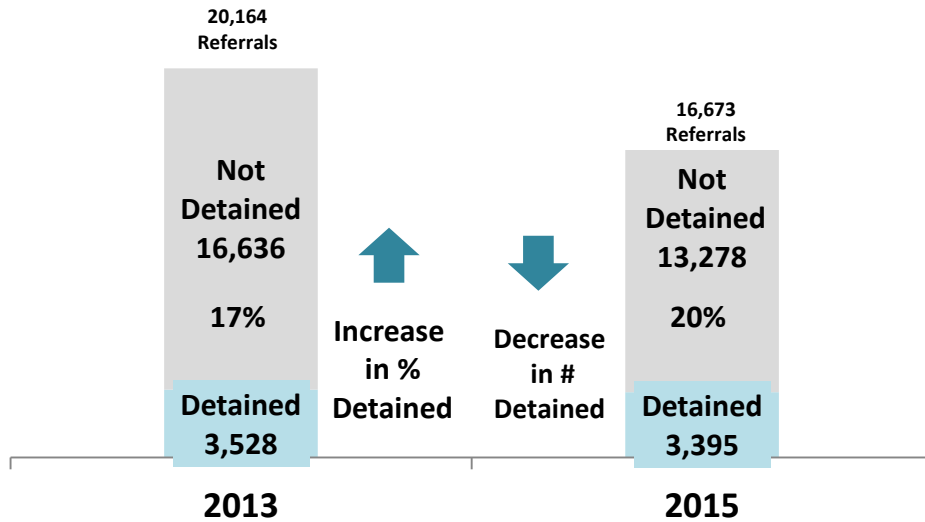


Percent of Cases Petitioned Increased

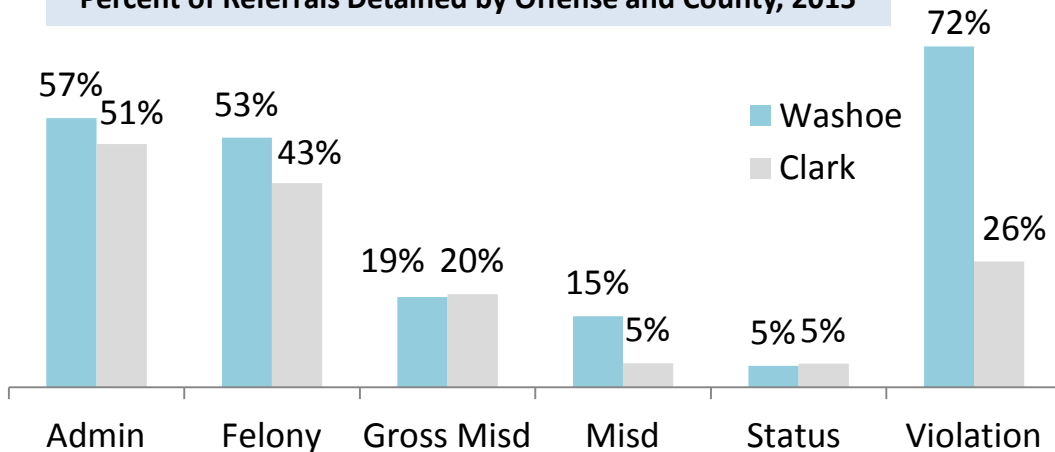


The proportion of youth being detained has increased slightly, and about half of youth with administrative or felony offenses are detained

Percent of Referrals Detained, 2013 and 2015



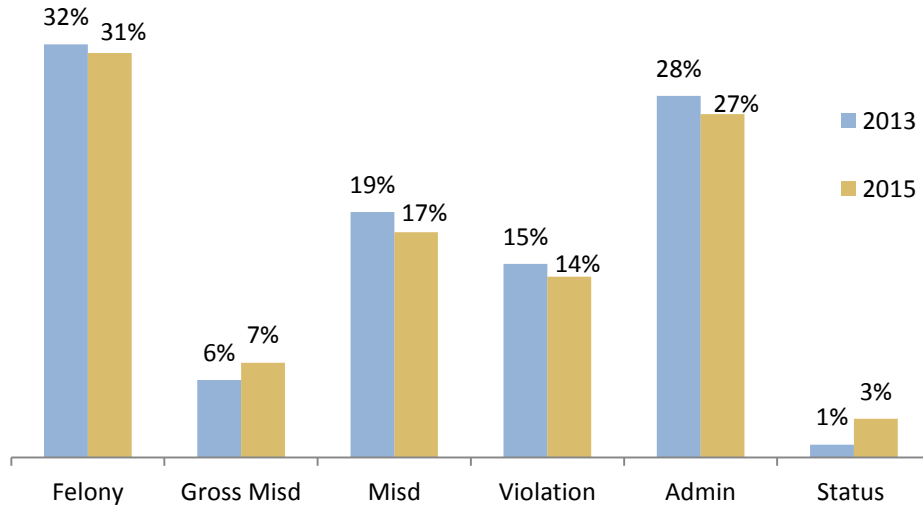
Percent of Referrals Detained by Offense and County, 2015



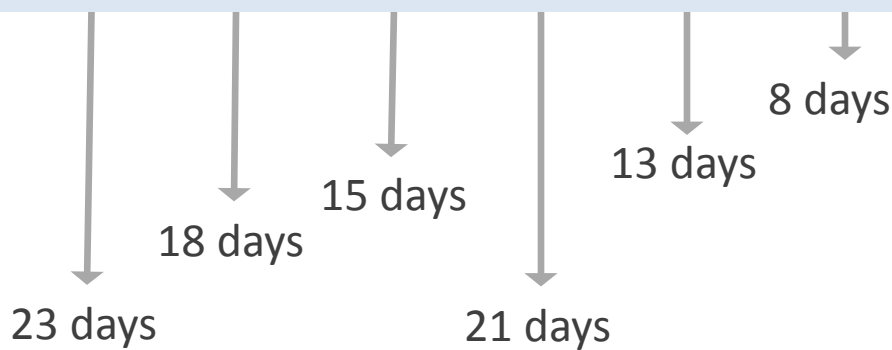
- The number of youth detained **decreased between 2013 and 2015**, but the proportion of youth detained increased
- More than half of youth referred for **administrative or felony offenses** were detained
- Of youth detained for a felony offense, **less than half (44%)** were for felonies against a person

The types of offenses for which youth were detained has not changed but lengths of stay have increased

Primary Offense for Youth Detained in Clark and Washoe Counties, 2013 and 2015



Average Length of Stay in Detention by Offense, 2015



Average Length of Stay in Detention

2013

Clark County
16 days

Washoe County
13 days

2015

Clark County
18 days

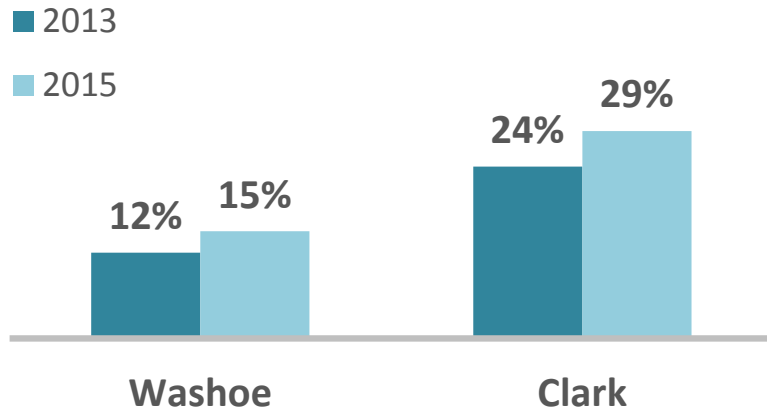
Washoe County
16 days

Detention Cost per Day
Clark County 2015

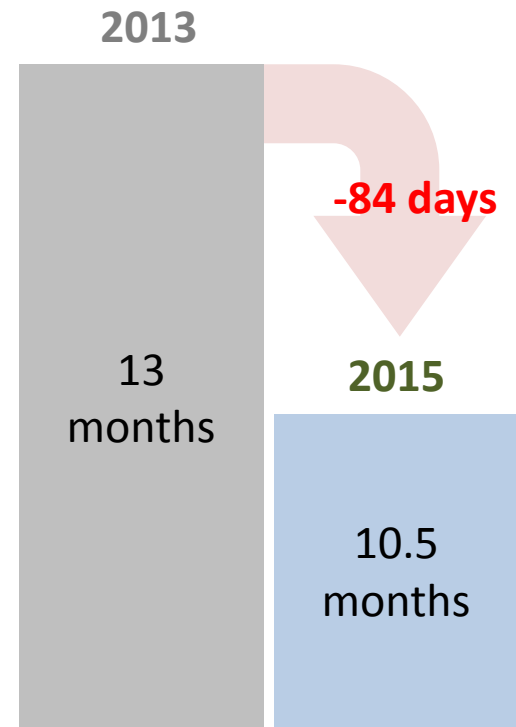
\$339.06

The proportion of youth adjudicated has increased, with the majority placed on probation in the community

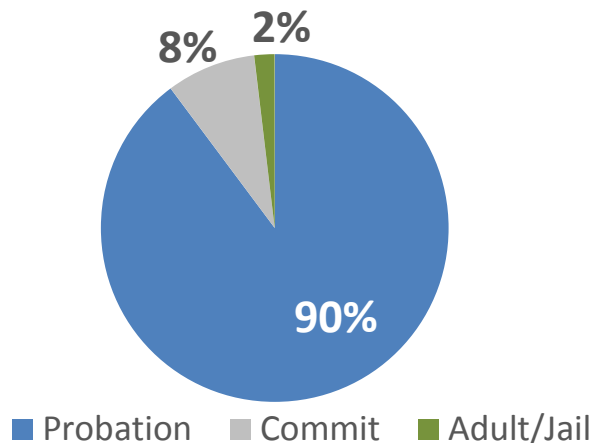
Percent of cases adjudicated, 2013 and 2015



Average LOS on probation in Washoe and Clark Counties decreased by approximately 2.5 months between 2013 and 2015

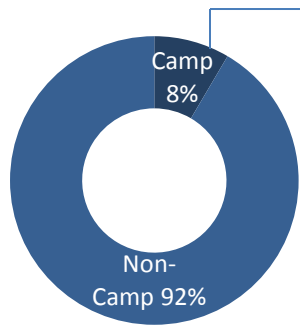


Disposition of adjudicated cases, 2015



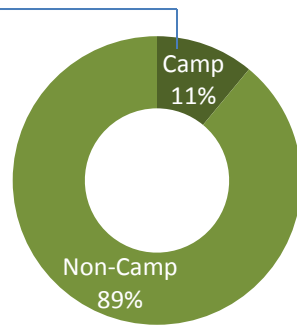
The proportion and number of youth placed in youth camps from Clark and Washoe counties has increased

Formal Dispositions
2013



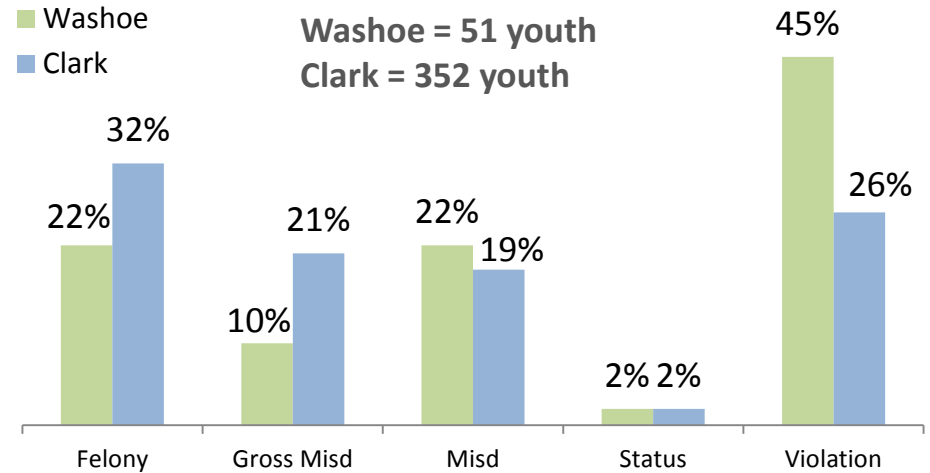
336 youth to camps

Formal Dispositions
2015



414 youth to camps

Youth Camp Admissions by Offense and County, 2015



Average Length of Stay, 2015

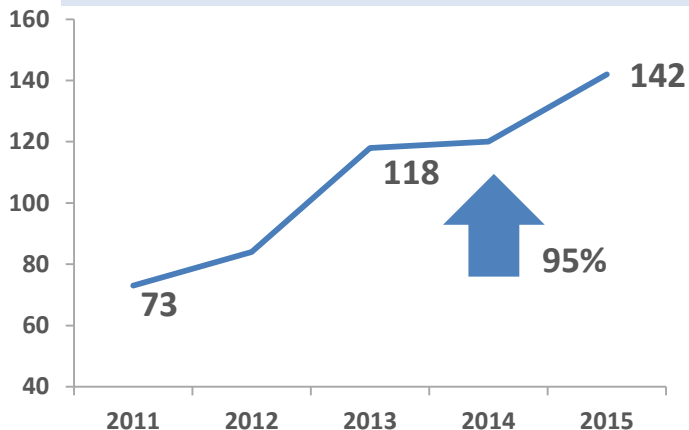
Spring Mountain:
157 days

China Spring All Youth:
145 days

China Spring Washoe Youth:
165 days

The number of youth from Washoe County placed in residential facilities in the community has increased significantly

Number of Youth Starting Placement in Community-Based Facilities, 2011 – 2015



2015 Placements

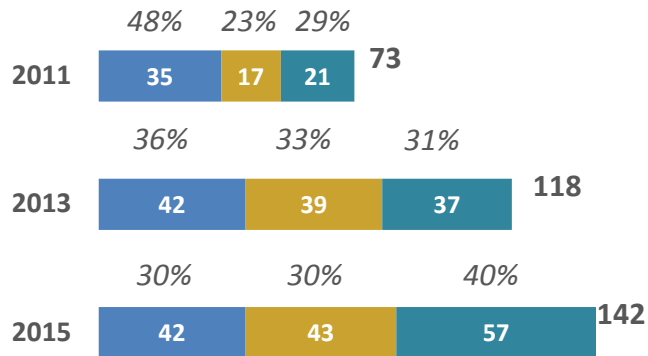
Had 5 prior referrals

59% placed for a misdemeanor, 23% for a violation, 17% for a felony

LOS

In-state: 156 days
Out-of-state: 254 days

Number of Youth Starting Placement in Community-Based Facilities by Type, 2011- 2015



■ Group Home ■ RTC in-State ■ RTC Out-of-State

Behavioral Health Needs of Youth Starting Placement, 2015

Youth with MH Need



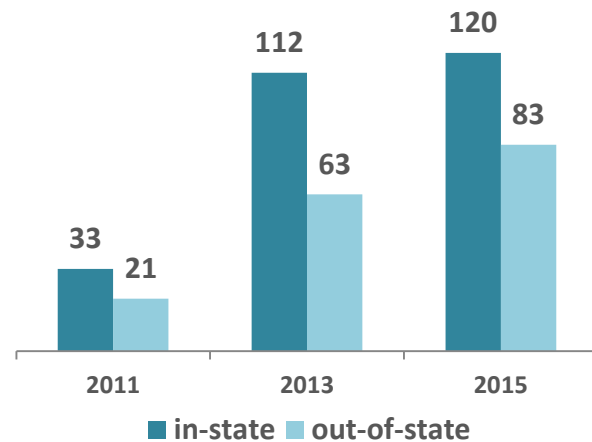
Youth with SU Need



Youth with Either MH or SU Need

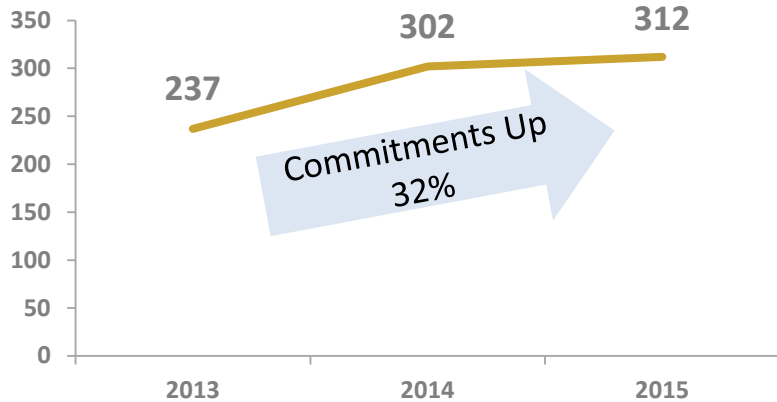


Youth Active in Placement During Year by Location, 2011 – 2015

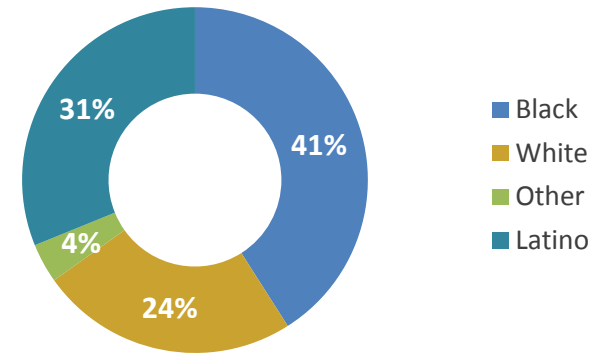


The proportion and number of youth placed in DCFS custody has also increased substantially

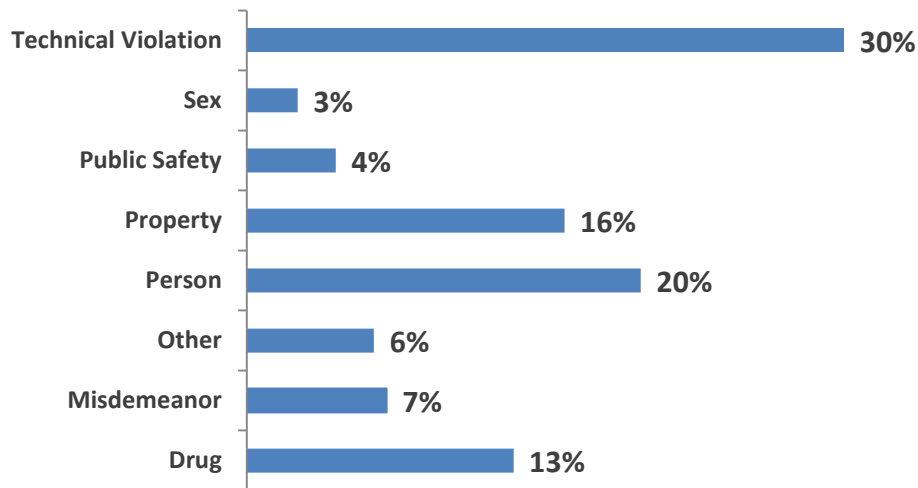
Number of DCFS Commitments, 2013 – 2015



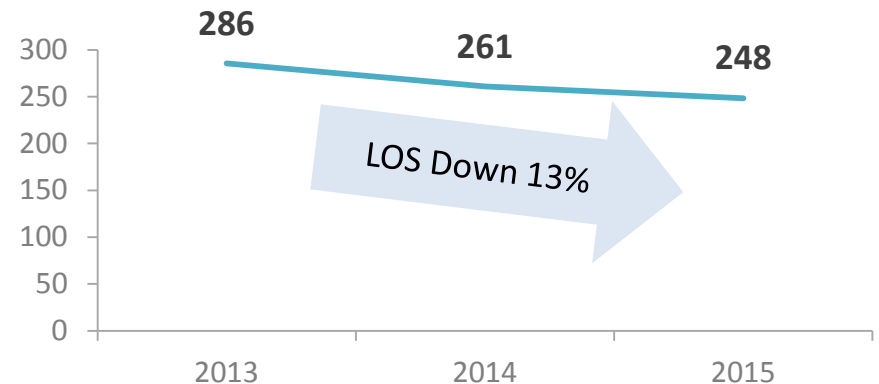
DCFS Commitments by Race/Ethnicity, 2015



DCFS Commitments by Offense, 2015



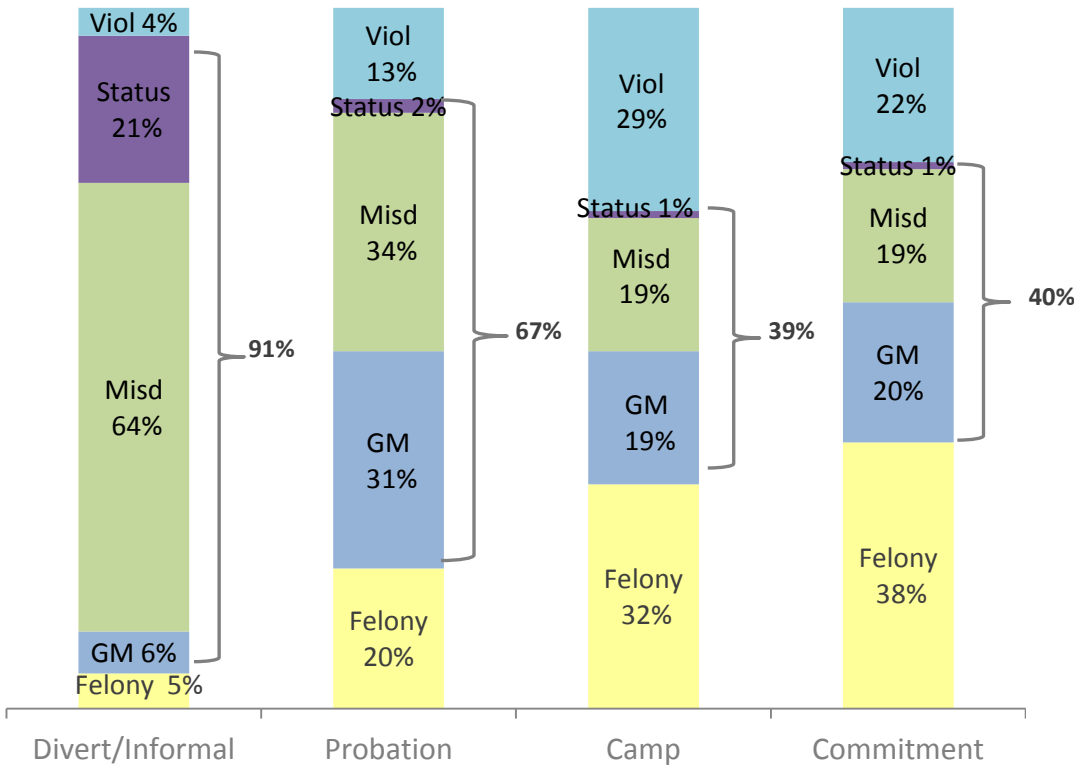
Average LOS in DCFS Facilities (in days)



Average LOS in state correctional facilities decreased slightly from 9 months to 8 months

While most misdemeanor and status offenses were handled informally, they still accounted for approximately 40% of camp and DCFS placements

Offense Type by Disposition* Washoe and Clark Counties, 2015



Residential Cost per Day, 2015

China Spring Youth Camp: **\$203.67****

DCFS Facility: **\$237.22**

Youth committed for a misdemeanor:

- Had an average of 10 prior referrals
- Had an average of 3 offenses in their disposition
- 62% had a violation in their disposition
- 54% had a prior felony offense
- 13% were on parole

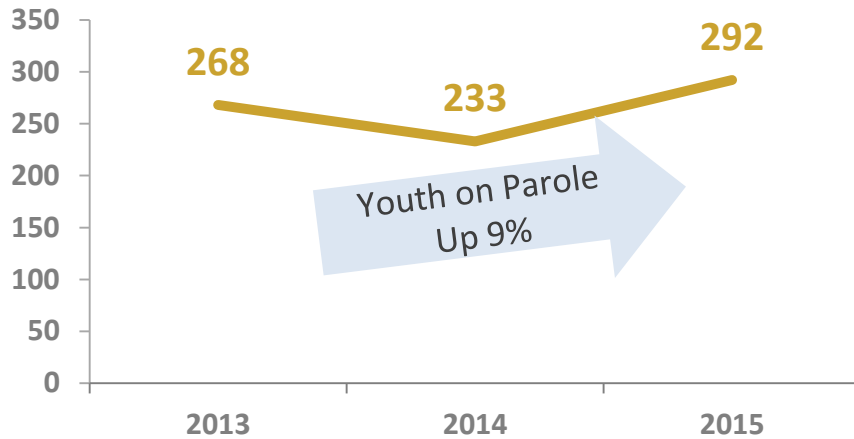
In Washoe County, 43% of misdemeanor commitments were assessed as high risk of reoffending and 57% were assessed as medium risk of reoffending

* Traffic offenses are included in the status offense category; GM indicates gross misdemeanor

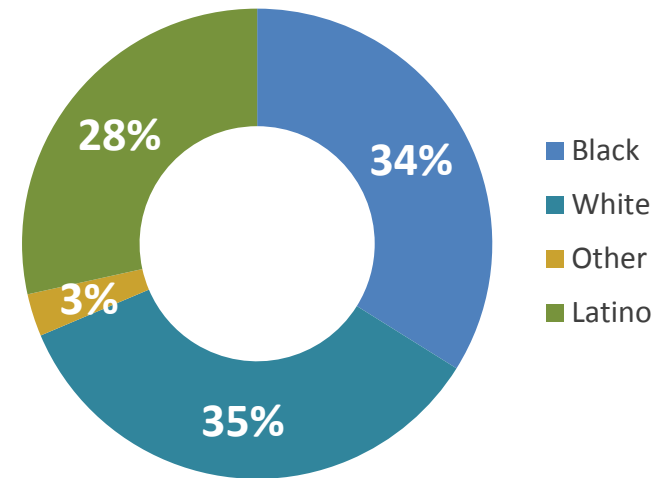
** As reported by China Spring Camp; includes both state and county funding

The number of youth on parole has increased while lengths of stay on parole have declined substantially

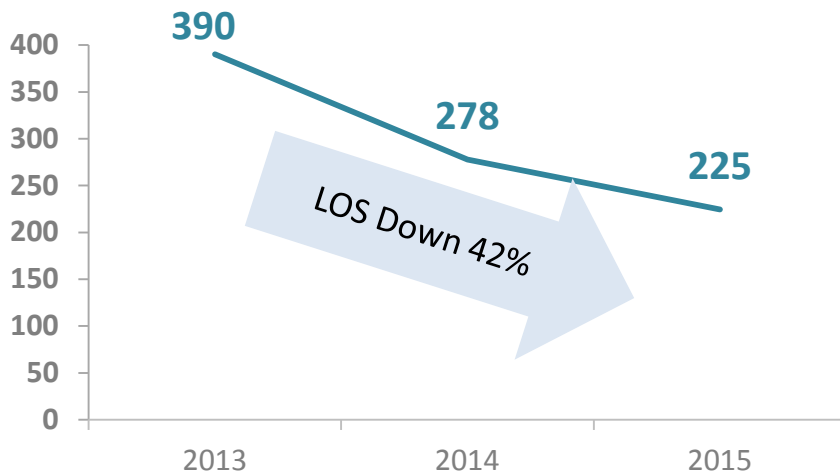
Number of Youth on Parole, 2013–2015



Youth on Parole by Race/Ethnicity, 2015



Average LOS on Parole (in days)

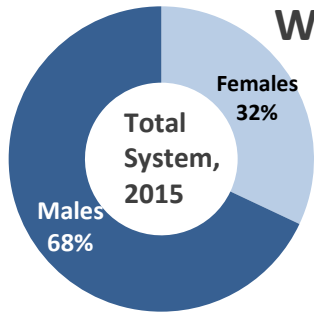


Average LOS on parole decreased substantially, from nearly 13 months to slightly more than 7 months

Youth are processed differently and receive different levels of supervision depending upon the county in which they are referred

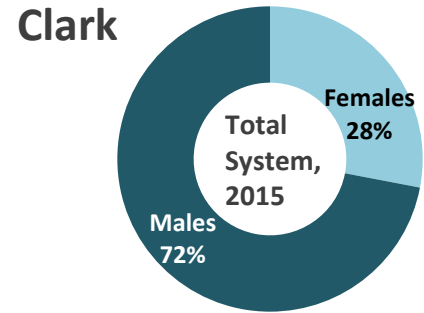
	Clark County	Washoe County
Referred to Department, Administrative Reason	12%	4.5%
Referred to Department, Technical Violation	6%	11%
% of Referrals Detained	19%	26%
% of Referrals for a Violation Detained	26.5%	72%
% of Cases Diverted	64%	73%
% of Cases Disposed to Probation	26%	13%
% of Probation Dispositions for a Misdemeanor Offense	64%	47%

Females are not handled more harshly by the juvenile justice system but differences do exist in system responses by gender

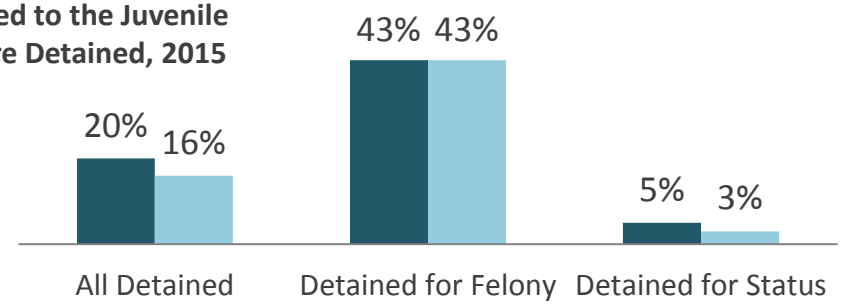
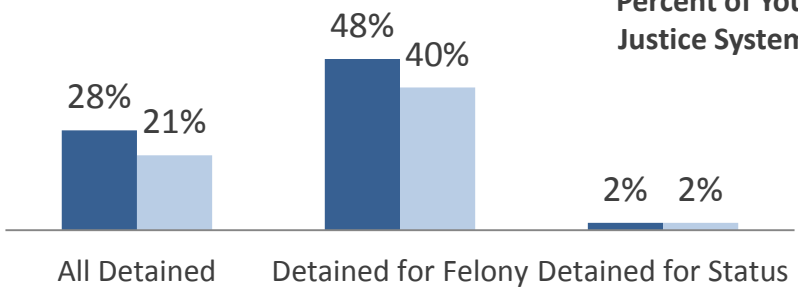


The majority of youth are referred for misdemeanor offenses

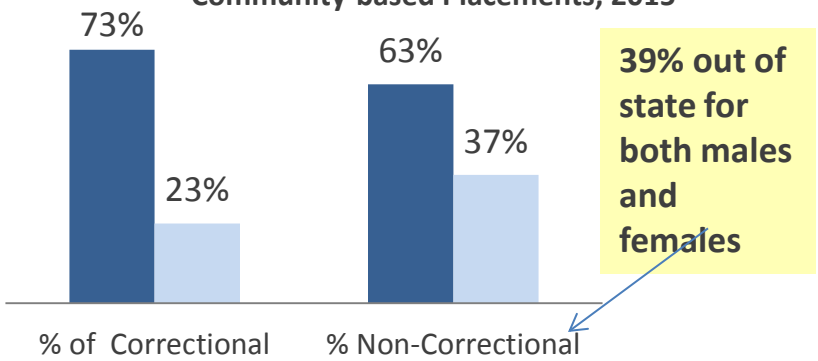
- **FEMALES** are referred for **STATUS OFFENSES** more often than boys (17% compared to 10%)
- **MALES** are referred more often for **VIOLATIONS** (13% versus 7%) and **FELONY OFFENSES** (12% versus 4.5%)



Percent of Youth Referred to the Juvenile Justice System who were Detained, 2015

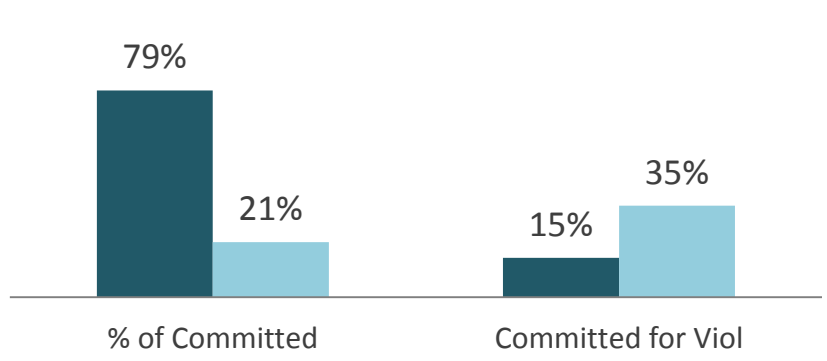


Community-based Placements, 2015



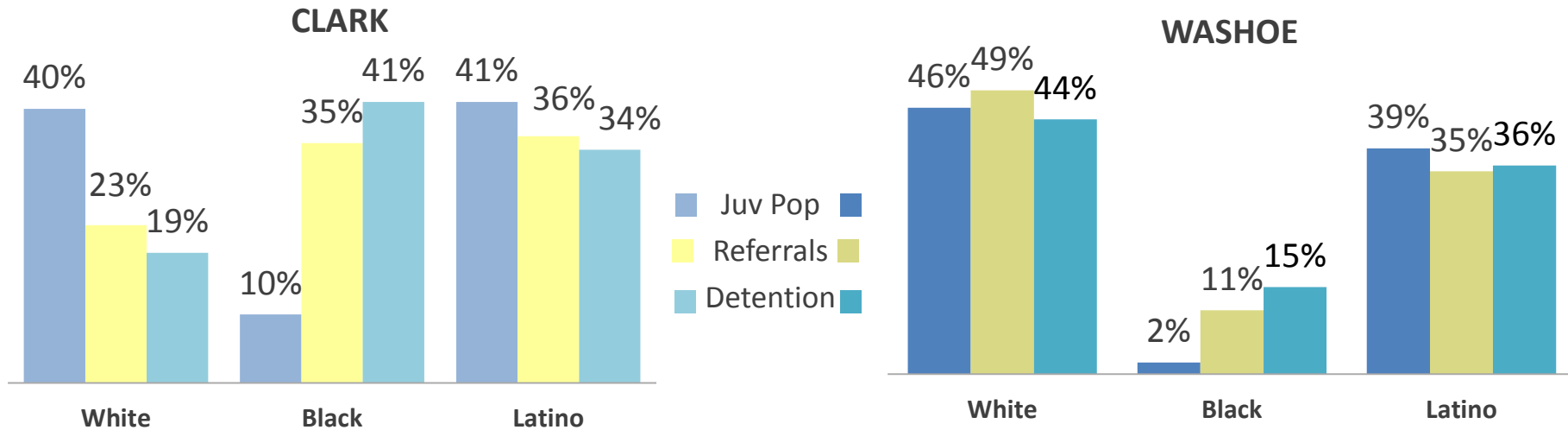
39% out of state for both males and females

DCFS Commitments, 2015

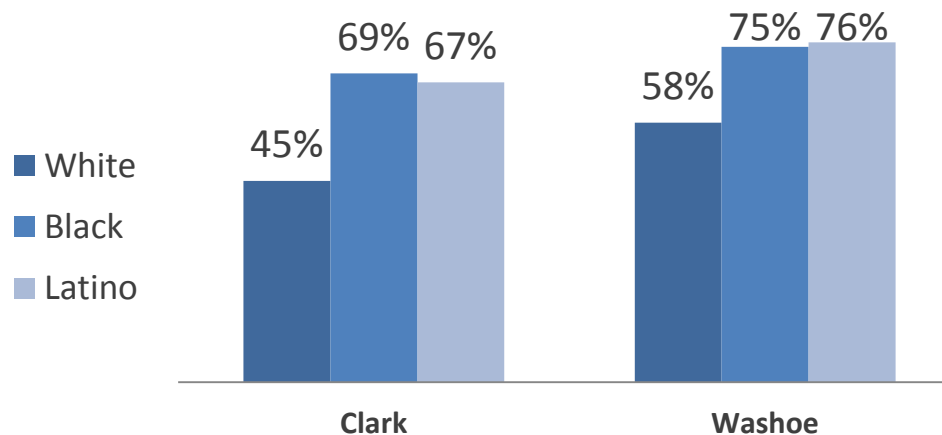


Youth of color are referred and detained disproportionately and at higher rates than white youth

Juvenile Population, Referrals and Detentions by Race/Ethnicity and County, 2015

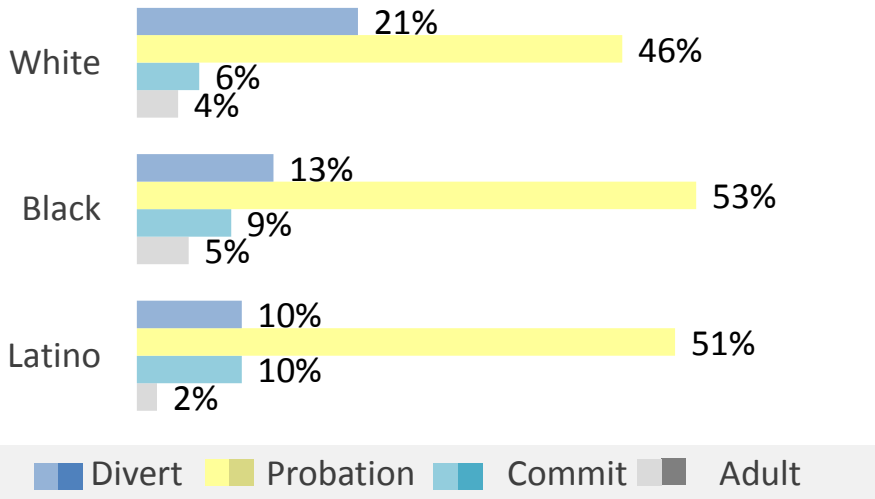


Percent of Youth Referred for a Person Felony Detained by Race/Ethnicity and County, 2015

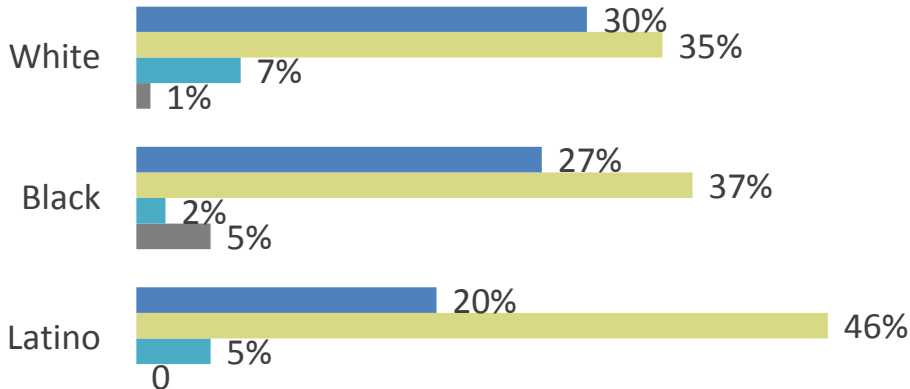


Youth of color are disposed to probation and committed to a state facility more often, and when committed, often stay longer than white youth

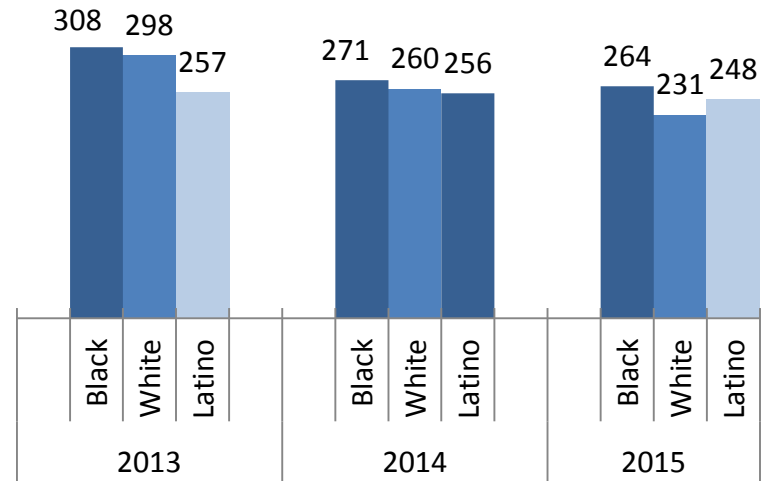
DISPOSITIONS FOR A FELONY OFFENSE, CLARK, 2015



DISPOSITIONS FOR A FELONY OFFENSE, WASHOE, 2015



AVERAGE LOS IN DCFS FACILITIES BY RACE/ETHNICITY (IN DAYS), 2013–2015



Black youth stayed in DCFS facilities for about 10 days longer than other youth

Summary of Key Takeaways from Section Two: System Trends

1

Fewer youth are being referred to the juvenile justice system, but a greater proportion of these youth are being petitioned, detained, adjudicated, and formally supervised.

2

The proportion and number of youth placed in youth camps, residential facilities, and correctional facilities has recently increased significantly, and many of these youth are placed due to misdemeanor offenses.

3

Youth receive different levels of supervision from the juvenile justice system depending on their location, gender, and race/ethnicity.

A decorative graphic on the left side of the slide. It features a central white point from which several thick, rounded arrows radiate outwards. One arrow points upwards in a gold color, another points downwards in a teal color, one points to the left in a light blue color, and one points to the right in a light grey color. A vertical gold line extends from the top of the page down to the central point.

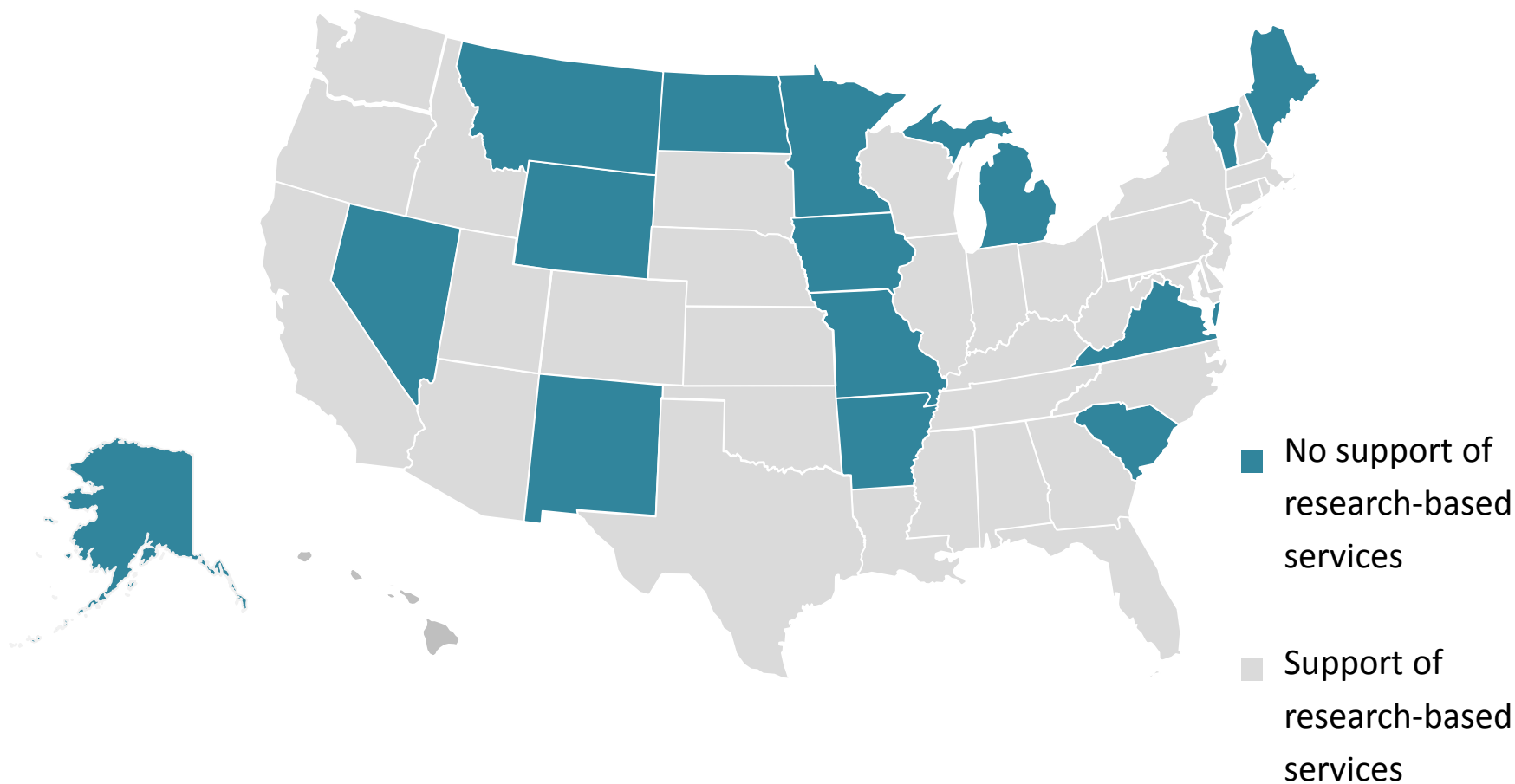
01 Process

02 Key Findings

- System Performance
- System Trends
- **Service Delivery**

03 Next Steps

Nevada does not provide direct support for research-based services through statute, funding, or administrative rule



Transfers of juvenile justice funds between the state and counties lack clear goals and do not have a focus on research-based services

**FY 2016
DCFS
Funding to
Counties**

**\$4.53
Million**

**Community
Block Grants
\$2.35 million**

**Youth Camps
\$2.18 million**

- Specified purpose is for **“community-based delinquency prevention programs”**
- Funding formula based on county’s school enrollment rather than county’s needs or outcomes
- Specified purpose is for **“detention of children who have been adjudicated as delinquent”**
- Based on previous year budget rather than camps’ needs or outcomes

**FY 2016
County
Funding to
DCFS**









\$2.6 Million

**Parole
\$2.42 million**

- Specified purpose is for **“an assessment for the activities of the Youth Parole Bureau”**
- Based on school enrollment rather than the number of youth on parole by county

Few formal policies or case management tools are in place to promote the efficient use of resources and effective service matching

KEY STRATEGIES NOT BEING REGULARLY UTILIZED IN NEVADA

-  Validated risk assessment tool to prioritize and match services
-  Standardized case plan mapped to validated assessment tool
-  Statutory and funding requirements on serving higher-risk youth
-  Funding incentives to maintain higher-risk youth in the community
-  Regular, ongoing training for supervision staff, providers, and other stakeholders on research-based supervision/service-matching policies and practices
-  Formalized service referral and service use policies/processes
-  Service registries or service matrices
-  Service provider, delivery, and case plan audits

Current service procurement and management processes by juvenile justice agencies do not support the adoption and effective implementation of research-based practices



Procurement

- Often based on informal provider agreements or referral processes rather than competitive RFPs
- No contractual requirements for providers to use research-based programs or models
- No contractual requirements or incentives related to provider performance and expected youth outcomes



Provider Management

- Lack of formal, ongoing assessments of service quality
- Limited capacity to collect and analyze service delivery and outcome data, share data with providers, and use it for improvement and accountability purposes
- Limited capacity to offer technical assistance to address common provider deficiencies and build provider capacity

Probation and parole cite a lack of access to sufficient research-based services to address the needs of youth in the community

Challenges and Barriers to Effective Service Provision

- **Lack of ongoing communication and collaboration** between service providers and juvenile justice agencies
- **Limited collaboration** among state and local juvenile justice, child welfare, and behavioral health agencies to address service gaps and build provider capacity
- **Services are primarily Medicaid funded**, which provides sustainable funding with administrative/reimbursement rate obstacles

Services with Limited Availability or Basis in Research

- **Prevention of juvenile justice involvement**
- **Mental health**
- **Substance use**
- **Family therapy**
- **Services for females**
- **Services in rural communities**

Services and programming in correctional facilities do not fully address youth's needs and are typically not aligned with what the research shows works

Challenges and Barriers to Effective Service Provision

- **Historical absence of a statewide vision and strategic plan** for aligning corrections/parole policies and practices with what research shows works
- **Limited collaboration** among facility and parole staff, providers, youth, families, and other stakeholders to effectively case manage, deliver services, and plan for reentry
- **Limited ability to evaluate** service quality and effectiveness

Services with Limited Availability or Basis in Research

- Substance use
- Mental health
- Family therapy/family engagement
- Cognitive behavioral Programming
- Vocational training/certifications

Summary of Key Takeaways from Section Three: Service Delivery

1

Nevada does not provide direct support for research-based services through statute, funding, or administrative rule.

2

At the level of both policy and practice, few best practices or tools exist to ensure the right youth are matched to the right services to address their key needs.

3

Youth receive different levels of supervision from the juvenile justice system depending on their location, gender, and race/ethnicity.

A decorative graphic on the left side of the slide. It features a central white point from which several thick, rounded arrows radiate outwards. The arrows are colored in shades of gold, light blue, and grey. A vertical gold arrow points downwards from the top edge. A horizontal grey arrow points from the left edge towards the center. A vertical teal arrow points upwards from the bottom edge. A horizontal light blue arrow points from the left edge towards the center. The overall effect is a starburst or convergence of paths towards the center.

01 Process

02 Key Findings

- System Performance
- System Trends
- Service Delivery

03 **Next Steps**

Key Next Steps

1

Meet with task force and other key stakeholders to review potential policy options to address key findings, and share associated examples from other states **(October/November)**

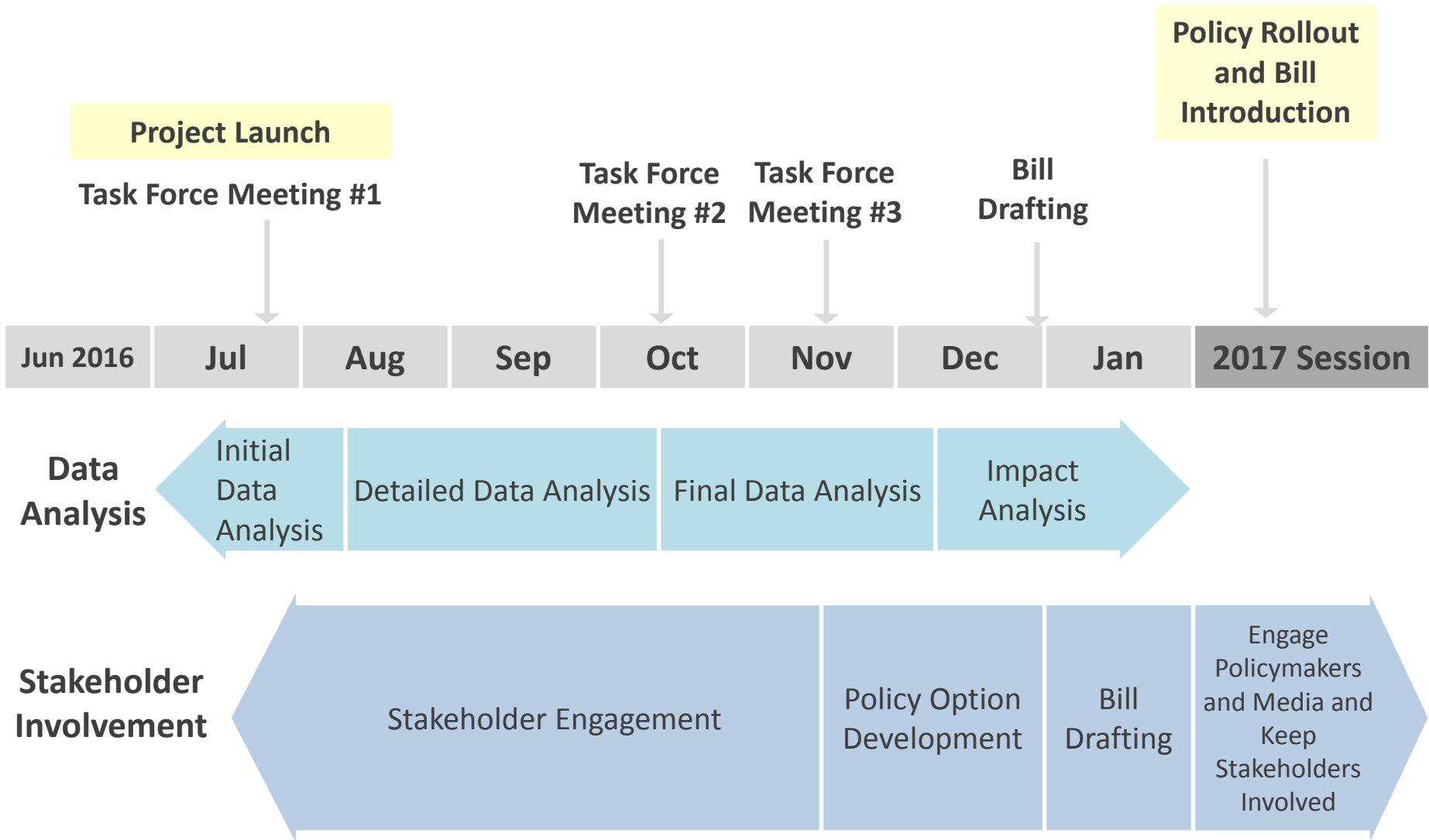
2

Present policy option recommendations to task force and establish consensus on legislative and appropriation changes **(November 29)**

3

Work with task force, legislators, governor's office and legislative counsel bureau to advance legislative reforms **(December–March)**

Key Next Steps





Thank you

To receive newsletters on juvenile justice and other announcements, please visit our website:
csgjusticecenter.org/subscribe

Josh Weber, Program Director
Nina Salomon, Senior Policy Analyst
Nancy Arrigona, Research Manager
Rebecca Cohen, PhD, Research Manager

Contact: nsalomon@csg.org

JUSTICE ★ CENTER
THE COUNCIL OF STATE GOVERNMENTS
Collaborative Approaches to Public Safety

This material was prepared for the State of Nevada. The presentation was developed by members of the Council of State Governments Justice Center staff. Because presentations are not subject to the same rigorous review process as other printed materials, the statements made reflect the views of the authors, and should not be considered the official position of the Justice Center, the members of the Council of State Governments, or the funding agency supporting the work.