

# Models for Change

## Update 2012: Headlines

## Models for Change

Models for Change is an effort to create successful and replicable models of juvenile justice reform through targeted investments in key states, with core support from the John D. and Catherine T. MacArthur Foundation. Models for Change seeks to accelerate progress toward a more effective, fair, and developmentally sound juvenile justice system that holds young people accountable for their actions, provides for their rehabilitation, protects them from harm, increases their life chances, and manages the risk they pose to themselves and to the public.

Prepared by Hunter Hurst, National Center for Juvenile Justice, research division of the National Council of Juvenile and Family Court Judges.

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# Models for Change Update 2012: Headlines

## Introduction

Models for Change is a long-term, multi-state effort to stimulate, support and sustain juvenile justice systems reform. First launched by the MacArthur Foundation in 2004 with the aim of accelerating progress toward more rational, fair, effective, and developmentally appropriate responses to young people in conflict with the law, Models for Change has to date invested more than \$110 million in support of policy and practice reform activities in 16 states and 35 local jurisdictions.

While the initiative has funded work in a variety of settings and issue areas, most of its resources have been invested in partnership with four key states, chosen for their prominence, diversity and readiness for change: Pennsylvania, Illinois, Louisiana, and Washington. In each of the core Models for Change states, a lead grantee organization has identified leverage points for broader system reform, developed a multi-year plan for targeting those leverage points, and enlisted in-state partners, both public and private, to carry out the work. The Foundation has provided both money and access to expert consulting and technical assistance from a “National Resource Bank” of prominent juvenile justice organizations. There was no reform “blueprint,” no prescribed strategies, and no narrow set of change

objectives imposed from above. Instead, Models for Change has been an effort to provide what it takes to support and grow comprehensive, organic change in multiple jurisdictions with varying histories, resources, strengths and needs—thereby creating a broad and flexible range of system reform models to be studied and shared across the country.

From the beginning, the National Center for Juvenile Justice (NCJJ) in Pittsburgh, Pennsylvania, has served as a “Technical Resource Center” for the Models for Change initiative, tasked with documenting its disparate activities and helping its extensive network of partners to monitor and measure their progress. Given the scope of the enterprise, this has been a considerable challenge. But over time, NCJJ has managed to assemble a sizable inventory of data describing the work of Models for Change, and quantifying the difference it has made—at least provisionally. A summative independent evaluation of the initiative in 2013 will make use of these and other data to tell the whole story. But at this point, with direct funding for the work ending or winding down in all of the core states, it is possible to make out some of the most important headlines.

- First, the data show that Models for Change sites have steadily expanded their reliance on evidence of what works to inform their day-to-day practices and policies—replacing traditional approaches based on hunches and guesswork with scientifically supported tools and interventions. Sites in Pennsylvania, Louisiana and Washington have adopted validated screening instruments and protocols to identify youth with mental health needs so they can be diverted into treatment without unnecessary and potentially damaging system penetration. Pennsylvania and Louisiana have both dramatically expanded their use of structured scientific assessments of youth risks and needs to inform juvenile justice decision-making. And perhaps most impressively, Louisiana has become one of the nation’s leading users of evidence-based intervention programs—the kind that treat young people as individuals, target their problems intensively, involve their families in changing their behavior, and have been proven to deliver more public safety at less cost than incarceration.
- Models for Change sites have likewise made progress in creating flexible local

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alternatives to the rigid and centralized approaches that have failed so often in the past. Several Washington counties succeeded in involving schools and local community members in reengaging truant youth, without the need for court orders and spells in detention. Louisiana also developed better alternatives to probation handling of youth with family problems, which had so often effectively pushed them into the formal delinquency system. In Illinois, Models for Change research and education efforts helped expand an innovative restructuring of the state's funding system, giving local communities the savings resulting from reduced state commitments—so they can use funds for more effective treatment and rehabilitation that's closer to home.

- Models for Change partners in Washington have pioneered new methods for responding to the needs of “crossover youth” involved in both the child welfare and justice systems, while also contributing to our knowledge regarding the prevalence, characteristics, and needs of this difficult population.
- Finally, in a variety of ways, all four core Models for Change states made progress in the pursuit of basic fairness for

court-involved youth. Some of this progress, as in Pennsylvania and Washington, involved the development of more accurate, useful, and accessible data for monitoring racial and ethnic disparities in juvenile justice processing and decision-making. Pennsylvania also expanded the public availability of data for monitoring other kinds of basic fairness—including data on legal representation of young people in court. But Models for Change partners developed practical strategies for increasing fairness as well—as in Pennsylvania, where a variety of measures were taken to ensure that all youth accused of crimes have capable and trained attorneys to speak for them. Practical measures to ensure racial and ethnic fairness included the establishment of an evening reporting center to serve as an alternative to detention in a minority neighborhood (Berks County, PA), and the development of a new set of referral protocols to replace “zero tolerance” in schools that serve youth of color (Rapides and Jefferson Parishes, LA). While actually reducing these historic disparities is challenging, better and more accurate monitoring and policy and programming innovations generated by

Models for Change partners are capable of contributing to a solution.

The body of this report provides more detail regarding what the data show regarding progress and trends in Models for Change core states. Of course, much of the deep change that has resulted from the commitment and energy of Models for Change partners is not necessarily reflected in numbers, and so cannot be captured here. Better training for the juvenile justice workforce, better information for decision-makers, more understanding and collaboration among planners and policymakers—those are aspects of “systems change” as well, and important ones, though it may not be possible to chart them.

It should also be remembered that, in all of these areas, work is still in progress. Direct Foundation support for Models for Change sites may be coming to an end, but that was only one ingredient—and not necessarily the most important. The numerous reform projects that Models for Change has helped to initiate and support, not to mention the still-growing network of local, state and national reformers it helped to assemble, empower and energize, are very much in business, and can be expected to contribute to the work of juvenile justice reform for years to come.

# Models for Change partners have increased their use of evidence-based screening, assessment, and programming

## Models for Change partners developed tools and strategies to increase the use of sound mental health screening practices

The Models for Change initiative has worked to help jurisdictions implement reforms to address the unmet needs of youth and direct them to appropriate interventions. One of the primary means has been the implementation of good mental health screening and assessment practices—using instruments that are reliable (return consistent results) and valid (produce accurate results). From the outset, a range of guidebooks and implementation resources on screening and assessment were developed and disseminated across the country, through national conferences, and the Models for Change website. And county partners in Pennsylvania, Illinois, and

Washington have made use of Models for Change support and technical assistance to incorporate mental health screening into their processing of youth.

## 26 Pennsylvania probation departments have joined a mental health screening pilot project

The Juvenile Probation Massachusetts Youth Screening Instrument, Version 2 (MAYSI-2) Pilot Project, jointly supported by Models for Change and the Pennsylvania Commission on Crime and Delinquency, dramatically expanded mental health screening on the part of Pennsylvania juvenile probation departments. In spring 2007, 15 counties agreed to begin using the MAYSI-2—already widely employed in Pennsylvania detention centers and state commitment facilities—as part of their juvenile court case processing. They also

developed protocols for responding to youth whose scores reach critical thresholds (indicating possible behavioral health problems) and collected and reported their results. Eleven more counties joined in 2008 and 2009—bringing the total to 26 of the state's 67 counties.

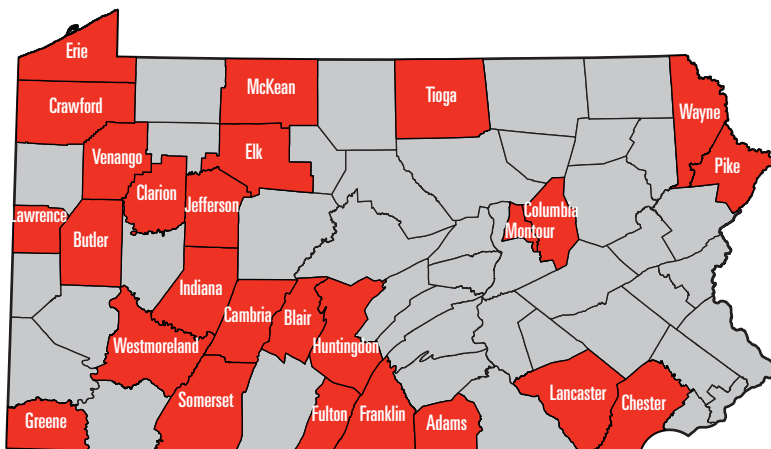
While each participating department chose the point in the juvenile justice process at which it would administer the MAYSI-2, the majority of counties screened at intake or prior to adjudication. As of the end of December 2009, data reported from the early phase sites indicated over 1,500 MAYSI-2 screenings had occurred. Overall, about 15% of screenings indicated possible problems requiring follow-up—a caution or warning on the suicide ideation scale and/or two or more warnings on any combination of scales.

## Ogle County in Illinois used screening and diversion to cut its petition rate in half

With Models for Change support, rural Ogle County was able to implement MAYSI-2 screening at initial referral. To complement the new intake process, Ogle County Probation established a menu of voluntary restorative justice services to serve as alternatives to formal processing: volunteer-staffed community impact panels, victim offender conferencing, and accountability contracts with youth on informal supervision. A memorandum of understanding between the probation department, the prosecutor, and the juvenile court permitted a pre-adjudication social history to be conducted along with the screening, so needed voluntary services could be immediately available.

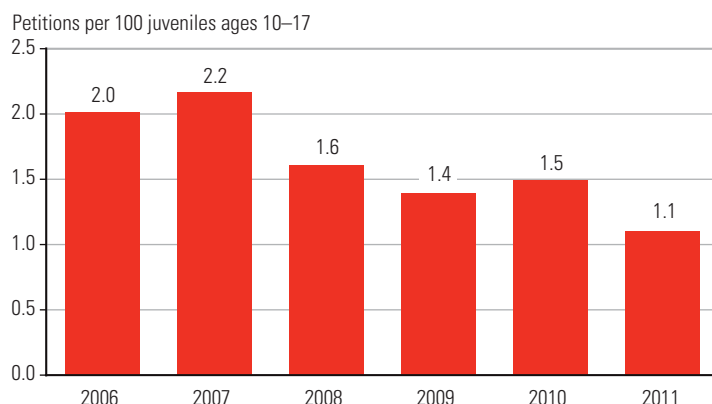
Since this approach was first adopted in 2008, more than 200 youth have been

## MAYSI-2 screening by probation departments has spread to more than a third of Pennsylvania counties



- The use of MAYSI-2, which had been well entrenched in detention centers, expanded into probation during Models for Change.
- Counties can track results on an ongoing basis using software tools supported through the project.

## Ogle County (IL) cut its formal cases by half from 2007 to 2011



- When Models for Change started, Ogle County was at a 10-year high in petition filing trends, but was able to reverse the trend, cutting the petition rate by one-half.
- Ogle County managed to sustain the decrease even after a state law added 17-year-old misdemeanants to the juvenile court's jurisdiction in 2010.

Sources: Petition counts from the Administrative Office of the Illinois Courts *Annual Court Statistical Summaries*. Population counts from *Easy Access to Juvenile Populations: 1990–2010*, available online at <http://www.ojjdp.gov/ojstatbb/ezapop/>.

referred to restorative programming per year, and have avoided future court involvement over 80% of the time. The result has been a steep and sustained decline in Ogle County petition rates.

## Clark County in Washington screened youth to identify underlying causes of truancy

Since 1997, the Clark County Truancy Project has received large numbers of truancy referrals from school districts under Washington State's Becca Law (see the sidebar on page 11). The project is operated by Educational Service District 112 and employs truancy specialists to work with these youth—more than 300 over the course of each school year—to resolve truancy issues and help them return to school. These youth often struggle, however, with mental health problems, drug and alcohol abuse, and various

## Models for Change helped Clark County become a data-driven court

With technical assistance from Models for Change, including connections with jurisdictions that have successfully increased the continuous flow of quality information for planning, the Clark County Juvenile Court and Probation Department have made significant progress in becoming more data-driven. Progress highlights include:

- **Probation Case Management System:** Clark County Juvenile Court expanded their case management system (C3MS), providing access to the Clark County Truancy Project. C3MS functions include recording and monitoring assessments, case plans, social service agency referrals, appointments, and a journal to record notes and activities. The system provides centralized data collection and

management, as well as the ability to generate customized reports—eliminating the need to pull and aggregate data from multiple systems or paper files.

- **Data Coordination:** The jurisdiction created a Department Information Systems Coordinator who is fluent both with the court's automation systems and the software tools required to verify and use the data. The position will help sustain work to analyze Truancy Project diversion outcomes, and transition policy reforms into participation in the Juvenile Detention Alternatives Initiative.
- **Screening and Assessment:** With assistance from NYSAP and

Washington State AOC, Clark County began using the MAYSI-2 for students referred to the Clark County Truancy Project, and the WARNS (Washington Assessment of Risks and Needs of Students) for students court-ordered to attend school.

- **Program Surveys:** Surveys have been developed and are now administered to students and parents as part of their participation in truancy programming. The surveys provide staff with an avenue to elicit and respond to youth and parent feedback, a method for collecting outcome data, and administrative level data necessary to inform program enhancements.

other issues that affect their ability to successfully attend school. Research conducted by Washington State University found that truant youth have high scores on measures of adverse childhood experience, and are particularly likely to have experienced a parent with alcohol and other drug abuse problems, parental separation and divorce, and incarceration of household members.

Based on this research and the information gathered by the truancy specialists, Clark County determined that a screening tool would be useful for uncovering these issues more quickly and systematically. In 2009, with assistance from the National Youth Screening and Assessment Project (NYSAP), the Clark County Truancy Project adopted the MAYSI-2. Moving to evidence-based mental health screening has helped Truancy Project staff:

- Provide more timely referrals for assessment interventions where indicated.
- Identify problems that are masked by other behavioral issues (e.g., substance abuse).
- Anchor the County's unified truancy interventions with a reliable screening process at referral.

Clark County's collection and monitoring of mental health screening data on truants has been part of its larger commitment, undertaken with Models for Change funding and assistance, to becoming a data-driven court (see side bar on page 3). In the words of Patrick Escamilla, Clark County Juvenile Court Administrator, "it is crucial that we are able to pull and analyze data to support our innovative programs and practices, including truancy, restorative justice, and mental health."

### ***Mental Health Screening within Juvenile Justice: The Next Frontier* details progress to date and offers recommendations to the field**

*The Next Frontier* is a Models for Change monograph that provides a comprehensive review of the current state of mental health screening in the juvenile justice field, as well as good practice guidelines and recommendations. The latter include:

- Screening should occur as soon as possible after an admission to a program or facility.
- Youth should be given a clear description of the purpose of a screen and have access to results (per applicable laws).
- Screening must be supported with appropriate clinical tools and process for youth with decision rules for screening cutoffs.

The monograph also offers some cautions regarding the appropriate uses of the results of screening. Screening results should not be:

- Interpreted as psychiatric diagnoses or personality descriptions, but as descriptions of a youth's mental and emotional state at a point in time.
- Retained within the juvenile justice agency and not forwarded to clinical service providers.
- Stored in an organization's mental health file.
- Used beyond 2–4 weeks.
- Used as a sole basis for making decisions concerning informal dispositions.
- Used in court hearings for adjudication or disposition.

The monograph concludes with a 10-step mental health screening guide developed by the National Youth Screening and Assessment Project, supported with an appendix of state-specific protocol examples.

### **65 of 67 Pennsylvania probation departments adopted uniform risk/needs assessment practices**

Prior to Models for Change, important juvenile probation level of supervision/service decisions were left to the professional judgment of officers. There was no consistent statewide practice based on current assessment research.

NYSAP helped the juvenile justice leadership of Pennsylvania review existing state-of-the-art practices and instruments. Pennsylvania adopted an evidence-based practice by applying the Youth Level of

Service/Case Management Inventory (YLS/CMI) to measure both criminogenic risk and needs. Implementation has been nearly statewide as 65 of 67 county probation departments have implemented the YLS/CMI.

In addition to establishing a sustainable infrastructure for the YLS/CMI, Pennsylvania's Juvenile Court Judges' Commission (JCJC) has automated the tool in its statewide juvenile court and probation case management system. Initial reports from the system were designed to promote quality assurance and indicate where additional training was needed. JCJC also developed case-level summaries of assessment results



for line probation officers to use in their daily work—including an assessment history at case closing.

As the system advances, the automation aspect will help establish the reliability and validity of the tool, and provide Pennsylvania, for the first time ever, with a rich data set of evidence-based case classification information to support planning. Specifically, the advancements made during Models for Change in this area have been integrated into a comprehensive Juvenile Justice System Enhancement Strategy (JJSES). JJSES system reform principles include:

- Employing evidence-based practices with fidelity at every stage of the juvenile justice process.
- Collecting and analyzing the data necessary to measure the results of these efforts.
- Applying outcome data to continuously improve the quality of decisions, services and programs.

Both the expansion of mental health screening with the MAYSI-2 and the implementation of the YLS/CMI are critical elements in the next stage of JJSES, which will involve

development and statewide implementation of a standardized case plan that can tie classification results to probation case plan outcomes.

### **Louisiana juvenile probation, corrections, and parole agencies implemented scientific risk/needs assessment**

Prior to Models for Change, there was little use of standardized tools to help inform supervision, service provision, and placement decisions in Louisiana. Some standardized instruments were being used (e.g., the MAJOR in Jefferson Parish) but their use was inconsistent and their validity was generally unknown.

Local jurisdictions and the Louisiana Office of Juvenile Justice (OJJ) worked with state and national partners assembled through Models for Change, to closely examine dispositional decision-making protocols, to make these more systematic, and to embed a scientifically sound risk/needs assessment tool within the process. It was hoped that this instrument would serve as the foundational support that would drive dispositional decision-making and any subsequent intervention adjustments.

NYSAP began working with the five local sites and OJJ in early 2007 to identify potential evidence-based risk/need assessment tools. NYSAP presented the local sites and OJJ with assessment options, with a view to selecting one common tool to be implemented statewide. Thereafter, NYSAP assisted Louisiana in implementing the Structured Assessment of Violence Risk in Youth (SAVRY) in OJJ and in establishing model data collection and quality assurance processes. The process Louisiana stakeholders and NYSAP engaged in will be described in the forthcoming publication

### **Improving risk/needs assessment practices**

The National Youth Screening and Assessment Project (NYSAP) is using the general knowledge base of case classification data in the states to learn about the benefits of risk assessment, and whether it improves juvenile justice system performance and helps youth make the transition to productive adult lives while also addressing community safety concerns. NYSAP's research is summarized in the Knowledge Brief *Can Risk Assessment Improve Juvenile Justice Practices?*

Applying data from six juvenile probation offices across two Models for Change states, the research concluded that probation officers can administer validated risk assessment tools reliably—that is, return similar results within an acceptable margin of error. It also found, surprisingly, that reliability improved with officers trained by their peers (a peer master trainer) rather than by outside trainers. This finding has obvious implications for the sustainability of effective screening in Models for Change states and the transfer of state-of-the-art practices to others.

The researchers at NYSAP further concluded that once evidence-based risk/need assessment practices are established, probation

officers actually adjust their perception of risk and are more likely to consider malleable or dynamic risk factors in managing assignments to supervision levels. In other words, they are far less likely to use a “one size fits all” approach. They also found that implementing risk assessment leads to significant reductions in the use of high levels of supervision for low-risk youth in most probation offices and halved placement rates in two study jurisdictions with traditionally high placement rates. Therefore, making the commitment to implement evidence-based risk assessment practices can help reserve the most intensive and intrusive solutions for youth who require them.

The study is expected to continue to yield important knowledge in subsequent phases, exploring placement outcomes by risk level, determining whether effective screening reduces the likelihood of over-response to low-risk youth, and shedding light on the longer term effects of risk assessment on re-offense/referral patterns in the study sites. For additional information please download the full Knowledge Brief from the Models for Change website at <http://www.modelsforchange.net/publications/>.



*Risk Assessment in Juvenile Justice: A Guidebook for Implementation* (available, December 2012).

Four years later, the SAVRY is in use across all of OJJ's regional offices, which cover probation and residential services for delinquents across much of the state. Through the OJJ data warehouse system, operational data are refreshed nightly to provide different layers of aggregate statistics concerning the risk and needs of youth. Research using the SAVRY data is being used to answer questions that will help additional states consider the impact of adopting a similar approach.

### **Evidence-based programming has expanded dramatically across Louisiana**

Early in the Louisiana work (2005–2006), the Louisiana State University Health Science Center and the National Center for Mental Health and Juvenile Justice developed and fielded a Juvenile Justice Service Provider Survey in each of the five local Models for Change sites, using the results to assist local Children and Youth Planning Boards in strategic planning. The original survey has been re-administered several times in Models for Change demonstration sites and a statewide sample of OJJ contractors, with updates in 2007, 2009, and 2011. The most recent survey results document considerable progress, despite the constraints of budget reductions and service cuts in a weak economy. According to survey respondents in 2011:

- Over 16,000 youth were served with an evidence-based screening and

assessment practice, increasing from about half of overall youth served in 2007 to over two-thirds in 2011.

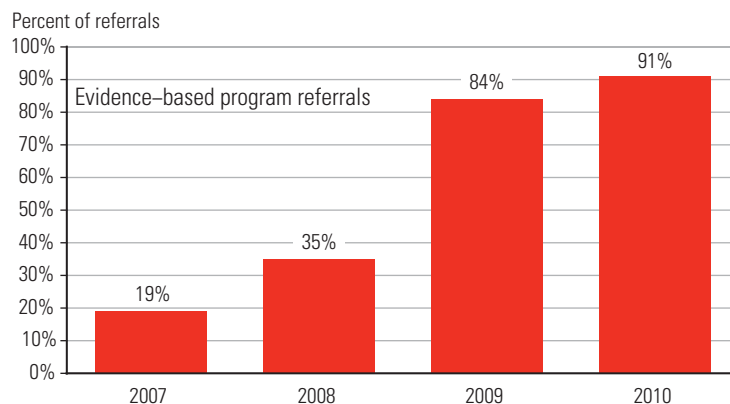
- The proportion of programs self-reported as applying extensive, rigorous external evidence increased from around one in five of overall interventions in 2007 to nearly half (49%) in 2011.
- The number of youth served by the highest tier of programming supported with high quality external research increased from 19% in 2007 to 46% of overall youth served in 2011.

The survey was administered online and is currently available to all 46 Louisiana parishes as a baselining and change-monitoring tool. Survey results have helped make the case for expanding availability of

two Blueprint for Violence Prevention model programs, Multisystemic Therapy (MST) and Functional Family Therapy (FFT) between 2006 and 2011. Prior to Models for Change, six MST teams existed in three locations in the state. No FFT alternatives existed for youth in the state. Five years later, MST has expanded to 36 teams in 26 locations and 8 FFT teams in 7 locations with some fairly even geographic dispersion.

The expanded use of evidence-based programming can be seen at the parish level as well—as in Jefferson Parish, where Models for Change partners provided assistance on multiple reform issues, with dramatic results. The proportion of referrals that incorporated evidence-based programs increased from 19% in 2007 to 91% in 2010.

### **The utilization of evidence-based programs as measured by program referrals in Jefferson Parish (LA) more than quadrupled during Models for Change**



- The types of practices/programming accounting for the expansion include Functional Family Therapy, Multisystemic Therapy, Trauma Focused Cognitive Behavior Therapy, Anger Replacement Therapy, Dialectic Behavior Therapy, Cognitive Behavioral Therapy/Motivational Interviewing, and the YES-Shoplifting Program.

Source: Childs and Frick. 2012. *An Interim Summary of Louisiana Models for Change Data Deliverables*.

# Models for Change partners have expanded community-based alternatives to formal handling and confinement

**While juvenile incarceration rates fell across the nation, Models for Change partners worked to create new diversion options all along the juvenile justice continuum**

Nationally, the number of youth in custody has decreased by more than one quarter over the time period Models for Change has been active, from 96,531 youth held in facilities in 2003 to 70,792 in 2010. For the most part, Models for Change core states reflected this pattern. The initiative has developed informal and noncustodial alternatives in Models for Change sites that divert youth not only at confinement but at a variety of juvenile justice processing stages, and has yielded models that may be useful in helping the nation sustain this beneficial trend.

## Illinois restructured incentives to reduce costly public commitments

A program supported by innovative legislation in Illinois helped to reduce the number of commitments to the Illinois Department of Juvenile Justice (IDJJ) and give youth and their families access to supportive services close to home. Redeploy Illinois provides financial incentives to communities to build a local continuum of care to assess and treat juvenile offenders. This strategy reduces the number of court commitments to IDJJ for moderate to high risk youth and those in need of evaluation. Models for Change has been an advocate of Redeploy Illinois since its inception, working to educate lawmakers, juvenile justice stakeholders, and the general public on the success of the program and the substantial cost-savings that have resulted.

## Custody rates decreased nationally and for the most part in the Models for Change core states between 2003 and 2010

State	Percent change in rate, 2003–2010			
	Overall custody	Detained, all facilities	Committed, all facilities	Committed, state public facilities
U.S. Total	–26%	–22%	–30%	–36%
Illinois	–16	–7	–19	–18
Louisiana	–38	–43	–35	–44
Pennsylvania	1	–35	13	–3
Washington	–22	–11	–25	–20

■ Detention rates and commitment rates to state public facilities decreased in each of the Models for Change core states between 2003 and 2010.

■ The scope of change exceeded the national average in Louisiana for overall custody rates, detention, and commitments.

Source: Adapted from OJJDP's *Statistical Briefing Book*. Online. Available: <http://www.ojjdp.gov/ojstatbb/corrections/qa08203.asp>. Released 12/9/11.

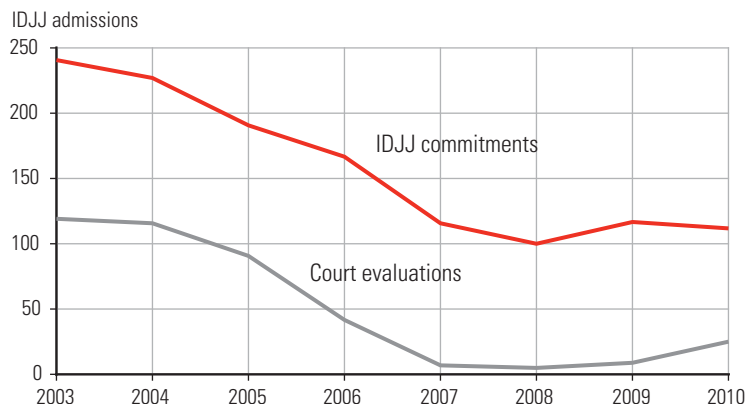
In 2003, data published by the IDJJ showed that non-violent and low-risk youth were increasingly being committed to state facilities. Additionally, the data showed that nearly one quarter of admissions were for short-term “court evaluations”—ostensibly to determine if treatment was needed, but often intended to serve as a “shock incarceration” sentence. Because Illinois does not charge counties for commitments to state facilities, local decision-makers considered commitment to be a less costly option than developing and using community resources to address delinquency locally.

Redeploy Illinois aims to reduce commitments to state facilities and reinvest the financial savings into promoting and strengthening community resources. Through Redeploy Illinois, counties receive funding to collaborate with local service providers and develop a local continuum of care. Youth are assessed within their community and linked to nearby services that

match identified risk factors and needs. The funding allows counties to ensure that their local continuum of care includes services to address a variety of needs and risk levels, such as case management, family work, educational advocacy, or evidence-based programs such as Functional Family Therapy (FFT). Additionally, sites can use funding to support new processes for coordinating services for youth. A few sites have created new positions, such as a Court Liaison or Program/QA Manager to expedite referrals and monitor youth in Redeploy Illinois programs. This coordination of services creates many opportunities for probation departments to collaborate with service providers in new and meaningful ways.

Redeploy began as a pilot in 2004 with 4 sites: the 2nd Judicial Circuit (composed of 12 rural counties), Macon County, Peoria County, and St. Clair County. After a noticeable decrease in commitments, especially for court evaluations, the pilot

## Commitments and court evaluations decreased with the help of Redeploy Illinois



- Commitments decreased 68% between 2003 and 2008 and have flattened since.
- Court evaluations decreased virtually to zero by 2008 and have remained a fraction of the pre-Redeploy Illinois level.

Source: Illinois Department of Human Services. 2011 Redeploy Illinois Fact Sheets.

was expanded to 4 more sites by 2011: the 4th Judicial Circuit (composed of 9 counties), Lee County, Madison County, and McLean County. In order to receive Redeploy Illinois funds, a county had to pledge to decrease its commitments by 25%. Despite a statewide budget crisis in 2009, all but one of the pilot sites have been able to exceed this requirement. Some of the pilot sites have essentially eliminated commitments for court evaluations. This reduction in commitment not only creates conditions for more effective treatment of youth in the juvenile justice system, it also yields considerable financial savings for the state. According to a 2010 cost benefit analysis, the eight Redeploy Illinois sites reduced their commitments in 2011 by an average of 50% from their baselines. Based on the per capita cost of incarceration, this decrease in commitments translates to a savings of over \$40 million in unnecessary incarceration costs over the life of the program. These estimates are conservative according to the most recent annual

report to the Illinois Legislature released in September 2012.

In preparation for a proposed statewide expansion of Redeploy Illinois, significant enhancements are being made to the data collection, monitoring, and reporting for the current pilot sites, and an evaluation is being conducted by Illinois State University. Re-arrest recidivism results are preliminary but promising and reported with the most current expansion update information in the Redeploy Illinois *Annual Report to the Legislature*, online at <http://www.dhs.state.il.us/page.aspx?item=31991/>.

### Louisiana worked to divert status offenders from the formal system gateway

One of the primary goals of Models for Change work in Louisiana was to move the state away from its historical reliance on out-of-home placements and secure

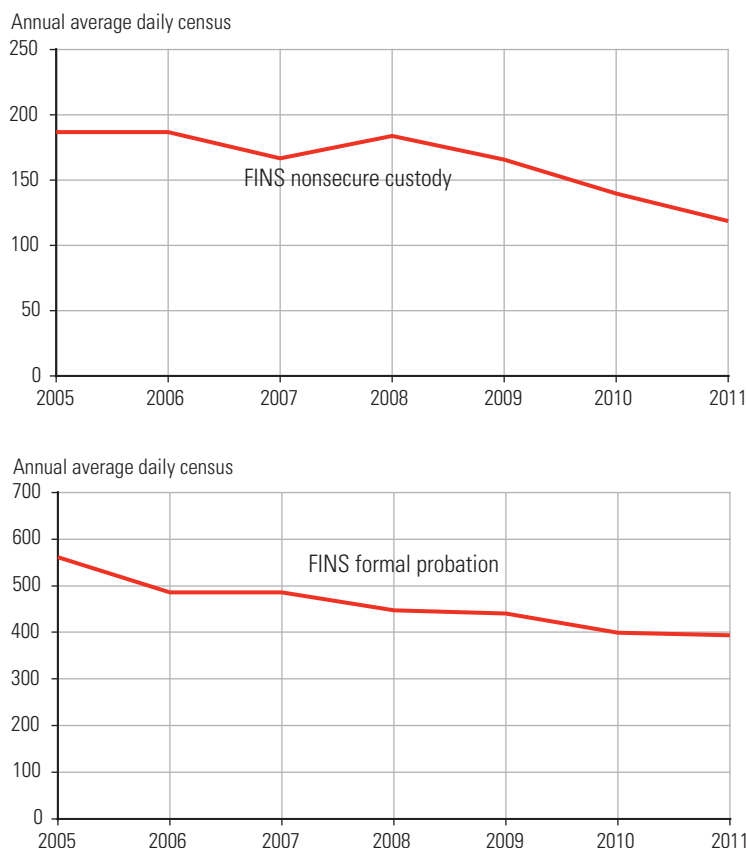
confinement—in particular, for status offenders who come into contact with the juvenile justice system through the state's Families In Need of Services (FINS) legal status and programming.

Informal FINS is a statewide program intended to offer voluntary services for status offenders and their families. Typically, FINS juvenile court referrals are made for ungovernable behavior, running away from home, curfew violations, local ordinance violations, smoking, and truancy. However, the FINS program also serves as a gateway into the juvenile justice system for a substantial number of youth formally adjudicated on FINS petitions and placed on probation, detention, and/or committed to OJJ non-secure custody.

Models for Change efforts in Jefferson and Rapides Parishes and in the 16th Judicial District were intended to improve and increase the range of informal options available for FINS cases, so that fewer FINS cases would end up in the formal juvenile justice system. The most prominent strategies included:

- Developing a common statewide vision of FINS and clearer program stewardship at the state level.
- Assisting pilot parishes in developing local continua of care and implementing proper screening and assessment tools at key decision points.
- Increasing the number of evidence-based options available to FINS youth and families.
- Working with schools and school districts to develop effective alternatives for truancy violations, to implement effective interventions that reduce out

## The average daily population has decreased for both FINS nonsecure placements and formal FINS probation in Louisiana



- FINS nonsecure custody decreased 37% from 187 youth on an average annual census in 2005 to under 119 in 2011.
- FINS probation decreased 30% from 561 youth based on an average annual census in 2005 to 394 in 2011.

Source: Author's analysis of Office of Juvenile Justice JETS Data Warehouse data for 2008–2011 merged with pre-conversion data for 2005–2007.

## Jefferson and Rapides Parishes (LA) reduced system penetration for informal and formal status offenders

Characteristic	Percent change in number of cases, 2006–2010*	
	Jefferson Parish	Rapides Parish
Informal FINS	–53%	–40%
Formal FINS petitions	–28	–50
Adjudicated FINS	–15	–50

### Jefferson Parish:

- The number of informal FINS referrals dropped by more than half, from 1,692 referrals in 2007\* to 802 in 2010.
- Formal FINS decreased 28%, from 427 in 2006 to 309 in 2010.
- The number of FINS petitions that were adjudicated dropped 15% from 276 in 2006 to 234 in 2010.

### Rapides Parish:

- The number of informal FINS referrals dropped by over a third, from 367 in 2006 to 222 in 2010.
- Formal FINS petitions dropped by half, from 129 in 2006 to 65 in 2010.
- The number of adjudicated FINS cases also dropped by half during the period 2006–2010.

\* Percent change for Jefferson Parish informal FINS is calculated from 2007 to 2010 because 2006 data is not available.

Source: Childs, K., and Frick, P. 2012. *An Interim Summary of Louisiana Models for Change Data Deliverables*.

of school suspensions and expulsions, and to institute effective alternatives to “zero tolerance” policies that may result in unnecessary juvenile justice system involvement.

- Reducing and eventually eliminating FINS interventions that involve probation, detention, or nonsecure placement.

- Establishing an early intervention program in middle school to keep youth out of the juvenile justice system.
- Developing a program evaluation model that can be used to monitor outcomes and provide continuous quality improvements to youth programming.

Results of a University of New Orleans study show that in Jefferson and Rapides Parishes, these tactics reduced the volume of informal FINS cases, formal FINS petitions, and FINS adjudications dramatically.

## Washington reduced reliance on formal processing of truant youth

One of the Models for Change reform goals in Washington has been to develop, expand, and improve access to effective informal interventions for truant youth. Specifically, this meant repositioning formal court processing and detention as the choices of last resort for re-engaging truant students.

All four Washington Models for Change demonstration sites established truancy reduction work plans. The statewide Becca Task Force monitors and guides work at the

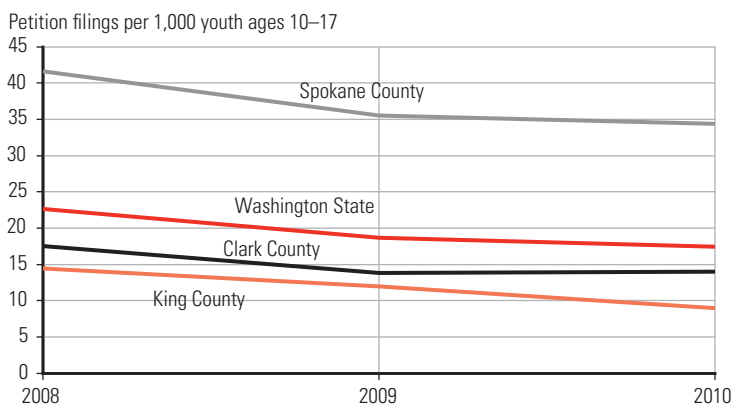
state level (for an explanation of Washington's Becca laws see the sidebar on the next page). The most prominent strategies in support of the state-level efforts included:

- Identification of state-level system reforms and development of guidelines to unify practice statewide.
- Establishing a truancy program evaluation model that can be replicated in other sites.
- Completion of system processing mapping surveys at key decision points.
- Working with schools and school districts to develop and implement effective truancy intervention alternatives.
- Assisting pilot counties in developing and/or expanding local informal alternative programs that keep youth out of the juvenile justice system.
- Increasing the number of evidence-based options available to truant youth and families.

While truancy reform efforts varied across the four local sites, all the projects aimed at achieving a common set of outcomes:

- More consistency across schools in truancy petition filing practices.
- Increases in the number of alternative program and mental health screening and assessment services for truant youth.
- Reductions in the number of truancy petitions formally processed by the court.
- Decreases in truancy contempt filings.
- Decreases in the number of truant youth detained for contempt violations.

## Truancy petition filing rates per 1,000 youth ages 10–17 decreased statewide in Washington and in several of the demonstration sites



- Petition filing rates per 1,000 youth ages 10–17 in the population decreased 23% statewide, and 38%, 20, and 17%, respectively in the King, Clark, and Spokane County Models for Change demonstration sites.

Source: Washington State Partnership Council on Juvenile Justice Reports, 2007–2011.

## Filings of status offenses peaked just prior to Models for Change in Washington and have since decreased 21%

Characteristic	2006	2010	Percent change 2006–2010
<b>Total status offenses</b>			
Filings	18,339	14,481	–21%
Contempt hearings	7,686	5,644	–27
Orders on contempt	8,899	6,069	–32
<b>At-risk youth (ARY)</b>			
Filings	2,213	1,861	–16
Contempt hearings	2,702	2,118	–22
Orders on contempt	2,981	2,373	–20
<b>Child in need of services (CHINS)</b>			
Filings	354	246	–31
Contempt hearings	84	26	–69
Orders on contempt	99	37	–63
<b>Truancy</b>			
Filings	15,772	12,374	–22
Contempt hearings	4,900	3,500	–29
Orders on contempt	5,819	3,659	–37

- Washington statutes define three different types of status offender proceedings in juvenile court— at-risk youth (ARY), children in need of services (CHINS), and truancy petitions.
- Truancy filings drive trends in overall status offense activity with over 12,000 in 2010.
- Along with petitions, contempt hearings on status offenses have decreased.
- Contempt orders for status offenses generally have decreased by nearly one-third.

Source: Washington State Partnership Council on Juvenile Justice Reports, 2007–2011.

## Status offenders in Washington— providing parents options without opening the door to over-responding

In 1995, in response to the deaths of three runaway children (including that of 13-year-old Rebecca Hedman), the State Legislature passed the “Becca Bill” (SB 5439). The Becca Bill reflects the legislature’s attempt to empower parents who otherwise have lost control of their runaway, disobedient, or truant children and provides for strict court enforcement of runaway and truancy laws.

A considerable amount of controversy surrounds this approach to status offending. At the outset of Models for Change there were a large number of formal court filings against status offenders (more than 18,000 in 2006), consuming considerable judicial resources and arguably dragging many youth into the formal system unnecessarily. Because truancy petitions represented by far the largest category of status offender petitions (approximately 85% of all petitions), all of the Washington Models for Change demonstration sites sought new approaches to truancy that would rely less on the court’s formal authority and more on informal problem-solving.



# Models for Change partners have developed strategies for better handling of “crossover youth”

## “Crossover youth” present challenges to both systems

A growing body of research sponsored by Models for Change shows that youth involved in both the child welfare and juvenile justice systems present an extraordinary range of challenges compared to youth who are only involved in one system. These challenges generally include:

- Earlier onset of delinquent behavior.
- Poor permanency outcomes.
- Substantially higher out-of-home placement rates, including more detention stays, and frequent placement changes.
- Overall higher reoffending rates.
- Higher recidivism rates for first-time referred female juveniles, in stark contrast with the general population of first-time offenders, where boys are considerably more likely to recidivate than girls.

## The King County Juvenile Court has a history of working to improve the handling of youth involved in multiple systems

In response to this research, Clark, King and Spokane Counties are making efforts to improve their handling of cases involving youth in multiple systems. King County has made the most substantial progress. The work has been supported by the King County Systems Integration Initiative, originally launched in 2005 with assistance from the Child Welfare League of America and the Casey Family Foundation, and subsequently expanded through Models for Change.

- As part of its Models for Change work, King County cooperated in a Multi-

system Youth Prevalence Study, which involved a review of automated data extracts provided by the Washington State Court Center for Research to the National Center for Juvenile Justice for the purpose of determining the frequency and characteristics of multi-system cases in King County. The Prevalence Study has potential for planning alternatives to formal processing by helping to define the trajectories of this population in an urban environment. Key findings include:

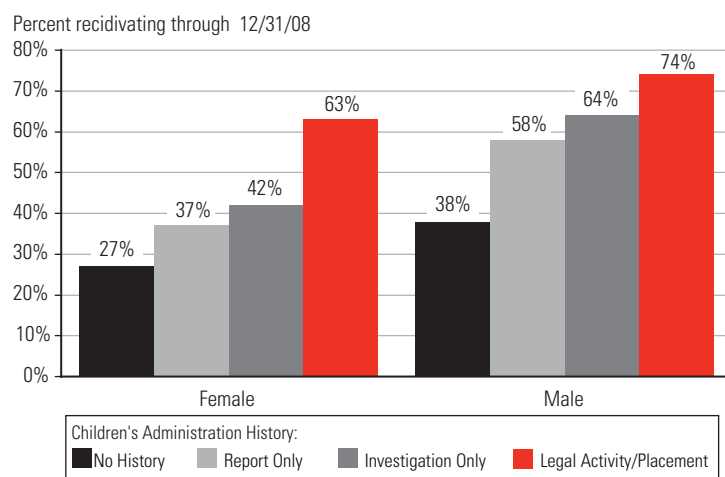
- Youth with cross-system involvement, particularly a history of child protection legal activity and placement, tend to begin delinquency careers earlier.
- Youth with extensive child protection experiences are detained more frequently and for longer average periods.
- Youth with extensive child protection involvement are two and one half times more likely to reoffend.

- Youth with both status offender legal involvement and child protection histories reoffend 75% of the time compared to delinquent youth at 31%.

The prevalence research has implications for the timing and types of diversion options needed to prevent youth entering the system through multiple doorways from escalating into serious delinquency.

Among the responses now being considered are increasing diversion from detention and creating new alternatives to substitute care especially for multi-system youth. King County is also working to develop alternatives for multi-system youth charged with assaults related to domestic conflict incidents—a disproportionate number of whom are black or Native American. This finding is a reflection of the inter-connectedness of this area of work with efforts explored in the next section, targeting racial and ethnic disparities in juvenile justice experiences.

## The King County multi-system prevalence study provides insights into re-referral of youth over a 2-year period based on their cross-involvement



Source: Halemba and Siegel. 2011. *Doorways to Delinquency: Multi-system Involvement of Delinquent Youth in King County (Seattle, WA)*.



# Models for Change partners have found new ways to monitor and increase fairness

## The Models for Change initiative sponsors innovations to reduce racial and ethnic disparities in juvenile justice decision-making

From its inception, Models for Change has pursued fairness in juvenile justice decision-making and processing. This goal is related to efforts explored in the earlier sections of this report to implement evidence-based juvenile justice practices (e.g., assessments) and modeling alternative pathways that divert youth from formal processing and confinement. The initiative has also invested in modeling approaches to explicitly define, target, and reduce disparities in juvenile justice system experiences for youth of color. Reducing disparities that are influenced by a number of ecological factors and social inequities (such as the concentration of people of color in disadvantaged urban areas, poorly performing schools, and limited employment opportunities) is among the most challenging reform endeavor in juvenile justice. However, work in the states and demonstration sites is producing solutions that are proving to be both sustainable and transferable. Leading the reform stories in this area are the achievements in Berks County (Reading), Pennsylvania.

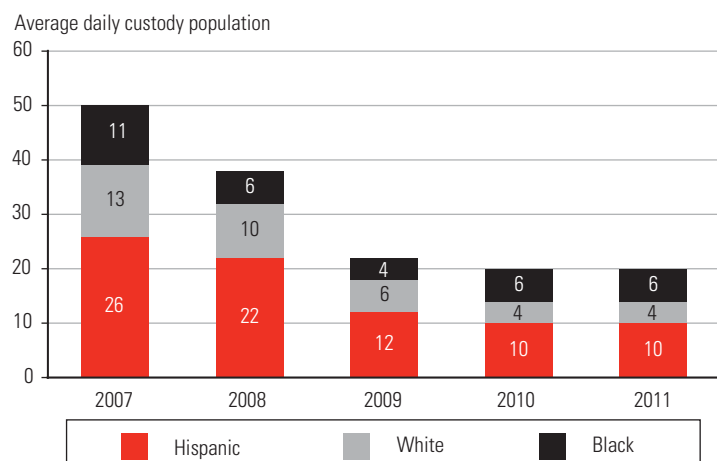
## Berks County, Pennsylvania reduces detention and placement of racial and ethnic groups

Berks County is a Models for Change jurisdiction where committed stakeholders made use of technical assistance provided by initiative partners to implement several policy and practice changes that reduced disparities. Berks County has sustained its reforms and disseminated best practices to other Pennsylvania jurisdictions.

The Berks County Racial and Ethnic Disparities Reduction Project gathered a coalition of juvenile court, probation, and community leaders and many others responsible for driving and sustaining change. The project received ongoing technical assistance from Models for Change partner the Center for Children's Law and Policy (CCLP). The County has received national recognition for the impact of the strategies to address the disproportionate representation and disparate treatment of Hispanic and black youth including:

- Utilizing a data-driven model for decision-making.
- Enhancing Spanish language capability and cultural competence throughout the juvenile justice system.
- Implementing, testing, and validating a structured detention screening tool.
- Reducing detentions through use of structured screening and detention alternatives.
- Recruiting nontraditional service providers.
- Developing workforce opportunities for youth.
- Establishing a model Evening Reporting Center to keep youth out of detention and in the home.
- Developing a menu of alternatives to residential care and limiting use of out of home care.

## Berks County (PA) reduced the average daily population of youth detained overall, helping reduce detentions for youth of color



- The average daily population in detention decreased 60% between 2007 and 2011.
- On average, 16 fewer Hispanic and 5 fewer black youth were in secure detention on any given day in 2011 than in 2007.

Source: Center for Children's Law and Policy. *Reducing Racial and Ethnic Disparities in Pennsylvania*. Available online at [www.modelsforchange.net/index.html](http://www.modelsforchange.net/index.html).

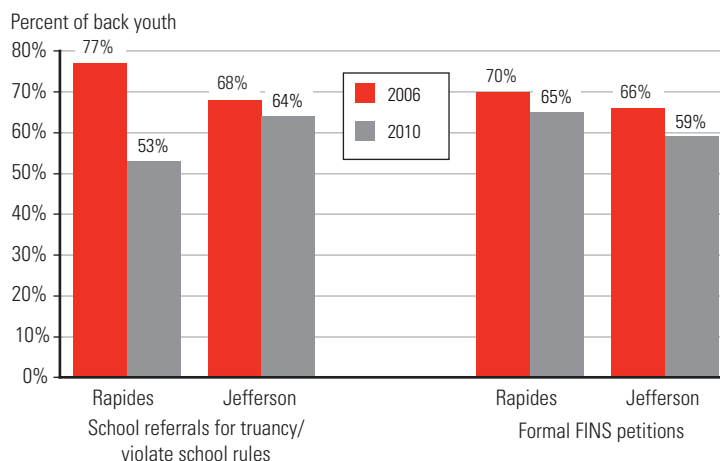
Indicator data suggest that the work in Berks County is making a difference in challenging areas. Highlights include a 60% reduction in the use of secure detention and eventual closure of the county juvenile detention facility and a 67% reduction in out-of-home placement. The reforms have had a positive impact reducing racial and ethnic disparities for youth in custody and have also saved more than \$2 million annually in placement costs. The reform model has cascaded into a series of changes at the youth detention center. Initially the county re-tooled existing detention space for nonsecure residential treatment, and eventually transitioned the facility from a youth facility into a community corrections center for adults. The county currently contracts for the few youth who need secure juvenile detention services. This builds a natural incentive to sustain less restrictive alternatives to detention for youth who can safely be served at home or in less secure settings such as shelter care. The success of the Berks County model led the state to fund the creation of additional Evening Report Centers in other counties by applying a similar data-driven approach.

### Louisiana sites worked to interrupt the school-to-prison pipe line

Efforts to reduce racial and ethnic disparities are also having an impact in two Louisiana Models for Change demonstration sites: Jefferson Parish, an urban/suburban parish adjacent to the City of New Orleans, and Rapides Parish in central Louisiana.

Part of the programmatic response to disparities has focused on reducing status offense referrals from schools to juvenile court by setting a goal to divert virtually all referrals to support services or community

### Rapides and Jefferson Parishes reduced disparities in the proportion of black youth referred by schools to juvenile court on truancy and violating school rules charges and for overall status offenses



- Some progress has occurred to divert referrals by schools for minority youths, particularly in Rapides Parish where the proportion of referrals involving black youth for truancy/school rule violations decreased from 77% to 53%.
- The proportion of formal FINS petitions involving black youth has also decreased in both of these jurisdictions that are trying to reduce the school to prison pipeline.

Source: Childs, K., and Frick, P. 2012. *An Interim Summary of Louisiana Models for Change Data Deliverables*.

programs. To accomplish this in Rapides Parish, stakeholders documented the referral process and revised their procedures with the assistance of Models for Change partners at the Vera Institute of Justice and the National Center for Mental Health and Juvenile Justice (NCMHJJ). Overriding principles adopted in the effort include:

- Youth do best when they can remain in their own homes and schools.
- Families of these youth want their home lives to improve, but may be ill-equipped to initiate change. Thus, there is a need to involve families through voluntary engagement techniques.

- Court, or the juvenile justice system, should always be the last resort for families that need services to repair damaged relationships.
- Schools are the best systems to address learning challenges and behaviors that occur within the school setting.
- Services are available for families through other state agencies outside the justice system, such as the Office of Behavioral Health or the Department of Child and Family Services.

Over the past two years, Rapides Parish has operationalized these principles in a revised policies and procedures manual

which prescribes the specifics of referral screening, intake, mental health screening and assessment, case plan development and monitoring and the specific conditions for applying a next step in the response continuum for status offenders. The manual also addresses the data collection required to inform decision-making, a critical gap prior to the reform effort.

In Jefferson Parish, juvenile court leaders met with local schools to discuss reducing delinquency referrals. School Resource Officers (SROs) working on the front lines in the schools indicated a need for training on responding to youth with behavioral issues that may be connected to underlying mental illness. Models for Change partners from the NCMHJJ helped to bring in a national law enforcement training curriculum, Crisis Intervention Training for Youth (CIT-Y). Nearly every SRO in Jefferson Parish was trained on the curriculum, and delinquency offense referrals to the juvenile court have declined—particularly those for less serious behavior such as simple battery, disturbing the peace, and interference with an education facility. Collectively, referrals on the more minor charges have decreased by 58%, from 518 such referrals in the 2007–2008 school year to 216 in 2011–2012. School referrals to juvenile court for more serious delinquency offenses have decreased as well, and some progress has been made in reducing disparities for referrals involving black youth. Black youth are 27% of the population ages 10–17 in Jefferson Parish; yet represented about 82% of delinquency referrals from schools in 2007–2008. During the most recent school year, referrals for black youth decreased nine percentage points, to 73% of overall referrals.

Both Jefferson and Rapides Parishes are closely monitoring the trends in referrals

from schools to the juvenile court and have made some modest progress in reducing the proportion of referrals for certain offenses, notably status offenses charged under the FINS system. The proportion of referrals involving black youth being referred for truancy/failure to follow school rules has decreased 24 percentage points during Models for Change in Rapides Parish and 4 percentage points in Jefferson Parish. Jefferson Parish has also reduced the proportion of black youth referred for ungovernable status offense charges by 14 percentage points, from 66% in 2006 to 52% in 2010.

The reductions in school referrals may translate into reductions in the proportion of black youth charged formally with FINS petitions as status offenders. Both sites have made some modest progress in that regard—while at the same time the overall volume of formal FINS petitions have decreased.

### **The core states expanded and improved the ability to monitor racial and ethnic disparities**

With the help of Models for Change networks, innovations developed in one state or location have helped inform solutions for others. Starting with the earliest core state in the initiative, Pennsylvania, and moving through the most recent core state, Washington, the initiative has helped states improve their data infrastructure from which to develop indicators of racial and ethnic disparities.

Since the late 1980s, Pennsylvania has collected and reported the federal indicator for overrepresentation of youth of color, known as the Relative Rate Index (a statistic that compares youth of color rates of representation to white rates at various decision points

## **Illinois rolled back an automatic transfer provision found to unfairly impact youth of color in Chicago**

Models for Change partners in Illinois played a role in bringing about the repeal of a statutory provision under which youth as young as 15 were automatically tried as adults when charged with drug offenses that took place within 1,000 feet of a school or public housing development. The law had a pronounced impact on youth of color living in Cook County, which contains the City of Chicago.

- Youth of color were 15% of the youth population but 85% of transfers.
- In Cook County, 99% of the youth transferred were black or Hispanic.
- In Cook County, youth arrested in three zip codes contributed 85% of these transfers.

Models for Change partners helped focus national attention on these data. Following the empanelling of a bipartisan study commission in response to the controversy, Illinois amended the provision to bring the initial filing of these cases back into juvenile court—the first rollback of transfer laws in Illinois in almost two decades. Following the amendment, Models for Change research helped demonstrate the beneficial impact of the change on racial disparities in Cook County.

For more information see *Reforming Automatic Transfer Laws: A Success Story*, available on the Models for Change website at <http://www.modelsforchange.net/index.html>.

in the juvenile justice system). One of the first challenges when Models for Change started Pennsylvania work in 2005 was scanning the state for counties that might be good candidates for developing and monitoring the overall impact of strategies to reduce racial and ethnic disparities for juvenile justice involvement. Although the existing data collected were useful and had been applied in targeting reforms for years, Models for Change presented an opportunity to equip reform planners with more nuanced information. For example, Pennsylvania Models for Change partners wanted to use the Hispanic or Latino detail in the data to plan reform efforts, but discovered that the information being collected was incomplete and inaccurate. This led to the development and publication of *Guidelines for Coding Racial and Ethnic Data in Juvenile Court Information*, which was distributed through the statewide juvenile justice membership organizations in Pennsylvania and was widely influential. Within a few years, Pennsylvania's Hispanic and Latino data were improved to the point that they could be used reliably in monitoring and tracking efforts. Statewide, the percent of cases with ethnicity reported as "unknown" decreased from 4.3% in 2005 to 2.8% in 2010. In Berks County, unreported race and ethnicity data have been virtually eliminated.

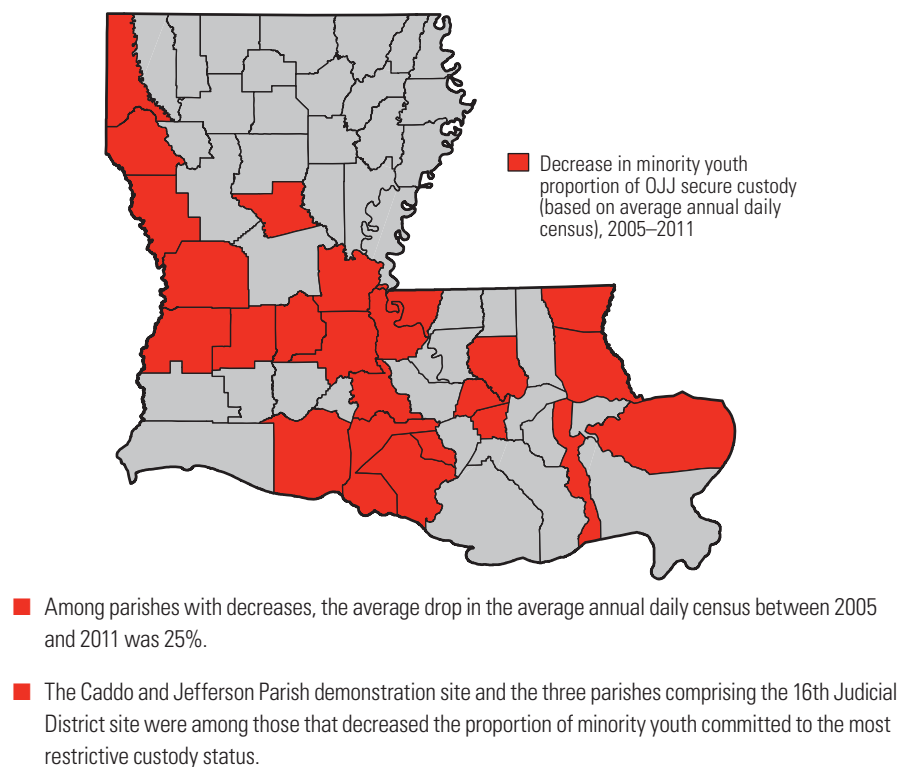
In Louisiana the challenges were different, particularly with regard to statewide data for monitoring racial and ethnic disparities, because the state lacked a system of statewide juvenile court case individual-level data. Models for Change partners worked within existing boundaries to develop indicators using Office of Juvenile Justice (OJJ) custody data, with an alternative performance measure that made use of

available statewide data. This innovation was important, as many states lack the necessary statewide juvenile court processing and probation data needed for decision-point tracking. The measures developed during Models for Change were integrated into advances in data warehouses that have been developed to help sustain and efficiently update the information. In this regard, the Louisiana advances are set apart from those in Pennsylvania and Washington, playing to state strengths in a way that provides lessons even to those places that may have started with a broader infrastructure of data from which to pull indicators.

Models for Change partners helped Washington State to apply the infrastructure used in Pennsylvania to advance the monitoring of racial and ethnic disparities. The new system combines information from national and Washington sources to compile indicators for every juvenile court jurisdiction. Currently, 10 decision points have been tracked over 7 years of data, 2005–2011. Models for Change assistance has enabled policymakers to tackle challenges such as missing and unknown racial data, and begin applying reasoned solutions.

The advent of statewide monitoring data is converging with the efforts of the

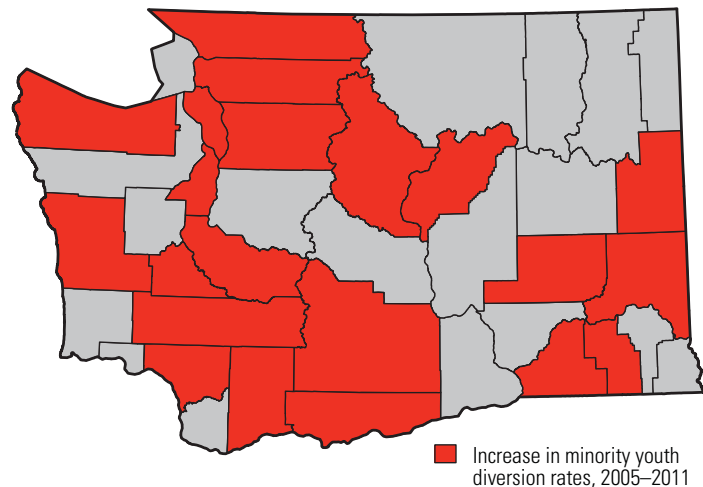
### The proportion of minority youth held in OJJ secure custody decreased in 24 of 64 Louisiana parishes between 2005 and 2011



Source: Author's analysis of Office of Juvenile Justice JETS Data Warehouse data for 2008–2011 merged with pre-conversion data for 2005–2007.

Washington State Partnership Council on Juvenile Justice (WA-PCJJ) to implement a statewide racial and ethnic disparities reduction strategy, which includes organizing a collaborative network to sustain policy reforms that emerged from the Models for Change initiative. The network is designed as a collection of juvenile justice stakeholders and other entities that possess the ability and resources to achieve the specific outcome of a statewide reduction of racial and ethnic disparities within the juvenile justice system. The network will study racial and ethnic disparities in Washington, convene stakeholders, and develop strategic recommendation for reform efforts.

## Diversion rates increased for minority youth in 19 of 39 Washington counties between 2005 and 2011



- Washington developed the ability to track indicators to monitor change across 10 decision points, including diversion from formal petitioning rates.
- Among the Models for Change Demonstration sites, Spokane, Clark and Pierce all increased diversion rates for minorities.

Source: Washington State Center for Court Research and National Center for Juvenile Justice. 2012. *Washington State Racial and Ethnic Disparity Tracking Workbook*.

## Pennsylvania provides online access to juvenile court disposition data that can be used to explore issues of fairness, including legal representation

Pennsylvania developed its Juvenile Delinquency Data Analysis Tool (PA-JDDAT) to enable independent retrieval of annual juvenile disposition data reported to the Juvenile Court Judges' Commission (JCJC) by counties throughout the Commonwealth. PA-JDDAT shows how juvenile courts dispose of referrals, lets users break down results by race and ethnicity categories, and

provides information on ways that factors like detention and legal representation are associated with the adjudication, disposition, and placement outcomes. These data were formerly available through annual statistical reports. The online tool empowers youth advocates and juvenile justice policymakers and stakeholders to answer their own questions

and monitor trends over time at the state or county level across all the available years of data loaded into the system. Selections are possible to narrow inquiries to specific counties, or years of data and for different youth characteristics. The data tool is available online at <http://ncjj-staging.servehttp.com/PADAT/>.

# Conclusion

With the winding up of direct funding for reform work in core states, Models for Change investments are increasingly aimed at securing and sustaining the practice and policy gains that have been made, ensuring that they are documented and where possible institutionalized, and harvesting useful products. Other grants will seek to capitalize on Models for Change innovations, learning and leadership networks to expand and spread reform to the nation as a whole. Finally, as noted above, the Foundation is commissioning an independent summative evaluation designed to gauge the overall success of the initiative—to shed light on its achievements and failings, assess its strategies and tactics, and estimate its impact, both on the experiences of justice-involved youth in Models for Change jurisdictions and on the course of juvenile justice reform nationally. The evaluation is expected to be in the field in mid-2013 and completed by the end of 2014.

In the meantime, detailed information regarding Models for Change, its structure, goals, partners, tools, and resources, will continue to be available on the web at <http://www.modelsforchange.net/>

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- Institute for Public Health and Justice, Louisiana State University Health Sciences Center (Louisiana)
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- Pennsylvania Juvenile Court Judges’ Commission







