

# 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

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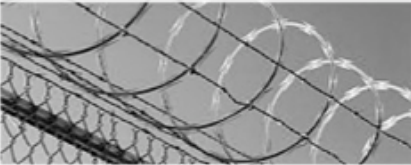
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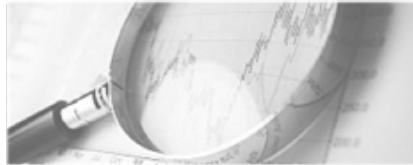


# About CSG Justice Center

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Justice Reinvestment



Mental Health



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

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THE COUNCIL OF STATE GOVERNMENTS

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

# About NRCC



- Authorized by the passage of the Second Chance Act in April 2008
- Launched by The Council of State Governments Justice Center 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



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# 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   |
| • Washoe County Probation Department  | • Rural Probation Departments  |
| • Clark and Washoe County School Districts  | • Department of Health and Human Services                                    |
| • Juvenile Justice Services, Department of Children and Family Services (DCFS)              | • Summit View, Nevada Youth Training Center and Caliente Directors and Staff |
| • Department of Public Safety – Division of Parole and Probation, Department of Corrections |  |

## Key Notes About the Findings from System Analysis

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% of the juvenile justice population and other individual counties' numbers are too small for meaningful analysis
3. **Details findings from 2013 – 2015** given that data before 2013 from some jurisdictions were reviewed and deemed incomplete
4. **Targeted at identifying opportunities** to better align system policies, practices, and funding with what research shows works to improve outcomes for youth

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01 Process

## 02 Key Findings

- System Performance
- System Trends
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03 Next Steps

# Summary of Key Findings from Analysis

1

**Nevada does not track recidivism rates or other outcomes for youth** in the juvenile justice system, but 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 the state.**

3

Despite spending almost \$95 million in 2015 on the juvenile justice system, the **state and counties provide youth with few research-based programs and services.**



01 Process

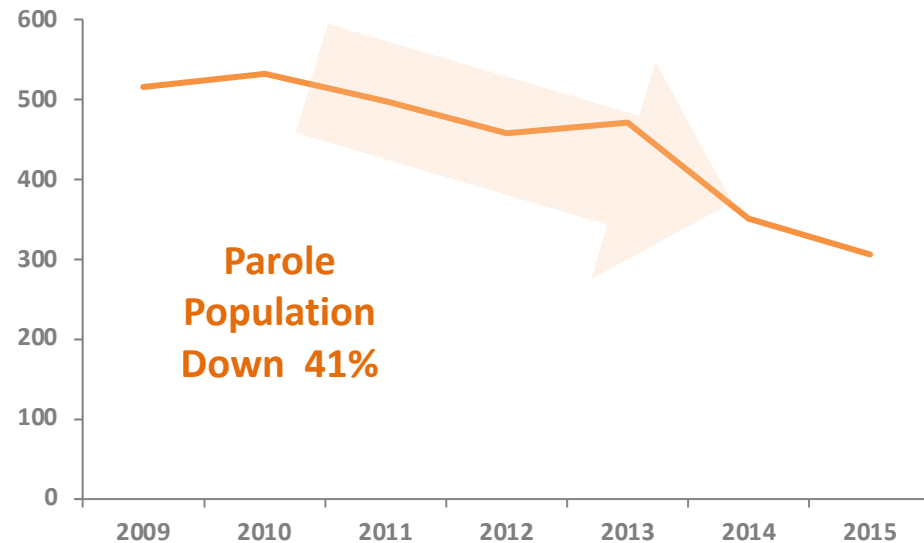
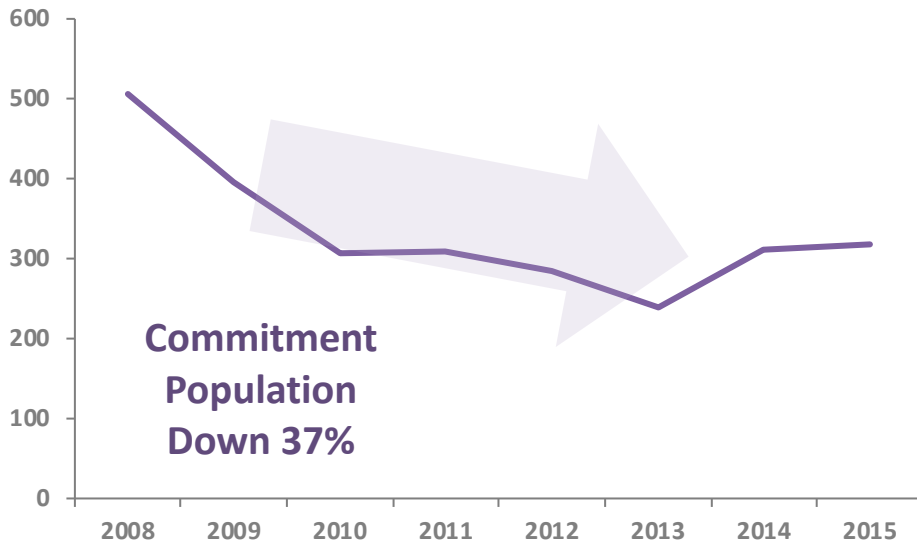
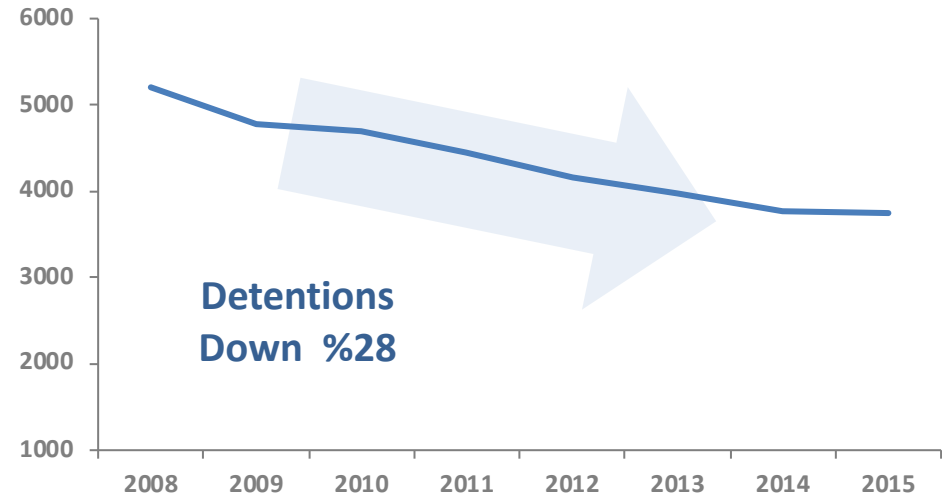
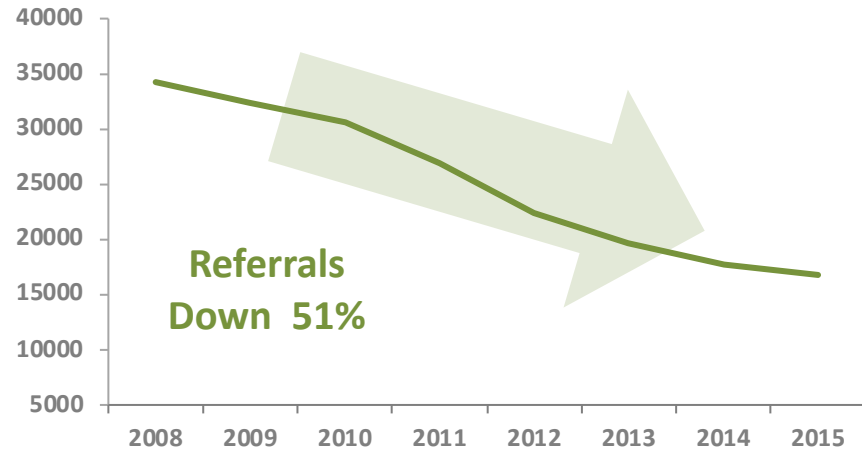
02 Key Findings

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

03 Next Steps

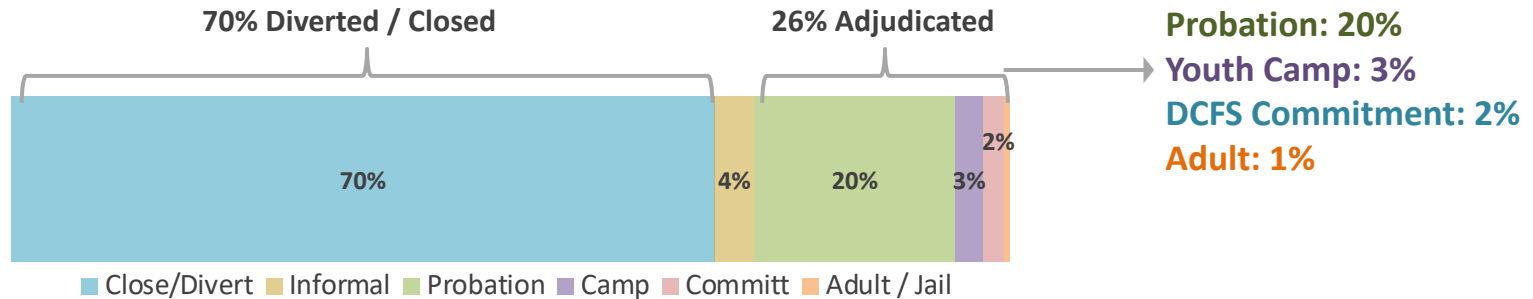


# All aspects of the Nevada juvenile justice system have declined



Nevada has demonstrated a commitment to making improvements to its juvenile justice system

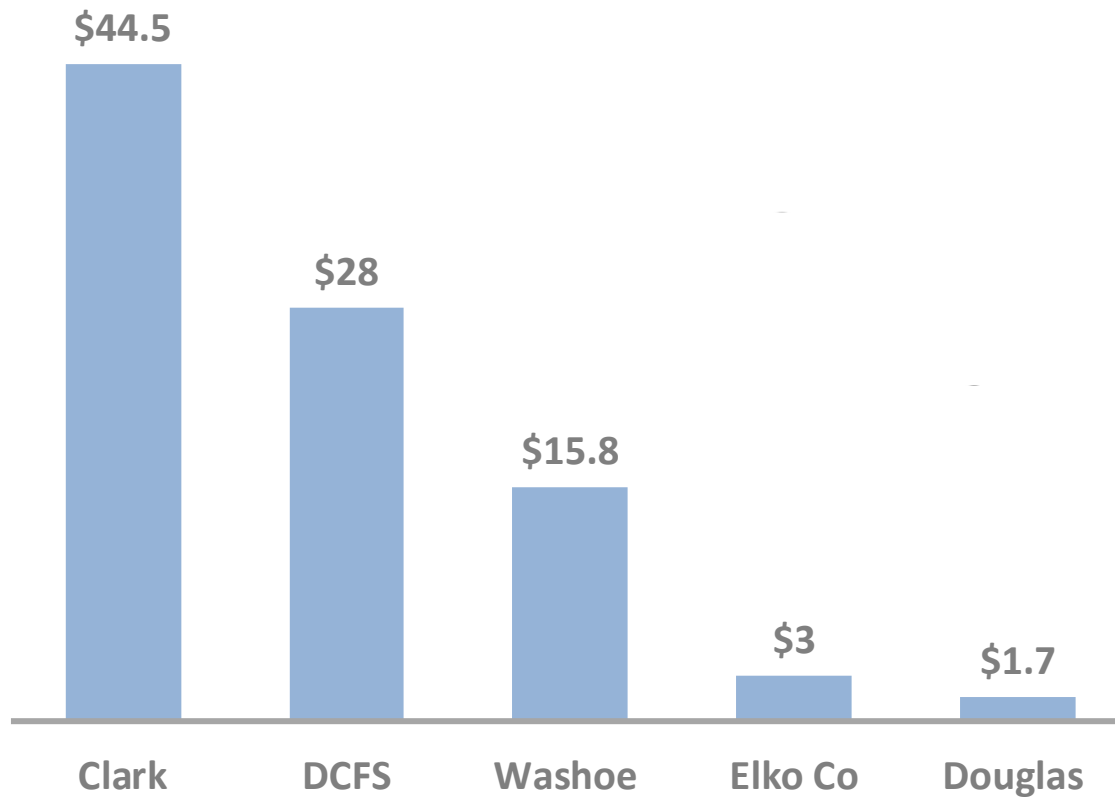
### Dispositions in Washoe and Clark Counties, 2015



- Strong focus on **diverting youth** from formal juvenile justice system involvement
- County implementation of **detention reform** and detention risk assessments
- Commitment to **keeping youth in the community** as seen by significant reductions in state commitments
- 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



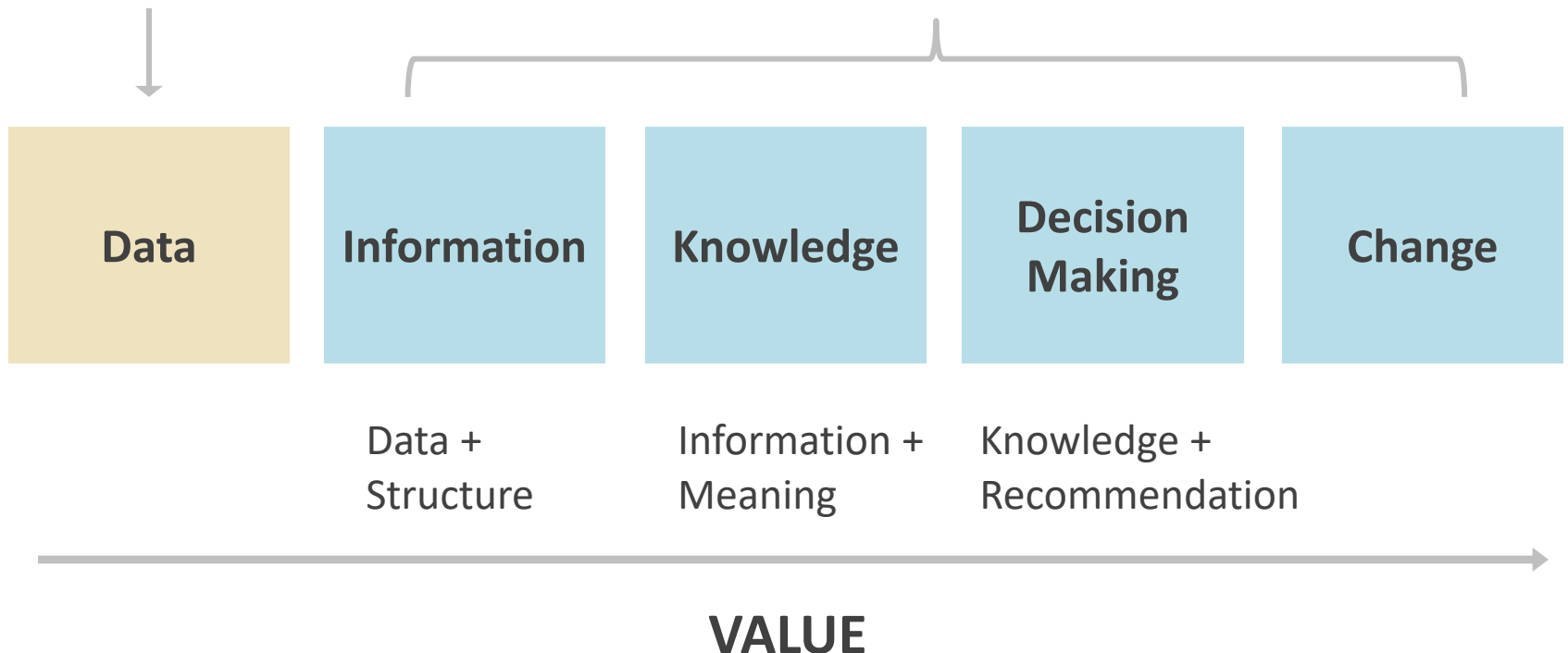
# Nevada is unable to answer key questions about how system resources are being used to improve outcomes for youth

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

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

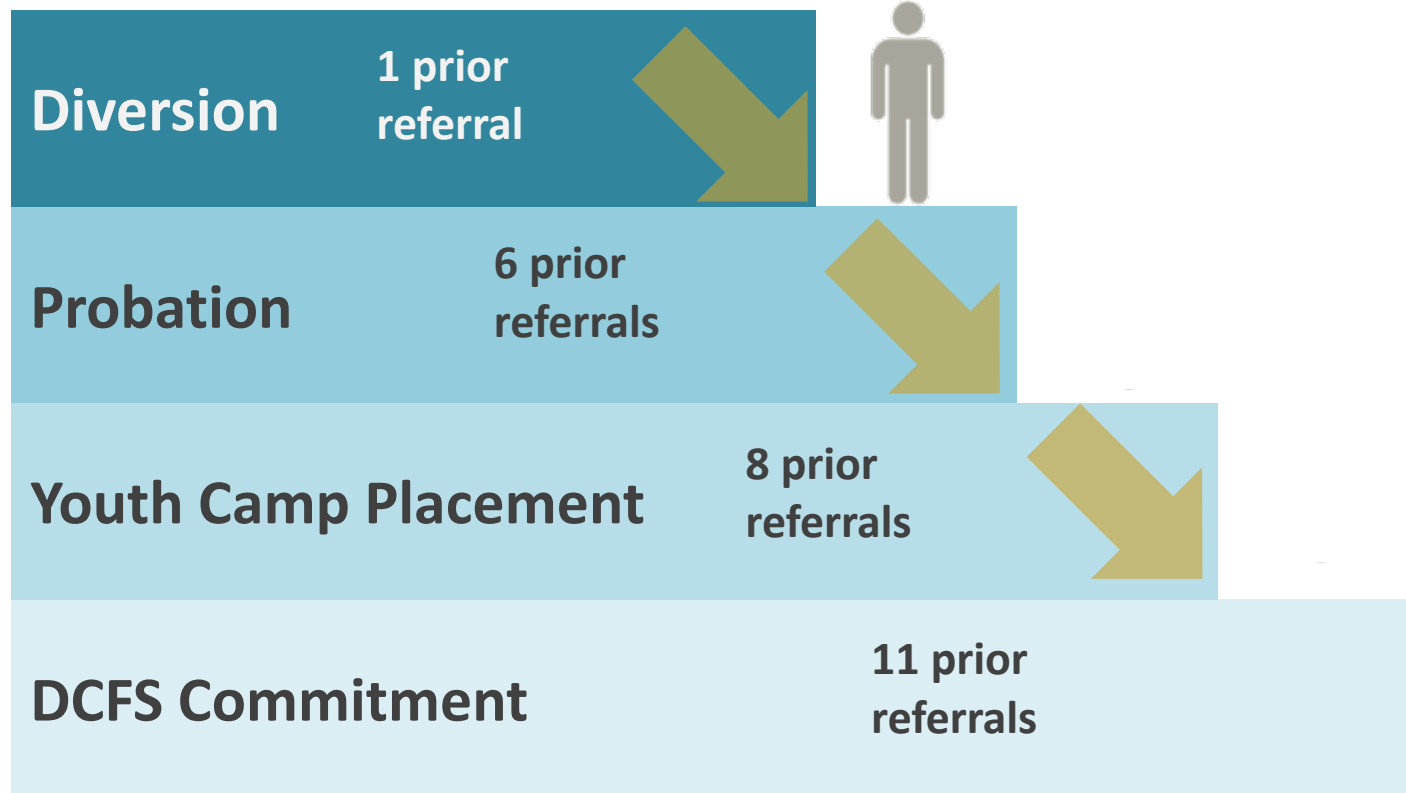
NV collects data for most key points in the system and requires reporting

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 Nevada's juvenile justice system multiple times

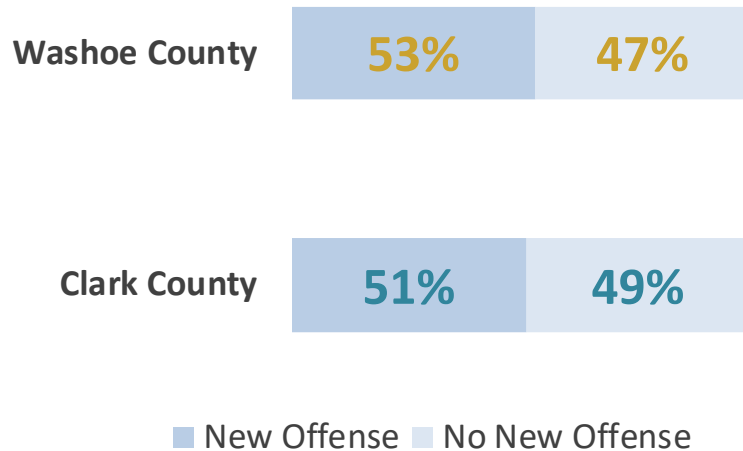
## Average Number of Prior Referrals 2013–2015





# 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 2012 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



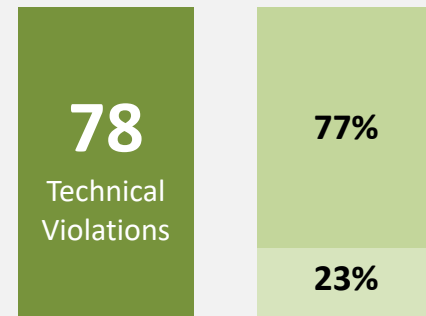
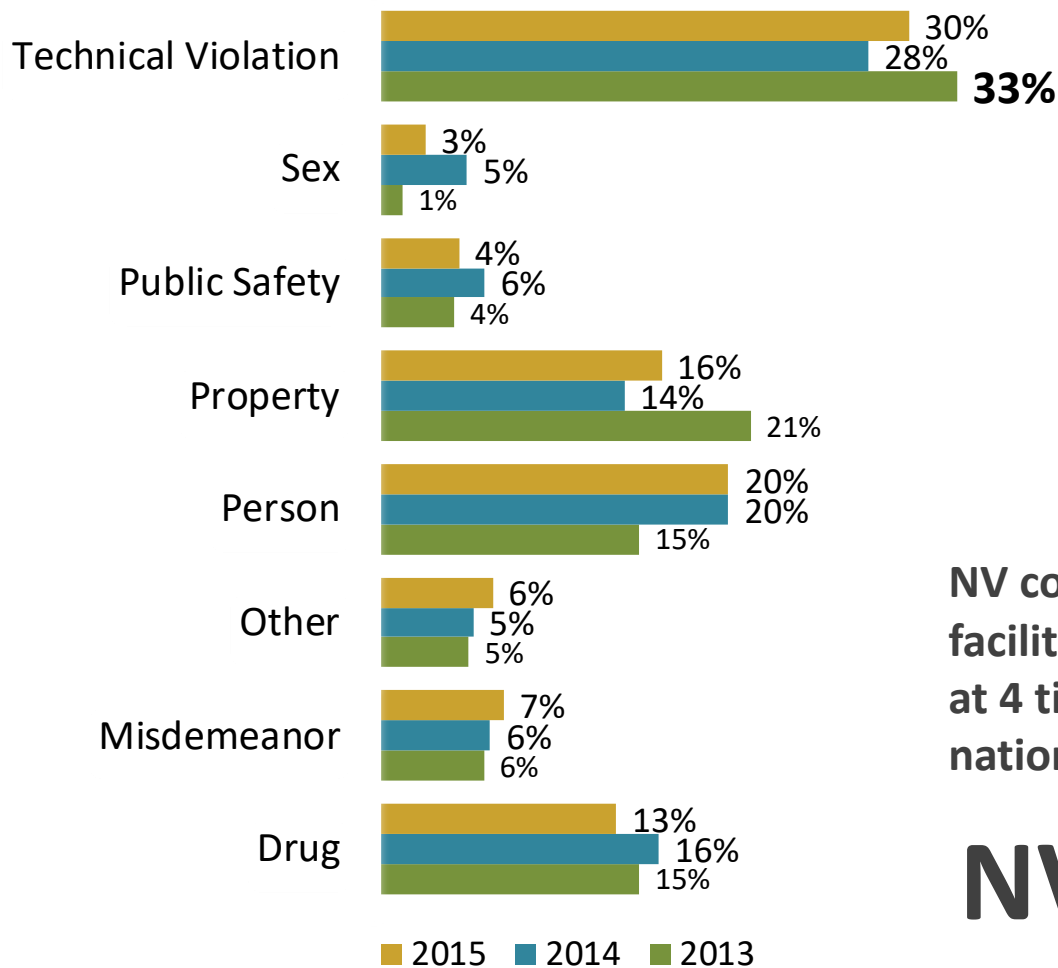
Average LOS 2013–2015  
~17.5 months  
(535 days)

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 and disproportionate number of commitments



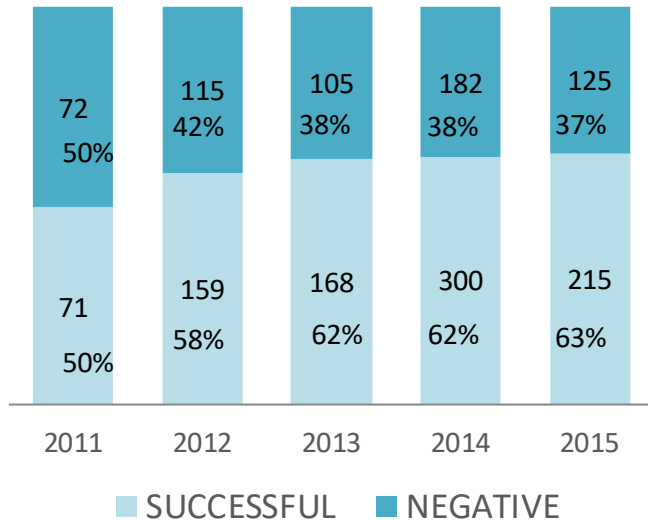
More than 3 in 4 technical violation commitments in 2013 were for probation violations

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

**NV 33% U.S. 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



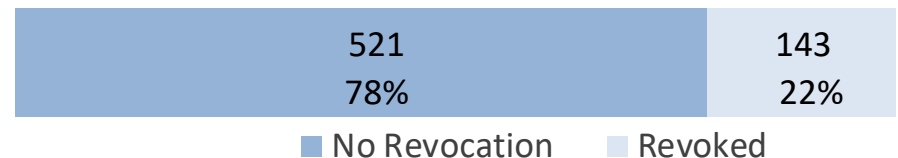
The proportion of successful parole terminations **increased from 50% to 63%** between 2011 and 2015

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**

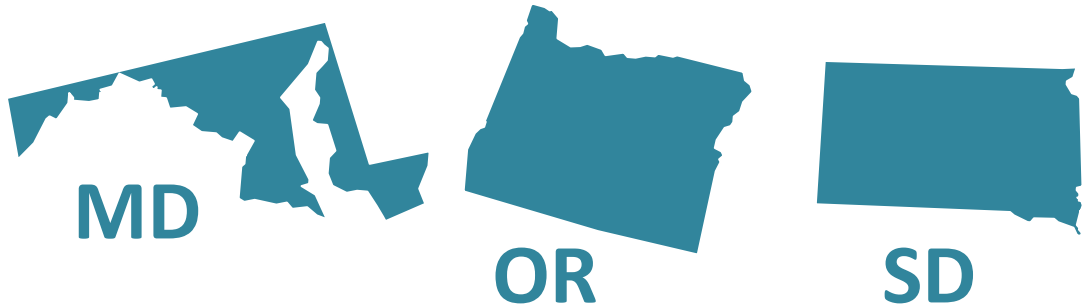


**More than 1 in 5 were revoked while on parole**

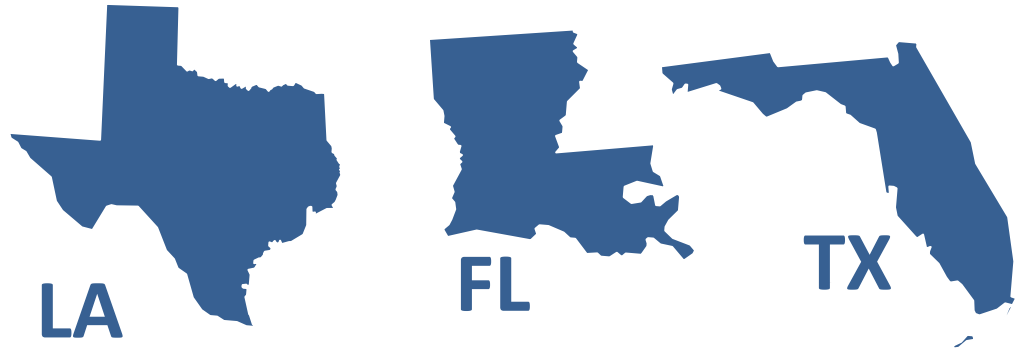


States have recently enacted laws to evaluate system performance and outcomes, and to ensure that data guides policy, practice, and funding

**Required establishment of definition of statewide recidivism and annual reporting of recidivism data to the state**



**Established performance accountability requirements for service contractors, providers, counties, or other agencies**



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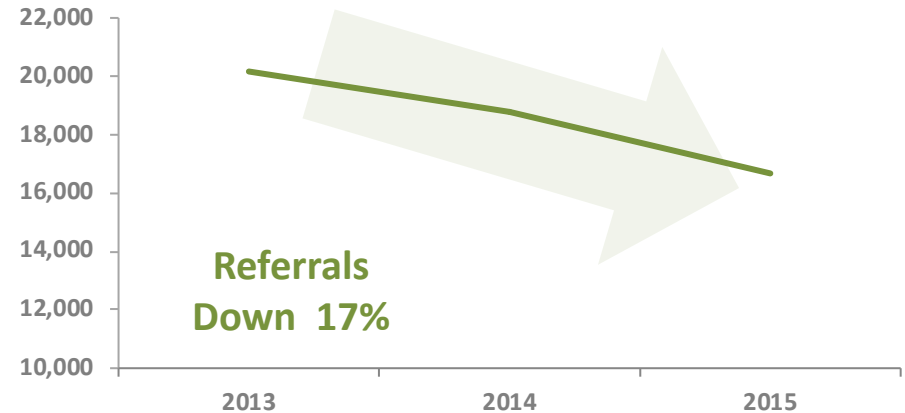
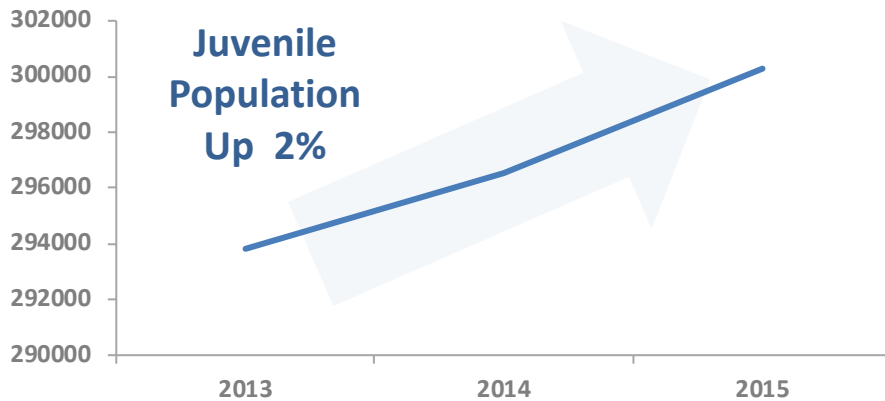
01 Process

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 by youth coming into the system has 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**

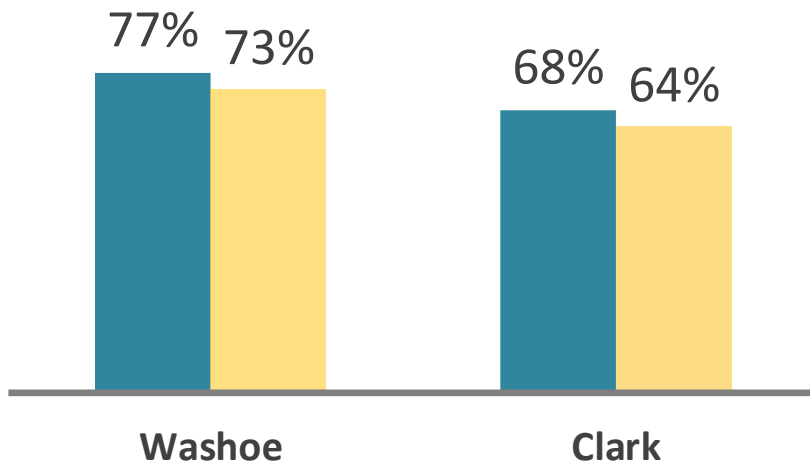
Youth were referred for an average of **2 offenses**



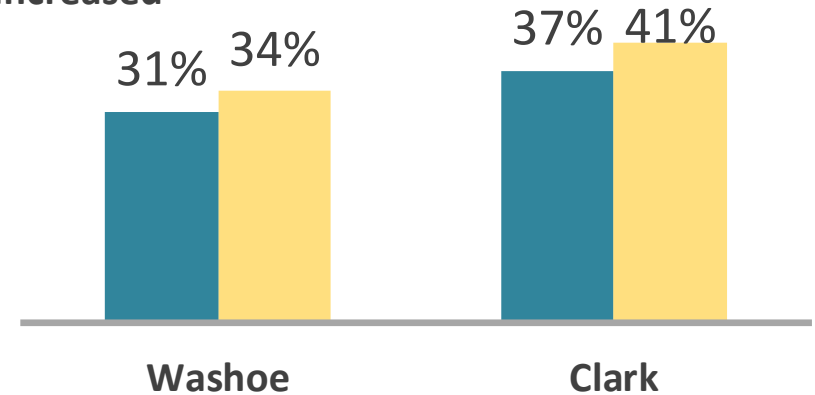
While referrals have declined, the proportion of cases that are diverted has also declined and the proportion of cases formally processed has increased

2013 2015

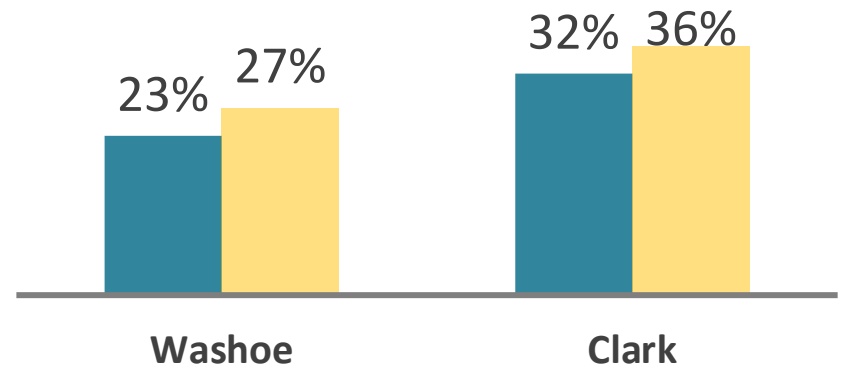
Percentage of Cases Diverted from Formal Processing Decreased



Percentage of Cases Referred to DA Increased

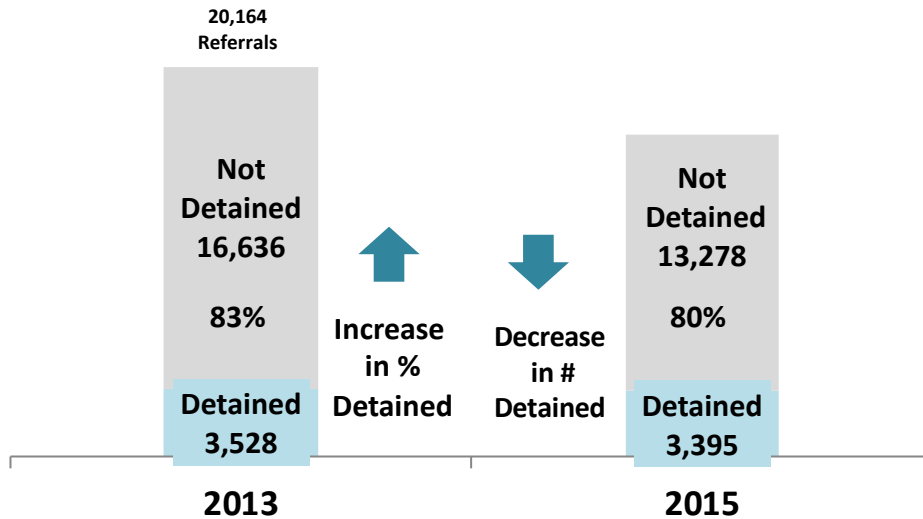


Percentage of Cases Petitioned Increased

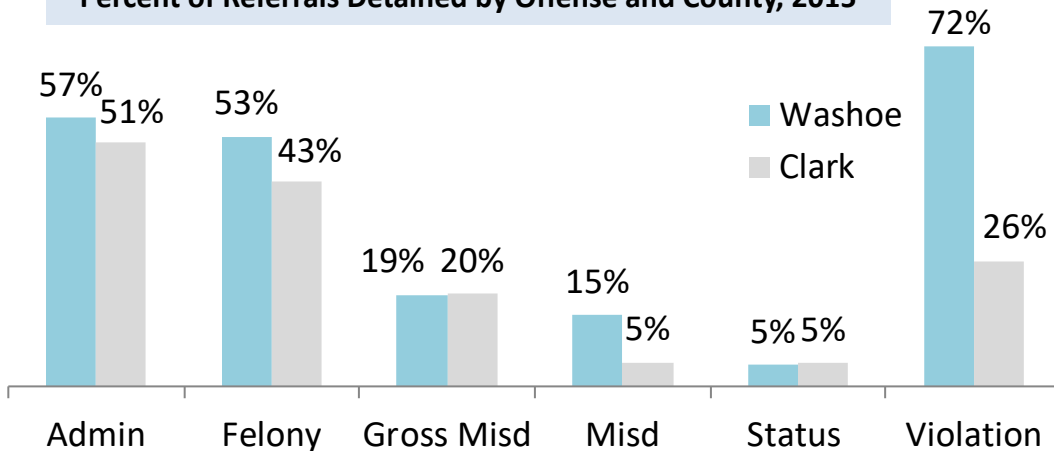


The proportion of youth being detained has increased slightly, and about half of youth with administrative or felony offenses are detained

Percent of Referrals Detained, 2013 and 2015



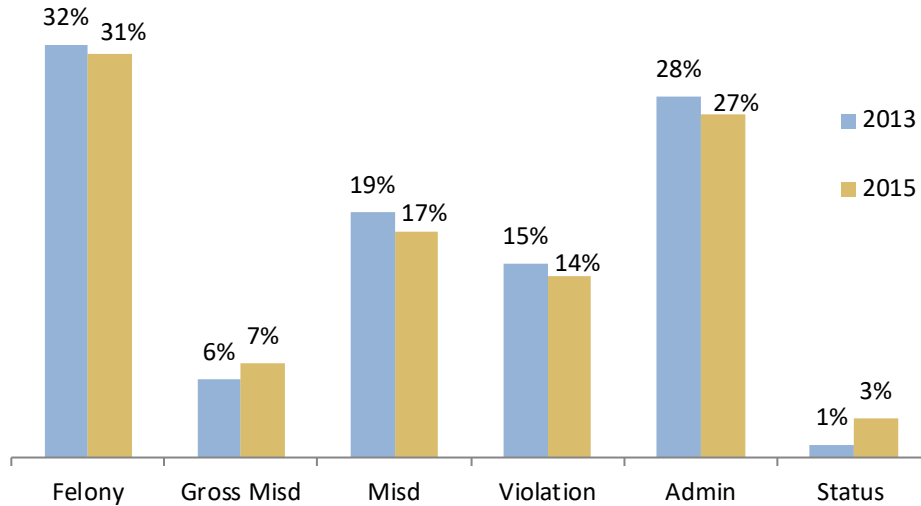
Percent of Referrals Detained by Offense and County, 2015



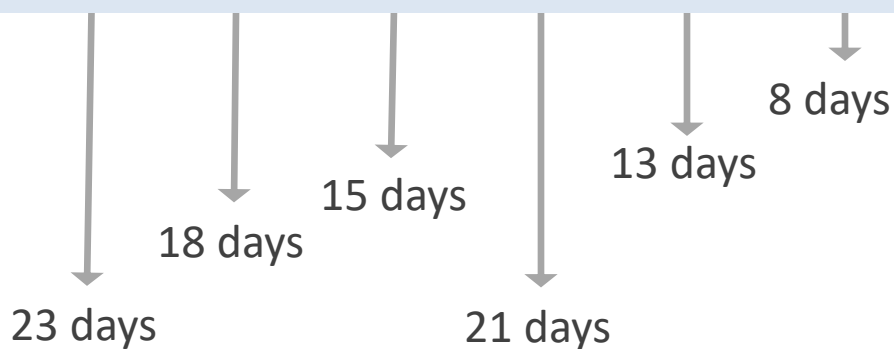
- The number of youth detained **decreased between 2013 and 2015**, but the proportion of youth detained increased
- More than half of youth referred for **administrative or felony offenses** were detained
- Of youth detained for a felony offense, **less than half (44%)** were for felonies against a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

2015

Clark County  
18 days

Washoe County  
13 days

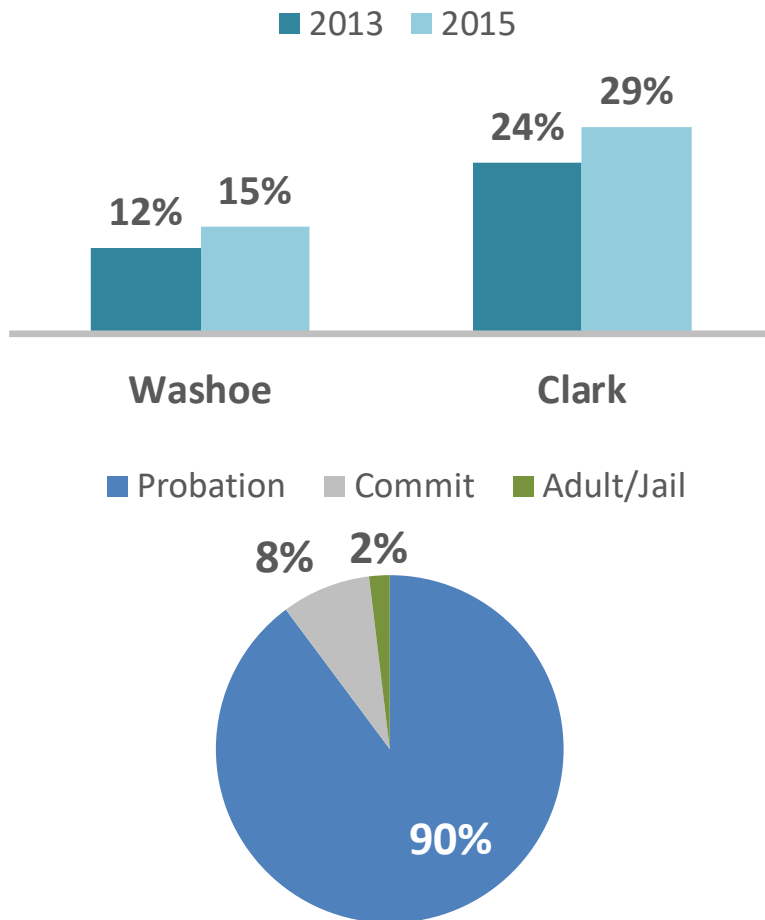
Washoe County  
16 days

Detention Cost per Day  
Clark County 2015

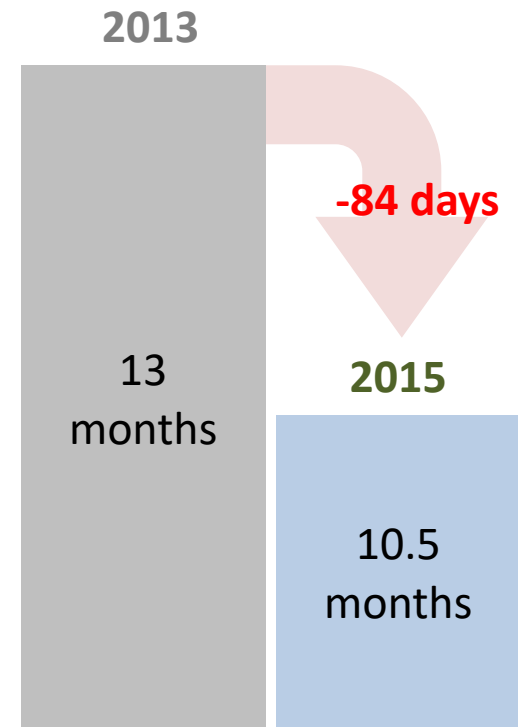
**\$339.06**

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

Percent of cases adjudicated between 2013 and 2015

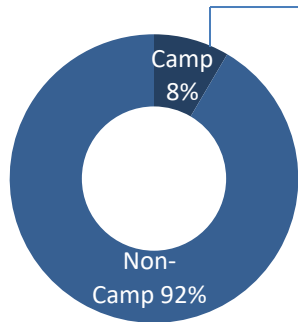


Average LOS on probation in Washoe and Clark Counties decreased by approximately 2.5 months between 2013 and 2015



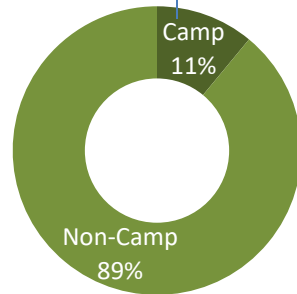
# The proportion and number of youth placed in youth camps from Clark and Washoe counties has increased

Formal Dispositions  
2013



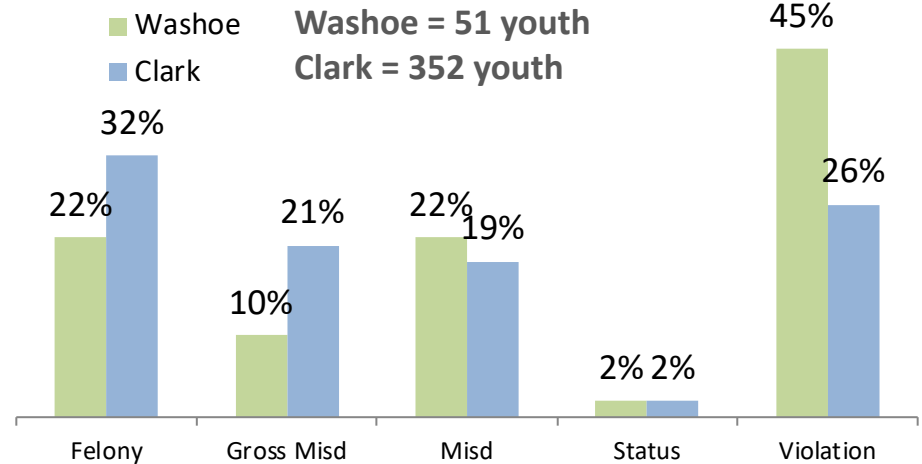
336 youth to camps

Formal Dispositions  
2015



414 youth to camps

Youth Camp Admissions by Offense and  
County, 2015



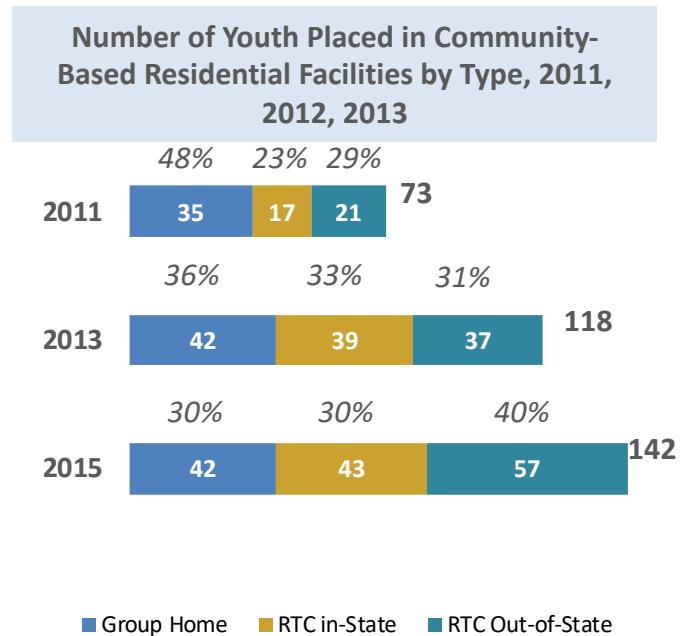
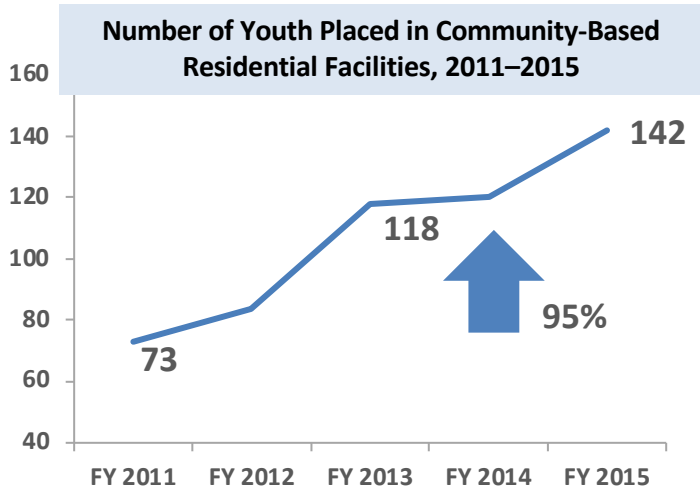
Average Length of Stay, 2015

Spring  
Mountain:  
**157 days**

China Springs  
All Youth:  
**145 days**

China Springs  
Washoe Youth:  
**165 days**

# The number of youth from Washoe County placed in community-based residential facilities has increased significantly



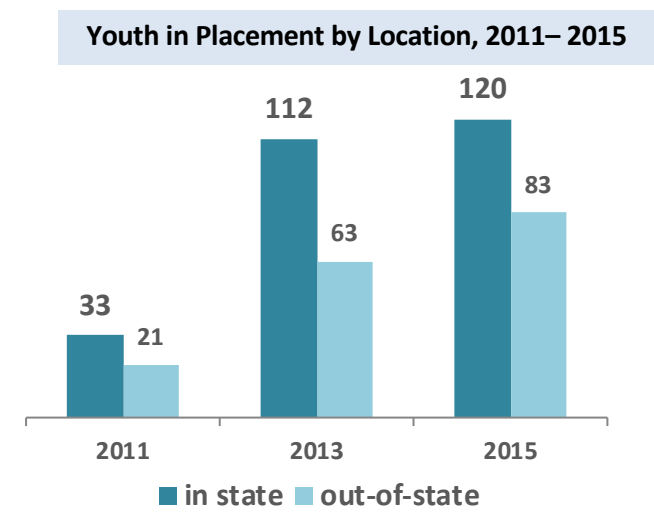
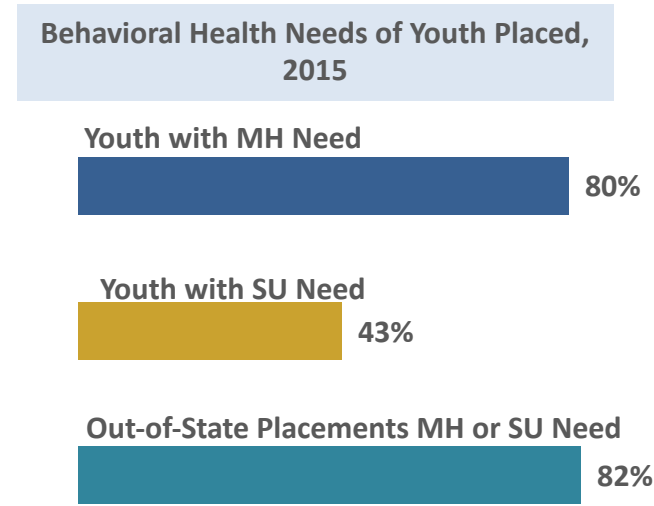
**2015 Placements**

Had 5 prior referrals

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

LOS

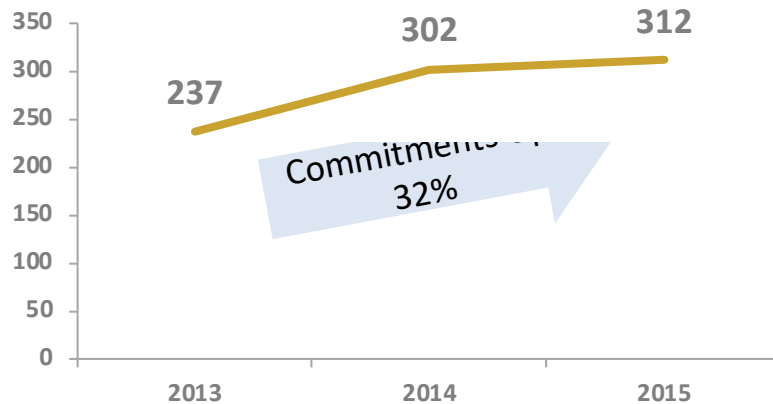
In-State: 156 days  
Out-of-State: 254 days



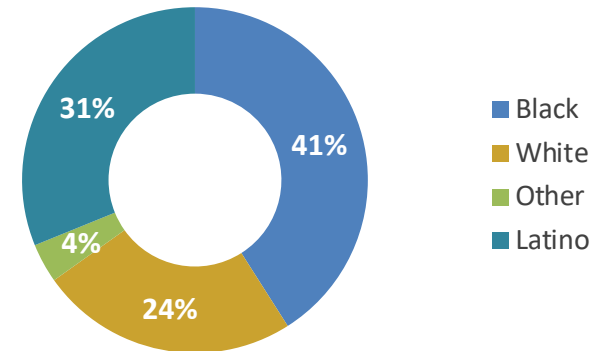


The proportion and number of youth placed in DCFS custody has also increased substantially

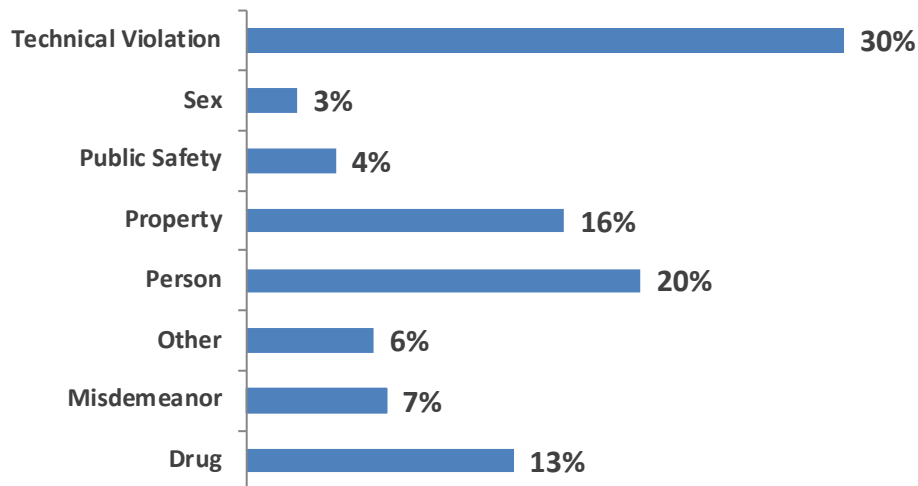
Number of DCFS Commitments, 2013–2015



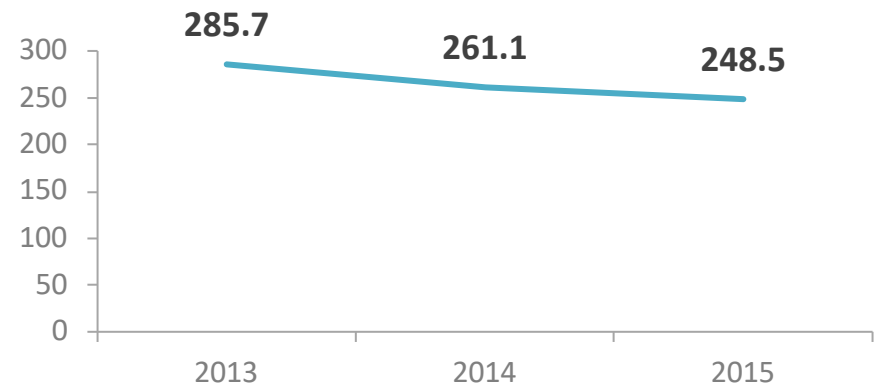
DCFS Commitments by Race/Ethnicity, 2015



DCFS Commitments by Offense, 2015



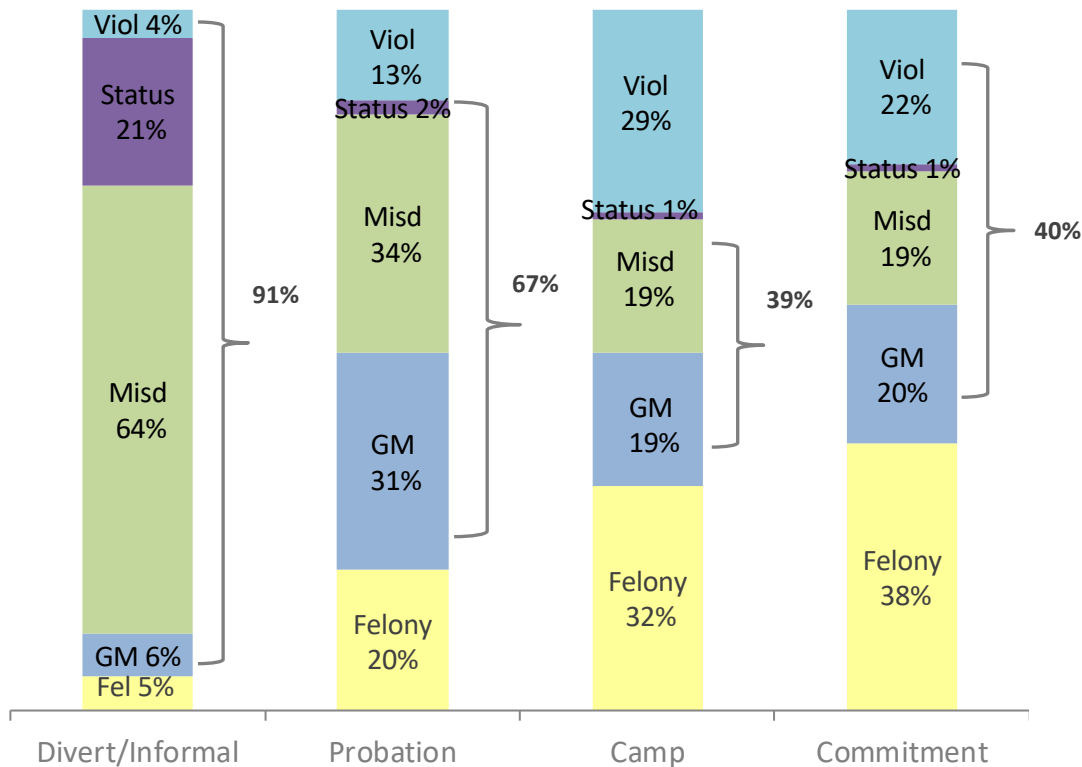
Average LOS in DCFS Facilities (in days)



Average LOS in DCFS facilities decreased slightly from about 9 months to 8 months

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

**Offense Type by Disposition\* Washoe and Clark Counties 2015**



### Residential Cost per Day 2015

China Springs 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

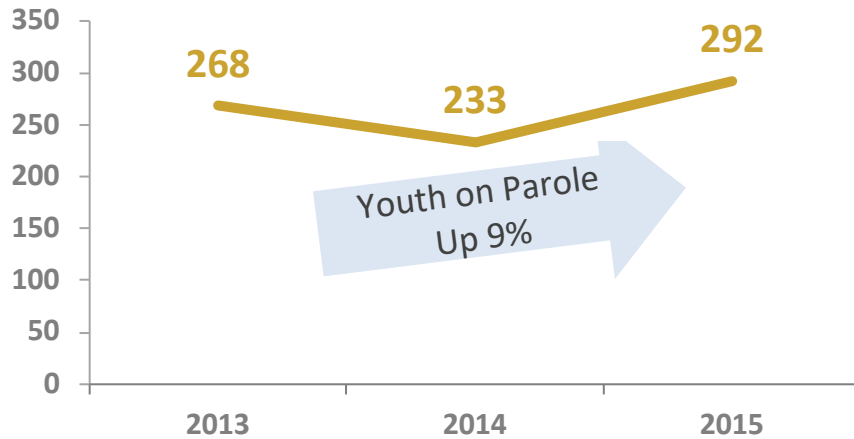
In Washoe County, 43% of misdemeanor commitments were high risk and 57% were medium risk

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

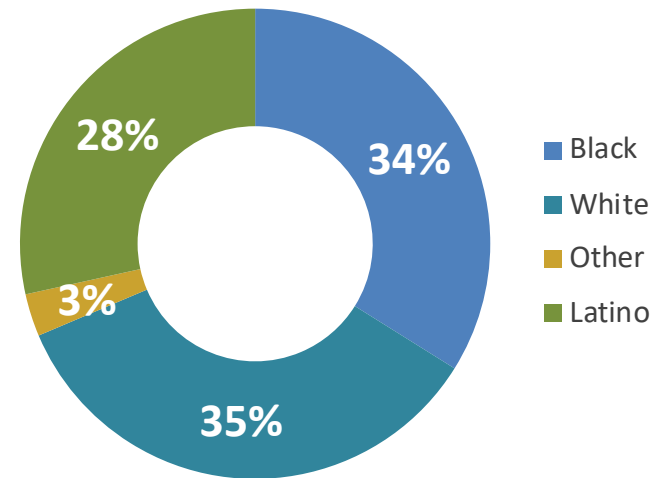
\*\* As reported by China Springs Camp; includes both state and county funding

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

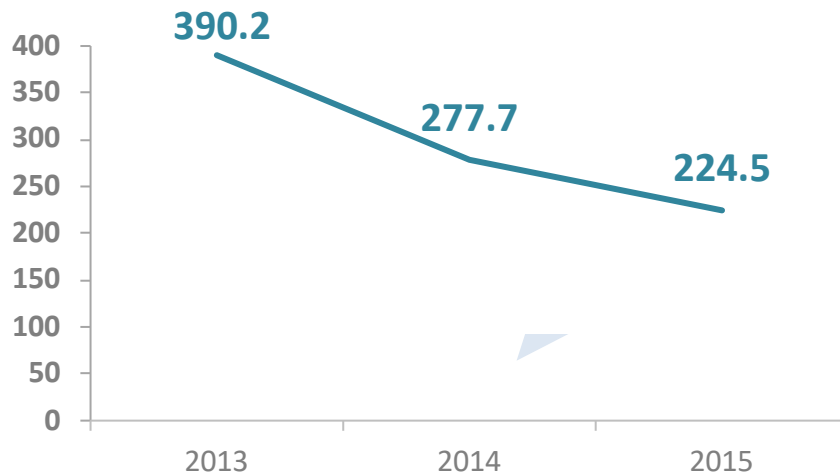
Number of Youth on Parole, 2013–2015



Youth on Parole by Race/Ethnicity, 2015

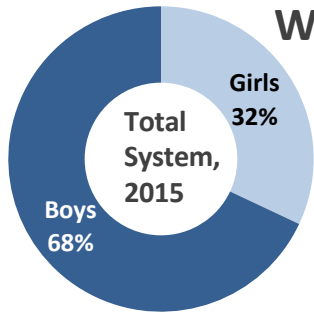


Average LOS on Parole (in days)



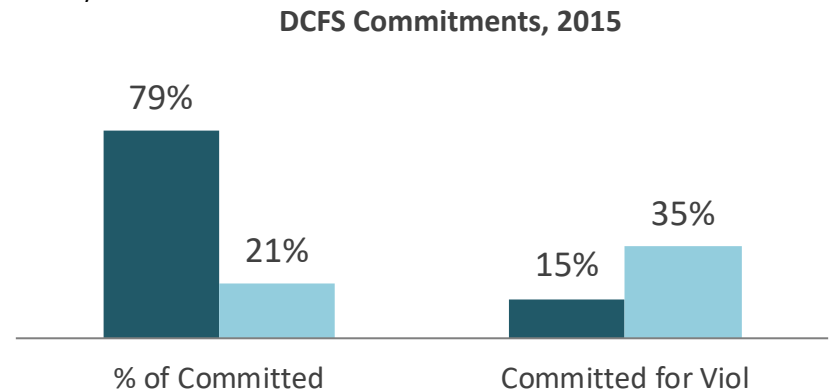
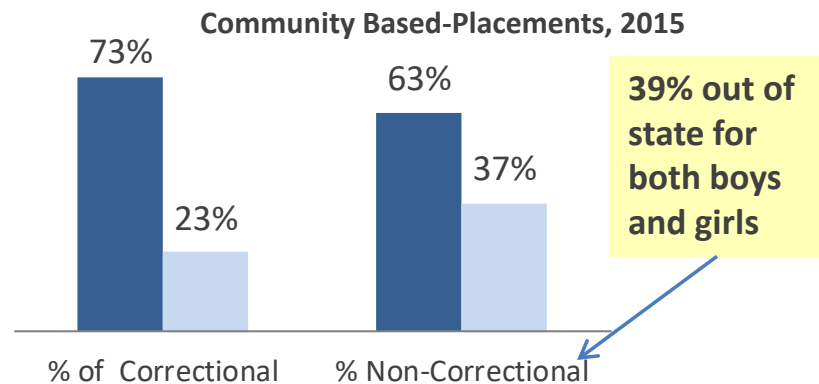
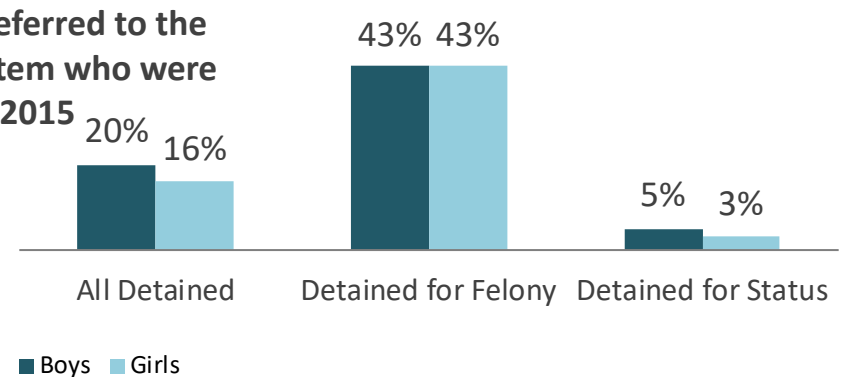
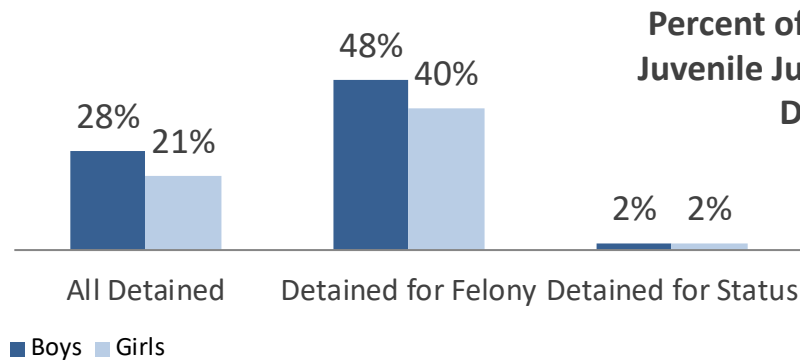
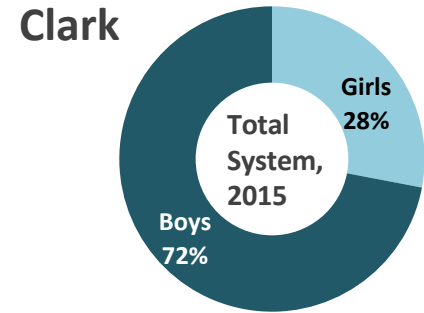
Average LOS on parole decreased substantially, from nearly 13 months to just over 7 months

# Females appear to receive similar levels of supervision from the justice system compared to males



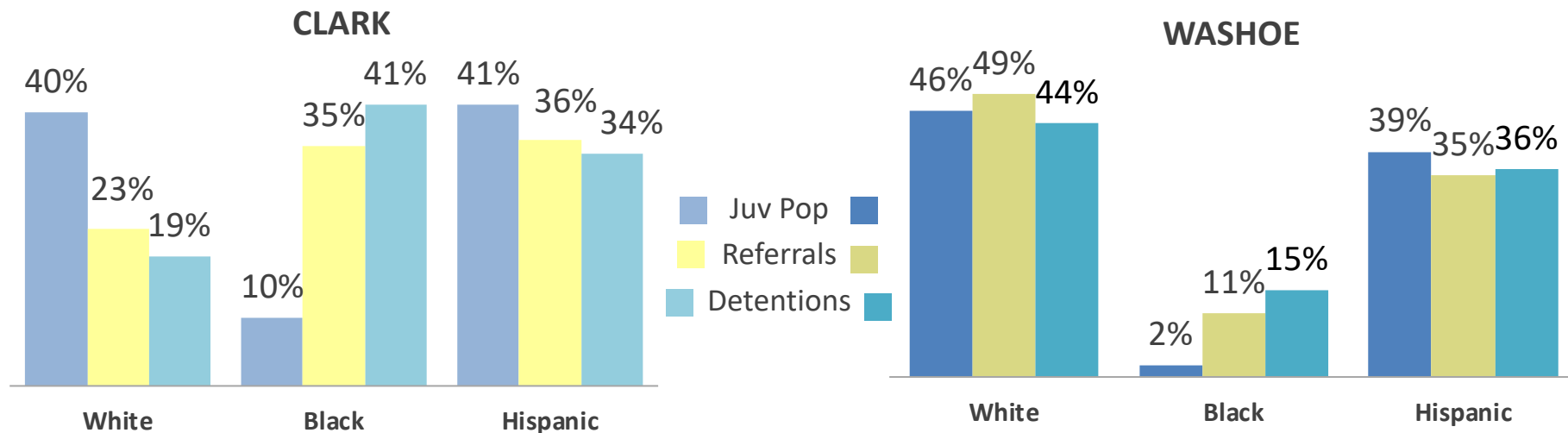
## The majority of youth are referred for misdemeanor offenses

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

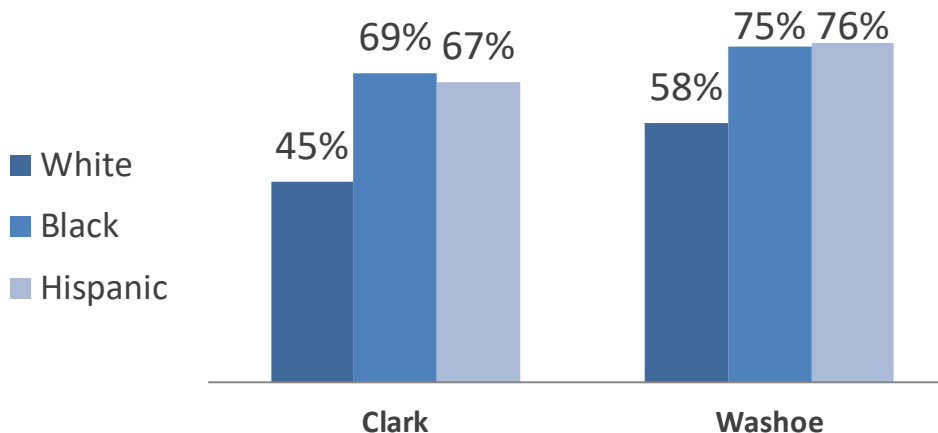


# Youth of color are referred and detained at rates higher than their representation in the general population and than white youth

## Juvenile Population, Referrals, and Detentions by Race and County, 2015

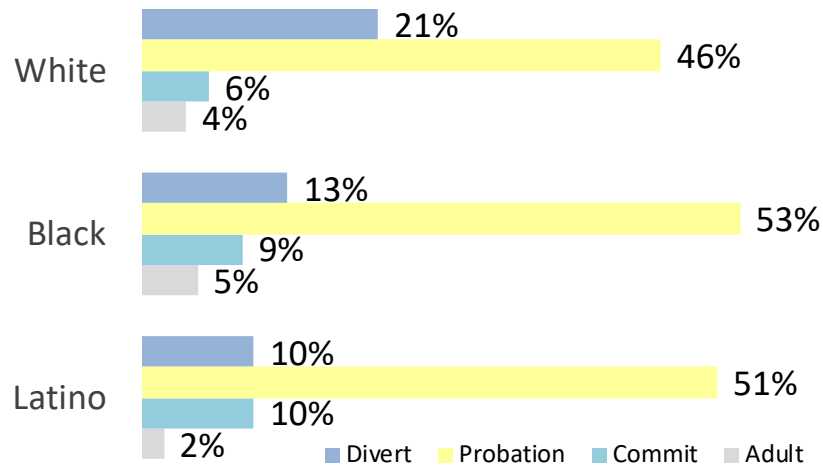


## Percent of Youth Referred for a Person Felony Detained by Race and County, 2015

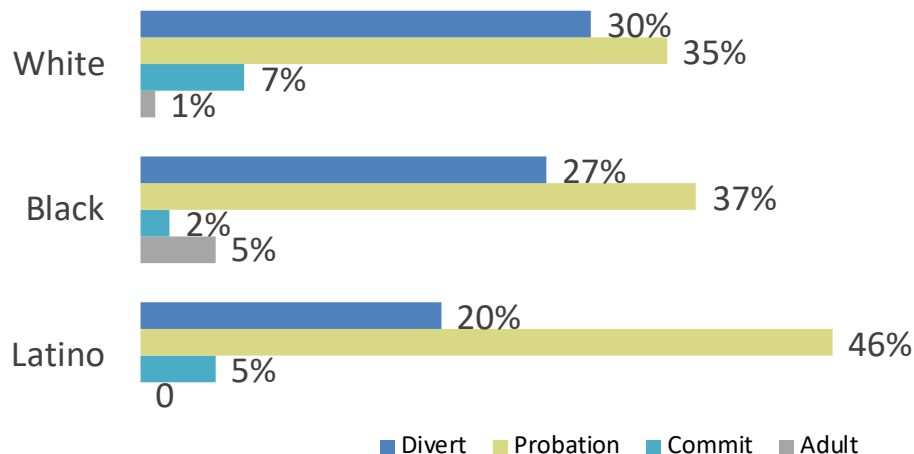


# Youth of color are disposed to probation and committed to a state facility more often, and when committed, often stay longer than white youth

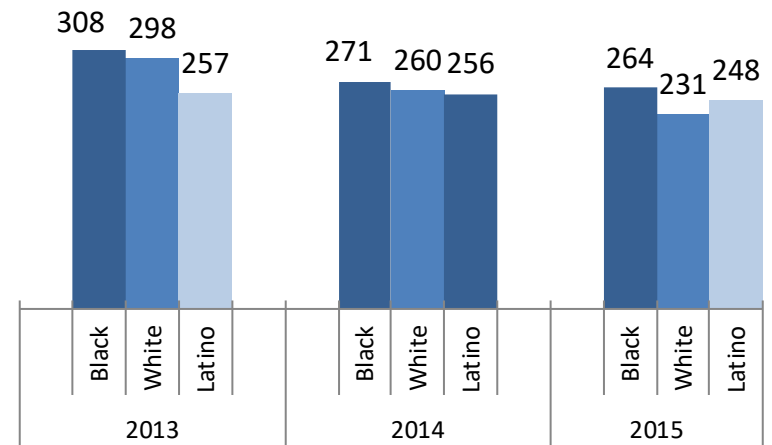
DISPOSITIONS FOR A FELONY OFFENSE CLARK, 2015



DISPOSITIONS FOR A FELONY OFFENSE WASHOE, 2015



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



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

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%

States have recently enacted laws to ensure that youth are matched with the most appropriate level and type of supervision

**Required the use of validated risk assessments** at disposition to inform supervision decisions and post disposition to guide case planning and lengths of stay



Established a **progressive sanctions model** to limit placements in secure settings



**Limit commitment** to state facilities for felony offenses





01 Process

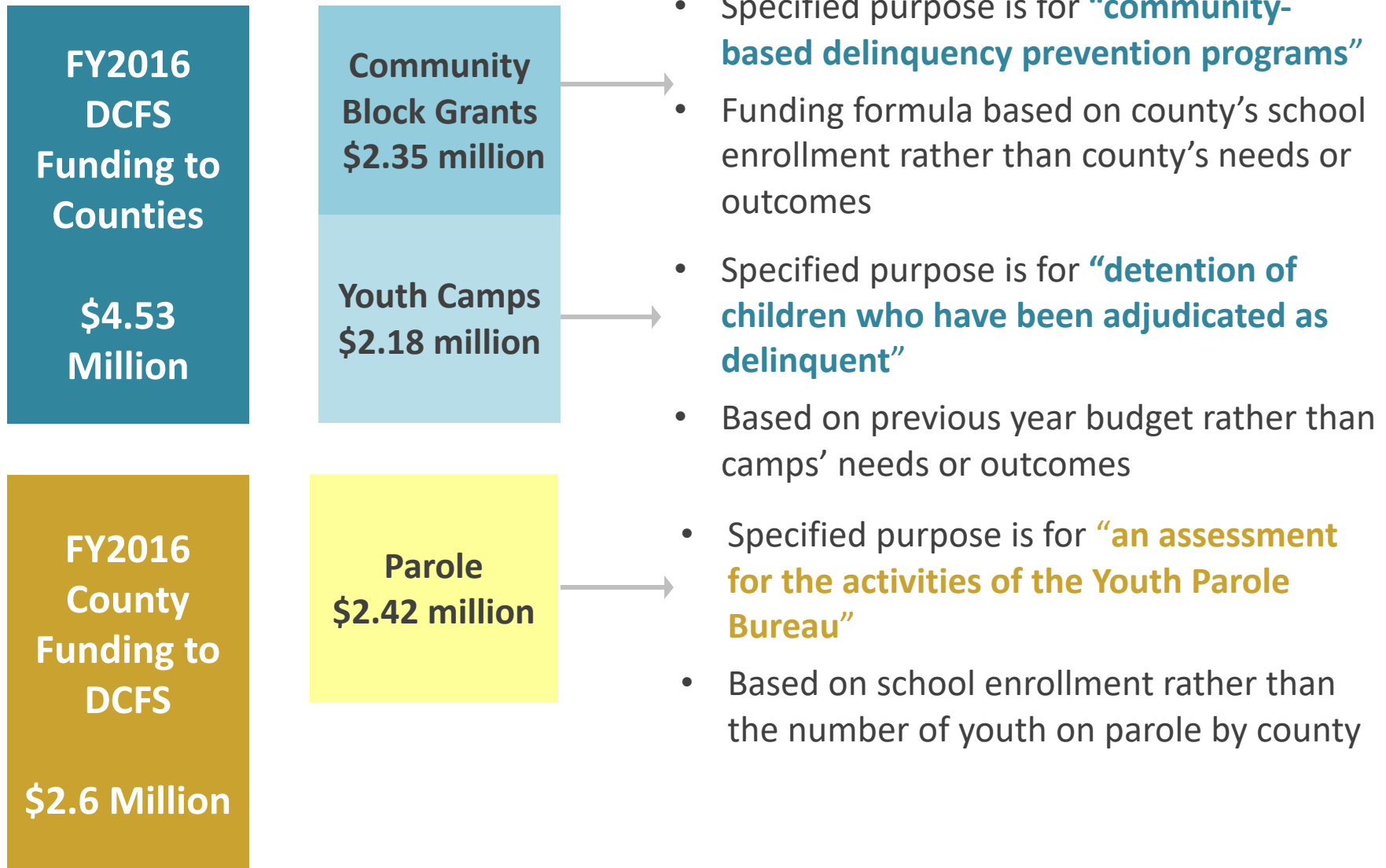
02 Key Findings

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

03 Next Steps











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



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

#### KEY STRATEGIES NOT BEING 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 procurement and management processes do not support the adoption and effective implementation of research-based practices

## **Procurement**

- Often based on relationships, politics, or informal provider agreements 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 assessment 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 lack access to sufficient research-based services to address the needs of youth in the community

### Challenges and Barriers to Effective Service Provision

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

### 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 and 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

Other states have enacted laws to support the use of research-based practices and ensure that resources are used efficiently

**Authorized funding or provided incentives** to implement research-based practices



**Established quality standards or requirements** related to the use of research-based practices



**Supported technical assistance and implementation** support on the use of research-based practices





A decorative graphic on the left side of the slide. It features a central point from which several arrows radiate outwards. A thick yellow arrow points downwards from the top. A light blue arrow points to the right from the left. A grey arrow points to the left from the right. A teal arrow points upwards from the bottom. There are also several shorter arrows in these colors pointing towards the center from various angles.

## 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  
(October/November)

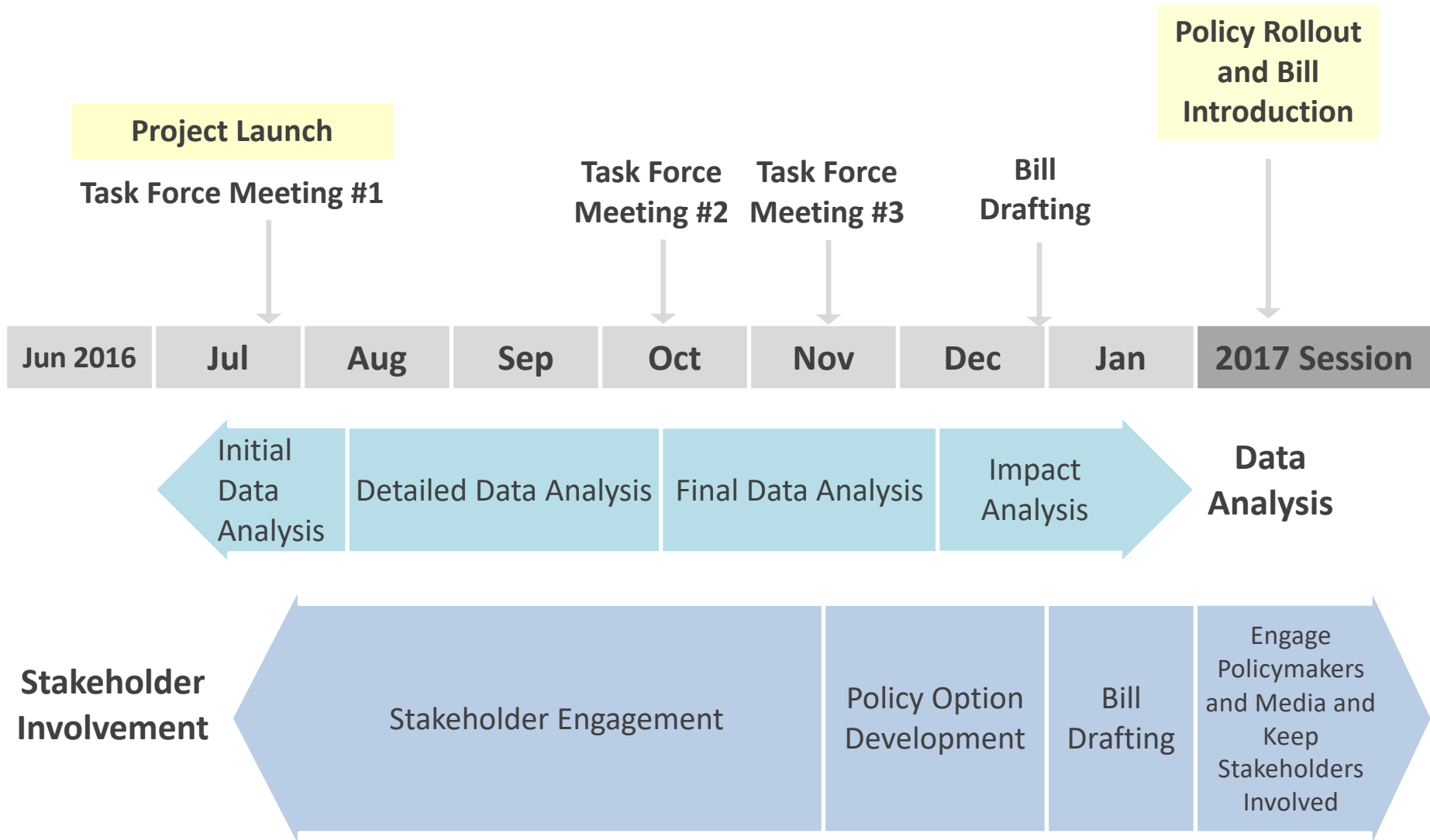
2

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:  
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