

*Safe Communities  
Successful Youth:  
A Shared Vision for the  
New York State  
Juvenile Justice System*

*Strategy and Action Plan*

*The New York State Juvenile Justice Steering Committee*

July 2011



# Letter from Steering Committee

We believe New York State is poised to significantly reform our approach to juvenile justice and transform our system into one of the best in the country. We have promising efforts to build upon and leadership across the state, across the system, and in the governor's office that is committed to change.

In New York State (NYS), the juvenile justice system is a highly complex network of public and private agencies, organizations, courts, policies, and procedures at a state and local level, and also includes myriad connection points to other systems. Improving outcomes for youth and for communities therefore requires a coordinated, strategic effort by multiple actors working toward a shared vision and common goals. That vision must encompass all juvenile justice agencies, courts, and other organizations, from initial contact and arrest through to reentry. It must take into account the needs of youth, families, and communities. It must also ensure coordination with other relevant systems.

Over the past ten months we have come together as a Steering Committee of key leaders from across the state and from across the juvenile justice system and other systems to create such a vision. The Steering Committee includes key senior leadership from city, county, and state agencies; private organizations (e.g., voluntary agencies, Legal Aid); the advocacy community; the judiciary; and the NYC Department of Education. We also established three expanded Working Groups, each with a range of system stakeholders, to help develop strategies, goals, metrics, and critical next steps toward creating a highly effective system. Our process has included data-driven analysis, extensive interviews with stakeholders, and benchmarking of effective practices across NYS and the nation. This report outlines the vision and provides the framework for a coordinated action plan that will drive us toward better outcomes for youth and communities. This report is a starting point for change, and will evolve in the coming weeks, months, and years as we work together to build a better system for youth and communities.

The need for system improvement in our state is great, and we believe that it will take the joint efforts and commitment of all stakeholders to transform the system. The vision we have developed together reflects our deep commitment to improving the lives of young people, strengthening our communities, and ensuring public safety. Together, we can make this vision a reality.

Sincerely,

**Cami Anderson**, *formerly of* New York City Department of Education  
**Laurence Busching**, New York City Administration for Children's Services  
**Sean Byrne**, Division of Criminal Justice Services  
**Gladys Carrión**, Office of Children and Family Services  
**Hon. Michael Coccoma**, Courts Outside of New York City  
**John Donohue**, New York Police Department  
**Elizabeth Glazer**, Office of the Secretary to the Governor  
**Jacquelyn Greene**, Division of Criminal Justice Services  
**Emily Tow Jackson**, Tow Foundation  
**Jeremy Kohomban**, The Children's Village  
**Timothy Lisante**, New York City Department of Education  
**Robert Maccarone**, Office of Probation and Correctional Alternatives  
**James Purcell**, Council of Family and Child Caring Agencies  
**Gabrielle Prisco**, Correctional Association of New York  
**Kristin Proud**, New York State Executive Chamber  
**Kelly Reed**, Monroe County Department of Human Services  
**Hon. Edwina Richardson-Mendelson**, New York City Family Court  
**Vincent Schiraldi**, New York City Department of Probation  
**Tamara Steckler**, Legal Aid Society  
**Michele Sviridoff**, New York City Criminal Justice Coordinator's Office

# Overview

*Calls for reform of the juvenile justice system have been echoing across New York State (NYS) for years, yet never before has the state been so poised for transformation. With strong momentum for change, committed leadership, and the strategic goals laid out in this shared vision, the time is ripe for the state to put in place one of the nation's most effective juvenile justice systems.*

## **Process**

The Steering Committee (SC) has spent the past ten months developing this shared vision and strategic action plan for reforming the New York State juvenile justice system, from the point of initial contact to aftercare and reentry. Three Working Groups supported the SC, each with membership spanning the juvenile justice system and other systems and from around the state, to provide feedback on the strategies and action steps on coordination and accountability, effective continuum, and data sharing and use. The effort was facilitated and managed by FSG, a nonprofit research and consulting firm, and took place between September 2010 and July 2011.

As part of this work, the SC asked FSG to explore perspectives from stakeholders across New York and the rest of the country. In all, FSG interviewed and conducted focus groups with well over one hundred individuals, including system-involved youth; parents; leaders and other staff from city, state, and county agencies, private organizations, advocacy groups, the judiciary, related systems, nonprofit organizations, and foundations; as well as with national juvenile justice experts, and states and other jurisdictions that had recently undergone reform. It is also important to note that Governor David Paterson's Task Force Report, strategic planning efforts undertaken by New York City and the Juvenile Justice Advisory Group (JJAG), and other past and current reform initiatives have provided a foundation from which we conducted this planning process.

The effort was funded with generous public and private support from an anonymous donor, the David Rockefeller Fund, New York Community Trust, NYS Division of Criminal Justice Services (DCJS), Open Society Institute, Pinkerton Foundation, Prospect Hill Foundation, Public Welfare Foundation, and the Tow Foundation.

## **Current State**

The NYS juvenile justice system must better deliver on its responsibilities to keep the public safe and to rehabilitate young people. The current system is often ineffective, inefficient, and unsafe. Despite state annual placement costs that are among the highest in the nation, the vast majority of youth who pass through the deep-end of the system (less than 3% of youth who

# Overview

encounter the system) return as adult offenders.<sup>1</sup> In NYS, over 60% of youth are rearrested within two years of release from state custody.<sup>2</sup> Parts of the state placement system are under U.S. Department of Justice oversight and are the subject of a lawsuit for brutal conditions of confinement, and the system does not ensure the safety of all youth and system professionals. In the face of a historically punitive and highly complex system and a severe budget crisis in the state, we must move to a more effective model.

New York is poised for reform. There is tremendous momentum building across the state, with multiple factors underscoring the timeliness, urgency, and potential for change. There is great work to build upon. Previous efforts around the state are largely aligned with this work. Both Governor Andrew Cuomo and Mayor Michael Bloomberg have publicly made the case for juvenile justice reform. Leaders across New York City have developed a city reform strategy and roadmap that dovetails with the vision and goals outlined by the Steering Committee. We now have demonstrated examples of what works. Localities in New York State are already making changes to reflect this knowledge, and many of these changes are yielding significant improvements in youth and public safety outcomes.

## Guiding Principles

In order to build a successful system that is responsive to and meets the needs of all stakeholders – including the public, local communities, system professionals, involved youth and their families, and victims – the juvenile justice system must be grounded in four overarching principles: **fairness**—treating youth equitably at all points in the system, regardless of factors including race, ethnicity, gender identity, sexual orientation, religion, or parental involvement; **effectiveness**—providing system-involved youth with a continuum of timely, contextually appropriate, youth and family-guided, community-based, evidence-informed options that reduce recidivism and promote youth success while being vigilant not to involve youth further into the system than necessary; **safety**—ensuring the safety of system-involved youth, the public, victims, and system professionals; and **accountability**—where systems, agencies, courts, and other organizations, are individually, collectively, and publicly responsible for and held accountable for achieving results.



<sup>1</sup> State of New York Juvenile Justice Advisory Group, "State of New York, 2009–2011: Three-Year Comprehensive State Plan for the Juvenile Justice and Delinquency Prevention Formula Grant Program," <http://criminaljustice.state.ny.us/ofpa/pdfdocs/jju3yearplan2010.pdf>.

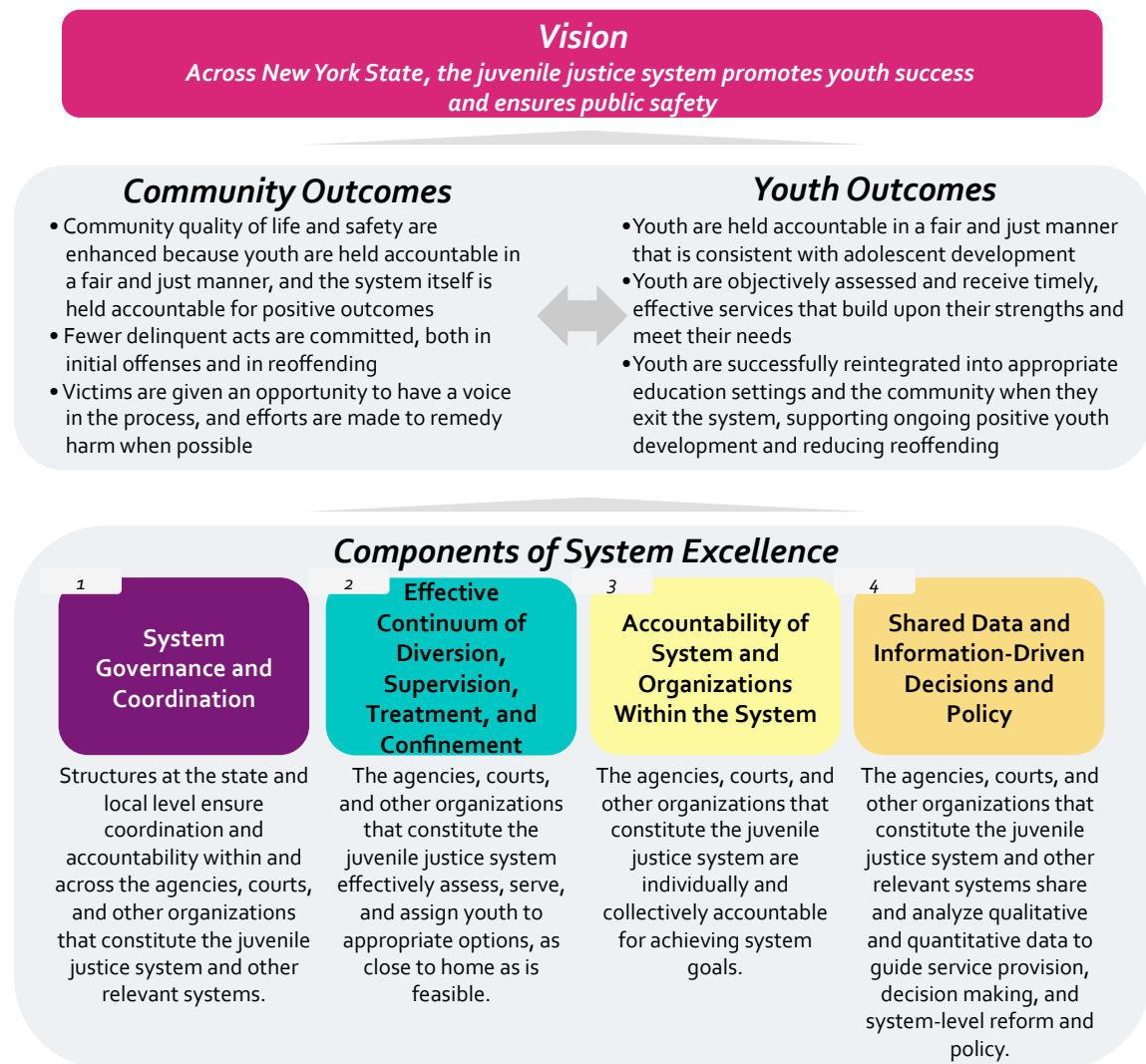
<sup>2</sup> Susan Mitchell-Herzfeld, Vajeera Dorabawila, Leigh Bates, and Rebecca Colman, "Juvenile Recidivism Study: Patterns and Predictors of Reoffending Among Youth Reentering the Community from OCFS Facilities and Voluntary Agencies," PowerPoint presentation at the New York State Division of Criminal Justice Services, April 27, 2010.

# The Vision

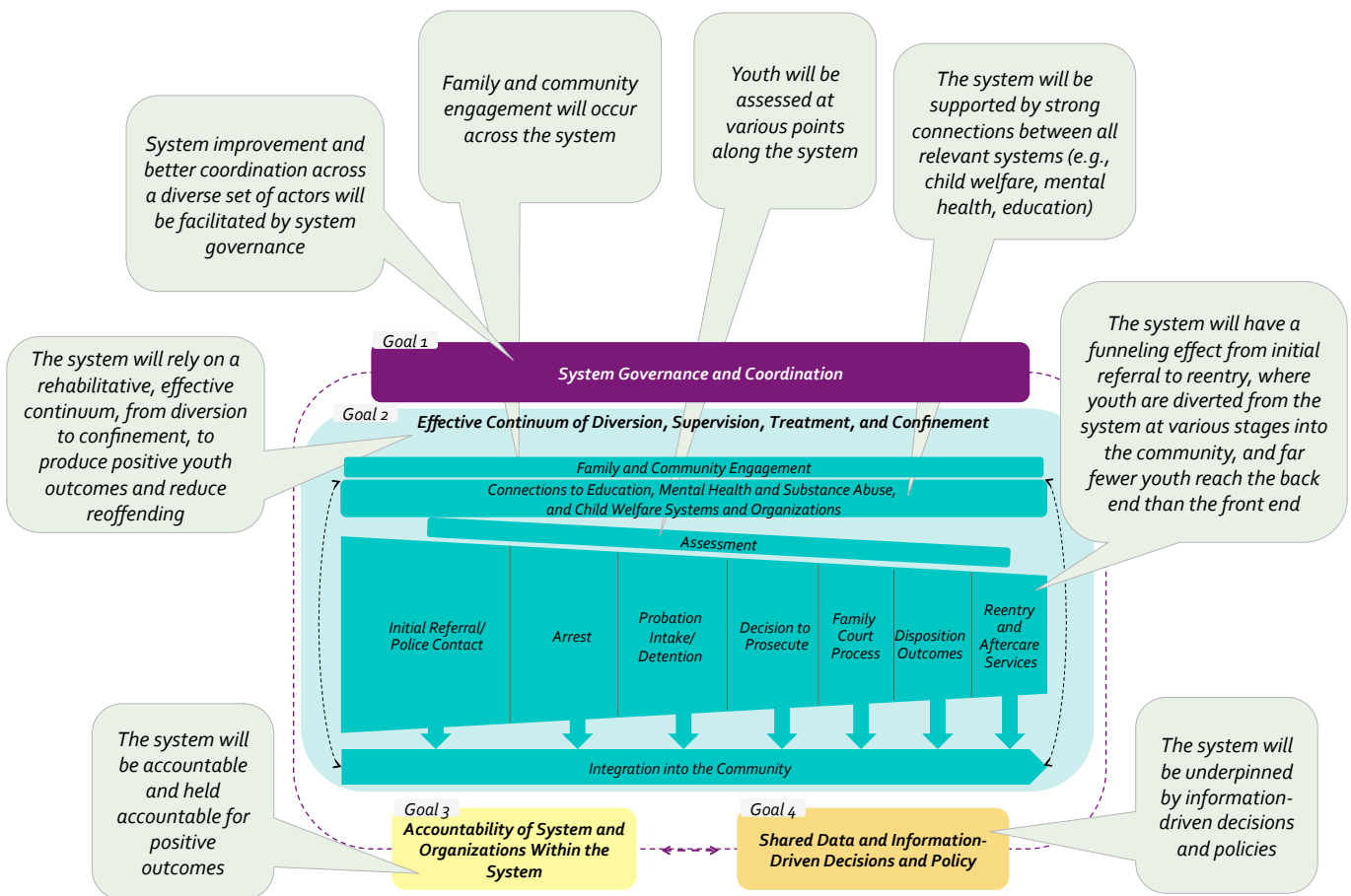
## The Vision

We are committed to a vision for a juvenile justice system that promotes youth success and ensures public safety across NYS. We seek not to incrementally improve the juvenile justice system, but to transform it. Our vision is ambitious, and we aim to make significant system improvements by 2016. To do so, we must make tough decisions, address funding and policy gaps, improve how we work together toward common goals, drive culture change, pursue and track community and youth outcomes, and recognize the inherent interdependence between youth success and public safety. The vision we have developed together, along with outcomes that define success, and components of system excellence we will pursue to deliver those outcomes, are summarized in the diagram that follows.

### Vision for 2016 Juvenile Justice System



# The Future System



# Components of System Excellence

## 1. System Governance and Coordination

### *Potential Responsibilities of a State Level Support Structure*

#### Administration

- Project management
- Facilitation of necessary discussions to implement the subsequent strategies

#### Accountability, Evaluation, & Guidance

- Development and monitoring of quality standards and performance
- Utilization of JJAG's ongoing analysis of system performance and outcomes to inform system improvement

#### Coordination, Communication, & Policy

- Facilitation of communication amongst members of state support structure to understand current challenges across the system and develop comprehensive solutions
- Facilitation of communication between state and local levels to understand current implementation challenges at a local level and develop comprehensive solutions
- Development of policy and funding recommendations to the Governor
- Legal and policy analysis for systems coordination

### *The Need*

#### *Central Coordinating Structure*

In order to have a high performing system, there is a great need for a staffed statewide central organizing structure to coordinate organizations and the implementation of strategies and to promote accountability of system actors. While the state level structure should fulfill a myriad of critical responsibilities as outlined in the call-out box to the right, it may not have regulatory authority over any agencies, organizations, or courts. In addition, at the local level,<sup>3</sup> some counties have already established coordinating bodies. These structures should exist across all localities to provide a critical link between state level strategies and local level implementation, incorporating the voices of families and community representatives as possible. Dedicated state level funding streams, rather than federal or pooled funding across agencies, would enable sustainable, effective functioning of these coordinating bodies.

### *Breaking Down Siloing Among Key Government Agencies, Courts, and Other Organizations and Other Relevant Systems*

Increased communication across the hundreds of public agencies and other organizations and courts across the 62 counties that comprise the juvenile justice system will be a key lever for overall system improvement. Across the state, regular communication across agencies, organizations, courts, and other systems will enable analysis of overall system outcomes,

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<sup>3</sup> "Local" may encompass a city, county, or region.



# Components of System Excellence

sharing of best practices, and alignment of standards, programs, and organizational missions.<sup>4</sup> This is especially important at key junctures at which the juvenile justice system and the education, mental health, substance abuse, and child welfare systems intersect, since a considerable portion of juvenile justice involved youth also have significant educational and health issues, including mental health and substance abuse diagnoses, in addition to frequently being involved in the child welfare system.

## *Aligned Fiscal Incentives*

Funding formulas and incentives should be structured to produce desired outcomes through supporting proven programs or practices, such as investment in community-based alternatives to detention (ATDs) and placement (ATPs). Recent revisions to the OCFS Supervision and Treatment Services for Juvenile Programs (STSJP) allocation methodology illustrate a commitment to such practices by providing localities fiscal incentives to increase use of ATDs and to require use of a validated risk assessment instrument (RAI) when issuing a detention order. Continued commitment to implementing similar practices will help to push ongoing reform.

## *Vision for a Well Governed and Coordinated System*

A well governed and coordinated system will be characterized by the following:

- **High Standards:** At the individual organization and overall system level, agencies, courts, and other organizations set and achieve ambitious, performance-based goals, grounded in best practices and informed by community input.
- **Cross-system Coordination:** Coordinated policies, regulations, structures, and funding mechanisms support the development of partnerships, enable the sharing of relevant information, and increase the coordination of services between all system actors at the state and local levels.
- **Effective Use of Data:** Data is used to analyze and improve performance of the system, individual agencies, courts, and other organizations, and jurisdictions, and to inform policy and funding decisions.
- **Flexibility:** The system expands or contracts according to community needs, and savings from restructuring are reinvested where most needed.<sup>5</sup>
- **Allocation of Resources:** Funding formulas incentivize an appropriate balance of state and local investment, predictable capacity requirements, and a sustainable, equitable allocation of resources across the state.<sup>6</sup>

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<sup>4</sup> Mechanisms for communication between coordinating structures at a local and state level may include local level representatives on the state support structure, sharing of meeting notes, use of a list-serve, annual conferences, etc.

<sup>5</sup> This component will be addressed through ongoing conversations between local counties and New York State.

<sup>6</sup> This component will be addressed through ongoing work to study the state's juvenile justice financing structure and alternative financing schemes with the Vera Institute's Cost Benefit Analysis Group and Center on Youth Justice.

# Components of System Excellence

## *Strategies and Metrics for a Well Governed and Coordinated System*

We will pursue and track progress on **four key strategies** to achieve the well governed and coordinated system described above:

| <i>Strategies</i>  | <i>As measured by...</i>   |
|--|--|
| <b>Support Structure:</b> A support structure at the state level ensures coordination and accountability and manages mechanisms for on-going efforts that evaluate reforms, promote innovation, and disseminate promising practices      | <ul style="list-style-type: none"> <li>• # of regular meetings and % attendance of participating agencies, organizations, and courts</li> <li>• % of agencies, organizations, and courts that agree to quarterly monitoring, analysis, and reporting of performance standards against pre-determined measures</li> <li>• Development of partnership or establishment of research clearinghouse function</li> <li>• # of ten identified near-term action steps implemented within one year</li> </ul>         |
| <b>Local Interagency Advisory Teams:</b> Local interagency advisory teams provide planning support and recommendations to the state support structure and coordinate local implementation of statewide reforms                           | <ul style="list-style-type: none"> <li>• % of localities with established local interagency advisory team structures</li> <li>• % of localities whose local interagency advisory teams meet at least quarterly and submit meeting minutes to state level support structure</li> <li>• % of local interagency advisory teams who report having mechanisms to regularly share information more broadly with local system stakeholders</li> </ul>   |
| <b>Performance Based Standards:</b> All system actors utilize a performance based standards model to measure progress towards achieving the system vision, goals, and outcomes   | <ul style="list-style-type: none"> <li>• Establishment of and agreement on clear outcomes indicators for overall vision</li> <li>• % of agencies that report on outcomes indicators</li> <li>• % of agencies that report on agreed-upon performance measures</li> </ul>  |
| <b>Data Coordination Team:</b> A state-level data coordination team made up of key representatives from the juvenile justice and other relevant systems, including private providers, guides data coordination and use across the system | <ul style="list-style-type: none"> <li>• Establishment of state-level data coordination team as described above</li> <li>• % of agencies that report X% of agreed-upon data</li> <li>• Availability (Y/N) of essential data (e.g., arrests, probation intake levels, race and ethnicity data) from key agencies and organizations to data coordination team</li> <li>• Availability of adequate dedicated funding (Y/N) to data coordination team to support ongoing data collection and analysis</li> </ul> |

See Appendix C for additional detail on Strategies and Implementation Steps for System Governance and Coordination.

# Components of System Excellence

## 2. Effective Continuum of Diversion, Supervision, Treatment, and Confinement

### *The Need*

#### *Effective Use of Assessments*

The juvenile justice system needs common standards for the best use of validated risk and needs assessments to match youth to the right options, and to prevent net-widening within the system. Currently, assessments vary considerably and are not always objective, validated, or used in the most effective ways possible. While each county in New York State will be required to utilize empirically developed and validated risk assessment instruments at detention by January 2012, system professionals at the local level will need ongoing support in effectively using these assessment tools to inform decision-making. Sharing knowledge on the effective use of assessments is also needed at other points in the system (e.g., probation intake, disposition) where assessments can be used to match youth to appropriate options.

#### *Range of High-Quality Options to Address All Levels of Risk and Need*

The system must have the ability to assess the efficacy of programs and coordinate practices under an overarching philosophy that reflects national and local learnings about what works and is most cost effective. Uniformly implementing quality standards and performance-based contracts across the system will assist in understanding the relative performance of particular interventions or providers. By emphasizing program effectiveness, the system will drive towards improved outcomes for youth and communities. High performing community-based options currently exist in some areas around the state, but there is an opportunity to increase the availability, uniformity, and breadth of services across the state so that all counties have access to effective interventions and providers.

#### *Coordination with Other Systems*

The juvenile justice system must communicate and coordinate effectively with other systems (including education, child welfare, mental health, substance abuse, and the adult criminal justice system) that serve many of the same youth, provide integrated services tailored to youth when they are in the juvenile justice system, and play a role in facilitating successful reentry.

#### *Family and Community Engagement*

Families and positive community partners can play an important role in individual service planning and system improvement. In particular, a family member or other adult support person can work with agencies and organizations to help identify a youth's strengths and to develop more individualized care, and can also help hold individual agencies and organizations and the overall system accountable for outcomes. However, agencies, courts, and other organizations often need guidance on how to most meaningfully engage positive family and community partners.

# Components of System Excellence

## *Equity and Fairness*

The system needs coordinated analyses and strategies to ensure equitable, fair treatment of all youth, from initial contact and arrest through to reentry. While there is debate on the root causes of disproportionate minority contact (DMC) at all points in the system, and disparities in how youth are treated, there is widespread agreement about the need for increased urgency and focus on addressing this critical issue.

## *Vision for an Effective Continuum*

An effective continuum of diversion, supervision, treatment, and confinement will be characterized by the following:

- **Accurate Assessments:** Youth are matched to appropriate options and services according to reliable, standardized, and validated risk and needs assessments that are carefully constructed to ensure that youth do not move further into the system than necessary.
- **Effective Interventions:** A continuum of high-quality, evidence-informed,<sup>7</sup> and rehabilitative options for diversion, supervision, treatment, and confinement exists, with system stakeholders recognizing that mechanisms for system exit (e.g., diversion, adjustment, and dismissal), when appropriate, are a fundamental part of the system.
  - Community-based and residential settings meet standards for quality and safety, making use of the least restrictive options commensurate with public safety.
  - Youth are provided access to timely, culturally competent, age-specific and developmentally appropriate services.
  - Strengths-based approaches are integrated into service provision.
- **Family and Community Engagement:** Family and community are integrated as key partners to the extent possible.
- **Consistent Service Provision Linked with Other Systems:** Effective coordination occurs with the education, mental health, substance abuse, and child welfare systems to ensure high-quality services while a youth is involved in the system and to facilitate successful reentry.
- **Equitable Distribution of Resources:** Resources are allocated so that all counties across the state, regardless of their size and location, have access to a full array of options, including diversion, supervision, treatment, and confinement.<sup>8</sup>
- **Sustainable, Ongoing Investment in, and Use of, Community-based Options:** Effective community-based options are invested in and used whenever possible, keeping youth close to home, minimizing the dislocation of youth from their families, and building on positive connections between young people and their communities.

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<sup>7</sup> Evidence-informed practices may include a range of programs, from those that demonstrate promising results but are not yet fully backed by research, to those that have a constant focus on treatment fidelity and accountability, a rigorously researched evidence-base, and a defined length of treatment, such as Functional Family Therapy (FFT).

<sup>8</sup> This component will be addressed through ongoing efforts to study the state's juvenile justice financing structure and alternative financing schemes with the Vera Institute's Cost Benefit Analysis Group and Center on Youth Justice.

# Components of System Excellence

- **Fair and Equitable Treatment:** Youth are held equally accountable and all youth are provided equitable experiences, regardless of race, ethnicity, socioeconomic status, religion, sexual orientation, and/or gender identity and expression.

## Strategies and Metrics for an Effective Continuum

We will pursue and track progress on **six key strategies** to achieve an effective continuum of options for all youth described above:

| Strategies  | As measured by...  |
|---|--|
| <b>Risk and Needs Assessments:</b> Validated risk and needs assessments are used by agency and court system professionals at key points in the continuum to inform decision-making  | <ul style="list-style-type: none"> <li>• # of key system decision points (e.g., probation intake, disposition) where agencies and courts use a validated assessment tool as an input</li> <li>• % of Family Court appearances in which validated assessments are presented to judges to inform their decision-making</li> </ul>  |
| <b>Research-Driven and Evidence-Informed Practices:</b> Localities across the state are properly incentivized to widely adopt and validate research-driven and evidence-informed practices  | <ul style="list-style-type: none"> <li>• Amount of state funding that is allocated to localities and private providers to adopt evidence-informed practices</li> <li>• % of system-involved youth in evidence-informed ATDs, ATPs, and other community-based services and treatments, disaggregated by delinquent act</li> </ul>   |
| <b>Quality Standards and Effectiveness:</b> Public and private providers meet quality standards and effectively serve youth   | <ul style="list-style-type: none"> <li>• % of public and private providers that meet quality standards as determined by OCFS in agreement with NYSED, OASAS, OMH, and other relevant agencies</li> <li>• % of public and private providers for which a publicly available performance report card exists</li> <li>• % of contracts awarded to private providers that are performance-based</li> </ul>  |
| <b>Youth and Family Engagement:</b> Youth and families are engaged and informed throughout the continuum to provide feedback at the case level and system level   | <ul style="list-style-type: none"> <li>• % of families actively engaged in the case planning process</li> <li>• % of system involved youth actively engaged in the case planning process</li> <li>• Youth engaged in systems-level planning (Y/N)</li> </ul>   |
| <b>Connections Across Systems:</b> Seamless connections are maintained between the juvenile justice system and the education, mental health, substance abuse, and child welfare systems to ensure integrated high-quality services for system-involved youth and to facilitate successful reentry | <ul style="list-style-type: none"> <li>• # of days before youth are reintegrated into appropriate school settings</li> <li>• % of youth that reenroll in appropriate school settings and have their credits fully transferred</li> <li>• % of youth who have a previously identified mental illness for whom timely services are provided while system involved</li> </ul>   |
| <b>Equity:</b> System professionals use data-driven analysis to identify disparities and implement strategies to provide an equitable continuum of options to all youth   | <ul style="list-style-type: none"> <li>• % of agencies that disaggregate data by key agreed-upon metrics<sup>9</sup></li> <li>• Relative Rate Index (RRI)<sup>10</sup> utilized at each point in the juvenile justice system</li> <li>• % of localities that have data available on disproportionate minority contact (DMC) at key decisionmaking points in the system</li> <li>• % of localities implementing strategies to reduce DMC</li> </ul> |

See Appendix D for additional detail on Strategies and Implementation Steps for an Effective Continuum.

<sup>9</sup> Sample metrics include race, ethnicity, socioeconomic status, religion, sexual orientation, gender identity and expression, delinquent act, and geographical location, and would be agreed upon as part of the vision implementation process.

<sup>10</sup> The Relative Rate Index (RRI) is a means of comparing the rates of juvenile justice contact experienced by different groups of youth. RRI can be used to identify that disparity exists and that additional exploration is needed to determine the source of this disparity, but does not identify the source of the disparity.

# Components of System Excellence

## 3. Accountability of System and Actors within the System

### *The Need*

#### *Mechanisms for Joint Accountability*

There is a need for improved mechanisms to help all system actors work toward common goals and to ensure accountability of all government agencies, courts, and organizations and of the overall system to the public. At the individual government agency and organization level, funding and contracts need to be better tied to performance measures, outcomes need to be systematically measured within organizations and across the system, and improved communication is needed within and across systems at an individual case and organization level.

#### *Public Transparency*

Information on performance, policies, programs, and services, both on the system and the individual government agency, organization, or court levels, must be more easily available to the public, to better ensure system accountability to outcomes and to youth safety standards. Increased transparency would also enable more active engagement in system improvement by concerned citizens, researchers, and advocates.

### *Vision for an Accountable System*

A system that is accountable for outcomes will be characterized by the following:

- **Responsibility for Results:** System and government agencies / organizations accept responsibility and hold themselves accountable for achieving system goals and for being responsive to regular appropriate, objective, independent oversight and monitoring as applicable.
- **Tracking Progress:** Aggregate data is used to assess progress of individual agencies, courts, and other organizations toward overall system outcomes.
- **Public Transparency:** System strategies and aggregate performance, as well as agency or organization standards, processes, and finances, are transparent and publicly accessible.
- **Stakeholder Input:** Youth, families, and communities have a voice in assessing and improving the system.
- **Fiscal Performance Incentives:** Financial incentives for agencies and other organizations that deliver youth services are tied to performance on targeted outcomes as appropriate.<sup>11</sup>

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<sup>11</sup> Recognizes that not all juvenile justice system actors can tie performance to fiscal incentives (e.g., police and judges would not have the same incentive structure as other agencies and organizations).

# Components of System Excellence

- **Oversight Function:** An appropriate, objective, independent oversight function monitors outcomes, communicates regularly with the public, and addresses allegations of misconduct for those parts of the system that provide direct services to youth.

## Strategies and Metrics for an Accountable System

We will pursue and track progress on **six key strategies** to achieve the accountable system described above:

| <b>Strategies</b>   | <b>As measured by...</b>  |
|---|---|
| <b>Public Reporting on Indicators:</b> Performance on agreed upon indicators for every point in the system is publicly reported on a pre-determined regular basis   | <ul style="list-style-type: none"> <li>• Establishment of publicly accessible website with comprehensive set of data</li> <li>• % of surveyed subset of public data users who feel the data tool is easy to use and data is easily accessible</li> <li>• % of available data that is up to date (within six months of internal reporting)</li> </ul>  |
| <b>State and Local Performance Results:</b> State and local performance results (including financial measures) are reported for all counties to relevant agencies, courts, and other organizations on a pre-determined regular basis  | <ul style="list-style-type: none"> <li>• Establishment of agreement on information to be shared and when it will be shared</li> <li>• % of on-time reporting of agreed upon metrics</li> </ul>  |
| <b>Ongoing Local / State Communication:</b> Ongoing communication is maintained between state support structure and local interagency advisory teams regarding system performance and reform adoption   | <ul style="list-style-type: none"> <li>• % of local interagency advisory teams that submit quarterly meeting minutes to state support structure</li> <li>• % of local interagency advisory teams that collect relevant performance-based measurements</li> <li>• % of state level support structure members and local interagency advisory teams who rate regular, ongoing communication between each other as good to excellent</li> </ul> |
| <b>Performance-Based Contracting:</b> Performance-based contracts and quality standards are uniformly used for private and government providers to ensure that targeted outcomes are met in serving youth throughout the continuum of options, including probation adjustment and supervision, providers of detention, placement, alternatives to detention and placement, and other community-based services and treatment | <ul style="list-style-type: none"> <li>• # of youth, parents, victims involved with local interagency advisory teams</li> <li>• # of structured feedback sessions held annually</li> </ul>  |
| <b>Local Interagency Advisory Teams:</b> Local interagency advisory teams are utilized to gather input and guidance from system stakeholders on an ongoing basis  | <ul style="list-style-type: none"> <li>• # of youth, parents, victims involved with local interagency advisory teams</li> <li>• # of structured feedback sessions held annually</li> </ul>  |
| <b>Professional Development to Drive Accountability Cultures:</b> Ongoing professional and workforce development is enacted across all agencies, organizations, and courts to drive accountability focused cultures   | <ul style="list-style-type: none"> <li>• # of staff feedback sessions held</li> <li>• # of feedback reports generated by local interagency advisory teams for state support structure use</li> <li>• # of trainings on performance-based standards held</li> <li>• % of surveyed subset of staff who rate mentorship and leadership opportunities as good to excellent</li> </ul>   |

See Appendix E for additional detail on Strategies and Implementation Steps for Accountability of System and Actors within the System.

# Components of System Excellence

## 4. Shared Data and Information-Driven Decisions and Policy

### *The Need*

#### *Sharing of, Access to, and Capability for Using Data*

An effective juvenile justice system requires uniformly collected and regularly analyzed data to inform cross-agency system-wide decision-making and policymaking. In particular, reliable data is necessary to determine the demand for various services and to identify the appropriate allocation of resources or the best policy solutions to key challenges. If we cannot calculate the number of youth at each stage of the system, and if recidivism analysis must be done by hand, we cannot improve the system. Further, information about individual cases or program performance should inform case-level decision-making across the state, using real-time data and consistent risk assessments to bring objectivity and equity to decisions. This real-time information could provide actors at every point in the system the support they need to select the most appropriate options for youth, from diversion to placement, that ultimately have the greatest likelihood of reducing recidivism.

#### *Coordinated Data Sharing*

Currently, many stakeholders point to the need for improved relationships or culture around data sharing. Others note the importance of addressing confidentiality statutes and reaching agreement on unique identifiers to track youth across the system. Still other stakeholders note the need for improved technological capacity and common standards between agencies and organizations for defining and reporting data across the state, while also leveraging existing collection of data and reducing duplication of efforts. Effective data sharing and use will allow system actors to continuously monitor and improve the system, resulting in improved and integrated services that better serve the needs of youth and communities.

### *Vision for a Data-Driven System*

A system that uses and shares data for information-driven decision-making and policy will be characterized by the following:

- **Case-Level Decision-Making:** Case-level data will be shared and used across agencies, courts, and other organizations and systems as needed to manage individual case-level decision-making and service provision, and to improve individual outcomes
- **Aggregate Case-Level Data:** Aggregate and de-identified case-level data will be shared and used to improve overall system performance and performance of each point in the system



# Components of System Excellence

- **Aggregate Data to Improve System:** Aggregate data<sup>12</sup> will be made publicly available to guide policy decisions and help the public understand system performance and inform system improvement<sup>13</sup>

## Strategies and Metrics for a Data-Driven System

To improve data sharing and use, we will pursue and track progress on **three key strategies** to achieve the data-driven system described above:

| Strategies  | As measured by...  |
|---|--|
| <p><b>Data Infrastructure:</b> Infrastructure supports data collection, coordinated data sharing, use, and analysis across the juvenile justice system and other systems</p>  | <ul style="list-style-type: none"> <li>• Establishment of state-level data coordination team</li> <li>• Availability (Y/N) of essential data (e.g., arrests, probation intake levels, race and ethnicity data) from key agencies and organizations to data coordination team</li> <li>• % of agencies adhering to key standard data definitions</li> <li>• Establishment and % of agencies, organizations, and courts that utilize uniform quality standards for aggregate-level data collection</li> <li>• Availability of dedicated funding (Y/N) to data coordination team to support ongoing data collection and analysis</li> </ul> |
| <p><b>Case-Level Data:</b> Specific case-level information is shared and used among relevant agencies, courts, other organizations and systems in a timely way and as allowed by law to inform and improve decision-making, service delivery, and individual outcomes</p>                             | <ul style="list-style-type: none"> <li>• % of agencies, organizations, and courts with real-time access (Y/N) to essential case-level data (e.g., previous case history)</li> <li>• % of agencies and organizations that report availability (Y/N) of professional development addressing confidentiality and legal restrictions regarding data sharing</li> </ul>   |
| <p><b>Aggregate and De-Identified Data:</b> Basic aggregate and de-identified case-level data is shared, regularly analyzed and used across the juvenile justice system and other systems at the agency, local, and state levels to understand and improve program management and system outcomes</p> | <ul style="list-style-type: none"> <li>• Regular (e.g., quarterly) public reporting of essential aggregate data by data coordination team</li> <li>• % of agencies and organizations that report availability (Y/N) of essential aggregate data between agencies (e.g., arrests)</li> </ul>  |

See Appendix F for additional detail on Strategies and Implementation Steps for Shared Data and Information-Driven Decisions and Policy.

<sup>12</sup> Including aggregate case-level data

<sup>13</sup> See also Accountability Strategy A.

# Near-Term Action Steps

Over the next five years, we must move rapidly and with great urgency to put in place the structures and approaches that will enable us to greatly improve outcomes. A broad set of stakeholders around the state have worked to translate this vision to practical strategies and next steps, including the identification of 10 critical near-term action steps to transform the juvenile justice system.

- 1 **Ongoing Coordination:** Evolve the current Steering Committee into a Strategic Planning Action Committee (SPAC), housed in the Office of the Deputy Secretary, and commit to an ongoing state level support structure with devoted staff time from the Governor's office, DCJS, and OCFS, to ensure implementation of the vision and action steps.
- 2 **Multi-Stakeholder Input:** Evolve the existing **Working Groups** to establish an ongoing role in providing regular feedback and guidance to the SPAC on implementation and helping to drive the work forward.
- 3 **Performance Measures:** Finalize **agreement on a set of high-level system outcomes and performance measures** towards which all agencies, organizations, and courts will align their work, and **begin to monitor progress** towards these measures to promote accountability through transparency and learning.<sup>14</sup>
- 4 **Data Infrastructure and Analysis:** Establish the **data infrastructure and analytical capacity** necessary to improve outcomes for individual youth and overall system performance, to ensure equitable treatment of youth across the system, and to inform policy, including:
  - a. Utilize existing **state-level data coordination team** made up of key representatives from the juvenile justice and other relevant systems to guide data use across the system.
  - b. Conduct a **data inventory** to assess the current state of data availability, sharing, and use.
  - c. Explore development and implementation of **interagency agreements or policies** (e.g., uniform MOU, universal waiver) that will allow for case- and aggregate-level data to be collected, shared, and analyzed.
- 5 **Analysis of Continuum:** Conduct **analysis of current continuum of providers across the state** (including public, private, detention, placement, ATDs, ATPs, and other community-based services and treatment), and **assess relative to juvenile delinquency** (including number, type, and location of delinquent acts committed and risk and need data) to identify current system gaps, barriers to access, and promising practices, and to ensure system players are aware of all available options for youth.
- 6 **Ongoing Input from Localities:** Utilize a workgroup of agency staff to develop a plan that leverages existing or develops new **local interagency advisory teams** (at the county, region, and / or city levels) to provide planning support and recommendations to the state support structure and coordinate local implementation of statewide reforms.
- 7 **Feedback Mechanisms:** Establish **regular mechanisms to gather feedback** from, **incorporate feedback** where necessary, and **share emerging plans** and strategies for system reform with key stakeholders (e.g., youth, families, victims, communities, agencies, organizations, courts) around the state, including discussion of approaches to address system effectiveness, fairness, safety, and accountability.
- 8 **Performance Contracting and Quality Standards:** Implement and effectively utilize uniform **performance-based contracting** and **quality standards** for public and private providers of detention, placement, alternatives to detention and placement, and other community-based services and treatment.
- 9 **Financing Models and Oversight Structures:** Conduct analysis of **potential financing models, oversight structures, and case jurisdiction responsibilities** between states and counties and **support quick resolution** between NYS and counties to implement optimal structure(s).
- 10 **Support for What Works:** Establish an interactive, **best practice clearinghouse** to expand the capacity of agencies, organizations, and courts across the state to adopt both NYS-based and national innovative research-driven and evidence-informed practices.

<sup>14</sup> High-level system outcomes will be shared across all system actors. Some performance measures will be specific to each part of the system while other measures may be tracked systemwide (e.g., racial and ethnic representation at all points across the system). Note: Each action step is color-coded to correspond to its related component of system excellence.

# The Path Forward

In light of over a decade of national research, we believe that an effective state system that reflects the unique needs of youth and recognizes their tremendous potential to learn and change their behavior can and must be built.

Such a system must be comprehensive and integrated. It must utilize coordinated assessments to reliably measure risk to public safety and divert youth from the system when appropriate. It must also create a continuum of options for all levels of risk so that low- and moderate-risk youth can be treated in their communities and only youth who truly pose a danger to the community have their needs met through incarceration.

For all youth, this rehabilitative system must rely on cost-effective programs and policies that are proven to reduce reoffending and are well coordinated across all involved systems, agencies, courts, and other organizations. Regardless of where youth are in this system, from initial contact through to reentry, they must be treated equitably and fairly, and positive family and community partners should be productively engaged wherever possible. This system, and the agencies, organizations, and courts within it, must hold itself accountable for achieving targeted positive outcomes, as coordinated by overarching system governance, and must be held accountable by the community, through public transparency and engagement, for achieving these outcomes. This system must also use improved access and sharing of information as a lever to drive improved decision-making and policy, both at the individual case level and at the aggregate level. As a result, communities will be stronger and safer and the strengths of youth will be fostered and built upon.

Success will require collective action from agencies, organizations, and courts to drive systemic change in a rapidly changing, resource-constrained environment. Future implementation will not be easy; nor will it happen overnight. However, the need and potential for system transformation in our state are great and our success will depend on the joint efforts of all stakeholders to ensure that the vision is adopted, goals are met, and strategies are enacted.

Beyond July 2011, a Strategic Plan Action Committee (SPAC) will be formed to ensure effective implementation in the short-term of the strategic plan and the identified near-term action steps. The SPAC will include representatives from various agencies, organizations, and courts from across the state and will serve as an advisory committee under the Deputy Secretary of Public Safety. The committee will regularly report progress to the Office of the Secretary to the Governor as such and will provide oversight over a number of working groups that will be used to address key action items. The committee will be supported by staff from the Governor's office, the Office of Children and Family Services, and the Division of Criminal Justice Services. Additionally, a sub-cabinet of agency heads will be formed within the Governor's office to ensure greater cross-system coordination.

# Appendix A

## Appendix A: Project Definitions

### *What is the juvenile justice system?*

In New York, the juvenile justice system is a highly complex network of actors, policies, procedures, and institutions, with an array of agencies and other organizations—both public and private—and courts involved at a state and local level. It also includes connections to other systems, like the education, mental health, substance abuse, and child welfare systems. These connections are critical to providing quality services for youth while the youth are involved in the juvenile justice system and for ensuring a successful transition and reintegration back into the community.

The juvenile justice system, as we define it, includes actors involved from initial referral or police contact through reentry and aftercare. Our primary focus is on juvenile delinquents (JDs), while juvenile offenders (JOs) are within our purview insofar as they are held in the detention or placement facilities (see Appendix for a diagram on case processing for JDs). JDs and JOs are defined as follows:

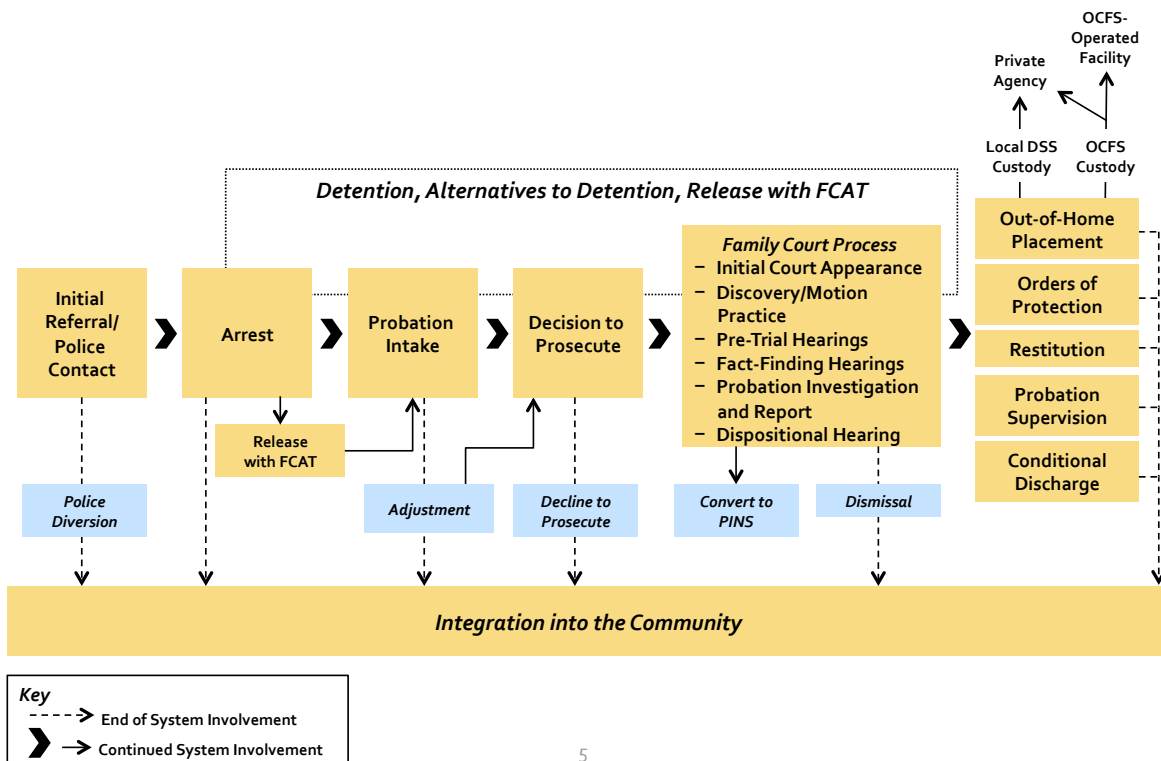
- Juvenile delinquents are youth who are between the ages of 7 and 15 and who are found by the Family Court to have committed an act that would constitute a crime if committed by an adult.
- Juvenile offenders are youth aged 13, 14 or 15 who are tried and convicted in the adult criminal court, rather than Family Court, due to the severity of the offense (see New York Penal Law § 10.00(18)).

New York State is one of two states that statutorily defines age 15 as the cutoff for the age of criminal responsibility. If a youth commits an offense at age 16 or older, he or she is processed in the adult criminal justice system. While many across the state call for raising the age of criminal responsibility, many also stress that the process for doing so requires careful planning and deliberation. An assessment of the implications of raising the age will need to be ongoing as system reform takes shape but will not be addressed by this Steering Committee.

For the purposes of this document, the term **"agency"** refers to government entities and functions including offices, departments, divisions and other agencies. The term **"organization"** refers to private, or voluntary, non-profit organizations. The term **"youth"** recognizes that often, system-involved youth are also victims and have been exposed to many traumas. They are also members of the public and their local community. The term **"family"** encompasses a biological, adoptive, foster, or surrogate family member, or an adult support person, and may include one or more members of the "family."

# Appendix B

## Appendix B: Juvenile Delinquency Case Processing in New York State



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**Police contact:** The process begins at initial contact with law enforcement, but diversion, or system exit, can occur before or after an arrest and is at the discretion of the arresting law enforcement agent. Police diversion may include a warning or a referral to a social service program. If police choose not to divert, the youth may be released to a guardian and issued a Family Court appearance ticket (FCAT) or be taken directly to Family Court, if it is open. If court is closed, the youth may be placed in a detention center.<sup>15</sup> In 2009, nearly 25,000 youth were diverted and 12,661 youth were placed in detention in New York State.<sup>16</sup>

**Probation intake:** The vast majority of youth who have contact with the system are released prior to probation intake. If a youth is not referred directly to court by police,

<sup>15</sup> State of New York Juvenile Justice Advisory Group, "State of New York, 2009–2011: Three-Year Comprehensive State Plan for the Juvenile Justice and Delinquency Prevention Formula Grant Program."

<sup>16</sup> Division of Criminal Justice Services and Office of Court Administration, "DCJS Office of Justice Research and Performance, Quarterly Update 9/24/10; JJ Tables, JD and DF Case Processing, 2009" (September 2009).

# Appendix B

the probation department has sixty days to adjust the case, which prevents youth from entering Family Court. *Adjustment* occurs when the probation department decides not to refer the case to the presentment agency, as long as the youth follows the guidelines set by a probation officer. Diagnostic testing for service needs occurs at this stage, and a wide range of services may be provided through either probation or social service agencies. At probation intake, 57 counties outside New York City use a full risk and needs assessment tool, YASI. (New York City uses a separate risk assessment instrument to inform detention decisions.) However, some cases may be statutorily prohibited from receiving an adjustment, a case may be otherwise deemed inappropriate for adjustment, or adjustment may be unsuccessful. In these cases, the youth will be referred to a presentment agency for filing in court.<sup>17</sup>

**Decision to prosecute:** The presentment agency acts as the prosecutor in juvenile cases and has complete discretion in determining whether a case is brought to court. This currently is not a standardized process. The decision is based on numerous factors, such as victim cooperation and legal sufficiency of facts, and the presentment agency may apply its own diversion program.<sup>18</sup>

**Family Court process:** The Family Court process begins with an initial appearance in which a judge determines if a youth should be detained or held in state custody. The New York State Family Court Act states that the decision should be based on two types of risk: failure to appear for the next court date and the probability of the youth's committing another delinquent act before the next court date. The youth goes through a probable-cause hearing, and if the youth denies allegations, a fact-finding hearing is scheduled. The probation department then conducts a pre-dispositional investigation and develops a recommendation for disposition. The case may be resolved prior to disposition (sentencing) largely through adjournment in contemplation of dismissal or conversion to a *person in need of supervision* (PINS) case.<sup>19</sup>

**Dispositional options:** Similar to sentencing in adult court, there are a number of potential disposition options. These include conditional discharge, probation supervision, out-of-home placement, placement with local department of social services, and placement by OCFS, which includes placement in state-run or privately-run facilities (voluntary, non-profit organizations).

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<sup>17</sup>State of New York Juvenile Justice Advisory Group, "State of New York, 2009–2011: Three-Year Comprehensive State Plan for the Juvenile Justice and Delinquency Prevention Formula Grant Program."

<sup>18</sup>Ibid.

<sup>19</sup>Ibid.

## Appendix C: Additional Detail on Critical Component 1: System Governance and Coordination

This section provides additional detail on necessary action steps to ensure successful implementation of the strategies for effective governance and coordination. **Blue text** signifies action steps that are critical to ensuring successful reform and that should be prioritized for immediate implementation (a total of 10 “near term priority” steps have been selected across all components).

*Coordination Strategy A: A state level support structure ensures coordination and accountability and manages mechanisms for ongoing efforts that evaluate reforms, promote innovation, and disseminate promising practices*

1. Evolve the current Steering Committee into a Strategic Planning Action Advisory Committee and commit to an ongoing state level support structure, with devoted staff time from the Governor’s office, DCJS, and OCFS, to ensure that implementation of the vision and action steps occurs.
2. Adjust Strategic Planning Action Committee membership to balance state and local representation and to increase representation of key systems (e.g., state education).<sup>20</sup>
3. Determine detailed responsibilities and functions of the state level support structure.
4. Establish a best practice clearinghouse to expand the capacity of agencies, organizations, and courts across the state to adopt both NYS-based and national innovative research-driven and evidence-informed practice.<sup>21</sup>

*Coordination Strategy B: Local interagency advisory teams provide planning support and recommendations to the state level support structure and coordinate local implementation of statewide reforms*

1. Utilize a workgroup of agency staff to develop a plan that leverages existing or develops new local interagency advisory teams (at the county, region, and / or city levels) to provide planning support and recommendations to the state level support structure and coordinate local implementation of statewide reforms.<sup>22</sup>

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<sup>20</sup>This group would include governmental and non-government representation, at both the state and local levels, and would span agencies, organizations, and courts that are involved in the juvenile justice system (e.g., police, probation, service providers, judges, advocates)

<sup>21</sup>The JJAG and the Office of Deputy Secretary for Public Safety will explore the possibility of contracting with a university or research/policy center to take on this role on behalf of the state.

<sup>22</sup>These teams would include governmental and non-governmental representation (including parents, youth, etc.)

# Appendix C

2. Set detailed membership requirements, responsibilities, timelines, communication mechanisms for local interagency advisory teams and state level support structure relationship.<sup>23</sup>
3. Select local lead agencies and structures through application processes. Note: Lead agency may vary by locality and may be a modified existing structure, e.g., Juvenile Crime Enforcement Coalitions (JCEC) or Coordinated Children's Services Initiative (CCSI) teams.

*Coordination Strategy C: All system actors utilize a performance based standards model for the goals set by the strategic planning process to measure progress towards achieving the system vision and outcomes*

1. Finalize agreement on a set of high-level system outcomes and performance measures towards which all agencies, organizations, and courts will align their work, and begin to monitor progress towards these measures to promote accountability through transparency and learning.<sup>24</sup>
2. Institute process for ongoing monitoring of outcomes and performance measures.

*Coordination Strategy D: A state-level data coordination team made up of key representatives from the juvenile justice and other relevant systems, including private providers, guides data coordination and use across the system*

1. Establish a state-level data coordination team through either modifying existing structures or, if necessary, developing a new structure.
2. Establish the data infrastructure and analysis capacity necessary to improve outcomes for individual youth and overall system performance, to ensure equitable treatment of youth across the system, and to guide policy (see Data Strategy A).
3. Adopt needed legislation or procedural changes that ensure that it is legally permissible for key government agencies, courts, and other organizations to share relevant data with the state level support structure.
4. Work in partnership with the state level support structure to provide data analysis needed to inform system improvement (see Data Strategy C).

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<sup>23</sup> The local interagency advisory teams would also include parents and families, youth, victims, and other members of the community. The local interagency advisory teams will focus on higher level (not case-specific) topics. Case-level discussions will be addressed by local interagency service coordination teams. As described in Continuum Strategy E, case-level discussions could be driven by a sub-set of participants (practitioners) from the local interagency advisory team.

<sup>24</sup> High-level system outcomes will be shared across all system actors. Some performance measures will be specific to each part of the system while other measures may be tracked system wide (e.g., racial and ethnic representation at all points across the system). Performance measures will build upon existing reporting requirements as much as possible to avoid duplication and reporting inefficiencies



## Appendix D: Additional Detail on Critical Component 2: Effective Continuum of Diversion, Supervision, Treatment, and Confinement

This document provides additional detail on necessary action steps to ensure successful implementation of the strategies for an effective continuum. **Blue text** signifies action steps that are critical to ensuring successful reform and that should be prioritized for immediate implementation (a total of 10 “near term priority” steps have been selected across all components).

*Continuum Strategy A: Validated risk and needs assessments are used by agency and court system professionals at key points in the continuum to inform decision-making*

1. Document the effectiveness of state approved, validated risk and needs assessment tools and share these findings across the state to build trust in the effectiveness of these assessments and to increase the adoption and use of these assessments.
2. Identify how assessment tools can be more effectively used at initial contact, probation, and disposition to determine youth’s risk and needs when making decisions about diverting youth out of the system, when appropriate, or matching youth to the right options across the state.
3. Conduct cross-system training at the local level<sup>25</sup> on how to best use the YASI and other risk and needs assessment tools.
4. Hold regular meetings with local interagency advisory teams to identify where and how well risk and needs assessments are being used to match youth to appropriate options and services.
5. Share research-driven and evidence-informed practices from local interagency advisory team meetings about how to effectively improve the accuracy of risk and needs assessments, use validated risk and needs and assessments to link youth to appropriate options including diversion, incorporate protective factors into risk and needs assessments, and match youth to least restrictive options commensurate with public safety.

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<sup>25</sup> “Local” could include city, county, or region depending on context.

# Appendix D

## *Continuum Strategy B: Localities across the state are properly incentivized to widely adopt and validate research-driven and evidence-informed practices<sup>26</sup>*

1. Hire an external consultant to identify and assess research-driven and evidence-informed practices, including the use of alternative-to-detention (ATD) and alternative-to-placement (ATP) programs with graduated levels of supervision and to determine the best way of applying them to the New York State context.
2. Conduct analysis of current continuum of providers across the state<sup>27</sup> (including public and private, detention, placement, ATDs, ATPs, and other community-based services and treatment), and assess relative to juvenile delinquency (including number, type, and location of delinquent acts committed and risk and need data) to identify current system gaps, promising practices, and barriers, and to ensure system players are aware of all available options for youth.
3. Establish an interactive, best practice clearinghouse to expand the capacity of agencies, organizations, and courts across the state to adopt both NYS-based and national innovative research-driven and evidence-informed practices.
4. Share key learnings from research-driven and evidence-informed practices across the state to enable effective adoption and adaptation to local context.
5. Pursue targeted funding to expand the use of research-driven and evidence-informed practices around the state (e.g., blended or pooled funding resources; SAMHSA system of care planning grants; and/or advocate for state funding to support the expansion of evidence-informed practices, with understanding of the need for local flexibility)

## *Continuum Strategy C: Public and private providers meet quality standards and effectively serve youth*

1. Identify and establish mutually agreed upon common standards for quality among both public and private community-based and residential providers (e.g., youth receive services that support ongoing positive youth development; youth receive timely, culturally competent, age-specific, strengths-based, and developmentally appropriate services; and youth are provided safe and equitable treatment).

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<sup>26</sup> “Evidence-informed practices” may include a range of programs, from those that demonstrate promising results but are not yet fully backed by research, to those that have a constant focus on treatment fidelity and accountability, a rigorously researched evidence-base, and a defined length of treatment, such as Functional Family Therapy (FFT).

<sup>27</sup> Analysis to include services provided, effectiveness, and location of provider.

# Appendix D

2. Identify and establish mutually agreed upon common standards for safety among both public and private community-based and residential providers.
3. Implement and effectively utilize uniform performance-based contracting and quality standards for public and private providers of detention, placement, alternatives to detention and placement, and other community-based services and treatment.<sup>28</sup>
4. Provide support to local agencies and organizations to measure, monitor, award, and report on performance-based contracts.
5. Develop a publicly available performance report card for public and private providers to aggregate key performance measures.<sup>29</sup>

## *Continuum Strategy D: Youth and families are engaged and informed throughout the continuum to provide feedback at the case level and system level*

1. Establish a state-level interagency resource management coordinator to develop a “clearinghouse” of resources for youth, families, schools, and community organizations<sup>30</sup>.
2. Develop a mechanism for public and private providers to partner with community-based organizations that have demonstrated success in developing support networks for families of system-involved youth, thereby encouraging and providing support for involvement between youth’s families and system professionals where necessary.
3. Provide professional development to targeted system professionals on effectively engaging families at multiple points in the system when appropriate (e.g., seeking family perspectives after youth’s initial contact with the system, during probation intake, during the family court process, and in planning reentry).
4. Provide professional development to targeted system professionals on how to facilitate working with system-involved youth after initial contact and at other points in the system, including guidance on ensuring cultural competence in service provision, and that youth’s strengths are properly incorporated into

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<sup>28</sup> See Accountability Strategy D for more information on performance-based contracting.

<sup>29</sup> The report card would include measures of effective provision of mental health services, education, substance abuse treatment, family engagement, and other agreed-upon dimensions of support. The report card would be developed jointly by relevant agencies and systems to ensure consistent usage across public and private providers.

<sup>30</sup> Resources could include guides for youth and families to better understand the key decision points in the juvenile justice system, a searchable directory of public and private providers with details on service eligibility criteria and effectiveness, etc.

# Appendix D

service planning and into decisions about when and how to divert youth out of the system, when appropriate.

*Continuum Strategy E: Seamless connections are maintained between the juvenile justice system and the education, mental health, substance abuse, and child welfare systems to ensure integrated high-quality services for system-involved youth and to facilitate successful reentry*

## *Action Steps for the Juvenile Justice System to Connect Across Multiple Systems*

1. Explore the potential for a universal confidentiality consent form for families of system-involved youth so that system professionals from the New York State Education Department (NYSED), Office of Mental Health (OMH), Office of Alcoholism and Substance Abuse Services (OASAS), Office of Children and Family Services (OCFS), and other relevant agencies can effectively coordinate case-level service provision.
2. Leverage existing and establish new local interagency service coordination teams<sup>31</sup> where needed to facilitate service provision at the individual case level and to develop a clearly defined case planning process. *Note: This may be at the county, region, or city level.*
3. Pool funding at the local level to facilitate and improve cross-system coordination between the juvenile justice, mental health, child welfare, and substance abuse systems.
4. Implement a cross-system memorandum of understanding (MOU) to ensure that relevant information from assessments is shared across systems for effective matching of system-involved youth to appropriate mental health, child welfare, education, and substance abuse services where appropriate, while avoiding increasing the numbers of system-involved youth unnecessarily

## *Action Steps for the Juvenile Justice System to Connect with Specific Systems*

5. Identify a referral process and cross-referencing mechanism to coordinate the delivery of **child welfare** services for system-involved youth, offering guidance for child welfare case workers on how to respond when youth in their caseload enter the juvenile justice system.
6. Develop a process for support of youth with previously identified **mental health** needs who become involved in the juvenile system, including a

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<sup>31</sup> Local interagency advisory teams will focus on higher level (not case-specific) topics. Case-level discussions will be addressed by local interagency service coordination teams. Case-level discussions could be driven by a sub-set of participants from the local interagency advisory team.

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coordinated response for mental health providers to confer with probation officer, prosecutors, and judges to maintain continuity of care.

7. Provide professional development to targeted system professionals on the use of Medicaid funding to support treatment for youth in the juvenile justice system.
8. Develop guidelines to implement strengths-based, developmentally appropriate **education** curriculum for system-involved youth in public and private facilities that is aligned with state **education** standards.
9. Enforce the agreement on the defined timeframe for schools to ensure prompt **enrollment** for youth who are exiting the juvenile justice system.
10. Ensure that all public and private providers implement an **educational** plan for youth's release from the juvenile justice system.
11. Establish a process at the state level to monitor and ensure **education** credits properly transfer when youth transition out of the juvenile justice system and return to appropriate school settings.

## *Continuum Strategy F: System professionals use data-driven analysis to identify disparities and implement strategies to provide an equitable continuum of options to all youth*

1. Obtain commitment from all agencies, organizations, and courts across the juvenile justice system for regular data collection, disaggregated by key agreed-upon metrics (e.g., race, ethnicity, socioeconomic status, religion, sexual orientation, gender identity and expression, delinquent act, and geographical location).
2. Complete a statewide DMC assessment to meet OJJDP requirements for the formula grants program, including a determination of the extent to which DMC exists and an assessment of the reasons for DMC if it exists.
  - Analyze data at every point of contact youth have with the juvenile justice system to identify where disparities in representation and treatment are occurring including qualitative data like agency ombudsman reports, hotline calls, and incident reports).
  - Calculate the "Relative Rate Index" (RRI)<sup>32</sup> at each point in the juvenile justice system on an annual basis to determine whether and to what extent disproportionate minority contact is occurring across the

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<sup>32</sup> The Relative Rate Index (RRI) is a means of comparing the rates of juvenile justice contact experienced by different groups of youth. RRI can be used to identify that disparity exists and that additional exploration is needed to determine the source of this disparity, but does not identify the source of the disparity.

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system, and to identify areas for additional exploration to determine the source of any potential disparity.

3. Provide professional development for targeted system professionals on how to identify disparities in representation and treatment and how to effectively address those disparities.
4. Develop data-driven strategies aimed at addressing disparities in race, ethnicity, socioeconomic status, religion, sexual orientation, and/or gender identity and expression. Based on analysis of the data, potential innovations could include:
  - Create or modify system programs and services to increase cultural competence and ensure that system services are responsive to community and family needs;
  - Implement new detention alternatives and increase use of alternatives to address DMC
  - Reduce detention utilization for post-disposition youth through use of graduated sanctions and reward systems and expediting post-disposition placements.

## Appendix E: Additional Detail on Critical Component 3: Accountability of the System and Organizations Within the System

This section provides additional detail on necessary action steps to ensure successful implementation of the strategies for an accountable system. **Blue text** signifies action steps that are critical to ensuring successful reform and that should be prioritized for immediate implementation (a total of 10 “near term priority” steps have been selected across all components).

### *Accountability Strategy A: Performance on agreed upon indicators for every point in the system is publicly reported on a regular basis*

1. Identify aggregate data that spans every point in the system and its connections with other relevant systems that will be regularly analyzed and reported to the public through local interagency advisory team feedback mechanisms for key stakeholders (e.g., involved agencies and organizations, youth, families, victims, advocacy groups).
2. Establish standards and protocols for regular analysis and public reporting of aggregate, de-identified data and agreed upon performance indicators at the system- and county-levels, on a regular basis.
3. Develop a website that makes this up-to-date, aggregate, de-identified data and agreed upon performance indicator data from across the system available for downloading to all system participants and the public.

### *Accountability Strategy B: State and local performance results (including financial measures) are reported for all counties to relevant agencies, courts, and other organizations on a regular basis*

1. Agree to a set of appropriate data, which includes financial measures, at both the state and local levels that will be shared on an ongoing basis.
2. Establish standards and protocols for regular collection, analysis, and sharing of agreed upon data. (See Data strategy A and C)
3. Develop a mechanism that makes the agreed upon data available to all system participants to drive accountability through transparency and opportunities for highlighting strong performance and corresponding best practices

# Appendix E

*Accountability Strategy C: Ongoing communication is maintained between state level support structure and local interagency advisory teams regarding system performance and reform adoption*

1. Use performance-based standards to assess progress on implementation of reform strategies.
2. Conduct data analysis on agreed upon systems outcomes and performance measures on an ongoing basis to understand performance and areas for improvement.
3. Hold regular discussions about performance and needed changes between local interagency advisory teams (which include youth, families, and communities) and state support

*Accountability Strategy D: Performance-based contracts and quality standards are uniformly used for private and government providers to ensure that targeted outcomes are met in serving youth throughout the continuum of options, including probation adjustment and supervision, providers of detention, placement, alternatives to detention and placement, and other community-based services and treatment*

1. Implement and effectively utilize uniform performance-based contracting and quality standards for public and private providers of detention, placement, and alternatives to detention and placement and other community-based services and treatment.
2. Ensure sufficient flexibility in performance-based contracts so that they allow for some local customization while still meeting overall system standards and guiding principles.
3. Reward organizations and agencies that meet the standards through ongoing and, when applicable, increased contracts, and penalize those who do not by not renewing existing contracts.
4. Provide support through technical training opportunities, dissemination of best practices, and provision of streamlined, straightforward reporting surveys to local agencies and organizations to enable them to measure, monitor, award, and report on performance-based contracts.

*Accountability Strategy E: Local interagency advisory teams are utilized to gather input and guidance from system stakeholders on an ongoing basis*

1. Establish regular mechanisms to gather feedback from and share emerging plans and strategies for system reform with key stakeholders (e.g., youth,



# Appendix E

families, victims, communities, agencies, organizations, courts, etc.) around the state, including discussion of approaches to address system effectiveness, fairness, safety, and accountability.<sup>33</sup>

2. Ensure that local interagency advisory teams include youth, parents, victims, and family representatives as possible.

## *Accountability Strategy F: Ongoing professional and workforce development is enacted across all agencies, organizations, and courts to drive accountability focused cultures*

1. Involve current workforce in the reform process through participation in local interagency advisory team meetings, additional local planning sessions, or other mechanisms for feedback (e.g., survey).
2. Provide professional development on performance-based standards to operational managers to illustrate its importance and potential impact, creating buy-in that will increase adoption of performance management systems as well as accurate and timely reporting.
3. Assess and refine current hiring policies and recruiting strategies to ensure alignment with the system standards and guiding principles.
4. Cultivate a pipeline of junior staff and organizational leadership through partnerships (e.g., local universities or community colleges, graduate schools) and / or development of internal programs (e.g., loan forgiveness programs, internal leadership development programs, mentoring programs).

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<sup>33</sup>These mechanisms may incorporate elements of leadership development and conflict resolution/mediation as a training for all stakeholders and way to develop common language and community norms. They may also provide space to discuss values and experiences of participants as well as offer key data for review and discussion. The JJAG, Deputy Secretary of Public Safety office, and the interagency subcabinet for youth justice will work to establish these mechanisms.

# Appendix F

## Appendix F: Additional Detail on Critical Component 4: Shared Data and Information-Driven Decisions and Policy

This document provides an outline of necessary action steps to ensure successful implementation of the strategies for effective data sharing and use to drive decisions and policy. **Blue text** signifies action steps that are critical to ensuring successful reform and that should be prioritized for immediate implementation (a total of 10 “near term priority” steps have been selected across all components).

### *Data Strategy A: Infrastructure supports data collection, coordinated data sharing, use, and analysis across the juvenile justice system and other systems*

1. Utilize existing state-level data position or coordination team made up of key representatives from the juvenile justice and other relevant systems, including private providers, to guide data coordination and use across the system.<sup>34</sup>
2. Conduct or hire a consultant to conduct a data inventory among all relevant actors to assess the current availability, comparability, sharing, and use of case-level and aggregate-level data including identification of:
  - Entities responsible for sharing data
  - Databases used
  - Type and format of data that is currently collected at the case- and aggregate-levels and at the state and local levels
  - Opportunities to ensure cost-effectiveness in data gathering and areas of duplication that can be streamlined
  - Key gaps in case- and aggregate-level data collection
  - Case- and aggregate-level data that should be shared,<sup>35</sup> and the purpose and feasibility of collecting it among relevant actors
  - Federal and state statutory/regulatory barriers to collecting or sharing data
3. Establish a “data dictionary” of all needed data definitions to standardize and ensure comparability of data across relevant agencies, courts, other organizations and systems
  - Identify current data definitions across relevant agencies, courts, and other organizations and systems

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<sup>34</sup> See also Coordination Strategy D

<sup>35</sup> Ensure close attention to preventing duplicative collection and reporting of data.

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- Compare current data definitions, and prioritize and identify needed standard definitions of data at the case and aggregate levels
- Develop standards for needed data definitions and policies to ensure that data collected meets established standards
- 4. Establish processes or mechanisms (e.g., internal agency quality management teams, contracted quality management services, establishing an acceptable data defect rate)<sup>36</sup> to assure quality of case- and aggregate-level data collection,<sup>37</sup> and to regularly monitor the quality of data reporting and sharing.
- 5. Invest in and develop a consistent technical strategy across system actors to ensure interoperability or technological capacity to link data systems between relevant agencies, courts, other organizations and systems to share specific case- and aggregate-level information in real-time, as allowed by law
  - Explore the opportunities and costs of developing technological capacity through state-based solutions, or a third-party provider
  - Identify and review information that is currently available electronically, including location and format of data
  - Develop the necessary steps to collect needed electronic data that is currently unavailable
  - Establish system needs (security protocols, read only capability, technology requirements, connectivity protocols) necessary to electronically provide shareable information from relevant agencies, organizations, and courts
  - Invest in professional development to use established technology for linking data systems

*Data Strategy B: Specific case-level information is shared and used among relevant agencies, courts, other organizations and systems in a timely way and as allowed by law to inform and improve decision making, service delivery, and individual outcomes*

1. Explore development and implementation of formal inter-agency agreements or policies (e.g., uniform release forms, universal MOUs) for case-level data collection and sharing between relevant agencies, courts, other organizations and systems
  - Explore opportunities, costs, and legal challenges of developing standard agreements, including the option of using a third party negotiator

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<sup>36</sup> The state can leverage and identify commonalities between existing data quality standards

<sup>37</sup> This includes adherence to standards for defining key pieces of data

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- Establish data sharing agreements across all relevant system actors
- Establish processes to regularly review all data-sharing agreements
- 2. Identify uniform processes for timely sharing of relevant case-level data between government agencies, courts, and other public and private organizations and other relevant systems (e.g., education, mental health, substance abuse, child welfare)
- 3. Regularly review policies and processes on information sharing with system professionals, including confidentiality, legal restrictions, and consent forms required for sharing of case-level information, through institutionalized procedures, audit, and professional development to ensure a data-driven culture within agencies, courts, and other organizations
  - Identify staff in participating agencies to be trained on case-level information sharing protocol and conduct trainings
  - Invest in the development of protocols for the operation of information sharing agreements, practitioner's guides, authorization to release forms, and other related tools
  - Establish and utilize a conflict resolution mechanism through which participating agencies can submit questions or feedback about the sharing of case-level data
- 4. Engage families in data collection and dissemination and build understanding about information-sharing protocol and confidentiality of case-level data as needed
  - Determine the appropriate points at which to engage families in data collection across the system
  - Develop concise and easily accessible tools to educate families about information-sharing protocol and confidentiality
- 5. Utilize data to track youth across juvenile justice agencies, other systems (e.g., education, mental health, child welfare) and the adult criminal justice system to inform case-level decision making
  - Investigate key barriers (e.g., legal, ethical, political) to correctly identifying youth through the juvenile justice system and other systems
  - Identify and adopt viable mechanisms (e.g., matching software applications, middleware, databases, unique identifiers, required legislative change) to correctly track youth across the system based on input of key system stakeholders

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*Data Strategy C: Basic aggregate and de-identified<sup>38</sup> case-level data is shared, regularly analyzed and used across the juvenile justice system and other systems at the agency, local,<sup>39</sup> and state levels to understand and improve program management and system outcomes*

1. Establish agreement among key actors about the purposes and value of aggregate and de-identified case-level information sharing, objectively assessing the needs, benefits, costs, and obstacles to doing so (including legal, ethical, and political obstacles, and barriers to sharing information between systems)
2. Explore development and implementation of aggregate-level and de-identified case-level data collection, sharing, and analysis between relevant agencies, courts, other organizations and systems through uniform MOU, universal waiver, or legislative / regulatory change<sup>40</sup>
  - Identify opportunities, costs, and legal challenges around developing a mechanism for collecting, sharing, and analyzing aggregate-level and de-identified case-level data
  - Create uniform processes for timely sharing of relevant aggregate-level or de-identified data between government agencies, courts, and other public and private organizations and other relevant systems (e.g., education, mental health, substance abuse, child welfare)
  - Establish processes to regularly review all data-sharing agreements
3. Utilize aggregate and de-identified case-level data regularly to understand outcomes at key points across the juvenile justice system and other systems
  - Analyze current state of data analysis across agencies, courts, and other organizations
  - Identify key gaps in data and system outcomes analysis and opportunities to improve internal analytic capacity
  - Invest resources to support data analysis and use of data to inform decision making and policy
  - Utilize professional development to ensure analytic capacity of government agencies, courts, and other organizations to use data to enhance individual organizational performance on an ongoing basis

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<sup>38</sup> “De-identified” case-level data includes data that is not individually identifiable and used for research or analytical purposes.

<sup>39</sup> “Local level” may encompass a city, county, or collection of counties/region.

<sup>40</sup> This would likely include an extensive analysis of confidentiality statutes and barriers by legal experts

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4. Utilize data to track youth across juvenile justice agencies, other systems (e.g., education, mental health, child welfare) and the adult criminal justice system to understand system outcomes
  - Identify and adopt viable mechanisms to identify youth across the system, such as unique identifiers or high probability matching of individualized data, based on an acceptable data defect rate
  - Establish mechanisms through legislation or needed policy change, based on the input of key system stakeholders
5. Establish partnerships and processes for undertaking evaluation research on target populations, programs, and system outcomes in compliance with federal statutes and regulations including Institutional Review Board (IRB) approvals
  - Develop a cross-systems research agenda and capacity (internal and/or external staff resources or consultants) for analysis
6. Conduct and regularly make available to the system and the public cross-systems research, analysis (including cost-benefit analysis), and monitoring of agreed upon aggregate data and progress towards strategic goals

# Appendix G

## Appendix G: Stakeholders Engaged

### *Coordination and Accountability Working Group Members*

Stephen Acquario, New York State Association of Counties  
Cami Anderson, formerly of New York City Department of Education\*  
Kate Breslin, Schuyler Center for Analysis and Advocacy  
Laurence Busching, New York City Administration for Children's Services\*  
Sean Byrne, Division of Criminal Justice Services\*  
Gladys Carrión, Office of Children and Family Services\*  
Janelle Cleary, Council on Children and Families, Community Justice Forum  
Hon. Michael Coccoma, Courts Outside of New York City\*  
John Donohue, New York Police Department\*  
Bill Gettman, Office of Children and Family Services  
Elizabeth Glazer, Office of the Secretary to the Governor\*  
Jacquelyn Greene, Division of Criminal Justice Services\*  
Avery Irons, Children's Defense Fund, Youth Justice Programs  
Emily Tow Jackson, Tow Foundation\*  
David Jolly, Orange County Department of Social Services  
Jeremy Kohomban, The Children's Village\*  
Timothy Lisante, New York City Department of Education\*  
Robert Maccarone, Office of Probation and Correctional Alternatives\*  
Diane Mastin, Schuyler Center for Analysis and Advocacy  
Jessica Morelli, New York State Association of Counties  
James Purcell, Council of Family and Child Caring Agencies\*  
Gabrielle Prisco, Correctional Association of New York\*  
Kristin Proud, New York State Executive Chamber\*  
Kelly Reed, Monroe County Department of Human Services\*  
Hon. Edwina Richardson-Mendelson, New York City Family Court\*  
Vincent Schiraldi, New York City Department of Probation\*  
Todd Scheuermann, New York State Division of Budget  
Tamara Steckler, Legal Aid Society\*  
Euphemia Strauchn-Adams, Families on the Move of New York City  
Michele Sviridoff, New York City Criminal Justice Coordinator's Office\*

### *Continuum Working Group Members*

Leslie Abbey, New York City Administration for Children's Services  
Sonia Balaram, Harlem Youth Court  
Ana Bermudez, New York City Department of Probation  
Rebecca Corso, New York State Division of Budget  
Carol Dankert, Erie County Department of Social Services

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Felipe Franco, New York State Office of Children and Family Services  
Stephanie Gendell, Citizens' Committee for Children  
Gineen Gray, New York City Department of Probation  
Betsy Kenney, New York State Education Department  
Joe Mancini, Schenectady County Probation Department  
Nancy Martinez, New York State Office of Children and Family Services  
Pam Neubeck, Legal Aid Society  
Zachary Norris, Justice for Families  
Hector Ramirez, Northeast Parent and Child Society  
Kelly Reed, Monroe County Department of Human Services\*  
Kristin Riley, New York State Office of Mental Health  
Charles Schillaci, Seneca County Department of Social Services  
Sharon Townsend, New York State Judicial Institute

## ***Data Working Group Members***

Jeffrey Baker, New York State Education Department  
Jeffrey Butts, Research and Evaluation Center, City University of New York  
Jacqueline Deane, Legal Aid Society  
Vajeera Dorabawila, Office of Children and Family Services  
Christopher Fisher, New York City Department of Probation  
Jim Gilmer, Division of Criminal Justice Services  
Sara Green, New York City Department of Education  
Donelle Hauser, Berkshire Farm Center and Services for Youth  
Emily Tow Jackson, Tow Foundation\*  
Karen Kane, New York State Office of Court Administration  
Bonnie Kornberg, Graham Windham  
Amelia Lepore, New York State Office of Court Administration  
Susan Mitchell-Herzfeld, Office of Children and Family Services  
Teresa Portelli, Office of Children and Family Services  
Terry Salo, Division of Criminal Justice Services  
Michele Sviridoff, New York City Criminal Justice Coordinator's Office\*  
William Travis, Office of Children and Family Services

## ***Stakeholders Engaged through Interviews and Focus Groups***

Leslie Abbey, New York City Administration for Children's Services  
Patricia Aikens, Albany County Probation Department  
Angela Albertus, New York City Law Department  
Hon. Allen Alpert, Bronx County Family Court  
Abby Anderson, Connecticut Juvenile Justice Alliance  
Cami Anderson, New York City Department of Education  
Nate Balis, Annie E. Casey Foundation



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Hon. Nancy Bannon, Bronx County Family Court  
Leslie Barnes, Monroe County Office of Probation and Community Corrections  
Lori Beer, Saratoga Center for the Family  
James Bell, W. Haywood Burns Institute  
Deborah Benson, Council on Children and Families  
Arielle Bernstein, Fight Crime: Invest in Kids New York  
Shay Bilchik, Center for Juvenile Justice Reform  
Sarah Bryer, National Juvenile Justice Network  
Hon. Paul Buchanan, Erie Family Juvenile Treatment Court  
Robert Burns, Monroe County Office of Probation and Community Corrections  
Joyce Burrell, Office of Children and Family Services  
Laurence Busching, New York City Administration for Children's Services  
Sean Byrne, Division of Criminal Justice Services  
Patricia Campie, National Center for Juvenile Justice  
Gladys Carrion, Office of Children and Family Services  
Juan Cartagena, Community Service Society  
Daniel Chaney, Wayne County Juvenile Justice Services Division  
Loretta Chin, Children's Studies Program and Center, CUNY  
Michael Cilluffo, Bronx County Family Court  
Hon. Michael Coccoma, Courts Outside of New York City  
Joseph Cocozza, National Center for Mental Health & Juvenile Justice  
Alexandra Cox, Institute for Juvenile Justice Reform and Alternatives  
Barbara DeMayo, New York City Family Court  
Janet DiFiore, Westchester County District Attorney's Office  
Tina Dixon, Center for Children's Law and Policy  
David Domenici, See Forever Foundation and Maya Angelou Schools  
John Donohue, New York Police Department  
Hon. Monica Drinane, Bronx County Family Court  
Felipe Franco, Office of Children and Family Services  
Gene Funicelli, Putnam County Probation Department  
Laurie Garduque, Juvenile Justice, MacArthur Foundation  
Stephanie Gendell, Citizens Committee for Children  
Elizabeth Glazer, Office of the Secretary to the Governor  
Warner Graham, Boys Town New York  
Jacquelyn Greene, Division of Criminal Justice Services  
Anthony Hough, Office of Children and Family Services  
Avery Irons, Children's Defense Fund  
Lori Iskowitz, New York City Law Department  
Robert Iusi, Warren County Probation Department  
Charisa Kiyô Smith, Advocates for Children  
Jeremy Kohomban, The Children's Village  
Catherine Lane, Dutchess County Probation Department  
Dr. Gertrud Lenzer, Children's Studies Program and Center, CUNY

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Cindy Lewis, Monroe County Department of Human Services  
Faye Lewis, Staten Island Community Residential Cluster  
Kung Li, Open Society Institute  
Thomas Lillis, Erie County Department of Social Services  
Hon. Jonathan Lippman, Office of Court Administration  
Timothy Lisante, New York City Department of Education  
Mary Livers, Louisiana Office of Juvenile Justice  
Lee Lounsbury, Council of Family and Child Caring Agencies  
Bart Lubow, Annie E. Casey Foundation  
Robert Maccarone, Office of Probation and Correctional Alternatives  
Joseph Mancini, Schenectady County Probation Department  
Eduardo Marcial, Crossroads Juvenile Center  
Jody Marksamer, National Center for Lesbian Rights  
John Mattingly, New York City Administration for Children's Services  
Anne Mc-Intyre-Lahner, State of Connecticut Department of Children and Families  
Susan Mitchell-Herzfeld, Office of Children and Family Services  
Edward Myers Hayes, Cayuga Homes for Children  
Zachary Norris, Justice for Families  
Linda Oinen, Monroe County Department of Human Services  
Rocco Pozzi, Westchester County Probation Department  
Francine Perretta, Westchester County Probation Department  
Janice Pressley, Office of Children and Family Services  
Gabrielle Prisco, Correctional Association of New York  
James Purcell, Council of Family and Child Caring Agencies  
Julie Revaz, State of Connecticut Court Support Services Division, Judicial Branch  
Kelly Reed, Monroe County Department of Human Services  
KJ Rhee, Institute for Juvenile Justice Reform and Alternatives  
Hon. Edwina Richardson-Mendelson, New York City Family Court  
Natalie Rodriguez, Bronx County Family Court  
Michael Rohan, Cook County Juvenile Probation and Court Services  
Lourdes Rosado, Juvenile Law Center  
Annie Salsich, Vera Institute of Justice  
Vincent Schiraldi, NYC Department of Probation  
Robert Schwartz, Juvenile Law Center  
Alfred Siegel, Center for Court Innovation  
Mark Soler, Center for Children's Law & Policy  
Tamara Steckler, Legal Aid Society  
Mark Steward, Missouri Youth Services Institute  
Mary Ellen Still, Dutchess County Probation Department  
Frank Straub, City of Indianapolis  
Euphemia Strauchn-Adams, Families on the Move of New York City  
Michele Sviridoff, New York City Criminal Justice Coordinator's Office  
Christopher Tan, Advocates for Children

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Michael Thompson, The Council of State Governments Justice Center  
Wansley Walters, Miami Dade County Juvenile Services Department  
Meredith Wiley, Fight Crime: Invest in Kids  
Judy Yu, Correctional Association of New York

## ***Site Visits Conducted***

Boys Town New York  
Bronx Family Court  
Children's Village  
Crossroads Juvenile Center  
Ella McQueen Reception Center  
Staten Island Residential Center

## ***Focus Groups Conducted***

Advocacy groups  
Department of Human Services / Department of Social Services Commissioners  
System-involved youth at Staten Island Residential Center  
Staff at Staten Island Residential Center  
System-involved youth at Ella McQueen Reception Center  
Staff at Children's Village  
Staff at the Legal Aid Society  
Department of Probation Commissioners

# Appendix H

## Appendix H: Proposed Timeline for Near-Term Action Steps

|  | 0-3 months | 3-6 months | 6-9 months | 9-12+ months |
|--|------------|------------|------------|--------------|
| <b><i>In the near-term, it will be critical to:</i></b>  |            |            |            |              |
| <b>1</b>   | █          |            |            |              |
| Ongoing Coordination: Evolve the current Steering Committee into a Strategic Planning Action Committee (SPAC)  |            |            |            |              |
| <b>2</b>   | █          |            |            |              |
| Multi-Stakeholder Input: Evolve the existing Working Groups to establish an ongoing role in providing regular feedback and guidance to the SPAC on implementation and helping to drive the work forward  |            |            |            |              |
| <b>3</b>   | █          | █          |            |              |
| Performance Measures: Finalize agreement on a set of high-level system outcomes and performance measures towards which all agencies, organizations, and courts will align their work, and begin to monitor progress<br>Note: High-level system outcomes will be shared across all system actors. Some performance measures will be specific to each part of the system while other measures may be tracked systemwide (e.g., racial and ethnic representation at all points across the system) |            |            |            |              |
| <b>4</b>   |            |            |            |              |
| Data Infrastructure and Analysis: Establish data infrastructure and analytical capacity  |            |            |            |              |
|  |            | █          |            |              |
| a. Utilize a state-level data coordination team  |            |            |            |              |
|  |            | █          |            |              |
| b. Conduct a data inventory  |            |            |            |              |
|  |            |            | █          |              |
| c. Explore development and implementation of a uniform MOU or universal waiver   |            |            |            |              |
| <b>5</b>   |            | █          |            |              |
| Analysis of Continuum: Conduct analysis of current continuum of providers across the state and assess relative to juvenile delinquency to identify current system gaps, barriers to access, and promising practices  |            |            |            |              |
| <b>6</b>   |            | █          | █          |              |
| Ongoing Input from Localities: Utilize a workgroup of agency staff to develop a plan that leverages existing or develops new local interagency advisory teams (at the county, region, and / or city levels) to support and coordinate local implementation of statewide reforms  |            |            |            |              |
| <b>7</b>   |            |            | █          | █            |
| Feedback Mechanisms: Establish regular mechanisms to gather feedback from, incorporate feedback where necessary, and share emerging plans and strategies for system reform with key stakeholders around the state  |            |            |            |              |
| <b>8</b>   |            |            | █          | █            |
| Performance Contracting and Quality Standards: Implement and effectively utilize uniform performance-based contracting and quality standards for public and private providers  |            |            |            |              |
| <b>9</b>   |            |            | █          |              |
| Financing Models and Oversight Structures: Conduct analysis of potential financing models, oversight structures, and case jurisdiction responsibilities  |            |            |            |              |
| <b>10</b>  |            |            |            | █            |
| Support for What Works: Establish an interactive, best practice clearinghouse to expand the capacity of agencies, organizations, and courts across the state to adopt both NYS-based and national innovative research-driven and evidence-informed practices   |            |            |            |              |

