



Juvenile Justice  
Advisory Group

# Annual Report 2017

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**New York State Juvenile Justice Advisory Group (JJAG)  
2017 Annual Report**

The U.S. Congress requires the Juvenile Justice Advisory Group to report to the Governor and Legislature annually. This report fulfills that requirement for 2017.

**Members**

<b>MEMBER</b>	<b>TITLE</b>
Jack Carter	Juvenile Justice Advisory Group Chair
Euphemia Adams	Executive Director, Families on the Move
Thomas Beilein	Chair, state Commission of Correction
Jenny Besch	Director, Westchester and Rockland Mediation Centers
Gladys Carrión	Commissioner, New York City Administration for Children's Services
Hernan Carvente	New Leaders Council National Youth Chair, Coalition for Juvenile Justice
Joseph Cocozza	Director, National Center for Mental Health and Juvenile Justice
Brendan Cox	Chief, Albany Police Department
Michelle Diaz	Youth Member; Emerging Leader Committee Chair, Coalition for Juvenile Justice Executive Board
Edward Fergus	Assistant Professor, Temple University
Mike Green	Executive Deputy Commissioner, state Division of Criminal Justice Services
Martha Walsh Hood	Family Court Judge, Onondaga County
Emily Tow Jackson	Executive Director, Tow Foundation
Robert M. Maccarone	Deputy Commissioner, state Division of Criminal Justice Services and state Probation Director
Emanuel McCall	Program Specialist, YouthBuild Schenectady
Sheila Poole	Acting Commissioner, state Office of Children and Family Services
Meredith Ray-LaBatt	Deputy Director, Division of Integrated Community Services for Children and Families, state Office of Mental Health
Karen Richmond	Executive Director, Children's Home of Jefferson County
Lester Young	Regent-At-Large, University of the State of New York

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## **I. Introduction and Background**

The federal Juvenile Justice and Delinquency Prevention Act (JJDP), enacted in 1974 and reauthorized in 2002, created the Office of Juvenile Justice and Delinquency Prevention (OJJDP) to support state and local delinquency prevention efforts and juvenile justice system improvement. The law established grant programs and outlined federal standards – known as core protections – for the care and custody of justice-involved youth.

New York State Executive Order 80 (1986) establishes the Juvenile Justice Advisory Group (JJAG) as the required state advisory group for overseeing the development and implementation of the state plan, supervising the distribution of federal delinquency prevention funds and monitoring compliance with federal juvenile justice mandates. Board members are appointed by the Governor and represent a range of juvenile justice stakeholders: criminal justice, human services, court and research professionals, advocates, formerly justice-involved youth, community members and others.

The same Executive Order also designates the Division of Criminal Justice Services (DCJS) as the state agency for supervising the preparation of the state's juvenile justice plan. The agency administers the plan and manages federal delinquency prevention funding allocated to New York, and the DCJS Office of Youth Justice provides administrative support to the JJAG and oversees the implementation and monitoring of contracts on the advisory group's behalf. The agency collaborates with the state Office of Children and Family Services (OCFS) on some juvenile justice initiatives.

The Juvenile Justice Advisory Group oversees distribution of approximately \$1.6 million annually in federal grants to fund delinquency prevention, effective interventions to justice-involved youth and juvenile justice systems improvement. In addition, the Group monitors the state's compliance with the four core requirements of the Juvenile Justice and Delinquency Prevention Act:

- Sight and sound separation of juvenile delinquents from adult offenders;
- Deinstitutionalization of status offenders;
- Removal of juvenile delinquents from adult jails and lock-ups and
- Reduction of disproportionate minority contact in the juvenile justice system.

## **II. Federal Mandates: Compliance and Monitoring**

### *Juvenile Justice and Delinquency Prevention Act*

States receiving federal Title II formula grant funding are required to comply with four core protections guaranteed by the Juvenile Justice and Delinquency Prevention Act. DCJS contracts with the state Commission of Correction to assure monitoring and compliance with the first three requirements, which are related to permissible methods of confinement for youth.

The first, deinstitutionalization of status offenders, prohibits placing youth deemed to be persons in need of supervision in secure detention or correctional facilities. The second, separation of juveniles from adult offenders, requires that juveniles who are alleged or found to have been delinquent and/or persons in need of supervision are kept away from any contact with adult inmates awaiting trial or convicted of a crime. The third core protection, removal of juveniles from adult jails and lockups, prohibits using adult jails and lock-ups to confine juveniles for any length of time.

The Commission has statutory authority to perform monitoring of correctional facilities across the state. Existing state laws meet or exceed federally mandated requirements for the custody and detention of status offenders and non-offenders; separation of juveniles from adult offenders; and removal of juveniles from adult jails and lock-ups. Because of this, facilities in New York State either meet or exceed federal requirements in almost every case where state law is being strictly followed.

The Commission maintains a monitoring schedule that ensures that all adult jails, lock-ups and secure facilities are inspected at least every three years. In addition, the Commission monitors a secure online portal, which agencies must use to report any suspected violations in real time. OCFS and New York City's Administration for Children's Services are responsible for operating juvenile facilities in New York. The two agencies, the Commission and DCJS have agreements in place permitting onsite inspections and reviews of records in all juvenile facilities throughout the state to ensure they are in compliance with federal standards.

New York's strategy for reducing disproportionate minority contact (DMC) or racial and ethnic disparities (RED) in the juvenile justice system includes a state-level compliance management effort, local reform and best practices that are expected to reduce disproportionate minority contact, and a technical assistance component. Title II funds support a full-time statewide Race Equity Coordinator – formerly known as the Disproportionate Minority Contact Coordinator – to monitor and improve race and ethnicity related data; identify and advise on implementing best practices and to provide technical assistance and training regarding racial and ethnic disparities for local and state-level stakeholders.

The Race Equity Coordinator is responsible for monitoring compliance with strategies to reduce disproportionate minority representation in the juvenile justice system across the state using the federal Office of Juvenile Justice and Delinquency Prevention's five-phase DMC Reduction Model. This includes working with state and local entities to enhance the quality and quantity of data measuring disproportionality, collaborating with localities to investigate root causes of disproportionality when it is found and implementing strategies to reduce racial and ethnic disparities.

For example, the Race Equity Coordinator provides training and technical assistance to local and statewide partners, helping to identify policies and practices that may contribute to disparate treatment of minority youth in the system. Training includes both the historical perspective of race equity and the impact implicit bias has on decision making. In 2017, activities included:

- Training for the DCJS Office of Probation and Correctional Alternatives, the Onondaga County Probation Department and the Nassau County RED Subcommittee about racial and ethnic disparities and implicit bias;
- Providing technical assistance on implementing the Second Chance Act "SMART on Community Supervision" award to six counties participating in the Partnership for Youth Justice and on the Policy Academy Action Network Project;
- Presenting on disproportionate minority contact and racial and ethnic disparities issues at local and national conferences; and
- Providing racial and ethnic disparities support to the Regional Youth Justice Teams, as well as various statewide cross agency groups.

### **III. Juvenile Justice Advisory Group Activities**

The Juvenile Justice Advisory Group met quarterly, alternating primary meeting sites between Albany and New York City. These meetings covered a range of topics, including summary presentations of select projects; reviews of federal funding commitments and balances; briefings on state and federal juvenile justice initiatives; and discussions of policy and funding priorities.

The DCJS Office of Youth Justice provides support staff to the board, managing meeting logistics, providing programmatic oversight for projects, and developing funding solicitations based on the group's identified priorities, in addition to other administrative functions. The DCJS Office of Program Development and Funding oversees contracts and budgets to ensure compliance with federal funding requirements. New York State juvenile justice data are compiled by several state and local agencies, including the Office of Children and Family Services, the Office of Court Administration, the Office of the New York City Criminal Justice Coordinator, the New York City Administration for Children's Services and the New York City

Police Department. Partnering with these agencies and others, DCJS' Office of Justice Research and Performance compiles and analyzes juvenile justice data to produce a statewide picture of juvenile justice trends.

The Juvenile Justice Advisory Group continued to monitor ongoing projects, implemented several new initiatives and approved funding for 2018 activities.

### **A. Three-Year Plan for Juvenile Justice (2015 – 2017): Updates**

The federal Office of Juvenile Justice and Delinquency Prevention requires states to develop three-year plans outlining long-range strategies for use of Title II Formula funds. During interim years, states submit annual applications that update accomplishments, provide juvenile justice data and demonstrate compliance with the federal law's core protections.

The Juvenile Justice Advisory Group's current three-year plan identifies the following priorities:

- Implement a best practice institute;
- Address the intersection of education and juvenile justice;
- Engage in a facilitated planning process;
- Incorporate disproportionate minority contact reduction strategies into all activities;
- Include the voices of affected people, and
- Narrow the 'front door' at points of re-entry, community-based diversion, probation and successful probation completion and others.

In 2017, the Group's focus on comprehensive, coordinated approaches to systemic improvement continued. Awards supported capacity-building efforts at state and local levels, including collaboration across state and local agencies, strategic planning and training for professionals and community members.

#### New York State Youth Justice Institute

The Juvenile Justice Advisory Group allocated funding to support establishment of a Youth Justice Institute to be housed at the State University of New York at Albany. The Institute will support the dissemination, implementation, and assessment of evidence-based and promising practices in youth justice, and will conduct research to advance the science and practice of prevention and intervention programming. The commissioners of the Division of Criminal Justice Services and the state Office of Children and Family Services chair an executive committee that will oversee operation of the Institute, partnering with the University's School of Criminal Justice. Formal agreements for the Institute are in place and it is anticipated that the new Executive Director will on board in the Spring of 2018.

## Education and Juvenile Justice

### *Restorative Practices in Schools*

Three of the Regional Youth Justice Teams (Capital Region, Mohawk Valley, and Long Island) had small amounts of funding remaining from their prior year grants, and collaborated with DCJS to offer two, four-day train-the-trainer workshops for school personnel in restorative practices. Restorative Justice Education provided the trainings, which consisted of sixteen modules.

The Capital Region and Mohawk Valley teams partnered on a four-day training in restorative practices. Participants included staff from three school districts and two BOCES (Boards of Cooperative Educational Services) sites. In addition, probation officers, social services workers, community providers and grassroots organizations were represented. Team members helped envision how restorative approaches could inform school disciplinary policies and engaged in some longer-term planning efforts.

Six Long Island school districts – four from Suffolk County and two from Nassau County – sent teams to a training hosted by Eastern Suffolk BOCES. Personnel from several schools from the Mid-Hudson region also attended the training, as did individuals from the state Education Department, the court system, probation offices and service providers.

In all, nine participants from three BOCES organizations, 85 participants from 26 school districts, and 17 participants from 13 other relevant organizations were trained. DCJS is working with the state Education Department (SED) to explore the possibility of training staff development professionals from the state's 37 BOCES districts as a step toward embedding restorative practices in schools across New York.

### *Georgetown School-Justice Certificate Program*

Teams from Ulster County and the City of Mount Vernon applied and were selected to participate in Georgetown University's Center for Juvenile Justice Reform (CJJR) School-Justice Partnerships certificate program. The teams participated in workshops and learning sessions conducted by national experts over the course of five days, during which each team developed the parameters of a capstone project. Returning home, participants finalized details of their plans and began the process of implementing the projects to address specific issues in their local jurisdictions:

- The Ulster County team has undertaken strategies to create school environments that foster better academic and social outcomes for youth at risk.



- Mount Vernon’s team is working on revamping the current alternative setting system for students facing long-term suspensions and developing a targeted reintegration process to facilitate successful transitions for students returning to their home schools after long term suspension, alternative placement, or incarceration.

### *Strategic Planning*

On behalf of the Juvenile Justice Advisory Group, DCJS engaged a consultant to facilitate a strategic planning process that will guide the Group’s work over the next three years. By year’s end, the following were accomplished:

- A series of 17 confidential key informant interviews with JJAG members, DCJS staff, and other experts;
- Review of the juvenile justice plan submitted in the 2017 Title II application;
- A presentation and incorporation of feedback from the Group’s December meeting;
- A comprehensive review of national initiatives in juvenile justice, with specific attention to best practices in other states;
- Review of other states’ juvenile justice plans;
- Review of previous New York plans, studies, and priorities for juvenile justice reform;
- Review of Federal and state law, Group bylaws and other policy documents;
- Review of Juvenile Justice Advisory Group meeting minutes, and
- Review of strategic plans and coordination plans of relevant state agencies.

A draft report and strategic plan is scheduled to be provided for the Group’s review in early 2018.

### *Race Equity Work*

In addition to work performed by the state’s race equity coordinator, the Juvenile Justice Advisory Group funded several projects designed to impact racial and ethnic disparities. These projects included the Georgetown Racial and Ethnic Disparities Certificate Program; Mind Science of Bias Training; Results Based Accountability Training; the Youth Empowerment Academy; and two police youth interaction training events that covered topics related to adolescent brain development, trauma, implicit bias and youth engagement.

### *Georgetown Certificate Program: RED*

In 2017, the JJAG approved another round of funding to send two teams to the Georgetown Reducing Racial and Ethnic Disparities (RED) Certificate Program. The RED certificate program is a week-long intensive training to support local jurisdictions in their efforts to reduce the over-representation of youth of color in their systems from arrest to secure placement. In November of 2017, county-level teams from Albany and Oneida attended the certificate program. After

completing the program, each team developed a capstone project to address RED in their respective jurisdictions during 2018:

- Albany County's capstone and work will be focused on increasing the successful exit and re-entry for youth of color from placement, as well as, preventing further penetration into the juvenile justice system.
- Working through the auspices of the county's Second Chance Act grant, Oneida County's capstone and work focuses on the front end of the system, aiming to decrease school-based arrests and referrals for kids of color.

### *Youth Empowerment Academy*

Capitalizing on the success of the previously funded Youth Empowerment Academy (YEA), the JJAG approved funding for three additional YEAs to incorporate youth voice into policy and programming. The purpose of the YEA is to train young men and women who were formerly involved in the juvenile justice system to facilitate focus groups and synthesize the resulting information into a report detailing youth recommendations to improve the juvenile justice system.

DCJS awarded grants to three non-profits in three regions of the state to conduct the academies: the Capital Region, Western New York and Long Island. The YEAs and supporting work will be completed in 2018 with reports and recommendations scheduled to be presented to the JJAG in December of 2018.

### *Statewide Training*

To expand knowledge and increase the capacity of juvenile justice stakeholders at the local level, the JJAG approved funding for two training opportunities to occur throughout the course of 2018. The first training, The Mind Science of Bias by the Perception Institute, provides foundational knowledge of the growing body of research regarding what happens in the brain as it relates to implicit bias, racial anxiety and stereotype threat. This funding will expand the work done in last year's training funded by the Office of Children and Family Services by bridging the gap of knowing and then doing something about it. In addition, funding will support a second training opportunity in Western, New York in the fall.

### *Results Based Accountability*

To better equip counties to utilize their data in decision making as well as utilizing data to turn the curve as it relates to racial and ethnic disparities, the JJAG provided funding for training in

Results Based Accountability (RBA). RBA is a data-driven process that helps communities move past talking about the problem to take strategic steps to solve problems and create lasting improvements for youth and their families. Training will be conducted through the Regional Youth Justice Team structure with space for teams of five from each county to participate. In addition to the regional training, funding will support training for a cadre of state staff in the RBA approach to sustain the training and provide technical assistance.

### *Youth-Police Relationships*

The Juvenile Justice Advisory Group is continuing to support two different approaches to improving interactions between law enforcement and young people first implemented in 2016. Strategies for Youth, a policy and training organization, delivered a four-day, train-the-trainer module to 16 officers from the Albany and Newburgh police departments. This training aimed at helping officers understand adolescent development and interaction through three approaches: assessment, a review of policies and training other trainers or coaches. The Albany Police Department has tailored training to meet their needs, training current officers on the model and incorporating the principles into their police academy so that all new recruits receive the two-day training. Strategies for Youth also provided two regional, two-day trainings for patrol and school resource officers.

The Pennsylvania Disproportionate Minority Contact Youth-Law Enforcement Curriculum is an evidence-based reduction strategy first implemented at the Philadelphia Police Academy in 2009. The two-day, train-the-trainer model brings youth and police officers together to share and understand their differing perspectives and gives youth the opportunity to become trainers for future sessions. The model also provides support and technical assistance throughout the process. The DCJS Office of Youth Justice is partnering with the Mt. Vernon Police Department to provide the training in the Spring of 2018.

## **B. Special Projects**

### *Supporting the Well Being of System Involved LGBTQ Youth*

With support from the Juvenile Justice Advisory Group, teams from Suffolk and Westchester counties attended the Georgetown Certificate Program “Supporting the Well Being of System Involved LGBTQ Youth.” Accompanied by a DCJS staff liaison, the teams designed capstone projects and are working with the staff liaison to complete the projects.

Suffolk County's goals focused on promoting and enhancing appropriate and respectful treatment for LGBTQ youth through an approach that includes education, advocacy and training. Efforts will benefit schools, parents, probation officers, child welfare, police, facility staff and others. Suffolk participants also are focusing on improving data related to LGBTQ youth, as data from New York State is not well-represented in national reports and studies.

Westchester County merged their LGBTQ work with the county's Girls Justice Initiative. Its project focused on implementing gender- and trauma-responsive training for child-serving agencies that engage with probation and the courts. Efforts also include work on improving related data quantity and quality.

The Office of Youth Justice plans to continue and expand upon this type of work in 2018, looking to improve both data and practice across the state.

#### *Youth with Problem Sexual Behaviors*

DCJS and OCFS collaborated to develop capacity for an evidence-based intervention designed to address the needs of youth exhibiting inappropriate sexual behaviors, and the agencies continued to build upon efforts started in 2016 to train teams of clinicians in six sites in the school-age model developed by the Oklahoma University Health Sciences Center. In 2017, the agencies began supporting clinicians at the six sites who have reached or are expected to reach fidelity in the model so that they can become trainers themselves. The program is designed for children who are 7 through 12 and their caregivers. In 2018, the agencies will provide similar training to six sites in the adolescent model that is designed to treat youth who are 13 through 18.

#### *ROSEbuds Pilot Initiative*

ROSEbuds is a peer-to-peer advocacy intervention for justice-system-involved girls, based on gender-responsive and trauma-informed principles of care. Advocates work with girls for 10 to 12 weeks, meeting with them two times per week, and delivering 10 hours of intervention per week: a total of 120 hours of intervention in three months. The ROSES model is entirely community based: Advocates work with youth in the context of girls' communities, typically meeting with girls at home, in school, and in public spaces. ROSES also engages girls to develop the goals of the intervention with the support of their advocates and critical individuals in their lives. Advocates typically attend court, probation and caseworker meetings, and meet with girls if they are confined. ROSES focuses on prioritizing girls' voices and maximizing their choices using gender-responsive guidelines. Through the Permanent Judicial Commission on Justice for Children, a pilot project was conducted in Westchester County. A master trainer was trained in the model, peer advocacy was delivered to two cohorts of girls, and an assessment of program delivery, implementation, and supervision is being developed.

### *Child Advocacy Studies (CAST) Program*

Also through the Permanent Judicial Commission, DCJS offered a training to university professors on the implementation of the Child Advocacy Studies Program (CAST), developed through the Gundersen National Child Protection Training Center. The CAST curriculum provides comprehensive education relevant to child abuse and child maltreatment for any student planning to enter a career in which they will be working with children. CAST is a post-secondary curriculum that has been implemented in dozens of colleges and universities in more than 20 states across the country as a minor or certificate program. DCJS will continue to work with the professors who have been trained to assist with implementing the CAST program within their colleges and universities.

### **C. Support for Regional Youth Justice Teams**

Nine Regional Youth Justice Teams continued their work fostering cross-county, multi-disciplinary approaches to juvenile justice program and policy work. DCJS Office of Youth Justice staff serve as liaisons between the teams and the state, advising the teams of state-level trends and initiatives and communicating local concerns and accomplishment to state agencies and other state-level policy makers.

The Juvenile Justice Advisory Group's grants to teams (2015 – 2017) supported local and regional juvenile justice system improvement efforts, including training in evidence-based practices and other activities that are enhancing community responses to justice-involved youth and their families.

The work of the teams will continue in 2018 with expanded leadership from additional counties and disciplines. The Youth Justice Institute also will provide technical assistance to the teams to help with goal-setting and outcome measurement.

2017 Activities of the Regional Youth Justice Teams included the following:

- The Capital Region team continued moving forward to implement its nine-county strategic plan for juvenile justice and plans to focus on specific issues identified in that plan when the next round of funding becomes available. The team also partnered with the Mohawk Valley team to offer a four-day restorative practices train-the-trainer workshop at Fulton-Montgomery Community College.
- The Central New York team adopted a new leadership and governance structure, with two key professionals representing each member county. Acting as a planning and implementation committee, this group began meeting quarterly and before each full team

meeting to discuss strategy and direction. Priority areas have begun to take shape in anticipation of the next round of funding, with efforts focused on restorative justice, results-based leadership, and a regional juvenile justice conference.

- Based on review of New York State juvenile justice data, the Finger Lakes team established subcommittees focused on three topic areas: school justice, crisis management and issues related to detention. Each subcommittee developed a strategic plan to inform decisions about future funding and the team hosted Bill Carbone of the Connecticut judicial system to give an overview of Connecticut's 2008 work to raise the age of criminal responsibility.
- The Long Island team established an executive committee to focus and guide team priorities and activities. The team will build on school-related efforts, such as the restorative practices training provided over the summer and the annual Safe and Supportive Schools and Communities conference, and will identify additional membership needs.
- The Mid-Hudson team continued to encourage members to attend relevant workshops and trainings, and participated in the four-day restorative practices train-the-trainer workshop on Long Island. The team also started exploring implementation strategies for New York State's enactment of its Raise the Age law.
- Following the summer restorative practices training (a train-the-trainer model), Mohawk Valley team members helped envision how restorative approaches could inform school disciplinary policies and engaged in some longer-term planning efforts.
- New York City's Juvenile Justice Advisory Committee began to focus attention on logistics and challenges associated with implementation of the Raise the Age law, the first phase of which takes effect in October 2018. The Advisory Committee agreed to serve as a work group on programming and diversion for the city's Raise the Age work being coordinated by the Mayor's Office of Criminal Justice.
- Counties in the North Country continued building on their investment in a therapeutic model that improves treatment outcomes for youth with trauma histories. Following the training of 23 clinicians in the Neurosequential Model of Therapeutics in 2016, the North Country team supported training of 10 additional clinicians in 2017. Further, eight clinicians from the first round of training were selected for an additional six months of training and will be certified as trainers, enhancing the model's sustainability in the region.

- Building on a foundation that started with intensive training in restorative practices for school personnel (2015-2016), Western New York counties have expanded implementation of the model to more than 70 school districts, reaching 150,000-plus students. In 2017, districts identified data points as indicators of school suspension and dropout rates that might be affected by the addition of restorative responses to schools' menus of disciplinary practices.

PROJECTS APPROVED IN 2017	AWARD
Youth Empowerment Academy (YEA): Three sites	\$125,000
Georgetown University Certificate Programs	\$175,000
Youth with Problem Sexual Behaviors (Adolescent Model)	\$210,000
Comprehensive Gang Model Workshop	\$20,000
Training: Interacting w/ Youth with Disabilities	\$20,000
Training: The Mind Science of Bias	\$100,000
Training: Results-Based Leadership	\$100,000