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JUVENILE JUSTICE
SERVICES
TASK FORCE

FINAL REPORT

FEBRUARY 15, 2001

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Table of Contents

	Page
PART I: INTRODUCTION	1
A. Acknowledgements	1
B. Task Force Members	1
C. Purpose of Task Force	3
D. Overview of Task Force Organizational Structure and Deliberations	3
E. Information Gathering	4
F. Gaps in Juvenile Justice System	6
PART II: EXECUTIVE SUMMARY	9
PART III: SUMMARY OF RECOMMENDATIONS	11
A. Explanation of Recommendations	11
PART IV: MODEL SERVICE PROTOCOLS	16
A. Model Juvenile Justice Services Framework: A Balanced Approach	16
B. Model Juvenile Justice Services: Services Outcome Goals	18
C. Model Juvenile Justice Services: Elements of a Comprehensive Continuum	21
D. Using the Model Service Protocols	27
PART V: RECOMMENDATIONS FOR SYSTEM-LEVEL CHANGES: SUPPORTING THE MODEL SERVICE PROTOCOLS	31
A. Improve Effective Collaboration	31
B. Increase Timeliness	34
C. Address Disparities and Language Barriers	35
D. Engage Families	37
E. Involve Community	39
F. Support Early Intervention and Diversion	40
G. Provide Adequate Funding	41
PART VI: CONCLUSION	43
PART VII: REFERENCES	44
PART VIII: APPENDICES	
Appendix A: Service Outcome Goals and Outcome Indicators	
Appendix B: County Level Model Service Protocols	
Appendix C: Individual Case Disposition Model Service Protocols	
Appendix D: Principles of Effective Collaboration	
Appendix E: Suggested Reading List	

PART I: INTRODUCTION

A. ACKNOWLEDGEMENTS

The members of the Minnesota Supreme Court Juvenile Justice Services Task Force wish to thank all who assisted in and supported the work of the Task Force. This report would not have been possible without the support and cooperation of public and private agencies and organizations; and a wide range of concerned juvenile justice system stakeholders.

Many professionals, juveniles, and members of the public contributed by participating in Focus Group Meetings, and by providing comments to the draft recommendations. The Task Force extends special thanks to the facilities that hosted site visits and the juveniles that participated in those events.

The extensive work undertaken by each pilot county workgroup¹ to assist the work of the Task Force was also greatly appreciated. Their efforts to identify system needs; highlight the importance of local decision-making and control needed for effective services; and provide feedback regarding consideration and development of work products provided invaluable perspective for the work of the Task Force. Pilot county involvement provided insight as to the impact the work products and recommendations would have at the local level. The Task Force is thankful for the dedication and support of everyone who participated on these workgroups.

B. TASK FORCE MEMBERS

TASK FORCE CHAIR: **Honorable Joan Ericksen Lancaster**, Associate Justice,
Minnesota Supreme Court

TASK FORCE MEMBERS:

Don Allen, Program Consultant, MN Department of Human Services, Children's Mental Health Division

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¹ Five pilot counties were selected to assist with the work of the Task Force: Beltrami, Hennepin, Olmsted, Ramsey, and Scott counties.

PART I: INTRODUCTION

Mary Ellison, Director, Office of Drug Policy & Violence Prevention
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David King, Juvenile Disposition Advisor, Third Judicial District
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Council on Crime and Justice, Minneapolis, Minnesota

PART I: INTRODUCTION

C. Purpose of Task Force

It has been recognized that juvenile justice system agencies in Minnesota are primarily working in isolation from each other. While some service coordination does occur, it has been sporadic and not the result of a deliberate, comprehensive approach to constructing necessary partnerships. Coordination of efforts between providers has been viewed as necessary, but it has never been incorporated into the system in a large-scale, deliberate fashion. This has been observed at both the state and local levels, and has been viewed by some members of the Minnesota judiciary² as the single most significant problem in the juvenile justice system.³

A review of delinquency and status offenses⁴ revealed that the families and juveniles served by the justice system community have shifting and diverse program needs, and that numerous programs have been developed over the years to address those needs. In response to the identified need for coordination of systems, agencies, and programs affecting juveniles, the Minnesota Supreme Court sought and obtained federal funding to address these issues and established the Juvenile Justice Services Task Force to:

- Identify in designated counties the existing services and collaboratives available to address the needs of families involved in delinquency and status offense cases;
- Identify gaps and overlaps regarding services and collaboratives on a statewide basis;
- Identify barriers to improved collaboration on a statewide basis;
- Develop model protocols to provide optimum service statewide;
- Develop outcome measures by which the effectiveness of juvenile services programs can be monitored; and
- Make recommendations regarding service gaps, overlaps, and barriers to coordinated services

D. Overview of Task Force Organizational Structure and Deliberations

Since November 1999, the Juvenile Justice Services Task Force, under the leadership of the Chair, Justice Joan Lancaster, and the project consultant, the Council on Crime and Justice, have collected information and conducted focus group sessions with various system stakeholders and pilot counties, including Beltrami, Hennepin, Olmsted, Ramsey, and Scott Counties. The consultant also worked closely with the pilot counties to elicit information regarding system issues and provide feedback regarding the development of the model service protocols and principles of collaboration.

² Various judges who participated in focus group sessions indicated that this was a crucial area that needs to be addressed.

³ The juvenile justice system is defined as the stakeholders, e.g., law enforcement, judges, probation officers, prosecution, defense attorneys, and service providers who are involved in the adjudication of and provision of services to juvenile delinquent and status offenders.

⁴ Juvenile delinquency offenses include offenses committed by juveniles, ages 10 and older, which would be a felony or gross misdemeanor crime if committed by an adult or a misdemeanor crime against a person. Status offenses include all juvenile status and petty offenses, including alcohol offenses, controlled substance offenses, tobacco offenses, violations of local ordinances, and offenses that would be a misdemeanor if committed by an adult (except misdemeanor crimes against the person).

PART I: INTRODUCTION

The individuals appointed by the Supreme Court to the Task Force come from diverse backgrounds, and provided their perspective throughout the deliberation process. At the initial meetings of the Task Force in November and December 1999, the Task Force learned about their charge and heard from speakers regarding issues related to juvenile justice services. Throughout January, February, and March 2000, Task Force members held focus group sessions with various system stakeholders, including a focus group session with Task Force members themselves. At the same time, the Council on Crime and Justice gathered information from work groups in Beltrami, Hennepin, Olmsted, Ramsey, and Scott counties.

After collecting and synthesizing all of this information, the Task Force began reviewing the preliminary work of the consultant regarding the work products associated with the Task Force charge. In addition to overseeing the work products, the Task Force began consideration of preliminary recommendations. The Task Force finalized the preliminary recommendations and work products at their September meeting, and distributed materials for review and comment to over 500 judicial system stakeholders, interested individuals, program providers, organizations, and advocacy groups throughout Minnesota.

Following review of the written comments received, Task Force members carefully considered the public comments as they refined their recommendations and work products. As a result of those deliberations, the final recommendations were developed and are fully set forth in the remainder of this report.

E. Information Gathering

1. Statewide Focus Groups:

In order to address the statewide issues outlined in its charge, the Task Force conducted focus groups with various system stakeholders. Nearly 200 individuals participated. The following juvenile justice system stakeholders were included:

- public defenders and dispositional advisors
- county attorneys
- juvenile court judges and referees
- probation officers
- law enforcement
- faith community
- guardians ad litem
- education system professionals
- licensed psychologists and social workers
- service providers
- parents
- victim advocates
- juveniles at Boys Totem Town, Minnesota Correctional Facility - Red Wing, Hennepin County Home School, and Woodland Hills

An additional focus group session was conducted with Task Force members.

PART I: INTRODUCTION

The purpose of conducting these focus group sessions was to learn about each group's experiences and perspectives regarding:

- Guiding principles of the juvenile justice system;
- Gaps and overlaps in the system;
- Barriers faced when working with the system;
- Effectiveness of coordination between agencies and organizations;
- What is working well within the system;
- How to determine whether the system has been successful; and
- How to design a better system.

Task Force Members were present at each focus group session to listen to the responses and to ask follow-up questions. Comments provided by focus group participants helped identify areas needing improvement and guided the Task Force's deliberations regarding recommendations.

Copies of reports related to the focus group sessions are maintained at the Court Services Division at the Minnesota Supreme Court and are available upon request.

2. Pilot Counties:

The Task Force was significantly aided in its work by the input and ideas of juvenile justice system stakeholders in five pilot counties. The five pilot counties – Beltrami, Hennepin, Olmsted, Ramsey, and Scott - were chosen to represent a range of urban, suburban and rural Minnesota jurisdictions. The pilot counties also represented all three probation delivery systems.⁵ Key stakeholders from the juvenile justice system participated in each of the five pilot county workgroups. Participants included juvenile court judges, prosecutors, public defenders, probation officers, guardians ad litem, law enforcement officers, community-based and out-of-home placement service providers, school officials, social workers, and representatives of children's mental health collaboratives, restorative justice programs, family services collaboratives and other juvenile justice collaboratives to identify and address the needs of high risk youth and their families. Task Force members from each of the pilot counties participated in the pilot county workgroups.

Several meetings were held in each of the pilot counties to provide information and suggestions to the Task Force. Meetings were facilitated by the Council on Crime and Justice. Council staff also met individually with pilot county stakeholders. Pilot county stakeholders provided input on the guiding principles of the juvenile justice system, described existing services for juveniles within their county, identified gaps and overlaps in services, analyzed existing collaboratives and barriers to collaboration, discussed elements of effective programs for juveniles, described current efforts to build youth assets, and provided their ideas for a model continuum of juvenile services. A report summarizing the major findings from the initial series of pilot county meetings, Pilot County Workgroup Report and Initial Findings, April 20, 2000, is on file at the Court Services Division at the Minnesota Supreme Court and is available upon request.

⁵ There are three probation delivery systems operating in Minnesota. Juvenile probation services vary from county to county. Some counties use Department of Corrections based probation services, whereas others use county based or community based probation services.

PART I: INTRODUCTION

Pilot county participants also gave feedback and assisted in the development of the model service protocols and principles of collaboration adopted by the Task Force. Ideas for the content of the model service protocols and the ten principles of collaboration were partially based on the experiences of the pilot county stakeholders. Service gaps and weaknesses identified by pilot county stakeholders contributed to many of the Task Force's recommendations, including recommendations and elements within the model service protocols on assessment and early intervention, improved timeliness, better system collaboration and information-sharing, family and community-based services, and services that meet the needs of girls and children of color. Pilot county stakeholders played an important role in highlighting the importance of local decision-making and control in providing effective services for juveniles.

3. Speakers:

Throughout the initial stages of Task Force meetings, Task Force members heard from a number of speakers who provided valuable insight into particular programs and issues related to juvenile justice services. The following individuals presented information at various Task Force meetings:

- Janet Wiig, Executive Director, Institute on Criminal Justice – University of Minnesota: *Juvenile Offenders in Minnesota*
- Mark Carey, Assistant Commissioner of Community Services, Department of Corrections: *Available Funding Streams*
- Kristi Lahti-Johnson, Hennepin County Attorneys Office: *Delinquents Under 10*
- Heidi Chamberlin-George and Jenny Johnston, Ramsey County Dispositional Advisors: *Juvenile Dispositions*
- Greg Potvin, Department of Corrections: *Trends in the System*
- Kay Pranis, Department of Corrections: *Restorative Justice*
- Veronica Schulz, Collaborative Administrator: *Mental Health Collaboratives*
- Pamela Wilson, Ph.D, L.P., Director, Many Rivers Juvenile Assessment Center, Third Judicial District: *Many Rivers Juvenile Assessment Center*
- Don Gemberling, Director, Public Information Policy Analysis Division: *Data Privacy*
- Michael Johnson, Court Services Division, State Court Administration: *Public Access to Judicial Records*

F. Gaps in the Juvenile Justice System

As a result of the information gathered from focus group sessions, pilot county work groups, and speakers, the Task Force identified gaps in the provision of coordinated services in the juvenile justice system. The following information provides a general overview of gaps that were identified in the provision of services, in the juvenile justice system as a whole, and in collaborations. The list is not exhaustive, but is meant to provide an initial impression of perspectives provided by various system stakeholders.

PART I: INTRODUCTION

Service Gaps

The following service areas were identified as some of the programming needs that are lacking on a statewide basis:

- *Aftercare* – programs that provide support after leaving a placement
- *Arson services* – programs that address the specific needs of juvenile arson offenders
- *Assessments* – use of a unified assessment tool that will be recognized among counties
- *Chemical dependency* – programs that properly identify and address chemical dependency needs
- *Culturally specific services* – programs that acknowledge and address the cultural needs of juveniles
- *Early Intervention* – programs that address the needs of juveniles before they become serious juvenile offenders
- *Family centered services* – programs that include families/caregivers in the programming needs of juveniles
- *Fetal alcohol syndrome/effects services (FAS/FAE)* – programs that identify and address the effects of FAS/FAE
- *Funding* – insufficient funds to address all programming needs
- *Interim placements* – facilities that provide an option for juveniles waiting to be placed
- *Juvenile girls* – programs that are local and address the unique needs of girls
- *Living skills* – programs that provide skills for life on one's own
- *Mental Health* – programs that identify and address individualized mental health needs
- *Parenting services* – programs that teach juveniles how to care for their own children
- *Vocational services* – programs that provide adequate employment skills

Juvenile Justice System Gaps

The following juvenile justice system gaps were identified as some of the system issues that need to be addressed on a statewide basis:

- *Accountability* – caregivers should be held accountable for the actions of their child and his or her treatment
- *Court access* – court hours are limited and completing the process takes a long time
- *Consequences* – system delays do not allow for immediate consequences or accountability at an early enough stage to help prevent future delinquent acts
- *Culture* – system needs to acknowledge and accommodate cultural differences
- *Disparate treatment* – delinquent acts are handled differently among the counties and often provide differing dispositions based on where the offense occurred
- *Education* – public needs to be kept informed about what the system is accomplishing and what it needs to make a difference in juveniles lives
- *Funding* – funds are not available to address all the system needs of juveniles
- *Individual juvenile needs* – underlying behavior of juveniles needs to be identified and addressed to promote positive change
- *Language* – juveniles and their families need access to more interpreters in order to keep the process moving and provide necessary assistance
- *Operating philosophy* – counties operate under different operating philosophy which results in inconsistencies throughout the state

PART I: INTRODUCTION

- *Outcomes* – services need to provide a means to identify what programs are actually making a difference
- *Separate funding streams* – children in need of protection and services (CHIPS) and delinquency matters remain separated by different funding sources and their restrictions

Collaboration Gaps

The following collaboration gaps were identified as affecting better collaboration among agencies:

- *Communication* – agencies and the various system stakeholders fail to exchange the information they have available
- *Cooperation* – service providers and system stakeholders do not always cooperate (e.g. schools, law enforcement, probation, social services)
- *Funding* – funding sources place parameters on the use of funds, which in turn effects the ability to establish collaborations
- *Information sharing* – counties do not share information among one another

Task Force deliberations and the resultant recommendations are aimed at addressing these gaps.

PART II: EXECUTIVE SUMMARY

In Minnesota, there are many different agencies and programs that play a role in responding to juvenile crime. These agencies and programs often work in isolation from each other – even when they are providing services to the same child and family. While some service coordination does occur, it is sporadic at best and not the result of a deliberate, comprehensive approach to constructing necessary partnerships. This has been observed at both the state and local levels. Some members of the Minnesota judiciary⁶ view this lack of coordination of services as the single most significant problem in the juvenile justice system.⁷

Numerous programs have developed over the years to address the shifting and diverse needs of the juvenile population served by the justice community. These programs range from very small and specific, to broad in size and scope, however, they are not part of a comprehensive approach. Coordination of efforts between providers has long been viewed as necessary, but it has never really been incorporated into the system in a large-scale deliberate fashion.

In response to these concerns, the Minnesota Supreme Court convened the Juvenile Justice Services Task Force. Chaired by Justice Joan Lancaster, the Task Force was asked to identify the gaps and overlaps in existing services and to develop model protocols for providing optimum services statewide. To maximize the effectiveness of services within the juvenile justice system, the Task Force was also asked to develop outcome goals that identify the results services should achieve and ideas to promote improved collaboration by service providers and system professionals.

With input from statewide focus groups, five pilot counties and experts in the field who gave presentations at Task Force meetings, the Task Force quickly determined that no single “model” for services would work when applied on a statewide basis. Service needs vary too greatly among the eighty-seven counties, as do current efforts to coordinate services and to use outcome goals to measure results.

The Task Force recommends that counties develop their own comprehensive continuum of services - at the local level - where services can be matched with community goals and needs. To help counties do this, the Task Force has adopted model service protocols that begin by identifying the outcome goals the community wants to achieve. The goals are intended to be developed collaboratively – with input from families, caregivers, youth, service providers and professionals working with youth in each county. These goals then serve three purposes: they guide the selection of services within each county, they assist the juvenile court in making dispositional decisions about individual juveniles, and they provide a starting point for evaluating the effectiveness of services.

The Task Force proposes service outcome goals be implemented within the framework of a balanced approach to juvenile justice, which gives equal weight to principles of community safety, accountability, reintegration and restoration of youth, and competency development. The

⁶ Various judges who participated in focus group sessions indicated that this was a crucial area that needs to be addressed.

⁷ The juvenile justice system is defined as the stakeholders, e.g., law enforcement, judges, probation officers, prosecution, defense attorneys, and service providers who are involved in the adjudication of and provision of services to juvenile delinquent and status offenders.

PART II: EXECUTIVE SUMMARY

Task Force's model service protocols are accompanied by a set of statewide policy recommendations, as well as recommendations for pilot implementation at the county level, to encourage testing and refinement.

Once fully implemented, the Task Force's model service protocols and recommendations will give communities more say in determining the type of services available for their juveniles. They will also improve the likelihood that a juvenile offender is referred to the most appropriate services and that there is accountability for achieving the desired outcome goals. The overall result will be a more effective, coordinated, and comprehensive response to juvenile crime.

PART III: SUMMARY OF RECOMMENDATIONS

A. Explanation of Recommendations:

During the development of recommendations, the Task Force realized that improvements were needed on both a policy level and operational level. In consideration of these differences, the report contains recommendations aimed at the establishment of statewide policy and recommendations that call for addressing, refining, testing, and implementing specific needs of the juvenile justice system.

Model Juvenile Justice Services Framework – Policy Level:

1. The juvenile justice system should adopt a “balanced approach” as its operating framework.

Service Outcome Goals – Policy Level:

2. The following service outcome goals for juvenile justice services should be adopted statewide:
 - Youth live law-abiding lives.
 - Youth take responsibility for and repair the harm they have done to victims.
 - Youth are accountable to the community as a consequence of their conduct.
 - Youth have supportive and positive relationships with their families/caregivers, other adults, and other youth within their community.
 - Youth are involved, and recognized for their involvement, in positive social, civic, educational, recreational, and leisure activities.
 - Youth experience educational success.
 - Youth have age-appropriate living and social skills, and habits.
 - Youth are physically and mentally healthy.
3. Service outcome goals should be applied at points along the entire continuum of intervention, from prevention through aftercare.
4. Service outcome goals should be used to guide decisions about the services available within a community.
5. Service outcome goals should be used to guide decisions about what services are provided to individual juveniles.
6. Outcome indicators should be systematically used to determine the effectiveness of specific services in meeting identified service outcome goals on both a program-wide and individual juvenile basis.

Service Outcome Goals – Implementation Level:

7. Two or more pilot counties should test the service outcome goals on a countywide basis and on an individual, case disposition basis.

PART III: SUMMARY OF RECOMMENDATIONS

Comprehensive Continuum – Policy Level:

8. The array of services available within a community should include those that are:
 - research-based and grounded in best practices;
 - community-based in terms of location, ownership, and involvement;
 - based on individualized assessments of youth and their family's strengths, risks and needs;
 - racially and culturally specific;
 - gender specific; and
 - family-focused, with caregivers respected and included in the process.
9. A model approach for assessment (including tools and protocols for implementation) should be developed and adopted. This assessment process should reduce redundancies in the system, facilitate data sharing, and tie the identified needs of the juvenile to the desired service outcome goals. This model should have flexibility to accommodate basic assessments for all offenders as well as a comprehensive assessment for those offenders identified as needing such by the initial assessment.

Comprehensive Continuum – Implementation Level:

10. One or more pilot counties should develop and pilot a model approach for an assessment process that ties the identified needs of the juvenile to the desired service outcome goals.

Using the Model Service Protocols – Policy Level:

11. Counties should use the model service protocols on a county level and as a case disposition tool for juvenile offenders.

Using the Model Service Protocols – Implementation Level:

12. One or more pilot counties should test and refine the model service protocols for use at the county level and as a case disposition tool for juvenile offenders.

Collaboration – Policy Level:

13. The following ten principles should be used to guide collaboration among agencies, systems, service providers, and the community:
 - Recruit committed people with a value on diversity and inclusiveness
 - Obtain support of leaders
 - Identify a shared vision
 - Develop concrete, attainable goals and objectives
 - Define the collaborative structure, roles and responsibilities

PART III: SUMMARY OF RECOMMENDATIONS

- Secure adequate, flexible, sustainable funding
 - Communicate and share information
 - Build relationships and trust
 - Incorporate ongoing assessment and evaluation
 - Provide technical assistance and training
14. Service coordination among schools, the juvenile justice system, and social services should be encouraged.
 15. Coordination between delinquency and CHIPS (children in need of protection or services) cases should be improved through increased information sharing and cooperation among juvenile court, child protection, juvenile probation and the county attorney's office.
 16. Stakeholders in the juvenile justice system should be provided education on what sharing of information across agencies is presently permitted.
 17. Financial and other incentives should be provided to service providers to facilitate collaborative initiatives to meet service outcome goals.

Collaboration – Implementation Level:

18. A comprehensive continuum of services should be developed through a regional, collaborative effort among two or more counties.
19. One or more pilot collaborations between probation and social services should be implemented for juveniles with dual delinquency and child protection jurisdiction.
20. A pilot collaboration should be implemented, that involves early intervention for high-risk children and their families in order to prevent delinquency (e.g., for children with one or more siblings involved in the juvenile justice system).
21. One or more existing collaboratives should test the ten principles of effective collaboration by using them to evaluate how well the collaborative is working.

Timeliness – Policy Level:

22. Timeliness of the juvenile justice system should be assessed and action taken, including improvements in the processing of juvenile cases.

Disparities and Language Barriers – Policy Level:

23. Disparities in treatment and entry into the system should be studied and action taken to eliminate inappropriate differences.

PART III: SUMMARY OF RECOMMENDATIONS

24. Statistical data and other information on racial disparities should be collected and monitored at all stages of the juvenile justice system. Racial and cultural disparities should be evaluated, effective strategies for improvement developed, and action taken to eliminate inappropriate differences.
25. Additional funding should be provided to address the lack of availability of a sufficient number of interpreters to meet the needs of juveniles and their families on a statewide level.
26. Disparities in gender related treatment should be studied and effective action taken to eliminate inappropriate differences.

Disparities and Language Barriers – Implementation Level:

27. One or more pilot counties should develop and pilot services that reduce inappropriate racial and cultural disparities in the juvenile justice system.
28. One or more pilot counties should develop and pilot services that reduce inappropriate gender disparities in the juvenile justice system.

Engage Families – Policy Level:

29. Parents of delinquents should be allowed and encouraged to participate in the planning and delivery of juvenile justice services to their children.
30. Stakeholders in the juvenile justice system should be provided training on the current authority to hold parents accountable for their child's compliance with a dispositional order.
31. Further study should be undertaken to examine why parents fail to participate in the planning and delivery of juvenile justice services to their children. This study should include examination of positive ways to enhance parental involvement as well as the feasibility of accountability laws.

Involve Community – Policy Level:

32. Community connections to the juvenile justice system should be strengthened to provide a network of support for juveniles within the community.
33. One or more pilot counties should develop and pilot services that build a network of community connections for youth, such as through a drug court, youth court, or comprehensive diversion program.

PART III: SUMMARY OF RECOMMENDATIONS

Early Intervention and Diversion – Policy Level:

34. The Juvenile Justice System should promote the use of diversion programs and other methods outside the system that provide sufficient attention to the needs of lower level offenders.

Funding – Policy Level:

35. Funding should be made available to counties to conduct an internal audit of available services using the model service protocols.
36. Further study should be undertaken to develop models for funding of juvenile justice services that are adequate, flexible, sustained over time, and encourage collaboration across systems.

PART IV: MODEL SERVICE PROTOCOLS

The Juvenile Justice Services Task Force proposes a comprehensive approach in the design and delivery of juvenile justice services, which emphasizes the adoption of model service protocols.

In implementing this approach, the Task Force envisions that the courts within each district or county will partner with others within the juvenile justice system and with the broader community to adopt a set of clearly articulated outcome goals. Each county will audit existing services to identify gaps and develop collaboratives to ensure core justice services are available. Individual needs of juveniles will be assessed and an outcome-driven case dispositional process will be implemented. Each service provider will report on the outcome goals its services are intended to accomplish. The Juvenile Justice System will monitor whether the service provider outcome goals are accomplished. The end product of this approach is a comprehensive continuum of effective services within each county.

The Task Force's approach contains a number of key elements, which are outlined in the sections which follow: (1) a framework for juvenile justice services that adopts a balanced approach; (2) a proposed set of service outcome goals and outcome indicators that identify the results services should achieve; (3) a comprehensive continuum of services based on the identification of strengths, risks, and needs of juveniles; (4) a method for evaluating whether the desired results are being achieved; and (5) ten principles for effective collaboration.

A. Model Juvenile Justice Services Framework: A Balanced Approach

The Juvenile Justice Services Task Force recommends that at a policy level:

Recommendation 1. The juvenile justice system should adopt a balanced approach⁸ as its operating framework.

Task Force members, pilot county stakeholders, and focus group participants began their consideration of juvenile justice services with a question: what are the guiding principles of the juvenile justice system? The answers were wide-ranging. They included public safety; accountability; consequences; fairness; rehabilitation; reintegration; best interests of the child; engaging families within a community-based system; and restorative justice for youth, families, victims, and the community.

In virtually all of the discussions with juvenile justice system stakeholders, it became apparent that there was no single, clear set of guiding principles being implemented within the state of Minnesota. In part, this is because the juvenile justice system is complex and is intended to serve multiple clients and goals. It is also due to variations among counties in case processing practices, procedures, and protocols. Some counties have adopted specific principles to guide the juvenile justice system. Other counties implement the delinquency laws through

⁸ The original balanced approach philosophy consists of three elements: Accountability, Community Safety, and Competency Development. See Lipkin, Rachel (Ed.) (December 1998). Guide for Implementing the Balanced and Restorative Justice Model. Washington, D.C.: Office of Juvenile Justice and Delinquency Prevention. The Task Force expanded on this model and included: Accountability, Community Safety, Competency Development, and Re-integration and Restoration of Offenders.

PART IV: MODEL SERVICE PROTOCOLS

dispositional guidelines, risk and needs assessments, and other individualized tools, which do not expressly incorporate an overarching framework or guiding philosophy.

Task Force members, pilot county stakeholders, and focus group participants all identified the absence of a clearly articulated operating philosophy for the juvenile justice system as a key system deficiency. A comprehensive, coordinated continuum of services requires an operating framework, in addition to the existing statutory framework, to guide individual decisions and services for juveniles.

Existing law defines the purpose of the juvenile delinquency system as follows:

“The purpose of the laws relating to children alleged or adjudicated to be delinquent is to promote the public safety and reduce juvenile delinquency by maintaining the integrity of the substantive law prohibiting certain behavior and by developing individual responsibility for lawful behavior. This purpose should be pursued through means that are fair and just, that recognize the unique characteristics and needs of children, and that give children access to opportunities for personal and social growth.” (Minn. Stat. § 260B.001, subd. 2 (2000); and Minn. R. Juv. P. 1.02 (2000)).⁹

Within this existing statutory framework, many Minnesota experts and practitioners in the juvenile justice field have embraced a balanced approach philosophy to guide their decision-making and serve as a benchmark for how resources are allocated, how services are provided, and how results are measured.

In 1994, the Minnesota Supreme Court Advisory Task Force on the Juvenile Justice System indicated that “the principles of the Balanced Approach which encourage responsiveness of the system to the community, the offender, and the victim could be beneficial to the juvenile justice system in Minnesota. Therefore, the Task Force recommends that the Department of Corrections fund grants that would encourage local delivery systems to implement these principles.” (Minnesota Supreme Court Advisory Task Force on the Juvenile Justice System, 1994). At least one of the five pilot counties, Olmsted County, has used a balanced approach philosophy in developing a comprehensive plan for the juvenile justice system.

The Task Force discussed the idea of adopting a balanced approach framework at some length. Many Task Force members felt their work implicitly incorporated balanced approach principles. Others believed the balanced approach represented a change in philosophy from their current practice and the statutory requirements of the juvenile laws. After considered discussion, the Task Force concluded that a balanced approach framework could be adopted within the existing delinquency statutes.

The Task Force discussion of a balanced approach framework included a variety of principles, including:

⁹ See also Minn. R. Juv. P. 15.05, subd. 2(B) (2000), which provides that the court “shall consider whether a particular disposition is...necessary to restore law abiding conduct...[and] serve the best interests of the child...”

PART IV: MODEL SERVICE PROTOCOLS

- communities are safe and involved,
- victims are restored whenever possible and given the opportunity for meaningful participation,
- offenders take responsibility for the harm they have caused, and
- offenders gain a set of skills to remain law-abiding.

After weighing the experiences and recommendations of focus group participants, pilot county stakeholders, and national literature on the subject, the Task Force adopted a balanced approach framework, which emphasizes four principles:

Community Safety: Crime victims, community members and juvenile offenders are involved in finding constructive resolutions to delinquency that enhance community safety in the least restrictive, most cost-effective manner;

Accountability to Self, Victims, and Community: Juvenile offenders understand and make amends for the harm resulting from their crimes; victims and community are repaid, restored and included in the process;

Re-integration and Restoration of Offenders: Juvenile offenders are given opportunities to become fully engaged and respected members of the community; and

Competency Development: Juvenile offenders are given opportunities to develop skills to ensure they are competent in the areas of education, living skills, and physical and mental health.

A balanced approach suggests that all four principles should be equally addressed within the juvenile justice system. The balanced approach framework provides a set of clear, overarching guiding principles upon which to build a comprehensive, coordinated continuum of juvenile services.

B. Model Juvenile Justice Services: Service Outcome Goals

At a policy level, the Juvenile Justice Services Task Force recommends that:

Recommendation 2. The following service outcome goals for juvenile justice services should be adopted statewide:

- **Youth live law-abiding lives.**
- **Youth take responsibility for and repair the harm they have done to victims.**
- **Youth are accountable to the community as a consequence of their conduct.**
- **Youth have supportive and positive relationships with their families/caregivers, other adults, and other youth within their community.**
- **Youth are involved, and recognized for their involvement, in positive social, civic, educational, recreational, and leisure activities.**
- **Youth experience educational success.**
- **Youth have age-appropriate living and social skills, and habits.**
- **Youth are physically and mentally healthy.**

PART IV: MODEL SERVICE PROTOCOLS

Recommendation 3. Service outcome goals should be applied at points along the entire continuum of intervention, from prevention through aftercare.

Recommendation 4. Service outcome goals should be used to guide decisions about the services available within a community.

Recommendation 5. Service outcome goals should be used to guide decisions about what services are provided to individual juveniles.

Recommendation 6. Outcome indicators should be systematically used to determine the effectiveness of specific services in meeting identified service outcome goals on both a program-wide and individual juvenile basis.

At an implementation level, the Task Force recommends:

Recommendation 7. Two or more pilot counties should test the service outcome goals on a countywide basis and on an individual, case disposition basis.

Task Force members, focus group participants, and pilot county stakeholders all expressed frustration at the lack of application of “what works” to solve the problems presented in juvenile court. Task Force members observed that the system tries a variety of things – incremental sanctions systems, diversion programs, and other innovations – but continues to apply these strategies without evaluating whether or not they are making a real difference.

Pilot county stakeholders agreed that documented evaluation is a large effort that is just beginning. Some pilot counties, such as Ramsey County, have begun to report on outcomes of services for juveniles in the delinquency system, including how well the system is protecting public safety, assisting offenders to change, holding offenders accountable, and restoring victims and community.

In other pilot counties, individual programs have devised service outcome goals, which they have begun to use. In many instances, however, the juvenile court continues to make placement decisions without clearly identifying the goals to be achieved. Programs are not held accountable for results, because there is no systematic process for evaluating the effectiveness of services. Services remain fragmented because there are no unifying, common goals identified for individual juveniles or for services within the community as a whole.

To help focus attention on what results are desired for youth within the juvenile justice system, the Task Force developed a set of service outcome goals. The goals express the results desired from the services provided to juveniles.¹⁰

¹⁰ Service outcome goals and sample indicators are set forth in more detail in Attachment A. Several resources that counties can use to learn more about outcome goals and indicators are identified in the Suggested Reading List presented in Attachment E.

PART IV: MODEL SERVICE PROTOCOLS

At the community level, service outcome goals can be used to promote a more coordinated service delivery system when system stakeholders - including judges, attorneys, probation officers, law enforcement, educators, service providers, families, and others who care about youth - work together to adopt a shared set of service outcome goals. The outcome goals can then be used to guide decisions about what services are, and should be available for juveniles within the community. At the individual level, outcome goals can be used to assist the juvenile court in making dispositional decisions about individual juveniles.

To be most effective, service outcome goals must be accompanied by indicators to determine whether the goals are being achieved. Indicators are ways for juveniles, families, service providers, the juvenile justice system, and the community to determine whether positive changes are being made in the juvenile's life and behavior. For example, an indicator of the service outcome goal "youth are accountable to the community as a consequence for their conduct," might include completion of community service work and/or completion of other volunteer services to benefit the community. Indicators for the service outcome goal "youth have supportive and positive relationships with adults and other youth within their community" might include improved relationships with family and peers and/or improved problem-solving and conflict management skills.

The Task Force has suggested a number of sample indicators which counties may use for each of the goals. Counties should, however, tailor the indicators used to fit their individual circumstances. The indicators adopted in each county or for each juvenile will depend upon the specific outcome goals desired and the specific services delivered. The specific tools and methods used to measure the selected indicators will be identified by counties, service providers, and those working within the juvenile justice system. Counties and providers will work together to choose specific indicators and measures of these indicators that are most appropriate to a program, taking into account different types of intervention models, theories of behavior change, data collection methods, and other parameters relevant in designing an evaluation of program effectiveness.

Because of the differences that currently exist among counties and the need to ensure outcome indicators that are practical and workable, the Task Force recommends that two or more counties test and refine the service outcome goals and indicators on a pilot basis. Once fully implemented, the Task Force's recommendations on service outcome goals will promote a more coordinated and a more accountable juvenile justice services system.

Task Force recommendations on outcomes and indicators dovetail well with the extensive work of the Department of Corrections and the Department of Human Services to establish potential outcomes and measures (indicators) for out-of-home placement facilities. The departments recently developed the "Umbrella Rule", which establishes a uniform set of rules for the licensing of out-of-home placement programs used by both agencies. One licensing requirement under consideration provides that programs must identify program outcomes and measures (indicators) and must annually evaluate strengths and weaknesses of the program based on the outcomes and measures (indicators). If adopted, the program evaluations must be used as a basis to make improvements in the program. It is possible that the Umbrella Rule may be promulgated in 2001 and in effect in 2002.

PART IV: MODEL SERVICE PROTOCOLS

C. Model Juvenile Justice Services: Elements of a Comprehensive Continuum

At a policy level, the Juvenile Justice Services Task Force recommends that:

Recommendation 8. The array of services available within a community should include those that are:

- **research-based and grounded in best practices;**
- **community-based in terms of location, ownership, and involvement;**
- **based on individualized assessments of youth and their family's strengths, risks, and needs;**
- **racially and culturally specific;**
- **gender specific; and**
- **family focused, with caregivers respected and included in the process.**

Recommendation 9. A model approach for assessment (including tools and protocols for implementation) should be developed and adopted. This assessment process should reduce redundancies in the system, facilitate data sharing, and tie the identified needs of the juvenile to the desired service outcomes goals. This model should have flexibility to accommodate basic assessments for all offenders as well as a comprehensive assessment for those offenders identified as needing such by the initial assessment.

At an implementation level, the Task Force recommends:

Recommendation 10. One or more pilot counties should develop and pilot a model approach for an assessment process that ties the identified needs of the juvenile to the desired service outcome goals.

Task Force recommendations on the elements of a comprehensive continuum of juvenile services respond to key system deficiencies identified by Task Force focus groups and pilot county stakeholders. Statewide, there are significant gaps in services, including:

- assessment services
- mental health services
- chemical dependency services
- fetal alcohol syndrome/fetal alcohol effects screening and assessment services
- culturally-specific services
- services for juvenile girls
- family-centered services
- services to build juvenile competencies in independent living, parenting and vocational skills.

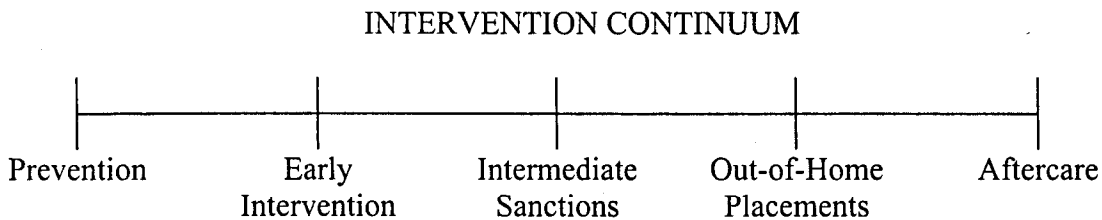
These service gaps underscore the need for a process by which gaps in specific services can be systematically examined and addressed at the county level.

PART IV: MODEL SERVICE PROTOCOLS

1. Services that Span the Intervention Continuum

In addition to specific service gaps, the Task Force identified a need to ensure that a full array of services are available along an entire continuum of intervention – which ranges from prevention to aftercare. A comprehensive and integrated approach to juvenile crime and delinquency starts with prevention programs and services to reduce risk and increase protective factors for all youth. Many of these services are provided outside of the juvenile delinquency system, but were cited often by pilot county stakeholders and focus group participants as an important part of how each county addresses the problem of delinquency.

The intervention continuum, as depicted below, begins with prevention, but leaves to each county the decision of how broadly “prevention” services should be defined. Early intervention, the second point on the continuum, includes early identification and services for youth at high risk of becoming involved in the juvenile justice system. Intermediate sanctions address first time as well as repeat, nonviolent offenders and include both residential and non-residential services. Out-of-home placement is the next point on the continuum, and includes non-secure and secure custody of juveniles who pose a serious threat to themselves or the community. Finally, aftercare services, the final point on the intervention continuum, play an important role in helping youth re-integrate into the community following an out-of-home placement.



Pilot county stakeholders identified early intervention and aftercare as two of the most critical points along the continuum where gaps in services exist. Both points on the continuum involve engaging youth in the community in positive activities and in developing positive relationships with adults and other youth. Examples identified by pilot counties as ideas for improved early intervention and aftercare services include: access to mental health services; collaboration between the juvenile justice system and schools to identify and serve high risk youth and their families; development and implementation of mentor programs; increased community recreation and after school programs; initiation of programs that encourage neighborhood and church involvement; and enhancement of youth employment opportunities.

Early interventions that are comprehensive and span many systems, including education, health care, social service, and juvenile justice, are needed to address the problems of at-risk youth. Appropriate aftercare services that look to encourage contact between the youth and positive role models in the community and equip youth with the tools they need to succeed are needed to help ensure successful re-integration of the juvenile into the community.

Pilot counties and focus group participants also identified particular service gaps along the intervention continuum. For example, chemical dependency services within a county may exist within out-of-home placement settings but not within early intervention or aftercare settings. In

PART IV: MODEL SERVICE PROTOCOLS

order to provide optimum juvenile justice services, counties must ensure that juveniles have access to the services they need no matter where they are placed on the intervention continuum.

The Task Force's model service protocols provide a method for each county to examine whether services are available along the entire intervention continuum. These protocols begin by conducting an inventory of existing services and determining whether or not they are offered at all points along the intervention continuum. The model service protocols then take this process a crucial step further by determining whether services are effective and appropriate.

2. Services That Are Research-Based and Grounded in Best Practices

Task Force members expressed frustration about how seldom the juvenile justice system understands and applies "what works" to address the problems presented in the juvenile court. Members of the Task Force believe that the use of service outcome goals and indicators, over time, will greatly improve the system's ability to adopt strategies that foster healthy development of juveniles and reduce juvenile delinquency.

There is a growing body of published research studies on successful programs and distinguishing characteristics, or key elements, of effective programs for juveniles. Pilot county experiences suggest that counties and service providers have begun to tailor programs to reflect best practices based on what researchers have found to be effective elsewhere. For example, the All Children Excel (ACE) program in Ramsey County and its counterpart in Hennepin County, the Delinquents Under 10 program, use research on the characteristics of serious, violent and chronic juvenile offenders to identify children who are at high risk of becoming serious, violent, and chronic juvenile offenders (Ramsey County, 1999; Hennepin County Attorney's Office, 1998). The ACE program also incorporates ongoing evaluation of the program's results, which will add to the knowledge of "what works" for early intervention services.

Several nationally published research studies address the problems of juvenile crime and delinquency (Howell, 1995; James, 1997; James, 1999; Kurlychek, Torbet & Bozynski, 1999; Lipsey, Wilson, & Cothen, 2000; Sherman, et al., 1998), and the development of youth resiliency and assets (Scales and Leffert, 1999). Efforts in Minnesota to review and summarize how the research might be applied (Institute on Criminal Justice, 1999; Wilder, 1995) are also available as a guide for counties to develop their own research-based array of services.¹¹ A comprehensive array of services includes services that are research-based and grounded in best practices.

3. Community-Based Services

Studies have shown that services that are in close proximity to the community or neighborhood are effective in helping youth improve their capacity to function in the community (National Council on Crime and Delinquency, 1993). Community-based services and a network of support for juveniles were identified by pilot county stakeholders as the single most effective way to help youth avoid crime and address problems of delinquency.

¹¹ These studies are highlighted in Attachment E under "Best Practices."

PART IV: MODEL SERVICE PROTOCOLS

Despite a preference for community-based programming, the task force recognizes it is sometimes necessary to use programs outside the community to adequately address the needs of the juvenile. The model service protocols will help counties map out whether there are enough local options available to meet the needs of the community.

4. Services Based on Assessment

The model protocols developed by the Task Force call for services based on individualized assessments of a youth's and family's strengths, risks, and needs. The assessment provides a means for the selection of appropriate outcome goals that match the strengths, risks, and needs of the individual ascertained by the assessment. Appropriate assessments and services should therefore be tailored to the identified factors in a youth's life which create a risk for future offenses, as well as those which may protect the youth by promoting healthy development.

Assessment is critical to selecting appropriate service outcome goals and matching services to the needs of the juvenile. Pilot county stakeholders and focus group participants identified a lack of assessments and services as a current system deficiency, especially for sex offenders and juveniles with chemical dependency, fetal alcohol syndrome/fetal alcohol effects, and mental health needs. Of particular concern to parents who participated in Task Force focus groups was the need for a uniform assessment tool that would be recognized from county to county, so that juveniles and their families would not need to be reassessed each time they met with someone new. Furthermore, a proper assessment is seen as a means to assist with the identification of chemical dependency, fetal alcohol syndrome, and mental health needs.

The desire on the part of stakeholders for improved assessments for juveniles is supported by research, which demonstrates that effective juvenile justice interventions require an assessment of a juvenile at the point of first entry into the system to determine appropriate interventions and sanctions (Office of Juvenile Justice and Delinquency Prevention, 1998). Programs that use treatment that is matched to the assessed risk factors of the juvenile are more effective in reducing recidivism (Sherman, et al., 1998).

Comprehensive juvenile assessment centers¹² were initially established in the Third and Ninth¹³ Judicial Districts. The Third Judicial District juvenile assessment center (JAC) is located in Olmsted County, and serves youth throughout southeastern Minnesota. The Olmsted JAC offers assessment services for children who are accused of committing delinquent acts or status offenses or who are alleged to be victims of abuse or neglect. The JAC uses a variety of screening tools that assess youth for a wide range of concerns, including mental health, chemical dependency, fetal alcohol syndrome/effects, and delinquency and educational concerns. Minnesota law¹⁴ provides that juvenile assessment centers would assess a youth's risk for concerns related to mental health, chemical abuse/dependency, fetal alcohol syndrome/fetal

¹² A juvenile assessment center provides an alternative means for working with youth who have a wide range of needs. The focus is on insuring collaboration and coordination of services that are particularly designed for delinquent youth. The role of the juvenile assessment center is to facilitate identification of a juvenile's needs and make referrals for specific treatment in mental health, school, and chemical dependency centers. See Community Assessment Center material described in attachment E.

¹³ The Ninth District's assessment center is no longer in operation.

¹⁴ See MN Session Laws, Ch. 203, Art. 2, Sect. 30 (1997).

PART IV: MODEL SERVICE PROTOCOLS

alcohol effect (FAS/FAE), educational concerns, and delinquency. The juvenile assessment center in the Third Judicial District conducts an initial screening with youth to determine whether additional screening or assessments are necessary. The results of the screening help in determining what services to provide. The Olmsted assessment center also provides full psychological, chemical dependency and intellectual assessment, as well as referrals to other agencies for FAS/FAE evaluations. It is the goal of this program to reduce duplication of testing with youth, provide earlier knowledge of issues related to the needs of these youth, and to conduct outcome studies of youth, their families, and the systems that they are involved in.

In Minnesota, a limited number of counties currently have access to a comprehensive Assessment Center. As an alternative, some probation officers use a risk assessment tool to determine the supervision needs of juveniles within the delinquency system. One such tool is the Youth Level of Service/Case Management Inventory (YLS/CMI).¹⁵ The YLS/CMI has been reviewed by the Department of Corrections and chosen as the assessment tool to be used by its correction agents supervising juvenile offenders. The Department of Corrections is in the process of providing training for its agents, and will extend its training efforts to interested Community Corrections Officers and county probation officers. The Task Force recognizes the Department of Corrections efforts and envisions that their work may be incorporated into the development of a model approach for assessment.

Research suggests that strengths (assets) in the juvenile's life and circumstances are important in preventing future delinquent behavior. (Scales & Lefert, 1999). The Behavior and Emotional Rating Scale (BERS), is one example of a strength-based assessment tool that has been developed for use in schools, mental health clinics, and child welfare agencies. The BERS is available nationally, but has not been widely used in Minnesota.

It is important to unify the assessment process throughout the state in order to lessen the burden on juveniles and their families. Parents indicated that their children are often asked to undergo different types of assessments each time they meet with different juvenile system stakeholders in different counties. Sometimes previous assessments were disregarded because it was not the particular assessment tool that the agency or individual normally relies on. The Task Force determined that a more systematic approach to assessments would eliminate multiple and diverse assessments that are not necessary. The development of a model approach for assessment should include a basic, universal assessment that determines whether more elaborate assessments should be conducted, as well as appropriate assessment tools for conducting such comprehensive assessments.

5. Services That Are Racially, Culturally, and Gender Specific

Minnesota has a diverse juvenile population. Many urban and rural communities are experiencing increasing immigration, from Mexico, Latin America, Africa, Southeast Asia, and Eastern Europe. The number of different races, cultures, and languages represented in the schools and the juvenile justice system continue to increase.

¹⁵ See Hoge, R.D., and Andrews, D.A. (1996). Youth Level of Service/Case Management Inventory Manual and Scoring Key. Ottawa, Ontario: Department of Psychology, Carleton University. See also Hoge, R.D., and Andrews, D.A. (1996). Assessing the Youthful Offender: Issues and Techniques. New York: Plenum.

PART IV: MODEL SERVICE PROTOCOLS

Task Force members and focus group participants report that juvenile justice services are not sufficiently inclusive of the diverse cultures and backgrounds of juveniles and families within the justice system. Services continue to fall short of meeting the needs of juveniles of color, who continue to be over-represented in the juvenile justice system. Both youth and adult focus group participants indicated that the system currently fails to address the cultural issues that are important for some juveniles. Task Force members also discussed the tremendous barriers faced by juveniles of color, including under-representation of people of color within the service delivery system. Various focus group participants further echoed the concern that communities throughout Minnesota are becoming more diverse, but that the system has not sufficiently responded. Lack of understanding of cultural differences and an inability to access interpreters can cause problems.

Minnesota's juvenile justice services system also suffers from a lack of gender-specific programming. Programs for juvenile girls are simply not available in some counties. Services that are gender-specific take into account the development and learning styles of girls.¹⁶ The Office of Juvenile Justice and Delinquency Prevention has challenged states to develop programs to ensure that female youth have access to the full range of health and mental health services, treatment for physical or sexual assault and abuse, self-defense instruction, general education in parenting, and other training and vocational services. Minnesota law already provides for consideration of female juveniles' needs. Minn. Stat. sec. 242.32, subd. 2 (2000) provides that programming for the secure placement of juvenile offenders "shall be tailored to the types of juveniles being served, including their ...gender...."

Research has shown that services that address the specific needs of juveniles, including gender, racial, and culturally specific services, are more effective (Howell, 1995; Office of Juvenile Justice and Delinquency Prevention, 1998). A comprehensive array of juvenile services should contain services that are racially, culturally, and gender-specific.

6. Services That Work With Families/Caregivers

A comprehensive array of services should include services that engage and involve families/caregivers, as well as individual juveniles. The need to work more closely with families was highlighted by both focus group participants and pilot county stakeholders. Pilot county stakeholders advocated finding better ways to engage families/caregivers to participate in partnership with the juvenile justice system.

Research has demonstrated that family-focused programming has the potential to produce dramatic reductions in juvenile recidivism, but traditional treatment programs have tended to focus only on the needs of the juvenile and not the familial factors that lead to delinquency (Goldstein's study as cited in Clouser, 1995). A comprehensive array of services includes services that are family-focused, with caregivers respected and included in the process.

¹⁶ Office of Juvenile Justice and Delinquency Prevention. (October, 1998). Guiding Principles for Promising Female Programming: An Inventory of Best Practices. Washington, D.C.: U.S. Department of Justice. Accessed online at <http://www.ojjdp.ncjrs.org/pubs/principles/contents.html>.

PART IV: MODEL SERVICE PROTOCOLS

D. Using the Model Service Protocols

At a policy level, the Task Force recommends:

Recommendation 11. Counties should use the model service protocols on a county level and as a case disposition tool for juvenile offenders.

At an implementation level, the Task Force recommends:

Recommendation 12. One or more pilot counties should test and refine the model service protocols for use at the county level and as a case disposition tool for juvenile offenders.

The Task Force's model service protocols bring a balanced approach framework, service outcome goals and indicators, and elements of a comprehensive array of effective services together, in a step-by-step process. This process is designed to help counties develop and maintain an integrated, coordinated juvenile justice services system.

1. County-Level Model Service Protocols

The Task Force's model service protocols for counties provide a process that counties can use to conduct an audit of effective and available services, assess service outcome goals, and implement strategies to address service gaps.¹⁷ The protocols should be applied through a collaborative effort that includes youth and their families, service providers, and professionals within the systems that address the problems of juvenile delinquency. Using the protocols at a county level involves the following six-step process:

Step 1 – Adopting Service Outcome Goals

A county adopts a set of service outcome goals for juvenile justice services within their community. The service outcome goals adopted by the Task Force (set within the Task Force's balanced approach framework) include:

Community Safety

Youth live law-abiding lives.

Accountability to Self, Victims, and Community

Youth take responsibility for and repair the harm they have done to victims.
Youth are accountable to the community as a consequence of their conduct.

¹⁷A one-page summary chart and more detailed instructions for the county-level model service protocols are presented in Attachment B.

PART IV: MODEL SERVICE PROTOCOLS

Re-integration and Restoration of Offenders

Youth have supportive and positive relationships with their families/caregivers, other adults, and other youth within their community.

Youth are involved, and recognized for their involvement, in positive social, civic, educational, recreational, and leisure activities.

Competency Development

Youth experience educational success.

Youth have age-appropriate living and social skills, and habits.

Youth are physically and mentally healthy.

Step 2 – Auditing Services

A county compares its existing services to a comprehensive array of services - one which includes all potential types of services for juveniles and their families. These services include those that are available and used by counties locally, regionally, statewide, as well as out-of-state. This comprehensive array includes the following:

- Chemical Dependency Assessment & Treatment
- Community Work Service
- Conflict Resolution Skills
- Family Group Conferencing
- Family Therapy
- Fetal Alcohol Syndrome and Fetal Alcohol Effects
- General Education/GED Preparation
- Independent Living Skills
- Mental Health Assessment & Treatment
- Mentoring
- Parental Skills
- Physical Health
- Positive Life Skills
- Pro-Social Skills
- Probation/Supervision/Monitoring
- Recreation
- Restitution
- Sex Offender Assessment & Treatment
- Victim-Offender Mediation

A county then determines whether or not these services are available along each point on the intervention continuum.¹⁸

The model service protocols offer counties flexibility in determining how broadly prevention services should be defined. Some counties may choose to audit all prevention programs and services, while others may wish to begin by examining prevention programs provided in relation to juvenile justice system involvement (i.e., for truants, runaways, and/or siblings of juveniles already in the system).

After collecting information on how existing services compare to the array of services across the intervention continuum, counties complete the audit of existing services by examining whether their services are research-based and grounded in best practices;

¹⁸ The intervention continuum begins with prevention, and includes early intervention, intermediate sanctions, out-of-home placements, and aftercare. The steps on the intervention continuum are explained in more detail in Attachment B, and are also discussed in the section about “Services that Span the Intervention Continuum,” located at page 22 of this report.

PART IV: MODEL SERVICE PROTOCOLS

community-based in terms of location, ownership, and involvement; based on individualized assessments of youth and their family's strengths, risks and needs; racially and culturally specific; gender specific; and family focused, with caregivers respected and included in the process.

Step 3 – Matching Outcome Goals to Services

A county reviews whether or not the available services address the county's outcome goals at all points along the intervention continuum. Counties will work with existing service providers to identify relevant service outcome goals for each program.

Step 4 – Identifying and Addressing Service Gaps

Based on the information collected in Steps 1-3, a county can identify service gaps and respond by developing strategies for addressing these service gaps. For example, in reviewing existing services across the intervention continuum, pilot county stakeholders in Beltrami County identified a lack of a full continuum of chemical dependency services. Using the model service protocols, county stakeholders can develop collaborative strategies to fill gaps such as these.

Step 5 – Putting an Assessment Process in Place

A county determines how they will assess the individualized strengths, risks, and needs of juveniles and their families within their community.

Step 6 – Evaluating the Effectiveness of Services

A county develops service outcome indicators to evaluate the effectiveness of each service in achieving the desired service outcome goals.

2. Individual Case Disposition Model Service Protocols

After steps are taken at the county level to identify service outcome goals, service providers will then designate which outcome goals its particular service will seek to achieve. With that information available, the juvenile court is now able to use the model service protocols at the individual, or case disposition level. These protocols closely parallel the community-level protocols and include the following steps:¹⁹

Step 1 – Selecting Service Outcome Goals

The court selects service outcome goals for an individual juvenile, in consultation with the juvenile and their family, based on an individualized assessment of the juvenile's conduct and needs.

Step 2 – Selecting Services

The court determines what array of services is needed and available to meet the desired outcome goals for the juvenile. The court considers how the needs of the juvenile can be

¹⁹Individual case disposition model service protocols are set forth in a one-page chart in Attachment C.

PART IV: MODEL SERVICE PROTOCOLS

met through services that are community-based in terms of location, ownership, and involvement; racially and culturally specific; gender specific; and family focused, with caregivers respected and included in the process.

Step 3 – Placing the Juvenile

The court decides where the juvenile should be served on the intervention continuum.²⁰

Step 4 – Measuring Selected Outcome Goals

The selected service outcome goals are measured to evaluate the youth's success in achieving the desired results.

Step 5 – Determining Success of Outcomes

The court reviews whether the youth has been successful in meeting the stated outcome goals. If yes, the youth has successfully completed the terms of case disposition. If the youth has not successfully achieved the desired outcome goals, the above steps can be repeated to determine what additional results and services are desired.

Use of the county-level and individual case disposition model service protocols offer counties the opportunity to comprehensively and systematically address juvenile justice services, with the goal of improving service outcomes for juveniles and their families. The model service protocols incorporate substantial community flexibility and control. They also require a significant investment in community time and collaborative effort. Prior to implementation statewide, the Task Force believes that both the individual and the county-level model service protocols should be pilot tested and refined.

²⁰ See footnote 18 *supra*.

PART V: RECOMMENDATIONS FOR SYSTEM-LEVEL CHANGES: SUPPORTING THE MODEL SERVICE PROTOCOLS

The Task Force has identified several system-level changes needed to ensure optimum juvenile justice services statewide. The recommendations that follow seek to:

- improve collaboration;
- increase timeliness;
- address disparities and language barriers;
- engage family members;
- involve community;
- support early intervention and diversion; and
- address funding issues.

A. Improve Effective Collaboration

At a policy level, the Task Force recommends:

Recommendation 13. The following ten principles should be used to guide collaboration among agencies, systems, service providers, and the community:

- **Recruit committed people with a value on diversity and inclusiveness**
- **Obtain support of leaders**
- **Identify a shared vision**
- **Develop concrete, attainable goals and objectives**
- **Define the collaborative structure, roles, and responsibilities**
- **Secure adequate, flexible, sustainable funding**
- **Communicate and share information**
- **Build relationships and trust**
- **Incorporate ongoing assessment and evaluation**
- **Provide technical assistance and training**

Recommendation 14. Service coordination among schools, the juvenile justice system, and social services should be encouraged.

Recommendation 15. Coordination between delinquency and CHIPS (children in need of protection or services) cases should be improved through increased information sharing and cooperation among juvenile court, child protection, juvenile probation and the county attorney's office.

Recommendation 16. Stakeholders in the juvenile justice system should be provided education on what sharing of information across agencies is presently permitted.

PART V: RECOMMENDATIONS FOR SYSTEM-LEVEL CHANGES: SUPPORTING THE MODEL SERVICE PROTOCOLS

Recommendation 17. Financial and other incentives should be provided to service providers to facilitate collaborative initiatives to meet service outcome goals.

The Task Force makes the following implementation level recommendations:

Recommendation 18. A comprehensive continuum of services should be developed through a regional, collaborative effort among two or more counties.

Recommendation 19. One or more pilot collaborations between probation and social services should be implemented for juveniles with dual delinquency and child protection jurisdiction.

Recommendation 20. A pilot collaboration should be implemented that involves early intervention for high-risk children and their families in order to prevent delinquency (e.g., for children with one or more older siblings involved in the juvenile justice system).

Recommendation 21. One or more existing collaboratives should test the ten principles of effective collaboration by using them to evaluate how well the collaborative is working.

System stakeholders and pilot counties echoed the Minnesota judiciary's concern over the fragmentation and lack of effective collaboration in the current juvenile justice system. To address this concern, the Task Force has adopted ten principles for effective collaboration.²¹

The ten principles respond to the barriers to collaboration identified by Task Force pilot counties and focus groups, including a lack of resources and time for collaborative work, data privacy limitations and the lack of an integrated data system, and funders and funding streams that keep systems separate. The ten principles also encourage those factors identified by pilot county stakeholders, focus group participants and research as important to successful collaboratives, including identifying a shared vision, building relationships, and recruiting committed people with a value on diversity and inclusiveness.

The ten principles can be used when a county begins a collaborative effort, such as is contemplated for the model service protocols. The principles can also be used to evaluate how well an existing collaborative is working. A comprehensive continuum of services for juveniles requires effective collaborative efforts.

There are a wide variety of collaborative efforts currently occurring throughout the state. Scott County, one of the five pilot counties, has a history of collaborative efforts, including a family

²¹ The ten principles are described more fully in Attachment B, and resources that may assist counties in the collaboration process are presented in the Suggested Reading List in Attachment E.

PART V: RECOMMENDATIONS FOR SYSTEM-LEVEL CHANGES: SUPPORTING THE MODEL SERVICE PROTOCOLS

services collaborative, Scott Family Net, which offers tools for the family and school to help solve problems for children and families. The JuvNet project in Hennepin County is a collaborative effort involving business, community neighborhood organizations, the juvenile justice system, and schools to share information more effectively. Youth Build in the pilot county of Beltrami County offers disenfranchised youth the opportunity to learn job skills and obtain a GED.

Task Force members and pilot county stakeholders both recommended better collaboration among schools, the juvenile justice system, and social services. Pilot county stakeholders cited truancy intervention programs and early intervention programs for high-risk youth as efforts that are currently working to build school/juvenile justice system relationships. Other collaborative efforts between the schools and social services are beginning in the city of St. Paul through the Achievement Plus program, which is designed to improve student achievement. Including educators in the collaborative effort to apply the model service protocols at the county level could lead to a variety of innovative collaborative school/juvenile justice system programs. The Task Force proposal to encourage collaboration among schools, the juvenile justice system, and social services is designed to foster these types of efforts.

Another specific area where increased collaboration is needed involves coordination between probation and social services systems, and in particular between delinquency and CHIPS (children in need of protection or services) cases. Juvenile justice system stakeholders consistently noted the relationship between CHIPS children and those children who later enter the delinquency system. Stakeholders also identified the value of using information from a CHIPS file to assess the strengths, risks, and needs of a juvenile who is in the juvenile delinquency system. Pilot county stakeholders expressed concern about the lack of social services funding, which often results in closure of a CHIPS case file once a juvenile enters the delinquency system. The Task Force proposes a more coordinated effort among social services, probation, county attorney offices, and the juvenile court for juveniles who have both CHIPS and delinquency cases to provide more coordinated and effective services for these children.

The success of any collaborative effort is dependent on the ability to share information among agencies. Good communication and information-sharing is one of the ten principles of effective collaboration and is a part of the Task Force's recommendation for increased coordination between delinquency and child protection cases. Task Force members recognize, however, that the laws surrounding data sharing about juveniles are complex. For this reason, the Task Force believes that education on federal and state data privacy issues should be provided to all system stakeholders.²²

After a presentation by Mr. Don Gemberling, Director of the Public Information Policy Analysis Division at the Department of Administration, task force members had a better understanding of what can be accomplished under current laws. Task Force discussion then shifted away from considering changes to current laws and focused instead on educating stakeholders about the

²² Resources on interagency information and data privacy are listed in the Suggested Reading List presented in Attachment E.

PART V: RECOMMENDATIONS FOR SYSTEM-LEVEL CHANGES: SUPPORTING THE MODEL SERVICE PROTOCOLS

laws and their application. Task Force members believe that education may help eliminate confusion and uncertainty, and eliminate instances where people do not provide information because they are uncertain whether it is releasable.

The Task Force's model service protocols contemplate collaboration among service providers to meet service outcome goals for juveniles. Such collaboration is currently lacking statewide. At least part of the reason is a lack of sufficient funding, as well as funding that limits the ability of service providers and counties to combine funding sources to address service needs. The Task Force believes that financial and other incentives should be provided to facilitate collaborative initiatives among service providers to work together to meet desired service outcome goals for juveniles.

B. Increase Timeliness

At a policy level, the Task Force recommends:

Recommendation 22. Timeliness of the juvenile justice system should be assessed and action taken, including improvements in the processing of juvenile cases.

The Task Force recommends reducing delays in the juvenile justice system to promote more effective service delivery. Ensuring timely processing of cases is another important system change to hold juveniles accountable and to maximize the opportunity for services to achieve results. Some counties have used collaborative efforts to improve the timeliness of the system's response to juvenile crime. For example, in the Dakota County J.O.L.T. Program – Juvenile Offenders seen in Less Time – the Burnsville Police Department, the county attorney's office and the court system work together to expedite the paperwork involved in juvenile cases. Juveniles referred to the program are brought to trial within two weeks.

Juveniles need direct and immediate consequences, with research demonstrating that the most effective juvenile interventions are those that are swift and consistent (Office of Juvenile Justice and Delinquency Prevention, 1998). Youth who participated in focus group sessions noted that juveniles are often committing additional offenses while waiting for a final case disposition on the initial offense. These new offenses are typically disposed of at the same time the initial offense reaches disposition. Juveniles indicated that as a result of handling all the offenses at once, the consequences are minimal and they begin to learn what they can get away with. Juveniles believed that more immediate consequences would curtail these additional offenses because the initial offense would already be processed, and any new offense would receive full consideration in just as timely a manner.

Adult focus group participants and Task Force members also expressed concern with juvenile justice system processing delays. Considerable intervals between the date of offense and court adjudication were perceived as a major contributor to a lack of immediate consequences and accountability. Improvements in the timely processing of juvenile cases will improve outcomes for juveniles.

PART V: RECOMMENDATIONS FOR SYSTEM-LEVEL CHANGES: SUPPORTING THE MODEL SERVICE PROTOCOLS

C. Address Disparities and Language Barriers

At a policy level, the Task Force recommends:

Recommendation 23. Disparities in treatment and entry into the system should be studied and action taken to eliminate inappropriate differences.

Recommendation 24. Statistical data and other information on racial disparities should be collected and monitored at all stages of the juvenile justice system. Racial and cultural disparities should be evaluated, effective strategies for improvement developed, and action taken to eliminate inappropriate differences.

Recommendation 25. Additional funding should be provided to address the lack of availability of a sufficient number of interpreters to meet the needs of juveniles and their families on a statewide level.

Recommendation 26. Disparities in gender related treatment should be studied and effective action taken to eliminate inappropriate differences.

At an implementation level, the Task Force recommends:

Recommendation 27. One or more pilot counties should develop and pilot services that reduce inappropriate racial and cultural disparities in the juvenile justice system.

Recommendation 28. One or more pilot counties should develop and pilot services that reduce inappropriate gender disparities in the juvenile justice system.

The juvenile justice system experiences a variety of disparities. Task Force focus group participants described them as:

- Disparities in the services and case dispositions juveniles receive within and among counties, even when circumstances surrounding their behavior are similar.
- Cases are processed differently depending on geographic location and the philosophy of individual prosecutors and judges.
- Services are not uniformly available.
- Access to programs is limited, especially in rural areas.
- There is a lack of continuity across counties due to the three types of probation delivery systems operating in the state.

PART V: RECOMMENDATIONS FOR SYSTEM-LEVEL CHANGES: SUPPORTING THE MODEL SERVICE PROTOCOLS

In addition to disparities in case processing and access to services, Task Force members and focus group participants also expressed concern about racial disparities within the juvenile justice system. These concerns echoed those expressed by the Minnesota Supreme Court Racial Bias Task Force, by the Minnesota Supreme Court Advisory Task Force on the Juvenile Justice System, and by others who have examined the existing data. Juveniles of color are over-represented in the juvenile delinquency system, with minority juveniles detained and placed out-of-home at disproportionate rates (Minnesota Supreme Court Racial Bias Task Force, 1994).

Some Task Force focus group participants perceive that dispositional bias occurs. They cited examples, such as: three Hispanic youth hanging out constitute a gang, but three white youth do not; white youth receive lesser sanctions than juveniles of color for the same offense.

Focus group participants also expressed concern that existing services fail to reflect the culture and needs of the African American, Hispanic, Native American, Somali, Hmong, and other youth of color, who live in Minnesota and who are served by the juvenile justice system. Families pointed out that cultural differences, language barriers, and a lack of understanding of the system prevent full participation and sometimes lead to misperceptions regarding individuals that appear in court. Families believed this might have an impact on the disposition.

The lack of sufficient funding for interpreters has raised some concern. An increasing number of diverse immigrant/refugee communities within Minnesota make it difficult to provide enough interpreters to meet the needs of juveniles and their families. Task Force members indicated that while efforts are being made to accommodate the needs, limited resources have had an impact on proceedings. Delays often occur when an interpreter is not available and cases must be rescheduled. Such delays contribute to the juvenile justice system's inability to provide immediate attention to the issues facing these juveniles.

In addition to the need for more interpreters during the court process, efforts also need to be made to ensure that diversion and other services are not withheld because of a cultural barrier or lack of access to interpreters. The task force recognizes that efforts are already being made to remain inclusive, however they agreed that additional consideration should be made to ensure that efforts are taking place to help meet the needs of all juveniles and their families who could benefit from alternatives outside of the juvenile justice system.

Task Force members, focus group participants and pilot county stakeholders also perceive disparities in the treatment of girls within the juvenile justice system. At least some juvenile focus group participants believed the system treats girls more harshly than boys. Research has documented that even though female juveniles have less extensive prior records and are involved in less serious offenses than are male offenders, they are more likely to be detained and placed in secure settings. The reasons for such treatment was attributed nationally to a paternalistic response to unexpected and uncharacteristic behavior for girls. (Minnesota Supreme Court Task Force on Gender Fairness, 1989). Focus group participants and pilot county stakeholders have identified gaps throughout the state in programming for juvenile girls. Research suggests the juvenile justice system should take into account the unique situations, problems and developmental pathways of girls in developing gender-specific programming (Chesney-Lind & Shelden, 1992).

PART V: RECOMMENDATIONS FOR SYSTEM-LEVEL CHANGES: SUPPORTING THE MODEL SERVICE PROTOCOLS

Because the problems of racial and gender disparities have previously been noted, but nonetheless continue to reoccur, the Task Force believes specific pilot efforts are warranted at the county level to reduce inappropriate racial, cultural, and gender disparities. The results of these pilot efforts can then be used in other counties.

The juvenile justice system is making efforts to improve its collection of race data. Since 1998, the Minnesota Rules of Juvenile Procedure have provided for the collection of race data for juvenile delinquency and child protection matters.²³ The Minnesota Supreme Court Implementation Committee on Multicultural Diversity and Racial Fairness has developed a form and procedures to facilitate the collection of race data in both juvenile and adult court. Each court system will use these forms for data collection beginning in January 2001. Efforts to implement a statewide criminal justice integrated information system (CrimNet) will also improve the availability of race data.

The Juvenile Justice Services Task Force expects that the collection of race data will assist with the Task Force's recommended study regarding disparities in treatment and entry into the juvenile justice system for juveniles of color. The Task Force hopes to take steps to foster change through its recommendation for a more detailed study of the data and issues.

D. Engage Families

At a policy level the Task Force recommends:

Recommendation 29. Parents of delinquents should be allowed and encouraged to participate in the planning and delivery of juvenile justice services to their children.

Recommendation 30. Stakeholders in the juvenile justice system should be provided training on the current authority to hold parents accountable for their child's compliance with a dispositional order.

Recommendation 31. Further study should be undertaken to examine why parents fail to participate in the planning and delivery of juvenile justice services to their children. This study should include examination of positive ways to enhance parental involvement as well as the feasibility of accountability laws.

Juvenile justice system professionals and service providers cannot fully respond to the problems of juvenile crime on their own. Family involvement and accountability can make a tremendous difference in how a youth responds to services provided within the juvenile justice system.

²³ See Minn. R. Juv. P. 6.02, subd. 3; 6.03, subd. 3; 7.04, subd. 1; 19.04, subd. 2(B), 70.01, subd. 2; 70.02, subd. 1; 71.03, subd. 1; and 74.03, subd. 1 (2000).

PART V: RECOMMENDATIONS FOR SYSTEM-LEVEL CHANGES: SUPPORTING THE MODEL SERVICE PROTOCOLS

Research has identified that effective services are those that involve family members and strengthen family support (National Council on Crime and Delinquency, 1993).

Task Force members, pilot county stakeholders, and focus group participants all agreed that families are important. One of the key components of the Task Force's model service protocols is family-focused services, with caregivers respected and included in the process. Family-focused services engage caregivers as partners in the planning and delivery of services.

Task Force members identified the need for practical ways to engage caregivers more fully in the process. For example, judges should ask caregivers what they have done to respond to the conduct that has led to the juvenile court proceeding. This question recognizes the role caregivers play in the lives of youth and builds on the concept of the courts' partnership with caregivers to address delinquent behavior. It should be noted that this is already the practice of some juvenile court judges in Minnesota.

Focus group participants, including the parents of juveniles within the delinquency system, echoed the need for more positive ways to enhance parental and caregiver involvement. They identified barriers to participation, including the difficult choice faced by single caregivers to either lose work and income, or attend multiple court hearings. The Task Force believes that caregivers should be allowed and encouraged to participate in the delivery of services for children and recommends further study of why caregivers may fail to participate, as well as what practical solutions might enhance involvement of caregivers.

At the same time, the Task Force recognizes that some caregivers simply do not participate in a positive way and, in fact, may be the cause of their child's misbehavior. Caregivers whose chemical dependency, other problems, or behavior contributes to their child's delinquency present a difficult problem for the juvenile court. The Task Force believes this problem also deserves further study.

Minnesota law provides courts with some authority over families of juveniles. According to Minnesota statute, "any person knowingly interfering with an order of the juvenile court is in contempt of court." (Minn. Stat. § 260B.421 (2000)). Minnesota statutes also allow contempt proceedings when "any person personally served with summons or subpoena fails, without reasonable cause, to appear or bring the child...or if any custodial parent or guardian fails, without reasonable cause, to accompany the child to a hearing..." (Minn. Stat. § 260B.154 (2000)). Task Force discussions indicated that contempt statutes are under utilized resources. To address this concern, Task Force members determined that training regarding the potential use of current Minnesota laws should be initiated. In addition to contempt laws, education should address the potential use of other Minnesota statutes. For example, Minn. Stat. sec. 540.18, subd. 1, provides that "the parent or guardian of the person of a minor who is under the age of 18 and who is living with the parent or guardian...is jointly and severally liable with such minor for such injury or damage to an amount not exceeding \$1,000...."²⁴

²⁴ Minn. Stat. § 540.18, subd. 1 (2000). *See also* Minn. Stat. § 332.51, subd. 1, 3 (2000) (provides parent and guardian civil liability for theft, beyond sec. 540.18's limit to special damages).

PART V: RECOMMENDATIONS FOR SYSTEM-LEVEL CHANGES: SUPPORTING THE MODEL SERVICE PROTOCOLS

Task Force members also considered recommending new laws that would provide parental accountability for a juvenile's actions. In general, such parental accountability laws attempt to involve parents in the lives of their children by holding them civilly and/or criminally liable for their children's actions, with penalties for violations of these laws including increased participation by parents in juvenile proceedings; financial responsibility for restitution, court, and treatment costs; and participation in treatment or counseling programs (Office of Juvenile Justice and Delinquency Prevention, 1997). At least ten states, including Alabama, Alaska, Florida, Idaho, Maryland, Nevada, North Carolina, Oregon, Texas, and Virginia, have enacted parental accountability laws that hold parents accountable for the acts of their children. (NCJJ Snapshot: Parental Responsibility for the Delinquent Acts of Their Children, 1999).

The Task Force agreed that parents should be held accountable for their responsibilities as parents to ensure their child complies with the juvenile court's dispositional order. Before deciding whether Minnesota should consider expanding its authority over families whose children appear in juvenile court, the Task Force determined that additional information on the issue is needed. An important consideration is a parent's or guardian's due process rights. Task Force members voiced concern that new parental accountability laws could require appointment of counsel for parents at their child's hearing in order to preserve their rights at any subsequent parental accountability hearing. An analysis of laws and policies utilized by states with parental accountability laws is also warranted. The Task Force agreed that the consequences and effectiveness of these laws is largely unknown and therefore recommends further study before action regarding changes in the law is taken.

E. Involve Community

At a policy level, the Task Force offers the following recommendations:

Recommendation 32. Community connections to the juvenile justice system should be strengthened to provide a network of support for juveniles within the community.

At an implementation level, the Task Force recommends that:

Recommendation 33. One or more pilot counties should develop and pilot services that build a network of community connections for youth, such as through a drug court, youth court, or comprehensive diversion program.

Effective juvenile justice services depend upon community involvement and connections. As the 1994 Minnesota Supreme Court Advisory Task Force on the Juvenile Justice System observed, "[t]he inter-relationships among family, religion, health care, education, housing, employment, community values and crime mean that all segments of the community must play an active role in combating juvenile delinquency." Pilot county stakeholders identified a network of support in the community as one of the most effective ways to address juvenile delinquency. Focus groups and pilot counties also cited the importance of aftercare resources to reintegrate youth within the community when they return from an out-of-home placement. Research shows that offering help

PART V: RECOMMENDATIONS FOR SYSTEM-LEVEL CHANGES: SUPPORTING THE MODEL SERVICE PROTOCOLS

in the form of a support network in the community is critical to a youth's opportunity for success (National Council on Crime and Delinquency, 1993).

Focus groups and pilot counties also noted the importance of positive after school activities and employment opportunities. To improve outcomes for juveniles, the system should find ways to tap the energy and interest of neighbors, coaches, teachers, churches, potential employers, park and recreation workers, and others who can connect to young people and act as mentors within the community. A support network may also consist of assistance to parents, siblings, or peer groups, and may take the form of providing transportation, childcare, jobs, recreational opportunities, or substance abuse counseling.

The Task Force model service protocols call for services that are community-based in terms of location, ownership and involvement, recognizing that successful implementation of these protocols are contingent upon the community providing supports, being involved, and facilitating opportunities for success for juveniles. To be effective, the model protocols must also engage community members in determining service outcome goals and helping the system achieve those goals.

F. Support Early Intervention and Diversion

At a policy level, the Task Force recommends that:

Recommendation 34. The Juvenile Justice System should promote the use of diversion programs and other methods outside the system that provide sufficient attention to the needs of lower level offenders.

In a model service delivery system, effort is focused on early intervention to prevent more serious crime later on. Several pilot counties are giving increased attention to truancy issues, given the clear connection between attendance and school performance, and between school performance and crime (Garry, 1996). Hennepin County's truancy intervention project, for example, assigns a county prosecutor to each of the high schools, to work directly with school officials to address and combat truancy. School officials have placed increased emphasis on attendance, and officials respond early when absences occur. In Ramsey County, the Truancy Intervention Project, a nationally recognized collaboration between the Ramsey County Attorney's Office and the school system, works with young people in all five school districts when they accumulate three or more unexcused absences.

Recognizing recent increases in status and petty offenses, the Task Force suggests that the needs of lower level offenders be addressed through diversion from or referral to resources outside of juvenile court. The high-level of cases that are addressed in court every day make it difficult to provide enough attention to the less serious offenders. Task Force members believe that responding to lower level offenses is important. Youth focus group participants say they want to be held accountable. Early intervention and diversion programs offer the opportunity for accountability and redirection of juvenile offenders to prevent future crime.

PART V: RECOMMENDATIONS FOR SYSTEM-LEVEL CHANGES: SUPPORTING THE MODEL SERVICE PROTOCOLS

Restorative justice programs, such as family group conferencing, victim-offender mediation and circles adopted from Native American tradition offer more opportunities for community/family problem solving than the formal juvenile justice system. These programs involve the community in case dispositions and as support persons for offenders and victims of juvenile crime. Task Force members described the value of responding to shoplifting, for example, with a program involving the probation officer, the merchant, the juvenile and the juvenile's family meeting together in the neighborhood to reach agreement on how the situation should be handled.

G. Provide Adequate Funding

At a policy level, the Task Force recommends that:

Recommendation 35. Funding should be made available to counties to conduct an internal audit of available services using the model service protocols.

Recommendation 36. Further study should be undertaken to develop models for funding of juvenile justice services that are adequate, flexible, sustained over time, and encourage collaboration across systems.

Lack of adequate funding was identified as a critical deficiency in the current juvenile justice system. Pilot counties identified the problem of insufficient funding as a barrier to collaborative efforts. For example, pilot county stakeholders identified lack of funding for social services as one reason collaboration between probation and social services did not occur in dual child protection and delinquency cases. Lack of resources generally was also a concern of several pilot counties where stakeholders felt resources for services were "stretched too thin" for the number and complexity of cases within the delinquency system.

Other deficiencies cited include:

- Funders and funding sources do not collaborate.
- Separate funding streams do not permit collaboration at a local level.
- Grants, a primary source of funding for many juvenile services, can foster innovation, but they usually provide only short-term, initial support for programs.
- A lack of funding for establishing and maintaining basic, "nuts-and-bolts" work.
- HMO and insurance restrictions limit access to community-based services to help children and families.

At least one pilot county advocated that the State take on more funding responsibility to address the lack of local funding and the demands of the juvenile justice system statewide.

The Task Force recognizes the current constraints that lack of funding places on the system and recognizes that funding constraints are likely to continue because of fierce competition for the same scarce resources. The model service protocols are an attempt to address the funding constraints by providing an opportunity to support only effective and appropriate services on the

**PART V: RECOMMENDATIONS FOR SYSTEM-LEVEL CHANGES:
SUPPORTING THE MODEL SERVICE PROTOCOLS**

intervention continuum and by placing an emphasis on the evaluation of whether services meet the system's outcomes goals.

The Task Force also recognizes the importance of addressing this deficiency area on a statewide basis. The Task Force believes that funding should be made available to counties as they implement strategies under the model service protocols, which will permit a more comprehensive view of the service gaps and deficiencies within each of the eighty-seven counties. The Task Force also recommends further study of the funding issue, to identify models that will provide funding that is adequate, flexible, and sustained over time.

PART VI: CONCLUSION

The needs of troubled juveniles and their families are often complex. So complex that an unstructured approach to services is not likely to meet with much success. This is true whether the lack of a systematic approach lies in the services available within a community or in the decision to send a juvenile to a particular service. Yet, to a large extent, the Task Force found that such unsystematic decision-making exists in Minnesota.

The Task Force focused on correcting this situation. The result is an approach that uses the same set of outcome goals to guide the development of a comprehensive continuum of services within each county and to guide individual dispositional decisions as to which service within the continuum best matches a particular juvenile's needs. The model uses the balanced approach to juvenile justice to provide the framework for setting service outcome goals. The model then calls for the use of outcome indicators to evaluate service effectiveness.

This approach will take time to implement. Each county will need to adopt service outcome goals and conduct an audit of services currently available. Collaborations will need to occur among the juvenile justice system, service providers, and others in the community to develop and implement the desired continuum of service. Other reforms will need to occur within the juvenile justice system to augment the working of this model. Finally, services will need to be subjected to evaluation, with decisions then made as to which services are most effective in addressing the problems of juvenile delinquents.

Although the changes proposed by the Task Force are ambitious, they represent a significant opportunity. If we are successful in improving the results of the juvenile justice system, we all – juveniles, families, victims and the community – will benefit.

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Attachment A

Service Outcome Goals and Outcome Indicators

Service Outcome Goals

Community Safety

1. Youth live law-abiding lives.

Accountability to Self, Victims, and Community

2. Youth take responsibility for and repair the harm they have done to victims.
3. Youth are accountable to the community as a consequence of their conduct.

Re-integration and Restoration of Offenders

4. Youth have supportive and positive relationships with their families/caregivers, other adults, and other youth within their community.
5. Youth are involved, and recognized for their involvement, in positive social, civic, educational, recreational, and leisure activities.

Competency Development

6. Youth experience educational success.
7. Youth have age-appropriate living and social skills, and habits.
8. Youth are physically and mentally healthy.

Measuring Service Outcome Goals

Background

Service outcome goals define the results desired from the continuum of services for juveniles. Outcome indicators are used to determine whether the results desired are actually being achieved.

Counties throughout Minnesota have begun using a variety of goals to define the results they want for juveniles within their community. They are also beginning to track indicators to determine whether the goals are being met.

In Ramsey County, the probation office has recently issued a report on how well the juvenile justice system is meeting the service outcome goals of: 1) protecting public safety; 2) assisting offenders to change; 3) holding offenders accountable; and 4) restoring victims and community (Outcome Measures, Ramsey County Community Corrections Juvenile Probation and Parole Division, April, 1999). Service outcome indicators included:

- completion of community work service,
- improved school attendance,
- needs assessment scores,
- parent and juvenile satisfaction data,
- rates of completion of court-ordered conditions of probation,
- recidivism rates,
- restitution paid,
- risk assessment scores, and
- survey data from victims.

In Hennepin County, a program for high risk youth under age 10 developed the following basic outcome goals: 1) no delinquent (criminal) behavior; 2) school success; 3) development of values; 4) reduction in risk behaviors; 5) respect for authority; 6) social competence; 7) positive view of future; 8) stable relationship with at least one caring adult; 9) capacity for healthy regard for others; and 10) successful experience with extracurricular, recreational, spiritual, and/or skill-building activities (Delinquents Under 10 in Hennepin County: A Research Update and Program Progress Report, March, 1998).

The "Dodge-Fillmore-Olmsted County Year 2000 Comprehensive Plan" includes the following outcome goals for the juvenile justice system:

- Offender Accountability – to hold juveniles accountable to the community (such as through community work service) and to the victims (such as through restitution and victim/offender mediation);
- Public Safety – to contribute to the overall safety of the community through methods of assessment, risk classification and service delivery (tailoring interventions to address the level of risk); and
- Offender Competency Development – beginning with an assessment tool, target areas for each youth will be identified in the following areas:

PART VIII: APPENDICES

- Attitudes/orientations
- Education and employment
- Parenting/family functioning
- Positive personality/behavioral changes
- Pro-social peer relations
- Substance abuse

While each of these counties (and others throughout the state) has developed service outcome goals for juvenile services, the effort to systematically use outcome indicators to judge the effectiveness of services has just begun. To judge the effectiveness of services, service outcome goals must be set and indicators of progress tracked to determine how services change the lives and behavior of youth.

The Task Force has adopted eight service outcome goals for statewide use. The goals are intended to guide the services within the juvenile justice system. They also are intended to apply across the entire spectrum of services – from prevention through aftercare. They are grouped within a balanced approach framework, which is used already by many Minnesota counties and has been adopted within the work of the Task Force. The balanced approach emphasizes the principles of:

Community Safety: Crime victims, community members, and juvenile offenders are involved in finding constructive resolutions to delinquency that enhance community safety in the least restrictive, most cost-effective manner;

Accountability to Self, Victims, and Community: Offenders understand and make amends for the harm resulting from their crimes; victims and community are repaid, restored, and included in the process;

Re-integration and Restoration of Offenders: Offenders are given opportunities to become fully engaged and respected members of their community; and

Competency Development: Offenders are given opportunities to develop skills to ensure they are competent in the areas of education, living skills, and physical and mental health.

The outcome goals are stated in terms of a positive, desired result for youth. For each outcome goal, several sample indicators are presented. These indicators are examples of ways in which to measure the service outcome goals.

The outcome goals can be applied at both the programmatic (community) and individual levels. At a programmatic or community level, service outcome goals can be used to guide decisions about the services that are or should be available within a community. Service providers, families, judges, probation officers, and others in the community can work together to assess whether existing programs or services address the range of needs within the juvenile justice system. Next they can develop strategies to ensure services exist to meet the full range of service outcomes.

PART VIII: APPENDICES

At the individual level, outcome goals can be used to determine what results or changes in behavior are desired for an individual youth. Outcome goals should be selected after an individualized assessment of the juvenile's needs, with parents/caregivers and the juvenile involved as active participants in the goal-setting process. Once individual service outcome goals are selected, indicators can be identified that will be used to evaluate whether the juvenile is making progress toward achieving the selected goals.

The list of sample indicators that can be used to evaluate progress toward the outcome goals adopted by the Task Force is set forth below. The program-level indicators can be used to evaluate the effectiveness of programs in achieving the outcomes identified for a particular program. The individual-level indicators can be used to evaluate whether outcomes are being achieved by a particular youth.

These sample indicators represent examples of how each outcome goal can be evaluated. The indicators adopted in each county or for each juvenile will depend upon the specific outcome goals desired and the specific services delivered. These sample indicators are provided as a guide for this process of deciding what indicators should be used in any evaluation of program effectiveness. The specific tools and methods used to measure the selected indicators will be identified by counties, service providers, and those working within the juvenile justice system.

To use the outcome goals and indicators most effectively, each service provider should designate which of the outcome goals it will seek to achieve. Counties and service providers will then work together to identify appropriate measures to evaluate the degree that a service provider is effective in meeting each of the stated outcome goals. Following is a list of potential indicators that can be selected to evaluate effectiveness. This list, while extensive, is not exhaustive and it can be anticipated that there will be additional indicators beyond those listed that are appropriate for any particular program. Counties and providers will work together to choose specific measures that are most appropriate to a program, taking into account different types of intervention models, theories of behavior change, data collection methods, and other parameters relevant in designing an evaluation of program effectiveness.

PART VIII: APPENDICES

Service Outcome Indicators

Community Safety

Outcome 1. Youth live law-abiding lives.

Program-Level Indicators	Individual-Level Indicators
<ul style="list-style-type: none">Percentage of juveniles who receive services having no new delinquent or criminal offense admitted or sustained in court	<ul style="list-style-type: none">No new delinquent or criminal offenseReports of positive behavior from supportive adults.

Accountability to Self, Victims, and Community

Outcome 2. Youth take responsibility and repair the harm they have done to victims.

Program-Level Indicators	Individual-Level Indicators
<ul style="list-style-type: none">Percentage of juveniles who receive services paying restitution in fullPercentage of victims who receive services reporting satisfaction	<ul style="list-style-type: none">Payment of restitution in fullCompletion of terms of victim-offender mediation agreementApology or other demonstration of responsibility to victim

Outcome 3. Youth are accountable to the community as a consequence for their conduct.

Program-Level Indicators	Individual-Level Indicators
<ul style="list-style-type: none">Percentage of juveniles who receive services who complete community service workPercentage of juveniles who receive services who complete volunteer service	<ul style="list-style-type: none">Completion of community service workCompletion of volunteer services

Re-integration and Restoration of Offenders

Outcome 4. Youth have supportive and positive relationships with their families/caregivers, other adults, and other youth within their community.

Program-Level Indicators	Individual-Level Indicators
<ul style="list-style-type: none">Percentage of juveniles who receive services with increased connections to individuals within the communityPercentage of juveniles who receive services with improved relationships with family and peersPercentage of juveniles who receive services with improvement in interpersonal skills (e.g., conflict resolution, problem-solving, social competence, anger-management)	<ul style="list-style-type: none">Number of positive relationships with significant people in the community (e.g. teachers, mentors, church or civic groups, and others)Improved relationships with family and peersIncrease in pro-social behaviors and interpersonal skills (e.g., ability to manage conflict, improved problem-solving, improved social skills, ability to control anger)

PART VIII: APPENDICES

Outcome 5. Youth are involved, and recognized for their involvement, in positive social, civic, educational, recreational, and leisure activities.

Program-Level Indicators	Individual-Level Indicators
<ul style="list-style-type: none"> Percentage of juveniles receiving services with improvements in recreational skills and participation in extra-curricular or other social, civic, education, or leisure activities 	<ul style="list-style-type: none"> Development of new social, civic, educational, recreational (athletic or other recreational pursuits such as theater, art, or music), or leisure activities Improved participation in activities

Competency Development

Outcome 6. Youth experience educational success.

Program-Level Indicators	Individual-Level Indicators
<ul style="list-style-type: none"> Percentage of juveniles who receive services with improved school attendance Percentage of juveniles who receive services with improved grades Percentage of juveniles who receive services with improved standard test scores Percentage of juveniles who receive services with school disciplinary actions for behavior problems Percentage of juveniles who receive services with improved grade advancement/rates of graduation/attainment of high school equivalency 	<ul style="list-style-type: none"> Improved attendance Improved school performance Improved standardized test scores Improved behavior (e.g. positive reports from teachers; decrease in behavior incidents at school) Grade advancement/graduation/obtaining high school equivalency Individual Education Plans (IEP's) are regularly updated and progress toward achieving plan results is made.

Outcome 7. Youth have age-appropriate living and social skills, and habits.

Program-Level Indicators	Individual-Level Indicators
<ul style="list-style-type: none"> Percentage of juveniles who receive services who have improved employment skills Percentage of juveniles who receive services who are employed and maintain employment status Percentage of juveniles who receive services with improved independent living skills 	<ul style="list-style-type: none"> Improved employment skills (e.g., time management – youth is on time for school) Youth obtains job Number of days employed Improved independent living skills (e.g., ability to budget and manage money)

PART VIII: APPENDICES

Outcome 8. Youth are physically and mentally healthy.

Program-Level Indicators	Individual-Level Indicators
<ul style="list-style-type: none">• Percentage of juveniles receiving services who do not use alcohol, tobacco, or other drugs• Percentage of juveniles receiving services who receive physical and/or mental health assessments• Percentage of juveniles receiving services who have access to health care• Percentage of juveniles who receive services who complete treatment• Percentage of juveniles who receive services who have improved physical and or mental health	<ul style="list-style-type: none">• Does not use alcohol, tobacco or other drugs• Participates in/completes needed assessments/treatment for alcohol, tobacco or drug use• Improved physical health (e.g. nutrition, preventative health practices, sexually transmitted diseases, pregnancy)• Improved mental health (e.g. psychological adjustment; depression)

Attachment B

County Level Model Service Protocols

PART VIII: APPENDICES

County Level Model Service Protocols

Step 1. Adopting Service Outcome Goals A county adopts a set of service outcome goals for juvenile justice services within their community.

(These service outcome goals are applicable at every stage of the intervention continuum.)

Youth live law-abiding lives.

Youth take responsibility for and repair the harm they have done to victims.

Youth are accountable to the community as a consequence of their conduct.

Youth have supportive and positive relationships with their families/caregivers, other adults, and other youth within their community.

Youth are involved, and recognized for their involvement, in positive social, civic, educational, recreational, and leisure activities.

Youth experience educational success.

Youth have age-appropriate living and social skills, and habits.

Youth are physically and mentally healthy

Step 2. Auditing Services A county reviews the array of services

(These include services available locally, regionally, state-wide, and out-of-state)

Chemical Dependency Assessment & Treatment

FAS/FAE

Parental Skills

Recreation

Community Work Service

General Education/GED Preparation

Physical Health

Restitution

Conflict Resolution Skills

Independent Living Skills

Positive Life Skills

Sex Offender Assessment and

Family Group Conferencing

Mental Health Assessment & Treatment

Pro-Social Skills

Treatment

Family Therapy

Mentoring

Probation/Supervision/Monitoring

Victim-Offender Mediation

and determines whether or not these services exist along the entire intervention continuum (Prevention, Early Intervention, Intermediate Sanctions, Out-of-Home Placement, and Aftercare) **and whether or not these services are:**

Research-based and grounded in best practices

Racially and culturally specific

Community-based in terms of location, ownership, and involvement

Gender specific

Based on an individualized assessment of strengths, risks, and needs

Family focused, with caregivers included in the process

Step 3. Matching Outcome Goals to Services A county reviews whether or not the available services address all the outcome goals at all points along the intervention continuum. Existing service providers are asked to designate which of the outcome goals they will seek to achieve.

Step 4. Identifying and Addressing Service Gaps Service gaps are identified and strategies for addressing these service gaps are developed. Collaboratives may be developed to provide services where none exist.

Step 5. Putting an Assessment Process in Place A county determines how they will assess the individualized strengths, risks, and needs of juveniles and their families.

Step 6. Evaluating the Effectiveness of Services A county develops service outcome measures to evaluate the effectiveness of each service in achieving the designated service outcome goals.

PART VIII: APPENDICES

Using the County Level Model Service Protocols

At the county level, the model service protocols can be used as a tool to create and maintain a comprehensive continuum of effective services for juveniles. Using the model, counties can (1) develop service outcome goals; (2) conduct an audit of available services; (3) match outcome goals to services; (4) identify strategies for addressing service gaps; (5) determine a method for individualized assessment; and (6) determine measures to evaluate the effectiveness of services for juveniles and their families.

These instructions are a narrative guide to the one page “County-Level Model Service Protocols” chart. To be most effective, the protocols will be used by a collaborative group of people within each county (referred to below as “a county” or “the county”) who care about making a difference in the lives of juveniles and their families. The principles of effective collaboration (Attachment D) can be used to guide the collaborative effort to implement the model service protocols.

Step 1. Adopting Service Outcome Goals

A county adopts a set of service outcome goals for juvenile justice services.

The Juvenile Justice Task Force has recommended a set of service outcomes goals. These service outcome goals:

- Should guide the services offered to juveniles and their families.
- Should be applied across the entire continuum of services – from prevention to aftercare.
- Are grouped within a balanced approach.
 - Community Safety
 - Accountability to Self, Victims, and Community
 - Re-integration and Restoration of Offenders
 - Competency Development
- Are stated in positive terms that reflect the presence of the desired behavior.

As part of this initial step, a county will design and implement a process for examining this set of service outcome goals and deciding if they are reflective of those desired. The service outcome goals may need to be modified to meet specific needs within each county. It is also recognized that some counties may have an existing set of service outcome goals that they will continue to use in guiding services to juveniles and their families.

Step 2. Auditing Services

A county reviews the array of services.

The model service protocols contain a comprehensive array of services. In this step of the model protocols, a county reviews the array of services; determines where services exist across the intervention continuum; and determines whether services contain key components of effective services.

To review the array of existing services, a county will inventory the services currently available for the county’s juveniles and compare those services to the range of services in the model

PART VIII: APPENDICES

service protocol array. The model service protocol array of services is set forth below, with some illustrations of programs researchers have found to be effective.

Chemical Dependency Assessment and Treatment services include chemical dependency assessments, outpatient counseling and group programs, and inpatient treatment and aftercare. Chemical dependency services have been identified as a “gap” in some counties, especially aftercare and community-based services.

Community Work Service is productive work performed by juvenile offenders that benefits communities. When the community work service experience allows youth to create new, positive relationships with members of the community, the fabric of the community is strengthened. The process can also work to increase the juvenile’s investment in the community.

Conflict Resolution Skills include services in schools, as well as those offered through community-based agencies. School-based programs include curriculums for students from kindergarten through high school seniors. These programs apply various methods to teach interpersonal problem solving and social skills. Specific types of conflict resolution programming for offenders in institutionalized settings include anger management, aggression replacement training and stress inoculation training programs.

Family Group Conferencing is restorative justice service that involves a conference or meeting of the victim, the juvenile offender, and the victim’s and offender’s families and friends. The purpose of the conference is to discuss, as a group, the impact of the juvenile’s actions and how the juvenile offender will repair the harm. Peacemaking circles are another closely related, but distinct, restorative justice service. Circles use traditional circle ritual and structure from Native American culture. They create a respectful space in which all interested community members: victim, victim supporters, offender, offender supporters, prosecutor, defense counsel, police, and court workers can speak about the juvenile’s actions. Circles may involve a multi-step procedure, including application by the offender to the circle process, a healing circle for the victim, a healing circle for the offender, a disposition circle to develop a disposition agreement, and follow up circles to monitor the progress of the offender.

Family Therapy services include family-based, intensive treatment as well as family case management programs. Evaluations of Multi-systemic Therapy, an intensive home-based treatment model, have demonstrated substantial reductions in rates of re-arrest and subsequent out-of-home placements. Functional Family Therapy, which follows the social development model of reducing the impact of risks by emphasizing protective factors, has also been found to be effective.

FAS/FAE Services include diagnostic and psychological evaluations to identify juveniles with fetal alcohol syndrome or fetal alcohol effects (FAS/FAE). For juveniles diagnosed with FAS/FAE, the assessment information should be incorporated into a realistic intervention that takes into consideration both the juvenile’s cognitive disabilities and the

PART VIII: APPENDICES

opportunities in the juvenile's environment for structure and supervision. Specific FAS/FAE services may include advocacy, vocational training, and social skills training.

General Education/GED Preparation services are both school-based academic programs and other multi-faceted programs designed to improve academic achievement, increase retention and high school graduation rates and increase the likelihood of post secondary education entrance. These services are implemented through schools-within-schools, alternative schools, and other programmatic settings.

Independent Living Skills services are primarily targeted towards older adolescents. Programs that teach interviewing and job retention skills and offer job placement, vocational support, and assistance in overcoming vocational deficits have been shown to be effective for adjudicated youth in residential placements. Evaluations of vocational training and employment programs have demonstrated positive program impact on employment and earnings. (Lipsey, Wilson & Cothorn, 2000) and (Sherman, et al., 1998)

Mental Health Assessment and Treatment services include screenings and assessments, psychological counseling, treatment, and resources, e.g., wrap-around services. Recently practitioners and researchers have recognized the interrelationship of mental health disorders and substance abuse. Many counties have reported gaps in the availability of mental health services for youth.

Mentoring services include programs like Big Brothers, Big Sisters of America, as well as many other programs that offer youth an opportunity to develop a meaningful, positive relationship with an adult. An evaluation of Big Brothers, Big Sisters found that youth in the program were less likely to initiate drug or alcohol use, performed better academically and had higher quality relationships with their parents and peers.

Parental Skills services teach parents techniques for defining and responding consistently to their children's behavior. Parent training on risk factors for delinquency and at-risk preadolescents has been observed to reduce aggression and hyperactivity (Sherman et al., 1998). Parent training programs combined with social skills training for children has resulted in improved behavior and family management practices among families in crisis (Howell, 1995).

Physical Health services can include prenatal and infancy nurse home visiting programs, as well as other health and child wellness services. Research has shown that home visits by both nurses and preschool teachers can reduce the rate of juvenile delinquency. (Sherman et al., 1998).

Positive Life Skills or cognitive-behavioral skills services teach youth thinking strategies through recognizing internal cues and responding to those cues in a positive manner, such as suggesting alternative activities when peers discuss engaging in risky behavior. This type of treatment is the most common approach used for juveniles in residential facilities in Minnesota (Institute on Criminal Justice, 1999). Programming is also conducted with serious, non-institutionalized offenders. A primary intervention targeting all

PART VIII: APPENDICES

middle/junior high school students is Life Skills Training. Designed to prevent or reduce tobacco, alcohol, and marijuana use, the program teaches students self-management skills and social skills, in addition to providing information specifically related to drug use. Short-term results include large reductions (50% - 75%) in tobacco, alcohol, and marijuana use. Long term results observed six years following the interventions include decreased use of inhalants, narcotics, and hallucinogens. (Sherman et al, 1998)

Pro-Social Skills services include programs which teach developmental skills, such as self-control, social competence, positive peer relations and inter-personal problem solving techniques. Reductions in delinquency and substance abuse were found to be the result of school-based efforts to clarify and communicate norms about behavior through rules, reinforcement of positive behavior, and anti-bullying campaigns. (Sherman et al., 1998)

Probation/Supervision/Monitoring Services work with youth in the community during all stages of their involvement in the juvenile justice system. Probation/supervision/monitoring services include monitoring the juvenile's progress in fulfilling the conditions of probation imposed by the court. Services may also include counseling and support services for the juvenile and the juvenile's family, as well as referrals to a wide variety of other services in the community. Intensive supervision programs offer daily contact with juveniles in the community, including evenings and weekends.

Recreation services include drop-in recreation centers, community-based parks and recreation programs, activities sponsored by the YMCA/YWCA, Boys and Girls clubs, after-school recreation and community service opportunities for non-offenders, as well as similar programs for adjudicated youth in residential facilities. After-school recreation programs that aggressively recruit youth and maintain high participation rates over time may prevent delinquency and violence. (Sherman, et al., 1998)

Restitution involves reparative actions the juvenile can take to help restore victims of a crime, school, neighborhood, or community incident. Financial restitution is an attempt to repay the material losses to the victim. Offenders may also provide services directly to victims, such as through lawn work, painting, cleaning, or other appropriate chores, as part of restitution.

Sex Offender Assessment and Treatment Services include a range of sex offender programs. These programs range in intensity from treatment options in a secured environment to outpatient treatment available through a county or private program. Behavior specific treatment for these offenders is meant to be comprehensive in addressing sexual and other problematic behaviors.

Victim-Offender Mediation services use a process that provides victims and offenders the opportunity to meet with the help of a trained mediator. During the mediation, the victim can tell the offender about the impact of the offender's crime, ask questions of the offender, and participate in developing a restoration plan. For juvenile offenders, the

PART VIII: APPENDICES

mediation offers the opportunity to take full responsibility for their behavior, to learn the full impact of the behavior, and to develop a plan to make amends.

After determining whether services exist within each service category in the array of services, counties will determine whether or not these services exist along the entire intervention continuum – from prevention through aftercare. For example, do chemical dependency services exist at the point of prevention, early intervention, intermediate sanctions, out-of-home placement, and aftercare? The intervention continuum is based on the assumption that youth should be served in the least restrictive and necessary environment consistent with public safety and the child's best interests. The following are definitions for the points along the intervention continuum that counties can reference when examining their services.

Prevention

A comprehensive and integrated approach to juvenile crime and delinquency starts with prevention programs and services to reduce risk and increase protective factors for all youth. Each county should decide whether this is limited to prevention provided in relation to juvenile justice system involvement (i.e., truants, runaways, or providing services to siblings of juveniles already in the system), and/or includes prevention that reaches youth prior to any involvement in the system.

Early Intervention

Early intervention includes early identification and services for high-risk youth. The presenting problems of at-risk youth typically appear early in their lives and are first recognized by teachers, school officials, family members and other significant adults. Although schools may recognize these risk factors, there is a shared concern that schools are not adequately equipped to respond. This situation may require re-thinking and restructuring of education, social service and juvenile justice priorities, so that early intervention is placed high on the priority list. Interventions that are comprehensive and span many systems - education, health care, social service, and juvenile justice – are the most effective.

Intermediate Sanctions

Intermediate sanctions address first time as well as repeat, nonviolent offenders. Sanctions may be residential or non-residential. Good community-based programs for higher risk youths have highly structured daily activities that leave youth with little time on their own, and case managers who do intensive tracking of youth several times each day. Types of intermediate sanctions include intensive supervision, community-based residential or short-term consequence programs and outpatient programs.

Out-of-Home Placement

Out-of-home placement includes non-secure and secure custody of juveniles who pose a serious threat to themselves or the community. Juveniles may need to be held in custody prior to adjudication in order to assure their appearance in court or to keep them from re-offending. Some adjudicated juveniles who are violent or chronic offenders must be treated within residential settings.

PART VIII: APPENDICES

Aftercare

Aftercare services play an important role in helping youth re-integrate into the community following an out-of-home placement. Appropriate aftercare services look to encourage contact between the youth and positive role models in the community. The involvement of parents, caregivers, neighbors, peers, and community institutions – schools, churches, and community-based services – should occur prior to the youth’s exit from a residential program. Equipping youth with the tools they need to succeed – employment training, self-reliance skills, and the ability to establish positive peer groups – is an essential component of aftercare services.

A comprehensive array of services has services across the intervention continuum that are effective in addressing the needs of juveniles. After determining where services exist, and where across the intervention continuum they are available, a county next evaluates the degree to which services meet the following criteria for effectiveness:

- Research-based and grounded in best practices.
- Community-based in terms of location, ownership, and involvement.
- Based on an individualized assessment of youth and their family’s strengths, risks, and needs.
- Racially and culturally specific.
- Gender specific.
- Family focused, with caregivers respected and included in the process.

Counties may be able to collect this information by accessing existing service databases or directories, but it is likely that other means, such as a survey of service providers, will be needed as well. It is expected that counties will identify services available regionally, statewide, and out-of-state, along with those provided locally.

Step 3. Matching Outcome Goals to Services

A county reviews whether or not the available services address all the outcome goals at all points along the intervention continuum. Existing service providers are asked to designate which of the outcome goals they will seek to achieve.

The third step in the model service protocols is to review the available services to determine whether they address the outcome goals adopted by the county. Counties will develop a system for working with providers to identify relevant service outcome goals for each program. For example, a program that provides inpatient chemical dependency services may identify 1) youth are physically and mentally healthy and 2) youth live law-abiding lives as the outcome goals they seek to achieve.

PART VIII: APPENDICES

Step 4. Identifying and Addressing Service Gaps

Service gaps are identified and strategies for addressing these service gaps are developed. Collaboratives may be developed to provide services where none exist.

At this stage, a county is ready to assemble all the information collected in Steps 1-3 to identify where service gaps exist. Counties may identify strategies for developing services where none exist. It is anticipated that counties will develop strategies to address these gaps through existing or new collaboratives. Principles of effective collaboration can be used to help guide this process at the county level (see Attachment D). Information from individual counties can be compiled to evaluate the degree to which service gaps exist at a regional or statewide level. Regional collaboratives may be needed, especially in rural areas, to develop access to a comprehensive continuum of services.

Step 5. Putting an Assessment Process in Place

A county determines how they will assess the individualized strengths, risks and needs of juveniles within their community.

To be effective, services must be tailored to an individual juvenile's strengths, risks and needs. In this step of the model service protocol, a county determines how juveniles within the county will be assessed. Assessments should take into account a juvenile's strengths as well as the juvenile's risks and needs.

Step 6. Evaluating the Effectiveness of Services

A county develops service outcome measures to evaluate the effectiveness of each service in achieving the designated service outcome goals.

Counties will work with service providers to agree on specific measures and methodologies that will be used to evaluate program effectiveness. For example, a program may have identified the service outcome goal of improving educational success for its program recipients. The county and the service provider may agree that program effectiveness will be measured by the percentage of juveniles who receive services from this program with improved school attendance and improved school performance. A set of sample indicators for measuring each of the proposed service outcome goals is provided in Attachment A.

As service effectiveness is evaluated across programs, additional service gaps may be identified. When this happens, the county may return to Step 4, to develop strategies for addressing these gaps. In this way, the model service protocols help counties develop and maintain a comprehensive continuum of effective juvenile justice services.

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Attachment C

**Individual Case Disposition
Model Service Protocols**

Individual Case Disposition Model Service Protocols

Step 1. Selecting Service Outcome Goals

The court selects service outcome goals for an individual juvenile based on an individualized assessment of the juvenile's conduct and needs.

- Youth live law-abiding lives.
- Youth take responsibility for and repair the harm they have done to victims.
- Youth are accountable to the community as a consequence of their conduct.
- Youth have supportive and positive relationships with their families/caregivers, other adults, and other youth within their community.
- Youth are involved, and recognized for their involvement, in positive social, civic, educational, recreational, and leisure activities.
- Youth experience educational success.
- Youth have age-appropriate living and social skills, and habits.
- Youth are physically and mentally healthy.

Step 2. Selecting Services

The court determines what array of services is needed and available to meet the desired goals

Chemical Dependency Assessment & Treatment	General Education/GED Preparation	Physical Health Positive Life Skill
Community Work Service	Independent Living	Pro-Social Skills
Conflict Resolution	Mental Health Assessment & Treatment	Probation/Supervision/Monitoring Recreation
Family Group Conferencing	Mentoring	Restitution
Family Therapy	Parental Skills	Sex Offender Assessment & Treatment
FAS/FAE		Victim-Offender Mediation

The court considers how the needs of the juvenile can be best met through services that are:

- | | |
|--|----------------------------------|
| Community-based in terms of location, ownership, and involvement | Racially and culturally specific |
| Family focused, with caregiver included in the process | Gender specific |

Step 3. Placing the Juvenile

The court decides where the individual juvenile should be served on the intervention continuum.

(least restrictive, necessary environment consistent with public safety)

- Prevention
- Early Intervention
- Intermediate Sanctions
- Out-of-Home Placement
- Aftercare

Step 4. Measuring Selected Outcome Goals

The selected service outcome goals are measured to evaluate the youth's success in achieving the desired results.

Step 5. Determining Success

The court reviews whether the juvenile is successful in achieving the desired outcome goals.

- If Yes – Youth has successfully completed terms of case disposition.
- If No – The above steps can be repeated to determine what additional services and results are desired.

Attachment D

Principles of Effective Collaboration

Principles of Effective Collaboration

A comprehensive approach to juvenile delinquency prevention and intervention requires collaboration – among systems, service providers, the community, juveniles, and their families.

The ten principles of effective collaboration that follow can help people work together to improve outcomes for juveniles and their families. They are based on research, the work of pilot county stakeholders, Task Force focus group discussions, and input from others with experience in building successful collaborative efforts. The principles can be used to help shape a collaborative that is just beginning or they can be used to gauge the effectiveness of an existing collaborative.

1. Recruit committed people with a value on diversity and inclusiveness.

People who are committed – both to improving the lives of juveniles and to the collaborative process – are a key element of successful collaboratives. Collaborative members should represent a cross-section of the community, including those with different backgrounds, perspectives, and ideas. Collaboratives should begin with inclusiveness, respect for diversity, and people who value working together.

2. Obtain support of leaders.

Leaders contribute to successful collaboration when they support the collaborative process, value innovation, and can set aside issues of “turf” and “ego.” Leaders demonstrate support for collaboration by making available the resources of time, personnel, materials, and/or facilities that the collaborative needs.

3. Identify a shared vision.

Collaborative members should develop a common, shared “big picture” vision that guides the collaborative effort. The shared vision should be based upon the service outcome goals within the model service protocols.

4. Develop concrete, attainable goals and objectives.

Collaborative members should define concrete goals and objectives that are realistic and attainable. There should be short-term goals to allow for early success as well as more long-term goals and objectives. Well-developed work plans that can be implemented by collaborative partners are the next step.

5. Define collaborative structure, roles and responsibilities.

The simplest way of working together involves sharing information through networking and informal communication. The most complex involves true collaboration -- an interdependent system of shared, consensus decision-making. Different levels of collaborative structure include:

Networking: Provide dialogue and common understanding; provide clearinghouse for information; create base of support.

PART VIII: APPENDICES

Cooperation/Alliance: Match needs and provide coordination; limit duplication of services; ensure tasks are done.

Coordination/Partnership: Share resources to address common issues; merge resource base to create something new.

Coalition: Share ideas and be willing to pull resources from existing systems; develop commitment for minimum of three years.

Collaboration: Accomplish shared vision and impact benchmarks; build interdependent system to address issues and opportunities.

Collaborative members should use the structure best suited to the community's needs. In addition to selecting a structure, collaborative members should clearly define their roles and responsibilities to build commitment and accountability.

6. Secure adequate, flexible, sustainable funding.

Lack of funding and funding restrictions hamper collaboration. Collaboratives should have sufficient resources to sustain the work over time. Collaborative members also need flexibility to employ resources in new ways.

7. Communicate and share information.

Collaborative members should find effective ways to communicate and share information. There should be regular opportunities for formal communication as well as for informal contact and exchange. Communication should be internal (among members of the collaborative) as well as external (among collaborative partners and others interested in the work of the collaborative).

8. Build relationships and trust.

Collaboratives should expect conflict and learn to manage it successfully. A facilitator may be helpful in managing conflict and developing decision-making processes. Collaboratives work best with high levels of trust and respect, when members are equally valued and important, and when time is taken to build relationships.

9. Incorporate ongoing assessment and evaluation.

Assessment begins by looking at existing conditions within the community, including identifying the skills and capabilities of collaboration members. Evaluation measures how well the collaborative process is working and whether the collaborative is achieving its desired outcomes for juveniles and their families. These collaboration principles can serve as a framework for measuring the effectiveness of a collaborative process: Are committed, diverse stakeholders at the table? Does the collaborative have the support of leadership? Has the collaborative developed a shared vision? Are there clearly defined goals, roles and responsibilities? Does the collaborative have adequate funding? Are members communicating and sharing information? Is there trust and a good relationship among collaborative partners?

In addition to evaluating the collaborative process, evaluation of the effectiveness of the collaborative's efforts for juveniles must also take place. The service outcome goals in

PART VIII: APPENDICES

Attachment A can serve as a framework for measuring the success of the collaborative in achieving desired results for juveniles.

10. Provide technical assistance and training.

Technical assistance and training for collaboration members may include an outside facilitator as well as training to build skills, capabilities and leadership within the collaborative.

Attachment E

Suggested Reading List

Suggested Reading List

Balanced Approach

Lipkin, Rachel (Ed.) (December, 1998). Guide for Implementing the Balanced and Restorative Justice Model. Washington, D.C.: Office of Juvenile Justice and Delinquency Prevention. Accessed online at <http://www.ojjdp.ncjrs.org/pubs/implementing/contents.html>.

This guide presents the Balanced and Restorative Justice Model philosophy based on three principles: accountability, competency development, and community safety. The guide also notes strategies and tools for the model and presents three demonstrative case studies.

Oldenettel, D., and Wordes, M. 1999 (June). Community Assessment Centers. Fact Sheet. Washington, DC: U.S. Department of Justice, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention.

Provides a description of Community Assessment Centers (CAC's) which are integrated service delivery systems for juveniles who are at risk of becoming serious, violent, and chronic offenders. CAC's complement OJJDP's Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders by bringing together the fragmented elements of service delivery in a collaborative, timely, cost-efficient, and comprehensive manner. OJJDP has identified four key elements as part of the CAC concept: a single point of entry, immediate and comprehensive assessments, integrated case management, and a comprehensive and integrated management information system.

Service Outcomes

Amherst H. Wilder Foundation. (1997). Measuring Outcomes: Practical Applications for Human Services. Findings. Vol. 1, No. 3.

This document presents an overview of outcome evaluation for human service and educational organizations. It provides an overview of the outcome evaluation process and challenges to measuring and achieving outcome evaluation. Real world applications of outcome evaluation by various Minnesota organizations are presented.

Boone, H., Jr., Fulton, B., Crowe, A.H., Markley, G. (1995). Results-Driven Management: Implementing Performance-Based Measures in Community Corrections. Lexington, KY: American Probation and Parole Association.

This document presents a model for performance-based measures in community corrections, and focuses on helping community corrections agencies measure the results

PART VIII: APPENDICES

of their programs and activities. The source is divided into three sections, with the first section focusing on critical issues of performance-based measurement, the second outlining the performance-based measurement model, and the final section looking specifically at performance-based measures in community corrections.

Connell, J.P., Kubisch, A.C., Schorr, L.B. & Weiss, C.H. (1995). New Approaches to Evaluating Community Initiatives: Concepts, Methods, and Contexts. Washington, D.C.: The Aspen Institute.

This source discusses the key issues and challenges associated with the evaluation of comprehensive community initiatives. It is written to assist program designers, funders, managers, and evaluators with identifying and facing their evaluative challenges.

Patton, M.Q. (1997). Utilization-Focused Evaluation. (3rd ed.). Thousand Oaks, CA: Sage Publications.

This book presents a model in which evaluations are judged on their utility and actual use. The Utilization-Focused Evaluation Model looks at the intended use of an evaluation by the identified primary users of the evaluation information, and how this understanding guides the evaluation study from beginning to end. This teaching source contains four major sections, from an introduction of utilization-focused evaluation, to implementation, then methodology, and finally a discussion of realities in utilization-focused evaluation.

Best Practices

Chesney-Lind, M. & Sheldon, R. G. (1992). Girls, Delinquency, and Juvenile Justice. Belmont, CA: Brooks/Cole Publishing Co., a division of Wadsworth, Inc.

This book provides a detailed look at the problematic relationship between female juvenile delinquents and the juvenile justice system. The book discusses types of offenses by females, distinct reasons for female delinquency, the effects a male-oriented juvenile justice system has on females, and alternative, gender-specific approaches to female juvenile delinquency. It includes an historical overview, contemporary issues and data, 10 in-depth interviews with female juvenile delinquents, and an evaluation of alternative programs to incarceration that focus on dealing with the reasons for, and types of, female juvenile delinquency.

Clouser, M. (November, 1995). Family-Focused Programming. Pennsylvania Progress. Vol. 2, no. 4.

This article discusses the need for, the objectives of, and successful program models of family-focused initiatives and treatment programs for juvenile delinquency prevention. This source highlights the steps taken in Pennsylvania to incorporate the family unit in preventing delinquency and addressing problems of juveniles.

PART VIII: APPENDICES

Developmental Research and Programs, Inc. (2000). Communities That Care, Prevention Strategies: A Research Guide to What Works. Seattle: Developmental Research and Programs, Inc.

This guidebook seeks to help communities develop effective prevention strategies for juvenile delinquency by creating community-based youth development plans. The source provides recommendations for creating a community plan that is inclusive of all stakeholders in the community. The guidebook presents strategies and example programs of youth development plans.

Howell, J. C. (Ed.). (June, 1995). Guide for Implementing the Comprehensive Strategy for Serious, Violent, and Chronic Juvenile Offenders. Washington, DC: Office of Juvenile Justice and Delinquency Prevention, U.S. Department of Justice.

This guidebook addresses the need for communities to implement a comprehensive strategy for serious, violent, and chronic juvenile offenses that promotes family and core social institution involvement, delinquency prevention programs, and immediate and effective intervention. The guidebook discusses the comprehensive strategy framework with sections on a blueprint for implementation, prevention, graduated sanctions, and risk assessment and classification.

Howell, J.C., Krisberg, B., Hawkins, J.D., & Wilson, J.J. (Eds.) (1995). Serious, Violent, & Chronic Juvenile Offenders. Thousand Oaks: Sage Publications.

This sourcebook provides information on trends and problems in the juvenile justice system's approach to serious, violent, and chronic juvenile offenders. The sourcebook offers discussion of an alternative, comprehensive approach for preventing, treating, and controlling dangerous juvenile offenders. It is divided into sections that present a comprehensive strategy, review promising nationwide programs, and summarize research findings related to serious, violent, and chronic juvenile offenders.

Institute on Criminal Justice. (January, 1999). A Study of Juvenile Offenders in Minnesota: Arrest Through Adjudication. Minneapolis: University of Minnesota Law School.

This study looks at the juvenile justice system's treatment of juvenile offenders in Minnesota, and focuses on placement within supervised, out-of-home facilities. The study provides an overview of juvenile crime in Minnesota, a detailed look at residential placement programs and facilities, and evaluation of program effectiveness along with various recommendations.

James, D.W. (1997). Some Things DO Make a Difference for Youth: A Compendium of Evaluations of Youth Programs and Practices. Washington, D.C.: American Youth Policy Forum.

PART VIII: APPENDICES

This source highlights successful youth programs throughout the United States. The report reviews youth programs in terms of research findings, the shared elements of successful programs, and tips for policymakers and funders in deciding where to invest money for youth programs. The book is divided into three sections on extending learning, building on the community, and increasing retention and postsecondary education options.

James, D.W. (1999). MORE Things That DO Make a Difference for Youth: A Compendium of Evaluations of Youth Programs and Practices. Volume II. American Youth Policy Forum, Inc.

This book continues the study on effective youth programs in the United States. This follow-up source presents a wider variety of youth programs, including those directed towards juvenile justice, English language development, and pregnancy prevention.

Kurlychek, M., Torbet, P., & Bozynski, M. (August,1999) Focus on Accountability: Best Practices for Juvenile Court and Probation. Juvenile Accountability Incentive Block Grants Program. Washington, D.C.: Office of Juvenile Justice and Delinquency Prevention, U.S. Department of Justice.

This article looks at the inclusion of accountability principles in the nation's juvenile court and probation departments. The article presents successful juvenile court and probation programs that incorporate accountability. It both discusses key ingredients for successful programs and highlights some exemplary programs.

Lipsey, M.W., Wilson, D.B. & Cothorn, L. (April, 2000). Effective Intervention for Serious Juvenile Offenders. Juvenile Justice Bulletin. Washington, DC: Office of Juvenile Justice and Delinquency Prevention, U.S. Department of Justice.

This article reports on effective intervention programs as part of an overall strategy for reducing rates of juvenile delinquency. It focuses on studies that pertain to intervention programs directed towards serious juvenile offenders. The article describes a meta-analysis that looked at over 200 studies, and attempts to answer whether intervention programs are effective for serious juvenile offenders, and, if so, which types of intervention programs are most effective. The article describes types of programs with the strongest and most consistent ability to lower recidivism among serious offenders.

Minnesota Supreme Court Task Force on Racial Bias. (May, 1993). Minnesota Supreme Court Task Force on Racial Bias in the Judicial System, Final Report.

The Task Force was convened to look at racial bias in the court system, from court decisions and proceedings, administrative procedures, and treatment of litigants, to treatment of people of color in the court system workplace. The report is divided into five sections focusing on the criminal process, interpreters, juvenile and family law, general civil process, and a section on building cultural diversity in the justice system workplace.

PART VIII: APPENDICES

Office of Juvenile Justice and Delinquency Prevention. (October, 1998). Guiding Principles for Promising Female Programming: An Inventory of Best Practices. Washington, D.C.: U.S. Department of Justice. Accessed online at <http://www.ojjdp.ncjrs.org/pubs/principles/contents.html>.

This report establishes that the juvenile justice system is inadequate for dealing with female offenders, who tend to commit distinct offenses, and have differing needs within the justice system. This source describes practical policy initiatives and programs for implementing gender-specific juvenile justice efforts. The book is divided into three main sections, consisting of an overview of female juvenile delinquents, policy and program development, and a discussion of best approaches for, and elements of, promising gender-specific programs.

Scales, A. & Leffert, N. (1999). Developmental Assets: A Synthesis of the Scientific Research on Adolescent Development. Minneapolis: Search Institute.

This book discusses the developmental asset model, as defined in the text as “the positive relationships, opportunities, competencies, values and self-perceptions that youth need to succeed” (vii). The authors researched over 800 scientific articles and literature pieces related to the developmental asset model, and describe how various categories of assets are defined in the literature, findings of developmental asset impact, data on young people’s experiences with various assets, and how assets can be built for youth development.

Sherman, L. W., Gottfredson, D.C., MacKenzie, D. L., Eck, J., Reuter, P., and Bushway, S. D.. (July, 1998). Preventing Crime: What Works, What Doesn’t, What’s Promising. National Institute of Justice Bulletin. Washington, DC: National Institute of Justice.

This report summarizes the findings of a congressionally mandated evaluation of state and local crime prevention programs. The evaluation, whose findings were presented to Congress in a 1997 report, reviewed more than 500 prevention program evaluations that met a minimum standard of use of scientific methodologies in their assessment. The report summarizes which types of programs succeed, and to what extent success is reached.

Streissguth, A. (1997). Fetal Alcohol Syndrome: A Guide for Families and Communities. Baltimore: Paul H. Brookes Publishing Co.

This book presents information and findings about Fetal Alcohol Syndrome (FAS) as a guide for dealing with the disease at the family and community levels. Using case studies, research, and illustrations throughout, the author discusses a wide array of topics related to FAS, from diagnosis, to physical and behavioral manifestations, to services, and finally advocacy and public policy.

PART VIII: APPENDICES

Vanman-Wixon, R. (December, 1998). Promising Approaches to Youth Violence Prevention: A Program Planning Guide. Minneapolis: Minneapolis Department of Health and Family Support.

This handbook seeks to provide a guide for planning and implementing community youth violence prevention efforts. The handbook looks at youth violence prevention in two major sections, one which focuses on background information and prevention program planning considerations, while the other summarizes and categorizes various prevention approaches. The second section discusses approaches from all levels of involvement including the individual, family, community, law enforcement, juvenile justice, and public policy levels.

Collaboration

Bergstrom, A., Clark, R., Hogue, T., Iyechad, T., Miller, J., Mullen, S., Perkins, D., Rowe, E., Russell, J., Simon-Brown, V., Slinski, M., Snider, A.B., Thurston, F. The Collaboration Framework: Addressing Community Capacity. The National Network for Collaboration Training Manual, offered by the University of Vermont. Accessed online <http://crs.uvm.edu/ncco/cd/>.

This framework establishes effective means for building a community collaboration. The framework model discusses the four common elements of collaboration; *grounding* in the value of diversity, a *core foundation* of common understanding, desired *outcomes*, and *contextual and process factors* that can either enhance or inhibit the collaboration effort. A companion guide to this framework, entitled "Community Collaboration: A Guide to the Standards of Practice Supporting Youth and Families" can be accessed online at <http://crs.uvm.edu/ncco/cd/collabh1.htm>.

Byrne Advisory Committee Report. (December, 1999). Creating a Safer Minnesota: A Strategic Plan to Fight Crime, Drugs and Violence through a More Effective Criminal Justice System. Saint Paul: Office of Drug Policy and Violence Prevention, Minnesota Department of Public Safety. Accessed online at <http://www.dps.state.mn.us/DrugPol/resources&publications/Byrne%20Report.htm>

This report presents six key recommendations to make Minnesota communities safer and the Minnesota criminal justice system more effective. The collaboration-based recommendations include promoting local problem-solving partnerships, improving coordination for the criminal justice system, and providing greater sharing of information across jurisdictions.

Eoyang, G. H. (1997). Coping With Chaos: Seven Simple Tools. Cheyenne: Lagumo Press.

This book introduces chaos theory and its implications for working productively in organizations. The book presents the need for organizations to move away from

PART VIII: APPENDICES

traditional linear understandings of organizations, and to instead deal with problems using complex and adaptive techniques of problem solving. The book discusses seven characteristics of complex, adaptive systems, how to use them in the face of organizational chaos, and presents a case study that illustrates all of the seven characteristics in the workplace.

Huizinga, D., Loeber, R., and Thornberry, T. (March 1994). Urban Delinquency and Substance Abuse: Initial Findings. Washington, DC: Office of Juvenile Justice and Delinquency Prevention, U.S. Department of Justice.

The summary of this longitudinal research study, conducted by the Office of Juvenile Justice and Delinquency Prevention (OJJDP), looks at the causes and correlates of urban delinquency and substance abuse. The source is divided into five chapters that focus on the following: delinquency and drug use, overlap of problem behaviors, explanatory factors and delinquency, common themes, and programmatic implications. The summary looks at factors beyond the individual including family, education, peer groups and neighborhood influences, and suggests program interventions that focus on these groups as a means for establishing positive group attachments for the individual.

Mattessich, P. & Monsey, B. (1992). Collaboration: What Makes it Work, A Review of Research Literature on Factors Influencing Successful Collaboration. Saint Paul: Amherst H. Wilder Foundation.

This source establishes 19 factors that can help determine the success of a collaborative effort. Extracted from the research literature on collaboration, these success-determining factors are each discussed in the source by a presentation of their description, their implications for collaboration, and an illustrative case study excerpt. The 19 factors are divided into 6 broad categories of factors including environment, membership characteristics, process/structure, communication, purpose, and finally resources.

Shapiro, E. (June, 1999). Juvenile Assessment Center Pilot Project: Federal and State Data Privacy Issues. Minneapolis: Institute on Criminal Justice, University of Minnesota Law School.

Many federal and state privacy laws inhibit, and even prevent, collaborative efforts for agencies and groups to share valuable information related to juveniles. The focus of this report is to identify and outline these federal and state legal barriers to sharing important juvenile information including police reports, detention data, medical data, chemical dependency treatments, and social services information. The source provides a detailed description of federal and state privacy laws.

Slayton, J. (March, 2000). Establishing and Maintaining Interagency Information Sharing. Juvenile Accountability Incentive Block Grants Program. Washington, D.C.: Office of Juvenile Justice and Delinquency Prevention, U.S. Department of Justice.

PART VIII: APPENDICES

In an effort to build collaborative interagency efforts for addressing juvenile crime, many communities have turned to information sharing between agencies. This source describes key elements of successful information sharing, and presents a model interagency agreement. The source features sections on policy issues, legal issues, evaluation plans, barriers to success, and promising programs.

Winer, M. & Ray, K. (1994). Collaboration Handbook: Creating, Sustaining, and Enjoying the Journey. Saint Paul: Amherst H. Wilder Foundation.

This handbook is a comprehensive guide for determining how to start, run and maintain collaborations. The source provides steps, tips, worksheets, and a case study that follows one collaboration from start to finish.