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Juvenile Justice Model Data Project: Final Technical Report

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EXECUTIVE SUMMARY

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) has invested in improving juvenile justice data and increasing its consistency across states and localities through the Juvenile Justice Model Data Project (Model Data Project). The Model Data Project was awarded to the National Center for Juvenile Justice (NCJJ), the research arm of the National Council of Juvenile and Family Court Judges. NCJJ came together with two sub-grantees, the American Probation and Parole Association (APPA) and the International Association of Chiefs of Police (IACP), and several contracted partners, including the Council of Juvenile Correctional Administrators (CJCA), Performance-based Standards (PbS), and the Florida Department of Juvenile Justice. The project also employed a workgroup of juvenile justice experts to guide the development of the recommendations.

The primary goals of the project were to (1) develop model measures to monitor trends and assess the efficiency and effectiveness of juvenile justice systems, (2) identify related model data elements with recommended definitions and coding categories, and (3) develop a comprehensive strategy to disseminate and promote the use of the model data elements and measures. To meet the intended goals, the project team carefully planned partnerships and activities that embodied a systemic approach driven by local practices that allows for incremental advancement.

Conceptual Framework

Early in the project, with input from the workgroup, project staff identified, sorted and categorized key information needs of juvenile justice professionals into ten key questions that represent the conceptual framework for the Model Data Project. The key questions were intended not only to point to critical information needs, but also to provide a framework through which juvenile justice systems can begin to assess their efficiency and effectiveness. The key questions also established boundaries for project staff, as each measure developed was required to fit within one of the key questions.

Key Question 1: How many youth are involved in various stages of the system?

One of the foundational measures of the juvenile justice system is the count of individuals at various decision points—from initial contact with police, through detention and referral to court, and counts of youth who are diverted, adjudicated, and/or committed to placement.

Key Question 2: What are the key characteristics of the youth involved?

It is important to be able to describe the individuals who come into contact with the juvenile justice system. Demographic information like age, sex, gender, and legal residence, and characteristics like risk level and protective factors can help to identify trends and learn about subpopulations.

Key Question 3: How did the youth become system involved?

Information describing the situational characteristics of incident(s) can help explain the behavior that resulted in system involvement, such as an arrest or referral to juvenile court. This information includes the source of referral, the type of behavior, or where the behavior occurred.

Key Question 4: How do youth move through the system?

The ability to document the counts of individuals as they move from one decision point to the next helps to identify patterns of movement through the system. To do this, juvenile justice system professionals must carefully collect information on decisions made and their corresponding dates.

Key Question 5: Is the system fair?

Fairness refers to decisions that do not discriminate against youth from gender, racial, ethnic, or other subpopulations. These could be decisions on how to process a case (e.g., legal representation) or how to respond to a behavior (e.g., responses appropriate to risk and harm).

Key Question 6: How do youth change while in the system?

The juvenile justice system aims to hold youth accountable and support them toward becoming productive citizens. To that end, it is important to assess how youth change, either positively or negatively, while involved with the system. That includes change in risk level, progression in school, or learning new skills.

Key Question 7: Does the system meet the needs of youth, their families, and the community?

To effectively meet the needs of youth, their families, and the community, the services provided to youth should be matched to assessed needs and easily accessible. Juvenile justice systems, then, need to know certain information about the youth, including risk level and needs, and about available services, such as service types, location, capacity, and quality.

Key Question 8: What was the experience of youth in the system?

States are responsible for keeping system-involved youth safe and free from further psychological or physical harm. These experiences can be measured by collecting and analyzing data related to use of restraints, solitary confinement, and isolation, as well as positive experiences, like receiving incentives.

Key Question 9: How much does it cost?

States and jurisdictions should understand the financial costs associated with handling youth at multiple points of the system, and for related programs and services. Knowing how cost is spread between various system stakeholders, understanding the cost of one day of detention or placement, or identifying investments in research and planning efforts can help jurisdictions better understand how to implement changes and the fiscal impact of reforms.

Key Question 10: What are the long-term measures of success?

The justice system should not limit its measures to input or activity indicators and immediate system outputs, although those indicators are often more easily obtained. All agencies that are involved in juvenile justice should work together to assess if, when, and in what manner system-involved youth return to the justice system, and positive indicators, such as employment and graduation.

Gathering Information from the Field

Throughout the project, the team engaged in several activities structured to obtain meaningful feedback from the field of juvenile justice. The project team began by collecting information on data that is currently available, what information professionals find most meaningful, and the current data and evaluation capacity of juvenile courts and related agencies across the country through:

- A scan of existing data sources and recommendations;
- A series of online and in-person guided discussions and interviews with juvenile justice professionals; and
- Case studies of three states that have high data capacity.

After the conceptual framework was developed, the project staff identified areas in need of refinement and conducted literature reviews on topics including pre-petition diversion; law enforcement data collection; collecting data on sexual orientation, gender identity and gender expression; and measuring positive youth outcomes.

The team also piloted the project's tools in two sites: Davidson County (Nashville), Tennessee and the State of Idaho. The purpose of the pilot was to test the extent to which recommendations for data collection, use, and dissemination were relevant and practical in a jurisdiction. Project staff disseminated an online survey and visited each site to conduct interviews and review the site's capacity and relevant data systems. Interviews followed a documented protocol that included questions about data system capabilities, data collection on case processing and youth characteristics, sharing data with partners, research capacity, and dissemination of information. The results of the assessment, including a completed MDP 3D Assessment and recommendations for data improvements were documented and presented to stakeholders during the second site visit. During the second site visit, the project staff worked with stakeholders to develop a "Blueprint" for how the recommendations would be implemented.

Project Results

The effort to develop model measures for the field of juvenile justice resulted in several deliverables including more than 100 research-based measures complete with recommended coding categories. These fundamental measures, along with recommended coding categories and supporting research, will be published online. It is strongly recommended that jurisdictions and agencies looking to incorporate the measures refer to the Fundamental Measures for Juvenile Justice website (<http://www.ncjj.org/fmjj/>) and the Model Data Project page (http://www.ncjj.org/Projects/model_data_project.aspx) for more information rather than relying solely on the information in this technical report. The database published online will include core elements required to derive the measures, useful detail elements, calculation instructions, and supporting information that discusses the research basis for the measure and, where necessary, issues related to unit of count and timing.

This technical report describes the measures and required data elements as well as the multiple methods and activities implemented to achieve the final product.

Juvenile Justice Model Data Project Technical Report

PROJECT OVERVIEW

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) has invested in improving juvenile justice data and increasing its consistency across states and localities through the Juvenile Justice Model Data Project (Model Data Project). The Model Data Project was awarded to the National Center for Juvenile Justice (NCJJ), the research arm of the National Council of Juvenile and Family Court Judges. NCJJ came together with two sub-grantees, the American Probation and Parole Association (APPA) and the International Association of Chiefs of Police (IACP), and several contracted partners, including the Council of Juvenile Correctional Administrators (CJCA), Performance-based Standards (PbS), and the Florida Department of Juvenile Justice.

The Model Data Project developed model measures that monitor trends and assess the efficiency and effectiveness of juvenile justice systems and provide guidance to the field on the data elements and coding categories required to calculate the model measures. The Model Data Project has been led by organizations representing all sectors of juvenile justice— from law enforcement through the court process and juvenile corrections. The project’s strategy was to improve national data through uniform and systematic improvement of local data collection, use, and analysis.

Impetus for the Project

“Each state, county, and sometimes each city creates its own process for responding to delinquent youth” (National Research Council, 2013).

Although juvenile justice practitioners, administrators, and policymakers are using data to inform decisions now more than ever, many places still lack sufficient data infrastructure to consistently collect, analyze, and apply the information to their practices. Juvenile justice is delivered through a complex network of government agencies, many that operate at a municipal or county level. These agencies are responsible for addressing and providing delinquency prevention, law enforcement activities, the court system, community supervision and social services for delinquent youth, secure detention and longer-term placement, and reentry services for youth returning to the community. The decentralization of services creates data challenges as these agencies often use disparate data systems, employ different terminology, and do not actively share data and information. They may each have different organizational cultures related to data collection, analysis, and use and may vary in the level of data system sophistication or research capacity. This lack of coordination not only creates difficulties and gaps in individual case management, but also confounds attempts at state and national data collections.

The National Academy of Sciences (NAS) has acknowledged that a steady stream of data to describe basic juvenile justice operations nationally exists thanks to OJJDP’s ongoing support (National Research Council, 2013). The NAS recommended that efforts to describe the numbers of juveniles at various stages of the system should continue, but that OJJDP could build on its own accomplishments by serving as a “central coordinating point for information innovations, promising approaches, and useful strategies” and as a “motivating force for improvements in data collection and management as well as research in juvenile justice” (National Research Council, 2014, p. 40). The report states, “OJJDP should gather data, measure progress, synthesize lessons learned, and facilitate iterative improvements as it points the way toward a juvenile justice system that is fair, holds youths accountable in a developmentally appropriate manner, and prevents reoffending” (p. 4). It continues to task OJJDP with taking a “leadership role in local, state, and tribal jurisdictions with respect to the development and implementation of administrative data systems by providing model formats for system structure, standards, and common definitions of data elements” (p. 41). This specific recommendation is the basis for the Juvenile Justice Model Data Project.

Approach for the Project

The primary goals of the project were to (1) develop model measures to monitor trends and assess the efficiency and effectiveness of juvenile justice systems, (2) identify related model data elements with recommended definitions and coding categories, and (3) develop a comprehensive strategy to disseminate and promote the use of the model data elements and measures. To meet the intended goals, the project collected feedback from juvenile justice systems across the country that included a comprehensive review of policies, reporting practices, data systems, and existing recommendations to ensure that the model measures are grounded in existing research and are realistic and meaningful to stakeholders. The project also facilitated case studies of three juvenile justice systems (Florida, Oregon, and Pennsylvania) and a series of guided discussions with key stakeholders, administrators, and practitioners across the juvenile justice system. The project team carefully planned partnerships and activities to realize the project goals that embodied a systemic approach driven by local practices that allows for incremental advancement.

Systemic

What has typically been referred to as “the juvenile justice system” on its surface is more accurately described as several disparate agencies that fulfill different roles and responsibilities with and for youth who are involved in the justice system. Occasionally, these agencies collaborate, share data, and exchange information. More often, however, they operate in silos. To improve data collection, coordination, and sharing in general and to propel juvenile justice system improvement efforts, it is crucial that these agencies commit to collaboration and information sharing. To that end, the project team intentionally framed the approach to encompass all juvenile justice related agencies from law enforcement through legal actors and residential and community service providers. This systemic approach is reflected in the partners that the NCJJ selected to collaborate on the project, including the American Probation and Parole Association (APPA) and the International Association of Chiefs of Police (IACP) among others. The project encouraged stakeholders to view juvenile justice systemically wherein all juvenile justice related agencies have a role in ensuring that youths’ contact with the system is just and beneficial.

Driven by Local Practice

It’s often said that there isn’t just one juvenile justice system in the United States; there are 51 — each

state and the District of Columbia operate under their own statutes, regulations, and practices. About two-thirds of states operate their juvenile justice services in a way that is state operated — or mostly state operated — while the remaining 18 are locally operated (Juvenile Justice Geography, Policy, Practice & Statistics, 2017). Even within the state-operated or mostly state-operated states, there are population, practice, and resource differences across counties, courtrooms, and probation departments. Some decentralized states have been able to develop statewide data solutions (e.g., Oregon, Pennsylvania); however, other states have struggled for decades to come to a consensus about key definitions, platforms, and functionality necessary to develop a statewide data system. Even where there are established national data collections, gaps remain largely because the data are not routinely and consistently collected at the local level by agencies that are the original sources of the information. Since these national data collections are voluntary, when the burden on respondents to provide a particular bit of information exceeds their capacity to do so, a gap results. The key to improving data at the national level is to improve data at the local agency level. The data must be meaningful and useful to the local agencies for improvements to be sustainable.

Incremental

States that are considered leaders in juvenile justice data collection, coordination, analysis, and dissemination did not become highly advanced overnight. It takes strong leadership over decades to drive a series of small steps to embed a culture of data-informed decision making and build a strong data and research capacity. States, agencies, or jurisdictions can be discouraged by how far they have to go to address their current barriers to data collection and use, and sometimes this discouragement leads to paralysis. The project acknowledges this by describing adequate substitutes for when a recommended measure is not feasible. Substitutes are presented in the supporting contextual information for each measure available online. This approach will enable both jurisdictions that are highly proficient in data collection and application and those who are very limited in their data and research capacity to benefit from the recommendations.

Project Results

This ambitious effort to develop model measures for the field of juvenile justice resulted in several deliverables. With the support and guidance of a workgroup of experts and valuable input from practitioners in the field, the project staff and partners developed and defined more than 100 research-based measures complete with recommended coding categories. In the process of developing the measures, the project also developed and disseminated several practitioner friendly tools including a three-part data capacity self-assessment for juvenile justice systems and a series of profession-specific briefs focused on ways to use data to inform practices. This technical report describes both the measures and required data elements as well as the multiple methods and activities implemented to achieve the final product.

GATHERING INFORMATION FROM THE FIELD

The model measures were intended to be research-based, inclusive of existing recommendations, and both meaningful to the field and realistic given common data capacity and practices. Project staff engaged in several activities to ensure these criteria were met. First, project staff completed a comprehensive review of existing recommendations, data collections, and data reporting practices relevant to the topic areas described in the [OJJDP FY 2015 Juvenile Justice Model Data Project solicitation](#). Second, project staff and partners facilitated in-person and virtual guided discussions with experts and practitioners. Third, project staff and partners engaged in case studies of three states with a data-forward approach to juvenile justice.

Scan of Existing Data Sources and Recommendations

The original solicitation distributed by OJJDP included a wide range of desired focus areas. To narrow and define the scope of the project, NCJJ staff reviewed existing recommendations on data collection and national data collections. The purpose of the review was to gather information on currently collected data elements, reported performance measures, and existing recommendations for data collection. To do this, the project team reviewed publicly available reports from juvenile courts and juvenile justice-related agencies, submissions to the National Juvenile Court Data Archive (Archive), submissions to national data collections, and existing public reports that issued recommendations on how juvenile justice systems should collect or use data. NCJJ staff presented the findings of the review to the project partners and to the workgroup to fuel discussions about the scope of the project.

Key resources identified through the review that were used in developing the project recommendations are summarized in the following sections.

Community Wellness

KIDS COUNT Databook

The Annie E. Casey Foundation's (AECF) annual *KIDS COUNT* report summarizes data on wellness culled from existing data collections. The comprehensive report includes several categories of information related to community wellness including family and community indicators (e.g., community environment, family structure); safety and risky behaviors (e.g., drug and alcohol use); mental health outcomes; and economic outcomes (e.g., employment and income, public assistance, poverty).

All of the data contained in *KIDS COUNT* and examined for the purpose of the review came from existing national data collections; the AECF did not collect any information directly from states. Sources include the U.S. Census, the National Survey of Children's Health, the American Community Survey, the National Survey on Drug Use and Health, the Current Population Survey, the U.S. Department of Agriculture, Food and Nutrition Service, Supplemental Nutrition Assistance Program Studies, and the Census Bureau 2011-2013 Supplemental Poverty Measure Public Use Research files.

State-specific Youth Surveys

Many states routinely conduct some form of risk and protective factor surveys of all youth in the general population. Bach Harrison (www.bach-harrison.com) is a company that conducts statewide risk and protective factor surveys in the following states: Louisiana, Montana, Oklahoma, Pennsylvania, and Utah

and community-level surveying in states including Massachusetts, Michigan, and New York. Most states who participate in these types of surveys post state-level data online.

Victimization

National Crime Victimization Survey

The Bureau of Justice Statistics (BJS) has been involved in several efforts to collect localized data on victimization and citizen attitudes. BJS' National Crime Victimization Survey (NCVS) is the nation's primary source of information on criminal victimization. The survey collects information on personal and household victimization. The NCVS provides measures for violent crimes, theft, and vandalism, and provides national estimates of victimizations.

Office for Victims of Crime's Vision 21 Initiative

According to the Office for Victims of Crime's Vision 21 initiative, there is limited national data on victims. While the report does not recommend concrete data elements and measures, it asserts that research is needed to provide answers to basic questions about victimization, "Who is victimized, by what crimes, and by whom? Who does or does not seek services and why? Which victims report the crime to law enforcement, which do not, and why? How reliably are victims' legal rights enforced across the nation?" The report considers recent changes in technology and the introduction of cybercrimes, human trafficking, seismic attitudinal shifts in domestic sex trafficking, victims with disabilities, LGBTQ victims, and older victims of sexual abuse.

State Victimization Survey

Some state Statistical Analysis Centers (SACs) publish findings from state victimization surveys. Of the nine reports on state victimization surveys reviewed, all but one were authored by the state's Statistical Analysis Center. Texas' report came from the State of Texas, Crime Victim Institute. The surveys included data elements similar to those reported in the National Crime Victimization Survey (NCVS).

The most common data presented in the reports were: type of victimization/offense (8 reports); characteristics of respondents (6 reports); victim demographics (any combination of the following: gender, age, race, ethnicity, educational attainment, poverty, marital status) (6 reports); reasons why crime wasn't reported to police (6 reports); and community perceptions of crime and the criminal justice system (some combination of the following categories: community-related concerns, crime-related concerns, factors contributing to crime, fear of crime, perception of crime rates, crime prevention, how crime affects a victim's life, police performance, capital punishment, release of offenders, criminal justice funding, causes of crime, gun ownership) (5 reports). The following appeared in two reports: use of alcohol or drugs; location of crime victimization; income; county/district victimization rates; victim-offender relationship; cost of crime to victim; and resident of state, length of residence. The following only appeared in one report: detailed information about type of victimization; comparison of national and state estimates; firearms in the home; problems in community that contribute to crime; victim services knowledge; post-violent victimization experiences and observations; gangs and gang crime; parental knowledge of children's online activity; fear and perceptions of terrorism; comparison of state and national responses on terrorism.

Law Enforcement

FBI's Uniform Crime Reporting Program and National Incident-based Reporting System

Reporting of crime and arrest data vary by state. Law enforcement departments from nearly every state report some information to the FBI's Uniform Crime Reporting (UCR) Program. Reporting takes one of two forms: aggregate/summary data or detailed, incident-level data (National Incident-based Reporting System-NIBRS). In practice, some departments within a state report summary data while others report via NIBRS. However, NIBRS is the preferred method of reporting, particularly for research purposes, as it supports a wide range of research interests. The FBI plans to stop collecting aggregate UCR data in favor of developing national estimates from NIBRS data reported by a nationally representative sample. Based on data submissions for 2016, the FBI's UCR Program had 34 states certified to report data via NIBRS. Of the 34 certified states, 16 states (Arkansas, Colorado, Delaware, Idaho, Iowa, Kentucky, Michigan, Montana, New Hampshire, North Dakota, South Carolina, South Dakota, Tennessee, Vermont, Virginia, and West Virginia) submitted all of their agencies' crime data via NIBRS. Another 18 certified states (Arizona, Connecticut, Kansas, Louisiana, Maine, Massachusetts, Minnesota, Missouri, Nebraska, Ohio, Oklahoma, Oregon, Pennsylvania, Rhode Island, Texas, Utah, Washington, and Wisconsin) had both agencies that submitted their data through the Summary Reporting System and those that submitted their data via NIBRS. Additionally, the UCR program had 98 agencies certified in Alabama, Illinois, Indiana, and Mississippi, as well as 1 agency in the District of Columbia that directly reported UCR data through NIBRS.

Most states do publish their crime and arrest data, either in PDF format, or via an online data analysis tool. The FBI, in conjunction with BJS, developed a web-based tool that allows users to view estimates of reported crime by state as far back as 1962. Pennsylvania allows users to query the Uniform Crime Reporting data submitted by local law enforcement agencies back to 2006, while states such as Connecticut, Florida, Missouri, and Texas publish their state reports online as PDF or Excel files.

Diversion

There are multiple definitions for the word diversion. Technically, diversion is the act of intentionally providing opportunities for youth to avoid deeper juvenile justice system involvement. It's commonly enacted pre-petition, at the intake stage, to avoid formal court processing for summary and low-level offenses; however, diversion can also occur via law enforcement and post-petition. Some states use the terms "diversion" or "deflection" to refer to providing opportunities for youth to avoid placement and remain in the community.

Review of State Statutes

Several states have statutes related to diverting youth prior to a court referral and at the point of intake, prior to petition. In a sample of 12 states with such statutes, the statutes permit law enforcement, schools, or other agencies, with the agreement of the prosecutor, to divert from formally arresting a youth or referring a youth to juvenile court. Some specifically identify acceptable diversion programs (e.g., teen court, community mediation). Some statutes specifically refer to diversion at intake prior to petition as informal adjustment or informal probation. Through a formal agreement with the county, district, or state attorney, the agency responsible for intake has the ability to refer to a diversion program. Although administration of intake varies across and even within states, it is often the responsibility of the juvenile probation department.

Most (8) of the 12 states have statutes related to diversion occurring post-petition, pre-adjudication where the judge has the authority to dismiss a petition and refer to diversion programs. Only 1 state of the 12 has a statute that specifically enables post-adjudication diversion. Most requirements for data collection and analysis are in administrative regulations; however, a 2011 review of statutes related to diversion found that five states have statutes that require statistical reporting. Some, including Iowa and Nevada, have specific performance measures documented in statute (The Models for Change Juvenile Diversion Workgroup, 2011).

State-specific Reports

There is wide variance in how states publicly report data on diversion. Of the sample of 12 states with diversion statutes, data on diversion was reported in annual reports, Disproportionate Minority Contact (DMC) reports, one-time/special reports, dashboards, and data analysis tools. In most reports, diversion was indicated as a disposition (e.g., counts and characteristics of youth who were disposed to diversion). The most detailed report included age, sex, and offense of youth who were disposed to “Authorized Diversion or Other Informal Disposition.” Diversion information was also presented by diversion type (e.g., counts of youth on informal probation, civil citations, consent decrees, youth court, DMC diversion program). A few states have published individual reports, dashboards, or data analysis tools dedicated to describing this population. Data elements within these reports include averaged number of youth/referrals/dispositions, offense class, percent diverted or case closed, risk level, successful/unsuccessful, geographic region, and basic demographics.

Existing Recommendations for Data Collection

Existing recommendations for data elements and measures related to diversion emphasize the importance of collecting data for evaluation and quality control purposes. MacArthur’s Models for Change Initiative published a Juvenile Diversion Guidebook in 2011. It offers these examples of performance measures: number of juveniles referred and diverted; number successfully completing terms of diversion; amount of restitution ordered/paid and hours of community service assigned/completed; number of diverted youth who commit new offenses while on diversion status; number of diverted youth who re-offend after diversion is completed; retention in school and school progress; and costs/benefits of diversion programs.

Also in 2012, the National Institute of Corrections (NIC) with the National Association of Pretrial Services Agencies (NAPSA) published *Measuring for Results: Outcomes and Performance Measures for Pretrial Diversion Field* (Kennedy & Klute, 2015). Although not specifically aimed at juveniles, the document recommends critical operational data (e.g., number of referrals and referral source, time in diversion, exits, etc.); performance measures (e.g., percent of diversion-eligible persons assessed for diversion, percent successfully completing specific diversion requirements, etc.); and outcome measures (percent successfully completing diversion program, percent not charged with a new offense while participating in diversion program, and percent who complete diversion successfully and are not charged with a new offense during a specific time period).

There are several challenges associated with collecting, analyzing, and reporting information on diversion. Diversion can occur at multiple stages in system processing, and different agencies are responsible for determining eligibility for diversion and referring youth to diversionary processes and programs. Therefore, a variety of agencies may hold data necessary to describe the characteristics of diverted youth, the frequency and likelihood with which diversion is attempted, and the outcomes of the

diversion. In practice, there is not always a feedback loop to confirm whether or not diversion was “successful,” and often data systems do not maintain the outcome of the diversion. Additionally, there are often concerns with collecting data on youth who had police contact, but were not formally referred to court. Documenting the contact requires the creation of a “record” of sorts, and policies may limit the access to those information “records” to protect youth; however, some statutes and regulations specifically outline the number of times a youth is able to be diverted, thus requiring a tracking mechanism.

National Juvenile Court Data Archive

Of data files submitted to the Archive for years 2010-2013, 15 jurisdictions (14 states and 1 county) clearly contained variables associated with diversion. Most of these jurisdictions submit to the Archive from court data systems; six jurisdictions submit a file from a juvenile justice services agency. Often, diversion was visible as a disposition code. At times, the field may be able to be overwritten; if that is the case and no diversion outcome is available, it is not possible to see if diversion was offered or attempted prior to formal court processing. Six jurisdictions indicated pre-trial diversion (e.g., case closed/not petitioned/diversion, complaint dismissed–diverted, declined to file–diversion, pre-trial diversion); five jurisdictions indicated whether the diversion was successful or not (e.g., diversion completed, diversion not completed, probation diversion completed, diverted – services completed, unsuccessful diversion / petition filed); and three jurisdictions indicated referrals to specific diversion programs (e.g., divert to shoplifting program, divert to alcohol program, prosecutor truancy diversion program, youth court diversion, divert to mentor program).

Detention

State-specific Reports

Detention information is published both by juvenile justice agencies and by juvenile courts. In most states (33), detention is administered at the local level by county executive boards, local courts, or law enforcement. Their data systems are often in a silo, not connected to the court or juvenile corrections data system. In a sample of six publicly available reports, all but one of the reports were from juvenile justice agencies; one report was from the court. Common detention reporting practices include: demographics of detention population (6 reports); detention admissions or referrals (6 reports); length of stay or average length of stay (4 reports); offense charge (4 reports); number of releases or types of releases (3 reports); county or region (3 reports); average daily population (2 reports); details by detention center (2 reports); screening or risk assessment information (2 reports); and bed capacity (2 reports). The following information appeared in only one report: admission type (police, court, other); median length of stay; birth date; pre-disposition and post disposition information; number of programs; number of beds; average nightly bed count; daily cost per bed; nights over bed capacity; placement history; delinquency history.

National Juvenile Court Data Archive

Data on detention is visible in 16 submissions to the Archive, including 3 county submissions. Most (11) of these submissions are from the court; the others are from juvenile justice agencies. The Archive produces estimates of the number of cases in which the youth was detained between referral to court and case disposition. NCJJ requests data providers to submit information for the variable “Was the child detained?” This might account for why many states report a “yes or no” field or provide start and end

dates. The data providers may have other variables within their data systems that are not included in the submissions. When detention data is not in a submission, the detention field may be created using event or disposition data.

Common data elements in submissions that contain detention data are: start date/end date/days detained (7 submissions); “Yes” or “No” field (6 submissions); type of detention (e.g., secure private placement, non-secure, shelter, none) (3 submissions); and location of detention (e.g., facility name) (2 submissions).

Defense

Juvenile defense is a specialized field that addresses the due process rights of juveniles who come into contact with the juvenile justice system. Juvenile defense includes indigent defense services, those provided at public expense such as a public defender or appointed counsel, and private attorneys retained at the expense of the juvenile. The National Juvenile Defender Center (NJDC) is currently working on improving data related to juvenile defense issues through funding from OJJDP.

State-specific Reports

Fifteen states publicly report information on juvenile defense. Of those, two (CA and PA) provide three key measures of the application of juvenile defense: 1) number of youth/cases provided indigent defense (public defender), 2) number of youth/cases who retain a private attorney, and 3) number of youth/cases that waive their right to representation. The most detailed reports are generated from courts. The remaining examples report data collected by state public defender agencies which are only able to report on the cases they staff, not cases that retain private counsel or waive representation. Several state public defender agencies produce reports that describe the goals of their public defender systems. The goals are then operationalized with concrete measurable objectives. These performance measures vary based upon the goal(s) of the agencies.

National Juvenile Court Data Archive

Data on juvenile defense is visible in 10 state submissions to the Archive. In those states, there is a “Yes or No” variable indicating whether or not representation was present at some point during case processing. Of those, three submissions also include details on the type of representation.

Prosecution

Existing Recommendations for Data Collection

There are existing recommendations for performance measures related to prosecuting attorney offices from the American Prosecutors Research Institute (APRI). In 2003, APRI, the research and development division at the time of the National District Attorneys Association (NDAA), convened a group of experienced prosecutors, policymakers, economists, and academics to develop a performance measurement framework for prosecutors. The framework covered three goals.

Goal 1 is “to promote the fair, impartial, and expeditious pursuit of justice.” Related performance measures include: convictions, incarceration, dismissals, placements in treatment or alternative programs, restitution ordered and completed, disposition of like offenders and like offenses, pleas to original charge, time to bring cases to disposition, time to complete restitution, victim and witness attitudes about personal safety during prosecution, victim and witness knowledge of criminal justice system and processes, victim

notification and response, actions on behalf of victims, and victim satisfaction with the criminal justice experience.

Goal 2 is “to ensure safer communities.” Related performance measures include: felony crimes, misdemeanor crimes, juvenile crimes, arrests, prosecution outcomes, incarcerations, victimizations, community attitudes about crime and safety, and public awareness of prosecution and outcomes.

Goal 3 is “to promote integrity in the prosecution profession and coordination in the criminal justice system.” Related performance measures include: professional/legal training completed, meritorious ethics violations, prosecutorial error, disciplinary actions, personnel performance ratings, staffing levels and composition, staff workloads, costs and revenues, joint policy/legislation adopted, new and ongoing partnerships, cross designated attorneys, and training sessions provided.

A second report, also published by the National District Attorneys Association (2007) described the experience of implementing the performance measures in two counties. The report highlighted the challenges of implementing measurement frameworks that reflect challenges observed in other fields, including the precision of data to make comparisons, the lack of resources available for data collection, and competing priorities.

Adjudication

State-specific Reports

In the processing of juvenile cases, adjudication is one of the most important variables as it represents the court’s decision as to whether or not the youth is guilty; still, many jurisdictions struggle with reporting a discrete adjudication variable. Juvenile justice agencies and courts that report data associated with adjudication often list it as a disposition. A few state reports also included adjudication in a case processing chart. Adjudication is not always as straightforward as it seems, as jurisdictions often craft alternatives to adjudication such as consent decrees and other procedures to defer an adjudication. Adjudication events require a good bit of actuarial discipline to update in systems with a variety of diversion options at this decision point.

National Juvenile Court Data Archive

Of the submissions to the Archive for 2010-2013, several states used the term “adjudication” as a variable within their submission. Commonly it was found as a disposition. Other terms used to indicate an adjudication include found (not found) guilty (not guilty), substantiated (not substantiated), or the data submission may refer to the youth as “delinquent” or “status offender.”

Juvenile Probation

Existing Recommendations for Data Collection

In 2003, the American Prosecutors Research Institute (APRI), NCJJ, and Florida Atlantic University with funding from OJJDP developed performance measures for juvenile probation offices with balanced and restorative justice missions. These performance measures were tested in five jurisdictions, including two states in 2006 through the implementation of a structured data collection form at case closure and a report card for public dissemination. Recommended variables include: date placed on supervision and date closed, most serious charge at initial disposition, new offense while under supervision, result of

drug/alcohol tests, school attendance, and reason for case closing. Recommended measures included percent of restitution paid and percent of community service completed.

National Data Collections

The variability in structure of juvenile probation creates challenges in obtaining consistent data across jurisdictions. OJJDP funded a national data collection, the Census of Juveniles on Probation (CJP), in 2012. The CJP asked juvenile probation agencies to report the number of youth who were on formal probation on a given day in 2012. For the CJP, 17 states had more than one data provider, meaning that there was not one centralized office that could report on the number of youth on probation. Additionally, juvenile probation departments have different missions (e.g., balanced and restorative justice, rehabilitation); therefore, mission-driven outcome measures differ. Finally, many case management systems used to monitor probationers are not equipped to produce aggregate information, and many probation departments do not have the research staff required to conduct analyses.

Juvenile Corrections

National Data Collections

OJJDP supports two national data collections on juvenile corrections: the Census of Juveniles in Residential Placement (CJRP) and the Juvenile Residential Facility Census (JRFC). The CJRP is conducted biennially and collects individual-level information on youth who are assigned a bed in juvenile residential facilities on the fourth Wednesday in October. Information collected on each youth includes gender, date of birth, race, placement authority, most serious offense charged, court adjudication status, date of admission, and security status. The companion data collection, the JRFC, occurs in alternating years and collects information about the facilities that hold youth in custody, such as size, structure, security, arrangements, ownership, and services provided to youth. In some collections, the JRFC has included sections for topics such as physical health care services, mental health services, substance abuse services, and education services.

Existing Recommendations for Data Collection

There are existing practice standards and reporting measures through Performance-based Standards (PbS). Launched by OJJDP in 1995 and now a fee-based service, PbS provides a set of goals and standards that agencies, facilities, and residential care providers strive to meet. Participating facilities receive outcome reports and data summaries that include comparisons to themselves over time and to the field. PbS coaches support the facilities to make improvement plans based on their performance.

Reentry and Aftercare

State-specific Reports

Reentry and aftercare programs focus on preparing youth to return to their home community after a juvenile justice placement and supporting them in their community following placement. States vary in the terminology and intended purposes of reentry. There are several frequently used terms to describe the process of juvenile offenders returning to their community after placement: aftercare, parole, re-entry, conditional release, etc. Often, these terms can be used interchangeably within the context of a single state with no distinction. They can describe juvenile status (legal and placement), programs/services, and the act of transition itself.

Some states have established distinctions between the terms it uses. Some differentiate between aftercare and parole as two different types of services. Others offer “post commitment services,” but use the terms conditional release and post commitment probation to separate juveniles based on legal status without affecting the services they receive.

Reentry and aftercare programs often involve multiple agencies, complicating data collection. Some jurisdictions contract with private providers for reentry and aftercare services. Therefore, detailed data on the reentry population may be found in several disparate data systems. In 2015, OJJDP funded an initiative to develop juvenile reentry measurement standards to PbS Learning Institute, CJCA, and Vera Institute of Justice ([Initiative To Develop Juvenile Reentry Measurement Standards](#)).

Transfer to Criminal Court

Information on juveniles transferred to criminal court are most commonly maintained in criminal court data systems. Often, criminal court data systems are missing critical characteristics, such as race, age and/or date of birth. The multiple transfer pathways (e.g., direct file, waiver) complicate data collection because of the different places where a case “starts” and “ends.” Very rarely do adult court systems include a flag to indicate that the person is a minor transferred from juvenile court. Juvenile court data systems rarely maintain the outcome of cases that were transferred to criminal court.

National Data Collections

The 2009 Survey of Juveniles Charged as Adults in Criminal Courts (SJCACC) collected information about the case processing of defendants younger than age 18 in criminal courts with the intention of developing national estimates. Westat led this study in partnership with NCJJ who had previously completed extensive research into state laws and jurisdiction-specific reports on criminal processing of youth. Even with that groundwork, data collection was complicated by policy differences across jurisdictions which led to the need for extracts from different administrative data systems. For example, in some states, cases involving a youth charged as an adult for select offenses were seen by a magistrate while other offenses were processed in circuit court. Policies regarding pathways into criminal court for persons younger than 18, definitions for what constitutes a criminal case, and matching persons between data files further complicated file processing.

Recidivism

State-specific Reports

Many states and/or agencies within states have adopted a specific definition of the measure of recidivism. Recidivism is the repetition of offending behavior. Measures of recidivism (subsequent offending) require a defined target population, a marker event (i.e., the event that signifies that an individual has recidivated), and a timeframe. As of 2016, 34 states publish recidivism rates (Juvenile Justice Geography, Policy, Practice & Statistics, 2016). Most (27) report a rate for a corrections population, while 14 report a rate for a supervision population, and 11 report on a cohort based on court action (e.g., referral or adjudication).

Existing Recommendations for Data Collection

The Council of Juvenile Correctional Administrators (CJCA) published recommendations for how juvenile corrections agencies should measure recidivism in 2009. Their recommendation defined

recidivism as an offense committed within two years of release from a juvenile corrections facility that is subsequently adjudicated. Key information needs are: date of release, date of subsequent offense, and disposition of subsequent offense (adjudicated, etc.). Additional information recommendations are: demographics (gender, DOB, ethnicity), offense type/category, and risk scores.

States experience a number of barriers when measuring recidivism; many due to lack of information sharing across partnering agencies. Not all states have a statewide court data system; this impedes the ability to follow a youth who has moved from their initial county. Some states are limited by their inability to link information on youth across systems, including into the adult criminal system. States report varying ability to access adult arrest data in batch files for research purposes. Policies on what agency has the authority to release a juvenile from corrections and variation in age boundaries limit the viability of comparison across jurisdictions.

Guided Discussions

NCJJ staff facilitated several guided discussions, both over the phone and in person at the Archive workshop, the IACP conference, and the APPA Institute. The goals of the guided discussions were to (1) gain an understanding of what is important and useful to practitioners, (2) to learn about the capacity of their data system, and (3) to understand how change takes place and what opportunities or barriers currently exist. The discussions were driven by topics related to measures or by profession. Topics related to measures included juvenile justice information systems, capturing data on race and ethnicity, multi-system involvement, capturing dynamic characteristics, offense and court processing, and flexibility of data systems. Profession-focused guided discussions targeted juvenile corrections, legal professionals, and technology service providers. Key themes from each guided discussion are listed below.

Juvenile Justice Information Systems

NCJJ facilitated a guided discussion on juvenile justice information systems with a group of technology service providers in November 2016. The discussion focused on standardization of data elements.

Demographic variables tend to be standardized, but differences appear when describing program areas. Some technology service providers were eager for standardization, while others thought standardization would result in generic information. One participant noted, “The state entities are mostly interested in standardization and the line level workers need much more in depth information in order to do their work.” Others said that users tend to get hung up on terminology, even though their business processes are very similar. Participants stated National Information Exchange Model (NIEM) protocols are used by some providers and useful models but involve costs to implement.

Collaboration is key for developing a data system. Participants said that regular and consistent open communication between stakeholders from the very beginning can empower and engage the users.

People influence success rather than technology. Participants agreed that it is valuable to have a project lead who can speak to both technology and practice. One participant stated, “If you focus on how you make it simple for data entry, the outcome data you need to evaluate program performance will not be there. If you focus on performance management data, you may not get the data entry you need for the

system to fly.” Although the balance of experience from both IT and practical knowledge is important, all participants agreed that input from a person who understands juvenile justice is most important.

Collecting Data on Race and Ethnicity

NCJJ facilitated a guided discussion on collecting data on race and ethnicity in courts and juvenile justice agencies in November 2016. The discussion focused on how race and ethnicity data is collected.

Intake is the appropriate time to collect self-reported information on race and ethnicity. Participants noted that even if demographic information is received from another agency, they sometimes need to adjust it based on intake interviews.

Race and ethnicity are typically collected separately. Participants described collecting information on the race categories: white, black or African American, American Indian/Alaska native, Asian, Pacific Islander, and Other. Other is often used for multi-race youth. There was variation in the order with which race and ethnicity were collected from youth. Tribal affiliation is not typically listed as a demographic, but as a characteristic of a case.

There are several challenges, both in practice and in data systems, for accurately collecting information on race and ethnicity. Participants reported that the public can be hesitant to disclose their race and ethnicity. There are also issues with missing data if cases are processed quickly and the need for rules to address discrepancies between data points.

Law Enforcement’s Role in Improving and Using Juvenile Justice Data Effectively

NCJJ and IACP invited law enforcement representatives to participate in a guided discussion during the IACP Annual Conference in October 2016. The discussion focused on the type of information law enforcement agencies collect on juveniles and how the information is used.

Law enforcement agencies typically collect the same information about juveniles that they collect about adults; however, there is a difference in how juvenile records are stored and protected. For example, records are generally locked and may be sealed or expunged, with exceptions in some jurisdictions for serious felonies or where a juvenile is ultimately convicted for an offense in the criminal system.

Law enforcement values data that has practical implications for their community. They do not feel connected to national or state-level information. Participants stated that information from schools and other youth service agencies (including in the justice sector) would be helpful for officers to better understand factors that might be contributing to youth behavior when responding to calls for service.

There is limited flexibility in the data collection systems used by law enforcement agencies. Participants responded that law enforcement agencies typically use “off-the-shelf” data systems, and although they are customizable, it is resource intensive. Occasionally, when there is an identified issue in the community (e.g., gangs) there may be more nuanced data collection, but according to the participants, this is rare. For example, although all participating agencies reported having diversion programs, none had automated data collection on youth diverted from arrest. Police-youth interactions not resulting in arrest are captured through field interviews and entered in field note modules (i.e., narrative form).

Data integration is a challenge within and across local law enforcement agencies, let alone between law enforcement and youth service agencies. Participants noted that the best way to dissolve silos is to engage law enforcement in juvenile justice information sharing and show them how they fit into the broader system.

Multi-System Involvement

NCJJ facilitated three telephone guided discussions related to youth involved in multiple systems between November and January 2016. The discussions focused on the juvenile justice system sharing information on child welfare, law enforcement, behavioral health providers, and education.

Participants noted that it was rare for juvenile courts or juvenile corrections agencies to share a database with other state agencies. While youth and family service agencies often share aggregate data by MOU (memorandum of understanding), real time data is not typically accessible. Some agencies are able to match individual-level data for research purposes. Even agencies that have the data capacity to run reports and do evaluations using their own data may not have the capacity to merge a file with another state agency. Where agencies don't have the IT capacity to match files, they sometimes rely on universities.

An exception is when states have a data warehouse. One participant's state's data warehouse has data from delinquency and adult court, child welfare, and the Department of Corrections, among other state agencies. Legislation was the impetus for this warehouse, and the agencies involved have data sharing MOUs.

Because state agencies are often working from different data systems, there are issues with data definitions. One participant gave the example of juvenile probation being considered a disposition by the court, but a service by other organizations. Because it is a disposition, it does not have a start and end date in the court data system. Another participant noted that program names that can be rolled up to larger categories of programs are ideal. Services can also be categories by residential or community-based or by anticipated outcome (i.e., behavioral change, skills, or knowledge or support). This requires the agencies and the service providers to be on the same page regarding the purpose for the program.

Legislation and multi-agency initiatives can drive change in data systems and promote data sharing. A participant mentioned that recent juvenile justice reform in her state led to mandated information sharing between participants in the stakeholder group. Legislation can also impede data sharing. One participant said that in her state, state law allows the court to automatically look up if a child is involved with the child welfare agency, but no other information. Another participant said that in her state, juvenile probation is not allowed to access any child welfare data, however, the agencies can share aggregate data.

MOUs or MOA are critical for information sharing. One participant mentioned that confidentiality was the biggest barrier to accessing school data, but an MOA (memorandum of agreement) through the state Department of Education addressed that barrier. Some participants mentioned they are working on similar agreements with their state's Department of Labor.

Capturing Dynamic Characteristics

NCJJ facilitated an in-person guided discussion at the Archive Workshop in June 2016. The discussion focused on characteristics of individuals.

There is wide variation in the risk assessment tools used and the extent to which they are electronic. Some respondents reported entering information for the risk assessment into the computer, and the computer produces a score. Others described completing a risk assessment on paper that becomes part of a paper file. Most courts and agencies reported multiple screening and assessments that are completed at different times in court processing.

Most courts and agencies struggle with accessing educational information. There was interest among participants in how to build bridges between systems or data warehouses. Some states said that probation officers are responsible for entering school-related data, but two states described sharing agreements they had with the states' Department of Education. In courts and agencies where workers are responsible, the data is often of poor quality and overwritten.

Court Processing and Offenses

NCJJ facilitated an in-person guided discussion at the Archive Workshop in June 2016. The discussion focused on how charges and offenses are tracked through case processing.

Offenses are typically coded as statutes in court data systems. Most courts have a crosswalk table with look-ups in their data system to convert statutes to broader offenses. Usually these are state-level and updated every year. Most court data systems are able to differentiate between a delinquency charge, a status offense, and a technical violation. Some states have a specific field for this while others rely on statutes.

State court systems can usually only see the charges entered on a referral and usually stick with the most serious. Participants from state court systems mentioned that they are not able to distinguish how charges change through court processing. Participants from individual jurisdictions were able to distinguish charges with that level of detail.

Flexibility of Data Systems

NCJJ facilitated an in-person guided discussion at the Archive Workshop in June 2016. The discussion focused on data systems, research capacity, and general challenges with data.

Many juvenile courts and juvenile justice agencies purchase a custom data system, but more than half of the 11 states represented in the conversation had "home-grown" systems. Most "home-grown" systems allow variables to be changed or added easily. Some states and agencies have user groups to test new variables, and this process takes several months.

Data warehouses are valuable for research purposes, but rare. Two states reported having a data warehouse where data is linked between juvenile and family courts, juvenile justice agencies, child welfare agencies, schools, and criminal court.

Research capacity varies across states. Most state courts and agencies reported having 2-5 researchers on staff and a separate IT department. One state reported that in addition to their growing research staff, they frequently partner with a local university. Many state court researchers are responsible for both juvenile justice and family court. The roles of researchers vary from responding to data requests to doing independent research. Some states and agencies have developed the capacity for either staff with approval or in some cases the public to run their own reports. States report a decrease in requests for information when they publish detailed annual reports.

Data quality is an issue. Some participants noted that data quality is often overlooked due to staff shortages or demographic information not being mandatory at the beginning of a case. When data fields are not made mandatory, there are issues with missing data.

Juvenile Corrections

NCJJ facilitated two guided discussions with juvenile corrections agencies in February 2017. The discussions focused on research capacity and challenges. One discussion was with agencies with research departments, and the other was with agencies with limited research capacity.

Research capacity varies widely across juvenile corrections agencies. Most agencies that have research departments have between two and four full-time analysts. States with data warehouses also had one staff person responsible for interfacing with the warehouse. They also partner with universities. Participants also noted that some staff have research skills and knowledge, but “Research is not necessarily written into their job descriptions.” Agencies with no formal research department rely on staff members who have existing skills or interest in research.

Quality assurance is resource intensive. Some agencies have people specifically responsible for quality assurance (QA) as well as routine QA checks completed by researchers. Others have protocols where information is reviewed by a supervisor.

Agency measures are driven both internally and externally. One state chooses dashboard indicators that are “strategically important to the agency” by choosing measures associated with what is important to the agency at that time. Others cited the measures they select to be on dashboards are related to the data requests they receive.

Measuring family engagement is difficult. A few participating agencies noted that they attempted to measure family engagement by asking if family members were involved in the development of a plan. One agency added a question “Was parent at meeting?” and if it is answered “No,” there is a prompt, “Why?” Other agencies survey parents for satisfaction and to see how they feel they’ve been treated.

Fairness is measured in a variety of ways. Agencies reported doing interviews of youth, staff, and family members as well as reviewing complaints for trends to understand if youth are treated fairly. One state mentioned that they look at sentence length and length of stay by race as well as home jurisdiction. A few of the states mentioned that they used the fairness surveys that are part of Performance-based Standards (PbS).

Legal Professionals

NCJJ facilitated a guided discussion with attorneys in February 2017. The discussions focused on data systems and key pieces of information.

Some public defender offices have strong data capacity; others rely on partners. One participant's state has had a public defender case management system for 20 years. The participant stated that the information accessible includes number of visits with clients, number of cases, and number of cases per attorney. It is used for budget preparation, performance reviews, and directing personnel. Other participants mentioned that they rely on their state juvenile corrections agency or local probation departments for similar information.

Beyond evidence collected for a case, legal professionals value information from risk assessments, educational progress and needs, and family circumstances. One attorney described using risk assessment scores to “explain to judges and state attorneys” when they are “overdosing the child based on what his needs assessment said and you are in fact going against the science of what is best for recidivism and what is best for the public.” Other participants stated that it is often difficult to obtain the risk assessment or that it is often not administered until after adjudication.

Even though some state policies require legal representation to be tracked, the data is not always reliable. Some participants said that in accordance to state or county policies, all kids are assigned a public defender. Some participants stated that information on representation is collected and reported by clerks, although it may not be reliable. Others reported that the type of representation is not uniformly tracked, so accessing that information would require culling it from records of how attorneys are paid.

Case Studies

NCJJ completed three case studies of states that are considered to have strong data and research capacity in their juvenile justice system. The goals of the case studies were to document the types of information captured by juvenile justice related information systems, including data elements and definitions; to document processes for analyzing, disseminating, and applying data to practices; and to learn about factors that motivate data improvements and use. Project staff selected three states (Florida, Oregon, and Pennsylvania) based on their existing data and research capacity as determined by contributions to national data collections, publicly available reports, and professional experience. Project staff conducted in-person, semi-structured interviews of administrators, practitioners, and researchers and reviewed data systems. When necessary for clarification, project staff had follow-up phone calls with informants.

There were several common themes within the case studies. First, there was a clear message from everyone who was interviewed — data does not replace people. The most sophisticated data system and analysis can provide valuable information, but it takes *people* to make the decision to invest in the data, *people* to be dedicated to data system maintenance, and *people* to interpret the information in the reports. A strong leader can guide a jurisdiction or agency towards an organizational culture that values data, but that culture never comes if people at all levels are not fully engaged and committed to data entry and using the data to inform day-to-day decisions. Likewise, even if staff on the ground are entering data consistently, it will not be useful unless the leadership support dedicating resources to build an efficient

infrastructure, train staff on how to collect and understand data, and make adjustments to policies and practices informed by the information.

All three of the states visited have invested significant resources in building their research capacity, and their capacity has evolved over time. Florida Department of Juvenile Justice research staff recalled that when the state was slashing the budget for juvenile justice, their leadership decided to invest in research so that they could make informed decisions about what programs to cut. Representatives from Oregon’s juvenile corrections agency (the Oregon Youth Authority) stated that it took 20 years of ongoing investment by the state legislature in both data infrastructure and research and planning support to get them to this point. Those interviewed in Pennsylvania repeatedly attributed their statewide case management system (PaJCMS) to the support of the Pennsylvania Council of Chief Juvenile Probation Officers, the Pennsylvania Commission on Crime and Delinquency, and the Juvenile Court Judges Commission.

Florida

Delinquency services are centralized in Florida, with the Department of Juvenile Justice (DJJ) administering intake, community supervision, and commitment to facilities. All facilities for committed youth in Florida are privately run. Most detention centers are also run by DJJ, however, there are some counties with locally administered detention facilities.

The objectives of the Florida case study were to:

1. Understand how Florida’s DJJ research and planning department evolved
2. Understand who are the decisionmakers around research, planning, and data collection and reporting, and how to effectively motivate changes
3. Document data elements and coding categories
4. Document key measures used internally (the dashboard)
5. Document key measures used internally by management
6. Understand the culture around data training needs and processes for key juvenile justice system actors
7. Understand how DJJ interfaces with service providers

The state of Florida invests in data quality and research. DJJ was part of the Department of Child and Families (DCF) until the mid-1990s. The state government decided to “get tough on crime” and made a separate department focused on juvenile justice. Director Mark Greenwald says that when most other states were cutting research, “Florida dumped more money into research to be sure they were cutting the right things.” DJJ’s research division currently employs 11 analysts and consultants, and administration regularly turns to them for major decisions. There is another department that has data integrity officers (DIO), most of whom have experience as practitioners in juvenile justice. The DIO focuses on cleaning and completing data.

DJJ’s power comes not only from its centralization, but also from its comprehensive and accessible database. The Juvenile Justice Information System (JJIS) is accessible by law enforcement, court staff, detention and facility staff, and probation officers. Law enforcement and court staff can view a face sheet, but don’t do any of the data entry. DJJ’s research division designs JJIS. Each youth has a statewide unique ID (DJJID) that is created at intake. Several fields (including legal representation and type) have

forced entry to reduce missing data. There are several training resources for JJIS available online; however, some juvenile probation officers still feel the need to develop ad-hoc systems to be able to track or see information in a meaningful way.

JJIS has the capacity to collect data on several key elements in different modules. There is a module specifically for victim services that tracks the victim’s name, the date of the victimization, their race, and their gender. Offenses are collected by statute, level, and degree, and are searchable by key word. There is a flag if the offense occurs on school property. Most notably, however, is that manner in which DJJ interfaces with contracted service providers. Contracted service providers have access to a module of JJIS where they can enter individual-level information on youth’s participation in services. This information is used by DJJ to assess effectiveness of programs and to identify areas for improvement.

Civil citations are tracked, but remain private. Prevention Web is a database that holds information on youth who are not active with juvenile justice. This is to not create an official record for youth who are diverted from formal court processing. This data system tracks admission and release for prevention programs, including their reason for release. Most of the information in Prevention Web is populated by the agency that is providing services.

The Juvenile Assessment Center (JAC) is a one-stop-shop for intake in the juvenile justice system. Surprisingly, there is no electronic database for entering to the JAC. JAC staff use paper notebooks to track youth coming in and leaving the facility. JAC staff enter information like the charge, the date of intake, release from the JAC, and release reason into JJIS for youth who are not dismissed or diverted.

DJJ produces measures of subsequent offending for every stage in the juvenile justice system, from civil citation through residential placement. Recent rates of subsequent offending are available online in the Comprehensive Accountability Reports (CAR). The agency’s definition of recidivism is a subsequent adjudication and conviction for an offense that occurred within 12 months of release from the program or facility.

Data visualization is one of DJJ’s strengths and greatest tools. The research division designs dashboards in Tableau — some are public and some are internal. The internal dashboards update each night, and staff can “click into” aggregate numbers to see the underlying youth. Their most popular reports include the Profile Data Set, Detention by Quarter and Year to Date, and Youth Pending Commitment.

Oregon

Oregon is a decentralized state. Juvenile justice services happen both at the state and local level — and sometimes a mix of state and local. For example, counties are mostly responsible for administering detention services, however, several use beds in state facilities. County executive offices administer probation, while the Oregon Youth Authority (OYA) oversees commitment and aftercare.

The objectives of the Oregon case study were to:

1. Document data elements and coding categories in the statewide system
2. Document key measures used internally by management
3. Understand who are the decisionmakers around research, planning, and data collection and reporting, and how to effectively motivate changes

4. Understand how research on risk/need assessments is being applied in the field
5. Understand how diversion/informal processing is being tracked statewide and locally
6. Observe the implementation of data-driven decisionmaking in a local jurisdiction

The state agency encourages the counties to use its statewide Juvenile Justice Information System (JJIS). In addition to there being some differences in business processes and goals between the state agency and the counties, JJIS is on an older platform, so there are technology challenges. Building automated process interfaces between state and local partners to prevent duplicate data entry was a data challenge due to technology. Specifically, the state partner's system at the OYA was not operating on a web-based technology platform that made building automated processes easy. As a result, imperfect solutions were applied to provide data dumps or access into a core data system's inner workings. Similarly, information sharing exchanges required written policies that take time to broker and must be living documents to set the appropriate boundaries of shareable information and to maintain the health of the agency partnerships.

OYA's operations are driven by their principles. The OYA established positive human development as an operational principle and "... using data combined with caring to bring out the best in everyone." The OYA website has a section of resources devoted to its positive human development strategies, including description of youth success domains: 1) safety and security 2) caring and supportive relationships, 3) high expectations and accountability, 4) meaningful participation, and 5) connection to community.

OYA uses a performance management system. The agency has 100 process measures for daily operations that are reviewed in ongoing continuous quality improvement cycles from the line staff through management and administration. Agency representatives stated that it took 20 years of ongoing investment by the state legislature in both data infrastructure and research and planning support to get them to this point.

Pennsylvania

The objectives of the Pennsylvania case study were to:

1. Document data elements and coding categories
2. Document key measures used internally by management
3. Understand how Pennsylvania's statewide data capacity (JCMS) evolved
4. Understand the culture around data and training needs and processes for key juvenile justice system actors
5. Understand who are the decision makers around research, planning, and data collection and reporting, and how to effectively motivate changes
6. Understand the scope of available data related to juvenile defense and its quality
7. Understand the process for preparing and implementing data required for standardized program evaluation protocol (SPEP)

Juvenile court data is captured in Pennsylvania's Juvenile Case Management System (PaJCMS) at a variety of time points, including details on out-of-home placements. This comprehensive data collection is rare for a decentralized state like Pennsylvania. There is policy and practices that helped build and maintain the PaJCMS. First, youth in Pennsylvania are under the supervision of the court from the time of their referral to juvenile court through the closing of their court case, regardless of their disposition.

Juvenile probation is under the judicial branch, so there is constant information exchange. Secondly, there are established state-level leadership groups, like the Pennsylvania Council of Chief Juvenile Probation Officers and the Juvenile Court Judges Commission (JCJC), who emphasize the importance of consistent data collection and put resources behind it.

Over a period of 20 years, Pennsylvania was able to create a statewide data system by agreement from the counties. Although initiated by a need to develop an annual report, PaJCMS now goes beyond mandatory reporting variables. In 2004, attention shifted to making the PaJCMS useful for the counties and the JCJC began a user group to foster collaboration and buy-in. Interviewees noted that changes to the required data elements in PaJCMS generally occur as a result of use input and a discussion among chief probation officers. The voluntary collaboration across the counties and the mutualistic relationship between the JCJC and the users of PaJCMS through training and user groups demonstrate the state's investment in continually improving the functionality of PaJCMS.

The Standardized Program Evaluation Protocol (SPEP) is a central part of Pennsylvania's Juvenile Justice System Enhancement Strategy (JJSES). The state funds a Resource Center for Evidence-Based Prevention and Intervention Programs and Practices (EPISCenter) to provide technical assistance for agencies implementing EBPs, to support local innovative programs in aligning with best practices, and to assess juvenile justice programs through the SPEP. The SPEP is a data-driven rating scheme for determining how well an existing program or service matches the research evidence for the effectiveness of that particular type of intervention for reducing the recidivism of juvenile offenders. A challenge, however, is that most services provided to youth involved in Pennsylvania's juvenile justice system are from community agencies or private facilities that do not interface with PaJCMS. The EPISCenter employs staff whose responsibility it is to train programs on data collection, collect the data required for SPEP from the programs, analyze the data, and develop improvement reports from the data. Recently, a new case management system was developed by Pennsylvania juvenile justice stakeholders to address gaps in data collection for detention and juvenile corrections. This system, Juvenile Uniform Case Management (JuvUCM) captures the data required for the SPEP.

The JuvUCM applied the National Information Exchange Model (NIEM) to automate detention case management. NIEM is a reference model intended to facilitate information exchanges between data systems through the use of common nomenclature and definition (see www.niem.gov). The JuvUCM was one of the few data systems explored in the case studies that touted its application of NIEM and difficulties with data sharing. Interviewees in Pennsylvania who use other data systems noted growing pains as information from arrest reports and affidavits and case initiation through the end of juvenile justice involvement are increasingly integrated with law enforcement, juvenile court and juvenile court services agencies, including the sharing of electronic document information and conflicting case identifiers.

DEVELOPING A CONCEPTUAL FRAMEWORK

It became apparent early in the project that the depth and breadth of information needs in the juvenile justice system called for a structure to organize and focus the inputs, process measures, outputs, and outcomes. With input from the workgroup, project staff started by discussing the key juvenile justice system stakeholders and their information needs; that is, what information is needed, how often they need it, and whether aggregate or youth-level information is needed. The list of stakeholders included the public, federal agencies, state policymakers, state administrators, researchers, administrators or judges, management, and direct care staff. Federal agencies, for example, rely on aggregate information (low detail) collected infrequently, whereas direct care staff need individual level data on a frequent basis.

These information needs were sorted and categorized into ten key questions that represent the conceptual framework for the Model Data Project. The key questions were intended not only to point to critical information needs, but also to provide a framework through which juvenile justice systems can begin to assess their efficiency and effectiveness. The key questions also established boundaries for project staff, as each measure developed was required to fit within one of the key questions. The information gathered from the field in guided discussions and case studies helped to develop the key questions and identify preliminary measures and data elements related to each.

Key Question 1: How many youth are involved in various stages of the system?

One of the foundational measures of the juvenile justice system is the count of individuals at various decision points—from initial contact with police, through detention and referral to court, and counts of youth who are diverted, adjudicated, and/or committed to placement. Though a count of youth seems relatively simple on the surface, the measures in Key Question 1 are complicated by definitional differences and data systems that are not built on an individual-level unit of count. The Fundamental Measures address these issues by providing a standard definition of the decision points and providing secondary options for unit of count.

Key Question 2: What are the key characteristics of the youth involved?

It is important to be able to describe the individuals who come into contact with the juvenile justice system. Demographic information like age, sex, gender, and legal residence, and characteristics like risk level and protective factors can help to identify trends and learn about subpopulations. Agencies with higher data capacities may also collect information on other characteristics, for example, education and employment status, substance use history, presenting issues of the family, and involvement with other systems. The characteristics that are part of the Fundamental Measures were selected because there is existing research to support their importance. The list is not exhaustive; there are many other characteristics that may be of interest or value to juvenile justice systems that are not represented here.

Key Question 3: How did the youth become system involved?

Information describing the situational characteristics of incident(s) can help explain the behavior that resulted in system involvement, such as an arrest or referral to juvenile court. This information includes the source of referral, the type of behavior, or where the behavior occurred.

Key Question 4: How do youth move through the system?

The ability to document the counts of individuals as they move from one decision point to the next helps to identify patterns of movement through the system. To do this, juvenile justice system professionals must carefully collect information on decisions made and their corresponding dates.

Key Question 5: Is the system fair?

Fairness refers to decisions that do not discriminate against youth from gender, racial, ethnic, or other subpopulations. These could be decisions on how to process a case (e.g., legal representation) or how to respond to a behavior (e.g., responses appropriate to risk and harm). Research indicates that when youth perceive themselves being treated fairly, they are more likely to internalize the lessons of accountability.

Key Question 6: How do youth change while in the system?

The juvenile justice system aims to hold youth accountable and support them toward becoming productive citizens. To that end, it is important to assess how youth change, either positively or negatively, while involved with the system. That includes change in risk level, progression in school, or learning new skills.

Key Question 7: Does the system meet the needs of youth, their families, and the community?

To effectively meet the needs of youth, their families, and the community, the services provided to youth should be matched to assessed needs and easily accessible. Juvenile justice systems, then, need to know certain information about the youth, including risk level and needs, and about available services, such as service types, location, capacity, and quality.

Key Question 8: What was the experience of youth in the system?

States are responsible for keeping system-involved youth safe and free from further psychological or physical harm. These experiences can be measured by collecting and analyzing data related to use of restraints, solitary confinement, and isolation, as well as positive experiences, like receiving incentives.

Key Question 9: How much does it cost?

States and jurisdictions should understand the financial costs associated with handling youth at multiple points of the system, and for related programs and services. Knowing how cost is spread between various system stakeholders, understanding the cost of one day of detention or placement, or identifying investments in research and planning efforts can help jurisdictions better understand how to implement changes and the fiscal impact of reforms.

Key Question 10: What are the long-term measures of success?

The justice system should not limit its measures to input or activity indicators and immediate system outputs, although those indicators are often more easily obtained. All agencies that are involved in juvenile justice should work together to assess if, when, and in what manner system-involved youth return to the justice system, and positive indicators, such as employment and graduation.

SYNTHESIZING EXISTING LITERATURE

Once the conceptual framework was developed, project staff were able to more easily identify areas in need of further investigation. In its attempt to cover the entire juvenile justice system — from arrest through reentry — the Model Data Project included input from law enforcement representatives and recognized the need to review current practices with law enforcement data collection. The topic of diversion was identified as an area in need of further investigation because although the field had moved toward the research-based practice of diverting low-risk youth from juvenile justice involvement, project staff heard from law enforcement, court staff, and agency staff that data collection on diversion practices and diverted youth was limited. Similarly, despite recent attention on establishing fair treatment for LGBTQ youth in the juvenile justice, there are very few jurisdictions that collect data on sexual orientation, gender identity, and gender expression (SOGIE). Additionally, the project staff and workgroup determined that it would be useful to synthesize information that had been produced related to measuring positive youth outcomes in juvenile justice and developing a data-driven organizational culture. These two areas are considered to be part of the foundation of the Model Data Project — connecting what is important to measure to the value that organizations can gain from collecting, analyzing, and interpreting data to inform decisions. The information synthesized on each topic informed the development of the fundamental measures and coding categories.

Law Enforcement

Law enforcement officers are gatekeepers to the juvenile justice system

Law enforcement officers exercise discretion each time they interact with a youth for a suspected law violation. Officers may arrest and subsequently refer a youth to juvenile or criminal court, or redirect the youth away from court processing through a variety of diversionary practices. As such, they are considered the gatekeepers of the juvenile justice system. National data collections, such as the Federal Bureau of Investigation’s Uniform Crime Report Program and the Office of Juvenile Justice and Delinquency Prevention’s National Juvenile Court Data Archive, provide statistics on youth arrested and youth in juvenile court; however, national data on youth diverted from system involvement by law enforcement is limited. This information gap restricts the field’s understanding of how the juvenile justice system functions as a whole.

Police-led diversion deflects youth from arrest or filing of charges

Police-led diversion refers to the actions law enforcement employ to deflect youth from arrest or the filing of charges. Police-led diversion practices vary significantly across jurisdictions and are referred to by a range of terms, including pre-charge diversion and pre-booking diversion (Tallon, Labriola, & Spadafore, 2016). Despite this variation, police-led diversion generally falls into two categories: informal and formal (Development Services Group, 2017; Development Services Group, 2018; Tallon, Labriola, & Spadafore, 2016). Informal diversion involves an officer cautioning or warning youth about the potential consequences of their behavior and releasing them without further requirements. This is often referred to as warn and release or caution practices. When officers determine a warning is insufficient, they may offer formal diversion which involves referral to community-based services or programs. Formal diversion often requires participation and completion of a program before charges are dismissed. In a

survey conducted by the Center for Court Innovation, 395 law enforcement agencies (out of 1,489) had a formal diversion program (juvenile or adult) and of those agencies, 89% had a formal juvenile diversion program (Tallon, Labriola, & Spadafore, 2016).

The vast majority of police-initiated contacts with youth for law violating behavior do not result in arrest (Liederbach, 2007). When interaction does not result in arrest, it is often considered a low visibility decision as there is minimal documentation (Liederbach, 2007; Worden & Myers, 1999). While some agencies use contact or field interview cards, practices are inconsistent across jurisdictions and sometimes within agencies. Additionally, one component of police-led diversion is avoiding the creation of a youth record, which further complicates data collection. Jurisdictions are more likely to collect and track information on formal diversions than warn and release due to program referrals and their potential requirements to forego further processing of charges.

Both informal and formal diversion can occur before or after arrest (Tallon, Labriola, & Spadafore, 2016); however, this largely depends on a jurisdiction's policies and practices, as well as its definition of arrest, which can widely vary. As defined in the FBI's NIBRS Handbook (2017), an arrest occurs when a youth is taken into custody who could be charged with a law violation. The actual filing of charges to the prosecutor does not need to transpire; instead, officers may release the youth to family or friends, or refer to services, or offer a formal diversion program. Arrests also include instances where a youth is issued a citation or summons for court appearance where the youth is not under an officer's physical custody. The Handbook also supports an arrest type variable to differentiate between citation, apprehension for an offense that just occurred, and apprehension based on a warrant.

The outcome of an arrest is an important data element

To better understand the flow of youth into the juvenile justice system, jurisdictions should capture the disposition, or outcome, of arrests for a new offense. As mentioned above, law enforcement officials do not always file charges. Law enforcement may offer a formal diversionary program, refer to services, or release with a warning. However, current law enforcement data systems may struggle to record this information. In the FBI's Crime in the United States 2015 report, only about half of the law enforcement agencies that supplied data captured detailed youth arrestee dispositions [Police Disposition, Juvenile Offenders Taken into Custody, Table 68]. The 2017 NIBRS handbook now requests an abbreviated youth arrestee disposition (i.e., handled within the department or referred to other authorities). Statistics on this new data element and agency coverage has yet to be provided.

While the FBI provides an expansive definition of youth 'arrest,' other local and state jurisdictions may disagree. Some stakeholders express concern over the creation of an 'arrest' record for youth who are not charged. Arrest records have the potential of being mishandled and inappropriately used that could create unintended consequences for youth. Some jurisdictions established safeguards to protect youth. For instance, the Florida Department of Juvenile Justice stores data on youth who receive a civil citation (i.e., a referral to participate in treatment intervention in lieu of traditional arrest) in a separate database module from youth processed at intake.

As a first step, law enforcement agencies should count the number of youth arrests by arrest type and disposition as described previously. Unlike informal diversion, a greater likelihood of a record exists for formal diversion, as these programs frequently require a signed agreement dictating that if the youth does

not comply with requirements, then the agency may move forward with the filing of charges (Tallon, Labriola, & Spadafore, 2016). Furthermore, by recording or creating a unique person identifier, agencies can measure subsequent arrests. While the UCR and NIBRS data collections serve as the foundation to the recommended data elements, further research is required to understand useful data fields and information collected in local law enforcement data systems.

Diversion

Diversion refers to a decision, a process, and a program

As a term, diversion is used to describe a decision, process, or program to keep youth from progressing further into the juvenile justice system. Diversion first emerged in the 1960s and 1970s at the recommendations of the Commission on Law Enforcement and Administration of Justice to keep first time offenders and status offenders out of the juvenile justice system. In recent years, there has been a focus on restorative justice and social learning theory (Schwalbe, Gearing, MacKenzie, Brewer, & Ibrahim, 2012). Restorative justice focuses on repairing harm and holding the youth accountable, while social learning theory advocates for keeping low risk youth out of the juvenile justice system (Schwalbe et al., 2012; Development Service Group, 2010). The aim of both is to create a less punitive and more cost-effective approach to juvenile justice. Diversion practices have also helped to address the mental health and substance abuse treatment needs that researchers have suggested are at the root of some delinquent behavior (Schwalbe et al., 2012; Winder & Denious, 2013).

Both the terms used to refer to diversion and the practices applied vary across the states. This is an important consideration for data collection and comparison as terminology often impacts how decisions are coded in databases. Even among states that use similar terminology, there is considerable variation in decision making authorities, eligibility conditions, and decision points in which a youth may be diverted. Each state typically has policies to enable youth to be diverted at more than one decision point and identify specific authorities who are able to make the decision to divert. State legislatures specify at what decision points diversion can occur and identify decision-making roles.

The decision to divert youth occurs when there is discretion to select alternatives that keep youth from entering or progressing toward more serious stages of juvenile court involvement.

Diversion as an outcome or disposition refers to the resolution or initial outcome of the case by a decision making authority. Youth may be diverted by police as an alternative to arrest, by prosecutors or court intake officers in lieu of prosecution or adjudication, or as an alternative to corrections (conditional release) by a judge.

Diversion programs are rehabilitative or restorative programs usually provided by community-based organizations (non-profit, school), executive branch agencies (police, prosecutor, human service, juvenile justice), or as a juvenile court service.

Informal processing does not require judicial involvement

Pre-petition court diversions avoid judicial involvement and make efficient use of public resources by reserving more serious matters for judicial review. Pre-petition diversion is considered ‘informal processing’ because it does not require judicial involvement. Once the referring complaint is received and

verified for eligibility, the Prosecutor (DA) or Juvenile Court Intake Officer (JCIO) may decide to pursue a non-judicial diversion rather than prosecution or adjudication. Initial allegations may be ‘adjusted’, or the complaint is withdrawn or dismissed after diversion is complete. Data on this decision may or may not be captured in the data system that collected information on referrals; in some jurisdictions, the DA may maintain their own case management system for diverted cases. All states have mechanisms for pre-petition diversion.

Some states balance the initial decision to divert by granting the counterpart DA or JCIO the ability to control when complaints must go before the judge for adjudication instead of continuing with pre-petition diversion. States vary on whether the DA and/or JCIO may independently file (or authorize filing) a complaint or petition for adjudication without consent or approval of the other before a hearing is scheduled.

Data collected on diversion often depends on level of monitoring

Pre-petition diversion can be unmonitored or monitored. Unmonitored diversion occurs when the matter appears to be legally sufficient for adjudication but is closed with or without referrals to community-based programs. The diverting DA or JCIO does not follow up to verify the juvenile’s participation or completion in services. When the DA has discretion to close the matter without court involvement it is commonly referred to as declined or deferred prosecution. When the JCIO adjusts allegations or dismisses a complaint by ensuring youth are referred to services and the matter is closed without further monitoring, it is commonly referred to as divert to program, counsel and warn, refer and close, and assess and close.

Monitored diversion refers to holding a juvenile matter open in a contingent status, pending the juvenile’s satisfactory completion of terms and conditions negotiated or imposed to divert the matter from the next step of adjudication or disposition. The juvenile is subject to written agreements of terms and conditions that are negotiated and conditionally monitored by the DA or JCIO. When the DA develops, authorizes, and/or monitors terms of a diversion agreement, it is usually called diversion in lieu of prosecution, diversion in lieu of juvenile court referral, victim mediation, arbitration, pre-trial agreements, or conditional release. When a JCIO oversees monitored diversion, allegations may be initially “adjusted,” and when terms are successfully completed, the diversion prevents adjudication and disposition hearings, as the complaint or petition is withdrawn or dismissed or otherwise not pursued. If progress is not successful, agreements may be revoked and the matter is brought before the judge for adjudication proceedings. This is usually referred to as non-judicial handling or informal adjustment agreements. The initial decision to divert may be overwritten in the data system, making it difficult to track the number of diversion opportunities offered.

Diversion can also occur post-petition

Post-petition court diversion can result from consensual agreements with terms and conditions similar to those available for pre-petition diversion, or diversion can be imposed by judicial decision. For both, terms and conditions for diversion are court-ordered and intend to avoid a juvenile record of adjudication upon successful completion. JCIO's are usually appointed as officers or agents of the court to oversee the juvenile’s progress and report to the judge at subsequent hearing(s), and a few states grant the DA similar

responsibilities. The type and intensity of community supervision, such as “informal probation” varies by situation.

Various terms are used to describe similar court procedures that comport with state requirements for court diversions. Written court orders and agreements are commonly known as a consent decree, post-petition informal adjustment, pre-trial agreement, pre-trial diversion, (diversion) program (or treatments) in lieu of trial, or conditional release. While court diversion terms and conditions are being completed by the juvenile, adjudication proceedings may be: continued, continued after adjustment, deferred, withheld, stayed, suspended, or adjourned in contemplation of dismissal. The complaint or petition may be held under abeyance or remain on file; and any required findings or adjudications can be later vacated, set aside, or the juvenile can be discharged from adjudication. When court diversions have legal effect on disposition proceedings, the judge may: adjourn formal entry of disposition, order the disposition deferred, stayed, or suspended; issue a pre-adjudication disposition, alternative disposition, alternative to secure detention/incarceration; judgement with a deferred sentence, vacate the adjudication prior to disposition; order a departure sentence; or state that penalties were assessed but waived by the court.

As part of a diversion disposition that includes monitoring, the juvenile may be placed: on informal probation, informal probation pending adjudication, under community supervision, under the protective supervision (of JCIO), on supervision in lieu of corrections, probation without adjudication, administrative monitoring, monitoring in lieu of full term of probation, or on conditional release under supervision (from detention or in lieu of commitment). Many states formally use the term "probation" only after adjudication or “in lieu of corrections placements.”

Data reported on diversion is inconsistent

In total, 32 states reported data on diversion in court or agency reports. Of the 32 states who report diversion data, 11 were agency reports, 12 were court reports, 5 were Statistical Analysis Center reports, and there were 4 other types of agencies. States may report diversion data at one decision point or multiple points and category labels are often not clearly defined. Some states do not clearly differentiate between types of diversion by stage or level of monitoring, others report only on one type, or combine pre- and/or post- petition diversion into one all-encompassing category. Counts of cases “dismissed” or receiving different types of “probation” may or may not include diversion dispositions.

Of the 32 states, 66% used some variation of the term “diversion”; 38% used the term “informal” or “informal adjustment”; and 16% used “deferred” including deferred prosecution, adjudication, or disposition. Five states included information about informal probation, and seven states used terms not previously mentioned, including: assessed and referred to other services, consent decrees, and civil citations. One-third of the states did not include their definition of diversion.

Pre-petition diversion was the most commonly reported type of diversion data. Most states that reported pre-petition data published monitored diversion data or combined monitored and unmonitored into one category. Few states (7) reported an unmonitored diversion category. Only nine states reported at the post-petition stage. In some states the same term is used to describe both pre- and post-petition court diversion.

Some reports included more details than the total number of diversions. Thirteen states reported diversion data by region (e.g., county, region, district, circuit). Eight states reported demographic data (one or more of the following, race, age, and/or gender). Eight states reported data on successful or unsuccessful completion of diversion. Six states reported specific offenses or offense groups. A few states had other measures not listed, including average daily population, educational status, the number and percent eligible for diversion, prior referrals, referring law enforcement agency, risk level, an indicator for whether the offense was a felony or misdemeanor.

The most common outcome measure was successful completion. Most states presented a number of youth diverted and no further information. In the academic literature, recidivism was the most prevalent outcome measure, and studies often use different definitions of recidivism. A literature review examining 27 evaluations of diversion programs found 41% of programs measured recidivism for any arrest after program completion, 11% measured recidivism when the juvenile had a new charge, 19% had a different way of reporting (e.g., probation violation) or covered multiple contact points (arrest or a charge), and the remaining 5 states had measures not applicable (Winder & Denious, 2013). Additionally, the follow up periods varied; most (44%) looked at a timeframe of one year or less, 7% of studies had a timeframe of two years or longer, and the remaining studies had a measurement not listed or anchored to age (e.g., rearrests before age 18) (Winder & Denious, 2013).

Some state statutes require data collection and reporting on diversion

The majority of states (40) have statutes which require the collection of juvenile justice data, and of those, 26 have statutes that require the collection of diversion data. These statutes do not dictate the types of measures that should be used, only that the state collects diversion data. States also choose whether or not to report the data publicly. Of the 26 states that are required to report diversion data by statute, 17 of them publicly report this information.

The terminology for diversion within agency and state reports differed from terminology used in statute. One third of the states had a different term for diversion than what was found in their state statute. The majority of these states used the word “diversion” or “diverted” instead of what was found in statute, most commonly “informal” or “informal adjustment.” The remaining states used similar terminology in both their report and statute. Some of these states used a simplified version or combined categories for reporting purposes.

Sexual Orientation, Gender Identity, and Gender Expression

Cultural norms can influence data collection

Despite society’s growing acceptance of nontraditional views of gender and sexuality, cultural norms continue to influence policies in ways that present gender and sexuality as binary; that is, a person can only be male or female and that their gender matches their sex assigned at birth. These norms and policies impact data collection by limiting the data elements or coding categories available in data systems to accurately describe the population or by not providing adequate training to staff on how to collect data on these personal issues in a respectful manner. This inhibits the ability of an agency to provide effective services to LGBTQ youth.

Sexual Orientation, Gender Identity, and Gender Expression (SOGIE) combines three important and complex concepts and broadens the scope of how society views gender and sexuality. Whereas the term LGBTQ is specific to Lesbian, Gay, Bisexual, Transgender, and Questioning individuals, SOGIE is applicable to everyone, as each person has a sexual orientation, gender identity, and gender expression. Sexual orientation refers to one’s emotional, sexual, or romantic attraction to others, often referred to as lesbian, gay, bisexual, asexual, or heterosexual. Gender identity describes how a person sees themselves and understands their own gender, which may be different from the sex assigned at birth. Gender expression refers to external characteristics and behaviors that express a persons’ gender identity, often socially defined as either masculine or feminine. Gender conforming and gender non-conforming refers to the degree to which an individual’s gender expression conforms to societal norms and stereotypes (Irvine, 2015).

There are many questions and concerns about how the SOGIE data will be used. For individuals, SOGIE data should be used to ensure that the safety, privacy, and dignity of LGBTQ youth is maintained; for example, to ensure LGBTQ youth are not isolated from the general population as a result of their actual or perceived SOGIE (Irvine, 2015). Agencies can use the data to inform practice changes, such as requiring personnel to use respectful communication and use service providers that are supportive and affirming (Irvine, Wilber, & Canfield, 2017). At the system level, SOGIE data is vital to accurately describing the proportion of LGBTQ youth in the juvenile justice system and tracking their outcomes. SOGIE data can also be used to better understand disparities within the juvenile justice system and shape interventions to address these disparities. SOGIE data, like race and ethnicity, is an important part of a youth’s identity that can shape their experiences and needs and is necessary to fully understand the lives, experiences, and unique challenges LGBTQ youth face (Irvine, 2015).

There is little data available on SOGIE

A comprehensive understanding of LGBTQ youth in the juvenile justice system is limited due to the lack of data on these populations. Most juvenile courts, probation departments, and other system actors haven’t traditionally collected SOGIE data; however, this is changing given the screening standards of the Prison Rape and Elimination Act (PREA) which require facilities to ask detainees about “any gender-nonconforming appearance or manner or identification as lesbian, gay, bisexual, transgender, or intersex, and whether the resident may therefore be vulnerable to sexual abuse” (Irvine, 2015). While PREA standards do not provide specific questions to ask to gather this information, recommendations from the field exist.

The National Survey of Youth in Custody (NSYC), part of BJS’s Prison Rape Statistics Program that gathers mandated PREA data, collects data on SOGIE (Bureau of Justice Statistics, 2012). The question that addresses gender identity only a few options and sexual orientation is presented as a spectrum. The limited focus of these questions makes it difficult to identify transgendered or intersex individuals and does not address gender conformity. The survey asks youth in facilities two questions:

1. Do you think of yourself as:
 - Male
 - Female
 - Something else

2. Which of these best fits how you think of yourself?
 - Totally straight (heterosexual)
 - Mostly straight but kind of attracted to people of your own sex
 - Bisexual—that is attracted to males and females equally
 - Mostly gay (homosexual) but kind of attracted to people of the opposite sex
 - Totally gay (homosexual)
 - Not sexually attracted to either males or females

There are recommendations for how to collect information on SOGIE in practice

There are six questions that are commonly recommended to collect SOGIE data in juvenile justice settings (Irvine, 2015; Wilber, 2015). These questions were recently implemented by probation intake officers across the state of California (Irvine, Wilber, and Canfield, 2017). The following questions were designed to get the most accurate and complete data on SOGIE while limiting the amount of restructuring on existing data systems. It has been documented that some sites in California asked only five questions, omitting #5, though no limitations were reported in the research due to this omission.

1. What was your sex at birth?
 - Male
 - Female
 - Intersex
2. What is your Sexual Orientation?
 - Bisexual
 - Gay
 - Heterosexual/Straight
 - Lesbian
 - Questioning
 - Other
3. What is your gender? Girl/Woman, Boy/Man, Transgender, Other
4. What is your gender expression? Masculine, Feminine, Other
5. Who are you sexually attracted to? Boys/men, Girls/women, Both
6. (For staff to answer) Does the youth’s gender expression match cultural and societal expectations? Yes, No, Unknown

Recommendations for data collection typically begin with ensuring the collecting agency is prepared to do so effectively without alienating the youth. According to the literature, there are five steps that should be taken before implementing procedures to collect SOGIE data (Irvine, 2015; Irvine, 2017; Wilber, 2015).

1. Adopt and implement non-discrimination and grievance policies to protect youth who disclose their SOGIE from adverse consequences and provide means to address any violations.
2. Locate or develop services to refer youth for support
3. Train necessary personnel how to effectively and sensitively communicate with LGBTQ/GNCT youth about SOGIE.
4. Develop standardized SOGIE questions and policies that make disclosure optional.
5. Implement appropriate controls for dissemination of youth SOGIE information.

Irvine (2015; 2017) also indicates that the environment most conducive to collecting accurate data is one that makes the youth feel comfortable and recommends some practices to promote feelings of comfort. They include:

1. Explain that you will be asking a series of questions that are asked of all youth and that some questions address sexual orientation and gender expression.
2. Ask SOGIE questions along with other demographic questions.
3. Ask the questions in a private setting where individuals feel comfortable to disclose SOGIE information the information cannot be over-heard.
4. Ask in a physical environment that appears to be inviting (i.e. posters on the wall, comfortable seating, etc.).

The FACJJ made recommendations to OJJDP in 2017

Federal guidance also exists regarding the collection and use of SOGIE data. The LGBTQ Subcommittee of the Federal Advisory Committee on Juvenile Justice (FACJJ) recently introduced recommendations for the Office of Juvenile Justice and Delinquency Prevention (OJJDP) to advance reforms and facilitate data collection to address the overrepresentation for LGBTQ youth in the juvenile justice system (Federal Advisory Committee on Juvenile Justice, 2017). Recommendations include:

- Issue guidance to stakeholders to ensure they understand collecting SOGIE data is vital to creating effective strategies to address the overrepresentation of LGBTQ youth in the juvenile justice system.
- Provide funding and support to state and local jurisdictions by creating national reporting requirements that are aligned with PREA Screening guidelines ensuring a coherent message across the field.
- Fund research and disseminate data on the following: quantitative data points; the overrepresentation of LGBQ/GNCT youth in the justice system; the incidence of all offenses specific to LGBQ/GNCT youth; incidence of sex abuse in secure confinement; documenting prevalence of risk factors and discrimination; juvenile defense system gaps specifically related to LGBQ/GNCT youth from the youths' perspectives; implicit bias that causes racial and ethnic disparities in the system and the cultural gap between juvenile justice stakeholders and LGBQ/GNCT youth,
- Expectations about gender roles and the impact of gender-specific programs on gender nonconforming youth,
- Best practices for how to refer gender nonconforming youth to gender-specific alternatives to detention, treatment, out-of-home placements, and youth programs,
- Develop a comprehensive practice guide for the field on how to collect SOGIE data as well as the risk factors outlined above and a practice guide on pathways to delinquency for LGBQ/GNCT youth, particularly youth of color as was done for girls in the juvenile justice system.
- Support the creation of a national LGBT Data Committee that would establish best practices for monitoring and collecting data on LGBQ/GNCT youth nationwide.
- Offer technical assistance to grantees who want to apply data findings to their practice.

Positive Youth Outcomes

Recidivism (subsequent offending) is a common outcome measure for the juvenile justice system; however, there is a push in the field to focus on positive youth outcomes as measures of success. In an attempt to quantify positive youth outcomes, juvenile justice professionals have looked to existing research on how youth develop skills and resiliency.

Positive Youth Development frames individual growth in context of developmental stages

Positive Youth Development (PYD) is a comprehensive way of thinking about the development of children and youth and the factors that facilitate or impede their individual growth and their achievement of key developmental stages (Butts, Mayer & Ruth, 2005). PYD is a strength-based, resilience-oriented perspective on adolescence as opposed to the deficit based view that focuses on managing risk factors (Butts, Bazemore, & Meroe, 2010). Many frameworks of PYD have been applied by youth service providers, youth leaders, afterschool programs and educators (Butts, Mayer, & Ruth, 2005). There is evidence that juvenile justice programs that implement components of PYD, such as focusing on physical and psychological safety, opportunities to belong, and opportunities for skill building, have improved facility climates and reduced rates of reoffending (Barton & Butts, 2008).

There are different frameworks for applying PYD

Practitioners have developed several different ways to describe and implement the components of PYD. It has been described in terms of five “Cs”: competence, confidence, character, connections, and caring/compassion (Zarrett & Lerner, 2008). This framework emphasizes interactions between individuals within varying contexts, such as family, school, and community. As young people navigate and manage these interactions, they begin to acquire skills within each of the Cs. Developmental researchers believe that when a youth develops skills and characteristics within those five Cs, they have the ability to contribute to self, family, community, and civil society. For that reason, contribution is often referred to as the sixth C.

The Search Institute (search-institute.org) identified forty research-based assets that facilitate positive youth development. These forty assets include individual and contextual factors that encourage youth to avoid harmful behavior and that engage them in activities that promote positive development. Criticism of the framework is that some of the assets reflect class bias (e.g., young people should “read for pleasure three or more hours per week”) and others rely on conventional notions of morality that will not apply to all youth and families (e.g., young people should “spend one hour or more per week in activities in a religious institution”). Nevertheless, the 40 Developmental Assets provide concrete benchmarks that draw upon research and theory in child development, risk, and resiliency.

The Positive Youth Justice Model applies PYD to youth in the justice system

There are six key practice domains in the Positive Youth Justice Model: (1) work; (2) education; (3) relationships; (4) community; (5) health; and (6) creativity (Butts, Bazemore, & Meroe, 2010). The model is grounded in two core assets: Learning/Doing and Attaching/Belonging. The asset Learning/Doing focuses on developing new skills and competencies, actively using new skills, taking on new roles and responsibilities, developing self-efficacy and personal confidence. Attaching/Belonging refers to

becoming an active member of prosocial groups, developing and enjoying a sense of belonging, placing a high value on service to others and being part of a larger community. For each practice domain, there are suggested activities for Learning/Doing and Attaching/Belonging.

The Positive Youth Justice Model has helped address the lack of measurable positive youth outcomes in juvenile justice by clearly describing and suggesting measures for the practice domains. For example, measures in the domain of work include attainment of job experience, job preparedness training, or indicators of income and independence. For the domain of education, suggestions include improved literacy, attained credentials or learning skills, or evidence of career planning. Measures suggested for the practice domain of community include civic engagement, community leadership, service, and responsibility. Still, these measures are vague and rely heavily on the activities and resources available in the community.

Developing an Organizational Culture that Values Data

“Culture is the set of values, guiding beliefs, understanding, and ways of thinking that is shared by members of an organization and is taught to new members as correct. It represents the unwritten, feeling part of the organization... Culture provides people with a sense of organizational identity and generates in them a commitment to beliefs and values that are larger than themselves” (Daft, 1992).

Changes in practice often require more than a policy change

Juvenile justice systems and the agencies that comprise them have their own culture that guides their practices. This culture may be engrained in history, tied to policies, or driven by leadership. When an agency seeks to make changes to practice, it often requires more than a shift of protocol; it requires a shift in the mindset of the employees and the culture of the organization.

Organizations that are data-informed value data collection, analysis, and application

Organizations that actively and consistently use data to inform decisions are thought to have a culture that values being data-informed. Being data-informed requires the collection of quality and useful data that is accessible, sharable, reported, analyzed, and used to make forward-looking decisions, and the development of a culture that supports increased data use (Anderson, 2015).

Traditionally, few juvenile justice agencies have incorporated data-informed decision making into their organizational culture (Gottfredson, 2000). There is no standardized path to cultivating a culture that values data, given the variability of resources and capacity across states; however, research from business, education, and public service sectors provide guidance and identify common barriers to address. A survey of 530 senior executives from various fields found that 48% believe that promotion of data sharing practices facilitated development of data-informed cultures in their organizations (Economist Intelligence Unit, 2014). As the field evolves and faces pressures of increased accountability, effective use of data is critical.

Organizational leaders need to address barriers to facilitate sustainable culture change

Barriers to establishing a culture that supports data-informed decision-making are often caused by cultural characteristics that conflict with aspects that enhance data use. Some of these barriers are:

Lack of leadership: Organizations with leaders who have strong visions for how data can inspire improvements and who actively promote the adoption of data-informed practices are more successful in change efforts than organizations with leaders who are not visibly involved in these efforts (Ikemoto & Marsh, 2007; Economist Intelligence Unit, 2014). The actual and perceived involvement of leaders influences the exploration, adoption, and sustainment of practices related to data-informed decision-making. If leadership is not or does not appear to be involved in the efforts, their influence will likely result in static results.

Misalignment of activities with mission: When organizational goals do not align with existing policies and practices, employees may be working towards goals that do not build toward anticipated outcomes.

The perceived cost of change: The perceived advantage of the change must outweigh the perceived loss, and if the organization's vision is clear, the benefits of the change should be readily accepted (Austin & Claassen, 2008).

Limitations to accessing quality information in a timely manner: Often juvenile justice information exists in data silos where information is not accessible or conclusions are not shared. This can occur when there is mistrust between agencies, technological hurdles or concern about sharing information due to legal, ethical, and practical constraints (Gottfredson, 2000). Sharing data among and within agencies can reduce data collection duplication and increase collaboration (Gottfredson, 2000).

Creating a culture that values data requires champions, consistent vision, and clear goals

Change may not be possible without buy-in from leaders who motivate employees to improve their practices by explaining the benefits of being data-informed, ensuring that the organizational expectations are explicitly stated, and working to increase access to data through sharing and training (Economist Intelligence Unit, 2014). "In order for practices to be sustained across service systems, leadership at multiple levels must be supportive in word and deed" (Aarons, Hurlburt, & Horwitz, 2010).

Anderson (2015) claims that the mission and goals need to be transparent with clearly defined benchmarks that are discussed with "associated definitions, clear targets, and a clear current state" (209). Additionally, the benchmarks should be broadly accessible, with each member of the team understanding how their work contributes to the wider goal. This approach will help all employees identify problems that need solved and develop methods for addressing them (Gottfredson, 2000).

Some of the components needed to align an organization's culture include:

- Strong and focused leaders; management has to know where they are and where they want to be.
- Leadership needs to champion change by supporting and promoting change efforts and encouraging employees to adopt data-driven practice.

- Be transparent and clear about the goals and approach with everyone to each level of the organization.
- Develop goals and objectives that align with the vision.
- Develop a strategic plan in collaboration with all departments in the organization and additional stakeholders.
- Provide technical support to promote information sharing and increase access to data through software, hardware, and training.

Implementation research can guide successful transitions to a culture that values data

Implementation research is the study of methods to improve the uptake, implementation, and translation of research findings into routine and common practices. It bridges research and practice by identifying drivers and barriers to the application of evidence to policy and practice. Implementation Research focuses on what is necessary to successfully adopt evidence based programs or practices and is used in medicine, public health, education, and many other fields (National Implementation Research Network).

There are four phases of implementation

There are several implementation frameworks, and many commonalities exist across models. Most divide the process of implementation into several distinct phases, although there is a consensus that the implementation process does not always proceed linearly. Stages often overlap, with activities related to one stage still occurring as activities related to the next stage begin. A common framework describes four phases: Exploration, Installation, Initial Implementation, and Full Implementation (National Implementation Research Network).

The Exploration phase is a critical first step for agencies and organizations implementing a new program or practice. The phase begins when organizations become aware of issues or challenges and identify and explore possible solutions. During this stage, the organization identifies champions and engages stakeholders. They collect information to answer questions about the agency’s readiness to change and establish a clear vision that promotes the benefits of the upcoming changes. Activities during the Exploration stage include assembling an implementation team, developing a communications plan to inform key stakeholders and promoting “buy-in” for the new changes. The Exploration Stage provides leadership with information to decide next steps and plan tasks and timelines.

The Installation phase ensures organizations can build the capacity necessary to implement a new practice. Leadership facilitates any structural and functional changes necessary to prepare for the launch of the new endeavor. This may include identifying training and coaching resources, developing communications protocols, ensuring financial resources are in place and purchasing necessary equipment and supplies. The Installation phase addresses the sustainability of the new practice by identifying barriers that may hinder long term sustainability.

The Initial Implementation phase begins when a new practice is put to use for the first time. Initial Implementation is often labeled the “awkward” stage as leadership work through adoption of the new practices, manage change and improve operations. A feedback cycle between the implementation team

and leadership is critically important at this stage as it is characterized by intensive coaching and problem-solving to help staff manage the new changes. This is the time when an agency is learning from mistakes, celebrating milestones, and managing expectations.

Finally, Full Implementation begins when all components of the innovation are fully integrated and the areas for improvement identified during Initial Implementation are addressed. The goals of Full Implementation are to ensure practices are implemented as intended and are achieving expected outcomes. To support new staff, orientation activities and necessary trainings are updated to reflect the new changes. Evaluation activities are used to identify and address any shifts in practices and ensure intended outcomes are being achieved.

PROJECT PUBLICATIONS

Through the course of the Model Data Project, several products were developed to cultivate buy-in from the various sectors of the field and to support juvenile justice systems to assess and improve their data capacity.

Model Data Project 3D Data Capacity Assessment

Project staff developed the Model Data Project 3D Data Capacity Assessment (MDP 3D Assessment) to provide juvenile justice practitioners a tool to strategically examine the data capacity of their overall juvenile justice system and their agency and to reflect on their own use of data to inform decisions and drive improvements (Deal, Schiller, Taylor, & Boc, 2018a, 2018b, 2018c). The MDP 3D Assessment was tested in the pilot sites, and the results of the assessment indicates areas where system-wide, agency-specific, and staff-level improvements can be made and provides concrete guidance for how to make the improvements. The MDP 3D Assessment is included in the report Appendix.

The MDP 3D Assessment includes a series of questions about data collection, analysis, and use, and rates a juvenile justice system, agency, or staff in the agency on the extent to which the practices are implemented on a four-point scale from “None or Not Implemented” to “Optimal Implementation.” There are three sections: Infrastructure, Data-Use and Dissemination, and Indicators of Juvenile Justice System Involvement. The Infrastructure section focuses on the systems, tools, and resources currently in place for data collection and analysis. The Data Use and Dissemination section explores system and agency attitudes about data, protocols, and procedures for how data is used to inform decisions or to drive improvements. Finally the Indicators of Juvenile Justice System Involvement section determines the extent to which a system or agency aligns with recommended measures of juvenile justice functioning.

In the MDP 3D Assessment, the term juvenile justice *system* includes all agencies involved in activities related to juvenile justice from arrest through placement and reentry; this includes law enforcement, detention, juvenile courts, juvenile probation departments, and juvenile corrections agencies. It may include other partners such as community service providers, educational agencies, mental health agencies, legal counsel, and child welfare agencies. In some states, all juvenile justice activities are centralized, so the system is statewide. In other states where the juvenile justice system is decentralized or where the counties have administrative control of community supervision, the system may include a combination of state and county run agencies.

The items regarding the *agency* in the MDP 3D Assessment are meant to assess the overarching policies and attitudes of a juvenile justice related organization, typically driven by organizational leadership. For example, if the interviewee or person completing the assessment was a probation officer, their agency might be the Department of Juvenile Justice or it may be juvenile court.

Finally, some items on the MDP 3D Assessment refer to the *person*. These items assess the role of the employees of the agency in data collection, analysis, use, and promotion of a data-informed culture. These attitudes may differ from the policies and protocols put into place by the administration.

5 Ways to Use Data Briefs

With a focus on the entire juvenile justice system, from arrest through reentry, project staff, partners, and the workgroup felt strongly that each sector of the juvenile justice system needed individualized information and specific examples on how using data would be beneficial. To meet that need, project staff developed a series of practitioner-specific briefs. Each brief described five specific uses for data and included quotes from two practitioners who actively use data in their work. The first in the series, *5 Ways Juvenile Court Judges Can Use Data* (Deal & Wachter, 2017), provides specific examples of how juvenile court judges can use aggregate data to learn more about their courtroom practices and the jurisdictions they serve. In *5 Ways State Juvenile Correctional Administrator Case Use Data* (Wachter & Deal, 2017), there are specific examples of how juvenile correctional administrators can use aggregate data to ensure facility practices and operations reflect evidence-based practices and are aligned with rehabilitative missions. The brief *5 Ways Law Enforcement Agencies Can Use Data on Juveniles* (National Center for Juvenile Justice, 2018) highlights practical examples of how law enforcement agencies can use data to improve practices related to juveniles. The brief *5 Ways Juvenile Probation Administrators Can Use Data* (Johnson & Deal, 2018) provides specific examples of how juvenile probation administrator can use aggregate data to improve practices and monitor system improvements. The briefs are included in the report Appendix.

LEARNING FROM THE FIELD

In the second phase of the Model Data Project, project staff in collaboration with the workgroup and OJJDP selected two pilot sites: Davidson County (Nashville), Tennessee and the State of Idaho. The purpose of the pilot was to test the extent to which recommendations for data collection, use, and dissemination developed in the first phase of the Model Data Project and preliminary dissemination tools were relevant and practical in a jurisdiction. These sites were selected after an assessment of the jurisdiction's current data capacity, including review of their contribution to national data collections and publicly available reports. NCJJ staff also engaged potential sites in phone interviews to gauge willingness to participate and asked participating sites to sign a letter of agreement. The scope of the pilot was intentionally different for each site; in Davidson County, the county juvenile court was the primary partner, and in Idaho, the Department of Juvenile Corrections was the primary focus.

NCJJ and their partners, the American Probation and Parole Association (APPA) and the International Association of Chiefs of Police (IACP), conducted site visits to Davidson County and Idaho and collected information through semi-structured interviews with juvenile justice professionals and employees of other juvenile justice related agencies, such as law enforcement as well as an online survey sent to stakeholders. The purpose of the site visit was to assess the site's current data capacity and review relevant data systems. Interviews followed a documented protocol that included questions about data system capabilities, data collection on case processing and youth characteristics, sharing data with partners, research capacity, and dissemination of information. The results of the assessment, including a completed MDP 3D Assessment and recommendations for data improvements were documented and presented to stakeholders during the second site visit. During the second site visit, the project staff worked with stakeholders to develop a "Blueprint" for how the recommendations would be implemented. This Blueprint was individualized to the needs and current capacity of the sites. The interview protocol is included in the report Appendix.

Lessons Learned from the Pilot Sites

Three overarching lessons were learned from the pilot sites. First, the MDP 3D Assessment has face validity. Respondents generally understood the questions and found them relevant, even when the inquiry might be outside of their personal work scope. Regardless of the interviewee—from law enforcement through state juvenile corrections staff and those involved in ancillary operations to juvenile justice—respondents provided meaningful feedback and engaged in meaningful discussions. After the initial interviews, each site also seemed to anticipate some aspects of the resulting recommendations and had already begun initial discussions and preparations before the second site visit. In Davidson County, data improvement discussions were underway both at a data analyst/technician level and also at a court and probation leadership level. For example, meetings with key state agency counterparts concerning better coordination and integration of data were occurring prior to the follow up visit and existing government agency resources were being identified as possible partners in helping to expand the jurisdiction's research and planning support. In Idaho, Bannock County was already identifying ways in which its annual reporting to the community could be shared more broadly and improved in ways that anticipated the recommendation to increase the exchange of data with community provider agencies.

Second, the project team learned in both sites that it is difficult to conduct a juvenile justice system-wide assessment that involves multiple government agencies and ancillary provider networks. There is often tension, trust issues, and turf wars. Even with careful planning, a two to three day schedule could not accommodate every juvenile justice-related agency and a depth from leadership to line staff. Additionally, it was not always clear to the site liaison or to the project staff who the “right” people to meet with were before the visit. It was necessary in some instances to complete follow-up phone calls with key contacts that were identified during the on-site visit.

Third, the process organized information in a manner that enabled both jurisdictions—even Idaho which stretched the resources to have a state focus—to identify actions that had different implications for desired impact and corresponding difficulty. The project team is optimistic that the jurisdictions will make some progress, particularly on solutions that were fairly obvious and easy to advance; however, it may be challenging for the sites to sustain momentum with no additional follow-up. The areas for improvement are contained in the site Blueprints, but considerable work is necessary to develop the relationships necessary for the more difficult high-effort/high-impact steps. This was particularly true in Idaho where the system is at an advanced level of evolution and poised to join the vanguard of high-functioning, data-driven states. There was a need to bring in details from additional jurisdictions and other agencies—some of them private-for-profit agencies the state contracts with and that have key data roles. Both Blueprints called for identifying data champions, and Davidson County has appointed the position.

JUVENILE JUSTICE MODEL DATA PROJECT RECOMMENDATIONS

The recommended measures and elements, along with contextual information, references and coding categories, will be made available in full online. It is strongly recommended that jurisdictions and agencies looking to incorporate the measures refer to the Fundamental Measures for Juvenile Justice website (<http://www.ncjj.org/fmjj/>) and the Model Data Project page (http://www.ncjj.org/Projects/model_data_project.aspx) for more information rather than relying solely on the information in this technical report. Only the measures and elements and their definitions are listed here, however, the Fundamental Measures database includes core elements required to derive the measures, useful detail elements, calculation instructions, and supporting information that discusses the research basis for the measure and, where necessary, issues related to unit of count and timing.

The aim of the Model Data Project was to recommend model measures to assess the efficiency and effectiveness of their system. The recommended measures represent both process measures and outcome measures. Process measures describe the activity that occurs and outputs (e.g., number of youth; percent of youth who completed activity), and the outcome measures describe the result of the activity that occurred (e.g., change in knowledge or behavior). Data elements are the pieces of information that are required to calculate the measures.

Elements as Related to Juvenile Justice Supervision

Juvenile justice policy and practice vary widely across jurisdictions. The Model Data Project sought to develop measures applicable to all jurisdictions. As such, the project started by adopting an existing schema for a juvenile case flow from the OJJDP-funded *National Report* series (see Sickmund & Puzanchera, 2014, p. 95). In this case flow, detention can occur anytime from before prosecution through post-adjudication, and at juvenile court intake, the case can be informally or formally processed. Jurisdictions may use different terminology for stages or events within the case flow, but all should be able to match their terminology to what is presented in the measures.

As measures were being developed, the need arose to further specify and in some places broaden the definition of some commonly used terms in juvenile justice in an attempt to be applicable to the greatest number of jurisdictions. For example, the term “juvenile probation” is used differently across the country; so much so that project staff were unable to locate an agreed upon definition of juvenile probation. In some states, youth are on juvenile probation regardless of whether they are living at home or committed to a facility, while other states consider juvenile probation to be a possibility for both adjudicated and non-adjudicated youth.

In this framework, the term *supervision* refers to any time a youth is being (at any level) by a juvenile justice system actor within a community or within a residential facility. The recommended data element **supervision type** captures the distinction between supervision within the community (here, *community supervision*) and supervision within a facility (*residential placement*). Community supervision refers to any time a youth who has come into contact with the juvenile court is monitored while living at a home in the community. It includes informal or voluntary supervision prior to adjudication, court-ordered (formal) supervision post-adjudication, and supervision following the release from a court-ordered residential placement (Office of Juvenile Justice and Delinquency Prevention, n.d.). Youth may be on active (regular

contact with a probation officer) or inactive (contact with probation officer when requested by youth or outside party) supervision.

Residential placement encompasses both status offenses and delinquency offenses and includes youth who are either temporarily detained by the court or committed after adjudication for an offense (Hockenberry, 2016). The recommended data element **residential placement status, general** captures the distinction of whether a youth is being temporarily held or is in a facility as part of a disposition.

Residential placement status, detailed provides further information on the purpose for the youth being in placement – for example awaiting detention hearing or disposed to placement in facility; whereas the reason a youth was admitted to a residential placement (e.g., new offense, pending placement elsewhere, warrant) is captured in the recommended data element **residential placement admission reason**.

Residential placement facilities include detention centers, shelters, reception/diagnostic centers, group homes, boot camps, ranch/wilderness camps, residential treatment centers, long-term secure facilities, and adult prisons and jails. Specific characteristics of residential placements are captured in recommended data elements including **facility locks, facility operation, and facility type**.

Recommended Elements:

Supervision type – This element indicates if a youth is being supervised by a juvenile justice system actor within the community, including administrative or inactive monitoring, or within a residential facility.

Community supervision type – Community supervision refers to any time a youth who has come into contact with the juvenile court is monitored while living at a home in the community. Community supervision types are at the discretion of the jurisdiction and can be based on the authority granting it and the nature of the conditions (Bureau of Justice Statistics, 1981).

Residential placement status, general - This element indicates the general purpose for a youth to be in a residential placement. At a minimum, the element indicates if a youth is temporarily held by the court (e.g., detained) or committed to a facility as part of a disposition (i.e., placed).

Residential placement status, detailed - This is a dynamic element that describes a youth’s specific purpose for being in residential placement in the context of where their case is in court processing.

Residential placement admission reason - This element captures the cause of a youth being admitted to a residential placement facility.

Facility locks - This element indicates if the residential placement facility or its grounds use locked doors, gates, or fences to restrict youth within the facility for the purpose for keeping youth inside.

Facility operation - This element indicates if the residential placement facility is publicly or privately owned/managed (Sickmund, Sladky, Kang, & Puzanchera, 2017).

Facility type - This element describes the purpose or nature of the residential placement facility (detention center, shelter, reception or diagnostic center, group home, boot camp, ranch/wilderness camp, residential treatment center, long-term secure facility, adult prison or jail, other)

Elements Related to Unique Identifiers

In contrast to criminal justice, juvenile justice data must align with activities to strengthen youth and their families while balancing community protection. There is a strong person and family orientation, and workflow involves legal actions as well as services that can be informal or formally addressed in court and court services systems (The National Consortium for State Court Automation Standards, 2003). For that reason, juvenile justice-related data systems are encouraged to include a Youth ID. Typically, a Youth ID assigns a single system generated string of numbers or characters to a youth and follows them through all involvement with the agency assigning the identifier. Such an identifier is the key for linking the individual to other related persons and critical events. In more sophisticated systems, identifiers will be linked or relatable across administrative data systems and used to advance research and planning agendas where unique individuals must be counted, but confidentiality can be safeguarded by stripping the actual personal identifiers from a file.

Identifying individual youth who enter the juvenile justice is a basic data challenge as some data systems are built on case IDs or admission IDs rather than an identifier associated with a specific youth. Youth enter the system through several referral doorways (e.g., law enforcement, schools, parents) and experience a range of different legal statuses such as custody, supervision, and detained/not detained administered through several agencies. These agencies often have their own variable for identifying a youth, and identifiers that bridge separate administrative data systems are rare. Changing identifiers across data systems presents challenges for merging data between agencies such as reliably identifying youth over time and recording accurate demographic information such as date of birth and social security number. In this environment the quality of personal identifiers becomes an issue for using software which applies an algorithm for matching identities. These apply various combinations of names, aliases, DOB, address parent surnames and other identifiers for merging research files pulled from disparate systems and assigning a likelihood of the match accuracy. This software is increasingly available to state agencies as a tool but emphasizes the fundamental challenge and benefit of managing the complexity of identity.

Recommended Elements: Identifiers

Admission ID - A unique identifier assigned to each individual who is admitted or who enters a residential placement or a program as they are received by intake. A youth may have multiple admission IDs for the same place, if they entered and exited more than once.

Court referral ID - The unique identifier assigned consecutively to each separate court referral as they are received by the court (Torbet, 1991b). A single youth may be associated with multiple court referral IDs.

Person ID - A unique identifier assigned to a person by law enforcement the first time he or she is arrested. This identifier is used with each subsequent arrest and on all records belonging to that person. No two individuals have the same Person ID.

Youth ID - A unique identifier assigned to a youth the first time he or she is received at intake for court processing, community supervision, or residential placement. This identifier is used with each subsequent intake to that agency, service, or program and identifies all records belonging to a youth. No two youth should have the same Youth ID.

Elements Related to Timing

Several of the recommended measures describe the time between two events, and several others place time parameters around when an event should occur. For these reasons, recording accurate dates connected to events is perhaps the most important way to improve data capacity. A consistent pattern is recording the juvenile justice activity for a youth, the date it started (and ended if appropriate) and why it started (and ended). For some activities, the time of day an event occurred is an important element. There should be data validation practices and regular data quality checks on date fields to ensure that dates are accurate.

Timing can also be thought of in terms of the intervals of when measures should be reported. Some measures are best suited to be snapshots in time, calculated and viewed quarterly or annually. This report does not offer specific guidance for each measure, but does encourage jurisdictions to consider how long it will take for there to be: (a) enough units in the measure for it to make sense, and (b) real change in the measure. For example, when measuring timing of court cases, it is crucial to consider court processing times to determine a timeframe that allows most referrals received during that time period to have had an adjudication hearing. At times, it is best to start with cases that have been disposed in a specified timeframe and then look back at past events rather than using a cohort that started at the same time.

Recommended Elements: Dates

Adjudication decision date	Isolation end date/time	Residential placement status end date/time
Arrest date	Non-compliance response date	Restraint start date/time
Case plan date	Offense date	Restraint end date/time
Community supervision start date	Petition date	Risk assessment date
Community supervision end date	Referral date	Service start date
Discharge date	Referral to services date	Service end date
Incentive date	Residential placement admission date	Technical violation date
Initial disposition date	Residential placement release date	Unauthorized departure date
Isolation start date/time	Residential placement status start date/time	

Elements Related to Legal Actions and Changes in Status

Juvenile justice automation must address the linking of multiple allegations or charges about a legal action and the potential of supplementary filings or official actions to modify a juvenile justice process, such as revoke an initial disposition and in effect re-sentence a youth. In practice these issues may be combined in narrative court decisions, but counting them in discrete ways can have some importance. The family and rehabilitative orientation of juvenile justice requires that linkages must be made between an individual youth, legal actions filed upon them, allegations within these actions, findings of fact on the allegations, initial decisions on the allegations and long term resolution and the outcomes for the youth.

Creating a youth centered data system that also connects the layers of the justice activities, service-oriented activities and progress, and key players can become complex. Managing this complexity and how it is displayed in administrative data system user interfaces and management reports is a basic data challenge and one that must be tailored to each jurisdiction.

The Oregon and Pennsylvania case studies both indicated that rolling the court's complexity up and associating actions with a single child is important for case management. Sometimes system-generated identifiers are used to develop these linkages and workflow is organized into core data groups, such as person, case and event.

An additional data challenge exists to track changes in the status of a youth as they progress through a court or juvenile justice agency system with a vision that extends beyond the initial resolution of a juvenile justice matter. More sophisticated systems not only track changes in the status of a youth but why they changed and when and use the information to supervise line services and also to increase accountability and identify when youth may be in a status for too long or increase timeliness of decisions and service dosage. This can be challenging when data points for the event and the reason for the event originate in two systems, for example, the offense (often in a court data system) that led to a placement (often in an agency data system). When these challenges arise, systems often find workarounds that satisfy the immediate need but are imperfect, like using the most serious offense or the adjudication date closest to the disposition.

Sophisticated systems also develop written policy statements about the linking of certain event records to youth. The Oregon Juvenile Justice Information System has a policy statement for linking secure detention admission events to a specific juvenile court referral for an unique youth.

“JJIS [data system] requires a valid referral in order to add a new youth record to JJIS. When a youth is admitted to a county detention facility for any of the aforementioned reasons, a new valid referral should be entered and linked to the admission. The minimum information should be entered at the time of admission in order to create the valid referral and linkage, including the referring agency and at least one of the allegations for which the youth is being detained. The referral must be updated with complete information at a subsequent time.” (excerpt, Oregon Juvenile Justice Information System Policy Statement, Linking Detention Admission to Referral) (Oregon Commission on Children and Families & Oregon Department of Corrections, 2012).

A good example of the need to track changes in status is diversion. Alternatives to formal juvenile justice processing may occur at any point of friction with youth behavior in the community. Police, prosecutors and school officials can all be involved in preventing youth from unnecessary juvenile justice penetration. Upon being presented to the formal system, many jurisdictions have safety valves to divert youth at each important decision, from court referral through adjudication and disposition. Diversion pathways are influenced by local policies and resources and present perennial challenges for umbrella data systems to accommodate, particularly in decentralized systems. In fact, both Pennsylvania and Oregon need adjunct solutions and flexibility to accommodate specialized diversion data at the local level.

Recommended Elements: Legal Actions and Changes in Status

Adjudication decision - This element indicates whether or not there is a judicial determination (judgement) that a youth is responsible for the law violation charged in a petition and subsequently judged a delinquent or status offender (Hockenberry & Puzzanchera, 2017).

Arrest type - This element indicates the type of apprehension that occurred at arrest.

Arrest disposition - This element indicates the outcome of the arrest. An arrest is defined as a youth taken into custody or issued a citation or summons for court appearance for the purpose of charging the youth with a law violation. This includes those youth taken into custody and then subsequently released with a warning or referred to services without the filing of charges (Federal Bureau of Investigation, 2017).

Initial disposition – This element indicates the sanction ordered or treatment plan decided upon or initiated in a case after the adjudication decision has been made (Office of Juvenile Justice and Delinquency Prevention).

Intake decision – This element specifies the immediate outcome of a juvenile court referral to an intake officer or unit. It indicates what further actions, if any, are to be taken regarding the referral (Bureau of Justice Statistics, 1981; Torbet, 1991a).

Legal representation – The presence or absence of legal representation for youth at various points in case processing.

Legal representation type – This element distinguishes between different categories of legal representation a youth may have in delinquency case proceedings.

Pre-petition diversion eligibility – This element indicates if a court referral meets the jurisdiction’s eligibility for diversion. Eligibility is based in state requirements and local practices, so specific eligibility criteria vary based on jurisdiction.

Reason for change in status – This element captures the justification for a youth moving to a different type of supervision (higher or lower) or an alternate program or placement. Tracking the reason for such movements provides valuable context to understand youth’s experiences in the juvenile justice system.

Reason for technical violation – This measure describes the behavior that is in opposition to supervision expectations and results in a youth receiving a technical violation.

Response to technical violation - This element describes the range of strategies courts and supervising agencies have available to them to address to a youth’s violation of the expectations of supervision.

Restriction of freedom – This element indicates whether a youth’s freedom was restricted (i.e., secure detention, house arrest) at any time during their juvenile justice system involvement.

Successful completion - This element indicates whether a youth finished all requirements of an intervention or program. Requirements for successful completion are specific to the intervention or program, so specific requirements should be documented for each intervention or program.

Disaggregating Measures by Detail Elements

The second key question in the Model Data Project framework, *What are the key characteristics of the youth?* was developed to define the most important individual characteristics by which to disaggregate measures. The action of disaggregation shows if youth who have different characteristics are experiencing the juvenile justice system differently. The most common details to disaggregate measures by are sex/gender and race/ethnicity; however, many disaggregating measures by other characteristics or more than one characteristic (layering) can illuminate trends that are undetectable in the aggregate data. The third key question in the Model Data Project framework, *How did the youth become system involved?*, is similar to the second key question because it defines important elements by which to disaggregate measures; however, the third key question focuses on characteristics of the behavior or event (i.e., the offense) that resulted in an individual's involvement in the juvenile justice system. The Model Data Project measures include recommendations for which characteristics are most important to disaggregate each measure.

Some of the individual characteristics are static (e.g., where was the youth born) while others are dynamic and subject to change (e.g., risk level, grade level). Certain characteristics are complex and require additional explanation.

Race and Ethnicity. For many people, their identification with a particular race, ethnicity or ancestry is a deeply personal and sensitive issue. The sensitivity around the issue is compounded by the complexity of measuring an imprecise cultural construct. The rules for how people are asked to report their race and ethnicity and the minimum set of categories are established by the White House Office of Budget and Management (OMB). Since 2000, the OMB policy has required a separate question for distinguishing individuals who identify with Hispanic/Latino groups, and a fair amount of structure has been developed for increasing response rates by requiring specific techniques, such as question sequence and language. Despite these efforts, reporting has been poor and the equity of the categories was challenged in the most recent Census in 2010. The Census Bureau is on the forefront of informing the improvement of the minimum categories for race and ethnicity categories and is currently testing an Alternate Questionnaire Experiment Research on Race and Origin (AQE) for making recommendations that could impact how identity is recorded in the 2020 Census. The Model Data Project recommendations uphold the Census Bureau's recommendations prior to 2018. When disaggregating a measure by race, it's important to use sub-population based rates as opposed to counts or percentages. Rates will take into consideration the relative size of each race group and produce a more accurate picture of differences.

Risk Level. The criminogenic risk of a youth is likely to change during their involvement with the juvenile justice system. Risk-needs assessment tools gauge the likelihood that an individual will reoffend and guide intervention planning by identifying and prioritizing criminogenic needs. These tools contain two important components: (1) a measure of likelihood of recidivism and (2) risk and protective factors about the youth that influence delinquent behavior. The measure of recidivism, or when a youth commits a future criminal or delinquent act, is often expressed as "low", "medium", or "high" risk, depending on the nature and extent of risk factors present. Risk factors are categorized as either static (fixed or unchangeable) or dynamic (able to change over time). Static risk factors include delinquent history, prior substance use, and parental criminality. Dynamic factors that are amendable to treatment interventions include substance misuse, association with delinquent peers, and poor parenting practices. Criminogenic

risk factors are those risk factors that when changed, result in changes in reoffending risk. These include substance abuse, delinquent peers, and poor school attachment. Protective factors are factors that reduce the effects of risk factors, thereby reducing the likelihood of engaging in criminal or delinquent acts. Protective factors include a stable family, presence of caring adults in the youth's life, and resilient temperament. Risk assessment tools such as the Youth Level of Service (YLS) and Youth Assessment and Screening Instrument (YASI) categorize risk and protective factors across various domains including legal history, family, school, community and peers, alcohol and drugs, aggression, attitudes, skills, and employment and free time. Each domain on these assessments can be identified as a risk or protective factor.

These assessments can be used at different decision points in the juvenile justice system and the results should be used to guide these decisions. Risk assessments can be administered at juvenile court intake to determine the youth's risk to public safety to help determine if diversion opportunities are appropriate or if formal processing is necessary. Assessment at pre-trial detention will help the court determine if the youth may be released or held in detention until court proceedings begin. Assessment at this point often seeks to determine if the youth is at risk of failing to appear for court proceedings and if the youth is an immediate danger to himself or others. Risk assessment is commonly used during the disposition decision and post-disposition planning stages of system involvement. A risk assessment determines a youth's risk to public safety as well as the factors influencing the youth's delinquency and risk to public safety, all of which is useful to the court during the disposition stage when determining how to manage the risks. The risk assessment is critical to dispositional case planning as it highlights the crime producing risk factors that should be addressed by treatment and services. In correctional settings, risk assessments can be useful for case planning as well as to consider the appropriateness of a youth's release from custody settings, though research on the use of assessments at this stage is limited.

Recommended Elements: Individual Characteristics

Age - The length of time a person has lived

Criminogenic factor: antisocial attitudes - Antisocial attitudes include attitudes favorable to crime, rationalizations of crime, and negative attitudes toward the law (Andrews & Bonta, 2007).

Criminogenic factor: antisocial history - Antisocial history is defined as prior involvement in a variety of antisocial acts across settings (Andrews & Bonta, 2007). This includes conduct intended to injure people or damage property, illegal behavior, and defiance of generally accepted rules and authority (Clark, Vanyukov, & Cornelius, 2002).

Criminogenic factor: antisocial peers - The criminogenic factor of antisocial peers describes a youth's social supports for crime based on their associations with peers who commit crimes or have attitudes favorable towards criminal behavior and their isolation from prosocial peers (Andrews & Bonta, 2007).

Criminogenic factor: antisocial personality - Antisocial personality traits include impulsiveness, low self-control, adventurous pleasure seeking, restlessly aggressive and irritable (Andrews & Bonta, 2007).

Criminogenic factor: education and employment - Education and employment are considered to be protective factors mediating a youth's likelihood of engaging in delinquent activity. Criminogenic risk

factors associated with education or employment include poor performance, lack of achievement, and low levels of satisfaction in school or work activities (Andrews & Bonta, 2007).

Criminogenic factor: family relationships - Criminogenic risk factors associated with family relationships include lack of nurturing and caring, inappropriate parental monitoring and discipline, and poor family relationships (Andrews & Bonta, 2007).

Criminogenic factor: leisure/recreational activities - A lack of involvement in prosocial (positive) recreational or leisure activities is considered a criminogenic risk factor (Andrews & Bonta, 2007).

Criminogenic factor: substance abuse - Substance abuse is one of eight criminogenic factors identified in research to be directly linked to criminal behavior. Substance abuse includes the abuse of alcohol or other drugs (Andrews & Bonta, 2007).

Criminogenic risk level - The likelihood of a youth continuing to engage in delinquent or criminal behaviors (Vincent, Guy, & Grisso, 2012).

Current involvement with child welfare - Youth who are currently involved in the child welfare system at a diversionary or formal level (Wiig, Tuell & Heldmen, 2013).

Current living situation - A youth's current living situation indicates the person(s) with whom the youth is currently living by the relationship of that person to the youth. This is a dynamic element and may change as the youth progresses through the juvenile justice system.

Education: academic performance - Academic performance describes a youth's overall academic achievement based on their official academic record.

Education: attendance - Description of how often a youth has attended school in the current or most recent school year as documented on the youth's official attendance record.

Education: current grade level - The grade the youth entered or would have entered at the beginning of the most recent school year (i.e., 1st-12th).

Education: history of diagnosis-learning disability - This element indicates whether a youth has ever been diagnosed with a neurological condition that hinders their ability to "understand or use spoken or written language, do mathematical calculations, coordinate movements, or direct attention" (Learning Disabilities Association of America, 2017).

Education: Individualized Education Program - This element indicates whether a youth has an established Individualized Education Program (IEP). If an evaluation indicates that a youth needs special education services, the school district is required to develop an IEP and review and revise it regularly in accordance with the Individual with Disabilities Education Act (IDEA), Section 504 of the Rehabilitation Act of 1973.

Employment status - This element indicates the extent to which a youth is currently engaged in paid work (Staff, Osgood, Schulenberg, Bachman, & Messersmith, 2010).

Ethnicity - Ethnicity is a cultural construct to categorize individuals and population groups by common ancestral practices, language, and customs. The current directive from the federal government requires compilation of data on one ethnic category to indicate Hispanic origin or not of Hispanic origin (Office of Management and Budget, 1995). However, this directive is currently under review.

Family presenting issue: history of child abuse/neglect - This element indicates whether a youth has experienced physical or sexual abuse or child maltreatment or neglect by parents and/or caretakers.

Family presenting issue: history of family disruption - This element indicates whether the youth has experienced family disruption. Family disruption includes any separation/divorce, relocation, inadequate family finances, job loss, disability, chronic unemployment, homelessness, prolonged or life-threatening illness, death, or abandonment within the past 12 months (Oregon Juvenile Department Directors Association, 2006).

Family presenting issue: parental criminal history - This element indicates whether a youth's family has a pattern of high family conflict and/or domestic or intimate partner violence.

Family presenting issue: history of parental drug and/or alcohol use - This element indicates whether a youth's parents have a history of substance abuse.

Family presenting issue: history of family violence - This element indicates whether a youth's family has a pattern of high family conflict and/or domestic or intimate partner violence.

Gang involvement - This element captures whether a youth reports to have been or to currently be a member of a gang.

Gender expression - The youth's self-identified understanding of their external characteristics and behaviors that express their gender identity.

Gender identity - How a youth sees, identifies, and understands their own gender, which may be different from their biological sex at birth (sex).

Legal residence - The street address, including zip code, of the youth's permanent home address. The legal residence may not match the physical address of where the youth is currently residing.

Prior juvenile justice involvement - This characteristic indicates whether a youth had prior involvement in the juvenile justice system. Prior involvement can be defined as prior arrests, juvenile court referrals, or adjudications.

Protective factors - Protective factors are those characteristics of the child, family, and wider environment that reduce the likelihood of adversity leading to problem behaviors, such as delinquency and later adult offending (Development Services Group, 2015a).

Race - Cultural construct used to categorize individuals based on visible physical differences such as skin color, bone structure, and hair texture. The current directive from the federal government requires compilation of data on four racial categories (White, Black, American Indian or Alaskan Native, and Asian or Pacific Islander), however, this directive is currently under review.

Sex - Biological sex at birth

Sexual orientation - Sexual orientation refers to one’s emotional, sexual, or romantic attraction to others.

Most offense details are static (e.g., location of the incident, source of referral), however, the offense category may change through juvenile court case processing. For example, an individual may be referred to juvenile court for an alleged X, and the case may result in an adjudication for Y. In such scenarios, it is important for the court data system to record the date when the offense category changed.

Recommended Elements: Offense Details

Location of incident - The street address with the zip code where the incident occurred.

Location of incident – type - A general descriptive category of where an incident occurred.

Offense category - A descriptive category of the law violation, or alleged law violation, associated with an event.

Offense category, general - A summary level of the law violation, or alleged law violation, associated with an event.

Offense grading - The legal severity of the law violation, or alleged law violation, defined in statute associated with the event. This data element may be called other names such as offense class, offense severity, or offense type.

Source of court referral - The person or agency that made the referral to juvenile court intake.

Sharing Information with Other Agencies

Juvenile justice data ideally spans the duration of a youth’s engagement in the system and the government agencies that touch their lives; however, this is often difficult due to the number and type of agencies that comprise the system. Typically, these disparate agencies have their own data system built for their specific purpose. Sometimes they engage in automatic or routine data sharing with other agencies, but this requires, at a minimum, memorandums of understanding and the ability to match youth across data systems. Even in centralized juvenile justice systems, the sharing of data often requires the building of data exchanges between data systems. Several of the recommended measures require data from one or more agencies.

The National Information Exchange Model (NIEM) is celebrating 10 years of developing knowledge, models and tools to advance these types of exchanges. The movement grew out of a Global Justice Information Sharing Initiative that was formalized with NIEM in 2005 and assembles a range of stakeholders in data systems around data sharing protocols, including information technology providers working in justice but also in a range of human services. The recommendations here do not incorporate NIEM, but do advocate for jurisdictions to thoughtfully develop strategies to match and share their data.

Comparing Measures with Other Jurisdictions

Variation in juvenile justice policies and practices make it so that most measures are best used to compare against a jurisdiction’s own past performance; however, there is an innate compulsion to compare one

jurisdiction to another. To do so responsibly, start by comparing the demographics of the population (i.e., size, racial/ethnic makeup, percentage in poverty, risk level). Compare population based rates as opposed to a percentage of the whole. Rates account for the size of the total possible population (i.e., the denominator); therefore, they are often used instead of (or in addition to) counts because they are better suited to track changes over time as well as make comparisons among subgroups and jurisdictions. Then, compare core policies, such as the mission of the juvenile justice system (often in statute); the structure of the system (i.e., centralized, decentralized), and the upper and lower ages of jurisdiction.

Fundamental Measures

Key Question 1: How many youth are involved in various stages of the system

1.01 Number of youth in the general population who are within the age boundaries of juvenile court jurisdiction - The number of youth who are eligible for original juvenile court jurisdiction. All states have an upper age limit for juvenile court jurisdiction, and some states identify a lower age boundary.

1.02 Number of youth arrested - The number of individual youth taken into custody or issued a citation or summons for court appearance for the purpose of charging the youth with a law violation at least once in a reporting period. This includes those youth taken into custody and then subsequently released with a warning or referred to services without the filing of charges (Federal Bureau of Investigation, 2017).

1.03 Population-based arrest rate – A comparison of the number of individual youth arrested to the number of youth in the general population who are within the age boundaries of original juvenile court jurisdiction. This includes youth taken into custody or issued a citation or summons for court appearance for the purpose of charging the youth with a law violation, as well as those youth taken into custody and then subsequently released with a warning or referred to services without the filing of charges (Federal Bureau of Investigation, 2017).

1.04 Number of youth referred to juvenile court - The number of individual youth for which an intake officer or unit receives at least one written request alleging a violation of statute (Bureau of Justice Statistics, 1981).

1.05 Population-based referral rate – A comparison of the number of individual youth referred to juvenile court to the number of youth in the general population who are within the age boundaries of original juvenile court jurisdiction. A referral involves an intake officer or unit receiving at least one written request alleging that a youth violated a statute (Bureau of Justice Statistics, 1981).

1.06 Number of youth petitioned to juvenile court - The number of individual youth for which a formal document alleging a violation of statute was filed in juvenile court and initiating a case at least once in a specified time period (Bureau of Justice Statistics, 1981).

1.07 Number of youth who start community supervision - The number of youth who have a start date for community supervision within a specified timeframe.

1.08 Number of youth on community supervision on a given day - The total count of youth who are being monitored by the juvenile court or an agent of the court while living at home in the community.

1.09 Average daily population of youth on community supervision - The average number of youth on community supervision during a specified time period. This encompasses any time a youth who has come into contact with the juvenile court is monitored while living at a home in the community. It includes informal or voluntary supervision prior to adjudication, court-ordered (formal) supervision post-adjudication, and supervision following the release from a court-ordered residential placement (Office of Juvenile Justice and Delinquency Prevention, n.d.).

1.10 Population-based community supervision rate – A comparison of the number of individual youth who are being supervised in the community to the number of youth in the general population who are within the age boundaries of original juvenile court jurisdiction.

1.11 Number of youth whose community supervision ended - The count of youth who had at least one community supervision end date during a specified time period.

1.12 Number of youth admitted to residential placement - The number of individual youth who enter a residential placement facility and whose care and custody is assumed by the facility in accordance with local law and policy (adapted from Juvenile Detention Alternatives Initiative, 2012). This encompasses both status offenses and delinquency offenses and includes youth who are either temporarily detained by the court or committed after adjudication for an offense (Hockenberry, 2016). Residential placement facilities include detention centers, shelters, reception/diagnostic centers, group homes, boot camps, ranch/wilderness camps, residential treatment centers, long-term secure facilities, and adult prisons and jails.

1.13 Number of youth in residential placement on a day - The number of youth under the care and custody of a residential placement facility in accordance with local law and policy on a given day (adapted from Juvenile Detention Alternatives Initiative, 2012). This encompasses both status offenses and delinquency offenses and includes youth who are either temporarily detained by the court or committed after adjudication for an offense (Hockenberry, 2016). Residential placement facilities include detention centers, shelters, reception/diagnostic centers, group homes, boot camps, ranch/wilderness camps, residential treatment centers, long-term secure facilities, and adult prisons and jails.

1.14 Average daily population of youth in residential placement - The average number of youth under the care and custody of a residential placement facility in accordance with local law and policy during a specified time period. This encompasses both status offenses and delinquency offenses and includes youth who are either temporarily detained by the court or committed after adjudication for an offense (Hockenberry, 2016). Residential placement facilities include detention centers, shelters, reception/diagnostic centers, group homes, boot camps, ranch/wilderness camps, residential treatment centers, long-term secure facilities, and adult prisons and jails.

1.15 Population-based residential placement rate – A comparison of the number of individual youth admitted to residential placement to the number of youth in the general population who are within the original age boundaries of juvenile court jurisdiction. This encompasses both status offenses and delinquency offenses and includes youth who are either temporarily detained by the court or committed after adjudication for an offense (Hockenberry, 2016). Residential placement facilities include detention centers, shelters, reception/diagnostic centers, group homes, boot camps, ranch/wilderness camps, residential treatment centers, long-term secure facilities, and adult prisons and jails.

1.16 Number of committed youth released from residential placement to the community – The count of youth physically released from residential placement (detention or residential placement facilities) to the community, with or without continued supervision. Residential placement facilities are those that house youth who have committed a crime, defined as persons younger than 21 who are held in a residential setting as a result of some contact with the justice system (i.e., they are charged with or adjudicated for an offense). Release to the community means that the youth no longer resides in a residential placement facility or an adult jail or prison. This encompasses both status offenses and delinquency offenses and includes youth who are either temporarily detained by the court or committed after adjudication for an offense (Hockenberry, 2016).

Key Question 2: What are the key characteristics of the youth?

See *Recommended Elements: Individual Characteristics* starting on page 52 of this report.

Key Question 3: How did the youth become system involved?

See *Recommended Elements: Offense Details* on page 55 of this report.

Key Question 4: How do youth move through the system?

4.01 Number of law enforcement formal diversions - The number of law enforcement referrals to programs or services in lieu of filing charges with a branch of the juvenile court for processing.

Formal diversion often requires the youth and parents to sign an agreement stating that if the youth participates and successfully completes programming, charges will not be referred to court (Development Services Group Inc., 2018; Tallon, Labriola, & Spadafore, 2016).

4.02 Number of arrests involving youth - The number of arrests involving youth taken into custody or issued a citation or summons for court appearance for the purpose of charging the youth with a law violation. This includes those youth taken into custody and then subsequently released with a warning or referred to services without the filing of charges (Federal Bureau of Investigation, 2017).

4.03 Number of admissions to residential placement - The number of incidents where a youth enters a residential placement facility and whose care and custody is assumed by the facility in accordance with local law and policy (adapted from Juvenile Detention Alternatives Initiative, 2012). This encompasses both status offenses and delinquency offenses and includes youth who are either temporarily detained by the court or committed after adjudication for an offense (Hockenberry, 2016). Residential placement facilities include detention centers, shelters, reception/diagnostic centers, group homes, boot camps, ranch/wilderness camps, residential treatment centers, long-term secure facilities, and adult prisons and jails.

4.04 Average time between initial admission to facility used for pre-petition detention and detention hearing - The average number of hours a youth is temporarily held outside of the home for an alleged law violation prior to a hearing to determine if continued detention is warranted.

4.05 Average length of stay in facility used for pre-petition detention - The average number of days a youth is housed in a detention center from admission to release. Detention centers are short-term facilities that provide temporary care in a physically restricting environment (Hockenberry, 2016).

4.06 Number of referrals to juvenile court - The number of written requests received by an intake officer or unit alleging a violation of statute. These data represent the incoming workload of an intake agency and include all the referrals to intake made by law enforcement and other authorized agencies and persons (Bureau of Justice Statistics, 1981).

4.07 Percent of referrals petitioned to juvenile court - The proportion of written requests received by an intake officer or unit alleging a violation of statute where the intake decision was to initiate a case in juvenile court.

4.08 Percent of cases diverted pre-petition that successfully completed diversion program requirements - The percentage of cases redirected from the filing of a court petition to a diversion program that met program or supervision conditions and indicated successful completion. Definitions of successful completion depend upon the jurisdiction and the program or supervision type.

4.09 Average time from court referral received to intake decision - The average number of days between the date that a referral is received by the intake officer or unit and the date that a decision is made by intake on how a referral should be handled.

4.10 Average time from court referral received to filing of petition - The average number of days between the date that a referral is received by the intake officer or unit and the date that a prosecutor files a petition to juvenile court.

4.11 Average time from filing of petition to adjudication decision - The average number of days between the date that a prosecutor files a petition to juvenile court and the date the court makes a decision whether or not to adjudicate the youth as a delinquent or status offender.

4.12 Number of court referrals petitioned to juvenile court that were subsequently adjudicated - The number of written requests received by an intake officer or unit alleging a violation of statute that were formally initiated in juvenile court through a filed petition and the youth was subsequently adjudicated delinquent or status offender.

4.13 Percent of referrals petitioned to juvenile court that were adjudicated delinquent - The proportion of written requests received by an intake officer or unit alleging a violation of statute that were formally initiated in juvenile court through a filed petition and the youth was subsequently adjudicated delinquent or status offender.

4.14 Number of referrals petitioned to juvenile court that were not adjudicated delinquent - The number of written requests received by an intake officer or unit alleging a violation of statute that were formally initiated in juvenile court through a filed petition and where there was not an adjudication of delinquency. Instead, the petition could have been dismissed, deferred, or otherwise diverted. This measure is the inverse of the number of referrals petitioned to juvenile court that were adjudicated delinquent or status offender.

4.15 Percent of referrals petitioned to juvenile court that were not adjudicated – The proportion of written requests alleging a violation of statute for which the intake decision was to formally initiate a case in juvenile court that have not been adjudicated delinquent. Instead, the petition could have been

dismissed, deferred, or otherwise diverted. This measure is the inverse of the percentage of referrals petitioned to juvenile court that were adjudicated delinquent or status offender.

4.16 Average time from adjudication decision to initial disposition - The average number of days between the date the court makes a decision whether or not to adjudicate the youth as a delinquent or status offender and the date a sanction or treatment plan is decided for the case.

4.17 Average time between initial disposition and placement of detained youth awaiting post-disposition placement - The average number of days a youth is held in a temporary placement between the date a court orders an initial sanction or treatment plan for a case and when the youth on that case is placed in the ordered residential facility.

4.18 Average time on community supervision - The average length of time a youth is supervised in the community during a specified time period.

4.19 Average length of stay in placement – The average length of stay for youth in residential placement during a specified time period. It accounts for only the stay in one facility and does not reflect the total time that a youth is living outside of their home because of juvenile justice system involvement. Residential placement facilities house juvenile offenders, defined as persons younger than 21 who are held in a residential setting as a result of some contact with the justice system (they are charged with or adjudicated for an offense). This encompasses both status offenses and delinquency offenses, and includes youth who are either temporarily detained by the court or committed after adjudication for an offense (Hockenberry, 2016).

4.20 Number of discharges from custody of juvenile corrections agency – The number of individual youth released from the oversight of a state agency responsible for the care and custody of justice-involved youth.

4.21 Number of cases that successfully completed community supervision - The total count of youth who successfully completed community supervision during a specified timeframe. Community supervision refers to any time a youth who has come into contact with the juvenile court is monitored while living at a home in the community. It includes informal or voluntary supervision prior to adjudication, court-ordered (formal) supervision post-adjudication, and supervision following the release from a court-ordered residential placement (Office of Juvenile Justice and Delinquency Prevention, n.d.). Youth may be on active (regular contact with a probation officer) or inactive (contact with probation officer when requested by youth or outside party) supervision. Definitions of successful completion differ not only across jurisdictions, but also across supervision types within a jurisdiction. Successful completion may mean successfully meeting case plan goals, following court ordered conditions, or completing a time-limited supervision order.

4.22 Percent of referrals to court eligible for pre-petition diversion - The percentage of referrals to juvenile court that an intake officer or unit receives that fit the jurisdiction's criteria to address the issue without formally initiating the case in court with the filing of a petition. Eligibility for pre-petition diversion is usually documented in policy and often relies on the alleged offense type and severity, the youth's court history, and the victim's wishes.

Key Question 5: Is the system fair?

5.01 Ratio of arrest rate by demographics and case characteristics – A comparison of the rates of minority groups to the majority group at the point of arrest in the context of their representation in the general population.

5.02 Ratio of referral rate by demographic and case characteristics – A comparison of the rates of minority groups to the majority groups at the point of referral to court and in relation to their representation at the point of arrest.

5.03 Ratio of diversion rates by demographics and case characteristics - A comparison of the rates of minority groups to the majority group for pre-petition diversions and in relation to their representation at the point of referral.

5.04 Ratio of secure detention rates by demographics and case characteristics - A comparison of the rates of minority groups to the majority group for secure detention at some point during court processing and in relation to their representation at the point of referral.

5.05 Ratio of petition rates by demographics and case characteristics - A comparison of the rates of minority groups to the majority group for delinquency cases petitioned (i.e., charges filed) to juvenile court and in relation to their representation at the point of referral.

5.06. Ratio of cases adjudicated delinquent by demographics and case characteristics - A comparison of the rates of minority groups to the majority group for cases adjudicated delinquent in juvenile court and in relation to their representation at the point of petition. A delinquency adjudication is a formal legal finding of delinquency (Leiber, Richetelli, & Feyerherm, 2009).

5.07 - Ratio of cases adjudicated delinquent and disposed to community supervision by demographics and case characteristics: A comparison of the rates of minority groups to the majority group for cases adjudicated delinquent in juvenile court and disposed to community supervision and in relation to their representation at the point of adjudication.

5.08 - Ratio of cases adjudicated delinquent and disposed to residential placement by demographics and case characteristics: A comparison of the rates of minority groups to the majority groups for cases adjudicated delinquent in juvenile court and disposed to residential placement and in relation to their representation at the point of adjudication.

5.09 Ratio of judicial waiver rates by demographic or case characteristics - A comparison of the rates of minority groups to the majority groups for cases waived to criminal court and in relation to their representation at the stage of petition.

5.10 Percent of youth represented by counsel in delinquency proceedings at various case processing points - The proportion of youth involved in delinquency proceedings who have a legal representative at key points in the processing of their case. The National Juvenile Defender Center (2012) recommends several case processing points including arraignment, pre-trial detention hearing, disposition, and post-disposition hearings.

5.11 Percent of admissions to secure detention that met criteria of validated detention risk screening instrument - The proportion of admissions that met the criteria of a validated detention risk screening.

Key Question 6: How do youth change while in the system?

6.01 Percent of youth whose criminogenic risk level decreases within 12 months of initial assessment date - The proportion of youth who experience a decrease in their risk to reoffend as measured by a decrease in criminogenic risk levels between an initial and a follow-up risk assessment within one year.

6.02 Percent of youth who demonstrate improved pro-social skills while under supervision - The proportion of youth under supervision (both community supervision and residential placement) for whom there is evidence of improved ability to interact in a positive way with others.

6.03 Percent of youth who demonstrate academic progress while under supervision - The proportion of youth under supervision (both community supervision and residential placement) who make academic progress while they are actively being supervised. Academic progress can be measured in a variety of ways including meeting an individualized educational goal, increasing in grade level, earning academic credit, or improving their score on a risk/need assessment.

6.04 Percent of youth who demonstrate vocational progress while under supervision - The proportion of youth under supervision (both community supervision and residential placement) who master workforce development skills for obtaining and retaining a job.

6.05 Percent of youth who are referred to court for a new offense committed while under community supervision – The proportion of youth with a juvenile court referral date for a subsequent alleged misdemeanor or felony where the offense date for the new alleged misdemeanor or felony is between the community supervision start date and community supervision end date. This is one measure of subsequent offending for youth who are living in the community and under the supervision of the juvenile court or a probation agency at the time a new alleged misdemeanor or felony occurs.

6.06 Percent of youth who are adjudicated and/or convicted for a new offense committed while under community supervision – The proportion of youth with an adjudication decision indicating adjudicated delinquent or a conviction in criminal court for a subsequent misdemeanor or felony where the offense date for the new misdemeanor or felony is between the community supervision start date and end date. This is one measure of subsequent offending for youth who are living in the community and under supervision of the juvenile court or a probation agency at the time a new misdemeanor or felony was committed for which the youth is subsequently adjudicated delinquent in juvenile court or convicted in criminal court.

Key Question 7: Does the system meet the needs of youth, their families, and the community?

7.01 Percent of youth under supervision with individualized case plan within established benchmark - The proportion of youth who have an individualized case plan within the timeline specified by the agency's internal standards.

7.02 Average number of days from referral to program start date - The amount of time it takes for a youth to begin participating in a program he or she was referred to based on their individualized risk factors and needs.

7.03 Percent of youth who successfully complete program within established benchmark – The proportion of youth who successfully completes a program or intervention within the expected timeframe. Most programs or interventions have an established expectation for how much time it will take for a youth to complete the requirements, and this duration varies depending on service type.

7.04 Number of services available – A count of the services to which juvenile justice practitioners have access and are able to make referrals. This measure is most useful when viewed using the detail element Service Type.

7.05 Percent of programs meeting fidelity requirements – The proportion of programs accessible by the agency that meet predetermined fidelity requirements.

7.06 Percent of victims who were offered support services – The proportion of identified victims of crime that were offered support services by the court or the agency.

7.07 Percent of victims who were offered support services who received services – This measure describes the reach of a jurisdiction’s victim services by illustrating the proportion of victims who receive support services.

Key Question 8: What was the experience of youth in the system?

8.01 Number of youth who received a technical violation while under community supervision – The count of youth who are under juvenile court or juvenile justice agency supervision and receive a technical violation for behavior that is in opposition to supervision expectations but does not constitute a new crime (i.e., missing mandatory appointments, skipping school, failing a drug test).

8.02. Percent of youth who received at least one technical violation while under community supervision- The proportion of a cohort of youth who receive a technical violation during their supervision.

8.03 Number of technical violations occurring during community supervision - The number of times any youth under community supervision received a technical violation during a specified timeframe. The unit of analysis here is technical violations rather than youth.

8.04 Percent of youth whose behavioral health screening indicates the need for further attention - The proportion of youth who obtain a score above the predetermined “cut-off” score on a behavioral health screening. Screening tools have “cut-off” scores that indicate the need to manage an urgent risk of harm, obtain a higher level of clinical care, or refer for further assessment (National Center for Mental Health in Juvenile Justice, 2016).

8.05 Percent of youth referred for further assessment that received assessment within expected timeframe – The proportion youth who “screen in” on a behavioral health screening, are referred for an assessment, and receive an assessment within the predetermined, agency-specific benchmark.

8.06 Percent of petitioned cases where days from referral to initial disposition is greater than 90 - The amount of time it takes for a referral to court to receive a disposition. It specifies the benchmark of 90 days as supported by prior work in the timing of delinquency cases (Bulman, 2014; National Council of Juvenile and Family Court Judges, 2005).

8.07 Average duration of isolation in residential placement – The average number of hours of an incident of isolation in residential placement settings. Isolation includes any time a youth is alone involuntarily behind a locked door for 15 minutes or more (Performance-based Standards, 2012).

8.08 Number of incidents of isolation in residential placement per 100 person days - The frequency with which isolation is used in an out of home placement. Isolation includes any time a youth is alone involuntarily behind a locked door for 15 minutes or more, excluding sleeping hours. (Performance-based Standards, 2012).

8.09 Number of incidents of restraints in residential placement per 100 person days - The frequency of use of restraints in an out of home placement during a specific reporting period (month, quarter, year). The ratio of 100 person days allows facilities to compare results regardless of facility size or population.

8.10 Number of unauthorized departures from residential placement per 100 person-days - The number of incidents in which youth leave without staff permission or approval for more than 10 minutes from: the physical security perimeter of a placement facility, the mandatory supervision of a staff member when there is no physical security, the mandatory supervision of transportation staff, or any other approved area (U.S. Department of Justice, 2014). An “unauthorized departure” includes youth who meet the definition regardless of the outcome of the departure (e.g., returned willingly, arrested, placed elsewhere).

8.11 Average number of incentives applied while under supervision - This measure quantifies the positive reinforcement that youth receive during supervision.

8.12 Average number of responses to non-compliance applied while under supervision - This measure quantifies the amount of negative consequences or negative reinforcements applied in response to misconduct or non-compliance while under supervision.

8.13 Percent of youth who receive more incentives than responses to non-compliance while under supervision - This measure is based in the theory of graduated responses (Center for Children’s Law and Policy, 2016). It quantifies the balance of positive reinforcement (incentives) to responses interventions that youth receive while under supervision.

Key Question 9: How much does it cost?

9.01 Expenditures per-day, per-person for residential placement settings - This measure quantifies the daily costs for providing residential services regardless of the legal status of a youth (pre- or post-disposition). It also encompasses different placement types such as publicly and privately operated facilities. Youth in the juvenile justice system may experience a variety of residential placement episodes, ranging from temporary secure detention to long-term placements.

9.02 Daily marginal costs for residential placement settings - This measure is the expenditure change in total operating costs when units of output, in this instance placements to residential facilities, increase or decrease. Marginal costs are necessary for estimating the impact of trends and a necessary ingredient for advancing cost-savings analysis or supporting evaluations with cost-benefit analysis components. Youth in the juvenile justice system may experience a variety of residential placement episodes, ranging from temporary secure detention to long-term placements.

9.03 Annual expenditures for purchasing evidence-based programs - This measure accounts for a jurisdiction's expenditures to purchase or support evidence-based programs. The evidence-based programming may be embedded in various court-related services, ranging from diversion and through community supervision and residential placement.

Juvenile justice professionals are increasingly expected to demonstrate that the policies, programs, and practices they use are based on research-based evidence. The Office of Justice Programs considers programs and practices to be evidence-based when their effectiveness has been demonstrated by causal evidence, generally obtained through high quality outcome evaluations (see crimesolutions.gov).

9.04 Expenditures per risk/need assessment - This measure accounts for a jurisdiction's expenditures to purchase and maintain risk/need assessment services. The services may be embedded in various interventions ranging from diversion through community supervision and placement and can involve multiple risk/need assessment instruments.

Key Question 10: What are the long-term measures of success?

10.01 Percent of youth who are adjudicated or convicted for a new misdemeanor or felony committed within two years of their first adjudication of delinquency - This is a measure of recidivism or subsequent offending; specifically, it is the rate at which youth continue to engage in criminal behavior within two years after the first time they were adjudicated delinquent.

10.02 Percent of youth who are adjudicated or convicted for a new misdemeanor or felony committed within two years of release to the community from placement in a residential placement - This is a measure of recidivism or subsequent offending; specifically, it is the rate at which youth continue to engage in criminal behavior within two years after they are physically released to the community from a residential facility where they were placed (as opposed to detained). The youth may or may not have continued supervision after their release to the community.

10.03 Percent of youth who are adjudicated or convicted for a new misdemeanor or felony committed within two years of discharge from custody of a juvenile corrections agency - This is a measure of recidivism or subsequent offending; specifically, it is the rate at which youth continue to engage in criminal behavior within two years after they are discharged from the oversight of the state juvenile corrections agency. Depending on the services provided by the state juvenile corrections agency, youth may be living in a facility or in the community at the time of their discharge.

10.04 Percent of youth who are adjudicated or convicted for a new misdemeanor or felony committed within two years of community supervision case closure - This is a measure of recidivism or subsequent offending; specifically, it is the rate at which youth continue to engage in criminal behavior within two years after their community supervision case is closed. Community supervision refers to any time a youth who has come into contact with the juvenile court is monitored while living at a home in the community.

10.05 Percent of youth who are diverted pre-petition who are adjudicated or convicted for a new misdemeanor or felony committed within one year of diversion decision - This is a measure of subsequent offending; specifically, it is the rate at which youth engage in criminal behavior within one year after they are referred to juvenile court and diverted prior to the alleged offense being petitioned.

This is related to measures of recidivism, but because the initial alleged offense is not petitioned for a formal judicial decision, we cannot say that the youth committed an initial offense.

10.06 Percent of youth who meet an educational milestone within two years of end of supervision -

This measure indicates the proportion of youth who reach a predetermined educational milestone within two years of the end of supervision. Agencies are encouraged to look at a range of educational milestones, depending on data availability and research capacity. For example, the agency may look at the percentage of youth who graduate high school within two years of the end of supervision, or the percentage who enter postsecondary education.

10.07 Percent of youth who meet a vocational milestone within two years of end of supervision -

This measure indicates the proportion of youth who reach a predetermined vocational milestone within two years of the end of supervision status. Agencies are encouraged to look at a range of vocational milestones, depending on individualized interests and skills, data availability and research capacity. For example, the agency may look at the percentage of youth who secure and maintain employment for a living wage within two years of the end of supervision, or the percentage who earn a job credential within two years of the end of supervision status.

Vision for Supporting Adoption of Fundamental Measures

OJJDP has a critical role in building the data and research capacities of juvenile justice system partners. With primary responsibility for providing leadership and resources to address juvenile delinquency, OJJDP's continued support of data collection and its use to inform decisions has the ability to drive nationwide improvements to how juvenile courts, juvenile probation and correction agencies, and their community partners view and value data. OJJDP's investment in discrete data improvement projects, like the Juvenile Justice Model Data Project, is a tremendous start; however, the work cannot end with a declaration of standards or model measures. As demonstrated by the case studies described in this report, courts and agencies who use data well did not change overnight; rather, it is an evolutionary process that requires leadership, commitment, and infrastructure. OJJDP can stimulate and encourage this evolution by aligning their expectations for grantees with the Fundamental Measures, encouraging automation when possible, promoting examples from courts and agencies with high data capacity, and supporting an array of technical assistance tailored to the unique needs of jurisdictions.

Align grant performance measures with the recommended Fundamental Measures. Currently OJJDP provides online guidance around performance measures for its grantees. There is an opportunity for OJJDP to more closely align the required performance measures with the Fundamental Measures where appropriate. Additionally, the grantees provide a “captive” audience in which to demonstrate how the performance measures can be incorporated into a continuous quality improvement process where their impact does not end with reporting but includes realistic benchmarks and program improvement planning. At a higher level, OJJDP has an opportunity to encourage policymakers to include requirements for performance measures that are aligned with the Fundamental Measures in statutes and educate them about how policies can stifle research (e.g., requiring expunged cases to be deleted from all records rather than deidentified and made available for research).

Expand promotion of evidence-based programs and practices to include automation. In recent years, OJJDP has funded several awards to provide training and technical assistance to courts and juvenile

justice-related agencies to implement evidence-based programs and practices. Of primary concern in these initiatives is sustainability after the initial funding. Requiring automation as part of the implementation is a concrete way to promote sustainability and the adoption of the Fundamental Measures. For example, ensuring that data from Risk-Need Assessments are entered into a case management system can solidify the practice and enable the jurisdiction to more easily use the valuable criminogenic risk data to assess their system's efficiency and effectiveness. Similarly, establishing grantee requirements to automate information related to service dosage and duration can help prepare the services for process and outcome evaluations or application of tools like the Standardized Program Evaluation Protocol (SPEP).

Provide financial support for upgrading and maintaining data systems and hardware. A common issue facing juvenile courts or juvenile probation and corrections agencies is outdated or under-resourced data systems. Many data systems used by juvenile courts and juvenile justice-related agencies were not designed for aggregating data to monitor operations; most juvenile court systems were originally designed for calendaring, like most agency data systems were designed for tracking information related to a single case or youth. Juvenile justice professionals often lament that their data system is archaic, that they are unable to easily edit how data are collected, and that they are unable to get information out of the system in usable ways. Technology is ever changing, and in today's world there are countless technological solutions that would provide the infrastructure necessary to efficiently and effectively provide data on short and long-term outcomes of youth. With limited resources available, juvenile justice-related organizations often bypass investing in data systems and hardware, even though such investments when used appropriately can have substantial returns.

Build juvenile court and juvenile justice agencies' internal capacity for research and evaluation. As documented, there is a wide range of data capacities across juvenile courts and state agencies. Some juvenile courts have research analysts who focus specifically on the activity within a juvenile court, while others have analysts whose attention is divided across all juvenile courts in the state or even all family courts. In some states, analysts are not specialized and must provide support to all types of courts. Likewise, some state agencies have an entire research and evaluation department, while other state agencies have only one or two analysts. The absence of a department focused on data and evaluation does not necessarily mean that an agency has low research capacity; in some cases, there is not a discrete department, but there are staff with research and evaluation responsibilities and skills. This variation is not necessarily due to the population of each state, rather it is a function of available resources and the extent to which data and research are valued within the juvenile court or agency. One meaningful way that OJJDP could support juvenile justice systems to build their internal research and data capacity would be to provide resources, example job descriptions and responsibilities for analysts and application developers, and specific training for data system users. To assist with this, we recommend funding for data-related training and technical assistance that includes resources for data planning, data integration techniques, and navigating competing technologies as well as advocating for greater dedicated research and planning support and continuous quality improvement assistance.

Support the ongoing use and evolution of the MDP 3D Data Capacity Assessment. Although the MDP 3D Assessment was not an original deliverable of the Model Data Project, it has become a vital step in assisting jurisdictions to adopt the Fundamental Measures. The pilot sites demonstrated that the MDP 3D Assessment has face validity, and since its release, practitioners have expressed the value of the tool. It

supports a systemic view of juvenile justice and lays the foundation for a consensus-driven data improvement plan. There is an opportunity to further develop the MDP 3D Assessment by building it out with modules for specific sectors (e.g., juvenile courts, juvenile probation, reentry) and in coordination with other OJJDP measurement initiatives.

Coordinate and promote learning networks. There is an opportunity not only for courts and agencies with lower data and research capacities to learn from those with higher data and research capacities, but also an opportunity for courts and agencies of all capacity levels to share information related to how they have addressed relevant challenges. The field would find value in having access to model reports and data collection processes as well as hearing about experiences peers have had with technological solutions, data warehouses, and academic partnerships.

Actively promote data sharing partnerships between all partners within the juvenile justice system. Sharing data between juvenile justice-related agencies is a requirement for juvenile justice systems to adopt many of the Fundamental Measures; it is also a contentious issue. Although there is no shortage of toolkits available to help with data sharing, practitioners are often unsure how to approach other agencies, especially those where there is no existing relationship. Additionally, data sharing agreements can be cumbersome and require legal resources and know-how. The Fundamental Measures intentionally require data elements from community providers or from law enforcement to promote the idea that the entire system is responsible for the efficient and effective treatment of youth in the juvenile justice system. Juvenile courts and juvenile justice-related agencies would benefit from active facilitation of data sharing partnerships and agreements. They often need assistance to bring court and agency decisionmakers together to agree on a common goal, to determine what data elements need to be shared, why it is important, and how it will be used, and then to navigate the data sharing agreement and data exchange. We've learned that this process is not common to many juvenile courts and juvenile justice-related agencies and can be overwhelming for many juvenile justice professionals, limiting the amount of information they are able to produce. Several areas that are considered vitally important in the modern juvenile justice system, such as diversion, educational outcomes, and subsequent offending, rely on data sharing between sectors. The Model Data Project case studies and pilot sites produced several examples of successful data sharing between agencies; examples exist, and it is possible. With TA specifically focused on developing data sharing processes and protocols, even more jurisdictions would be poised to adopt the Fundamental Measures.

Continue to support research intended to develop data collection guidance around complex issues. The Model Data Project was ambitious in its attempt to cover the entire juvenile justice system, from arrest through reentry. Along the way, several topics came to light that deserved a more thorough investigation than could be supported by the current grant. Often the complexity in measuring these topics was due to the great variability in the policies that dictate practice in a jurisdiction. In particular, there needs to be more exploration of how to measure law enforcement-led diversion, behavioral health screening and assessment, graduated responses, housing stability, and matching risk-needs assessment to case plan goals. Again, there are a few examples of jurisdictions that have successfully implemented processes to measure these areas, but the examples are few and far between and often only in jurisdictions with very high data and research capacity. More guidance is needed for the field to understand both how to collect data on these complex topics and how to use the information effectively.

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APPENDICES

Online Guided Discussion Protocol: Juvenile Justice Information Solutions

Online Guided Discussion Protocol: Race and Ethnicity Data

Online Guided Discussion Protocol: International Association of Chiefs of Police Juvenile Justice Committee Meeting

Online Guided Discussion Protocol: Multi-system Youth

Online Guided Discussion Protocol: Archive Workshop: Dynamic Characteristics

Online Guided Discussion Protocol: Archive Workshop: Court Processing and Offenses

Online Guided Discussion Protocol: Archive Workshop: Flexibility of Data Systems

Online Guided Discussion Protocol: Juvenile Corrections Administration

Online Guided Discussion Protocol: Legal Issues

Case Study Protocol: Florida

Case Study Protocol: Oregon

Case Study Protocol: Pennsylvania

Project Overview

3D Data Capacity Assessment: Infrastructure

3D Data Capacity Assessment: Data Use and Dissemination

3D Data Capacity Assessment: Indicators of Juvenile Justice System Involvement

5 Ways State Juvenile Correctional Administrators Can Use Data

5 Ways Juvenile Court Judges Can Use Data

5 Ways Juvenile Probation Administrators Can Use Data

5 Ways Law Enforcement Agencies Can Use Data on Juveniles

MDP Pilot-site On-site Assessment Protocol: Davidson County

MDP Pilot-site On-site Assessment Protocol: Idaho

Juvenile Justice Model Data Project

Online Guided Discussion Protocol

Juvenile Justice Information Solutions

Pre-Discussion Steps:

- Set up Adobe webinar with powerpoint and chat boxes
- Facilitator should have laptop and protocol
- Technical assistant should have laptop and paper for notes

*** PRESS RECORD ***

Welcome and introduction

Facilitator: Welcome and thank you for joining us for a discussion on data collection and management systems. My name is Hunter Hurst and I am a researchers at the National Center for Juvenile Justice. With me is Julie Boc who is also a researcher at the National Center for Juvenile Justice who will be serving and the technical assistant for today’s discussion. This discussion is part of the federally-funded Juvenile Justice Model Data Project. I will tell you a bit about the project soon, but first Julie is going to provide you with a brief overview of how our webinar system works and how you can interact throughout today’s discussion.

Technical Assistant: Hello everyone. Our goal is to provide several opportunities for us to hear about your experiences and thoughts on data collection. There are a few different ways for you to offer comments. You are welcome to speak openly – make sure you are not muted -- or if you wish to offer a comment, you can raise your hand by clicking the icon at the top of your screen that resembles a person with their hand raised.

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Thank you for your attention while I explained the features of our webinar system. If you have any questions, please feel free to send me a private chat message. I'll now pass it back to Hunter to describe the project.

Purpose of the project

Facilitator: The purpose of the Juvenile Justice Model Data project is to aid the Office of Juvenile Justice and Delinquency Prevention (OJJDP) in improving the consistency and quality of justice information and to inform data-driven policy and practice decisions at the federal, state, and local levels.

The goals of the project are to:

1. Develop model measures and data elements with recommended definitions and coding categories;
2. Develop model measures and analyses to monitor trends and assess the efficiency and effectiveness of JJ systems; and
3. Develop a comprehensive strategy to disseminate and promote the use of the model data elements and measures.

Our strategy is to improve national level data through uniform and systematic improvement of local data and data analysis. We are collaborating with a workgroup of key stakeholders and experts and obtain feedback from the field through a variety of methods (including the guided discussions). We are also systematically reviewing existing data systems, reports, administrative regulations and statutes, and data recommendations.

Purpose of the discussion

The goals of the guided discussions are (1) to gain an understanding of what is important/useful to practitioners, (2) to learn about the capacity of their data system (what they have, the potential for improvement, and recommendations for the future), and (3) to understand how change takes place and the opportunities or barriers that currently exist (political, staffing, data system, etc.).

This discussion is focused on information technology systems. We are interested in learning about the data elements collected and capacities of your data software.

Discussion Topics

1. Advancing solutions

Opening polling question: Our juvenile justice work is ____ percent of our current information solutions activities. Anonymous response options, under 25%/under 50%/over 50%/over 75%.

Open ended questions:

- a. What do you think this project should know about model juvenile justice information solutions from the viewpoint of service providers?
- b. What are some of the greatest challenges you encounter when implementing new juvenile justice information solutions for your clients?

Polling question: We see a great amount of consistency in the work flow processes across the many different juvenile justice agencies we work with nationally? Anonymous response options, True or False

Open ended question:

- c. Do you believe there are a core set of data variables that most juvenile justice information solutions share?
- d. Who drives specifications for the solution – the service provider or the jurisdiction/agency?

2. Information sharing

Opening polling question: Our juvenile justice applications merge daily activity data across platforms. Anonymous response options, true or false

Open ended questions:

- a. How do your juvenile justice solutions integrate information more broadly?
- b. Are there differences in automating a client in a rural geography in contrast to an urban one? A state-level system?
- c. Do you apply any functional standards that help advance sharing information across platforms, such as the Department of Justice’s National Information Exchange Models (NIEM)?

3. Converting daily activity data into information and knowledge

Opening polling question: Our typical juvenile justice clients use our systems to support research and planning goals. Anonymous response options, true or false.

Open ended questions:

- a. How do your systems support ongoing research and planning requirements for clients?
- b. How do your juvenile justice applications support data quality assurance?
- c. What should we know about client user groups and how they work?

4. Wrap up

Opening polling question: Having standards around juvenile justice data collection would benefit all parties involved including the juvenile justice agency, the youth served, the technology vendor, and other stakeholders. Anonymous response options, true or false.

Open ended questions:

- a. What is the appropriate role of the federal juvenile justice policy office in helping to advance model juvenile justice automation?
- b. What are good methods for disseminating knowledge about juvenile justice model data elements and automated system functionalities?

Closing remarks

Thank you for participating in this discussion group. Your contributions have been very helpful. This information will be combined with the information from other discussion groups and our case studies to inform the recommendations. Our first set of recommendations should be out within a year, and we will be certain to make that available to you. If you have any questions about what we discussed today or the project, feel free to contact Teri Deal at tdeal@ncjfcj.org. Thank you.

Juvenile Justice Model Data Project

Online Guided Discussion Protocol

Race and Ethnicity Data

Pre-Discussion Steps:

- Set up Adobe webinar with powerpoint and chat boxes
- Facilitator should have laptop and protocol
- Technical assistant should have laptop and paper for notes

*** PRESS RECORD ***

Welcome and introduction

Facilitator: Welcome and thank you for joining us for a discussion on race and ethnicity data. My name is Charles Puzzanchera and I am a Senior Research Associate at the National Center for Juvenile Justice. With me is Julie Boc who is a Research Associate at the National Center for Juvenile Justice who will be serving and the technical assistant for today's discussion. This discussion is part of the federally-funded Juvenile Justice Model Data Project. I will tell you a bit about the project soon, but first Julie is going to provide you with a brief overview of how our webinar system works and how you can interact throughout today's discussion.

Technical Assistant: Hello everyone. Our goal is to provide several opportunities for us to hear about your experiences and thoughts on data collection. There are a few different ways for you to offer comments. You are welcome to speak openly – make sure you are not muted -- or if you wish to offer a comment, you can raise your hand by clicking the icon at the top of your screen that resembles a person with their hand raised.

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Purpose of the project

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Our strategy is to improve national level data through uniform and systematic improvement of local data and data analysis. We are collaborating with a workgroup of key stakeholders and experts and obtain feedback from the field through a variety of methods (including the guided discussions). We are also systematically reviewing existing data systems, reports, administrative regulations and statutes, and data recommendations.

Purpose of the discussion

The goals of the guided discussions are (1) to gain an understanding of what is important/useful to practitioners, (2) to learn about the capacity of their data system (what they have, the potential for improvement, and recommendations for the future), and (3) to understand how change takes place and the opportunities or barriers that currently exist (political, staffing, data system, etc.).

This discussion is focused on race and ethnicity data. We are interested in learning about how you collect, code, and report on race and ethnicity in your jurisdiction.

Discussion Topics

1. Data collection

- a. In your agency (i.e., court, juvenile justice agency) at what point is race and ethnicity information collected for youth?
 - i. Is it captured at multiple decision points?
 - ii. In multiple ways?
- b. What race groups are captured?

- c. How is Hispanic ethnicity captured – as a separate variable or as a race group? For example, can a youth be both white and Hispanic, or are they coded one or the other?
 - d. Can youth belong to more than one race group?
 - e. Do you pay special attention to any race groups or subgroups (e.g., based on country of origin) due to your community’s composition?
 - f. Who decided to code that way and on what did they base that decision (i.e., OMB guidance, state, local, or agency policies, existing practices, data system)?
 - g. How is race and ethnicity information determined (i.e., self-report vs. administrative data vs. recorder’s perception)?
 - h. Are there barriers to collecting this information? What are they?
- 2. Reporting race/ethnicity**
- a. What categories do you use when you publicly report race/ethnicity information?
 - b. When you report race/ethnicity information, is ethnicity treated as a race group or separately? For example, when youth are coded as both white and Hispanic, are they reported as both or reported as one of those categories?
 - c. Are there restrictions about combining race codes for reporting purposes? What policy or practice is enforcing the restriction?
 - d. If youth were coded as multiple race groups, how do you report those findings? Are they reported in a multi-racial group, treated as members of all race groups with which they were identified, or is one of the race groups chosen (if so, what was the procedure for choosing)?
 - e. Do you experience any difficulty combining or matching data with other agencies due to differences in how race and ethnicity are coded? If so, how do you decide whose data to use for a given youth?
 - f. Are data analyzed to identify racial and ethnic disparities? If so, how is that information used in policy and practice? (Examples include using race and ethnicity data to determine if risk assessment tools and programs/services are culturally competent; determine if staffing and material resources meet client needs, etc.)
 - g. Do you have strategies for improving the coverage of race and ethnicity reporting, such as quality assurance feedback loops with data coders/entry staff, ongoing training on coding race and ethnicity, or written guidance?

Closing remarks

Thank you for participating in this discussion group. Your contributions have been very helpful. This information will be combined with the information from other discussion groups and our case studies to inform the recommendations. Our first set of recommendations should be out within a year, and we will be certain to make that available to you. If you have any questions about what we discussed today or the project, feel free to contact Teri Deal at tdeal@ncjfcj.org
Thank you.

Juvenile Justice Model Data Project

Guided Discussion Protocol

International Association of Chiefs of Police Juvenile Justice Committee Meeting

Necessary materials

- Project overview
- Business cards
- Note-taker should have pens and paper

Welcome and introduction

1. Administrator Listenbee's opening remarks
2. Ben's opening remarks

Purpose of the project

The purpose of the Juvenile Justice Model Data Project is to aid the Office of Juvenile Justice and Delinquency Prevention (OJJDP) in improving the consistency and quality of justice information and to inform data-driven policy and practice decisions at the federal, state, and local levels.

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3. Teri and Chaz

Welcome and thank you for joining our group discussion. I would like to get started by taking a moment to introduce ourselves and the project. My name is _____ and I am a _____ at the National Center for Juvenile Justice. Helping me today is _____. Ben Adams will be taking notes during our discussion.

[During this time the sign-in sheet, overview handout, and business cards will be distributed].

Purpose of the discussion

The goals of the guided discussions are (1) to gain an understanding of what is important/useful to practitioners, (2) to learn about the capacity of their data system (what they have, the potential for improvement, and recommendations for the future), and (3) to understand how change takes place and the opportunities or barriers that currently exist (political, staffing, data system, etc.).

This discussion is focused on the juvenile justice related information needs of law enforcement. We are interested in learning about how your agencies use data related to juveniles, how you decide what data to collect and to report, and the extent to which you share information with other youth and family serving agencies.

Attendees' introduction

Before we begin the discussion, I would like for everyone to introduce themselves. Please tell us your name, position, and the state you are from. [The purpose of the introduction is to understand our audience, not for record keeping purposes].

Discussion Topics

1. Data collection

- a. Do you collect any information differently for juveniles than adults? Or, do you collect information specifically about juveniles?
 - i. Is information stored in your central RMS system or elsewhere?
 - ii. Who enters it into the data system?
 - iii. What was the impetus for entering the information?
 - iv. Are there barriers to collecting this information? What are they?
- b. Are there data collection needs for any arrest diversion or civil citation programs?
 - i. Is information stored in your central RMS or elsewhere?
 - ii. Who enters it into the data system?
 - iii. What was the impetus for entering the information?
 - iv. Are there barriers to collecting this information? What are they?
- c. (If not already answered) Do you collect data related to law enforcement interactions with youth?
 - i. Is information stored in your central RMS system or elsewhere?
 - ii. Who enters it into the data system?
 - iii. Does this include school settings?
 - iv. What was the impetus for entering the information?
 - v. Are there barriers to collecting this information? What are they?

2. Key Elements and Measures

- a. Do you or anyone you work with review juvenile specific reports (i.e. how many juveniles arrested within a given time period)?
- b. How do you use that information?
 - i. To identify high-risk juveniles?
 - ii. To respond to high-risk juveniles?
 - iii. To identify crime-prone neighborhoods/areas?
- c. Who is responsible for putting those reports together?
 - i. Capacity of research department?
 - ii. Who determines which reports are prioritized?

3. Data sharing

- a. Is your agency currently engaged in juvenile justice reform efforts with juvenile courts, probation, and/or schools?
- b. Does your agency share data with other youth serving systems, like the juvenile court, child welfare, community programs, or probation?
- c. What information do you give and what do you receive?
- d. How often do you share data?
- e. How do you use the shared data?
 - i. Do you share data publicly or with child-family serving systems to assess and address racial and ethnic disparities?
- f. Is there information from other youth-serving systems that would be helpful for you to have that you don't currently receive?
- g. What is your process for establishing a new data sharing relationship with another youth-serving system?
- h. What barriers exist for sharing data with other youth-serving systems?
- i. Can you share an example of a partnership with another youth serving system that went well? How about one that did not go well?

Closing remarks

Thank you for joining our discussion group, you have been helpful. This information will be combined with the information we gathered through case studies and interviews with other law enforcement representatives. We will use the information to inform our recommendations. If you think of other information that may be of use to us, or would like to share related reports that your agency developed, please contact Teri. Thank you for your time this morning.

Juvenile Justice Model Data Project

Online Guided Discussion Protocol

Multi-system Youth

Pre-Discussion Steps:

- Set up Adobe webinar with powerpoint and chat boxes
- Facilitator should have laptop and protocol
- Technical assistant should have laptop and paper for notes

*** PRESS RECORD ***

Welcome and introduction

Facilitator: Welcome and thank you for joining us for a discussion on data for youth served by multiple systems. My name is Nina Hyland and I am a researcher at the National Center for Juvenile Justice. With me is Julie Boc who is also a researcher at the National Center for Juvenile Justice who will be serving as the technical assistant for today's discussion. This discussion is part of the federally-funded Juvenile Justice Model Data Project. I will tell you a bit about the project soon, but first Julie is going to provide you with a brief overview of how our webinar system works and how you can interact throughout today's discussion.

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Thank you for your attention while I explained the features of our webinar system. If you have any questions, please feel free to send me a private chat message. I'll now pass it back to Nina to describe the project.

Purpose of the project

Facilitator: The purpose of the Juvenile Justice Model Data project is to aid the Office of Juvenile Justice and Delinquency Prevention (OJJDP) in improving the consistency and quality of justice information and to inform data-driven policy and practice decisions at the federal, state, and local levels. The goals of the project are to:

1. Develop model measures and data elements with recommended definitions and coding categories;
2. Develop model measures and analyses to monitor trends and assess the efficiency and effectiveness of JJ systems; and
3. Develop a comprehensive strategy to disseminate and promote the use of the model data elements and measures.

Our strategy is to improve national level data through uniform and systematic improvement of local data and data analysis. We are collaborating with a workgroup of key stakeholders and experts and obtain feedback from the field through a variety of methods (including the guided discussions). We are also systematically reviewing existing data systems, reports, administrative regulations and statutes, and data recommendations.

Purpose of the discussion

The goals of the guided discussions are (1) to gain an understanding of what is important/useful to practitioners, (2) to learn about the capacity of their data system (what they have, the potential for improvement, and recommendations for the future), and (3) to understand how change takes place and the opportunities or barriers that currently exist (political, staffing, data system, etc.).

This discussion is focused on data collected for youth who are served by multiple systems. We are interested in learning about the strategies used to identify multi-system youth and report on their outcomes. We're also interested in the agreements between agencies needed to share the data.

Discussion Topics

1. **Introduction** – We know that courts and juvenile justice agencies don't do their work in a vacuum. The youth and families we serve are also connected to other systems and agencies. Sometimes you might share data with other systems and agencies through personal communication – like picking up the phone and calling a contact to ask questions about one kid – while other times, there may be ways for you to access information on many kids and families at one time through access to a data system or extract for research or reporting purposes. Today, we're particularly interested in learning about how you receive and share information about youth, where the data is stored, and how it is used.
 - i. **MULTIPLE CHOICE:** With which of the following entities do you regularly receive and share data?

- Education System (i.e., school districts, state Department of Education, specific schools)
- Mental Health (i.e, county or state mental health department, community service providers)
- Child Welfare Agency
- Criminal Justice System (i.e. adult court or jails)
- Other: _____

2. **Education & Juvenile Justice** – Let’s start with the education system. It looks like ____ of you regularly share information with schools or school districts. _____, can you share what that looks like in your jurisdiction?

- i. What information are you most interested in obtaining from the school? (e.g., grade, achievements, attendance, IEP/special education information).
- ii. How do you access that information? (e.g., through shared database, send/receive files, hand entered from interview with youth).
 - Follow up question: Who is responsible for data entry/accessing the information?
- iii. Where is this information maintained? (e.g., information system or paper files)
 - Follow up question: If it is in an electronic database, it is overwritten as grades and schools change? Or do you have the ability to look at education information historically?
- iv. Is there a data sharing agreement between your agency and the department of education or individual school districts? Tell us about how the data sharing agreement started.
 - For those of you who don’t share information with the school system, what are the barriers?
- v. How do you use the education data you collect? (e.g., internal reports, case planning, research, annual/public reporting).

2. **Mental Health & Juvenile Justice Systems** – Let’s move onto mental health information. It looks like ____ of you regularly share information with mental health systems. _____, can you share what that looks like in your jurisdiction?

- i. What type of information is most important for you to obtain from mental or behavioral health providers?
- ii. Do you regularly provide information to mental and behavioral health providers about youth in the juvenile justice system?
- iii. What agencies does your organization work with to collect this information?
 - Follow up question: Is there a data sharing agreement in place? Tell us about how the data sharing agreement started.
- iv. How do you use the mental health data you collect? (e.g., internal reports, case planning, research, annual/public reporting)

3. **Child Welfare & Juvenile Justice Systems**– Let’s move onto sharing information with child welfare agencies. We know that many of the youth who are involved in the juvenile justice system have at one time or another also been involved in the child welfare system. We also know that that ability to share information between these systems can vary depending on the state’s structure. It looks like ____ of you regularly share information with child welfare system. _____, can you share what that looks like in your jurisdiction?

- i. Select all that apply: Which of the follow items does your agency routinely know about youth in the juvenile justice system?

- Past referrals to child welfare
 - Past investigations/alternative responses
 - Past placements
 - Current referrals to child welfare
 - Current investigations/alternative responses
 - Current placement
- ii. What are the most useful/important pieces of information you could obtain from the child welfare agency?
 - iii. How do you access child welfare data? (e.g., through shared database, send/receive files, hand entered from interview with youth).
 - Follow up question:
 - Do you need to check for child welfare involvement, or is there a flag or another automated alert?
 - iv. Is there a data sharing agreement in place? Tell us about how the data sharing agreement started.
 - v. How do you use the child welfare data you collect? (e.g., internal reports, case planning, research, annual/public reporting).

- 4. Criminal & Juvenile Justice Systems**– Finally, we know that it’s necessary for research purposes for a juvenile justice system to know when youth interact with the adult system. We’re interested in learning more about how that works in your jurisdiction.
- i. How does your agency know if youth with juvenile justice history has later interacted with the criminal justice system?
 - Follow up question: Is there a routinized protocol in place?
 - ii. How do you access the data? (e.g., through shared database, look up one kid at a time, send/receive files, hand entered from interview with youth).
 - Follow up question: Is there a data sharing agreement in place?
 - iii. How do you use the criminal justice data you collect? (e.g., internal reports, case planning, research, annual/public reporting).

Closing remarks

Thank you for participating in this discussion group. Your contributions have been very helpful. This information will be combined with the information from other discussion groups and our case studies to inform the recommendations. Our first set of recommendations should be out within a year, and we will be certain to make that available to you. If you have any questions about what we discussed today or the project, feel free to contact Teri Deal at tdeal@ncjfcj.org

Thank you.

Juvenile Justice Model Data Project

Guided Discussion Protocol

Archive Workshop: Dynamic Characteristics

Necessary materials

- Pens and paper for note taker and attendees
- Variable handout
- Sign-in Sheet
- Online discussion/webinar handout
- Business cards

Welcome and introduction

Welcome and thank you for joining our group discussion. I would like to get started by taking a moment to introduce ourselves and the project. My name is _____ and I am a _____ at the National Center for Juvenile Justice. Helping me today is _____ who is a _____ and will be taking notes during our discussion. [During this time the sign-in sheet and any relevant handouts will be distributed].

Purpose of the project

The purpose of the project is to aid the Office of Juvenile Justice and Delinquency Prevention (OJJDP) in improving the consistency and quality of justice information and to inform data-driven policy and practice decisions at the federal, state, and local levels.

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Purpose of the discussion

The goals of the guided discussions are (1) to gain an understanding of what is important/useful to practitioners, (2) to learn about the capacity of their data system (what they have, the potential for improvement, and recommendations for the future), and (3) to understand how change takes place and the opportunities or barriers that currently exist (political, staffing, data system, etc.).

This discussion is focused on the dynamic characteristics within your data systems. We are interested in learning about the types of variables you maintain related to descriptive characteristics of system-involved youth, especially those that change over time. We are especially interested in variables related to assessment scores, prior referrals, address and living situation, presenting issues and educational status.

Attendees' introduction

Before we begin the discussion, I would like for everyone to introduce themselves. Please tell us your name, position, and the state you are from. [The purpose of the introduction is to understand our audience, not for record keeping purposes].

Discussion Topics

Before we begin, I would like to mention we are facilitating a web-based guided discussion focusing solely on race and ethnicity. For that reason we decide not to include race and ethnicity in today's discussion. If you are interested in participating in the webinar about data related to race and ethnicity, I can provide information at the end of our discussion.

I am going to hand out a list of variables, please take a moment to think about the type of variables or characteristics your jurisdiction captures. [Hand out the list of example variables]. Are there any variables on the list that are especially troubling for your jurisdiction to capture?

1. Demographic information

- a. Tell me about how this information is kept?
- b. Is it kept within one data system or multiple systems?
- c. Tell me about where information is kept for status offenders?
- d. Tell me about where information is kept for youth whose cases are handled informally or without a petition?

2. Risk level

- a. Tell me about how risk level is assessed in your jurisdiction for detention, intake, and/or probation. (Standard assessment or computed from existing data)
- b. What information from the risk assessment is kept in the system? Overall risk level or subscale values?
- c. When is risk assessment data entered into the data system?
- d. Who enters this information?
- e. If a new risk assessment is given, is the old information overwritten (youth coming back on a different charge, youth is now older, etc.)?
- f. Are there other types of assessments where the score is kept in your system, not an ad hoc system?

3. Prior cases

- a. Describe how and if your jurisdiction can connect prior:
 - i. Arrests to a youth or a case?
 - ii. Detentions to a youth or a case?
 - iii. Intake to a youth or a case?
 - iv. Dispositions to a youth or a case?
- b. Can you access other jurisdictions data to connect this information (neighboring counties, neighboring states)?

4. Neighborhood

- a. Tell me about how you capture the youth's location of:
 - i. Residence
 - ii. Commitment or residential placement
 - iii. Program placement
- b. Who enters this information into the data system?
- c. For example, if the youth moves is the prior location information overwritten?
- d. How is location information recorded in your system (neighborhood, address, zip code, city or county)?

5. Presenting issues

- a. How are presenting issues (such as anger management or mental health) assessed? Standard assessment tool or instrument or practitioner observation?
- b. Is there a limit as to how often needs can be identified?
- c. Is previous information overwritten when new needs are identified?

6. Educational status

- a. Tell me about what type of educational information is captured.
- b. If it is captured, how is it entered (main system or ad hoc system)? Narrative or discrete values?
- c. Who enters the information into the data system?

- d. At what point in time is it entered into the data system?
- e. Does your jurisdiction exchange information with schools? In real time?

Closing remarks

Thank you for participating in our discussion group, you have been helpful at this early but very important stage. I am now going to pass out an information sheet that describes our upcoming online guided discussions. There are five topic areas we will be discussing. If you would like to join or know of someone who might be interested please pass the information along. Thank you.

Which characteristics are not captured in your agency's data system?

- Unique ID (statewide)
- Date of birth
- Gender
- Neighborhood
- Presenting issues (i.e., mental health, housing, anger management)
- Living situation
- Family issues
- Educational status
- Employment status
- Involvement with other systems
- Risk level
- Prior cases
- Others?

Comments: _____

Juvenile Justice Model Data Project

Guided Discussion Protocol

Archive Workshop: Court Processing and Offenses

Necessary materials

- Pens and paper for note taker and attendees
- Online discussion/webinar handout
- Sign-in Sheet
- Business cards

Welcome and introduction

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Purpose of the project

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Purpose of the discussion

The goals of the guided discussions are (1) to gain an understanding of what is important/useful to practitioners, (2) to learn about the capacity of their data system (what they have, the potential for improvement, and recommendations for the future), and (3) to understand how change takes place and the opportunities or barriers that currently exist (political, staffing, data system, etc.).

This discussion is focused on offenses and court processing information within your data systems. We are specifically interested in learning about the type of information you keep on charges/offenses at various points in the system including arrest, referral, adjudication, and dispositions.

Attendees' introduction

Before we begin the discussion, I would like for everyone to introduce themselves. Please tell us your name, position, and the state you are from. [The purpose of the introduction is to understand our audience, not for record keeping purposes].

Discussion Topics

1. Overall

- a. Tell me about how you differentiate between a delinquency charge, a status offense, and a technical violation in your data system.
- b. Is information about the offense/charge kept as statute number, text field, both (or something else)?
- c. If there are statute codes, is there a crosswalk that converts statute codes to broader offense groups (such as violent/non-violent, person, property, drugs, public order, traffic, etc)?
- d. If so, who makes this and how often is it revised? Is this specific to your jurisdiction or used statewide?

2. Arrest

- a. Tell me about the level of detail you keep for arrest charges in your data system.
- b. Where does that information come from? (shared electronically, manually entered)
- c. Who enters this information into the system?
- d. Is this information ever overwritten?

3. Referral

- a. Tell me about the level of detail you keep for referrals in your data system.
- b. Where does that information come from? (shared electronically, manually entered)
- c. Does it include the date of referral to court?
- d. Is this information ever overwritten?

4. Adjudication

- a. Do you have variables associated with adjudication in your data system? Does this include offense and/or date?
- b. Where does that information come from?
- c. Is this information ever overwritten?

5. Dispositions

- a. Tell me about the level of detail you keep for dispositions in your data system.
- b. Does each charge have a disposition?
- c. Where does that information come from?
- d. Is this information ever overwritten?
- e. Do you track suspended sentences or deferred dispositions?

6. Other

- a. Do you keep any information on victims of the offense in your data system?
- b. Do you keep information on victim services or restitution?
- c. How do you handle expungements?
- d. How are technical violations handled? Recorded as a new charge, or labeled as a technical violation?

Closing remarks

Thank you for joining our discussion group, you have been helpful at this early but very important stage. I am now going to pass out an information sheet that describes our upcoming online guided discussions. There are five topic areas we will be discussing. If you would like to join or know of someone who might be interested please pass the information along. Thank you.

Juvenile Justice Model Data Project

Guided Discussion Protocol

Archive Workshop: Flexibility of Data Systems

Necessary materials

- Pens and paper for note taker and attendees
- Online discussion/webinar handout
- Sign-in Sheet
- Business cards

Welcome and introduction

Welcome and thank you for joining our group discussion. I would like to get started by taking a moment to introduce ourselves and the project. My name is _____ and I am a _____ at the National Center for Juvenile Justice. Helping me today is _____ who is a _____ and will be taking notes during our discussion. [During this time the sign-in sheet and any relevant handouts will be distributed].

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This discussion is focused on the flexibility of data systems within states and counties. We are interested in learning about how the data you maintain is used and how your agency decides what data to collect and to report.

Attendees' introduction

Before we begin the discussion, I would like for everyone to introduce themselves. Please tell us your name, position, and the state you are from. [The purpose of the introduction is to understand our audience, not for record keeping purposes].

Discussion Topics

1. Capacity for data analysis

- a. Do you have any analysts on staff?
- b. If so, tell me about the analysts in your agency or department. Are they dedicated to your agency/department or shared?
- c. How many analysts are in your department?
- d. What is their role?
- e. What kind of projects do they work on? Are they focused on juvenile justice? Or do they look at multiple populations (criminal justice, child welfare, etc.)?
- f. Are there any barriers to analyzing the data?

2. Internal research requests/reports

- a. Tell me about the types of reports you regularly run for internal purposes.
- b. Who develops these reports? And who decides what they contain?
- c. What are the most important reports? What type of information is found in them?
- d. How is this decided?
- e. What are they used for?

3. Process for adding/changing an output report

- a. Tell me about the process for adding or changing a report.
- b. Are there outside vendors involved?
- c. Who can initiate change? Who needs to be brought in on the discussion?
- d. What is the timeframe for making changes?
- e. Is there a monetary cost for making changes (besides staff time)?
- f. Who is responsible for training when system changes/data entering occur?
- g. Are there any other burden or barriers when adding or changing reports?

4. Research requests (outside the agency and national data collections)

- a. Tell me about the type of information that is being requested from you (outside of internal reporting requirements).
- b. Are there MOUs required?
- c. What type of individuals/agencies/organizations submit request?
- d. How often do you respond to national data collections? Which ones do you respond to? Are the extracts automated?
- e. Do you keep records of the type of research requests you fulfill?

5. Process for adding/changing a variable

- a. Tell me about the process for adding or changing a variable within your data system.
- b. Who can initiate change? Who needs to be brought in on the discussion?
- c. What is the timeframe for making changes?
- d. Is there a monetary cost for making changes (besides staff time)?
- e. Who is responsible for training when system changes/data entering occur?
- f. Are there any other burden or barriers when adding or changing reports?

6. Process for adding/changing values

- a. Tell me about the process for adding or changing values within your data system.
- b. Do vendors need to be involved?
- c. Who has to access to the data system?
- d. Who can change values in the data system?

Closing remarks

Thank you for joining our discussion group, you have been helpful at this early but very important stage. I am now going to pass out an information sheet that describes our upcoming online guided discussions. There are five topic areas we will be discussing. If you would like to join or know of someone who might be interested please pass the information along. Thank you.

Juvenile Justice Model Data Project

Online Guided Discussion Protocol

Juvenile Corrections Administration

Pre-Discussion Steps:

- Set up Adobe webinar with powerpoint and chat boxes
- Facilitator should have laptop and protocol
- Technical assistant should have laptop and paper for notes

*** PRESS RECORD ***

Welcome and introduction

Facilitator: Welcome and thank you for joining us for a discussion on juvenile corrections data. My name is Teri Deal and I am a researcher at the National Center for Juvenile Justice. With me is Julie Boc who is also a researcher at the National Center for Juvenile Justice who will be serving and the technical assistant for today's discussion. This discussion is part of the federally-funded Juvenile Justice Model Data Project. I will tell you a bit about the project soon, but first Julie is going to provide you with a brief overview of how our webinar system works and how you can interact throughout today's discussion.

Technical Assistant: Hello everyone. Our goal is to provide several opportunities for us to hear about your experiences and thoughts on data collection. There are a few different ways for you to offer comments. You are welcome to speak openly – make sure you are not muted -- or if you wish to offer a comment, you can raise your hand by clicking the icon at the top of your screen that resembles a person with their hand raised.

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Purpose of the project

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Purpose of the discussion

The goals of the guided discussions are (1) to gain an understanding of what is important/useful to practitioners, (2) to learn about the capacity of their data system (what they have, the potential for improvement, and recommendations for the future), and (3) to understand how change takes place and the opportunities or barriers that currently exist (political, staffing, data system, etc.).

This discussion is focused on juvenile corrections. We are interested in learning about the data capacities of juvenile corrections in your jurisdiction.

Discussion Topics

1. **Data and Research Infrastructure**
 - a. Describe the size and composition of your research division.
 - b. Describe your data system. Is there one for all staff, or are there multiple systems?
2. **Key Measures and Elements**
 - a. What information about a youth is most important for determining the type and intensity of supervision and services in case planning? (Answers will be assessment, educational, MH hx, etc)
 - i. How do you currently collect this information? Do you think that your policy/procedure is a reasonable expectation for juvenile correction agencies in other states?

- ii. If you do collect it, what decisions does it inform?
 - iii. If you don't current collect it, why not?
 - b. What information is most important for facility management? (Answers will be staffing, safety, conditions, restraints, sanctions, rewards, cost, etc)
 - i. How you currently collect this information? Is this a reasonable expectation?
 - ii. If you do collect it, what decisions does it inform?
 - iii. If you don't current collect it, why not?
 - c. Do you collect any information related to fairness? Any measures based on reported client experiences and fairness? (Answers will include: do youth understand the rights and rules, grievance process, believe it is fair, etc.)
 - i. How do you currently collect this information? Is this a reasonable expectation?
 - ii. If you do collect it, what decisions does it inform?
 - d. Do you collect information on family and other social support – such as family engagement or visits/
 - i. How do you currently collect this information? Is this a reasonable expectation?
 - ii. If you do collect it, what decisions does it inform?
 - e. Are there other key information needs that are meaningful to juvenile corrections?
- 3. Defining Success**
- a. How do you define success for your agency? How is that measured?
 - b. What positive youth outcomes do you regularly measure?
 - c. Which outcomes do you wish you could measure, but can't currently? What is the barrier?
- 4. Sharing data with other agencies and contracted services**
- a. Does your agency regularly share information with other related agencies? Which ones? Are there structured agreements in place? (Specifically looking for court (probation/aftercare), school, contracted services)
 - b. How do you share information with them?
 - i. Do you have information on program components, availability of programs, dosage, participation, location, or anticipated outcomes?
 - ii. How is this information stored? Narrative text fields or separate data elements?
 - iii. How is this information used?
 - c. What quality assurance standards do you have in place to make sure services and providers are functioning as expected?

Closing remarks

Thank you for participating in this discussion group. Your contributions have been very helpful. This information will be combined with the information from other discussion groups and our case studies to inform the recommendations. Our first set of recommendations should be out within a year, and we will be certain to make that available to you. If you have any questions about what we discussed today or the project, feel free to contact me at tdeal@ncjfcj.org

Thank you.

Juvenile Justice Model Data Project

Online Guided Discussion Protocol

Legal Issues

Pre-Discussion Steps:

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- Technical assistant should have laptop and paper for notes

*** PRESS RECORD ***

Welcome and introduction

Facilitator: Welcome and thank you for joining us for a discussion on juvenile justice data as it relates to legal professions. My name is Andrew Wachter and I am a researcher at the National Center for Juvenile Justice. With me is Julie Boc who is also a researcher at the National Center for Juvenile Justice who will be serving and the technical assistant for today's discussion. This discussion is part of the federally-funded Juvenile Justice Model Data Project. I will tell you a bit about the project soon, but first Julie is going to provide you with a brief overview of how our webinar system works and how you can interact throughout today's discussion.

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Purpose of the project

Facilitator: The purpose of the Juvenile Justice Model Data project is to aid the Office of Juvenile Justice and Delinquency Prevention (OJJDP) in improving the consistency and quality of justice information and to inform data-driven policy and practice decisions at the federal, state, and local levels.

The goals of the project are to:

1. Develop model measures and data elements with recommended definitions and coding categories;
2. Develop model measures and analyses to monitor trends and assess the efficiency and effectiveness of JJ systems; and
3. Develop a comprehensive strategy to disseminate and promote the use of the model data elements and measures.

Our strategy is to improve national level data through uniform and systematic improvement of local data and data analysis. We are collaborating with a workgroup of key stakeholders and experts and obtain feedback from the field through a variety of methods (including the guided discussions). We are also systematically reviewing existing data systems, reports, administrative regulations and statutes, and data recommendations.

Purpose of the discussion

The goals of the guided discussions are (1) to gain an understanding of what is important/useful to practitioners, (2) to learn about the capacity of their data system (what they have, the potential for improvement, and recommendations for the future), and (3) to understand how change takes place and the opportunities or barriers that currently exist (political, staffing, data system, etc.).

This discussion is focused on how data is collected and used by legal professionals in the juvenile justice system.

Discussion Topics

1. Data collection of legal issues

- a. How do you use data in your role as a defender or prosecutor? (multiple choice, check all that apply)
 - To obtain information on an individual case level
 - To assess agency performance
 - To engage in research and planning activities

- b. What information systems do you access? (multiple choice, check all that apply)
 - Court calendaring system
 - Court case management system
 - Probation case management system
 - Juvenile Justice agency case management system
 - Other (type in chat box)
 - Follow-up questions: What information do you obtain from that system?
Do you also enter data into that system, or is your access read only?
 - c. Do you collect any data outside of those systems?
 - How do you use that data?
- 2. Individual case data** – We’re going to start by thinking about the information that you need to work on an individual case.
- a. What are some of the key pieces of information that you need to access about a youth?
 - Follow-up question: Are there other data that are important to you that you do not currently have access to?
 - b. In your jurisdiction, is someone responsible for recording if a youth had attorney representation during delinquency proceedings?
 - Follow-up questions: Do you know if it recorded at multiple hearings?
 - c. In your jurisdiction, is someone responsible for recording if a youth waived representation during delinquency proceedings?
- 3. Data for agency performance** - ____ of you stated that you or your agency use data to measure agency performance. We’re interested in learning more about what that looks like.
- a. Does your agency have documented performance measures (Y/N poll)
 - Follow-up questions: What are the performance measures?
 - Follow-up questions: Can you send us those performance measures?
 - b. Does your agency produce regular reports either internally or publicly available to describe caseload?
 - Follow-up questions: Tell us more about how you use performance measures. (e.g., team meeting, benchmarking, employee reviews, reform efforts)
 - Follow-up questions: Who is responsible for creating those reports?
 - Follow-up question: What topics are in the report?
 - c. Do you report the number of cases referred to the District Attorney/Petitioner?
 - Follow-up question: Where does that data come from?
 - d. Do you report the number of cases diverted?
 - Follow-up question: Where does that data come from?
 - e. Do you collect the initial charging decision by the District Attorney/Petitioner?
 - Follow-up question: Where does that data come from?
 - f. What challenges or barriers do you face either developing or collecting data for performance measures?

- g. Do you have a committee or other structure that guides data collection?

Closing remarks

Thank you for participating in this discussion group. Your contributions have been very helpful. This information will be combined with the information from other discussion groups and our case studies to inform the recommendations. Our first set of recommendations should be out within a year, and we will be certain to make that available to you. If you have any questions about what we discussed today or the project, feel free to contact Teri Deal at tdeal@ncjfcj.org. Thank you.

Model Data Project
Case Study Protocol: Florida

Team: Chaz, Teri, and Sam

Key Contact: Mark Greenwald, Florida DJJ

Goals of the case studies:

1. To document the types of information captured by juvenile justice related information systems, including data elements and definitions
2. To document processes for analyzing, disseminating, and applying data to practices
3. To learn about factors that motivate data improvements and use.

Objectives of the Florida case study:

- A. Understand how Florida’s DJJ research and planning department evolved
- B. Understand who are the decision makers around research, planning, and data collection and reporting and how to effectively motivate changes
- C. Document data elements and coding categories
- D. Document key measures used internally (the dashboard)
- E. Document key measures used internally by management
- F. Understand the culture around data training needs and processes for key JJ system actors
- G. Understand how DJJ interfaces with service providers

Focus Area: DJJ Research and Planning	
Objectives	A, B, C, D
Pre-Work	<p>Questions to ask key contacts</p> <ul style="list-style-type: none"> - Has evolution of data system been written up before, if yes, can you share that write up? - Can you share a case processing diagram? - Please describe the intake process - Please provide a summary of the research and planning budget and job descriptions — both who supported the creation and who is there now - Please describe FL’s disposition matrix/service matrix <p>Information to review</p> <ul style="list-style-type: none"> - Systematic review of DJJ public reports, including subsequent offending - Understanding of Archive submission (ref, pet, adju) — documentation of variables and values — specifically youth characteristics, referral source (variables/values), diversion information, probation start date and close date variables and values, placement admission and exit

	<p>dates, and reentry</p> <ul style="list-style-type: none"> - Review submission for transfer study (DJJ data) - Look into submission for CJRP/JRFC — who is/are the reporters? - Policy analysis on juvenile code and how offenses are structured
On-Site	<p>Internal dashboard</p> <ul style="list-style-type: none"> - Who controls it? Who can see it? Can different people see different things? Who can see what? - Does the internal system connect to live data? If not, how are the base files refreshed? - How does DJJ interfaces with courts/providers <p>Data system and reporting</p> <ul style="list-style-type: none"> - Kid-level / case-level? - What youth characteristics are made available (real-time) to who? - How is race and ethnicity gathered and recorded? - Is information on gender/sexual orientation considered? - Arrest data/civil citation data - Victim data (# of victims) - Diversion data (drug courts and civil citations) — Who is responsible for successful completion? - How do they keep offense information (statute, detail, type)? - Is there a statewide offense crosswalk? Used for other purposes? Who developed and maintains it? - What is the unique ID? What is the process for checking for duplicates...matching records? - Describe data quality practices. - What are some key data integrity reports? - What data on representation is captured? - How/where are decisions/dates around key activities recorded and tracked – court hearings and orders, placement changes, probation violations, service referrals, screening and assessment events?

Focus Area: DJJ Staff - JAC and Probation	
Objectives	E, F
On-Site	<ul style="list-style-type: none"> - Describe day to day routine uses of data (individual and aggregate) - Most useful measure(s) - Training related to data collection and use - Describe the process for matching youth to services

Focus Area: Service Providers	
Objectives	B, E, F, G
Pre-Work	<ul style="list-style-type: none"> - Review Andrew and Sam’s notes from EBP Paper
On-Site	<ul style="list-style-type: none"> - Describe day to day routine uses of data (individual and aggregate) - Training related to data collection and use - How were service providers required to share data with DJJ? - How do you collect data about race and ethnicity? - In what other ways do you collect/use data in your agency? Do you have a database separate from DJJ? Do you collect more than you report to DJJ? - Do you collect data on gender identity or sexual orientation? - Are you able to develop individualized reports? - What internal reports are most useful to management? - What is your analysis capacity? - To what extent has the interaction with DJJ enhanced your ability to collect/use other types of data? - Who determines your performance measures? - What value do you get from sharing data with DJJ? - What is the burden of collecting/providing data to DJJ?

Focus Area: Law Enforcement	
Objectives	B, C, E, F
Pre-Work	<ul style="list-style-type: none"> - IACP’s guidebook
On-Site	<ul style="list-style-type: none"> - What data are collected by whom? - Describe day to day routine uses of data (individual and aggregate) - How are data collected and used pertaining to juveniles? - Are there any data elements unique to juveniles? - Document data elements and coding categories pertaining to juveniles — (including offense details, victim information, outcomes of contacts/diversions/arrests) - How is information concerning race and ethnicity identified?

	<ul style="list-style-type: none">- Can you support key information needs #1-#4? (How many kids, their characteristics, how they came into the system, how they moved to court) Why or why not? Is this consistent across the state?- Training related to data collection and use- What internal reports are most useful to management?- What is your analysis capacity?
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Model Data Project Case Study Protocol: Oregon

Team: Hunter and Andrew

Key Contact: Paul Bellatty and Mindy Lane

Goals of the case studies:

1. To document the types of information captured by juvenile justice related information systems, including data elements and definitions
2. To document processes for analyzing, disseminating, and applying data to practices
3. To learn about factors that motivate data improvements and use.

Objectives of the Oregon case study:

- A. Document data elements and coding categories in statewide system
- B. Document key measures used internally by management
- C. Understand who are the decision makers around research, planning, and data collection and reporting and how to effectively motivate changes
- D. Understand how research on risk/need assessments is being applied in the field
- E. Understand how diversion / informal processing is being tracked statewide and locally
- F. Observe the implementation of data driven decision making in a local jurisdiction

Focus Area: Oregon Youth Authority	
Objectives	A, B, C, D, E
Pre-Work	<p>Questions to ask key contacts</p> <ul style="list-style-type: none">- Has evolution of data system been written up before, if yes, can you share that write up?- Can you share a case processing diagram?- Please describe the intake process- Please provide a summary of the research and planning budget and job descriptions — both who supported the creation and who is there now- Please describe disposition matrix/service matrix <p>Information to review</p> <ul style="list-style-type: none">- Systematic review of OYA public reports, including subsequent offending and RNA reports- Understanding of Archive submission (ref, pet, adju) — documentation of variables and values — specifically youth characteristics, referral source (variables/values), diversion information, probation start date and close date variables and values, placement admission and exit dates, and reentry- Review submission for transfer study (data from OYA study)- Look into submission for CJRP/JRFC — who is/are the reporters? <p>Policy analysis on juvenile code and how offenses are structured</p>

<p>On-Site</p>	<p>Data system</p> <ul style="list-style-type: none"> - How does JJIS interfaces with courts/providers? Who can see/access what information? Can local level courts or probation draw their own extracts? - How is JJIS supported/what is the ongoing maintenance cost annually? - What is the process for drawing consensus across counties on terminology and use of the system (e.g., common data definitions)? - What are the primary data audit/integrity features? - What are the primary modules of the data system? - Is JJIS connected to an internal data warehouse system or an external one and what technology supports those connections? How often are those connections refreshed? - What is the process for JJIS modifications, such as a new program module? a new functionality? new fields or codes? a new report? <p>Reporting</p> <ul style="list-style-type: none"> - Kid-level / case-level? - What youth characteristics are made available (real-time) to who? - How is race and ethnicity gathered and recorded? - Is information on gender/sexual orientation considered? - Arrest data/civil citation data - Victim data (# of victims) - Diversion data — What data elements are being tracked? Who is responsible for tracking successful completion? - Is detention data in the JJIS and what is the primary unit of count for detention activity? How are other types of temporary substitute care for a youth tracked (shelters, respite care, emergency foster care, etc.) - How are offense information details managed and organized for use in reports (statute, detail, type)? - Is there a statewide offense crosswalk? Used for other purposes? Who developed and maintains it? - What is the unique ID? What is the process for checking for duplicates...matching records? - Describe data quality practices. - What are some key data integrity reports? - What data on representation is captured? - How/where are decisions/dates around key activities recorded and tracked – court hearings and orders, placement changes, probation violations, service referrals, screening and assessment events? - How is aggregate data concerning risk/needs organized for use by different levels of management? <p>Performance management</p> <ul style="list-style-type: none"> - Describe how data is collected and monitored for adherence to the Performance Management System Fundamentals Map. Where is it captured? How is it reported? What are the data elements?
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Focus Area: System Developer	
Objectives	A, C
On-Site	<ul style="list-style-type: none"> – When and how did the automated system get developed? Who are the primary collaborators? How is it sustained and advanced? – Who owns the intellectual knowledge/code supporting the system? To what extent are the tools used to develop and sustain the system open to the public? Have you shared aspects of the technology with other locations? – Please describe the number and roles and responsibilities of staff supporting the system? – What are the primary developer software tools used for the system, from database management, to user interface and report generation? Can you estimate the annual maintenance costs to sustain these tools? – How do you link youth to charges, to referrals, to petitions, to family members and to system actors (social workers/POs, attorneys, GALS etc.?) What are the most complex people and event relationships to develop logic for in the system. – What are the primary activities tracked by the system? What are the core tables and/or data entry screens (which ever way is easiest to understand issues like how fundamental activities are tracked)? – What are the roles of the primary individual entering data each day? Is it possible to understand the core data entry flow? What are the primary roles of individuals using reports or system functionalities each day? – Whose job is it to train new staff in data entry tasks, report management, etc.? Are there system guides and tutorials that help with training? – What reports are primarily used to profile the experience/status of a youth’s current case in the system? – What are the top 5 reports used/requested by managers and supervisors? – How do you address requests for custom reports or report modifications? – Are data concerning a youth/persons on a case merged with other administrative data? What are the primary tools for accomplishing this and how are the connections sustained or refreshed? – How are the daily activities of OYA casemanager recorded (e.g., case notes, service referrals etc.) – What system functionalities/features are you most proud of? Which were the most challenging to implement? – How does planning for future system enhancements occur?

Focus Area: Local Jurisdiction / Probation

Objectives	B, C, D, E, F
Pre-Work	Information to review <ul style="list-style-type: none"> – County reports that are found in the systematic review
On-Site	<ul style="list-style-type: none"> – Describe day to day routine uses of data (individual and aggregate) – Most useful measure(s) – Training related to data collection and use – Assess and describe efforts to change culture to promote data use – Barriers/challenges to data collection and application – Practices for applying risk assessment at local level. – How do they match kids to services? – To what extent do they share information (kid-level and aggregate outcomes) with service providers? – How is data updated as the youth advances through probation and key events occur in probation such as supervision status and technical violations, placement/location and detention events or with regard to screening and assessment information? – How is data concerning key court events captured within the system or otherwise available to you? – What other social service automated systems do you access on a daily or weekly basis? – What are the current shortcomings of the data system technology? And with actually using data entered into the system? – Is there a data system expert(s) in your office?

Focus Area: Local Jurisdiction / Court	
Objectives	B, C, F
Pre-Work	<ul style="list-style-type: none"> – Information to review – County reports that are found in the systematic review – Information concerning the structure of juvenile courts in urban and rural areas and the agency with role as the record keeper for the courts (e.g., clerk of courts). – Information on the state court and the state administrative office of the courts and presence of juvenile justice issues online. –
On-Site	<ul style="list-style-type: none"> – Describe day to day routine uses of data (individual and aggregate) – Most useful measure(s) – Training related to data collection and use – Assess and describe efforts to change culture to promote data use – Barriers/challenges to data collection and application – To what extent do they share information (kid-level and aggregate outcomes) with probation? – To what extent do they share information (kid-level and aggregate outcomes)

	<p>with service providers?</p> <ul style="list-style-type: none"> - How is data concerning court events recorded? In free text docket entries? In drop down menu selections? - Who records courtroom hearing activities and outcomes, when and how? How many automation tools must they navigate? - How do judges use the data system? What monthly or weekly management reports do they review? - When a new judge hears the delinquency case of a youth for the first time, does information from the automated system help them review the status of the child? - Are court orders generated in the courtroom and distributed prior to parties leaving? - What type of reports help you make sure court process runs timely and efficiently? On a daily basis? On a quarterly basis? - How do parties on the case and their lawyers receive information and how does the automated system facilitate process requirements (notice, etc.) - How does the system help meet reporting requirements to state agencies such as the AOC, OYA and others?
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Focus Area: Local Law Enforcement	
Objectives	B, C, E, F
Pre-Work	<p>Questions to ask key contacts</p> <ul style="list-style-type: none"> - What agency of government manages the state Uniform Crime Report (UCR) program and who is a good contact? - What agency manages the state National Incident Based Reporting System (NIBRS) implementation and who is a good contact? - What level of detail is available online concerning juvenile arrests (i.e., geography, race, age, gender, offense)? - What knowledge is available online concerning NIBRS status for Oregon? - Does internet searching identify a police department with a strong data or juvenile justice presence online? - How many separate law enforcement reporting jurisdictions exist within Oregon? Is knowledge available online concerning their composition and characteristics? - What is knowable from the Easy Access to Juvenile Arrests data (BJS estimates technique applied) and the ICPSR files (sample-based files)? - What agency of government manages criminal record repositories for juvenile arrests (fingerprint records, etc.) and who is a good contact? - What is the state criminal justice Statistical Analysis Center, what online presence do they have in general and specific to juvenile justice issues and crime data? Who is a good contact? - What are the state statute requirements for organizing juvenile justice leadership (ex. local JJ policy planning & governance councils). - Are there law enforcement or community leadership forums that actively engage law enforcement that we should try to plan site visits to observe in action?

	<ul style="list-style-type: none">- How are law enforcement jurisdictions generally organized with regard to juvenile justice issues and leadership? Are there examples with strong juvenile unit specialization?- Are there any jurisdictions with robust law enforcement diversion activity—possibly even operating their own interventions?- Are there jurisdictions with robust crime mapping and hot-spot analytic approaches?- Have any communities or law enforcement organizations operationalized juvenile justice performance measures or benchmarks.?- Are there communities with strong inter-agency committees for juvenile justice prevention that include law enforcement. How do these use data? <p>Information to review</p> <ul style="list-style-type: none">- Crime in Oregon public reports.- OYA public reports that may include arrest information.- Any juvenile-trend specific information provided by way of request to UCR and NIBRS contacts prior to a site visit (NCJJ has already confirmed both UCR and NIBRS are present).- Oregon statutes that may address police diversion activity with juveniles.- Oregon jurisdiction over juvenile delinquency and status offenses—do lesser courts handle any level of activity as they do in many states, particularly in rural places?
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**Model Data Project
Case Study Protocol: Pennsylvania**

Team: Chaz, Hunter, Teri, Sam and Julie

Key Contact: Dave Evrard, Allegheny County Juvenile Probation

Goals of the case studies:

1. To document the types of information captured by juvenile justice related information systems, including data elements and definitions
2. To document processes for analyzing, disseminating, and applying data to practices
3. To learn about factors that motivate data improvements and use.

Objectives of the Pennsylvania case study:

- A. Document data elements and coding categories
- B. Document key measures used internally by management
- C. Understand how Pennsylvania’s statewide data capacity (JCMS) evolved
- D. Understand the culture around data and training needs and processes for key JJ system actors
- E. Understand who are the decision makers around research, planning, and data collection and reporting and how to effectively motivate changes
- F. Understand the scope of available data related to juvenile defense and its quality
- G. Understand the process for preparing and implementing data required for SPEP

Focus Area: Allegheny County Juvenile Probation Administration	
Objectives	A, B, C, D, G
Pre-Work	Information to review <ul style="list-style-type: none">- Annual report- Notes from Teri and Doug’s interview with Dave for Data Driven Courts- Understanding of Archive submission (ref, pet, adju) — documentation of variables and values — specifically youth characteristics, referral source (variables/values), diversion information, probation start date and close date variables and values, placement admission and exit dates, and reentry- Review submission for transfer study (AOC data)- Look into submission for CJRP/JRFC — who is/are the reporters?- Policy analysis on juvenile code and how offenses are structured Questions to ask key contacts <ul style="list-style-type: none">- Can you share copies of your key reports?

	<ul style="list-style-type: none"> - Can you share a case processing diagram? - Can you share a service matrix? - Please provide a summary of the research and planning budget and job descriptions — both who supported the creation and who is there now
On-Site	<p>Administration/Reporting</p> <ul style="list-style-type: none"> - What are your key management reports? Can you provide copies? - Ability to do kid-level and case-level reporting? - What youth characteristics are captured? - How is race and ethnicity gathered and recorded? Does this differ across systems? - Is information on gender identify and sexual orientation considered? - What practices do you have in place for data integrity? - Describe the systems where data is maintained (JCMS, etc.) How have your data systems evolved over time? - How/where are decisions/dates around key activities recorded and tracked – court hearings and orders, placement changes, probation violations, service referrals, screening and assessment events? - Do you share data regularly with any other agencies? Is the sharing automated? - Is there a unique ID? What is the process for checking for duplicates...matching records? - Do you access arrest data? If so, how? - What data is maintained/reported on victims? - Diversion data (including specialty courts) — Who is responsible for documenting successful completion? - How is offense information captured (statute, detail, type)? Does this differ across systems? - How is information on representation is captured? - What information on detention is available? - How is aggregate data concerning risk/needs organized for use by different levels of management?

Focus Area: Allegheny County Juvenile Probation Officers (Intake and Field)	
Objectives	A, B, D
On-Site	<ul style="list-style-type: none"> - Describe day to day routine uses of data (individual and aggregate). How do you use the system to help with case planning and monitoring? - Most useful measure(s)?

	<ul style="list-style-type: none"> - Describe your training related to data collection and use. - Assess and describe efforts to change culture to promote data use - Barriers/challenges to data collection and application - What are the practices for applying risk assessment at local level? - How is a case plan generated? - How do they match kids to services? - To what extent do they share information (kid-level and aggregate outcomes) with service providers? - How is data updated as the youth advances through probation and key events occur in probation such as supervision status and technical violations, placement/location and detention events or with regard to screening and assessment information? - How is data concerning key court events captured within the system or otherwise available to you? - What other social service automated systems do you access on a daily or weekly basis? - What are the current shortcomings of the data system technology? And with actually using data entered into the system?
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Focus Area: Juvenile Court Judges Commission (JCMS)	
Objectives	A, C, D, E, F
Pre-Work	<ul style="list-style-type: none"> - Has evolution of data system been written up before, if yes, can you share that write up? - May also add an interview re: JJSES and performance measures
On-Site or by phone	<ul style="list-style-type: none"> - When and how did the JCMS get developed? - How is JCMS financially sustained? - How are decisions made about how to change or adjust the system? - Please describe the number and roles and responsibilities of staff supporting the system. - What data quality / data validation practices are in place? - Describe process for engaging and training counties. What are the major barriers you experience working with multiple jurisdictions? - How do you link youth to charges, to referrals, to petitions, to family members and to system actors (social workers/POs, attorneys, GALs etc.?) What are the most complex people and event relationships to develop logic for in the system? - What are the primary activities tracked by the system? What are the core tables and/or data entry screens (whichever way is easiest to understand issues like how fundamental activities are tracked)?

	<ul style="list-style-type: none"> - What are the roles of the primary individual entering data each day? Is it possible to understand the core data entry flow? What are the primary roles of individuals using reports or system functionalities each day? - Whose job is it to train new staff in data entry tasks, report management, etc.? Are there system guides and tutorials that help with training? - What are the top 5 reports used/requested by managers and supervisors? - How do you address requests for custom reports or report modifications? - How are the daily activities of probation officers recorded (e.g., case notes, service referrals etc.)? - What system functionalities/features are you most proud of? Which were the most challenging to implement? - How does planning for future system enhancements occur? - What is the status of the transition to the AOC system? How will that impact current data collection, measures, and reporting?
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Focus Area: Local Law Enforcement Agency (Philadelphia)	
Objectives	A, B, D, E
Pre-Work	<ul style="list-style-type: none"> - IACP’s guidebook - What agency of government manages the state Uniform Crime Report (UCR) program and who is a good contact? - What agency manages the state National Incident Based Reporting System (NIBRS) implementation and who is a good contact? - What knowledge is available online concerning UCR reporting and public-facing juvenile data? - What knowledge is available online concerning NIBRS status for PA? - Does internet searching identify a police department with a strong data or juvenile justice presence online? - How many separate law enforcement reporting jurisdictions exist within PA? Is knowledge available online concerning their composition and characteristics? - What is knowable from the Easy Access to Juvenile Arrests data (BJS estimates technique applied) and the ICPSR files (sample-based files)? - What agency of government manages criminal record repositories for juvenile arrests (fingerprint records, etc.) and who is a good contact? - What is the state criminal justice Statistical Analysis Center, what online presence do they have in general and specific to juvenile justice issues and crime data? Who is a good contact? - What are the state statute requirements for organizing juvenile justice leadership (ex. local JJ policy planning & governance councils). - Are there law enforcement or community leadership forums that actively engage law enforcement that we should try to plan site visits to observe in action? - How are law enforcement jurisdictions generally organized with regard to

	<p>juvenile justice issues and leadership? Are there examples with strong juvenile unit specialization?</p> <ul style="list-style-type: none"> - Are there any jurisdictions with robust law enforcement diversion activity—possibly even operating their own interventions? - Are there jurisdictions with robust crime mapping and hot-spot analytic approaches? - Can we get a sense of how many law enforcement jurisdictions operate with little to no automation of their primary, daily activities? - Have any communities or law enforcement organizations operationalized juvenile justice performance measures or benchmarks.? - Are there communities with strong inter-agency committees for juvenile justice prevention that include law enforcement. How do these use data? <p>Information to review</p> <ul style="list-style-type: none"> - Crime in Pennsylvania public reports. - Any juvenile-trend specific information provided by way of request to UCR and NIBRS contacts prior to a site visit (NCJJ has already confirmed both UCR and NIBRS are present). - PA statutes that may address police diversion activity with juveniles.
On-Site	<ul style="list-style-type: none"> - What data are collected by whom? - Describe day to day routine uses of data (individual and aggregate). - How are data collected and used pertaining to juveniles? - To what extent is police diversion tracked? Police contacts? - Are there any data elements unique to juveniles? - Document data elements and coding categories pertaining to juveniles — (including offense details, victim information, outcomes of contacts/diversions/arrests) - How is information concerning race and ethnicity identified? - Can you support key information needs #1–#4? (How many kids, their characteristics, how they came into the system, how they moved to court) Why or why not? Is this consistent across the state? - Training related to data collection and use. - What internal reports are most useful to management? - What is your analysis capacity? - Describe information sharing practices with education, social services, and other related agencies (detention).

Focus Area: Community Service Providers (CISP)	
Objectives	D, G
Pre-Work	- Review SPEP protocol on EPIS Center website

On-Site	<ul style="list-style-type: none"> - Describe day to day routine uses of data (individual and aggregate) - Do you maintain data outside of JCMS? - Training related to data collection and use? - How do you collect data about race and ethnicity? - Do you collect data on gender identity or sexual orientation? - Are you able to develop individualized reports? - What internal reports are most useful to management? - What is your analysis capacity? - Who determines your performance measures? - Describe the SPEP process? - What data elements were required for the SPEP? Were there any elements that you needed to start collecting? - What did you learn from the SPEP process?
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NOTE: The following two interviews may or may not be added based on (1) Hunter’s call with PACTT and (2) what can be determined from interviews in Allegheny County and JCJC re: defense data.

Focus Area: Community Provider (Reentry)	
Objectives	A, D
Pre-Work	
On-Site	

Focus Area: Public Defenders	
Objectives	F
Pre-Work	
On-Site	

JUVENILE JUSTICE MODEL DATA PROJECT

PROJECT OVERVIEW

GOALS AND OBJECTIVES

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) has invested in improving juvenile justice data and increasing its consistency across states and localities through the Juvenile Justice Model Data Project (MDP). The MDP seeks to develop model measures and analyses that monitor trends and assess the efficiency and effectiveness of juvenile justice systems and to provide guidance to the field on the data elements and coding categories required to calculate the model measures. The MDP is led by organizations representing all sectors of juvenile justice—from law enforcement through the court process and juvenile corrections. The project's strategy is to improve national data through uniform and systematic improvement of local data collection, use, and analysis.

PROJECT ACTIVITIES

The project team is collecting feedback from juvenile justice systems across the country through a variety of methods:

- A comprehensive review of policies, reporting practices, data systems, and existing recommendations ensure that the forthcoming recommendations for data improvements are grounded in existing research, realistic, and meaningful to juvenile justice stakeholders.
- Case studies of three juvenile justice systems (Florida, Oregon, and Pennsylvania) that are advanced in data collection and use provided insights to factors that facilitate data improvements and investment in research. The studies documented the measures and data elements most meaningful to practitioners and how terminology and system processing differs across systems.
- A series of guided discussions with key stakeholders, administrators, and practitioners across the juvenile justice system helped to identify major information needs, data uses, and potential dissemination strategies.
- In the second year of the project, the project team will select two pilot sites and assess their juvenile justice system's current data collection and use. The results of the assessment will inform the development of a blueprint to help the sites prioritize data system improvements and processes for analyzing and using data.

ANTICIPATED DELIVERABLES

- The model measures, their required data elements, coding categories and definitions will be accessible in an online database that allows searching by keyword, decision point, measures, and data elements. System practitioners may also complete an online assessment of whether their system is aligned with the data recommendations and to start their system-wide plan for data improvements.

PARTNERS AND WORKGROUPS



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For more information, please contact:

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FUNDAMENTAL QUESTIONS TO ASSESS JUVENILE JUSTICE SYSTEMS

In the early stages of the work, the project team drafted 10 questions to represent the fundamental information needed to measure and monitor juvenile justice systems. The forthcoming recommendations will provide direction on answering the questions, including key definitions, data elements, and coding categories based on research and input from practitioners.

1. How many youth are involved in various stages of the system?

One of the foundational measures of the juvenile justice system is the count of individuals at various decision points—from initial contact with police, through detention and referral to court, and counts of youth who are diverted, adjudicated, placed, and/or processed as adults.

2. What are the key characteristics of the youth involved?

It is important to be able to describe the individuals who come into contact with the juvenile justice system. Demographic information like date of birth, gender, and residence, and characteristics like risk level and protective factors can help to identify trends and learn about subpopulations. At a minimum, agencies with higher data capacities may also collect information on other characteristics, for example, education and employment status, substance use history, exposure to trauma, and involvement with other systems.

3. How did the youth become system involved?

Information describing the situational characteristics of incident(s) can help explain the behavior that resulted in system involvement, such as an arrest or referral to juvenile court. This information might include the reason for referral, the type of behavior, or the victims impacted.

4. How did the youth move through the system?

The ability to document the counts of individuals as they move from one decision point to the next helps to identify patterns of movement through the system. To do this, juvenile justice system professionals must carefully collect information on decisions made and their corresponding dates.

5. Is the system fair?

Fairness refers to decisions that do not discriminate against youth from gender, racial, ethnic, or other subpopulations. These could be decisions on how to process a case (i.e., legal representation) or how to respond to a behavior (i.e., responses appropriate to risk and harm). Research indicates that when youth perceive themselves being treated fairly, they are more likely to internalize the lessons of accountability.

6. How did the youth change while in the system?

The juvenile justice system aims to hold youth accountable and support them toward becoming productive citizens. To that end, it is important to assess how youth change, either positively or negatively, while involved with the system. That includes completion of services or supervision plans, progression in school, or learning new skills.

7. Does the system meet the needs of youth and families?

To effectively meet the needs of youth and their families, services provided to youth should be matched to assessed needs and accessible. Juvenile justice systems, then, need to know certain information about the youth, including risk level and needs, and about available services, such as service types, location, capacity, and quality.

8. What was the experience of youth in the system?

States are responsible for keeping system-involved youth safe and free from further psychological or physical harm. These experiences can be measured by collecting and analyzing data related to use of restraints, solitary confinement, and isolation, as well as positive experiences, like receiving incentives or bonding with a caring adult.

9. How much does it cost?

States and jurisdictions should understand the financial costs associated with handling youth at multiple points of the system, and for related programs and services. Knowing how cost is spread between various system stakeholders, understanding the cost of one day of detention or placement, or identifying investments in research and planning efforts can help jurisdictions better understand how to implement changes and the fiscal impact of reforms.

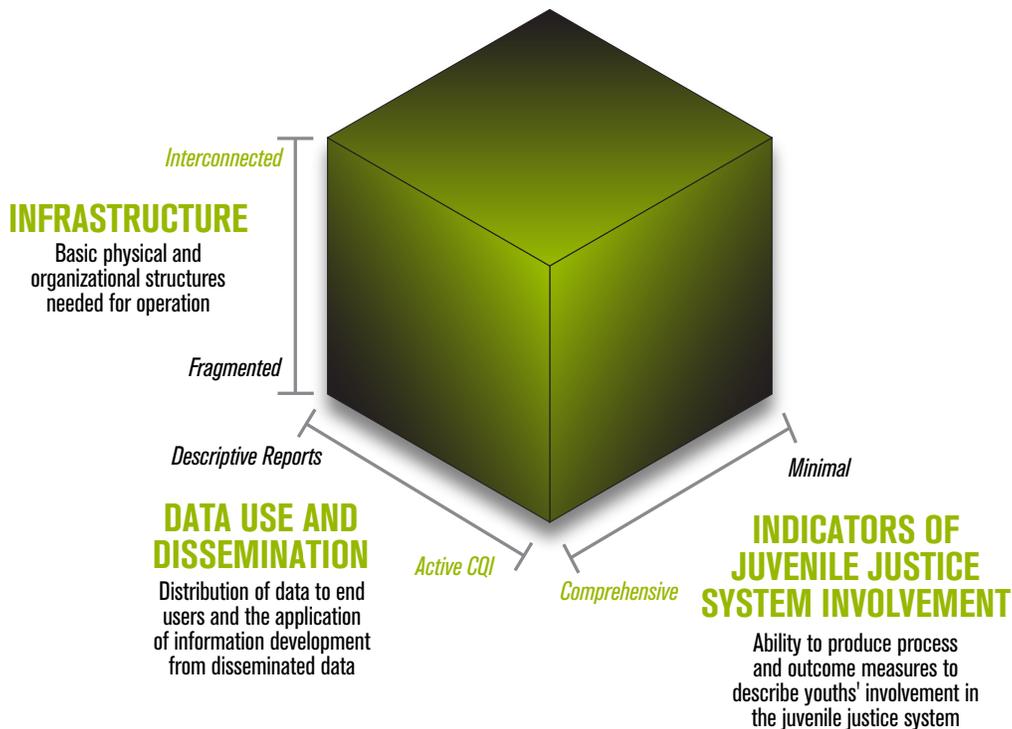
10. What are the long-term measures of success?

The justice system should not limit its measures to input or activity indicators and immediate system outputs, although those indicators are often more easily obtained. All agencies that are involved in juvenile justice should work together to assess if, when, and in what manner system-involved youth return to the justice system, and positive indicators, such as employment and graduation.

Juvenile Justice Model Data Project

3D DATA CAPACITY ASSESSMENT

01 INFRASTRUCTURE



The Juvenile Justice Model Data Project's 3D Data Capacity Assessment is a tool for juvenile justice practitioners to strategically examine the data capacity of their juvenile justice system and reflect on their own use of data to inform decisions and drive improvements. The assessment indicates areas where systemwide, agency-level, and staff-level improvements can be made, and the responses listed inform improvement plans. The assessment has three sections: **Infrastructure**, **Data Use and Dissemination**, and **Indicators of Juvenile Justice System Involvement**.

This section, Infrastructure, is intended to help juvenile justice practitioners understand the extent to which their agency and juvenile justice system have the underlying structural components necessary to support data-informed practices.

INFRASTRUCTURE

In the context of assessing data capacity, infrastructure does not simply mean the physical systems used to collect and report data; it also encompasses the organizational structures that allow juvenile justice system stakeholders to effectively use the data collected to inform decisions about policy and practice. Jurisdictions or agencies may have access to sophisticated data systems; however, technology alone cannot make informed decisions that lead to better practice and outcomes.

Therefore, it is important to determine both if juvenile justice-related agencies have the internal capacity to collect, analyze, and apply data to their day-to-day operations and whether they collaborate with other stakeholders to drive systemwide improvements.

Infrastructure can be viewed through four lenses:

1. **Leadership** – The collection and use of data is supported by leadership in each juvenile justice-related agency, *and* there is a shared sense of purpose to use data to improve outcomes for youth and families.
2. **Vision** – There is a locally developed strategic plan that guides practice with clearly defined goals and measureable benchmarks.
3. **Technology** – There are sufficient data collection systems that allow agencies to extract data, share information, and work together to drive improvements.
4. **Skills/Training** – All staff are trained to collect, use, and understand data, and are trained in the importance of making data-informed decisions.

The following 20 questions allow juvenile justice system practitioners to more fully understand their infrastructure along a four-point scale (No Capacity, Minimal, Moderate, and Optimal) and on three levels: System, Agency, and Person. The scale itself provides examples of recommended practice. For example, the following three instances, taken from the assessment, highlight optimal practice in each level:

- **System: Collaboration Across Agencies** – Regular, formal collaboration among all agencies is identified as central to the juvenile justice system.
- **Agency: Agency Data Sharing** – There is a shared database that allows for data sharing among agencies and/or we routinely access a data warehouse with at least one other agency.
- **Person: Use of Data** – We understand what data exist and where to find them, and we use them on a regular basis.

Optimal practice and the approaches used to get there may look different depending on a jurisdiction's structure, policies, and resources; however, the responses provided are intended to illustrate one example of how a jurisdiction can improve data capacity. In practice, this means that juvenile justice system practitioners having rated *System: How would you describe collaboration across agencies and system actors in your state's juvenile justice system?* as "No Capacity" will be able to implement optimal practice by formalizing multi-agency stakeholder groups through a memoranda of understanding and developing a shared vision and strategic plan to effectively collect, share, and use data to inform practice.

INSTRUCTIONS

The 3D Data Capacity Assessment is most effective when a group of individuals from different juvenile justice-related agencies and different departments within each agency who have diverse perspectives and roles completes it. Juvenile justice-related agencies may vary across jurisdictions, but usually include the juvenile court; probation, detention, corrections, and parole agencies; legal representatives; law enforcement; and community service providers. We recommend convening a group to complete the assessment together or to complete the assessment individually and then meet to compare and discuss responses. Some items on the assessment may not be relevant to all juvenile justice-related agencies; however, it can still be beneficial for everyone to hear and learn from their partners.

Please carefully review each item. Respond to each item taking into account current activities and procedures of the system, agency, and practitioners.

SYSTEM QUESTIONS

How would you describe the attitude towards data and research across your state’s juvenile justice system?

UNSURE	NO CAPACITY	MINIMAL	MODERATE	OPTIMAL
I do not know/ Unsure	Our juvenile justice system does not acknowledge the benefits of using data to inform decisions and practice	Our juvenile justice system acknowledges the benefits of using data to inform decisions and practice, but doesn't actively practice data-informed decision making	Some parts of our juvenile justice system actively practice data-informed decision making individually, but we do not do so as a system	Our juvenile justice system actively uses data to inform decisions about system-wide efforts

Thinking about your state system, what is most often the impetus for change in practice?

UNSURE	NO CAPACITY	MINIMAL	MODERATE	OPTIMAL
I do not know/ Unsure	Change in practice happens when required by the government or other regulations	Change in practice happens independently within agencies, but is not coordinated system-wide	Change in practice happens most often when we realize our practices are not aligned with the field	Change in practice happens most often when we aren't meeting our performance benchmarks

How would you describe collaboration across agencies and system actors in your state’s juvenile justice system?

UNSURE	NO CAPACITY	MINIMAL	MODERATE	OPTIMAL
I do not know/ Unsure	There is no collaboration between agencies	There is some informal collaboration between agencies	There is regular, formal collaboration between some agencies	Regular, formal collaboration among all agencies is identified as central to the juvenile justice system

Does your system employ multi-stakeholder groups to drive improvements to practices? For example, a Juvenile Detention Alternative Initiative (JDAI) stakeholder group or a school-justice partnership that includes representatives from multiple agencies.

UNSURE	NO CAPACITY	MINIMAL	MODERATE	OPTIMAL
I do not know/ Unsure	No, agencies work independently on system change	There is no formal group, but we call on partners as needed	Yes, formal multi-stakeholder groups meet on an as-needed basis	Yes, at least one multi-stakeholder group meets regularly and has clearly defined goals

Is there a state or system-wide strategic plan to improve practice that is supported by the core juvenile justice stakeholders (i.e, juvenile court, juvenile probation, and juvenile corrections)?				
UNSURE	NO CAPACITY	MINIMAL	MODERATE	OPTIMAL
I do not know/ Unsure	There is no system-wide strategic plan in place	We understand that we need a system-wide strategic plan but have not started developing one	We are currently working with other agencies to develop a system-wide strategic plan for juvenile justice practice	Yes, our system has a strategic plan with clearly defined and measureable benchmarks to guide practice in our system
If you have or are working on a plan: Does the system-wide strategic plan include goals related to your ability to collect and use data to inform practices?				
UNSURE	NO CAPACITY	MINIMAL	MODERATE	OPTIMAL
I do not know/ Unsure	There is no plan in place related to collecting and using data to inform practices	We are currently working with other agencies to develop a plan related to data collection and use	We have created a plan related to data collection and use, but it is not yet being implemented	We have created a plan related to data collection and use, and it is being implemented

AGENCY QUESTIONS				
What is the research capacity of your agency for juvenile justice information?				
UNSURE	NO CAPACITY	MINIMAL	MODERATE	OPTIMAL
I do not know/ Unsure	There are no staff positions who are responsible for analyzing juvenile justice data	We have staff whose responsibilities include developing data reports in addition to other non-research responsibilities	We have one or two staff whose main responsibility is analyzing juvenile justice data to answer questions about agency performance	We have a specific research department or unit dedicated to analyzing juvenile justice data to answer questions about agency performance
Describe the primary data systems used by your agency.				
UNSURE	NO CAPACITY	MINIMAL	MODERATE	OPTIMAL
I do not know/ Unsure	As an agency, we primarily use pen and paper to track data on individual youth (e.g., case files)	As an agency, we rely on many different data collection systems including spreadsheets and databases that often live on one person's computer	Throughout the agency, all staff primarily use one transactional database for entering and accessing data	As an agency, we primarily use a database that two or more agencies can access

Who receives training on your data system?				
UNSURE	NO CAPACITY	MINIMAL	MODERATE	OPTIMAL
I do not know/ Unsure	There is no formal training on our data system	Those entering data are trained on how to do their specific function	Those entering the data are trained on all aspects of the system, including how the data are used	All staff and administrators who enter or use the data are trained on all aspects of the system, including how to enter and use data
How often do staff and administrators receive training on your data system?				
UNSURE	NO CAPACITY	MINIMAL	MODERATE	OPTIMAL
I do not know/ Unsure	Staff and administrators never receive training on the data system	Staff and administrators receive training one time (e.g., during orientation)	Staff and administrators receive training when changes are made to the system	Staff and administrators receive training periodically throughout their employment
What documentation exists for users of the primary database?				
UNSURE	NO CAPACITY	MINIMAL	MODERATE	OPTIMAL
I do not know/ Unsure	There is no documentation on coding categories or definitions	There is documentation of definitions and coding categories, but it is not readily accessible by all staff	Documentation exists and is accessible by all staff, but there is no process for keeping it up-to-date	All staff have access to a guidebook and/or codebook that is updated periodically
To what extent does your agency share data with other agencies?				
UNSURE	NO CAPACITY	MINIMAL	MODERATE	OPTIMAL
I do not know/ Unsure	Data are not shared with other agencies in the juvenile justice system	Other agencies can request data from us through a formal data request	There is a formal agreement in place to regularly share data extracts with at least one other agency	There is a shared database that allows for data sharing between agencies AND/OR we routinely access a data warehouse with data from at least one other agency
Thinking about the data your agency collects, aside from individual case management, how is it used?				
UNSURE	NO CAPACITY	MINIMAL	MODERATE	OPTIMAL
I do not know/ Unsure	We collect data, but there is no established process for looking at it in the aggregate	A handful of "data people" at the agency understand and use data	Leadership and staff review reports on a quarterly or yearly basis	Data use is pervasive in our agency, making sure we are meeting goals, assigning cases appropriately, staff development, etc.

How flexible is your primary data system?				
UNSURE	NO CAPACITY	MINIMAL	MODERATE	OPTIMAL
I do not know/ Unsure	We rely on a vendor to make changes to variables and reports	Variables (e.g., race) cannot be changed, but categories for a variable (e.g., Asian, black, white, etc.) can be added or changed in-house	Variables, coding categories, and/or reports can be changed in-house, but it requires much effort	Variables, coding categories, and reports can be added easily in-house
Is there an established protocol to access information from criminal (adult) court?				
UNSURE	NO CAPACITY	MINIMAL	MODERATE	OPTIMAL
I do not know/ Unsure	No, there is not an established process	This is done on an individual basis	A request can be made to receive a batch of information for a sub-group of youth	This information is regularly matched and analyzed to inform decisionmaking
Are there quality assurance procedures in place to ensure data are accurate and reliable?				
UNSURE	NO CAPACITY	MINIMAL	MODERATE	OPTIMAL
I do not know/ Unsure	No, there are no quality assurance procedures	When we identify obvious issues, they are corrected	There are regular, manual quality assurance checks and file reviews	We have automated quality assurance checks, follow-ups with staff, and retraining when necessary
Does the agency's primary data system assign a unique identifier for each youth?				
UNSURE	NO CAPACITY	MINIMAL	MODERATE	OPTIMAL
I do not know/ Unsure	No, the system does not assign unique identifiers to each case or youth	Each case is assigned a number, and one youth can have multiple case numbers	Each youth is assigned a number that is used each time the youth returns to our agency	Each youth is assigned a number, and this number is shared with at least one other agency OR we store another agency's youth identifier in our database

PERSON QUESTIONS

Do you and/or your coworkers understand what data exist regarding the agency's performance and where to find it?

UNSURE	NO CAPACITY	MINIMAL	MODERATE	OPTIMAL
I do not know/ Unsure	We do not completely understand the data that are available to us or where to find it OR data are not available	We understand who can answer questions about the agency's performance	We understand where to find information about the agency's performance, but rarely access it	We understand what data exist, where to find it, and use it on a regular basis

Does your agency's primary data system meet the needs of you and/or your coworkers?

UNSURE	NO CAPACITY	MINIMAL	MODERATE	OPTIMAL
I do not know/ Unsure	No, we rely on ad-hoc data processes to collect the information needed to inform our decisions	Minimally, the agency's primary database collects some of the information needed to inform our decisions, but there are substantial gaps in the information we currently collect	Mostly, the agency's primary database collects most of the information needed to inform our decisions; however, agency staff often need to supplement this with ad-hoc data collections	Yes, the agency's primary database collects everything we need to inform our decisions and has the framework to provide aggregate reports on multiple variables

How familiar are you and/or your coworkers with performance measures, data analysis, and continuous quality improvement?

UNSURE	NO CAPACITY	MINIMAL	MODERATE	OPTIMAL
I do not know/ Unsure	We are not familiar with these concepts	We have an awareness of these concepts but have not been trained	We have received training on these concepts but have not begun using them in practice	We are familiar with and have been trained on these concepts and have incorporated them into our work activities

THE JUVENILE JUSTICE MODEL DATA PROJECT

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) invested in improving juvenile justice data and increasing its consistency across states and localities through the Juvenile Justice Model Data Project (MDP). The MDP developed model measures and analyses to monitor trends and assess the efficiency and effectiveness of juvenile justice systems and provided guidance to the field on the data elements and coding categories required to calculate the model measures. Organizations representing all sectors of juvenile justice—from law enforcement through the court process and juvenile corrections—contributed to the measures. This assessment is one of the products from the MDP. Please see <https://www.ojjdp.gov/research/juvenile-justice-model-data-project.html> for more information.

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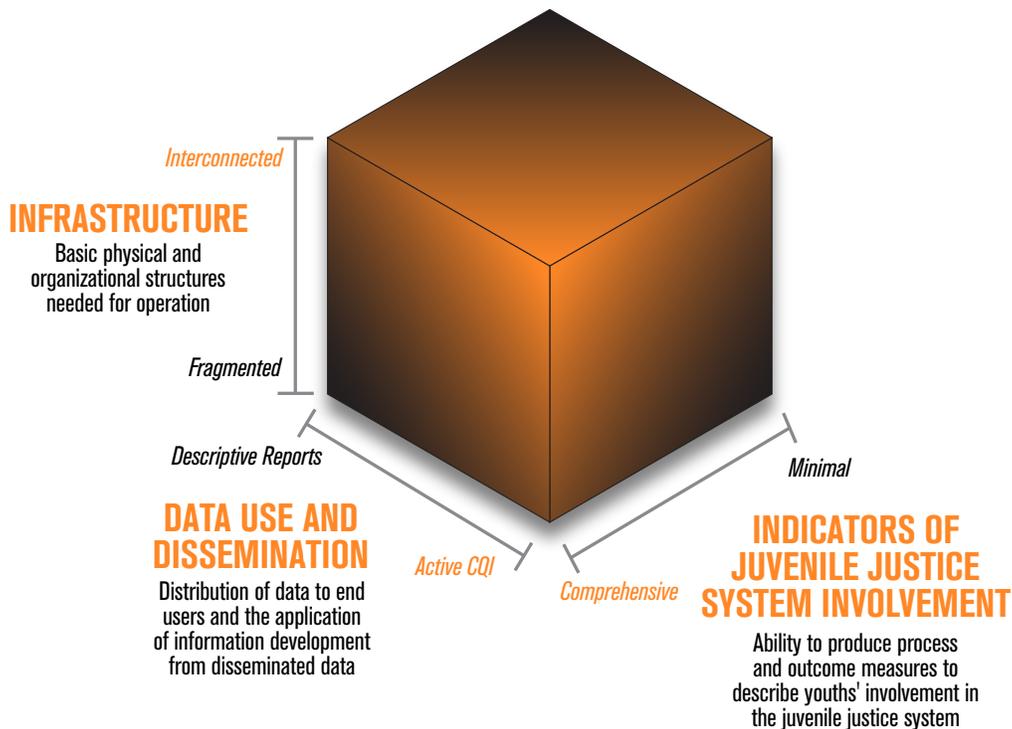
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Juvenile Justice Model Data Project

3D DATA CAPACITY ASSESSMENT

02 DATA USE AND DISSEMINATION



The Juvenile Justice Model Data Project 3D Data Capacity Assessment is a tool for juvenile justice practitioners to strategically examine the data capacity of their juvenile justice system and reflect on their own use of data to inform decisions and drive improvements. The assessment indicates areas where system-wide, agency-level, and staff-level improvements can be made, and the responses listed inform improvement plans. The assessment has three sections: **Infrastructure**, **Data Use and Dissemination**, and **Indicators of Juvenile Justice System Involvement**.

This section, Data Use and Dissemination, is intended to help juvenile justice practitioners understand the extent to which their agency and juvenile justice system embrace policies and practices that promote both the sharing of information with staff, partnering agencies, and the public, and the application of information to decisions.

DATA USE AND DISSEMINATION

Juvenile justice-related agencies often disseminate statistical information through annual reports. Once a year data dissemination may be what leads front-line staff, as well as administrators and stakeholders, to disregard the information being supplied as “outdated” or “out-of-touch.” Although descriptive reports are enlightening, the information contained within is only useful if there are established practices to review the information in the context of prior years’ performance and current practices. Ideally, agencies have protocols to support regular review of performance measures and continuous quality improvement practices.

Data use and dissemination and continuous quality improvement are cycles that should be supported by policy and practice. These cyclical processes involve the following aspects:

1. **Assessment** – Analysis of current practice and performance as it relates to serving youth and families in the juvenile justice system.
2. **Planning** – Developing a plan to improve service delivery by setting achievable performance measures or benchmarks.
3. **Monitoring** – Reassessing practice and performance, based on agreed upon benchmarks.
4. **Improvement** – Implementing improvements and beginning the process of assessment again.

This process can occur on a system, agency, and person level since improvements can be made on policy and legislation, interventions/services available, and service delivery through the use of data and continuous quality feedback.

The following 11 questions allow juvenile justice system practitioners to more fully understand how data are used and disseminated along a four-point scale (No Capacity, Minimal, Moderate, and Optimal) and on three levels: System, Agency, and Person. The scale itself provides examples of recommended practice. For example, the following three instances, taken from the assessment itself, highlight “optimal” practice in each level:

- **System: Overall Juvenile Justice Decisions** – Data are a key component in these decisions and are readily available to decisionmakers.
- **Agency: Performance Measures** – We have a documented set of performance measures and we routinely calculate and use them.
- **Person: Data-Supported Feedback** – I receive feedback supported by data on a continuous basis.

Optimal practice and the approaches used to get there may look different depending on a jurisdiction’s structure, policies, and resources; however, the responses provided are intended to illustrate one example of how a jurisdiction can improve data capacity. In practice, this means that juvenile justice system practitioners, having rated *Agency: Does your agency have an overarching set of performance measures?* as “No Capacity” will be able to implement optimal practice by selecting a combination of front-line staff, administrators, research staff, and other stakeholders to serve on a committee to document performance measures and determine how and with what frequency they will be calculated.

INSTRUCTIONS

The 3D Data Capacity Assessment is most effective when a group of individuals from different juvenile justice-related agencies and different departments within each agency who have diverse perspectives and roles completes it. Juvenile justice-related agencies may vary across jurisdictions, but usually include the juvenile court, probation, juvenile corrections agency, legal representatives, law enforcement, and community service providers. We recommend convening a group to complete the assessment together or to complete the assessment individually and then meet to compare and discuss responses. Some items on the assessment may not be relevant to all juvenile justice-related agencies; however, it can still be beneficial for everyone to hear and learn from their partners.

Please carefully review each item. Respond to each item taking into account current activities and procedures of the system, agency, and practitioners.

SYSTEM QUESTIONS

To what extent are data used to inform decisions regarding the overall juvenile justice system (e.g., funding, community resources, and reducing gaps in services)?

UNSURE	NO CAPACITY	MINIMAL	MODERATE	OPTIMAL
I do not know/ Unsure	Decisions are made void of data and are based on discussions and anecdotes	Sometimes decisions are made using data – for example, if funding requires it	Most of the time, decisions are made using data, but data are not always available	Data are a key component in these decisions and are readily available to decision-makers

AGENCY QUESTIONS

Does your agency make reports available to stakeholders and the public regardless of whether the information shows positive or negative results?

UNSURE	NO CAPACITY	MINIMAL	MODERATE	OPTIMAL
I do not know/ Unsure	We do not currently make any reports available to stakeholders and the public	Positive information is publicly reported but negative information is shared only as required by law or agreement	Positive information is publicly reported and negative information is shared with partners for problem solving efforts	Reports are made public regardless of whether the information shows positive or negative results

Does your agency have an overarching set of performance measures?

UNSURE	NO CAPACITY	MINIMAL	MODERATE	OPTIMAL
I do not know/ Unsure	We do not have an overarching set of performance measures	We do not have documented performance measures, but we have an idea of our goals	We have a documented set of performance measures, but we do not routinely measure them	We have a documented set of performance measures and we routinely measure them

To what extent does your agency use data to inform decisions?

UNSURE	NO CAPACITY	MINIMAL	MODERATE	OPTIMAL
I do not know/ Unsure	Decisions are made void of data and are based on discussions and anecdotes	Data are used to make decisions for individual cases	In addition to individual cases, aggregate data are used to inform some decisions (e.g., in key management reports)	Data are used to make decisions throughout our work

Does your agency work with service providers to assist in continuous quality improvement of service delivery? For example, do you review data and make improvement plans with contracted providers.				
UNSURE	NO CAPACITY	MINIMAL	MODERATE	OPTIMAL
I do not know/ Unsure	We do not assist service providers with continuous quality improvement	We assist with continuous quality improvement for specific service providers if it is included in our grant requirements	We assist with continuous quality improvement for service providers, but not on a regular basis	We partner with service providers to promote continuous quality improvement in service delivery
Does your agency allow direct service staff to review data and make decisions based on agency-wide data?				
UNSURE	NO CAPACITY	MINIMAL	MODERATE	OPTIMAL
I do not know/ Unsure	No, administrative leaders are solely responsible for reviewing data and making decisions	No, but administrators review data and seek feedback on their decisions	Yes, the line of communication is open for direct staff to review and suggest changes	Yes, direct service staff are actively involved in interpreting and applying information
Does your agency collect satisfaction data from youth and their family on use of services and/or service delivery? For example, do you regularly use client satisfaction surveys or exit interviews?				
UNSURE	NO CAPACITY	MINIMAL	MODERATE	OPTIMAL
I do not know/ Unsure	We do not collect youth or family satisfaction data	We collect satisfaction data from youth in paper format	We collect and analyze aggregate data from a youth satisfaction survey	We collect and analyze aggregate data from both youth and family surveys
How does your agency share agency-wide information with the larger community (e.g., community stakeholder groups, funding sources, state administrators, the public, etc.)				
UNSURE	NO CAPACITY	MINIMAL	MODERATE	OPTIMAL
I do not know/ Unsure	We do not share our agency-wide data	We share our data upon request	We share our data on our website through reports	We share our data on our website through an interactive dashboard

PERSON QUESTIONS				
Do you and/or your coworkers receive reports on overall agency performance?				
UNSURE	NO CAPACITY	MINIMAL	MODERATE	OPTIMAL
I do not know/ Unsure	We do not receive reports on agency-wide performance	We can request reports on overall agency performance	Once a year, we produce an annual report on overall agency performance	We can access up-to-date information on overall agency performance as needed
Do you receive feedback that is supported by data to improve service delivery and/or interactions with youth and their family?				
UNSURE	NO CAPACITY	MINIMAL	MODERATE	OPTIMAL
I do not know/ Unsure	I do not receive feedback that is supported by data to improve service delivery	I receive informal feedback that is not based on data, to improve service delivery	I receive feedback supported by data at a yearly review or when issues occur	I receive feedback supported by data on a continuous basis
Do you receive adequate training and feedback regarding your use of data?				
UNSURE	NO CAPACITY	MINIMAL	MODERATE	OPTIMAL
I do not know/ Unsure	I have not received adequate training regarding how to use data	I received training but I do not receive feedback regarding my use of data	I received training and/or feedback regarding my use of data, but would benefit from more training and feedback	I received training and feedback regarding my use of data and I feel comfortable interacting with data

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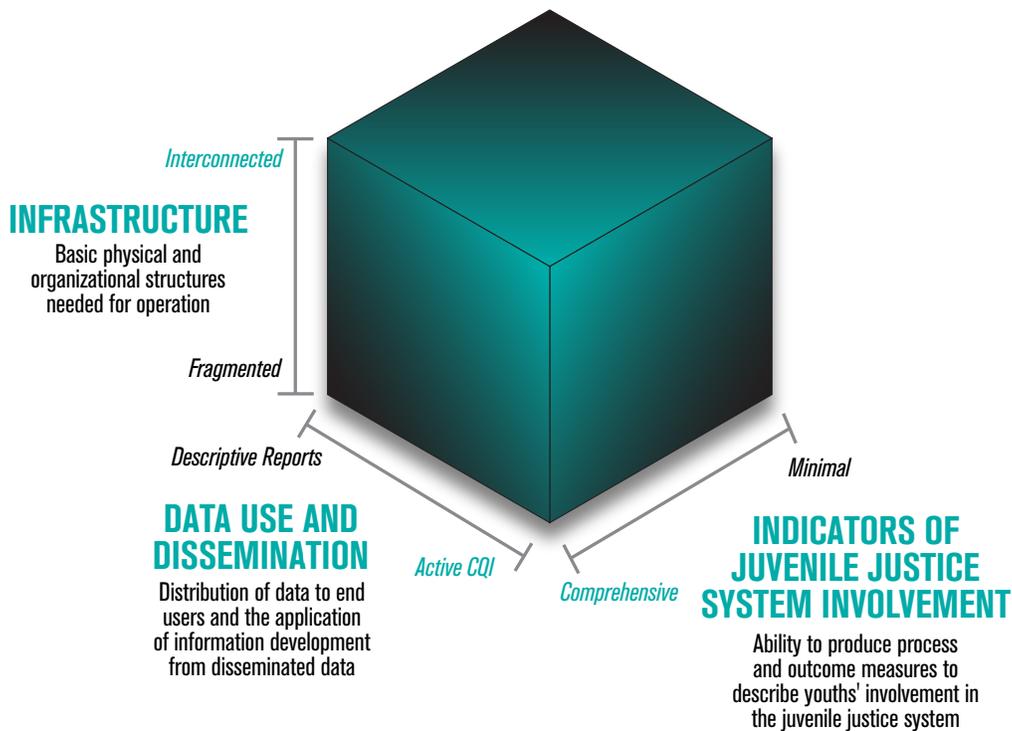


Juvenile Justice Model Data Project

3D DATA CAPACITY ASSESSMENT

03

INDICATORS OF JUVENILE JUSTICE SYSTEM INVOLVEMENT



The Juvenile Justice Model Data Project 3D Data Capacity Assessment is a tool for juvenile justice practitioners to strategically examine the data capacity of their juvenile justice system and reflect on their own use of data to inform decisions and drive improvements. The assessment indicates areas where system-wide, agency-level, and staff-level improvements can be made, and the responses listed inform improvement plans. The assessment has three sections: **Infrastructure**, **Data Use and Dissemination**, and **Indicators of Juvenile Justice System Involvement**.

This section, Indicators of Juvenile Justice System Involvement, is intended to help juvenile justice practitioners understand the extent to which their agency and juvenile justice system have the data elements available to them to generate the model measures of juvenile justice recommended by the Juvenile Justice Model Data Project.

INDICATORS OF JUVENILE JUSTICE SYSTEM INVOLVEMENT

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) “envisions a nation where our children are free from crime and violence. If they come into contact with the justice system, the contact should be both just and beneficial to them.” It is incumbent on juvenile justice systems to effectively monitor whether or not policies and practices lead to fair and beneficial treatment of youth who come in contact with the system by collecting data and using those data to inform decisions.

It is beneficial to think about system involvement in three inter-related ways:

1. **Counting** – The number of youth involved at various points of the system as well as the number of key system processing events including arrests, admissions to detention, juvenile referrals to court, and dispositions
2. **Responses** – Describing the timeliness and equity with which the system responds to youth behavior
3. **Results** – Identifying the ways in which youth change both while involved with the system and after their involvement

The following 26 questions allow juvenile justice system practitioners to determine the extent to which they have access to the data elements required to apply recommended model measures of juvenile justice system involvement. Items represent two levels (System and Agency), and each item is scored along a four-point scale (No Capacity, Minimal, Moderate, and Optimal). The scale itself illustrates recommended practice. For example the following instances, taken from the assessment, highlight “optimal” practice at the system and agency level:

- **System: Systemwide Mission Statement** – There is a documented measurable mission statement, and it is measured regularly.
- **Agency: Risk/Needs Assessment Data** – There is a policy to use a specific risk/needs assessment, and data are captured in data system and able to be analyzed.

Optimal practice and the approaches used to get there may look different depending on a jurisdiction’s structure, policies, and resources; however, the responses provided are intended to illustrate one example of how a jurisdiction can improve data capacity. In practice, this means that juvenile justice administrators and/or agency leadership, have rated *Agency: Does your agency consistently use a standardized risk/needs assessment?* as “No Capacity” will be able to implement optimal practice by formalizing the use of standardized risk/needs assessment and modifying the data system to store assessment scores.

1. creating a list of assessments currently in use across all agencies, as well as throughout the state;
2. working as a multi-stakeholder group to determine where gaps, differences, and/or similarities in use of a risk/need assessment;
3. determining if there is a possibility to make a statewide change in practice regarding the implementation of a single standardized assessment; and
4. following with policy or legislative changes that are needed to achieve a uniform statewide process.

INSTRUCTIONS

The 3D Data Capacity Assessment is most effective when a group of individuals from different juvenile justice-related agencies and different departments within each agency who have diverse perspectives and roles completes it. Juvenile justice-related agencies may vary across jurisdictions, but usually include the juvenile court; probation, detention, corrections and parole agencies; legal representatives; law enforcement; and community service providers. We recommend convening a group to complete the assessment together or to complete the assessment individually and then meet to compare and discuss responses. Some items on the assessment may not be relevant to all juvenile justice-related agencies; however, it can still be beneficial for everyone to hear and learn from their partners.

Please carefully review each item. Respond to each item taking into account current activities and procedures of the system, agency, and practitioners.

SYSTEM QUESTIONS				
Does your state's juvenile justice system stakeholder group have a measurable mission statement?				
UNSURE	NO CAPACITY	MINIMAL	MODERATE	OPTIMAL
I do not know/ Unsure	No mission statement exists	There is a mission statement, but no way of measuring it	There is a documented measurable mission statement, but it is not currently being measured	There is a documented measurable mission statement, and it is measured regularly
Can your state's juvenile justice system access data to determine how many youth are arrested each year in your jurisdiction?				
UNSURE	NO CAPACITY	MINIMAL	MODERATE	OPTIMAL
I do not know/ Unsure	No, I cannot access that information	Yes, but there are some subsets of arrests that are not accounted for in the number	Yes, we have to request this information from another agency	Yes, we have immediate or routine access to this information
Can your state's juvenile justice system access data to determine how many youth or cases are referred to court each year?				
UNSURE	NO CAPACITY	MINIMAL	MODERATE	OPTIMAL
I do not know/ Unsure	No, I cannot access that information	Yes, but there are some petitions that are not accounted for in the number	Yes, we have to request this information from another agency	Yes, we have immediate or routine access to this information
Can your state's juvenile justice system access data to determine how many youth or cases are petitioned to juvenile court each year?				
UNSURE	NO CAPACITY	MINIMAL	MODERATE	OPTIMAL
I do not know/ Unsure	No, I cannot access that information	Yes, but there are some referrals that are not accounted for in the number	Yes, we have to request this information from another agency	Yes, we have immediate or routine access to this information

Can your state's juvenile justice system access data to determine how many youth or cases are adjudicated each year?				
UNSURE	NO CAPACITY	MINIMAL	MODERATE	OPTIMAL
I do not know/ Unsure	No, I cannot access that information	Yes, but there are some adjudications that are not accounted for in the number	Yes, we have to request this information from another agency	Yes, we have immediate or routine access to this information
Can your state's juvenile justice system access data to determine how many youth are admitted to detention each year both pre-disposition and post-disposition?				
UNSURE	NO CAPACITY	MINIMAL	MODERATE	OPTIMAL
I do not know/ Unsure	No, I cannot access that information	Yes, but there are some detentions that are not accounted for in the number	Yes, we have to request this information from another agency	Yes, we have immediate or routine access to this information
Can your state's juvenile justice system access data to determine how many youth are under community supervision each year?				
UNSURE	NO CAPACITY	MINIMAL	MODERATE	OPTIMAL
I do not know/ Unsure	No, I cannot access that information	Yes, but there is not enough detail to describe the type or level of supervision	Yes, we have to request this information from another agency	Yes, we have immediate or routine access to this information
Can your state's juvenile justice system access data to determine how many youth are admitted to an out-of-home placement each year?				
UNSURE	NO CAPACITY	MINIMAL	MODERATE	OPTIMAL
I do not know/ Unsure	No, I cannot access that information	Yes, but there are some placements that are not accounted for in the number	Yes, we have to request this information from another agency	Yes, we have immediate or routine access to this information
Are there efforts to understand the financial cost of system involvement?				
UNSURE	NO CAPACITY	MINIMAL	MODERATE	OPTIMAL
I do not know/ Unsure	No, we have not engaged in efforts to understand the financial costs of the system	Yes, we have an understanding of the budget for each sector of the juvenile justice system	Yes, we understand the marginal costs related to residential placements and supervision	Yes, we conduct cost analyses and/or have been involved with cost-benefit evaluations

AGENCY QUESTIONS

To what extent is your agency able to report on these key demographic characteristics?

- **Age**
- **Sex**
- **Race/Ethnicity**
- **Residence**
- **Prior involvement in justice system**
- **Involvement with other systems**
- **Current living situation**
- **Academic performance**
- **Employment status**

UNSURE	NO CAPACITY	MINIMAL	MODERATE	OPTIMAL
I do not know/ Unsure	We do not collect the data elements necessary to report measures based on demographics	We report measures by age, gender, and race/ethnicity	We regularly report measures by at least five of the characteristics listed	We regularly report measures by all characteristics listed

Do all data systems used by your agency share a common method for coding race and ethnicity categories?

UNSURE	NO CAPACITY	MINIMAL	MODERATE	OPTIMAL
I do not know/ Unsure	No, all systems use different terminology for race and ethnicity coding	No, but we have agreed on one coding structure that is preferred	Yes, we have agreed to use the same terminology, but there is no specific strategy that is outlined in a document accessible to everyone	Yes, we have a standardized coding strategy that is outlined in a document accessible to everyone

How consistent is the coding of offense types in similar agencies in your state?

UNSURE	NO CAPACITY	MINIMAL	MODERATE	OPTIMAL
I do not know/ Unsure	Every jurisdiction or agency has its own method of coding offense types	There is no statewide crosswalk, but our agency has a structure for rolling statutes or offense detail up into general offense types	A statewide crosswalk exists that matches statutes to offense codes, but it is outdated or cumbersome to implement	All agencies apply a statewide offense crosswalk where statutes are matched to offense codes and offense detail can be rolled up to general offense types

Does your agency collect information on source of court referral (i.e., the manner in which a youth entered the juvenile justice system) such as law enforcement, school or public agency, etc.?

UNSURE	NO CAPACITY	MINIMAL	MODERATE	OPTIMAL
I do not know/ Unsure	We do not collect this information	We have access to this information in paper files, but it is not in our primary data system	We have access to source of referral in our primary data system, but there is either not enough detail or too much detail for the information to be useful	We have access to source of referral in our primary data system and have a method for rolling multiple detailed categories into broader categories for reporting purposes

Does your agency collect information on legal representation?

UNSURE	NO CAPACITY	MINIMAL	MODERATE	OPTIMAL
I do not know/ Unsure	Our agency does not collect this information	Information on whether or not youth have representation is contained in paper files and not stored electronically	Information on whether or not youth have representation is collected and stored electronically and we can report this information, but it either lacks detail on type of representation OR the information isn't specific to type of hearing	We regularly report on the number of youth represented by type (retained, appointed, public defender) and those unrepresented (waived), and which hearings the youth was represented

Does your agency collect information on youth diverted from further juvenile justice system involvement?

UNSURE	NO CAPACITY	MINIMAL	MODERATE	OPTIMAL
I do not know/ Unsure	We do not collect this information	We can calculate or determine the number of youth diverted for at least one possible point of diversion	We regularly report on the number of youth diverted, but do not collect information on whether or not diversions are completed (if applicable)	We regularly report on not only how many youth are diverted, but also whether they completed their diversion (if applicable), and if they returned to court within a specified period of time

Does your agency's data system track start and end dates for programming?				
UNSURE	NO CAPACITY	MINIMAL	MODERATE	OPTIMAL
I do not know/ Unsure	No, we may track some dates related to events, like hearings or home visits, but not start and end dates	Yes, we have start and/or end dates for their involvement with our agency	Yes, we have start and end dates for their involvement with our agency as well as for supervision levels	Yes, we have start and end dates for their involvement with our agency, supervision levels, and specific interventions
Does your agency consistently use a standardized risk/needs assessment?				
UNSURE	NO CAPACITY	MINIMAL	MODERATE	OPTIMAL
I do not know/ Unsure	No, there is no use of a standardized risk/needs assessment	No, there is not a risk/needs assessment specified by policy, but there are some are used in practice	Yes, there is a policy to use a specific risk/needs assessment, but data are not contained in our data system	Yes, there is a policy to use a specific risk/needs assessment; data are contained in our data system and able to be analyzed
Does your agency consistently use behavioral health screenings?				
UNSURE	NO CAPACITY	MINIMAL	MODERATE	OPTIMAL
I do not know/ Unsure	No, there is no consistent use of behavioral health screenings	No, there is not a behavioral health screening specified by policy, but there are some used in practice	Yes, there is a policy to use specific behavioral health screenings, but data are not contained in our data system	Yes, there is a policy to use specific behavioral health screenings and data are in the database when youth are flagged for further assessment
Does your agency systematically collect information on a youth's family's presenting issues?				
UNSURE	NO CAPACITY	MINIMAL	MODERATE	OPTIMAL
I do not know/ Unsure	No, the information may be captured in case notes, but it is not systemic	Yes, family presenting issues are identified, but the information is stored in paper files	Yes, strengths and protective factors are systematically assessed and the information is entered into a database, and is used primarily for individual case planning	Yes, family presenting issues are systematically assessed and the information is entered into a database and used for both individual case planning and aggregate reporting

Does your agency systematically collect information on a youth's strengths and protective factors?				
UNSURE	NO CAPACITY	MINIMAL	MODERATE	OPTIMAL
I do not know/ Unsure	No, the information may be captured in case notes, but it is not systemic	Yes, strengths and protective factors are assessed, but the information is stored in paper files	Yes, strengths and protective factors are systematically assessed and the information is entered into a database, and is used primarily for individual case planning	Yes, strengths and protective factors are systematically assessed and the information is entered into a database and used for both individual case planning and aggregate reporting
Does your agency systematically collect information on incentives provided to youth for compliance or progress?				
UNSURE	NO CAPACITY	MINIMAL	MODERATE	OPTIMAL
I do not know/ Unsure	No, the information may be captured in case notes, but it is not systemic	Yes, but the information is stored in paper files	Yes, we document these events in the database, but not in a way that is easily aggregated	Yes, incentives are systematically documented in a database and reports on their use are reviewed regularly
Does your agency systematically collect information on the use of detention, isolation, and/or restraints as sanctions?				
UNSURE	NO CAPACITY	MINIMAL	MODERATE	OPTIMAL
I do not know/ Unsure	No, the information may be captured in case notes, but it is not systemic	Yes, some of this information is collected but it is stored in paper files	Yes, we document these events in the database, but not in a way that is easily aggregated	Yes, information on the use of detention, isolation, and/or restraints as sanctions is systematically documented in a database and reports on their use are reviewed regularly
Does your agency collect information on the reason why a case was closed?				
UNSURE	NO CAPACITY	MINIMAL	MODERATE	OPTIMAL
I do not know/ Unsure	We do not collect this information	The information may be captured in case notes or an open text field in the primary data system, but it is not able to be analyzed	This information is collected and has specific codes in our data system; however, we do not use it for aggregate reporting	We regularly report on the number of case closures by reason and have benchmarks associated with the measure

Has your agency documented measurable short-term outcomes (i.e., events or changes expected prior to case closure)? For example, completion of community service hours, restitution collected, or treatment completion.				
UNSURE	NO CAPACITY	MINIMAL	MODERATE	OPTIMAL
I do not know/ Unsure	We have not documented short-term outcomes	We have documented short-term outcomes, but do not or cannot currently measure them	We have documented measurable short-term outcomes and can measure them, but have not determined benchmarks or a plan for how the information will be used	We have documented measurable short-term outcomes, set benchmarks, and report regularly on short-term outcome measures
Has your agency documented measurable long-term outcomes (i.e., events or changes expected a specified time after case closure)? For example, recidivism, progression in education, or obtaining employment.				
UNSURE	NO CAPACITY	MINIMAL	MODERATE	OPTIMAL
I do not know/ Unsure	We have not documented long-term outcomes	We have documented long-term outcomes, but do not or cannot currently measure them	We have documented measurable long-term outcomes and can measure them, but have not determined benchmarks or a plan for how the information will be used	We have documented measurable long-term outcomes, set benchmarks, and report regularly on long-term outcome measures
Does your agency collect information on victim services?				
UNSURE	NO CAPACITY	MINIMAL	MODERATE	OPTIMAL
I do not know/ Unsure	We do not collect this information	We have access to information on what services victims received on paper, but is it not in our primary data system	We have access to what services victims were offered in our primary data system, but do not know if the services were completed	We have access to what services victims were offered in our primary data system and whether services were completed as well as other outputs

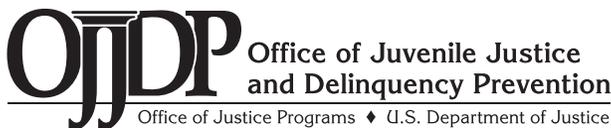
THE JUVENILE JUSTICE MODEL DATA PROJECT

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) invested in improving juvenile justice data and increasing its consistency across states and localities through the Juvenile Justice Model Data Project (MDP). The MDP developed model measures and analyses to monitor trends and assess the efficiency and effectiveness of juvenile justice systems and provided guidance to the field on the data elements and coding categories required to calculate the model measures. Organizations representing all sectors of juvenile justice—from law enforcement through the court process and juvenile corrections—contributed to the measures. This assessment is one of the products from the MDP. Please see <https://www.ojjdp.gov/research/juvenile-justice-model-data-project.html> for more information.

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5 Ways State Juvenile Correctional Administrators Can Use Data

The field of juvenile corrections has experienced numerous improvements over the past few decades. Much has changed as the field has embraced evidence-based practices and focused on the delivery of treatment and other services to improve youth and system outcomes. Juvenile correctional administrators rely on accurate and timely data to ensure facility practices and operations reflect evidence-based practices and are aligned with their rehabilitative missions. For example, knowing criminogenic risk levels and needs of youth can assist with individual treatment planning, while the same data in the aggregate can help plan the range of services available to youth. Knowing the proportion of youth who reoffend or return after release provides administrators with a measurable outcome to assess performance and make improvements. Here are five important ways that juvenile correctional administrators can use data:

01 Ensure safety of youth and staff

Juvenile correctional administrators are responsible for the safety and security of the youth and staff in their facilities. Safe facilities allow youth and staff to focus on achieving treatment and rehabilitation goals. Juvenile correctional administrators can collect and analyze data on assaults and injuries to monitor facility safety and the use of isolation and restraints to gauge the overall quality of life for those living and working in the facility. For example, knowing the duration and type of isolation events or the frequency and reason for use of restraints can help administrators understand the nature and extent of these practices and inform decisions regarding staffing levels, supervision practices, staff training needs, and programming options.

02 Demonstrate services are benefiting youth

Juvenile correctional facilities are designed to hold youth accountable while providing programming options to develop pro-social skills. Data on services completed by youth and demonstrable behavior changes can help administrators determine if services are benefitting youth. For example, analyzing data on academic achievements of youth, such as progress in literacy and math, can provide administrators valuable information about the facility's educational services. Similarly, knowing the proportion of youth who participate in and complete treatment, as well as those who demonstrate acquired skills and behaviors can help determine whether treatment options are meeting the needs of the youth.

03 Ensure fair practices

Youth who believe that they are treated fairly by juvenile correctional facilities show a reduction in system involvement and antisocial activity (National Research Council, 2013). Therefore, correctional administrators have a keen interest in ensuring facility practices are fair and that rules are applied equally to all youth. Data can support these efforts. For example, surveys administered to youth and families can provide insight into their experiences and perceptions of fairness. Looking at the frequency of disciplinary actions or incentives given for good behavior by youth characteristics (e.g. race) can provide administrators more information on how often and consistently these practices are used and serve as a means to monitor, evaluate, and influence positive facility culture change.

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Juvenile justice has become data-driven. We use historical placement and length of custody data along with offense and risk-level data to create profiles of the juveniles we see in custody and what worked best in the past. We apply that information for service planning with commitments. Placement and length of custody are determined from recidivism data while still allowing for professional discretion from our knowledgeable clinical supervisors. Additionally, we've noticed an increase in juveniles with trauma and using that data we've created the Trauma Informed Care Initiative to teach staff how to work with juveniles that have experienced trauma. We use data to make informed decisions to give the juveniles the best opportunities to become productive citizens.



SHARON HARRIGFELD
DIRECTOR, IDAHO DEPARTMENT OF JUVENILE CORRECTIONS

As research continues to inform the field, correctional administrators make improvements to policy and protocols to align with best practices, incorporate the developmental approach and improve experiences and outcomes for youth in their care. It is important to know if these changes are implemented as designed and accomplishing their intended outcomes. For example, if a facility implements a behavioral health screening tool at intake, administrators should know what proportion of staff have been trained in its administration, what proportion of youth are screened in accordance with policy, and the proportion of youth referred for further assessment who were assessed within the specified timeframe. This type of information helps administrators monitor the implementation of improvements and understand their effects.

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At the Massachusetts Department of Youth Services we use data to guide our operations. We measure activities and outcomes at the youth, program and system levels. This approach allows us to make informed decisions about the programs that we prioritize for funding and support. We use data to measure positive outcomes including education and employment attainment by youth. We also use data to monitor safety indicators including our use of restraint and room confinement. On a regular basis we are able to see where we are making progress and where we may need to provide strategic support to a residential program that may be struggling. We regularly share data with our management team and throughout our workforce to keep people on board with the fact that we are accountable to produce positive youth outcomes and operate safe programs.



PETER FORBES

COMMISSIONER,
MASSACHUSETTS DEPARTMENT OF YOUTH SERVICES



Juvenile correctional facilities are asked to accomplish many goals, often with limited budgets and resources. Therefore, it is important that facilities operate efficiently. Administrators should understand the financial costs of operating a facility, including the cost per day of placement and costs associated with research and planning. They should consider the cost of programming, including expenses for training, quality assurance, materials, and staff. This helps support data-informed decisions about how to allocate resources and connect youth with services that successfully meet their needs. Facilities that contract for services should require data that demonstrate program accountability, including the number of youth actively participating, the duration (hours) of programming, the number of youth demonstrating new skills, and those successfully completing programming. Successful competition should be specifically defined for each program and may include expectations for number of sessions attended and level of engagement (participation) in planned activities.

PROJECT DESCRIPTION

The OJJDP Juvenile Justice Model Data Project aims to enhance the quality and consistency of juvenile justice information and to increase its appropriate use in policy and practice decisions by providing guidance to states and jurisdictions on data improvements. The Model Data Project is a collaboration between the Office of Juvenile Justice and Delinquency Prevention, the National Council of Juvenile and Family Court Judges, the National Center for Juvenile Justice, the International Association of Chiefs of Police (IACP), the American Probation and Parole Association (APPA), the Council of Juvenile Correctional Administrators (CJCA), the Performance-based Standards Learning Institute (PbS), and researchers from the Florida Department of Juvenile Justice (FLDJJ).

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5 Ways Juvenile Court Judges Can Use Data

Judges use information every day to inform decisions about individuals or cases, but not all judges apply that same information to making decisions about the practices in their courtroom or jurisdiction. For example, judges use information about an individual youth's educational status to determine appropriate services for that youth, but may not compile education data for all court-involved youth and look for patterns. This information helps to direct resources and system improvement efforts and to set baselines for evaluating policy or practice changes. Data collected in courtrooms every day can be aggregated and viewed differently to paint a picture of what is happening in that court and community. Here are five important ways that judges can use data:

01

Align decisions with evidence-based practices

Judges want to support the best interests of youth who come before the court, but how can they be sure that their court's procedures align with what research says works? Data can describe a court's overall functioning, replacing anecdotes with objective answers. For example, research has shown that courts achieve better outcomes when they divert low-risk, first-time offenders. Looking at the number of youth eligible for diversion by age, offense, and diversion decision helps judges see how many and which type of youth are eligible for and receive diversion as well as which type of youth are eligible but are not being diverted. This information allows judges to objectively assess whether their routine decision making aligns with evidence-based practices.

02

Support positive outcomes for kids

The juvenile court exists not only to hold youth accountable, but also to support them to grow into productive, law-abiding adults. It's impossible to know whether policies and practices are resulting in positive outcomes for justice-involved youth without collecting and analyzing data. Data collected from assessments and interviews with the youth and family can inform court decisions and data shared by partnering agencies, like schools and community providers, can help judges understand how youth change as a result of interventions and see if the court is achieving its goals. Understanding which youth succeed in which programs can help judges match youth with the response that is likely to produce the best outcomes.

03

Identify opportunities for improvement

Looking at the same measures over time can point to processes that could be improved, identify potential solutions, and set baselines. Data empowers court staff and stakeholders to suggest opportunities for new policies or practices that may be more efficient, lead to better outcomes, or ensure fairness. Anecdotal evidence might start the conversation, but objective data helps to direct efforts in the most impactful and efficient way. By using data to identify opportunities for improvement, judges can be sure that their often limited resources are leveraged wisely.

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“In many cases, I use data to educate the community to better understand what issues and challenges we see every day in my courtroom. I can describe my court's processes with data. I can explain in depth the children who come through my courtroom, what their demographics are, what offenses they committed, the challenges they are facing, the variety of services they require, and the complexities of decisions I make. This information is critical to have as I describe the intricacies of juvenile justice needs not only in my court but throughout Ohio. Finally, data collection is critical as our court applies for national, state and local funding to meet the needs of the children and families that we all serve.”



**THE HONORABLE
ANTHONY CAPIZZI**

NCJFCJ PRESIDENT
MONTGOMERY COUNTY JUVENILE COURT, OHIO

04

Measure improvement efforts

The last two decades have seen numerous juvenile justice system improvements in jurisdictions across the country. Judges should know whether changes in courtroom practice are being implemented as designed and if they are having the intended impacts. For example, a jurisdiction that recently started using a validated risk assessment tool can regularly monitor the proportion of staff trained in administering the assessment, the proportion of youth assessed in a timely manner, and the degree to which the results were incorporated into case management decisions. After ensuring proper implementation, youth outcomes can be differentiated across risk levels or types of needs. Objectively monitoring practice changes not only assures they are implemented as intended, but clearly demonstrates related court activity to stakeholders, including funders, policymakers, and the public.

05

Tell the story of juvenile justice

Not only can the data collected and used by courts tell the story of juvenile justice locally, but it can also contribute to the broader story of juvenile justice at the state and national levels. State and federal agencies make important funding decisions that support practice, policy, and research. The more resources courts invest in research and planning locally, the better able they will be to contribute high quality data to state and national data collections and the broader picture of juvenile justice. Sometimes judges hesitate to trust their court's data because they are not satisfied with its quality and afraid that inaccurate data will paint a false picture of their jurisdiction. One way to improve the quality of data is to analyze, use, and discuss it. The more data are used, the better their quality will become.



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Most judges don't want to hear that they aren't doing something very well. Our position is that if we know there is an issue, we can address it and create better outcomes. After examining our initial data, it was clear that our jurisdiction had historically had a high detention rate. Once we knew this was an issue, we actively learned how to balance the youth's need to remain in the community against public safety. By using a structured detention assessment instrument, we became consistent in our detention decisions. This led to a significant decrease in detention and commitment rates. Our jurisdiction is now seen as a model within our state for maintaining some of the lowest detention and commitment rates without negatively impacting public safety.”



THE HONORABLE SHERI C. ROBERTS

CHIEF JUDGE, ALCOVY JUDICIAL CIRCUIT COURT
NEWTON & WALTON COUNTIES, GEORGIA

PROJECT DESCRIPTION

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5 Ways Juvenile Probation Administrators Can Use Data

Juvenile probation agencies use data every day to help them to develop case plans for holding youth accountable, protecting the community and promoting positive outcomes. The same information used to make decisions about individual youth can be aggregated to help juvenile probation administrators improve practices and monitor system improvements. Collecting, analyzing, and reporting on key performance measures helps juvenile probation agencies be accountable to those they serve including youth and families, the community, and their partners in the justice system. It can also help administrators ensure their practices are efficient and effective. Here are five important ways that juvenile probation administrators can use data:

01 Support positive outcomes for youth

One of the primary purposes of juvenile probation is to support youth to become productive, law-abiding citizens. Often, this is measured by subsequent offending (recidivism); however, opportunities exist to measure positive changes that youth may experience while under supervision, such as progress in education, obtaining employment skills, or decreasing criminogenic risk. Collecting output and outcome information about programming delivered both by probation staff and community programs can help probation administrators monitor whether the programming is resulting in positive youth outcomes.

02 Ensure youth on probation are treated fairly

Fairness is an enduring issue in the juvenile justice system, and juvenile justice professionals are not only concerned with fairness pertaining to youth entering the system, but also with the equity of how youth are treated within the system. Juvenile probation agencies can use data related to responses to technical violations and other conduct issues to ensure that similar situations are handled similarly, without bias related to race and ethnicity, sexual orientation or gender identity, religion, or social class. Reviewing data related to responding to negative behavior can illustrate whether a specific type of youth is receiving harsher responses than other youth who exhibit similar behavior.

03 Implement evidence-based practices

Research supports that matching youth to services that respond to their risk level and individualized needs leads to improved outcomes (Andrews & Bonta, 2010; Vieira, Skilling, & Peterson-Badali, 2009). This benefit cannot be attained without collecting data to assess a youth's risk to reoffend and individual needs and maintaining a continuum of effective services that address specific risks and needs. In the aggregate, data collected from risk/need assessments can help agencies understand the risk and need profile for all youth under supervision. This big picture helps the agency ensure that they have the necessary array of services, informs validation of risk/need assessment tools, and will later assist in interpreting long term outcomes, such as subsequent offending.

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For Bannock County Juvenile Justice, collecting data is about being accountable. It is not just about what we do, but how well we do it. Data helps us demonstrate to elected officials that we are effectively using the taxpayer dollars we receive. Data helps the Court determine whether or not we can be trusted to deliver on the expectations of the Court's order. Data is about being transparent with the community members regarding the degree to which our system promotes positive youth outcomes and community safety. Data increases hope in youth and parents that the juvenile justice system can help them. Finally, data also helps our staff have confidence in the evidence-based practices and protocols we implement, and to experience greater job satisfaction.



MATT OLSEN

PROBATION DIRECTOR BANNOCK COUNTY, IDAHO

04

Increase collaboration with other agencies

Youth on probation are also involved in many other agencies, some juvenile justice-related and some not. They are court-involved and attend school, and their families may be involved with the child welfare agency, the criminal court, or the mental health system. To understand the full picture of a state's juvenile justice system, a probation agency should have data sharing relationships with related agencies such as law enforcement, juvenile corrections, juvenile and criminal court, and community-based service providers. The exchange of information may initially be sharing aggregate counts of the number and type of youth involved in probation with other juvenile justice-related agencies to describe the work of probation and build trust across agencies. Later, it may expand to sharing individual-level data through individual requests, data extracts, or shared databases that can not only inform case planning, but also help with assessing system performance.

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In the juvenile justice system, data is a vital component in determining the effectiveness of programming provided to children and families. The Davidson County Juvenile Court (DCJC) is quickly becoming a data informed court focusing on data to enhance the daily practices of probation officers to strengthen intervention strategies offered to children and families in meeting their goals. At DCJC, data is being examined within specific geographical areas to ensure probation support services are responsive to the needs and demands in their respective areas. As juvenile justice has become more data driven, we seek to go beyond that and add a human element to the discussion of data usage. In the words of John Wilder Tukey, an American mathematician, 'The greatest value of a picture is when it forces us to notice what we never expected to see.' It is my hope within DCJC that data becomes an empowering instrument that allows us to produce the best possible outcomes for all children and families served.



RAYMOND JENKINS

CHIEF PROBATION OFFICER DAVIDSON COUNTY, TENNESSEE

PROJECT DESCRIPTION

The OJJDP Juvenile Justice Model Data Project aims to enhance the quality and consistency of juvenile justice information and to increase its appropriate use in policy and practice decisions by providing guidance to states and jurisdictions on data improvements. The Model Data Project is a collaboration between the Office of Juvenile Justice and Delinquency Prevention, the National Council of Juvenile and Family Court Judges, the National Center for Juvenile Justice, the International Association of Chiefs of Police (IACP), the American Probation and Parole Association (APPA), the Council of Juvenile Correctional Administrators (CJCA), the Performance-based Standards Learning Institute (PbS), and researchers from the Florida Department of Juvenile Justice (FLDJJ).



05

Demonstrate accountability to the community

Juvenile probation is partly responsible for upholding community safety, and as taxpayers, community members have a right to understand the work of juvenile probation and the extent to which they are achieving expected outcomes. Juvenile probation agencies use data to demonstrate accountability to the community in various ways, including answering media inquiries, developing agency performance metrics and regularly publishing annual reports. An annual report that includes a description of the vision of the juvenile probation agency and statistics to support the vision demonstrates transparency to both staff and stakeholders. It helps to describe the purpose of juvenile probation to the community, the number and types of youth who are under supervision, and how their cases moved through the system. An annual report is also a beneficial to gaining staff and community buy-in by highlighting progress made by the agency toward improving services.

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SUGGESTED CITATION

Johnson, T. & Deal, T. (2018). *5 Ways Juvenile Probation Administrators Can Use Data*. Lexington, KY: American Probation and Parole Association.

REFERENCES

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5 Ways Law Enforcement Agencies Can Use Data on Juveniles

Law enforcement agencies are a valuable, and often overlooked, partner in the juvenile justice system. Law enforcement officers have an important job in keeping the public safe, which involves exercising discretion in how they deal with youth alleged to have committed a crime. Law enforcement officers weigh factors such as community safety, offense seriousness, and a prior offense record to decide whether to arrest or if diversion is suitable. Data summarizing crimes that come to the attention of law enforcement and law enforcement responses to criminal behavior can help plan operations, monitor performance of our justice system, and provide a starting place for understanding the front door of the juvenile justice process. Here are five important ways that law enforcement agencies can use data on juveniles.

01 Understand juvenile crime in the community

Law enforcement officers collect data on specific crimes in the community for investigative and prosecution purposes by the very nature of their job; however, law enforcement agencies are increasingly embracing a data-informed approach in their overall crime-reduction strategy (Bahney, et al., 2014). There is a movement to become more rigorous about using data to identify crime trends and neighborhood hot-spots (Roberts & Lissey, 2013). Advances in automation have supported law enforcement's ability to understand crime in their communities by demographics such as age and offense (Roberts, 2013). Understanding patterns of juvenile crime in a community can support the law enforcement agency's strategic plan and tactics and also help community partners develop and support targeted prevention strategies.

02 Improve information sharing

Collaboration between law enforcement and juvenile justice agencies is critical to successfully address the risk level and criminogenic needs of justice-involved youth. Information sharing is one of the primary ways that law enforcement contributes to public safety and efficient use of community resources (OJJDP & IACP, 2008). Formal information sharing agreements that allow for a two-way exchange of information between law enforcement and the juvenile justice system support both the primary responsibilities of law enforcement and the mission of juvenile justice. Juvenile justice agencies can share information with law enforcement to inform charging decisions and investigations while law enforcement can provide information that assists juvenile justice system case planning (OJJDP & IACP, 2008).

03 Manage deployment of scarce resources

Law enforcement officers want to respond to youth law violating behavior in a timely and efficient manner, and data is integral to informing responses. In recent years, some communities have developed structured decision making tools to inform officer discretion when addressing a juvenile's behavior. The officer enters data, such as offense and prior arrests, and the tool provides guidance on the most appropriate response. Some jurisdictions have developed assessment centers where law enforcement can take juveniles alleged to have committed an offense to be assessed by juvenile justice professionals. The data collected through those assessments helps the juvenile justice professional match the juvenile to the appropriate response or service. Such processes are examples of coordinated methods to address juvenile crime and strategically invest resources.

04

Identify risk factors for youth victimization

There is evidence that exposure to traumatizing experiences, like community and domestic violence, can have negative lifelong effects on a child. Police are often the first responders to family conflicts or intra-familial violence, and protecting youth from victimization is a fundamental obligation of law enforcement agencies (IACP, 2015). The federal government is investing in improving systems for law enforcement data collections and allowing for more details related to the elements of reported crime, victims, and social context of the crime (Roberts, 2013). Understanding this information and how it relates to youth as victims, offenders, and bystanders can assist law enforcement agencies in identifying training issues relevant to preventing and addressing juvenile victimization in their communities.

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The Scottsdale Police Department is a proponent for supporting safe communities through the use of data collection and analysis. We are rich in data and have highly skilled staff that provide information allowing us to make evidence-based decisions, enabling us to be responsible to our community. A year ago we implemented a pre-arrest and court record diversion program, Restorative Justice Intervention Program, as an alternative to arrest for first-time offenders who met the program criteria. Our intention is to reduce recidivism through this early intervention away from the juvenile justice system and offer a lasting positive impact to our young people. Data allow us to be intentional in how we intervene with youth based on trending patterns of juvenile offenses. As this program grows we plan to evaluate recidivism of those youth that participate in the program, using analysis to determine the impact this has had as they move into adulthood.”



HELEN GÁNDARA

ASSISTANT CHIEF, SCOTTSDALE POLICE DEPARTMENT

PROJECT DESCRIPTION

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05

Inform public opinion on crime and safety

When law enforcement agencies demonstrate transparency and accountability by making their data public, either in annual reports or online, it enhances relationships with the public (www.policedatainitiative.org). Seeing the volume and types of crime law enforcement handles in the community contributes to increasing community confidence in their police. Data on juvenile crime specifically can help community organizations identify and address emerging local needs. The impact of transparent law enforcement data is not limited to the local community. Data collected by local law enforcement agencies contributes to the nation's understanding of juvenile crime and helps policymakers evaluate the needs of their community and guide government policy and investments (Roberts & Lissy, 2013).

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The Metropolitan Nashville Police Department supports a specialized Youth Services Division (YSD) that works with communities to identify what works in preventing youth crime and diverting youth from the juvenile justice system. The YSD uses data to foster trust through transparency and by leading with principles that value diversity. The YSD contributes to addressing public safety and better outcomes for youth by regularly collaborating with a variety of community stakeholders and metro-government agencies to identify underserved populations, promote school engagement, support prevention and police-led diversion strategies and to use crime data to identify community needs.”



DHANA K. JONES

CAPTAIN, METROPOLITAN NASHVILLE POLICE DEPARTMENT

CONTACT

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SUGGESTED CITATION

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MDP PILOT-SITE ON-SITE ASSESSMENT PROTOCOL

Purposes: (1) To compare capabilities of Davidson County against the Tier 1 measures and (2) to test self-assessment questions for clarity and usefulness.

This protocol is not divided by role. The interviewer should use discretion in selecting questions appropriate for the interviewee. The questions that are most important are in bold.

INTRODUCTIONS

- 1) Verify exact spelling of name and job title
- 2) Email and/or phone number for follow-up
- 3) What kind or range of duties does a (job title) do in Davidson County?

DATA SYSTEM

- 4) **What is the primary data system you use? What is it called? What information does it hold?**
- 5) **Does it assign a unique identifier for each youth?**
- 6) How are kid, family and case id's structured and history retrieved?
- 7) How flexible is your data system?
 - a. Rely on vendor
 - b. Variables cannot be changed but categories for a variable
 - c. Variables, coding categories, and /or report can be changed in-house,
- 8) Is there documentation (like a codebook) for the data system?
- 9) What training did you receive on data entry? (Note if it is one time or ongoing)
- 10) Are there quality assurance procedures in place to ensure data is accurate and reliable?
- 11) Does the data system meet your needs? If not, what would improve it?

DATA COLLECTION

CASE PROCESSING AND YOUTH CHARACTERISTICS

- 12) **How are youth who are diverted (by law enforcement, at intake, or post-petition) tracked? For example, is data available on police interactions with youth that do not result in arrest?**
- 13) **Do you record reasons for outcomes of important case processing events – like diversion, adjudication, disposition, and case closing?**

- 14) **How are changes in the placement status/residence of a youth referred to court stored and updated? Do you know how many youth are in substitute care and where/by what type?**
- 15) **How are changes in status of a youth (detention or probation) stored and updated? For example, state commitment → reentry?**
- 16) **How are offenses coded in the system? Is there a crosswalk for rolling detail to offense labels? Is there a severity index? Is it county or statewide?**
- 17) **How is source of referral tracked? When? What options?**
- 18) **What do you know about youth transferred to adult court?**

YOUTH CHARACTERISTICS

- 19) **How do you collect information on race and ethnicity? Is it self-report or copied from existing information? If you collect it, did you receive training on how to collect the information?**
- 20) **Do you track any information on education status or employment status? For who? When? Is it overwritten or can historical data be maintained?**
- 21) **What other youth characteristics do you track now or plan on tracking? Gender identity or sexual orientation? Gang affiliation?**

SCREENING AND ASSESSMENT

- 22) **Does your agency use a standardized screening and assessment? Who does the assessment? At what point (detention, intake)? Where is the information entered? Can it be connected to other youth information? Does it include strengths and protective factors? Does it track historically for re-assessments?**
 - a. *Tennessee encourages the use of the CANS for MH screening at secure detention, juvenile court intake, probation, and corrections. AOC maintains an automated data system which can be accessed statewide*
 - b. *No requirement for local juv courts to implement risk/needs assessment, though various tools are in use across the state. DJJ policy requires the use of the YLS/CMI statewide.*
 - c. *Do you get reports or research that uses your risk assessment data? How is it transmitted to placement providers?*

SERVICE PROVIDERS

- 23) **What process data or long-term outcomes do you collect from service providers? How do you measure level of exposure (e.g., duration, hours, sessions that a youth has with a service or intervention)?**
- 24) **Does your agency collect satisfaction data from youth and their family on use of services and/or service delivery?**
- 25) **Does your agency work with service providers to assist in CQI in service delivery?**

- 26) Do you participate in Pbs?
- 27) Does your agency collect information on incentives and graduated responses?
- 28) How is information about referrals to providers transmitted? What information flows back to the juvenile court and how?
- 29) Can you get a profile of the services a youth has been referred to, accepted for and what the outcomes have been over time, including placement changes?
- 30) How is information concerning detention referrals managed and where does an admission record start?

LEGAL SUPPORT

- 31) Does your agency collect information on legal representation?
- 32) Does your agency collect information on victims and victim services?
- 33) Have you ever collected information on perceptions of fairness?
- 34) What happens in the courtroom with information? Are court orders computer generated? How are the details about court findings and minute entry dispositions stored?
- 35) Can you describe how information is stored about activity that occurs after an initial disposition?

RESEARCH CAPACITY

- 36) To what extent does your agency use data to inform decisions?
- 37) Does your agency have measureable short-term or long-term outcomes?
- 38) How would you describe the *research capacity* of your agency? [Assessment]
- 39) Does your agency have a plan for measuring and reporting recidivism?
- 40) Does your agency have an agreed upon and documented method for calculating costs of services?
- 41) Can you provide an example of a challenging research question or project you had to use your data systems to answer or advance?

INFORMATION SHARING

- 42) To what extent does your agency share data with other agencies?
- 43) Do you ever access adult court data? For what reasons? Extracts or case by case?
- 44) When making an individual case decision, do you have this type of information available to you? If so, can you please tell me if you collect it yourself or if it is given to you already prepared?
 - a. School Behavior
 - b. Police Report
 - c. Abuse/Neglect
 - d. Prior Delinquency or Status Information
 - e. Family History
 - f. Psychological Evaluation
 - g. Medical Evaluation

DISSEMINATING INFORMATION

- 45) How does your agency make information on performance available internally? What information?

46) How does your agency make information available publicly? What information?

DISCUSSION QUESTIONS

47) **Most meaningful reports?**

48) What barriers or challenges do you have with using data to inform decisions?

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- a. Idaho encourages the use of the MAYSI for MH screening at secure detention, but this is not required by statute.*
 - b. No requirement for local juv courts to implement risk/needs assessment, though various tools are in use across the state.*

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