

A FRAMEWORK FOR REDUCING CRIMINOGENIC NEEDS THROUGH EFFECTIVE PROGRAMMING

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The Bureau of Quality Improvement is in an enhanced position to promote accountability and continuous improvement in juvenile justice programs and services. The Bureau of Quality Improvement was formed for the purpose of ensuring a continuous program improvement feedback loop, as demonstrated in the image on the left.



The feedback process outlined is in keeping with a renewed vision toward quality improvement of services provided within Department programs, rather than compliance-oriented measures. This outcome-based focus will assist the Department with moving research-based and best practices to scale throughout all four program areas. The Bureau of Quality Improvement's system reinforces the mission of juvenile justice system improvement.

The essential challenge for the Department is to ensure that programs and policies meet the criteria for effectiveness as established by empirical research and that they continue to be developed in concert with new findings from the field. Successful programming requires the means of differentiating lower risk to re-offend from higher risk youth. Effective alternatives to residential commitment divert low - and moderate - risk to re-offend youth to the community, reserving residential commitment for moderate-high and high-risk to re-offend youth. An integrated and strategic model for Evidence-based Practice is necessary to adequately bridge the gap between current practice and research-supported practice (Bogue et al., 2004). Research has indicated that Evidence-based Practice in corrections should, at the very least:

- Develop staff knowledge, skills, and attitudes congruent with research-supported practice.
- Implement programming consistent with research recommendations.
- Monitor implementation of programming to identify fidelity issues.
- Routinely measure recidivism outcomes (Bogue et al., 2004).

As part of the Department's comprehensive strategy, research continues to be a primary tool for providing solutions within the four program areas: Prevention and Victim Services, Detention, Probation and Community Intervention, and Residential Services. The Florida Department of Juvenile Justice has developed a "portfolio" of evidence-based, promising, and best practices to implement in all four program areas. These interventions and practices reduce crime and recidivism rates and the costs to taxpayers in the form of criminal justice costs, criminal victimization, and future prison construction costs.

In keeping with the Evidence-based Practices Operational Plan the focus continues to remain on the following five main objectives supporting the widespread implementation of Evidence-based Practices:

- Demonstrate improved recidivism rates and increased public safety.
- Reduce staff turnover.
- Reduce the number of youth-on-youth, youth-on-staff, and staff-on-youth incidents.
- Address funding agencies' requirements for the use of Evidence-based Practices.
- Provide the right service, for the right youth, at the right time, in the right dosage.

The Florida Department of Juvenile Justice (DJJ) was chosen as one of four states selected to participate in the Juvenile Justice System Improvement Project (JJSIP), a national initiative to reform the juvenile justice system by translating "what works" into everyday practice and policy. Administered by Georgetown University's Center for Juvenile Justice Reform, the JJSIP provides a framework for implementing best practices throughout the entire juvenile justice system. JJSIP is composed of two tiers: the Comprehensive Strategy and the Standardized Program Evaluation Protocol (SPEP).

The Comprehensive Strategy stresses adequate resource allocation at each stage of a continuum from universal prevention through prevention, diversion, probation, residential placement, and re-entry. Youth are served in the least restrictive placement appropriate, reserving residential placement for the highest risk youth. Prevention services are made available to at-risk youth with intervention services and a system of graduated sanctions targeted for offending youth. A Dispositional Matrix has been developed and is currently being piloted in two Judicial Circuits. The Dispositional Matrix is a structured decision-making tool that will guide juvenile probation officers in their recommendations to the court.

The second essential component of the JJSIP is the implementation of the Standardized Program Evaluation Protocol (SPEP). The SPEP is an evaluation tool to identify shortcomings in juvenile programs or services, specifically delinquency intervention services. The SPEP evaluates how closely delinquency interventions, as provided, align with the most prominent criminological and psychological research in the field. Furthermore, the SPEP helps identify concrete recommendations for improvement in order to optimize intervention effectiveness and positive outcomes. The SPEP evaluates services in the following categories:

- Service Type (e.g., cognitive behavioral; group counseling)
- Service Quantity/Dosage (duration and intensity of contact hours)
- Service Quality (e.g., written protocols/manuals; training; fidelity monitoring; corrective action)
- Juvenile Characteristics (e.g., risk to re-offend level of youth served)

Principles of Effective Intervention

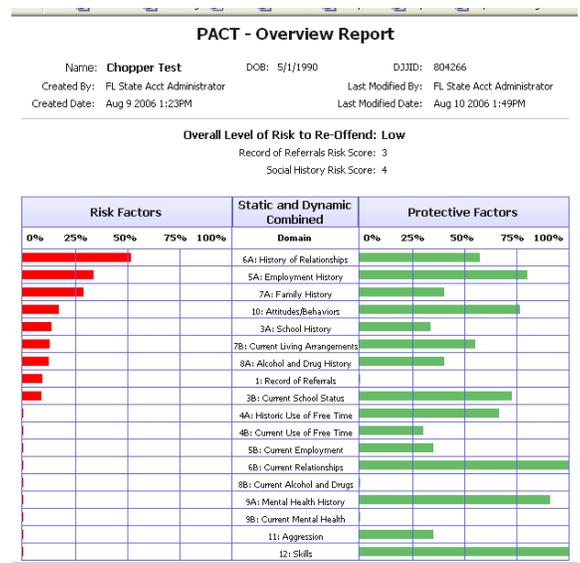
The Principles of Effective Intervention (Andrews & Bonta, 2003) guide the development and operation of the Department to bring research to practice. These principles were derived from the results of a statistical technique, meta-analysis, which allows the results of many individual studies to be integrated to gain a clear indication of the empirical evidence on an issue. Meta-analyses have been used both to identify individual risk factors associated with recidivism, as well as to determine the characteristics of the most effective delinquency intervention programs (Andrews & Bonta, 2003; Andrews et al., 1990; Lipsey, 1989, 1992, 2009; Lipsey et al., 2010). Research on offender rehabilitation and behavioral change has evolved to the point of providing guiding principles that enable corrections to make meaningful decisions with regard to what works to reduce juvenile recidivism and improve public safety (Bogue, et al., 2004; Burrell, 2000; Carey, 2002; Corbett et al., 1999; Currie, 1998; Elliot et al., 2001; Latessa et al., 2002; Lipsey, 2009; Lipsey et al., 2010; McGuire, 2002; Sherman et al., 1998; Taxman & Byrne, 2001). The Five Principles of Effective Intervention form a strategy for reducing juvenile crime and minimizing service needs related to reoffending behavior. The Department has implemented a statewide system of continual program improvement based on these principles.

Risk Principle: *Target offenders who are most at risk.* Intensity of services provided should be based upon the risk of the youth to re-offend, with the most intense services tailored to the highest risk youth (Andrews & Bonta, 2003; Harland, 1996, McGuire, 2002; Sherman et al., 1998). Criminological literature shows high intensity services delivered to low risk to re-offend youth are iatrogenic, meaning they have the unintended consequence of actually increasing recidivism. Targeting higher risk youth furthermore optimizes the use of scarce resources. Intervention services for higher risk youth should be provided at adequate dosages, as identified by research (Howell & Lipsey, 2012).

Need Principle: *Services provided should address a youth’s individualized dynamic risk factors, also known as their criminogenic needs.* These factors are dynamic, changeable needs that are associated with re-offending behavior. The strongest dynamic factors associated with offending are peer relationships, antisocial attitudes/values/beliefs, impulsivity/antisocial personality patterns, family factors, school/education/employment, and substance abuse (Andrews & Bonta, 2003; see also Gendreau, Andrews, Cogin & Chanteloupe, 1992).

Programs successful in reducing these criminogenic needs can expect corresponding reductions in recidivism (Andrews & Bonta, 2003; Gendreau et al., 1994; Elliot, 2001; Harland, 1996). Case and performance plans should be created which match interventions and services to individualized criminogenic needs to optimize effectiveness (Luong & Wormith, 2011).

Treatment Principle: *Employ evidence-based delinquency interventions that have been proven to*



reduce the likelihood of re-offending or at least two major risk factors of youth served. These services should incorporate cognitive behavioral theoretical foundations (e.g., reinforcement of pro-social behaviors) and be structured, and focused on developing skills such as problem solving, goal setting, and decision making (Gendreau & Goggin, 1995; Lipsey, 2009; Palmer, 1995; Steadman & Morris, 1995). Research has identified effective generic service types, as well as those that have no effect or a negative effect when used with juveniles (Lipsey, 2009; Lipsey et al., 2010).

Responsivity Principle: *Services provided should be tailored with respect to matching the teaching style to the learning style of the youth, varying treatment according to the relevant characteristics of youth.* Responsivity factors include characteristics such as gender, culture, developmental stages, IQ, motivation to change, mental disorders, history of physical or sexual abuse, and psychopathy (Gordon, 1970; Miller & Rollnick, 2002).

Fidelity Principle: *Monitor the implementation quality and fidelity of the intervention model to ensure programs are delivered the way in which they were designed and intended.* Adhering to fidelity will maximize program success and recidivism reduction (Howell & Lipsey, 2012; Lipsey, 1993, 2009; Lipsey et al., 2010; McGuire, 2002; Miller & Rollnick, 2002). Research has demonstrated that even interventions with the strongest empirical support will be ineffective when not implemented and delivered with fidelity.

Following these principles will ensure decision makers they are purchasing and providing what is needed to reduce juvenile crime and rehabilitate the juvenile offender population.

Risk/Needs Assessment

The first step in ensuring proper delivery of services is implementation of a validated risk/need assessment instrument. The Department has implemented actuarial risk/needs assessments across the continuum of services.

The Community Positive Achievement Change Tool (C-PACT) is a fourth generation assessment that examines both static and dynamic risk factors, as well as protective factors. Furthermore, the assessment results are incorporated into the case planning process. The C-PACT assessment allows for the classification of youth into four risk to re-offend categories (low, moderate, moderate-high, and high). The C-PACT prioritizes the criminogenic needs and protective factors of each youth to guide placement decisions, case management, and performance planning. The C-PACT assessment has been formally validated on multiple samples (Baglivio, 2007, 2009, 2013; Justice Research Center, 2011). The validation studies illustrate the ability of the C-PACT assessment to significantly predict recidivism of the juveniles served by the Department. The C-PACT was shown to be a valid assessment instrument across gender and race/ethnicity.

The Residential Positive Achievement Change Tool (R-PACT) was adapted from the C-PACT for the purposes of assessing all youth in residential placement. The R-PACT prioritizes the criminogenic needs of each youth and is used to automate the individualized performance plan. R-PACT reassessments occur every 90 days for youth in residential placement and illustrate reduction of risk and increase in protective factors throughout a

youth's residential stay. A validation study of the R-PACT was completed in 2013 to assess if the domain scales predict who will become a reoffender and what the domain scales reveal about the changes youth experience during the residential stay. Results of the study show the R-PACT scales can be used to predict which youth are at the greatest risk to reoffend, and youth who experienced the greatest improvements from Initial to Exit had lower odds of reoffending.

The Prevention Assessment Tool (PAT) was created to assess the needs and major risk factors of at-risk youth, allowing DJJ to better individually serve them. This assessment assists in connecting youth and families to various prevention programs with the right services, in the right place, at the right time, in the right way, thus increasing the youth's chance for success and avoiding their involvement with the juvenile justice system. The instrument was developed and piloted in 2011-12 and development of the automated version was completed in 2013. Prevention providers across the state are currently being trained on administering the tool and the data entry components. The official start date for the PAT is July 1, 2014. The PAT will be the uniform assessment tool administered to all youth entering into DJJ prevention programs.

Evidence-based Practices: System Reform

DJJ has embarked on a systematic agenda of disseminating and implementing evidence-based interventions and practices to reduce juvenile crime. The Department's Evidence-based Practices Operational Plan provides the basic framework necessary to assess departmental progress toward the goal of implementing Evidence-based Practices (EBP). In order to achieve this goal the Department must determine and prioritize needs, provide adequate training to staff, and evaluate the quality of implementation. The Department's operational plan has been developed to implement Evidence-based Practices built on the Five Principles of Effective Intervention (Risk, Need, Responsivity, Treatment, and Fidelity). Each core principle of this approach suggests strategies that the program areas should consider with regard to their respective role in supporting the Department's adoption of EBP. These strategies, as described below, will help programs to satisfy the intent of each principle so as to maximize success.

The list of strategies under each principle allows every office to develop program area-specific goals and objectives to operationalize the principles, as appropriate. This basic process serves as a template for the Department in developing a comprehensive strategy to disseminate and implement evidence-based programming.

Many of the strategies outlined in the following chart are pertinent across the continuum of services, while several are program-area specific. Staff and stakeholder education, training, and professionalization are integral in the adoption of the strategies.

The following key strategies have been successfully implemented statewide:

1. Implementation of a valid risk/needs assessment
2. Use assessed risk to re-offend to guide placement decisions
3. Assess criminogenic needs/dynamic risk factors of all youth referred

4. Develop case/performance plans which address individualized criminogenic needs
5. Provide and track regional trainings on evidence-based and best practices
6. Develop an application process for evidence-based and best practices Qualified Trainers
7. Develop and maintain the Sourcebook of Delinquency Interventions
8. Provide fidelity monitoring to staff trained in Evidence-based Practices
9. Build Department sustainability to train staff to facilitate a variety of Evidence-based Practices

Operational Plan for Adoption of Evidence-Based Services

The Risk Principle

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| Strategy | 1 | Implement a valid and reliable risk/need assessment that can differentiate among youth with regard to their risk to re-offend and classify them accordingly. (This process has been achieved by statewide implementation of the C-PACT.) |
| Strategy | 2 | Utilize the risk each youth presents to guide decisions regarding placement, intensity, and duration of treatment/services within the continuum of restrictiveness provided by each program area. (This strategy is accomplished through recommendations to the court via probation officers and commitment managers; This strategy will be enhanced by the systematic roll-out of the Dispositional Matrix in concert with the roll-out of the JJSIP.) |
| Strategy | 3 | Ensure that available resources are matched with the projected number of youth at each level of risk, from minimal to maximum. Distributing resources according to risk projections helps to ensure that youth may be held accountable, make restitution, and receive appropriate services, including prevention/intervention. (This strategy will be enhanced by the continuum mapping of services as part of the Comprehensive Strategy in concert with the roll-out of the JJSIP.) |
| Strategy | 4 | Increase the awareness of juvenile justice stakeholders, if necessary, to ensure their support for the implementation of the Risk Principle throughout all Department components. |
| Strategy | 5 | Develop monitoring and evaluation systems to ensure that the principle is implemented appropriately and to assess for any detrimental impact to public safety. (This strategy will be enhanced by the implementation of the SPEP assessment in concert with the roll-out of the JJSIP.) |

The Need Principle

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| Strategy | 1 | Educate all staff and stakeholders in the risk/resilience model to ensure awareness of the necessity to target criminogenic needs. (This strategy will be enhanced by the roll-out of the JJSIP.) |
| Strategy | 2 | Assess dynamic risk factors, criminogenic needs, and resilience/protective factors for each youth. (This process has been achieved by statewide implementation for both youth on probation and youth placed in residential facilities through the use of the Residential PACT (R-PACT) and Community PACT (C-PACT).) |

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| Strategy | 3 | Develop case plans with goals that focus on reducing the level of risk due to dynamic risk factors while leveraging resilience/protective factors. (This strategy has been achieved statewide through the automation of the YES Case Plan for youth on probation and the Performance Plan for youth in residential facilities.) |
| Strategy | 4 | Focus intervention efforts on targeting criminogenic needs; avoid targeting non-criminogenic needs whenever possible. (This strategy is being addressed through the use of the Probation Resource Booking system; This strategy will be enhanced by the implementation of the SPEP assessment in concert with the roll-out of the JJSIP.) |
| Strategy | 5 | Completion of program/services should be based on success in reducing risk/strengthening resilience. |
| Strategy | 6 | Development of the Probation Resource Booking System to match youth to appropriate services based on risk and need. (This strategy has been accomplished.) |
| Strategy | 7 | Provide regional trainings on various Evidence-based Practices to Department and provider staff to enable them to address multiple criminogenic needs of youth served. |

The Treatment Principle

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| Strategy | 1 | Avoid implementing or contracting for services that have not been empirically proven to reduce recidivism or criminogenic risk. (This strategy has been accomplished through the move to procure services using the Invitation to Negotiate (ITN) process.) |
| Strategy | 2 | Favor implementing or contracting for Evidence-based Practices and promising programs and interventions over untested programs and interventions. |
| Strategy | 3 | Educate staff/stakeholders about the evidence-based approach. (This strategy will be enhanced by the roll-out of the JJSIP.) |
| Strategy | 4 | Develop departmental training capacity, and tracking through the Learning Management System (CORE), for all evidence-based delinquency interventions. (This strategy has been accomplished through the development of the CORE Specialized Screen.) |
| Strategy | 5 | Base Quality Improvement in part on the extent to which programs and services employ Evidence-based Practices (This process has been achieved by incorporating the QA Tier II Evidence-based and Residential Standards, as well as inclusion of outcome-based indicators into Administrative Code 63E: 7.001-.016: Operation of Residential Programs; This strategy will be enhanced by the implementation of the SPEP assessment in concert with the roll-out of the JJSIP.) |
| Strategy | 6 | Develop Request For Proposals (RFP's) and Contracts that effectively specify the provider's duty to employ Evidence-based Practices. (This strategy has been accomplished by the inclusion of language in all new Residential contracts.) |
| Strategy | 7 | Motivate and provide Technical Assistance to existing program/service providers to embrace and adopt an evidence-based approach. |

- Strategy 8** Develop and maintain the Sourcebook of Delinquency Interventions to serve as a reference for which interventions are defined as Evidence-Based, promising, or practices with demonstrated effectiveness. (This strategy has been accomplished and is updated annually.)

The Responsivity Principle

- Strategy 1** Match teaching style to learning style of youth.
- Strategy 2** Vary programming according to the relevant characteristics of youth:
- A. Gender
 - B. Developmental Stage
 - C. IQ/ Cognitive Ability
 - D. Motivation to Change
 - E. Mental Health/Trauma and abuse histories
 - F. Cultural Factors
- Strategy 3** Deliver training to all new Juvenile Probation, Detention, and state-run Residential Officers, through the academies, on the DJJ Basics of Motivational Interviewing and Stages of Change curriculum. (This strategy is being accomplished for new Probation Officers via the JPO Academy and for new Detention Officers via the JDO Academy.)
- Strategy 4** Provide regional trainings to Department and provider staff on the DJJ Basics of Motivational Interviewing and Stages of Change curriculum. (This strategy has been accomplished through continual monthly regional trainings.)
- Strategy 5** Deliver training to all new Juvenile Probation, Detention, and state-run Residential Officers, through the academies, on Trauma-Informed Practices.

The Fidelity Principle

- Strategy 1** Educate staff and stakeholders regarding the impact of implementation quality on outcomes and cost.
- Strategy 2** Develop and disseminate implementation guidelines and standards for various Evidence-based Practices designed to ensure high-quality programming and services. (This strategy has been accomplished. The Bureau of Quality Improvement web site includes implementation guidelines and fidelity monitoring checklists for various Evidence-based Practices. A Sourcebook of Delinquency Interventions (2011) also includes guidelines.)
- Strategy 3** Provide advanced training for supervisory personnel including the use of fidelity monitoring tools.
- Strategy 4** Provide Technical Assistance and coaching services to programs struggling to implement Evidence-based Practices.
- Strategy 5** Provide a departmental Quality Improvement process that assesses implementation quality and programming fidelity. (This strategy will be enhanced by the implementation of the SPEP assessment in concert with the roll-out of the JJSIP.)

Strategy	6	Target poorly performing programs for Technical Assistance, coaching, or contract sanctions.
Strategy	7	Develop and disseminate training resources to assist with the implementation of Evidence-based Practices. (This strategy will be enhanced by the implementation of the SPEP assessment in concert with the roll-out of the JJSIP.)
Strategy	8	Develop an application process for trainers to receive recognition as a qualified trainer in an Evidence-Based Practice. (This strategy has been accomplished and the application is available via the Bureau of Quality Improvement web site.)
Strategy	9	Provide fidelity monitoring and coaching to all staff trained by the Department and recognize qualified trainers in all Evidence-based Practices.

Key Steps in Furthering the Agenda . . .

The Department's Quality Improvement process is designed to enhance best practices by:

- Focusing on program integrity and fidelity rather than simply inclusion of programming.
- Focusing on delivery of interventions and performance rather than accepting minimum levels of compliance.
- Focusing on improving the present condition (continuous improvement) through training of program staff in evidence-based and best practices.
- Accurately and efficiently coordinating and monitoring the implementation and delivery of Evidence-based Practices and effective behavior management strategies.

Initiatives managed by the Bureau of Quality Improvement include, but are not limited to:

- ⇒ Pilot-testing and evaluation of proposed delinquency interventions.
- ⇒ Creation, design, training, and implementation assistance of proposed evidence-based and best practices.
- ⇒ Content expertise as it relates to evidence-based and best practices in contracting and creation of Administrative Rule.
- ⇒ Creation and design of Quality Improvement Standards and Indicators for oversight of managing entities.

Staff Trainings provided by the Bureau of Quality Improvement:

- ⇒ Certified Peer Reviewer Training
- ⇒ Delivery of Evidence-based Practices.
- ⇒ Effective behavior management strategies (e.g., DJJ Effective Behavior Management curriculum).
- ⇒ Effective group facilitation.
- ⇒ Effective communication strategies to employ when interacting with youth and staff (e.g., DJJ Basics of Motivational Interviewing and Stages of Change Curriculum).
- ⇒ The Five Principles of Effective Intervention.

Technical Assistance Specialists provide the following additional services within referred programs:

- ⇒ Facilitate evidence-based groups.
- ⇒ Develop program/unit action plans to implement Evidence-based Practices.
- ⇒ Assist with a re-design of the program's behavior management system.
- ⇒ Provide fidelity monitoring of evidence-based and promising practices.