

---

# Youth in Custody Practice Model (YICPM) An Abbreviated Guide

January 2016

The Council of Juvenile Correctional Administrators and  
the Center for Juvenile Justice Reform at Georgetown  
University's McCourt School of Public Policy





# **Youth in Custody Practice Model (YICPM) An Abbreviated Guide**

**January 2016**

**The Council of Juvenile Correctional Administrators and  
the Center for Juvenile Justice Reform at Georgetown  
University's McCourt School of Public Policy**

---

© Council of Juvenile Correctional Administrators and Center for Juvenile Justice Reform, 2016.

The primary authors of the Youth in Custody Practice Model (YICPM) are Michael Umpierre (lead editor), Kelly Dedel, Monique Marrow and Fariborz Pakseresht. Ned Loughran and Shay Bilchik also edited and provided guidance on the development of the document. The full version of the YICPM is available to sites participating in the YICPM Initiative.



---

# Table of Contents

<b>Foreword</b> .....	v
<b>Youth in Custody Practice Model Overview</b> .....	1
Goals and Anticipated Outcomes .....	2
Guiding Principles .....	3
<b>Leading a System Change Process</b> .....	7
Establishing a Clear Mission, Vision and Values.....	7
Equipping and Empowering Staff to Succeed .....	8
Leveraging Tools to Reinforce the Mission, Vision and Values .....	8
Utilizing Data to Demonstrate Outcomes.....	9
Engaging Partners and Stakeholders .....	10
<b>Practice Area I: Developing the Youth’s Case Plan</b> .....	11
Assessing the Youth’s Risks and Needs.....	11
Teaming to Inform and Design the Case Plan .....	11
Developing an Individualized and Clearly Articulated Case Plan .....	12
Reviewing the Case Plan and the Youth’s Progress .....	12
<b>Practice Area II: Providing the Youth with Services and Supports during Facility Placement</b> ...	13
Providing Academic and Career/Technical Education.....	13
Providing Programming .....	14
Providing Physical Health Services .....	15
Providing Behavioral Health Services.....	15
Supporting Staff .....	16
Empowering the Youth Voice .....	17
Maintaining a Clean, Safe and Humane Living Environment.....	17
Providing Behavioral Supports .....	18
Managing Crises .....	18
Managing the Influence of Gangs .....	19
<b>Practice Area III: Transitioning the Youth from the Facility to the Community</b> .....	20
Planning for Community Re-Integration.....	20
Teaming and Bridging the Roles of Facility and Field Staff and Community Partners.....	21
Involving Families and Communities.....	21
Determining Readiness for Release.....	21
Establishing the Foundation for Continuity of Care .....	22

---

<b>Practice Area IV: Supporting the Youth in the Community</b> .....	23
<b>Providing Community-Based Services</b> .....	23
<b>Providing Community Supervision</b> .....	24
<b>Implementing Graduated Responses</b> .....	24
<b>Planning for Permanency and Post-Case Services and Supports</b> .....	24
<b>Conclusion</b> .....	26
<b>References</b> .....	27

---

# Foreword

Over the past decade this country has seen a significant reduction in juvenile crime and the population of youth committed to correctional institutions and other residential programs. For some, these two trends seem to be counterintuitive; that it is only through incapacitation that we would find reductions in juvenile offending. Fortunately, we now have the research that helps us understand that it is through this more limited use of incarceration and the better targeting of the level of supervision and type of services youth and their families experience that we achieve the better outcomes we desire through the interventions we provide in the juvenile justice system.

There is much to celebrate in this regard, as the investment in the 1990s and early 2000s in juvenile justice and youth development research is now helping us make better decisions concerning which youth should be served in the community and those who require secure placement for limited periods of time in furtherance of their rehabilitation. As a result some communities have seen reductions of 50% to 75% in their juvenile justice population being served in a post-adjudication custodial setting.

This good news and set of accomplishments, however, has brought a new array of challenges. As the population of youth in placement has decreased, the profile of that population, as would be expected has also changed. What had been a mix of low-, moderate- and high-risk youth with varying degrees of behavioral health issues, has become one more likely to be high-risk with significant mental health and substance use issues. This population, consequently, presents tremendous challenges to the leadership and staff of the agencies and facilities that serve them. The result is a set of circumstances in which facility staff and their partners are working with the most challenged and challenging youth, and require a stronger set of tools to help them succeed in their work in achieving better youth outcomes and enhanced community safety.

It was this need that led the Council of Juvenile Correctional Administrators (CJCA) and the Center for

Juvenile Justice Reform at Georgetown University's McCourt School of Public Policy (CJJR) to develop a research-based and data-driven practice model that would organize in one place all of the tools that agency and facility staff and their partners would need to achieve those better outcomes for the youth in their post-dispositional residential care; from the time they are committed into custody at the time of disposition through their release and reentry into the community. Using CJJR's hugely successful Crossover Youth Practice Model as a structural platform for this effort, CJCA and CJJR have created the Youth in Custody Practice Model (YICPM).

Authored by four outstanding leaders in the juvenile justice field: Dr. Kelly Dedel, Dr. Monique Marrow, Fariborz Pakseresht, and Michael Umpierre, who also served as lead editor, the YICPM serves as a guide to best practice in youth corrections, identifying over 70 essential policy and practice elements and related outcomes that the model is designed to help participating agencies achieve. Many of these elements and outcomes will not be new to the reader of the YICPM, but what will be groundbreaking is the way they have been pulled together into an overarching construct, with the expectation that they will be implemented in a comprehensive fashion. Too often, jurisdictions have approached their work in this area in a piecemeal approach, implementing various best practices in a somewhat haphazard manner. In this regard, the sites CJCA and CJJR will work with in implementing the practice model will be asked to abandon a general framework approach and instead develop an action plan that leads to the implementation of the YICPM with fidelity. That said, while the YICPM will need to be fine-tuned for a particular jurisdiction's laws and the continuum of placements and services in their youth corrections system, that jurisdiction cannot pick and choose which elements they want to implement and abandon others. The model is to be treated holistically and implemented, even if over time, in its entirety.

The YICPM also amplifies the importance of a number of critically important practice and policy related issues that

---

unfortunately do not always rise to the top of our field's list of priorities, including:

- Utilizing a developmental approach to youth corrections;
- Prioritizing family engagement;
- Focusing attention on issues around racial and ethnic disparities;
- Addressing the trauma that youth in care have experienced;
- Emphasizing youth permanency as part of case planning; and
- Supporting the needs and well-being of staff.

The YICPM devotes significant coverage to these issues and how to operationalize them in a post-dispositional custodial setting. The model, therefore, not only addresses more traditional core correctional practice, but these other aspects to correctional practice that have only more recently come to the fore of our thinking around good practice.

The support CJCA and CJJR will provide to jurisdictions in implementing the model contemplates four core steps toward sustaining it over time. First, jurisdictions will be supported in adopting and “codifying” the new policies and practices needed to align with the YICPM. Second, training materials and curricula will be developed across the agency and for key partners; and a corresponding training plan instituted. Third, performance measures will be developed that ensure that staff are working in accordance with the core elements of the YICPM. Fourth, a quality assurance plan will be adopted to help determine

agency- and system-level fidelity to the YICPM. It is through these four implementation pillars that the model will not only take hold, but be sustained.

CJCA and CJJR are excited about the development of this model and its significance for the juvenile justice field. It will indeed support better youth correctional practice, but perhaps more important will be the ultimate outcomes it will help achieve for youth and families. At times it appears that in working with youth in placement, we lose sight of the fact that they are still children and “at promise” in terms of the accomplishments and successes their future may hold. It is our hope that we not let allow ourselves as juvenile justice professionals lose sight of those possibilities. For as challenging they are, we must not lose hope for them and help them not to lose hope for their own futures.

With that in mind, we close with two thoughts, first, one from CJCA's core beliefs, that every youth should leave a correctional program in a better place than when he or she came in; and second, a quote from Johann Wolfgang von Goethe: “If you treat an individual as if he were what he ought to be and could be, he will become what he ought to be and could be.”

**Ned Loughran**

Executive Director

*Council of Juvenile Correctional Administrators*

**Shay Bilchik**

Research Professor and Center Director

*Center for Juvenile Justice Reform at Georgetown University's McCourt School of Public Policy*

---

# Youth in Custody Practice Model Overview

Most would agree that the mission of juvenile correctional administrators and staff is straightforward: to ensure that youth, while in agency care and upon return home, lead healthy, productive and crime-free lives. Less clear, however, is exactly *how* to achieve this mission. Effectively delivering juvenile justice services involves addressing challenging questions such as:

- How do we keep youth, staff and communities safe?
- How do we ensure that programs and services are impactful?
- How do we best partner with and engage youth's families?
- How do we optimally transition youth home?

Today, the administration of juvenile corrections is further complicated by numerous challenges. Budget cuts, staff turnover, media scrutiny, and intense political pressure threaten even the best efforts. Around the country, system partners are routinely being asked to do more with less. This is especially true for those staff operating long-term residential facilities for high-risk youth. As systems realign and downsize, many facility workers now report seeing higher percentages of youth residents with significant needs, including mental health, substance use and gang involvement issues.

Fortunately, there is a plethora of research on what works within the juvenile justice field, and specifically for youth in post-dispositional custody. Informed by this knowledge, as well as professional standards and the field's preeminent thinking on best practices, the Youth in Custody Practice Model (YICPM) presents an overarching framework for effective service delivery. It is a practical, top-to-bottom guide designed to help system partners align core, research-based principles with everyday practice, and to achieve positive outcomes for youth, families, staff and communities.

The YICPM is aimed at the delivery of services for the following target population: youth who have been

## Recognizing the Importance of Community-Based Services

While the YICPM centers heavily on approaches to serving youth placed in residential facilities, the reader should not interpret this focus as a blanket endorsement of these types of placements for all adjudicated youth. To the contrary, the YICPM clearly delineates the importance of minimizing the use of confinement as much as possible by using risk and needs assessment instruments to guide dispositional decisions and providing a full array of community-based alternatives to incarceration. This guidance is rooted in well-established research showing the dangers and costs of placing youth in settings more restrictive than necessary to protect public safety. The best outcomes for youth occur when the choice among dispositions is based on the risk of future offending and when the least restrictive options are exhausted prior to placing youth in secure custody (Lipsey et al., 2010; Baglivio, Greenwald & Russell, 2015).

The YICPM also recognizes that, in general, facilities that are smaller in capacity and located closer to youth's homes are better suited for a therapeutic, family-centered approach. While these types of facilities are preferable, the reality is that jurisdictions implementing the YICPM may not have the resources or political support to swiftly change existing facilities' locations or physical plants, or to close them down altogether in lieu of alternatives. Accordingly, the YICPM is designed to assist sites to work within the facilities they currently operate to enhance services for youth and achieve better outcomes for all. This effort may take place concurrently with the development of plans to reshape the jurisdiction's continuum of placements and services.

---

adjudicated delinquent, committed to the custody of a juvenile justice agency and placed in a residential facility. In other words, the YICPM focuses on youth in post-dispositional custody.

Tracking the stages of the youth's path through the system from disposition to reentry, the YICPM is organized around the following four key practice areas:

- I. Developing the Youth's Case Plan;
- II. Providing the Youth with Services and Supports during Facility Placement;
- III. Transitioning the Youth from the Facility to the Community; and
- IV. Supporting the Youth in the Community.

### **The Youth in Custody Practice Model Initiative**

The YICPM is intended to be implemented as part of the Youth in Custody Practice Model Initiative, a joint project of the Council of Juvenile Correctional Administrators (CJCA) and the Center for Juvenile Justice Reform at Georgetown University's McCourt School of Public Policy (CJJR). Utilizing the complete YICPM monograph as a roadmap, CJCA, CJJR and a team of consultants will provide selected agencies with 18 months of training and technical assistance (TTA) to implement the model. At the end of the TTA process, it is expected that participating sites will have: developed a strategic action plan to implement the YICPM in up to three demonstration facilities; built a coalition of support for system improvements; taken measurable steps toward ensuring long-term sustainability of reform efforts (e.g., policy development, training, quality assurance, and performance measurement); and established a mechanism to measure the effectiveness of the TTA in changing practices and achieving positive outcomes. It is also anticipated that implementation of the action plan and formulation of plans to expand the effort throughout the jurisdiction will begin prior to the completion of the TTA period. The inaugural cohort of sites will begin participation in the spring of 2016.

---

*Sites selected for the Youth in Custody Practice Model Initiative will receive training and technical assistance to adopt and operationalize these practices, measure related outcomes, and implement a research-based, comprehensive approach to sustainable reform.*

---

The full YICPM delineates over 70 essential practices that administrators, staff, and partners must take to achieve enhanced outcomes for youth, families, staff and communities. Sites selected for the Youth in Custody Practice Model Initiative will receive training and technical assistance to adopt and operationalize these practices, measure related outcomes, and implement a research-based, comprehensive approach to sustainable reform.

## **Goals and Anticipated Outcomes**

The YICPM is aimed at helping juvenile correctional agencies achieve four primary goals:

1. Promote Safe, Fair and Healthy Environments for Youth, Staff and Families;
2. Prepare, Equip, Empower and Support Staff to Provide Effective Services;
3. Increase Positive Youth and Family Experiences and Outcomes; and
4. Enhance Community Safety.

### **Goal 1: Promote Safe, Fair and Healthy Environments for Youth, Staff and Families**

The YICPM strives to ensure that all environments for youth, staff and families are safe, fair and healthy. In the youth in custody context, environments can be physical (e.g., the physical structures and surroundings of the facilities in which youth are placed), social (e.g., the manner in which youth, staff and families treat each other), and cultural (e.g., the set of beliefs or values driving practices or behavior). The YICPM seeks to support environments that avoid harmful practices, provide all with fair and equitable treatment, and encourage healthy relationships and lifestyles.

---

## Goal 2: Prepare, Equip, Empower and Support Staff to Provide Effective Services

Staff are the key to serving post-dispositional youth and their families effectively. All staff—whether direct care, operational, administrative, or management—play important roles in the process, and the stresses and challenges of their daily work should never be underestimated. Accordingly, the YICPM encourages systems to prepare, equip, empower and support staff to successfully perform their jobs. This means, at a minimum, ensuring that staff receive proper training, are kept safe, are placed in positions to thrive, have opportunities to be heard, and are regularly recognized for their work.

## Goal 3: Increase Positive Youth and Family Experiences and Outcomes

The YICPM endeavors to improve the experiences of youth and their families throughout the life of each case and beyond. For youth and families, navigating the juvenile justice system can be overwhelming given the various responsibilities imposed, the legal terminology used, and the multiple parties involved. The YICPM strives to simplify this process and to position youth and families for long-term success. A key aspect of enhancing the youth and family experience is the connection to strength-based services and supports.

## Goal 4: Enhance Community Safety

Protecting the safety of the community must be a central objective of any juvenile justice approach. Systems must design their service delivery models to maximize the likelihood of youth leading crime-free lives—limiting rates of re-arrest, re-adjudication and re-commitment. The YICPM promotes the implementation of efforts aimed at enhancing public safety such as using risk and need assessments to guide placement decisions, matching services to youth’s criminogenic needs, employing graduated responses to incentivize youth’s behavior and providing comprehensive services to ease youth’s transitions to the community.

The four primary goals of the Youth in Custody Practice Model are interrelated. For example, if staff are not fully equipped to perform their jobs (Goal 2), systems will never be able to effectively provide safe, fair, and healthy environments (Goal 1), increase positive youth and family experiences (Goal 3), and protect community safety (Goal 4). The interconnectedness of the YICPM’s goals supports the implementation of a cohesive approach anchored by a set of guiding principles. This focus on comprehensive, coherent reform is a primary benefit that the YICPM offers agencies and facilities—an approach that has been missing as the field has experienced significant, but disjointed advances.

The chart on the following page lists some of the outcomes anticipated following implementation of the YICPM.

## Guiding Principles

---

*To effectively deliver juvenile justice services, all staff and system partners need a clearly defined set of principles to guide their work.*

---

To effectively deliver juvenile justice services, all staff and system partners need a clearly defined set of principles to guide their work. Principles matter because they shape attitudes and behavior, and reflect the fabric of an organization’s culture. They serve as a type of “philosophical compass” from which all policies, programs, practices, services and supports stem.

Listed below are the guiding principles of the Youth in Custody Practice Model. They answer the following question: what are the characteristics of an ideal service delivery model for post-dispositional youth? Informed by research, best practices, and professional standards, the YICPM is based on the view that services and approaches for post-dispositional youth and their families should be:

- **Research-Based:** All efforts to serve youth in custody must be informed by the field’s expansive knowledge base on effective and promising practices. A research-based approach can lead to cost savings, build credibility with stakeholders and help achieve positive outcomes for youth, families, staff and communities.

Goal	Expected Outcomes
<b>Safe, Fair and Healthy Environments</b>	<ul style="list-style-type: none"> <li>• Fewer incidents (e.g., youth violence, self-injurious behavior; restraint; seclusion);</li> <li>• Fewer on-the-job injuries to staff;</li> <li>• Increased youth, family and staff perceptions of physical, psychological and emotional safety;</li> <li>• More appropriate staff responses to youth behavior, including increased recognition of positive behavior and proportionate responses to negative behavior;</li> <li>• Fewer disparities in the treatment of youth of color; and</li> <li>• Increased youth access to strength-based, developmentally appropriate and trauma-informed approaches.</li> </ul>
<b>Staff Support</b>	<ul style="list-style-type: none"> <li>• Increased staff perceptions of being equipped for their jobs and being heard by management;</li> <li>• Increased program fidelity and policy compliance;</li> <li>• Increased staff recognition efforts;</li> <li>• Increased job satisfaction and staff morale; and</li> <li>• Decreased turnover and absenteeism.</li> </ul>
<b>Positive Youth and Family Experiences and Outcomes</b>	<ul style="list-style-type: none"> <li>• Improved positive youth outcomes (e.g., educational and employment readiness and other youth competencies)</li> <li>• Increased family participation and engagement in decision making and treatment;</li> <li>• Improved youth and family perceptions of being heard by staff; and</li> <li>• More positive youth, family and staff perceptions of one another.</li> </ul>
<b>Community Safety</b>	<ul style="list-style-type: none"> <li>• Improved youth connections to pro-social community partners and supports;</li> <li>• Improved staff responses to desired and undesired youth behavior;</li> <li>• Fewer community revocations/technical violations; and</li> <li>• Decreased recidivism.</li> </ul>

The YICPM encourages the use of programs that are evidence-based or embrace research-informed principles, as well as standardized tools designed to improve placement and service decision making and reduce racial and ethnic disparities.

- **Developmentally Appropriate:** Services and programs for post-dispositional youth must be developmentally appropriate and reflect an appreciation for the differences between youth and adults. Adolescent development research demonstrates that compared to adults, youth are less capable of self-regulation, more sensitive to external influences such as peer pressure and less able

to make future-oriented decisions—all of which lead to increased likelihood of risky behavior. As highlighted by the National Research Council in its seminal piece, “Reforming Juvenile Justice: A Developmental Approach,” embodying a developmental framework can help systems achieve the goals of holding youth accountable for their actions, preventing recidivism and treating youth fairly (National Research Council, 2013).

- **Family-Centered:** Family engagement and empowerment must be a fundamental element of juvenile justice practice. In a family-centered system, staff and their partners consider youth’s loved ones

---

as valued partners in the process, recognize their strengths and capacity for change and appreciate that they, more than anyone else, are the experts on their children. The YICPM requires systems to give families a meaningful voice in decision making, communicate regularly and clearly with them, ensure regular access to their children and incorporate them in services and treatment.

- **Individually-Focused and Predicated on Validated Assessments:** Individualized treatment is a hallmark of the juvenile justice system, one that dates back to the creation of the nation's first juvenile court in 1899. To truly provide individualized services, systems must

### Engaging and Empowering Families

Family engagement is a proven strategy for effectively serving youth in custody and preparing them for community re-integration. Some of the most renowned evidence-based programs in the juvenile justice field, such as Multi-Systemic Therapy, Functional Family Therapy, and Multi-Dimensional Treatment Foster Care, are based in family-centered approaches (Center for the Study and Prevention of Violence, 2004) and one study showed that youth in facilities who received regular family visits actually performed better academically and were involved in fewer incidents compared to their counterparts (Villalobos Agudelo, 2013). Family-focused reentry programs that prioritize involving families early in the youth's residential placement period have also been shown to reduce the prevalence and seriousness of subsequent offending (Winokur-Early, Chapman & Hand, 2013).

Given this research and the reality that nearly all youth in facilities will eventually return home, sites implementing the YICPM must embrace a strong commitment to family engagement by:

1. Broadly defining and identifying families;
2. Encouraging youth-family connections;
3. Engaging families in the treatment process; and
4. Empowering families to improve systems.

adequately identify youth's unique risks and needs and develop targeted interventions to address them. Essential to this pursuit is the use of validated risk and needs assessment instruments. As described in "Improving the Effectiveness of Juvenile Justice Programs: A New Perspective on Evidence-Based Practice," these tools play key roles in a framework designed to reduce recidivism and achieve positive outcomes (Lipsey et al., 2010).

- **Strength-Based:** All staff and system partners must take a "strength-based" approach to their work—that is, they must view and treat youth in custody as individuals with strengths who can contribute positively to society. As illustrated by Jeffrey Butts et al. in "Positive Youth Justice: Framing Justice Interventions Using the Concepts of Positive Youth Development," systems are more likely to succeed if they encourage youth to develop productive skills and build connections with pro-social peers, families and communities (Butts, Bazemore & Meroe, 2010). The YICPM prioritizes a positive youth development approach and disfavors correctional practices proven to be ineffective, such as those that emphasize punishment and control.
- **Trauma-Informed:** As recognized in the "Report of the Attorney General's National Task Force on Children Exposed to Violence," the vast majority of the justice-involved youth has experienced trauma, whether in the form of violence, abuse, neglect or other emotionally harmful or life threatening events (Listenbee et al., 2012). Thus, system partners must utilize a trauma-informed framework in serving youth and their families. As detailed in "SAMSHA's Concept of Trauma and Guidance for a Trauma-Informed Approach," a trauma-informed system is one that: realizes the impact of trauma and understands potential paths for recovery; recognizes the signs and symptoms of trauma; responds by fully integrating knowledge about trauma into policies, procedures, and practices; and actively resists re-traumatization (Substance Abuse and Mental Health Services Administration, 2014).
- **Data-Informed and Outcome-Driven:** Data can be a powerful tool to achieve a more informed, fair and effective justice system. Data-informed approaches can help drive strategic management planning, shape

youth programming, power quality assurance processes and identify systemic issues warranting attention. The YICPM encourages systems to collect and utilize a wide array of data regarding youth, families, staff, services and programs. Critical to this effort is a focus on outcomes, including community safety indicators such

### Addressing Racial and Ethnic Disparities

The disparate treatment of youth of color in the juvenile justice system has been well documented for many years. Youth of color receive harsher penalties than their white counterparts at every stage of case processing (e.g., arrest, referral to court, diversion, detention, petition, adjudication, disposition) (Sickmund & Puzanchera, 2014). In particular, the fact that youth of color are pulled into the deep-end of the system more frequently than their white counterparts is cause for grave concern, given research demonstrating that compared to youth served in the community, youth in secure custody tend to have poorer outcomes, including higher recidivism, deteriorated mental health, increased risk of self-harm, difficulty returning to school, and reduced success in the labor market (Holman & Ziedenberg, 2011; Mendel, 2011).

The YICPM requires juvenile correctional agencies to examine the extent to which disparities exist and to develop strategies to eliminate any such inequities. Collecting and analyzing data disaggregated by race and ethnicity is a critical first step. For example, if inequities in the length of stay are observed, objective data must be gathered to determine the source. Do youth of color receive longer sentences? Is their time extended via the disciplinary process more often or in greater measure than for white youth? Do youth of color fail to complete required programs, and thus have their release denied, more often than white youth? Once the underlying causes are identified, the agency can take meaningful steps to address the disparities. The YICPM seeks to enhance outcomes for *all youth* and thus participating agencies must feel duty-bound to ensure equal access to the resulting program enhancements.

as recidivism, and strength-based measures such as educational and employment success.

- **Culturally Responsive:** At all times, system partners' actions, attitudes and beliefs must be culturally responsive; that is, they must value diversity and reflect an awareness of and sensitivity to cultural differences. Here, culture is defined broadly as a set of beliefs, values, and customs held by groups of people with various backgrounds, including but not limited to race, ethnicity, gender, sexual orientation, religion, and national origin. In systems where youth of color are disproportionately represented, cultural competence becomes an especially important element of the rehabilitative approach. The YICPM expects system partners to honor all cultures, accommodate the needs of youth and families with limited English proficiency, cultivate a workforce that reflects the cultural, racial, ethnic and linguistic characteristics of the youth and families served, and systematically address issues of disproportionality and racial and ethnic disparities.
- **Coordinated:** Collaboration and communication among system partners is a vital facet of effective service delivery for post-dispositional youth. The YICPM promotes the use of coordinated approaches, both internally within juvenile justice agencies, and externally as part of cross-system initiatives. Intra-agency efforts, such as family team meetings and multi-disciplinary treatment team meetings, help break down silos among staff and send a strong message to youth and families that teams of caring individuals are working together on their behalf. Similarly, as outlined by the Council of State Governments in its white paper entitled "Core Principles for Reducing Recidivism and Improving Other Outcomes for Youth in the Juvenile Justice System," inter-agency partnerships with other youth-serving systems—such as education, health, behavioral health, and child welfare—can enhance services for youth and families through increased information sharing and seamless program integration (Seigle, Walsh & Weber, 2014).

These guiding principles are the heart and soul of the Youth in Custody Practice Model. They reflect the overarching values that inspire and inform each recommended practice and strategy.

---

# Leading a System Change Process

For many agencies and facilities, implementing the approach set forth by the YICPM will represent a significant change in the ways things have traditionally been done. This system transformation process will undoubtedly be challenging. Agency leaders and managers who have sought to reform organizational practices and cultures have historically faced a wide range of obstacles, including but not limited to resistant staff, scarce resources, political pressure, and media scrutiny.

To ensure that the desired system changes are sustained in the long-term, the YICPM encourages agency administrators to have a clear and coherent leadership strategy. This includes:

- Establishing a Clear Mission, Vision and Values;
- Equipping and Empowering Staff to Succeed;
- Leveraging Tools to Reinforce the Mission, Vision and Values;
- Utilizing Data to Demonstrate Outcomes; and
- Engaging Partners and Stakeholders.

## Establishing a Clear Mission, Vision and Values

Before the change process can begin, leaders must contemplate the reform agenda, how best to communicate the change, and how to gain buy-in and support from all those involved. This starts with establishing a clear organizational mission, vision, and values, which can transcend political expediency and shape the desired culture in a sustainable manner.

---

*A clear organizational mission, vision and values can transcend political expediency and shape the desired culture in a sustainable manner.*

---

Leaders should develop the agency's mission, vision and values collaboratively with staff and partners. This helps

create common understanding about the organization's purpose and priorities, as well as a line of sight where each team member becomes aware of his or her individual role in the work and identifies areas for personal growth and development. The agreed upon foundational objectives and tenets should then be translated into a tangible, overarching strategic action plan for the agency.

### Leading a Discussion about Mission, Vision and Values

Clearly articulating the agency's purpose and priorities is a necessary component of system reform. Answering the following questions (adapted from John Bernard's "Business at the Speed of Now") can help guide this process:

- What business are we in? (What is our mission?)
- What do we want our organization to be known for? (What is our vision?)
- What values will guide our actions? (What are our core values?)
- What accomplishments will define our success? (What are our desired outcomes?)
- What routine work must we do well? (What are our core processes?)
- How does that work get done across the organization? (How are we organized?)
- Who takes accountability for the cross-functional processes that drive the agency? (Who shares ownership in each of our processes?)
- What will demonstrate that we are doing this work well? (What should we measure?)
- What will gauge our progress toward our goals? (What targets do we want to set for each process?) (Bernard, 2012)

---

*Leaders must model the agency's mission, vision, and values in all that they do, and seek ways to deliberately link everyday work to foundational objectives and philosophies.*

---

Agency administrators and leaders must demonstrate their ongoing commitment to the agency's underlying goals and principles through their words and actions. More than lip service must be paid. Leaders must *model* the agency's mission, vision, and values in all that they do, and seek ways to deliberately link everyday work to foundational objectives and philosophies. This includes engaging senior, mid-level and front line managers who play an important role in motivating staff throughout the agency to implement and sustain the desired change.

## Equipping and Empowering Staff to Succeed

Taking care of staff is one of the most important functions in leading system reform. Leaders can change policies, introduce new programs, and create new organizational structures—and yet all of these strategies may not contribute to establishing the desired culture in the long-term if leaders cannot win the hearts and minds of staff. This includes meeting staff's needs and addressing their concerns. Change can be stressful and staff may worry about a number of issues, including:

- **Safety and security:** Staff, particularly front-line facility workers, may believe the proposed changes to the current practices will compromise security and put their safety at risk;
- **Authority and power:** Staff may fear losing control and the ability to set the proper tone when interacting with youth;
- **Failure:** Staff may doubt whether they will be able to learn and apply new concepts and techniques. They may also worry they will be disciplined if they fail; and
- **Job security:** Staff may feel that reform efforts may ultimately lead to job loss (e.g., resulting from organizational restructuring or other collateral effects such as overall declines in youth population).

To effectively usher in reforms, leaders must establish ongoing mechanisms to equip and empower staff to succeed. Strategies include: delivering training to help staff build necessary competencies and skills; providing effective supervision approaches and structures; ensuring adequate staffing levels; promoting environments of wellness (e.g., breaks, employee assistance programs); and regularly recognizing staff achievements. In addition to these efforts, leaders must also consider whether the “right people are on the bus” (Collins, 2001). Bringing on new executives, managers, and staff who believe in the values undergirding the change process can make a significant difference in shaping new attitudes and practices throughout the organization.

## Leveraging Tools to Reinforce the Mission, Vision and Values

Once the agency's mission, vision, and values are developed, leaders must work to embed them in daily practice. Tools to aid this process include:

- **Communications:** Effective messaging can help staff and system stakeholders understand and embrace the agency's mission, vision, and values. Basic components of a strong program include: professionally trained communications staff, including a director or public information officer on the executive team; policies, processes, and protocols for handling standard and emergent communications; adequate tools such as high-speed computers, mobile devices, and design software; multiple communication channels such as email, an intranet, the web, and social media; standardization of a visual identity system to present a uniform look; and media and crisis communications training for executives and managers. While always grounded in the organization's principles and priorities, communications efforts should target specific audiences (e.g., staff, unions, judges, legislators, attorneys, advocacy groups, providers, youth, families) using various means (e.g., print, television, radio, social media, websites, agency reports, newsletters, in-person meetings).

---

- **Policies and Procedures:** An agency’s policies set forth the rationale and guidelines for the organization’s work (i.e., explain *why* the agency does what it does), and procedures detail the steps involved in conducting business (i.e., describe *how* the agency gets the work done). In other words, policies and procedures establish staff expectations and set the framework for operations. Leading an effective reform effort requires ensuring that these written guidelines and expectations align with and support the desired culture and practice. Words matter. For example, policies and procedures that refer to “youth” and “students” set a different tone than those that use the terms “minors,” “offenders,” or “inmates.” Staff are much more likely to embrace the approaches driving the work if policies and procedures are understandable (e.g., written in plain English), persuasive (e.g., linked to research, governing laws, and professional standards), and accessible (e.g., available electronically and/or online). A formal policy development system that involves staff and subject matter experts, and allows opportunities for feedback across disciplines, can also contribute to staff buy-in.

- **Risk Management and Accountability:** One of the concerns staff frequently voice is whether changes in culture and practice can pose a risk to the organization. For this reason, agencies implementing reforms should establish and maintain a risk management function that evaluates whether various policies, procedures, and practices create safety, financial, or other risks. By conducting regular risk audits throughout the agency and sharing the results internally and externally, leaders can show the benefits (and risks) of adopting changes, and ensure that staff and partners have the information they need to help make informed decisions about agency priorities. To achieve the desired change, it is equally important for agencies to hold executives, managers, and staff accountable for performance. In addition to the standard human resources expectations and performance reviews, agencies should maintain an independent investigatory office to conduct fair and impartial investigations into incidents that involve breaches of agency policies or ethics, harm to an individual, or law violations.

## Utilizing Data to Demonstrate Outcomes

Effective juvenile justice reform efforts utilize strong data collection and analysis processes. Data can be used to drive quality assurance mechanisms, increase staff and agency accountability, and guide resource allocation decisions. But perhaps most important is that data can help leaders demonstrate that the change process is working (or not). Tracking a clear set of outcome measures to gauge progress—both at the process and population levels—is vital to engendering the ongoing support of staff, partners and stakeholders. Put plainly, if systems cannot show that reforms are effective, they run the risk of losing the backing—financial, political, or otherwise—of key constituencies.

Agencies leading reforms must operate internal electronic systems to track and assemble data. Ideally, databases

### Measuring Outcomes

Traditionally, juvenile justice agencies have used recidivism as the primary indicator of public safety effectiveness and youth success. Increasingly, however, system officials are recognizing that outcome data must be broader than rates of re-arrest or re-offending, given objectives for youth to become not simply law-abiding, but also *productive* contributors to society. Data on positive youth outcomes—such as completion of a high school graduation, college attendance, obtaining and maintaining a job, good health, and improved relationship skills—paint a more balanced picture of success.

While quantitative metrics are great for assessing progress, they cannot always answer *why* outcomes have been realized. Qualitative analyses help address those “why” questions and make an important link between practice and outcomes. By conducting surveys, focus groups, and individual interviews, agencies leading a system change process can better understand and define results. The Youth in Custody Practice Model recommends the use of both quantitative and qualitative exercises to measure and demonstrate outcomes.

---

should be shared among juvenile justice partners within a jurisdiction (e.g., human service, child welfare, education and law enforcement agencies), consistent with privacy and confidentiality laws. This data accessibility can help highlight factors that drive youth into contact with the system and potentially drive down the number of at-risk youth by enabling early interventions.

## Engaging Partners and Stakeholders

As agency leaders embark on system change, they face the difficult task of balancing the interests and perspectives of a multitude of internal and external partners and stakeholders, including but not limited to: legislators, judges, executive officials (e.g., governors, mayors), prosecutors, public defenders, union representatives, advocates, journalists, service providers, and other youth-serving agency staff. Many of these individuals or the groups they represent may be able to stop or slow reform if they are not on board with the change or not clear about the reform agenda, how it will be implemented, and how it will impact their particular area of interest and advocacy. Accordingly, leaders managing a system change process must engage key partners and stakeholders carefully.

All juvenile justice agencies exist in a political environment. Knowing the contours of that environment and grasping the ever-changing leverage points and hydraulics of the political world is critical to the success of reform efforts. Leaders must incorporate filters through which to analyze their policy and management decisions. Every action has political ramifications. How will the Governor's office view this? Is it possible to garner legislative support? How will labor leaders react? What will the media highlight? How will this affect local partner agencies?

For most successful leaders, a critical part of navigating politics is to have staff who can read the political compass. These individuals typically are former legislative or executive branch staff, lobbyists, and sometimes campaign operatives. They are not partisan team members *per se*, but rather political data junkies who have the relationships and radar screens to identify potential landmines and opportunities.

While employing political navigators is important for gathering information and making decisions, the strategy alone is often insufficient to keep stakeholders invested in the reforms. This is why many agencies rely on local advisory committees to create long-term communication loops with key constituent groups. Composed of a diverse set of "opinion influencers," these committees offer agencies a finger on the pulse of the stakeholder community, and in turn, agencies provide members with real-time information and the opportunity to shape the change process. If approached with openness and sincerity, the advisory committee approach can engage, cultivate and activate new allies who will carry the torch for the agency in various platforms and contexts.

### YICPM Initiative TTA Approach

CJCA, CJJR, and a team of consultants will provide sites participating in the YICPM Initiative with targeted training and technical assistance designed to achieve long-term, sustainable reform, including:

- Analyses of strengths, challenges, and opportunities within each of the five core elements of leading a system change process listed above;
- Consultation around measuring the impact the YICPM has on changing practices and achieving outcomes, including support for data collection, analysis, and report writing related to the YICPM research methodology, as well as access to a platform for data submission;
- Formation of groups of staff, including implementation teams and topic-specific workgroups, focused on adopting and operationalizing the list of over 70 essential practices outlined in the YICPM;
- Assistance with mobilizing partners and stakeholders to serve as champions for the initiative; and
- Peer-to-peer networking opportunities with other YICPM sites to share strategies and lessons learned.

---

# Practice Area I: Developing the Youth's Case Plan

The YICPM advances a strategic, coherent approach to service delivery for post-dispositional youth. At the agency and facility level, this means having a comprehensive blueprint designed to link practices to a core set of goals and guiding principles. As discussed earlier, developing this strategic action plan is a key component of the training and technical assistance provided via the Youth in Custody Practice Model Initiative.

---

*To achieve optimal outcomes for youth, families, staff, and communities, the focus on strategic planning must also occur at the individual youth level.*

---

To achieve optimal outcomes for youth, families, staff, and communities, the focus on strategic planning must also occur at the individual youth level. Although youth in custody have many similarities, each young person who enters a facility has a unique set of circumstances that must be identified and addressed in order to create the best opportunity for success upon return to the community. This is best accomplished through robust and ongoing processes to identify the youth's needs and to match them to high quality services. The product—the Case Plan—serves as a roadmap for the youth's time in custody and community reentry.

Practice Area I details the following essential elements of a comprehensive case planning process:

1. Assessing the Youth's Risks and Needs;
2. Teaming to Inform and Design the Case Plan;
3. Developing an Individualized and Clearly Articulated Case Plan; and
4. Reviewing the Case Plan and the Youth's Progress.

## Assessing the Youth's Risks and Needs

In order to craft an effective Case Plan to guide service delivery, juvenile justice agency staff must first understand

the youth's history and background, as well as his or her current level of functioning, strengths and challenges. Sites implementing the YICPM are expected to operate a multi-faceted screening and assessment process for youth in custody. This process includes a review of the youth's:

- Risks and criminogenic needs (including the risk of institutional violence, sexual victimization and sexual abusiveness);
- Physical health;
- Behavioral health (i.e., mental health, substance use<sup>1</sup>, traumatic stress and suicide risk); and
- Academic and career/technical educational abilities, interests and aspirations.

A number of tools are available to aid the assessment process. A review of these instruments and how they can optimally be utilized is incorporated in the YICPM and will be part of the training and technical assistance provided through the YICPM Initiative.

## Teaming to Inform and Design the Case Plan

Using the information from these assessments, a team of individuals must then work together to develop a comprehensive Case Plan for the youth. Team members should include the youth, family members, facility direct care staff, education staff, behavioral health staff (e.g., clinicians, substance use treatment providers, occupational therapists), medical staff, recreation staff, child welfare staff (for youth concurrently involved in the child welfare system), community providers, aftercare staff, and other supportive adults identified by the youth and family. The YICPM recognizes the importance of ensuring that youth have consistent, enduring

---

<sup>1</sup> While substance use is technically a criminogenic need considered by risk assessment tools, it is listed here as well because it is a domain addressed by many behavioral health screening and assessment instruments.

---

relationships with caring adults. Accordingly, agency staff must encourage regular, ongoing engagement of the team, which with few exceptions should remain the same throughout the youth's stay in the facility, even if the youth is transferred among housing units. Opportunities for continued engagement with the team should also become part of the youth's aftercare plan.

## Developing an Individualized and Clearly Articulated Case Plan

The Case Plan developed by the team should address the service areas most essential to positive youth development and the achievement of positive youth outcomes. Typically, this includes the following domains: education, employment/job skills, housing (primarily in the context of community reentry), family and pro-social relationships, health (including medical, mental health, and substance use treatment), and life skills. Within each domain, specific services—to be delivered both while in the facility and in the community—should be prescribed. The Case Plan should include measurable long-term goals that are supported by short-term objectives to help the youth reach his or her goals, and should indicate how progress toward goals and objectives will be measured and tracked over time. Discipline-specific plans (e.g., IEPs, mental health treatment plans, medical care plans) should be referenced for their key components that may affect service planning and delivery in other areas.

The Case Plan should be written in a format and language that youth and families can easily understand. This includes avoiding use of internal “system talk” (e.g., acronyms, legalese) and boilerplate language that is impersonal and lacks specificity (e.g., “Minor shall receive education services.”). Once reviewed and approved, each team member should sign the Case Plan. Because

progress toward goals listed in the Case Plan should be a major factor in determining length of stay, the Case Plan should be a prominent part of the youth's facility record.

## Reviewing the Case Plan and the Youth's Progress

The Case Plan is dynamic and should be viewed as a living document that can be revised and updated as goals are achieved or challenges are experienced. Accordingly, the Case Plan should be regularly reviewed with the youth and other team members to assess progress. As discussed later, this process is critically important to prepare the youth for community re-integration.

Facilitated by well-trained staff, Case Plan review meetings should focus on the youth's experience with the plan, assessments of progress toward objectives and goals, response to interventions, and any additional supports that may be needed. Meetings should occur frequently during the youth's stay in the facility, and should be facilitated in a manner that maximizes family involvement.

### YICPM Initiative TTA Approach

While a general overview of Practice Area I is provided here, the complete YICPM describes the Case Plan development process more fully and specifies the key steps sites must implement. CJCA, CJJR and the consulting team will provide participating sites with the research and thinking that drive these practices, as well as guidance on how to operationalize them based on the unique issues and circumstances present in the jurisdiction.

---

# Practice Area II: Providing the Youth with Services during Facility Placement

Practice Area I described the process for creating a roadmap for youth's success—the Case Plan. However, even the most thoughtful, research-based and collaboratively developed Case Plan is only as good as staff's ability to implement it. This chapter outlines the following ten essential elements of facility services and supports, with the anticipated outcome of Case Plan implementation that catalyzes youth success within the facility and upon return to the community:

1. Providing Academic and Career/Technical Education;
2. Providing Programming;
3. Providing Physical Health Services;
4. Providing Behavioral Health Services;
5. Supporting Staff;
6. Empowering the Youth Voice;
7. Maintaining a Clean, Safe and Humane Living Environment;
8. Providing Behavioral Supports;
9. Managing Crises; and
10. Managing the Influence of Gangs.

## Providing Academic and Career/ Technical Education

---

*It is essential that juvenile facilities provide youth with dependable access to high-quality education programs that are commensurate with their needs.*

---

Most youth in custody have profound educational needs and challenges. Many students are marginally literate, many have learning, emotional and behavioral problems that impact academic success, and many have

experienced grade retention, school suspension and expulsion (see Keith & McCray, 2002, Gagnon & Richards, 2008; Krezmien, Mulcahy & Leone, 2008). Research suggests that prior to involvement with the juvenile justice system, a significant proportion of youth receive special education services in their home schools, while others are likely eligible for services but not yet identified. While prevalence rates vary considerably by state, one national study found that approximately one-third of youth in juvenile correctional facilities are eligible for special education, with the largest proportions being certified with emotional disturbances (48%) or learning disabilities (39%)(Quinn et al., 2005).

Additionally, many youth come to the juvenile justice system from under-performing schools that offer few opportunities for positive educational engagement. Correctional schools are often no better, as facilities are overwhelmed by the array and severity of youth's unmet needs and are often poorly suited to provide the positive behavioral support students require (Leone & Weinberg, 2010). As a result of their experiences in school, many youth in custody are less than enthusiastic about participating in the education program.

Transforming this lack of enthusiasm into positive engagement is a fundamental task if we are to alter youth's life trajectories away from the justice system. Not only are many of the youth in the system legally required to attend school under state compulsory education laws, but school performance is also a key risk/protective factor that must be addressed if we are to properly manage and reduce a youth's risk of re-offending. Literacy skills are essential to meeting the demands of employment, and higher literacy rates are consistently associated with lower rates of recidivism (Leone & Weinberg, 2010; Leone & Cutting, 2004; Keith & McCray, 2002; Center on Crime, Communities and Culture, 1997). Recent research also suggests that youth's comfort level in talking with

---

educators and their perceptions about school—including beliefs that education is valuable and that schools provide encouraging environments—are also correlated with recidivism (Baglivio, Wolff, Jackowski & Greenwald, 2015).

It is essential that juvenile facilities provide youth with dependable access to high-quality education programs that are commensurate with their needs. In 2014, the U.S. Department of Justice and the Department of Education issued guiding principles for high-quality education in secure care settings that mirror the core values and practices highlighted in the YICPM (U.S. Departments of Education and Justice, 2014). With respect to education, key components embraced by the YICPM include:

- Educational assessments and planning;
- Programs to improve literacy and functional skills;
- Academic courses that align with state curriculum standards and provide an opportunity to earn Carnegie unit credits;
- Special education and related services to eligible students;
- Library services that provide all youth with access to high-interest, culturally relevant reading materials;
- GED preparation and testing for youth who are unlikely to return to school upon release;
- Opportunities for post-secondary education; and
- Pre-vocational and vocational opportunities that are relevant to youth’s interests and aptitudes and that correspond to employment opportunities in the communities to which youth will return.

### YICPM Initiative TTA Approach

The full YICPM offers guidance on how to deliver facility-based services related to general academic education, special education, and career/technical education that embrace best practices and research, and properly interface with students’ home schools. CJA, CJR and the consulting team will provide participating sites with assistance to implement the delineated practices.

## Providing Programming

Nowhere during the course of a youth’s stay in custody is the ability to embrace the concept of positive youth development more pronounced than in planning and delivering the array of programs and services available to youth. While youth come to the justice system with a wide range of complicated needs, they are also, at their core, adolescents who must navigate developmental tasks just like any other youth. Facility programs—such as recreational activities and rehabilitative programs targeting specific needs identified through the assessment process—are perfect vehicles for attending to these processes and ensuring that youth leave the facility better prepared to transition to adulthood.

The Positive Youth Justice framework offers a way to discern whether the array of programs is likely to promote youth development (Butts, Bazemore & Meroe, 2010). First, do programs provide opportunities for “Learning/Doing?” Do the activities help youth develop new skills, engage them in using those skills, create new roles and responsibilities for youth, and build their sense of self-efficacy and confidence? Second, do programs provide opportunities for “Attaching/Belonging?” Do youth become members of pro-social groups or attached to pro-social people? Do they enjoy being with the group and the sense of belonging that comes with it? Do they feel good about what they contribute to others? While “Attaching/Belonging” is a key aspect of positive development for *all* youth, one of the key differences between boys’ and girls’ development is the role of interpersonal relationships as the central organizing principle of girls’ experience of the world (Acoca & Dedel, 1998). For girls, relationships create meaning, help with problem solving, comfort, guide and form the basis for moral decision making. Programs need to introduce girls to the variety of roles they can play in relationships—that of friend, confidant, mentee, mentor, caretaker, daughter, mother or sister.

With this framework and others to guide program development and delivery, facilities can create a robust array of activities for each youth. Although most of the youth’s weekdays will be spent in academic and vocational programming, significant programming hours remain, particularly on the weekends. These hours should be *consumed* by recreational programs—including large

---

muscle activity, structured recreational activities and free time—and rehabilitative programs that address specific criminogenic needs or life circumstances.

---

*Creating a culture in which youth feel safe to explore new activities, without judgment or ridicule, is essential for creating their vision for their futures.*

---

There are many options for *who* will deliver recreational services and rehabilitative programs, but the choice among them is less important than what is delivered. Although the intent is to invigorate the youth with opportunities to learn and try new things, staff should recognize that many youth in custody do not have a clear understanding of how to spend free time. Their lack of exposure to a diversity of activities may lead some youth to respond to programming opportunities with discomfort or even fear. Creating a culture in which youth feel safe to explore new activities, without judgment or ridicule, is essential for creating their vision for their futures.

### YICPM Initiative TTA Approach

The complete YICPM discusses how to select and deliver programming within the facility that is developmentally appropriate, structured, and geared towards meeting the needs of youth. Jointly with CJCA, CJJR and the consulting team, YICPM Initiative sites will explore the full list of required practices and develop specific strategies for ensuring that youth are occupied throughout each day with programming designed to produce positive outcomes.

## Providing Physical Health Services

Many youth in custody are at risk of or in poor physical health, due to various factors such as unsafe or harmful behaviors, lack of dependable healthcare, and chronic diseases and conditions. The most recent study of the prevalence of health care needs among juvenile justice populations found that more than two-thirds of incarcerated youth reported a health care need (e.g.,

injuries, problems with vision and hearing, dental needs and other illnesses) (Sedlak & McPherson, 2010). Although this population generally has higher rates of health concerns than their counterparts in the community, the categories of need are quite similar. They include: dermatological (skin disorders); respiratory (lung or breathing disorders); dental (problems with teeth and gums); gastrointestinal (problems related to digestion, stomach and intestines); genitourinary (problems related to the genitals, urinary organs, and gynecology); and metabolic (endocrinological problems such as diabetes or thyroid disease)(American Academy of Pediatrics, 2011).

The challenge for facility staff lies not only in screening and identifying the youth’s medical issues, but also in developing a plan of care and engaging the youth in efforts to improve his or her overall health and well-being. Doing so requires the facility to provide access to a range of health care resources and services including, but not limited to, processes for requesting medical attention (e.g., “sick call”) and dental, optometric, prenatal, pregnancy and emergency care.

### YICPM Initiative TTA Approach

The TTA offered through the YICPM Initiative will assist sites to align health care service delivery and approaches with research and best practices. Practices described in the full YICPM address issues such as screening and assessment, general and specialized medical services, medication management and health record management and maintenance. The YICPM TTA approach will help jurisdictions plan for the strategic intersection of physical health services with other service components (e.g., programming) so that case planning and management is holistic.

## Providing Behavioral Health Services

The prevalence of behavioral health issues in the youth in custody population is troubling and presents major challenges to facility administrators and staff. Generally, studies show that between 50% and 75% of all youth who

---

enter the juvenile justice system have diagnosable mental health disorders (Cocozza, Trupin, & Teodosio, 2003; Teplin & McClelland, 1998; Teplin et al., 2002). While the exact number of youth in facilities with mental illness is not known, some studies suggest it may approach 60% (Stewart & Trupin, 2003), and may actually be higher due to the regularity of under-reporting.

Additionally, roughly four out every five youth in custody have experienced trauma (Abram et al., 2004; Dierkhising et al., 2013; Ford, Hartman, Hawke & Chapman, 2008; Kerig, Bennett, Thompson & Becker, 2012), and self-reporting by youth in residential facilities suggests frequent suicidal thoughts and attempts (e.g., 15% to 26% reported recent suicidal feelings), use of alcohol (e.g., 74% compared to 56% in the general youth population), and use of drugs (e.g., 84% reported using marijuana; 30% reported using cocaine or crack) (Sedlak & McPherson, 2010). A significant percentage of youth in facilities may also suffer from co-occurring disorders (i.e., the presence of both a substance use and mental health disorder), which is especially concerning given the associated increased likelihood of poor outcomes such as depression, relationship problems, and recidivism (Teplin et al., 2002; Peters, Bartoi & Sherman, 2008).

Addressing the needs of residents with mental health and substance use issues is challenging, but it can be done. Critical elements of a comprehensive approach to behavioral health services include screening, assessment, treatment planning, and treatment delivery.

### **YICPM Initiative TTA Approach**

The complete YICPM lists a number of essential practices designed to enhance the delivery of facility-based behavioral health services. CJCA, CJJR and the consulting team will provide participating sites with consultation to implement these practices. If desired, a YICPM site may request additional assistance from a nationally-recognized subject matter expert to delve deeper in this area, such as the development of strategies for addressing trauma, reducing violence and improving youth's behavioral health outcomes.

## **Supporting Staff**

Research shows that many justice professionals feel ill-equipped to perform their job duties, suffer from direct and secondary traumatic stress, feel underappreciated by administration and are overwhelmed by the prospect of meeting the extensive needs of youth and families. In juvenile correctional facilities, these factors lead to high rates of staff turnover, ranging from 19.6% (Wright, 1993) to 23.4% (Minor, Wells, Angel & Matz, 2011) annually, according to some studies.

---

*Three phenomena are of particular concern: compassion fatigue, corrections fatigue, and burnout.*

---

Three phenomena are of particular concern: compassion fatigue, corrections fatigue, and burnout. Compassion fatigue (also called secondary victimization, secondary traumatic stress or vicarious trauma) refers to the general cost of caring for others who are demonstrating the behavioral and emotional responses that can accompany traumatic stress (Figley, 1982, 1995). Corrections fatigue is a similar concept but focuses on the cumulative impact of workplace stressors in correctional settings (i.e., not just the effect of exposure to others' trauma but also one's own experience of stress) (Denhof, Spinaris & Morton, 2014). It is thought to be related to the emotional consequence of high intensity work in less than safe environments, often with other staff members who are similarly experiencing high levels of unaddressed stress. Job burnout is a "syndrome of emotional exhaustion and cynicism that occurs frequently among individuals who do 'people work' of some kind" and is typically expressed by three hallmark characteristics: emotional exhaustion, depersonalization and a reduced sense of personal accomplishment (Maslach & Jackson, 1981).

To combat these issues, agency leaders must build a facility environment that supports staff and equips them with the tools they need to succeed at their jobs. This is especially important when pursuing a culture change effort like the YICPM. Facility work is demanding, and too often front line workers perceive juvenile justice reform initiatives as being "just about the kids," where youth's needs overshadow their own. Administrators and

---

managers must continually send the message—in their words and actions—that staff are valued and essential to achieving positive outcomes for all.

### **YICPM Initiative TTA Approach**

The TTA provided to sites within this element of Practice Area II will assist sites to prepare, equip, empower, and support facility staff to provide effective services. For example, one area of focus may be the development of specific strategies to respond to youth-on-staff violence to ensure that staff feel cared for, feel confident when returning to work, and continue to feel passionate about their jobs. Given the critical role that staff play, implementing the practices outlined in the full YICPM is an essential component of the initiative.

## **Empowering the Youth Voice**

Empowering the youth voice is a critical element of a strength-based approach. Youth simply will not feel they are valued as partners in the treatment process if they do not have meaningful opportunities to share their ideas, opinions and concerns. For youth placed in facilities, this effort is especially important given feelings of powerlessness and vulnerability typically associated with residential life.

Research in procedural fairness theory elucidates the importance of supporting and enabling the youth voice. As highlighted in the National Research Council's report, "Reforming Juvenile Justice: A Developmental Approach," studies show that youth who feel that the justice system has treated them fairly are more likely to accept responsibility for their actions, comply with authorities, and embrace pro-social activities (National Research Council, 2013). What impacts youth's impressions of fairness and justice? The literature indicates contributing factors include: the degree to which youth are given the opportunity to express their feelings or concerns; the neutrality and fact-based quality of decision-making processes; whether youth are treated with respect and

politeness; and whether authorities appear to be acting out of benevolent and caring motives (Fagan & Tyler, 2005).

The YICPM requires sites to implement facility-based practices that provide residents with multiple avenues to share their thoughts and concerns. These practices can help improve residents' relationships with staff and lead to increased youth engagement in programming and treatment.

### **YICPM Initiative TTA Approach**

CJCA, CJJR and the consulting team will assist sites to develop and execute plans to empower the youth voice. The complete YICPM lists important practices such as promoting access to counsel and operating grievance systems that provide youth with avenues for raising issues and concerns. The TTA will also encourage YICPM sites to ensure that the youth voice is supported during the strategic planning process for YICPM implementation.

## **Maintaining a Clean, Safe and Humane Living Environment**

A prominent theory of psychology known as "Maslow's hierarchy of needs" posits that certain basic needs must be met before individuals can achieve higher levels of behavioral change (Maslow, 1943 and 1954). This theory describes four types of fundamental needs: (1) physical needs, such as food, clothing, and shelter; (2) safety needs, including personal security and well-being; (3) the need for love and belonging, such as affection and support provided by family and friends; and (4) the need for self-esteem and self-respect, often fulfilled by recognition or achievement of status. According to Maslow, once these needs are met, a person can then focus on individual growth and achieving one's potential.

While research on the application of Maslow's construct in juvenile justice is limited, the theory's underlying premise—that meeting youth's basic needs is an essential element of motivating behavior—is one that the YICPM embraces. Any experienced juvenile justice

---

professional understands that if a young person is constantly worried about his or her physical safety or is concerned about his or her family's well-being, the youth will simply not be able to engage fully in the type of learning and introspection necessary for behavioral change. Accordingly, staff must ensure that youth's needs are met by maintaining a clean, safe, and humane facility environment.

### YICPM Initiative TTA Approach

Employing approaches designed to maintain safety and meet youth's needs are important for complying with national standards, best practices and legal requirements (e.g., Prison Rape Elimination Act; Juvenile Justice and Delinquency Prevention Act). Sites participating in the YICPM initiative will receive guidance on how to create clean, safe and humane facility conditions. While the physical attributes of a facility may not be changeable in the short-term, the quality of youth-staff relationships can nearly always be improved in ways that will advance both youth and staff perceptions of safety. YICPM sites may choose this as a focus area for the TTA.

and supported in ways that promote behavior change. This includes employing a behavior management system that helps youth meet behavioral expectations and demonstrate skill mastery using a meaningful and individually tailored set of rewards and sanctions. It also means avoiding disciplinary sanctions that undermine overall goals of behavior change, such as disciplinary isolation which is correlated with increases in misconduct (Deitch, Madore, Vickery & Welch, 2013), and limits youth's access to critical educational services, physical exercise, behavioral health services, and family contact.

### YICPM Initiative TTA Approach

Participating sites will receive consultation on designing and implementing a multi-faceted and strength-based behavior management program, and other practices aimed at guiding youth behavior. Sites, for example, may wish to center the TTA on creating a strategy to safely transition from the use of disciplinary isolation to a system of youth accountability that is skill-focused and provides staff with the tools to address the underlying causes of youth's aggressive behavior.

## Providing Behavioral Supports

Behavior management is another essential element of a facility-based environment that promotes positive youth development. Unfortunately, too often behavior management is cast as a punitive response to negative youth behaviors rather than a *structure* for encouraging the acquisition of new skills and display of positive behaviors. While a well-designed behavior management system will reduce inappropriate behaviors, it will not magically create new, pro-social behaviors. Thus, as discussed earlier, focusing on skill development and opportunities to practice them becomes especially critical.

The facility-based behavior management structure arguably involves all of the other elements addressed in Practice Area II (e.g., staffing, youth empowerment, facility environment, crisis management, gang prevention and intervention) but this section specifically discusses the umbrella under which youth's behavior is monitored

## Managing Crises

Despite staff's efforts to develop positive relationships with youth in facilities, to teach them new skills, and to guide and shape their behavior, some youth will continue to engage in aggressive and threatening misconduct during their time in placement. Given that skill acquisition takes time and the pace of adolescent brain development means that the emotional center of the brain will overwhelm the rational decision-making structures with some frequency, aggressive behavior among youth in custody should be expected.

Managing critical situations is undoubtedly challenging. Not only must staff respond professionally and without injuring youth or themselves, they often must make split-second decisions on how to bring about the best outcomes in highly volatile situations. Yet staff must recognize that their responses to crises will directly impact the quality of their relationships with youth—a

---

core element of positive youth development. Given the prevalence of trauma among youth in custody, staff must also understand the way that this trauma is expressed in daily interactions and how it alters youth's ability to cope in stressful situations, and must acknowledge that staff's reactions to crises can either re-traumatize youth or help them to recover from the traumatic experiences of their past. Crisis situations also have the capacity to traumatize staff. Studies of staff's reactions to situations in which restraints were used reveal that, while staff may be able to distance themselves from the emotional component in the moment, relying on their training to execute the task, they frequently experience lingering emotional effects after the event has concluded (Smith & Bowman, 2009).

The YICPM promotes a series of crisis management strategies geared towards keeping youth and staff safe while maintaining a healthy environment for all. This includes training staff on the use of de-escalation techniques and safe physical interventions, and avoiding problematic and dangerous practices, such as the use of fixed, programmatic and chemical restraints.

### YICPM Initiative TTA Approach

CJCA, CJJR and the consulting team will help participating sites cultivate a research-based, thoughtful approach to managing crises in the facility—centering on the practices outlined in the full YICPM. One potential focus area for the TTA is the development of new policies and practices designed to reduce the use of restraints, which will lead to safer environments and improved relationships between youth and staff.

## Managing the Influence of Gangs

Most of the published research on gang management within juvenile facilities notes the negative consequences associated with poorly informed approaches. Failing to understand local gang dynamics, misidentifying youth who are affiliated or their positions within the gang hierarchy, and over-identifying incidents that are gang-related lead to inappropriately targeted tactics. Operating with incomplete or incorrect information can also unwittingly enhance gang

cohesiveness and potentially increase levels of institutional violence or the fear that comes with it.

---

*Operating with incomplete or incorrect information can unwittingly enhance gang cohesiveness and potentially increase the level of institutional violence or the fear that comes with it.*

---

The YICPM promotes the creation of a facility environment in which youth and staff can flourish, something that is severely compromised if gang management strategies are ineffective. Absent a well-crafted gang management plan, facility staff may rely on control-based mechanisms that are incompatible with the type of staff-youth relationships and contextual environments needed to catalyze positive youth development. In addition to undermining healthy relationships and milieus, gang dynamics disrupt the delivery of programming. For example, youth may posture and antagonize each other when group programming overtly addresses gang membership, which can deter youth from participating. Rivalries and the desire to exact revenge can make moving youth throughout the facility dangerous. Gang members may undermine staff's ability to run units efficiently by attempting to control access to laundry, commissary, television programming, and bed or seat assignments. When gang dynamics lead to violent behavior and coercive attempts to control other youth, staff and facility operations, the value of the entire program is compromised.

There are many steps facility administrators and staff can take to reduce the likelihood that youth will continue their active gang affiliations or will choose to affiliate for the first time once taken into custody, and also limit the contribution of these affiliations to the level of violence in the facility.

### YICPM Initiative TTA Approach

The complete YICPM describes several critical practices for managing the influence of gangs within the facility, ranging from information gathering to intervention strategies. YICPM Initiative sites will receive consultation on how to incorporate these approaches at the facility level.

---

# Practice Area III: Transitioning the Youth from the Facility to the Community

Successfully re-integrating youth into the community is the ultimate goal of juvenile justice correctional agencies. Unfortunately youth exiting residential facilities have historically encountered significant obstacles transitioning home. These youth typically have educational and employment deficits, mental health and substance use problems, and unstable households and family relationships that make their return to the justice system likely (Hawkins, Lattimore, Dawes, & Visher, 2009; Altschuler & Brash, 2004).

Given these challenges, it is incumbent on system partners to align their reentry approaches with research on what works. Based on a growing body of knowledge, Practice Area III of the Youth in Custody Practice Model discusses the practices necessary to transition the youth from the facility to the community, including:

1. Planning for Community Re-Integration;
2. Teaming and Bridging the Roles of Facility and Field Staff and Community Partners;
3. Involving Families and Communities;
4. Determining Readiness for Release; and
5. Establishing the Foundation for Continuity of Care.

## Planning for Community Re-Integration

Community re-integration is an objective that requires attention the instant a young person sets foot in a facility. As discussed in Practice Area I, the youth's Case Plan should be developed as soon as possible after admission. Too often, Case Plans are focused exclusively on managing youth's behavior in the institution. While this is important, Case Plans should also provide a blueprint for the services necessary for a successful transition home. If staff truly wish to design a plan aimed at lowering

youth's risk of recidivism and improving outcomes overall, they must utilize information gathered in the assessment process regarding a young person's risks, strengths, and needs. Case Plans must identify programs and services individually tailored to address the dynamic risk factors that drive delinquency, such as poor critical thinking skills, substance use, antisocial attitudes, family problems, lack of social attachments, and negative peer group interactions. It is equally important that Case Plans consider a youth's strengths and protective factors that can mitigate the barriers to behavioral change and development. Given these considerations, the Case Plan must contemplate services widely acknowledged as fundamental to a positive youth development approach and necessary for successful reentry. This includes ensuring youth are supported in the domains of:

- Education;
- Employment;
- Housing;
- Health care (including medical, mental health, and substance use treatment);
- Family and pro-social relationships; and
- Life skills.

While the specific programs and services offered to youth in the facility will likely differ from those in the community, the underlying focus on risks, strengths, and needs must remain the same. As highlighted in Practice Area I, recognizing that young people will progress and acquire skills throughout the life of the case, staff should treat Case Plans as living documents requiring periodic updates and revisions. Ultimately, the case planning process is one element of an approach geared towards building and sustaining youth's connections to individuals and community supports that will help them achieve long-term stability and success.

---

## Teaming and Bridging the Roles of Facility and Field Staff and Community Partners

Re-integrating youth in custody into the community demands a team approach among facility staff, parole/aftercare staff, partners from other youth-serving agencies (e.g., education, behavioral health, child welfare), families, community supporters, and the youth themselves. Collaboration should occur as early as possible in the life of a young person's case, and continue all the way through case closure (Seigle, Walsh & Weber, 2014). This approach may require a paradigm shift for systems that have not yet fully adopted principles of community reentry and continuity of care. Accordingly, strong leadership, clear policies and procedures, and comprehensive training may be required to help staff and partners understand the importance of teaming together to re-integrate young people. Additionally, structural supports, such as written protocols governing confidentiality and a centralized information management system, can help facilitate communication among the team members.

## Involving Families and Communities

Family and community engagement must be a priority in a community re-integration approach. As discussed earlier, to achieve positive outcomes, families and communities must be meaningfully involved in the rehabilitation and treatment process. Loved ones of youth and other supportive adults, such as mentors, play important roles in reinforcing pro-social behavior and serving as role models.

---

*As early as possible in the life of a youth's case, staff should let families and community supporters know about the integral role they play in transition planning and in supporting youth once placed home.*

---

As early as possible in the life of a youth's case, staff should let families and community supporters know about the integral role they play in transition planning and in supporting youth once placed home. All of the

engagement efforts highlighted in the YICPM contribute to this approach, including but not limited to an expanded definition of "family"; easy access to and communication with youth; meaningful family participation in decision making and treatment; and regular information sharing and exchange between staff and families. While family and community engagement may intensify closer to release, it must occur throughout the youth's time in care.

## Determining Readiness for Release

The process for determining readiness for youth's release from facilities will depend in part on local laws and court structures. In determinate sentencing systems, youth are committed to facilities or generally to the custody of agencies for a specific period of time, typically based on the offense type and other factors such as the youth's offense history. Indeterminate systems, conversely, commit youth for unspecified periods of time (up to the maximum age of jurisdiction defined by law), basing release on youth's successful program completion or rehabilitation. In either system, juvenile justice agencies should collaborate closely with their system partners, including attorneys and the courts, to solicit input and achieve buy-in regarding youth release decisions.

The decision to release should be anchored in the context of research showing the dangers and costs of unnecessary incarceration. Evidence suggests that confinement has a limited and sometime negative effect on recidivism and other youth outcomes (Loughran et al., 2009; Lipsey et al., 2010). The findings from the Pathways to Desistance study also suggest that longer lengths of stay in facilities (i.e., more than three to six months) do not reduce recidivism (Models for Change, 2012). Given this research, release decisions should be rooted in the principle that youth should stay in facilities only for the minimum length of time necessary for successful re-integration and protection of community safety. Considering the youth's risk to re-offend is key. Once a Case Plan to address criminogenic needs has been developed and the youth has progressed along those domains, he or she should be placed on the track towards release. Nevertheless, facility staff and system partners must recognize that success or failure at the facility level may not necessarily translate

---

to success or failure in the community, and so the Case Plan must detail the supports needed for success in both settings (Altschuler & Bilchik, 2014).

## Establishing the Foundation for Continuity of Care

---

*To achieve a seamless transition process, systems must encourage continuity of care—that is, a thoughtful, orderly coordination of residential and aftercare services.*

---

To achieve a seamless transition process, systems must encourage continuity of care—that is, a thoughtful, orderly coordination of residential and aftercare services. Altschuler (2008) presents a useful framework for the types of foundational structures and elements necessary to achieve continuity of care. These include:

- 1. Program design and operation:** Community re-integration must be an overarching principle that guides program design and operation. If system partners wish to build upon the progress and positive changes made by youth while in facilities, they must collaborate together to ensure similar supports and services exist in the community. Altschuler (2008) argues that an operational approach to continuity of care includes the following dimensions, as conceptualized by Frederick (1999): (1) continuity of control, (2) continuity of services, (3) continuity in service and program content, (4) continuity of social environment, and (5) continuity of attachment.
- 2. Cognitive-behavioral approaches:** Implementing cognitive-behavioral approaches is an essential component of community re-integration (Altschuler & Bilchik, 2014). Cognitive-behavioral interventions seek to help youth develop skills to fine-tune decision making, manage anger, cultivate empathy, solve problems, set goals, and assume responsibility for behavior. Evidence strongly suggests that cognitive-behavioral approaches—at both the institutional and community levels—are effective at reducing
- 3. Staffing, personnel, and training:** Staff must embrace a commitment to community re-integration. These principles can be reinforced through communication strategies, clear policies and procedures, and staff training. Equally important is that systems maintain staffing structures that encourage collaboration. Designating one staff person to coordinate reentry efforts can help maintain focus on the ultimate goal, bridge partnerships between facility and aftercare staff, and ensure that youth's needs are identified and addressed throughout the entire process.
- 4. Overarching case management:** Systems must implement a case management strategy that bridges residential and aftercare services. Overarching Case Management (OCM) is an approach with roots in a federally funded juvenile reentry model developed in the 1990s known as the Intensive Aftercare Program (Altschuler, Armstrong & MacKenzie, 1999). Many of the principles of OCM—such as risk assessments, coordinated case plans, services designed to address risk and protective factors, graduated responses, and linkages to community-based supports—are promoted throughout the YICPM.

### YICPM Initiative TTA Approach

Sites participating in the YICPM initiative will receive consultation on the five core elements of Practice Area III listed above, utilizing as a guide the set of required practices outlined in the full YICPM. Sites will be required to incorporate this focus on planning and preparing for youth's community reintegration in the overarching YICPM strategic action plan.

---

## Practice Area IV: Supporting the Youth in the Community

Once a young person is released from the facility and placed in the community, system partners must ensure he or she receives the services and supervision necessary to achieve positive outcomes. This approach includes four key strategies:

1. Providing Community-Based Services;
2. Providing Community Supervision;
3. Implementing Graduated Responses; and
4. Planning for Permanency and Post-Case Services and Supports.

In some jurisdictions, the correctional agency responsible for operating residential facilities for post-dispositional youth also provides aftercare or parole services. This organizational structure is the most conducive for a seamless community re-integration strategy, as agency leaders can shape policies and practices to explicitly link facility and field work. Unfortunately, many state and county agencies do not have the benefit of controlling the entire gamut of juvenile justice services. Thus, those sites implementing the YICPM who do not control aftercare will have to work closely with their aftercare counterparts to accomplish the strategies described below.

### Providing Community-Based Services

Connecting youth to effective community-based services is a key component of any re-integration strategy. As discussed throughout the YICPM, staff must link youth to programs and supports that directly address their needs, as identified as part of an ongoing assessment and case planning process.

Staff must be thoughtful to connect youth to programs that effectively reduce the likelihood of recidivism. In “Improving the Effectiveness of Juvenile Justice Programs:

A New Perspective on Evidence-Based Practice,” Lipsey et al. (2010) studied the key characteristics of programs proven to decrease recidivism as extracted from a meta-analysis of 548 studies on delinquency interventions. The results indicated that ineffective programs generally included those that emphasize external control. Examples include programs oriented toward instilling discipline (e.g., paramilitary regimens in boot camps) and those aimed at deterrence through fear of the consequences of bad behavior (e.g., prison visitation programs such as Scared Straight). In contrast, effective programs generally included those based in therapeutic philosophies; that is, those geared to behavioral change by facilitating development and improving decision making. This category includes programs that feature restorative approaches (e.g., restitution, victim-offender mediation), skill building (e.g., cognitive-behavioral therapy), counseling (e.g., individual/group/family; mentoring), and multiple coordinated approaches (e.g., case management and service brokering).

Based on these research findings, Lipsey et al. advise the following strategies in identifying and implementing juvenile justice programs:

- **Target high-risk cases:** Systems should provide the most intensive programs possible to the highest risk youth. Programs applied to low-risk youth generally will have small effects, so it is not cost-effective to devote precious resources in this manner.
- **Prioritize therapeutic approaches:** Staff should utilize programs that take a therapeutic approach to changing behavior by focusing on constructive personal development. The use of programs based on a control or deterrence philosophy should be limited.
- **Implement the selected programs well:** Staff should monitor each program to ensure that it is delivered as intended and that youth receive appropriate dosages of service.

---

## Providing Community Supervision

There is growing recognition that workers responsible for supervising youth in the community must serve as agents of behavioral change, rather than mere compliance monitors. This requires active engagement, an appreciation for adolescent development principles, and an understanding of effective programs and practices. Unfortunately, many juvenile parole and probation agencies continue to utilize correctional approaches to youth supervision that primarily emphasize surveillance and compliance with release conditions. Not only are these practices inconsistent with a strength-based perspective, research shows they are ineffective. Put plainly, supervision alone does not impact recidivism (Bonta et al., 2008). A community supervision approach that embraces the change agent role requires a comprehensive strategy, a concept that the YICPM Initiative training and technical assistance supports through the adoption of the recommendations made by the Council of State Governments Justice Center (Seigle, Walsh & Weber, 2014).

Aftercare workers must also be able to communicate effectively with youth so as to inspire change. In this regard, they should utilize the Case Plan as a tool to guide community-based supervision efforts. Written expectations of youth should be reasonable, understandable, and clearly linked to youth's needs and strengths identified as part of the assessment process. Staff should provide youth with written copies of these plans and explain to them all relevant terms and conditions. The YICPM Initiative training and technical assistance adopts the guidance provided by the National Center for Juvenile Justice in support of this case management approach (Griffin & Torbet, 2002).

## Implementing Graduated Responses

Graduated response models offer systems a powerful tool to achieve a more structured, balanced approach to motivating and responding to youth behavior. They provide a framework for the administration of rewards for desired behaviors and sanctions for conduct that violate terms of community supervision. Many juvenile justice agencies around the country have utilized these

systems to increase consistency in case management practices and increase positive youth and community outcomes (see, e.g., Central and Eastern Oregon Juvenile Justice Consortium, 2008). The YICPM promotes the research-based recommendations set forth by the Center for Children's Law and Policy to establish an effective continuum of graduated responses (Center for Children's Law and Policy, 2012 and 2016).

---

## Planning for Permanency and Post-Case Services and Supports

---

*To truly equip a young person for long-term success, system partners must contemplate a youth's life beyond the end of the juvenile justice case.*

---

To truly equip a young person for long-term success, system partners must contemplate a youth's life beyond the end of the juvenile justice case. The practice of planning for "permanency," while traditionally applied and better understood in the child welfare context, is beginning to take hold in the juvenile justice field (Bilchik, 2011). It refers to assisting youth to identify not just the physical place where they will live, but also the long-term connections to families, communities, and pro-social supports they need to do well (Stewart, Lutz & Herz, 2010).

Experts in various youth-serving disciplines refer to the objective of ensuring that young people are "connected" by the age of 25. This marker symbolizes a key point in life because it represents the time by which many important events have occurred, such as the "convergence of full brain development; completion of college and other postsecondary education; and connection to employment, further education, child-rearing, or other pursuits" (Altschuler et al., 2009). This concept is particularly relevant to youth involved with the juvenile justice system because they are especially at risk of being "disconnected"—and consequently, at higher risk of facing poor outcomes.

Prior to case closure, system partners must work together to identify the skills, supports and services a young person needs to lead a healthy, productive, and crime-free life.

---

Once identified, agency partners must work together to link youth to resources available to them after case closure. To this end, systems may need to conduct a community resource mapping exercise to identify available assets, programs, and services. This effort ideally involves representatives from various youth-serving systems in order to discuss ways to align and leverage existing resources, and develop strategies to address any service gaps. Collaborating agencies might include education, employment, health, housing, developmental disabilities, and child welfare.

Permanency planning will likely be more challenging for those youth who do not have permanent, legal families. While family reunification should always be the objective, in some cases it simply will not be an option. The use of permanency pacts is one approach child welfare agencies (and at least one juvenile justice agency—the Ohio Department of Youth Services) have applied in these scenarios. In essence, the permanency pact is a pledge by a caring, responsible adult to provide necessary supports and commit to a lasting relationship with the youth (FosterClub, Inc., 2006).

Strategies focused on permanency align well with the Youth in Custody Practice Model’s guiding principles of strength-based, family-centered work within a context of positive youth development because they strive to link youth with the supports necessary to transition to adulthood. If young people can gain useful skills and competencies, and build connections to pro-social adults and communities, they stand a better chance of leading healthy, productive, and crime-free lives.

### **YICPM Initiative TTA Approach**

The complete YICPM lists several practices within Practice Area IV designed to support youth in the community. Participating sites will work with CJCA, CJJR and the consulting team to develop and refine these approaches, all as part of an overarching strategic action plan to implement the YICPM. The TTA will help sites to articulate an approach to aftercare that bridges and builds upon facility-based efforts.

---

# Conclusion

The purpose of this Abbreviated Guide is to introduce the content of the YICPM and to highlight the TTA approach and the significant resources available to agencies involved in the YICPM Initiative. While the Guide addresses many of the key elements of the model, individuals participating in the YICPM Initiative are encouraged to read the full YICPM as it lays out over 70 essential practices administrators, staff, and partners must take to achieve enhanced outcomes for youth, families, staff and communities. While both the Guide and the full YICPM are dense, they reflect the complexity of the task of providing youth in custody with a full range services and supports grounded in current research, professional standards and best practices.

---

## References

- Abram, K. M., Teplin, L. A., Charles, D. R., Longworth, S. L., McClellan, G. M., and Dulcan, M. K. (2004). Posttraumatic stress disorder and trauma in youth in juvenile detention. *Archives of General Psychiatry*, 61(4), 403–410.
- Acoca, L. and Dedel, K. (1998). No Place to Hide: Understanding and Meeting the Needs of Girls in the California Juvenile Justice System. San Francisco, CA: National Council on Crime and Delinquency.
- Altschuler, D. (2008). Rehabilitating and reintegrating youth offenders: Are residential and community aftercare colliding worlds and what can be done about it? *Justice Policy Journal*, 5(1).
- Altschuler, D., Armstrong, T. and MacKenzie, D. (1999). Reintegration, Supervised Release, and Intensive Aftercare. *Juvenile Justice Bulletin*. Washington, DC: Office of Juvenile Justice and Delinquency Prevention.
- Altschuler, D. and Bilchik, S., (2014). Critical Elements of Juvenile Reentry in Research and Practice. New York: Council of State Governments Justice Center. Retrieved from <https://csgjusticecenter.org/youth/posts/critical-elements-of-juvenile-reentry-in-research-and-practice>.
- Altschuler, D. and Brash R. (2004). Adolescent and teenage offenders confronting the challenges and opportunities of reentry. *Youth Violence and Juvenile Justice*, 2, 72–87.
- Altschuler, D., Stagler, G., Berkley, K. and Burton, L. (2009). Supporting youth in transition to adulthood: Lessons learned from child welfare and juvenile justice. Washington, DC: Center for Juvenile Justice Reform, Georgetown University.
- American Academy of Pediatrics, Committee on Adolescence (2011). Policy statement from the American Academy of Pediatrics: Health care for youth in the juvenile justice system. *Pediatrics*, 108(6), 1219–1235.
- Baglivio, M., Greenwald, M., and Russell, M. (2015). Assessing the implications of a structured decision making tool for recidivism in a statewide analysis. *Criminology and Public Policy*, 14(1), 5–57.
- Bernard, J.M. (2012). *Business at the Speed of Now: Fire Up Your People, Thrill Your Customers, and Crush Your Competitors*. Hoboken, NJ: John Wiley & Sons.
- Bilchik, S. (2011). Five Emerging Practices in Juvenile Reentry. New York: Council of State Governments Justice Center. Retrieved from <https://csgjusticecenter.org/youth/posts/five-emerging-practices-in-juvenile-reentry/>
- Bonta, J., Rugge, T., Scott, T., Bourgon, G., and Yessine, A. K. (2008). Exploring the black box of community supervision. *Journal of Offender Rehabilitation*, 47, 248–270.
- Butts, J.A., Bazemore, G., and Meroe, A.S. (2010). Positive Youth Justice: Framing Justice Interventions Using the Concepts of Positive Youth Development. Washington, DC: Coalition for Juvenile Justice.
- Center for Children’s Law and Policy (2012). Developing a System of Graduated Responses for Youth Supervised by the Juvenile Justice System. Washington, DC: Author.
- Center for Children’s Law and Policy (2016). Graduated Responses Toolkit: New Resources and Insights to Help Youth Succeed on Probation. Washington, DC: Author.
- Center for the Study and Prevention of Violence, University of Colorado at Boulder. (2004). Blueprints for Violence Prevention. Washington, DC: U.S. Department of Justice, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention.
- Center on Crime, Communities and Culture (1997). Education as Crime Prevention: Providing Education to Prisoners. New York, NY: Soros Foundation, Open Society Institute.

- 
- Central and Eastern Oregon Juvenile Justice Consortium (2008). *A Graduated System of Incentives, Interventions and Sanctions for Youth on Probation—A Case Management Approach*. Project of the Annie E. Casey Foundation.
- Cocozza, J. J., Trupin, E., and Teodosio, L. (2003). Diverting youth with mental health needs from the juvenile justice system: Critical issues and model approaches. Presented at the GAINS TAPA Center Easy Access Net/Teleconference.
- Collins, J.C. (2001). *Good to Great: Why Some Companies Make the Leap—and Others Don't*. New York, NY: HarperBusiness.
- Deitch, M., Madore, A., Vickery, K. and Welch, A. (2013). Understanding and Addressing Youth Violence in the Texas Juvenile Justice Department. Austin, TX: University of Texas at Austin, Lyndon B. Johnson School of Public Affairs.
- Denhof, M., Spinaris, C., and Morton, G. (2014). *Occupational Stressors in Corrections Organizations: Types, Effects and Solutions*. Washington, DC: U.S. Department of Justice, National Institute of Corrections.
- Dierkhising, C. B., Ko, S. J., Woods-Jaeger, B., Briggs, E. C., Lee, R., and Pynoos, R. S. (2013). Trauma histories among justice-involved youth: findings from the National Child Traumatic Stress Network. *European Journal of Psychotraumatology*, 4.
- Fagan, J.A., and Tyler, T. (2005). Legal socialization of children and adolescents. *Social Justice Research*, 18(3), 217–241.
- Figley, C.R. (1982). Traumatization and comfort: Close relationships may be hazardous to your health. Keynote presentation at the “Families and Close Relationships: Individuals in Social Interaction” conference. Lubbock, TX: Texas Tech University.
- Figley, C.R., (1995). Compassion fatigue as secondary traumatic stress disorder: An overview. In: Figley C.R. (Ed.) *Compassion fatigue: Coping with secondary traumatic stress disorder in those who treat the traumatized*. New York: Brunner-Routledge.
- Ford, J. D., Hartman, J. K., Hawke, J., and Chapman, J. (2008). Traumatic victimization, posttraumatic stress disorder, suicidal ideation, and substance abuse risk among juvenile justice-involved youths. *Journal of Child and Adolescent Trauma*, 1, 75–92.
- FosterClub, Inc. (2006). *Permanency Pact: Life-long, kin-like connections between a youth and a supportive adult*. Seaside, OR: Author. Retrieved from <https://www.fosterclub.com/files/PermPact.pdf>.
- Frederick, B., (1999). Factors Contributing To Recidivism Among Youth Placed With The New York State Division For Youth. Albany, NY: New York State Division of Criminal Justice Systems.
- Gagnon, J. C., and Richards, C. (2008). Making the right turn: A guide about improving transition outcomes of youth involved in the juvenile corrections system. Washington, DC: National Collaborative on Workforce and Disability for Youth, Institute for Educational Leadership.
- Griffin, P. and Torbet, P. (2002). *Desktop Guide to Good Juvenile Probation Practice*. Washington, DC: Office of Juvenile Justice and Delinquency Prevention and National Center for Juvenile Justice.
- Hawkins, S.R., Lattimore, P.K., Dawes, D., and Visher, C.A. (2009). Reentry experiences of confined juvenile offenders: Characteristics, service receipt, and outcomes of juvenile male participants in the SVORI Multi-site Evaluation. Research Triangle Park, NC: RTI International and Washington, DC: Urban Institute.
- Holman, B. and Ziedenberg, J. (2011). *The Dangers of Detention: The Impact of Incarcerating Youth in Detention and Other Secure Facilities*. Washington, DC: Justice Policy Institute.
- Keith, J. and McCray, A. (2002). Juvenile offenders with special needs: Critical issues and bleak outcomes. *Qualitative Studies in Education*, 15(6), 691–710.
- Kerig, P. K., Bennett, D. C., Thompson, M., and Becker, S. P. (2012). “Nothing really matters”: Emotional numbing as a link between trauma exposure and callousness in delinquent youth. *Journal of Traumatic Stress*, 25(3), 272–279.

- 
- Krezmien, M. P., Mulcahy, C.A., and Leone, P.E. (2008). Detained and committed youth: Examining differences in achievement, mental health needs, and special education status. *Education and Treatment of Children*, 31(4), 445–64.
- Leone, P. and Cutting, C. (2004). Appropriate education, juvenile corrections and No Child Left Behind. *Behavior Disorders*, 29(3), 260–265.
- Leone, P. and Weinberg, L. (2010). Addressing the Unmet Educational Needs of Children and Youth in the Juvenile Justice and Child Welfare Systems. Washington, DC: Center for Juvenile Justice Reform, Georgetown University.
- Lipsey, M., Howell, J., Kelly, M., Chapman, G. and Carver, D. (2010). Improving the Effectiveness of Juvenile Justice Programs: A New Perspective on Evidence-Based Programs. Washington, DC: Center for Juvenile Justice Reform, Georgetown University.
- Listenbee, R., Torre, J., Boyle, G., Cooper, S., Deer, S., Durfee, D., James, T., Lieberman, A., Macy, R., Marans, S., McDonnell, J., Mendoza, G., and Taguba A. (2014). Report of the Attorney General's National Task Force on Children Exposed to Violence. Washington, DC: Office of Juvenile Justice and Delinquency Prevention.
- Loughran, T., Mulvey, E.P., Schubert, C.A., Fagan, J., Losoya, S.H., and Piquero, A.R. (2009). Estimating a Dose-Response Relationship Between Length of Stay and Future Recidivism in Serious Juvenile Offenders. *Criminology*, 47(3), 699–740.
- Maslach, C. and Jackson, S.E. (1981). The measurement of experienced burnout. *Journal of Occupational Behaviour*, 2, 99–113.
- Maslow, A. (1943). A Theory of Human Motivation. *Psychological Review*, 50 (4), 370–96.
- Maslow A. (1954). *Motivation and Personality*. New York, NY: Harper.
- Mendel, R. (2011). *No Place for Kids: The Case for Reducing Juvenile Incarceration*. Baltimore, MD: The Annie E. Casey Foundation.
- Minor, K. I., Wells, J. B., Angel, E., and Matz, A. K. (2011). Predictors of early job turnover among juvenile correctional facility staff. *Criminal Justice Review*, 36, 58–75.
- Models for Change (2012). *Research on Pathways to Desistance: December 2012 Update*. Chicago, IL: John D. and Catherine T. MacArthur Foundation. Retrieved from <http://www.modelsforchange.net/publications/357>.
- National Research Council (2013). *Reforming Juvenile Justice: A Developmental Approach*. Washington, DC: The National Academies Press.
- Peters, R.H., Bartoi, M.G. and Sherman, P.B. (2008). *Screening and Assessment of Co-occurring Disorders in the Justice System*. Delmar, NY: CMHS National GAINS Center.
- Quinn, M.M., R. B. Rutherford, R.B., Leone, P.E., Osher, D.M. and Poirier, J.M. (2005). Youth with disabilities in juvenile corrections: A national survey. *Exceptional Children*, 71, 339–45.
- Sedlak, A. and McPherson, K. (2010). *Youth's Needs and Services: Findings from the Survey of Youth in Residential Placement*. Washington, DC: Office of Juvenile Justice and Delinquency Prevention.
- Seigle, E., Walsh, N., and Weber, J. (2014). *Core Principles for Reducing Recidivism and Improving Other Outcomes for Youth in the Juvenile Justice System*. New York: Council of State Governments Justice Center.
- Sickmund, M. and Puzanchera, C. (Eds.) (2014). *Juvenile Offenders and Victims: 2014 National Report*. Washington, DC: National Center for Juvenile Justice.
- Smith, M. and Bowman, K. (2009). The restraint spiral: Emergent themes in the perceptions of the physical restraint of juveniles. *Child Welfare*, 88(3), 57–83.
- Stewart, D. G., and Trupin, E. W. (2003). Clinical utility and policy implications of a statewide mental health screening process for juvenile offenders. *Psychiatric Services*, 54(3), 377–382.

- 
- Stewart, M., Lutz, L., and Herz, D. (2010). *Crossover Youth Practice Model*. Washington, DC: Center for Juvenile Justice Reform, Georgetown University.
- Substance Abuse and Mental Health Services Administration (2014). *SAMHSA's Concept of Trauma and Guidance for a Trauma-Informed Approach*. HHS Publication No. (SMA) 14-4884. Rockville, MD: Substance Abuse and Mental Health Services Administration.
- Teplin, L., Abram, K., McClelland, G., Dulcan, M., and Mericle, A. (2002). Psychiatric disorders in youth in juvenile detention. *Archives of General Psychiatry*, 59, 1133–1143.
- Teplin, L., and McClelland, G. (1998). Psychiatric and substance abuse disorders among juveniles in detention: An empirical assessment. Paper presented at the convention of the American Psychological–Law Society, Redondo Beach, CA.
- U.S. Departments of Education and Justice (2014). *Guiding Principles for Providing High-Quality Education in Juvenile Justice Secure Care Settings*. Washington, DC: Authors.
- Villalobos Agudelo, S. (2013). *The Impact of Family Visitation on Incarcerated Youth's Behavior and School Performance*. Issue Brief. New York: Vera Institute of Justice.
- Winokur-Early, K., Chapman, S., and Hand, G. (2013). Family-Focused Juvenile Reentry Services: A Quasi-Experimental Design Evaluation of Recidivism Outcomes. *Journal of Juvenile Justice*, 2(2), 1–22.
- Wright, T. A. (1993). Correctional employee turnover: A longitudinal study. *Journal of Criminal Justice*, 21, 131–142.



**Council of Juvenile Correctional Administrators**

639 Granite Street, Suite 112  
Braintree, MA 02184

<http://cjca.net>

**Center for Juvenile Justice Reform**

McCourt School of Public Policy  
Box 571444  
3300 Whitehaven Street, NW, Suite 5000  
Washington, D.C. 20057

<http://cjjr.georgetown.edu>  
[jjreform@georgetown.edu](mailto:jjreform@georgetown.edu)

