

NYC Department  
of Probation

Patricia Brennan

*Deputy Commissioner*

*Juvenile Operations*

Esperanza NY, Inc

Casey Eiseman

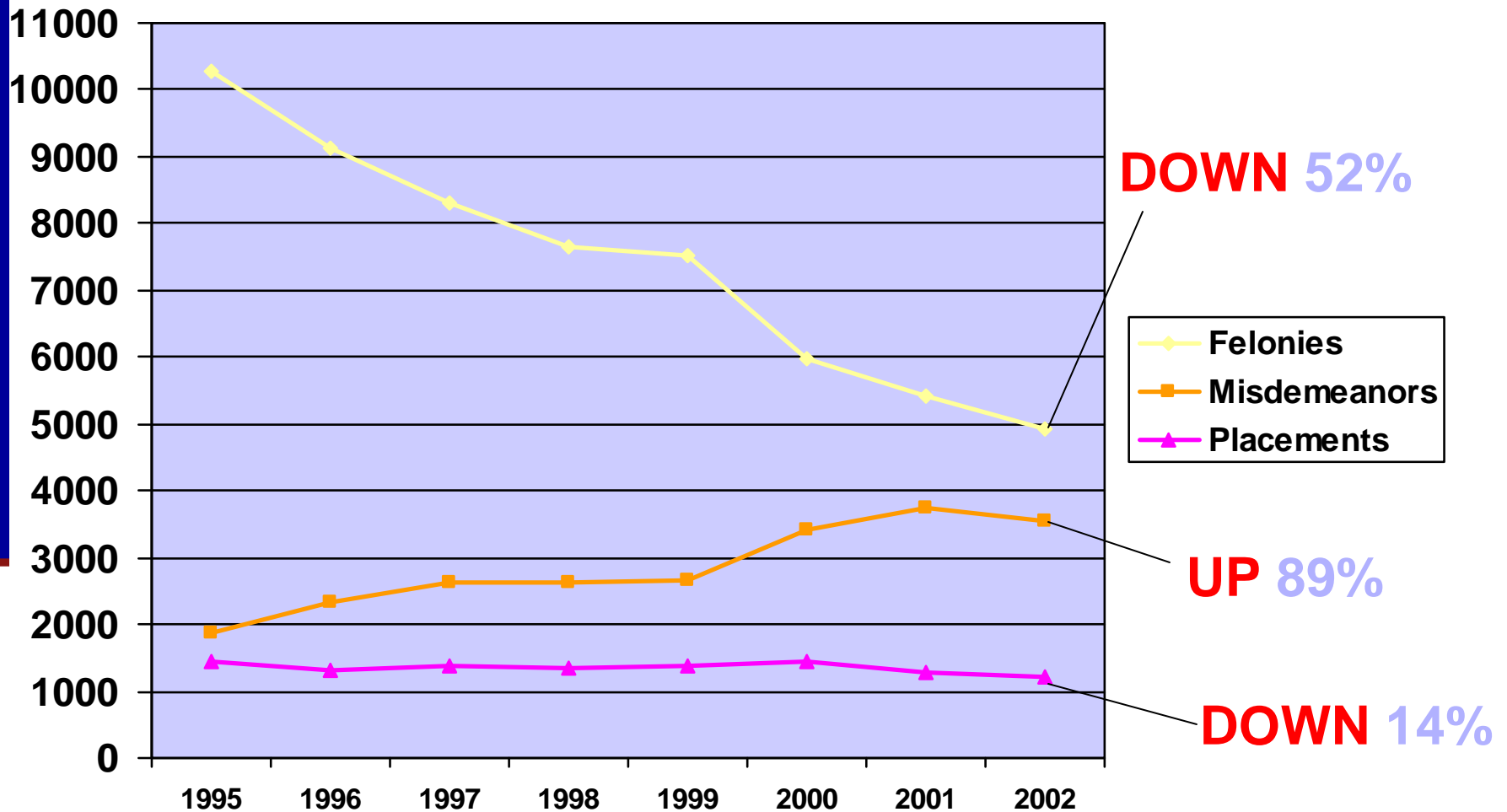
*Project Manager*

## The NYC Story

Reducing the use of out of  
home placements in  
delinquency cases

# Project Zero

Felony Juvenile Arrests Declined, Yet the Juvenile Justice System continued to place close to the same number of juveniles.



\*SOURCES: NYPD and OCFS

# Placement is expensive & ineffective

- NYC pays up to \$80 M per year for placement.
- Within 9 months of release from placement, more than 50% of young people were re-arrested.\*
- Intensive, community-based services cost at least 75% less than placement and tend to have better outcomes.

Despite the drop in felonies, high recidivism, and high cost, the juvenile justice system was continuing its placement practices.

# Research on Juvenile Justice

---

- **“Removing youthful offenders from their homes is often not a winning strategy for reducing long-term delinquency.”**
- **“Intensive community-based supervision programs typically produce recidivism rates as low or lower than out-of-home placement (at a fraction of the cost).”**
- **“Intensive family-focused or multi-dimensional intervention programs have produced the lowest recidivism rates of all.”**

“Less Hype, More Help: Reducing Juvenile Crime, What Works-And What Doesn't.” By Richard A. Mendel. Published in 2000 by the American Youth Policy Forum, Washington, D.C.

# Challenges to system reform

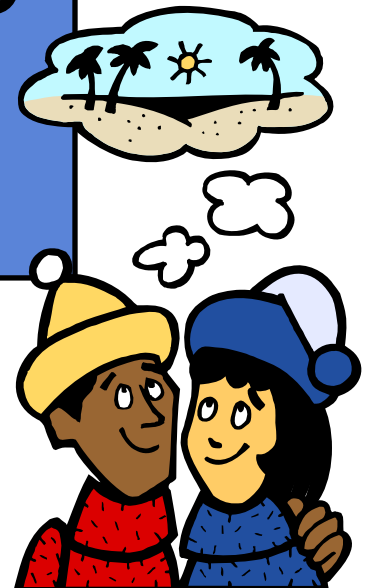
---

- **Balance between meeting needs of juvenile and community safety**
- **Distinguishing between complaints that can receive immediate sanctions/diversions and those that must proceed for prosecution**
- **Due process for juveniles: support speedy trial, speedy disposition (sentencing)**
- **Need for objective assessment tools for determining detention and incarceration use**
- **Develop and enhance continuum of alternatives to detention (ATDs) and alternatives to incarceration (ATIs)**

# Probation & Esperanza: Shared Vision

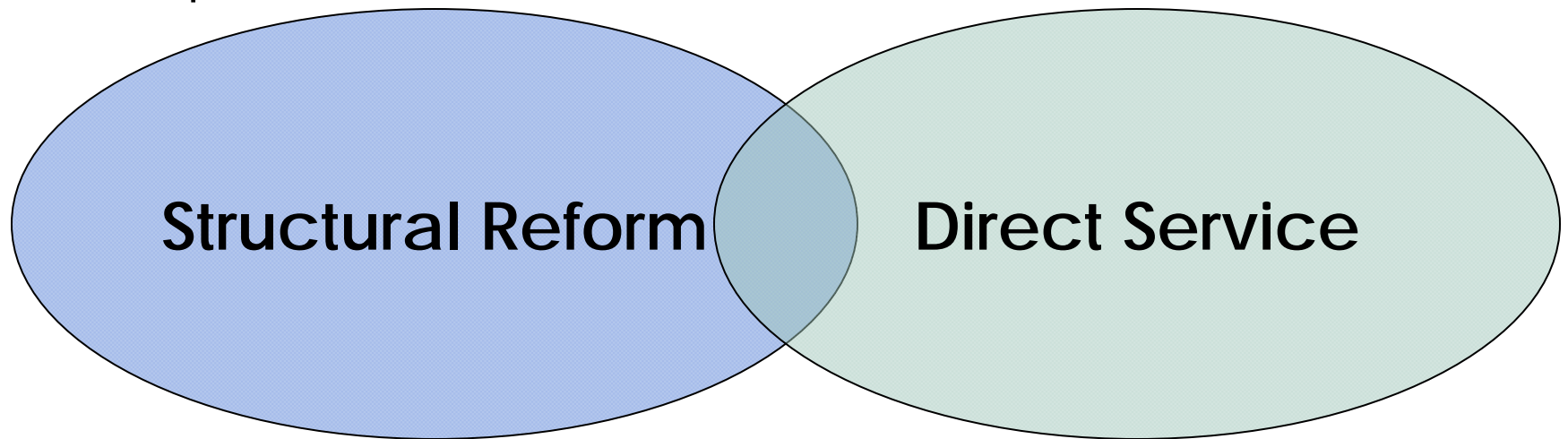
Probation and Esperanza have established a shared vision and common goal for their collaborative work:

**To safely reduce placement of New York City youth who are adjudicated juvenile delinquents.**



# How It Works

Probation and Esperanza are using a two-pronged approach to reduce placement levels:



- Internal change at Probation
- Information sharing among all agencies
- Increase & refine other dispositional options

- Team approach
- Clear roles & ability to compromise
- Open and frequent communication

# Esperanza – Technical Assistance to Probation

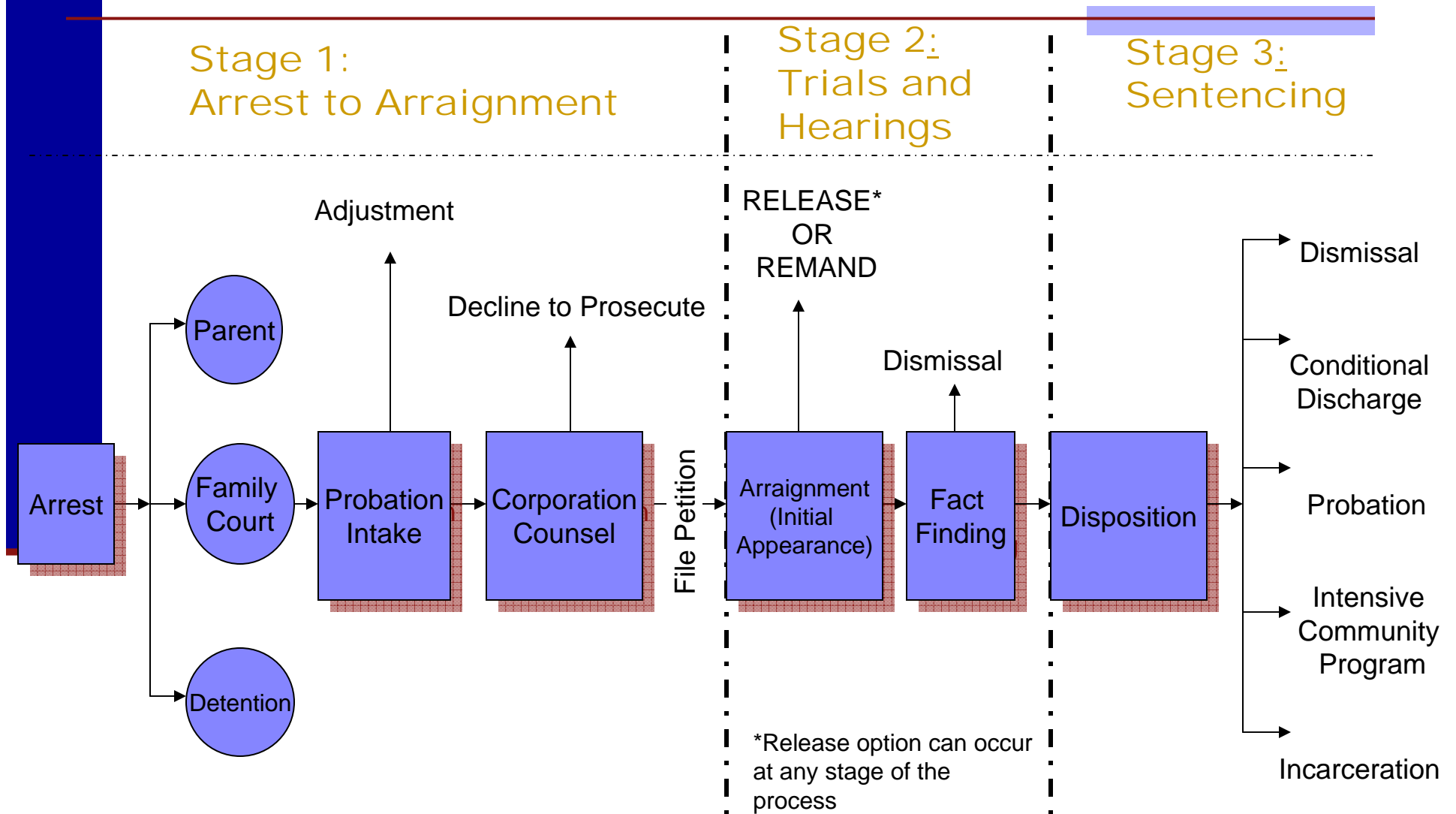
---

Esperanza provides ongoing T.A. for Probation:

- PAT analysis (monthly)
- Esperanza indicators (monthly)
- Judge analysis (biannually)
- EOP analysis (ongoing)
- Data analysis and management (ongoing)
- Trainings for Probation Officers (ongoing)
- Support for Structural Reform (ongoing)
- Support for Program Development (ESP, General Supervision)



# NYC Juvenile Justice System: Processing Overview



# Changes at Probation

DOP sought to reform its own business practices which were central to the issue.

## DEPARTMENT OF PROBATION

### Intake

Court Diversion  
Non-Judicial  
Sanctions

### Revised Investigations

- I&R
- PAT

### Re-engineered Supervision

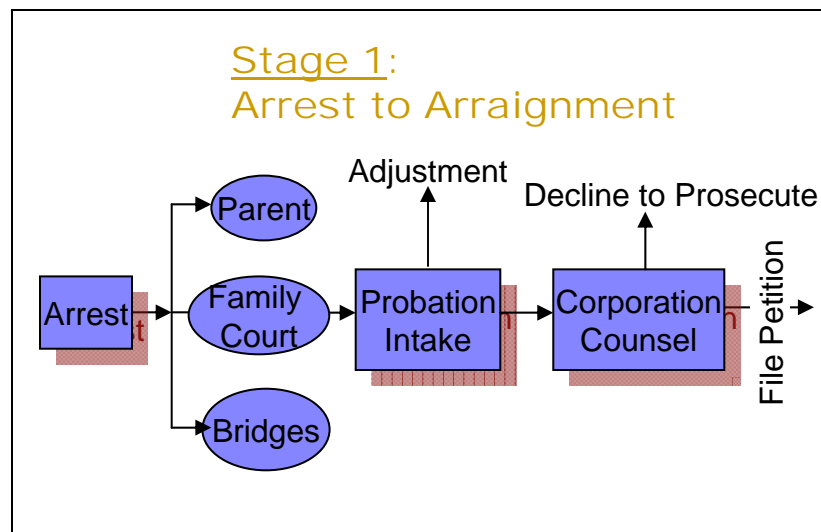
General  
Supervision

Alternatives to  
placement

ESP

# Project Zero Reforms

## Stage 1: Arrest to Arraignment Reform

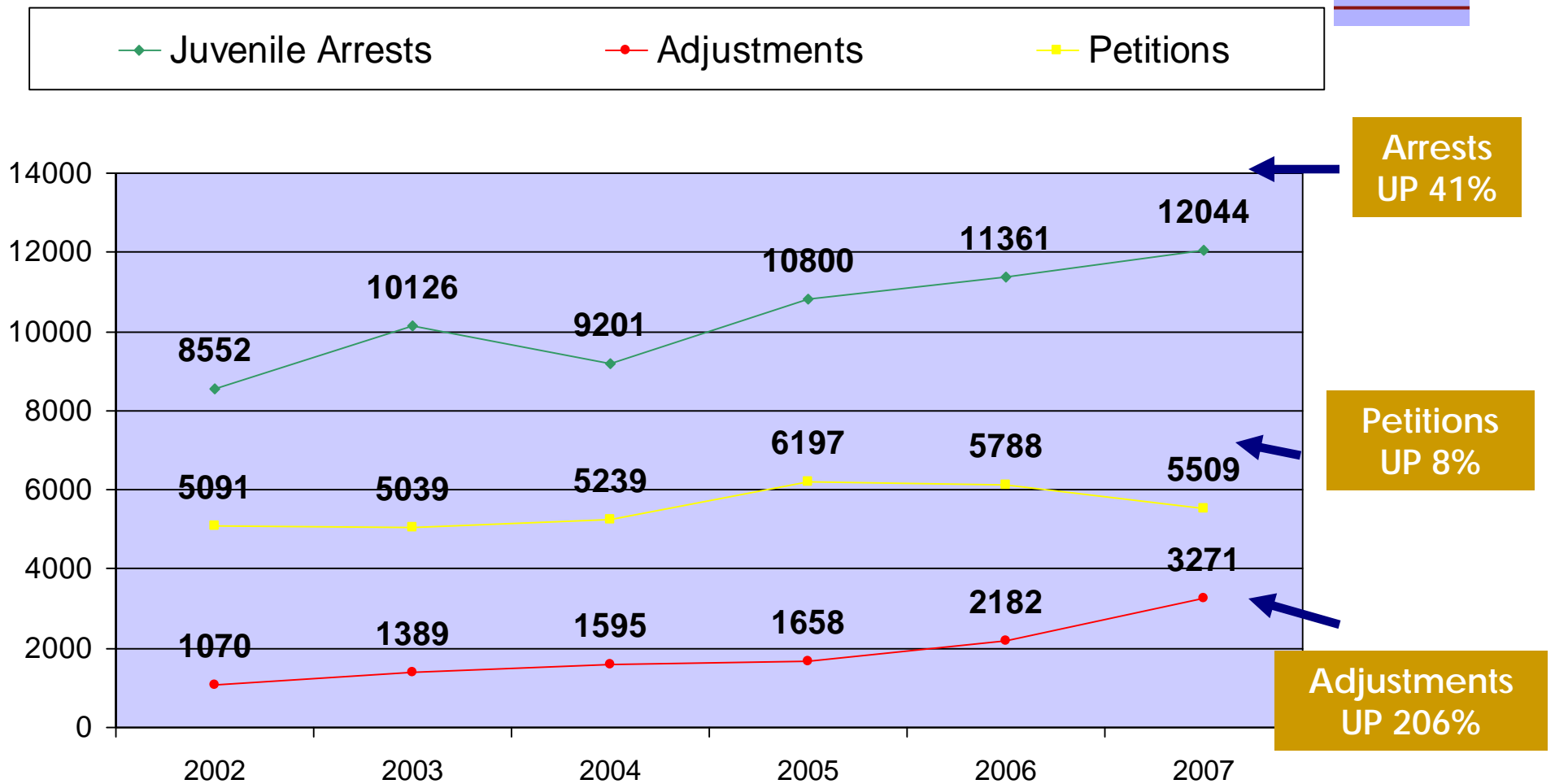


- Increased cases adjusted at intake from 14% in 2003 to 29% in 2007.

- Introduction of risk assessment tool (RAI) for detention decision making and ATD referrals.

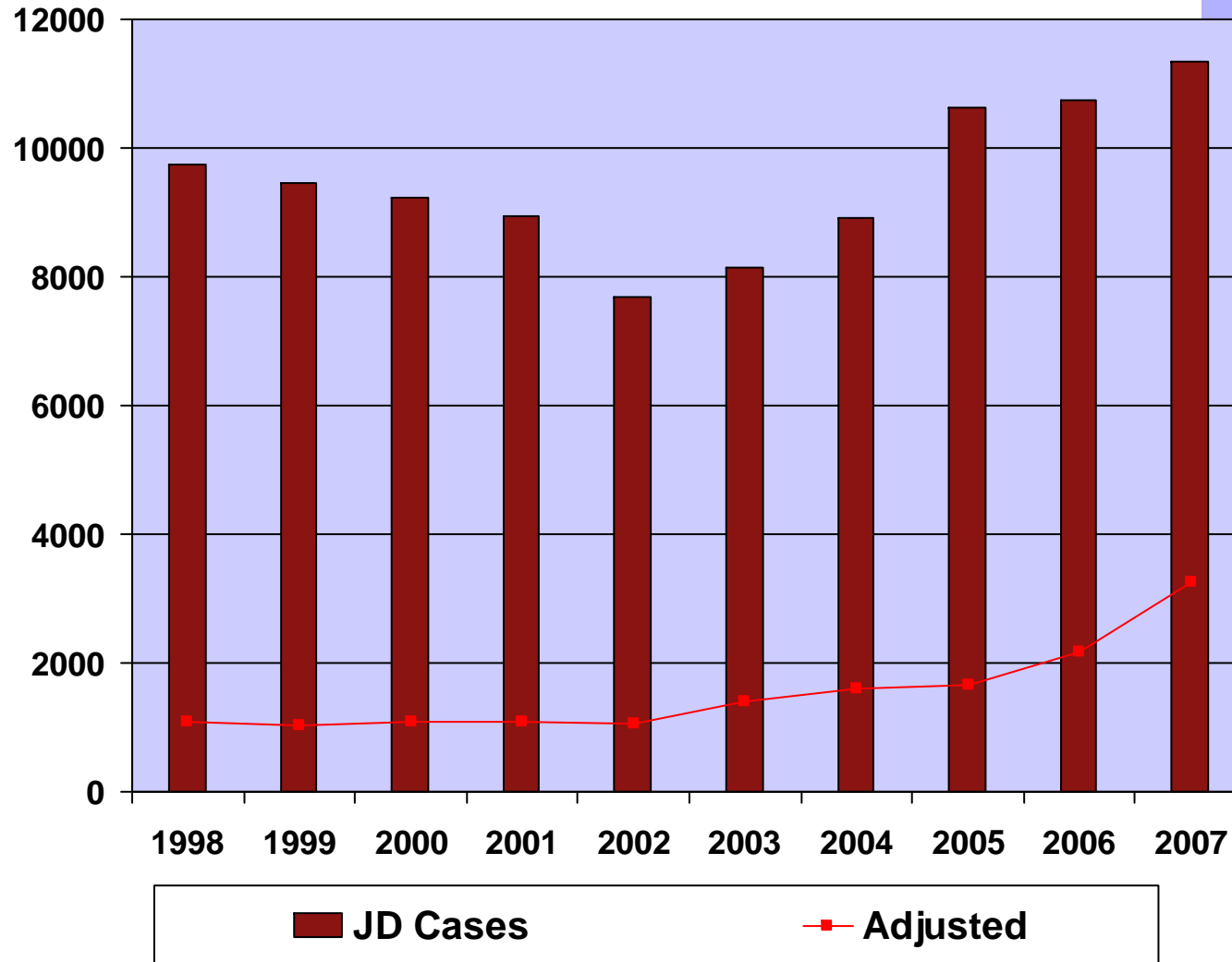
# NYC JJ System Trends

(CY2002 – CY2007)



\*SOURCES: NYPD, Law Dept, Probation

# JD Intake and Diversion

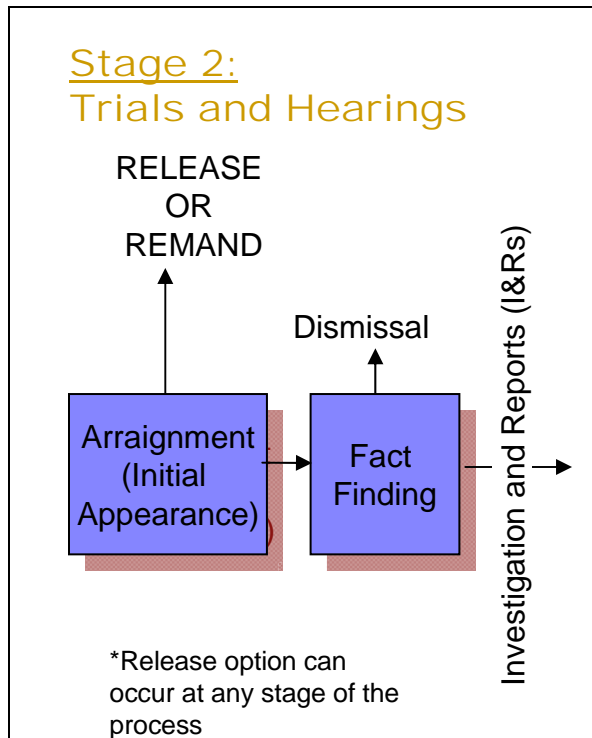


Rate of Diversion	
2007	29%
2006	20%
2005	16%
2004	17%
2003	14%
2002	10%
2001	12%
2000	12%
1999	11%
1998	11%

\*SOURCE: DOP

# Project Zero Reforms

## Stage 2: Trials and Hearings Reform



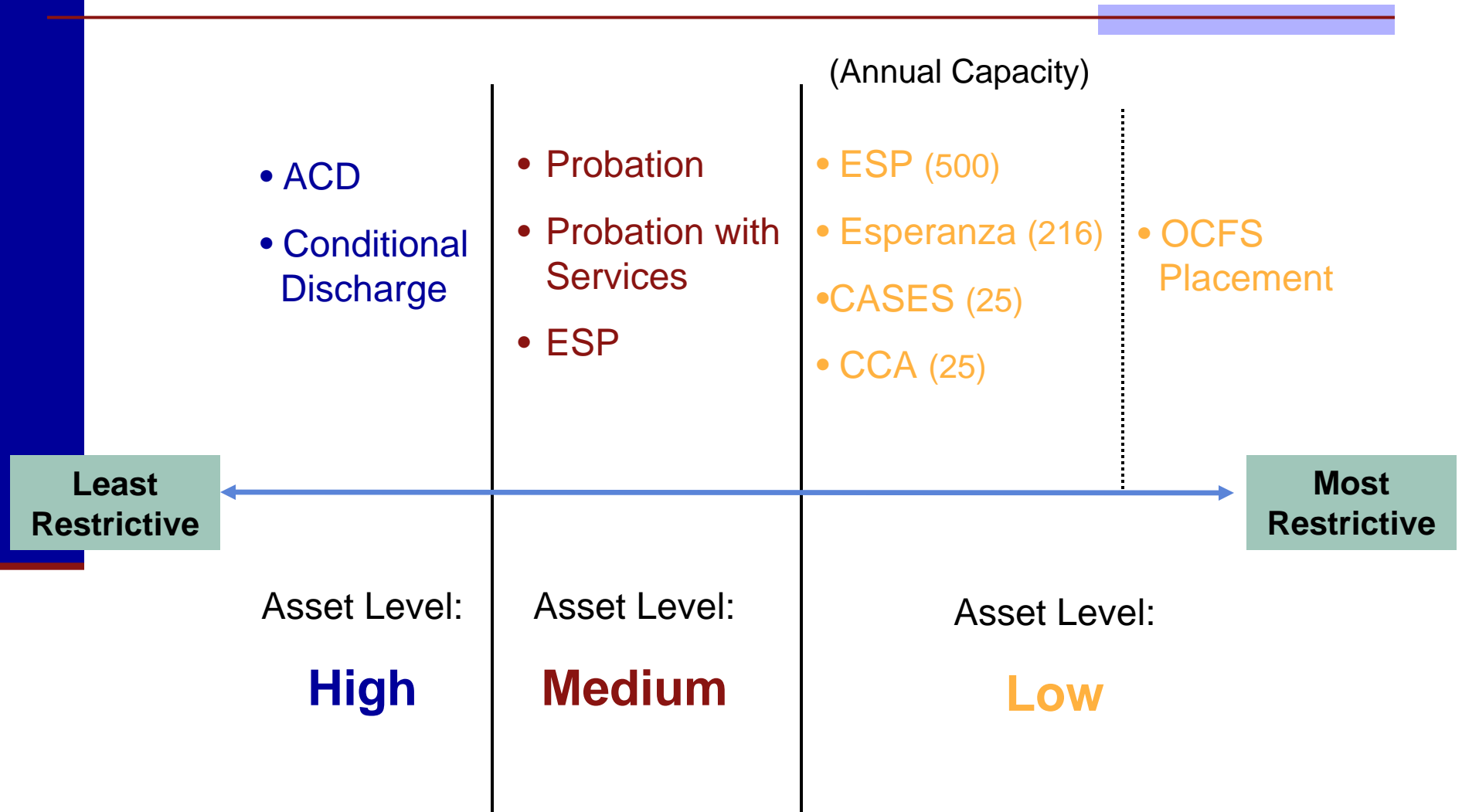
- Utilization of ATDs and intensive community monitoring program
- Electronic Investigation and Reports (I&Rs) sent to the courts
- Decreased recommendations for placement with the use of evidence based risk assessment tool (PAT)

# What is the Probation Assessment Tool (PAT)?

---

- Questionnaire that complements I&R narrative
- Based on analysis of 730 NYC case files from April to June 2000
  - **Re-arrest risk assessment**
  - **Aim to separate safety to the community and needs of youth**
- Objective departmental guidelines to support POs' recommendations

# Continuum of Sentencing Options





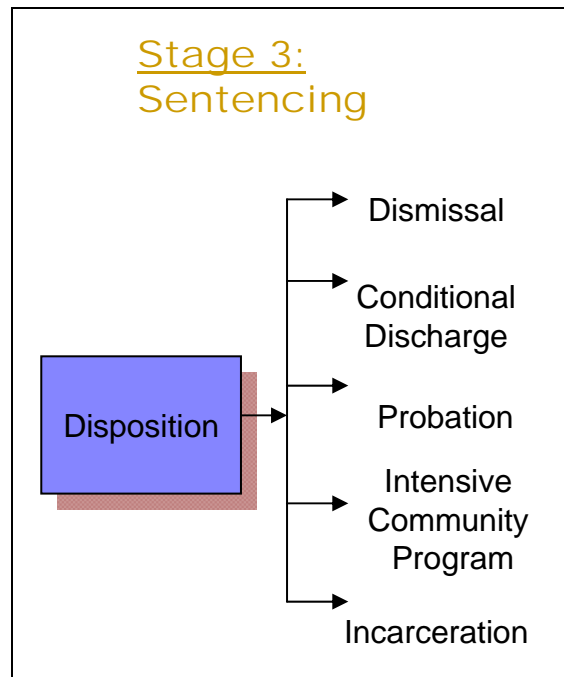
# Placement recommendations and admits have decreased significantly

	Percent referred for placement	Placement Admits
<b>2004</b>	40%	1257
<b>2005</b>	26%	1194
<b>2006</b>	23%	1089
<b>2007</b>	18%	931

**\*SOURCE: DOP**

# Project Zero Reforms

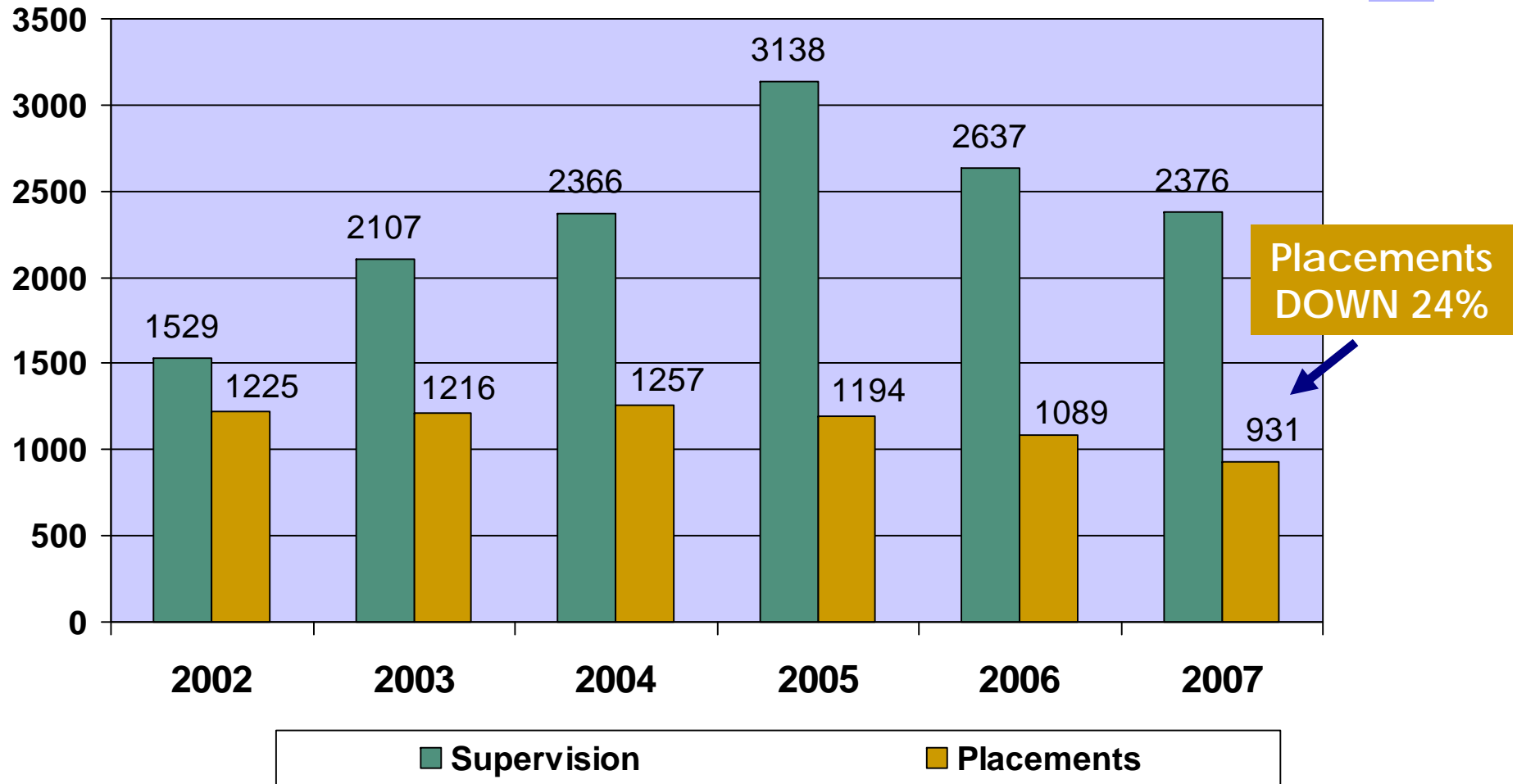
## Stage 3: Sentencing Reform



### • Enhanced continuum of community sentencing options

- Enhanced Supervision Program (ESP)
- Esperanza

# Supervision & Placements by Calendar Year since Project Zero



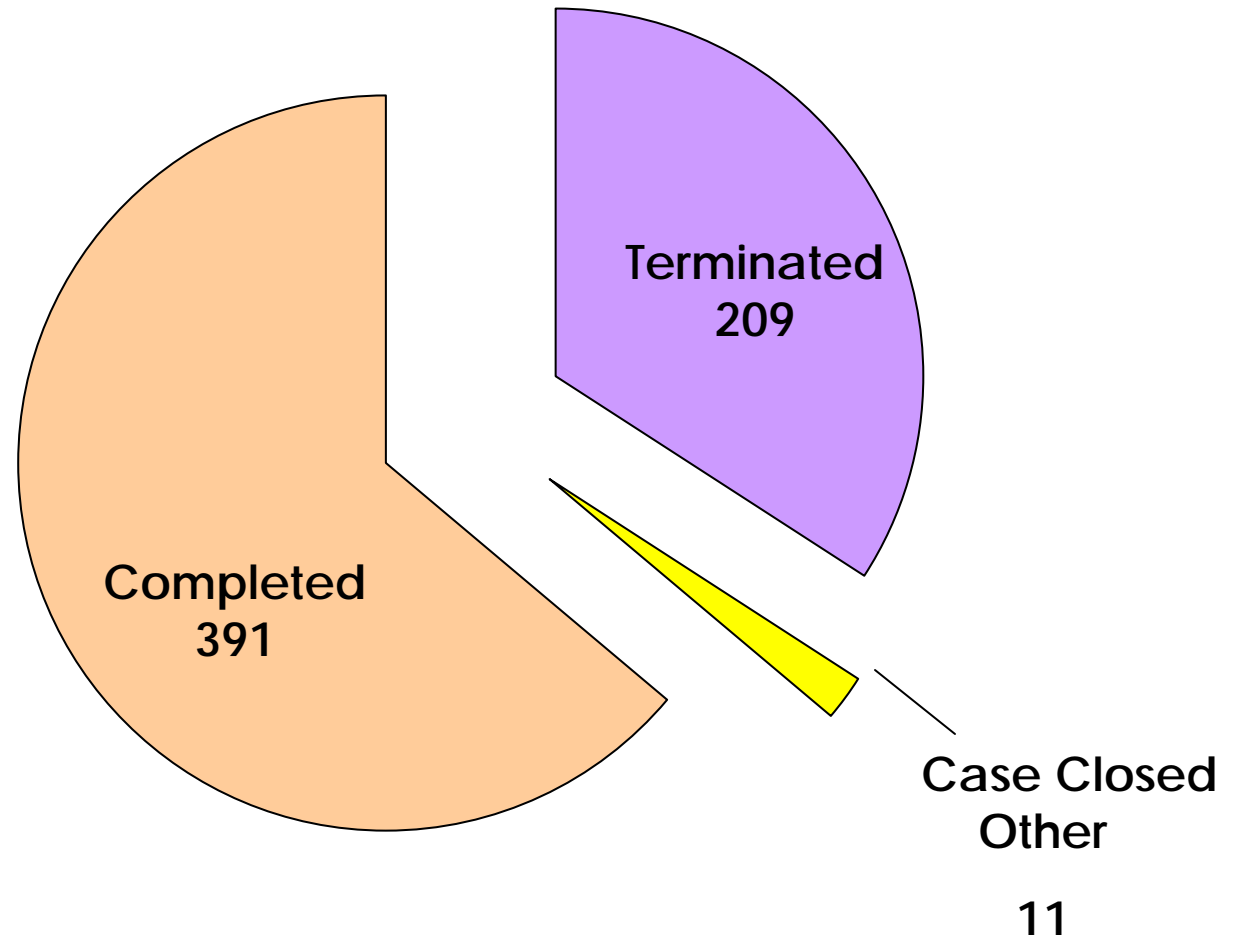
# Esperanza – Direct Services

---

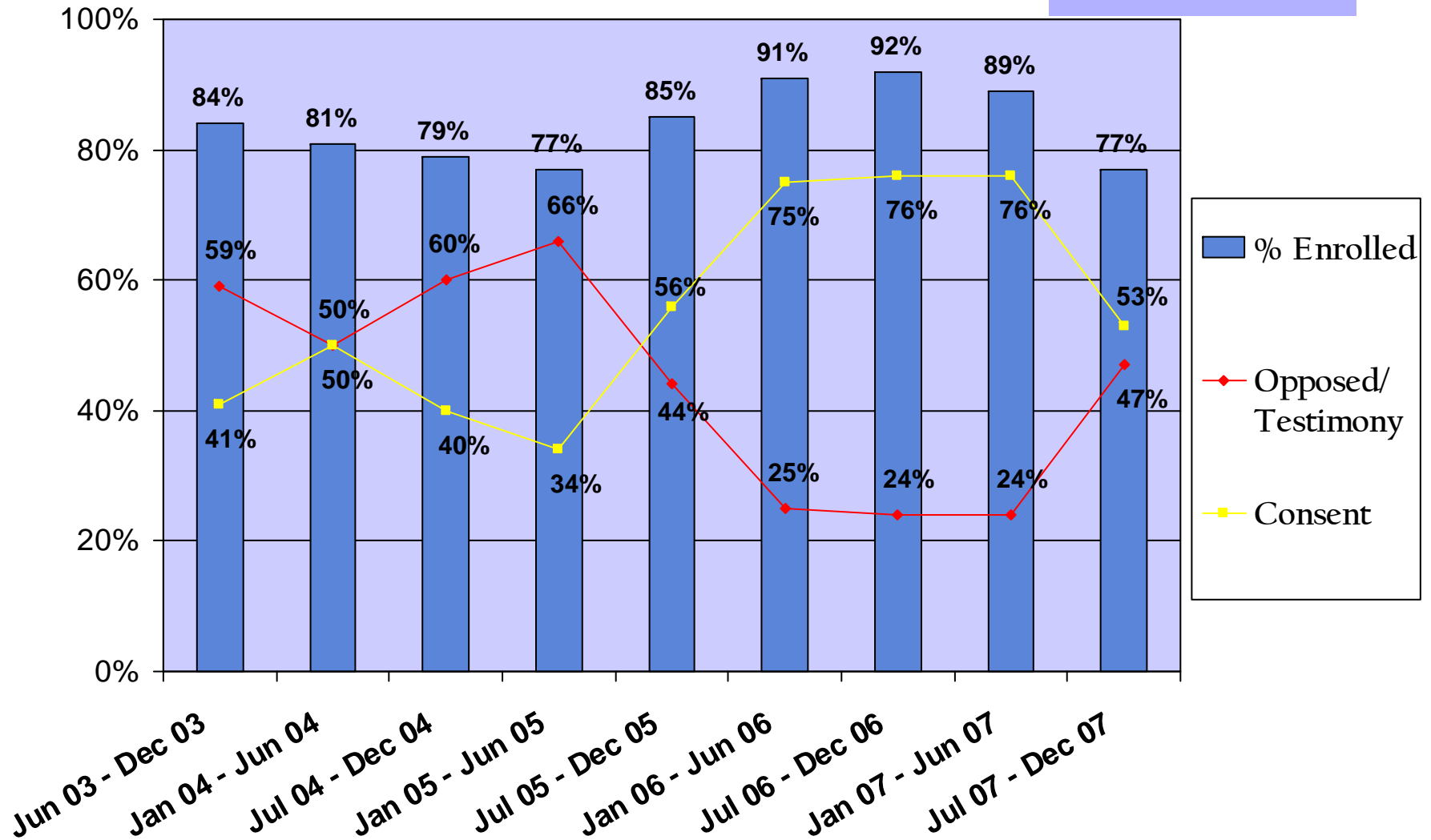
- **Intensive community-based program with a family-centered approach.**
- **Works to improve the level of family functioning including increased levels of supervision by caregivers and enhanced communication between family members.**
- **Ensures that the youth is program compliant, attending school, and involved in pro-social activities.**
- **Upon completing the program, Esperanza youth remain with a PO who has been a member of their therapeutic team from the first day of sentencing.**

# Since program inception, 391 kids have successfully completed Esperanza

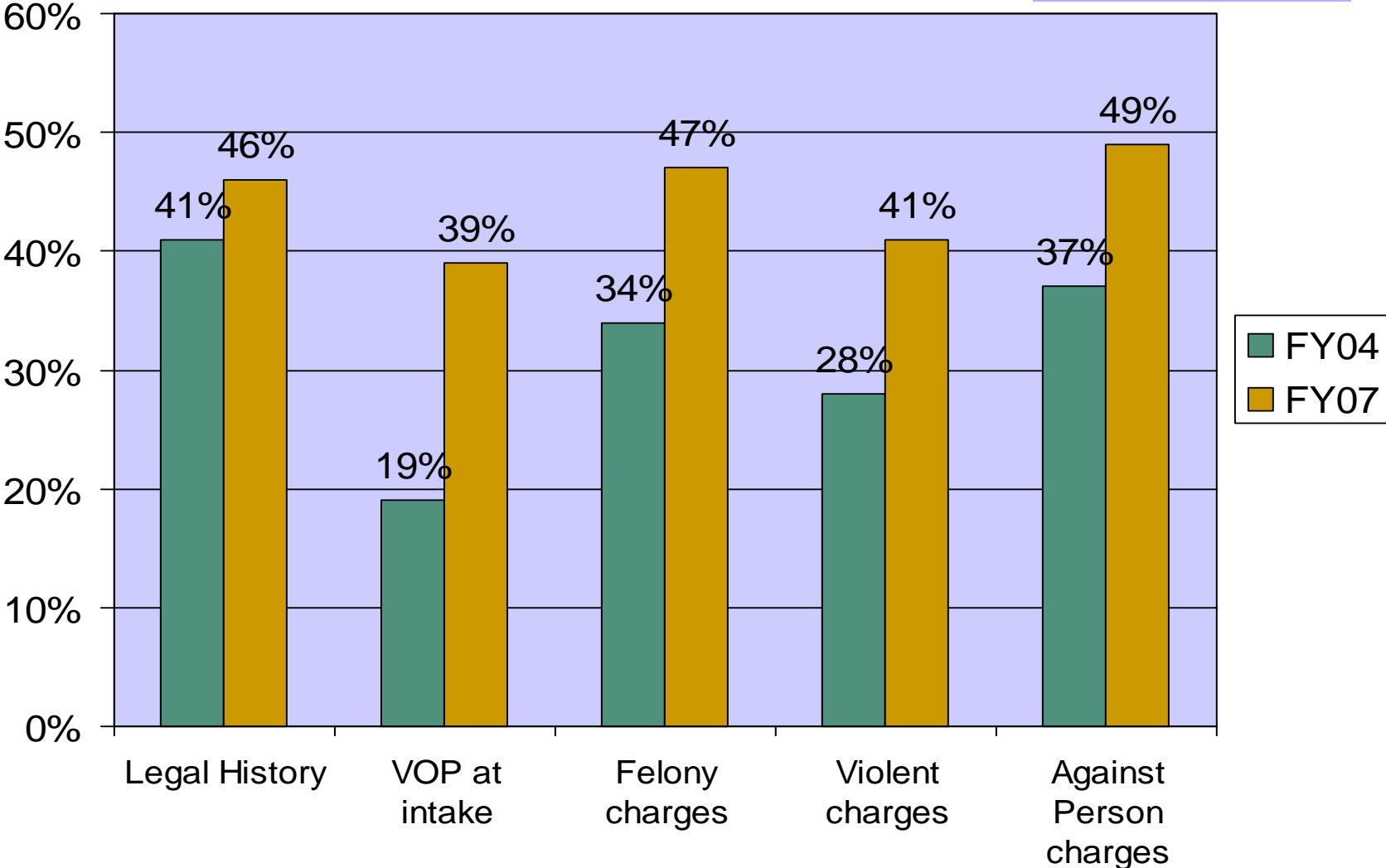
Average completion rate is 64%.



# ACC Position on Esperanza Acceptances (Six Month Periods: Jun.2003 – Dec.2007)



# Changes in Esperanza kids accepted



# Program Outcomes and Recidivism

## OCFS Recidivism Study

- Within 9 months of release from placement, more than 50% of young people were re-arrested.
- 81% of males were re-arrested within 36 months of release.

*1999 DCJS Study*

## General Supervision

- In FY07, 9% of probationers on General Supervision were re-arrested.

## Enhanced Supervision Program (ESP)

- Preliminary data indicates that 65% of ESP youth are successfully completing probation.
- In FY07, 14% of probationers in ESP were re-arrested.

## Esperanza

- 64% of enrolled youth have successfully completed the program.
- In FY07, 16% of probationers in Esperanza were re-arrested.
- 74% of Esperanza youth have remained out of placement within 9 months of release.



# Potential Cost Savings

- Esperanza: From Program Inception through March 2008

**Estimated Cost Savings**  
**\$21,283,432.00**

- “The Mayor’s Office of Management and Budget has projected \$43.0 million in savings over the next four years as a result of declining numbers of youth placed in OCFS-run facilities”\*

# Building on Project Zero

- **Further investment in JJ reforms by the Bloomberg Administration**
  - Development of the Juvenile Justice Initiative (JJI) to address the overlap in population between child welfare and juvenile justice system
  - Development of the Collaborative Family Initiative (CFI) to provide services to youth leaving detention facilities

In January 2008, OCFS Commissioner, Gladys Carrion, announced a plan to close 6 facilities due to underutilization and poor outcomes

# Recognition for Project Zero

---

- Recently selected as one of 50 semi-finalists for Harvard's national Innovations in Government Award
- Also selected as one of 8 finalists for the Annie E. Casey Innovations Award in Children and Family System Reform

# Lessons for other jurisdictions

---

- Public/private partnership
- Analyze every step of the process
- Utilize objective measures and tools
- Buy-in from system players
- Plan ahead to recoup cost savings