

RESEARCH REPORT

Juvenile Probation Transformation

Applying the Approach in Lucas County, OH, and Pierce County, WA

Sino Esthappan
URBAN INSTITUTE

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Johanna Lacoë
MATHEMATICA POLICY RESEARCH

Douglas Young
UNIVERSITY OF MARYLAND





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Introduction

Probation is the most commonly used disposition in juvenile court: nearly 63 percent of cases adjudicated delinquent in 2014 resulted in probation.¹ Juvenile probation dispositions are rising; between 1984 and 2014, the use of probation for youth adjudicated delinquent increased by over 5 percent. Yet, the literature on what works in juvenile probation practice remains relatively scant. The limited existing literature suggests that the standard approach to juvenile probation is ill-equipped to meet the growing needs of justice-involved youth. Studies find high rates of recidivism among justice-involved youth (Bonta et al. 2008; Latessa, Listwan, and Koetzle 2014; Robinson et al. 2012). Researchers and practitioners have found various components of juvenile probation ineffective, including the overuse of probation violation orders, which often result in out-of-home placements.

Youth on probation receive from 5 to more than 30 conditions with which they must comply during the supervision period (National Juvenile Defender Center 2016). Studies have identified gaps in how youth interpret and understand probation conditions. One study in Washington State found that youth recalled approximately one-third of conditions imposed on them (Peralta et al. 2012). Research on adolescent brain development enhances what we know about how these conditions are followed; neural networks in the brain responsible for self-regulation and reward motivation do not fully develop until after age 24, which makes youth more likely to engage in risky behaviors and defy rules (Cauffman, Steinberg, and Piquero 2005; Spear 2010; Steinberg 2010). Thus, many youths are not inclined to follow the rules and requirements imposed on them while on probation.

Further, studies show that probation violations, and specifically technical violations, have grown substantially in recent decades (Gies, Cohen, and Villarruel 2009; Moeller 2011), with 17 percent of admissions to youth residential placement facilities in 2013 for technical violations (Hockenberry 2016). This pattern is pronounced for youth of color, who represented 70 percent of those committed to a residential facility for a probation violation in 2015 (Sickmund et al. 2018), and who already are disproportionately represented at each decision point in the juvenile justice system (Hockenberry and Puzanchera 2017).

While modest, the literature on effective probation practice provides some useful lessons. Studies show that therapeutic and skills-building programs such as cognitive behavioral therapy and strengths-based mentoring, especially when coming from credible messengers (Lynch et al. 2018), show promise for improving juvenile justice outcomes (DuBois et al. 2002 Landenberger and Lipsey 2006). As one example, a study of the alternative to incarceration Youth Advocate Programs (YAP) found that among

3,523 youth ages 11 to 18 across multiple YAP sites, 86 percent were not arrested during their participation in the program, and 93 percent remained in the community at the time of program completion (Evans and Delgado 2014). Additionally, interventions that target risk factors may help ensure that probation only reaches the youth who need it most and strengthen case management services for those youth (Bonta and Andrews 2007; Lowenkamp and Latessa 2004).

Still, a gap remains between the evidence on what works in delinquency prevention and juvenile probation and what is happening on the ground. Implementation science studies focusing on juvenile justice indicate that—because of deficits in such areas as organizational capacity, system stakeholder buy-in, and funding—juvenile justice professionals may lack the tools to translate research into practice (Love and Harvell 2016). Recognizing the gap between research and practice, the Annie E. Casey Foundation (the Foundation) started the Probation Transformation Initiative in 2014, which aims to develop an effective, developmentally appropriate, and unified theory of change in probation practice (box 1). Additionally, the approach is intended to help probation departments reduce and sharpen the focus of their target population, address racial and ethnic equity and inclusion (REEI), and forge partnerships with families and their communities. The initiative builds on the Foundation’s prior juvenile justice reform efforts with the Juvenile Detention Alternatives Initiative® (JDAI®), which aims to reduce the number of youth in pretrial detention, and the Foundation’s expansion of JDAI® into the “deep end” of the juvenile justice system to reduce the number of youth in out-of-home placements. The Foundation has contracted with the Urban Institute (Urban) and Mathematica Policy Research (Mathematica) since 2014 to conduct a formative evaluation of the deep end work.

BOX 1

Transforming Juvenile Probation

The Annie E. Casey Foundation’s *Transforming Juvenile Probation* report outlines the Foundation’s motivation for, and vision of, juvenile probation reform for the modern era. The reform vision aims to limit juvenile involvement with the justice system through increased diversion and reinventing probation practice to engage families, support positive relationships, and set meaningful, achievable goals for youth.

In 2014, two deep end sites—Lucas County, Ohio, and Pierce County, Washington—were selected as the first probation transformation sites. At the same time, with funding from the Foundation, Urban and Mathematica partnered to conduct a process study of the Probation Transformation Initiative

between January and June 2018 using methods outlined in box 2. This report presents findings from the study, which was designed to address the following key questions:

1. **How have stakeholders approached operationalizing probation transformation?**
 - a. What has been the Foundation’s role in determining probation transformation sites’ probation reform goals?
 - b. How do probation transformation efforts complement/relate to JDAI® and the deep end work more broadly?
2. **What activities have sites undertaken to transform probation practice?**
 - c. How has the Foundation’s technical assistance influenced site probation reform activity?
 - d. How do probation transformation sites’ activities compare to work in other Foundation sites not engaging in probation transformation?
3. **What are key lessons learned related to probation transformation in the two sites?**

This report documents the process through which Lucas County and Pierce County implemented the Probation Transformation Initiative. In the next section, we describe the context in each county and discuss how responses on the JPP survey from probation staff in these sites compare to probation staff in other JDAI® and deep end sites. Then, we explain how both Foundation staff and stakeholders from the probation transformation sites operationalized the initiative and how key stakeholders understood the goals of the initiative. Next, we present the central activities to probation transformation in each site, along with the facilitators and challenges to implementation. We then describe the Foundation’s role in guiding reform activities. Finally, we summarize lessons learned from the evaluation and discuss implications of the evaluation’s findings.

BOX 2

Methodology

This report synthesizes information from three data sources: (1) a review of documents provided by the Foundation; (2) in-depth, semistructured telephone interviews with foundation staff, site stakeholders, and parents; and (3) the Juvenile Policies and Practices (JPP) survey, an online survey of local probation staff and supervisors administered as part of the evaluation of the Foundation’s deep end work.

Interviews. In January 2018 and February 2018, interviews were conducted with 3 Foundation staff, 10 local probation stakeholders, and 2 parents of probation-involved youth in Pierce County, and 10 local probation stakeholders and 1 parent of a probation-involved youth in Lucas County. Topics addressed in the interviews included the goals of probation, leadership and decisionmaking structures, reform activities, and experiences with and needs for technical assistance support.

JPP survey. This report includes data from the second wave of the JPP survey, administered

between March and June 2018, which offers insights into the views of probation staff and supervisors approximately four years after the Probation Transformation Initiative started in Lucas and Pierce Counties. The two counties were among 23 jurisdictions that took part in the JPP survey, including all 12 (at the time) deep end sites and 11 JDAI[®] sites. This mix of both purposive (deep end sites) and convenience (JDAI[®] sites) sampling yielded a group of jurisdictions diverse in size and location (e.g., Ada County, ID; Dallas, TX; Hennepin County, MN; Philadelphia, PA; and Pima County, AZ). Because the survey is still being administered to staff in Cook County, IL, as of this writing, this report only includes comparative information from 22 jurisdictions. Excluding Cook County, 703 probation personnel completed the survey, for a response rate of 65.2 percent. In Lucas County, 18 of the 19 probation staff members sampled for the JPP survey responded (95 percent). In Pierce County, 24 of the 27 probation staff members sampled for the JPP survey responded (89 percent). The second wave of the JPP survey was administered approximately two years after the first wave in Lucas County (February 2016) and Pierce County (March 2016). These second wave data, collected during the evaluation period, provide a contemporaneous snapshot of the sites. The first wave survey was administered to the same 12 deep end sites and 12 JDAI[®] sites, and the items and constructs were identical across the two waves.^a

In the *probation practices* section of the survey, respondents indicated the frequency with which probation officers engage in practices using a six-point “never” to “always” scale. From the 34 survey items in this section we created summative scales of two general types of practices:

- *Practices consistent with probation transformation principles* build on youth strengths and assets, motivate youth to change behaviors, link youth to community supports, individualize case management, engage family members, and attend to racial and ethnic disparities.
- *Practices not consistent with probation transformation principles* focus on monitoring and compliance, threatening with punitive sanctions, and reminding parents/caregivers they are accountable for their child.

Two other sections of the JPP survey were of particular relevance to probation transformation:

- In the *purposes of placement* section, respondents were asked to what extent they viewed various purposes of placing youth in out-of-home placement as appropriate using a never to always scale.
- In the *purposes of probation* section, respondents were asked to rank order six common purposes or goals of juvenile probation.

However, only 20 of the 23 jurisdictions that participated in wave 2 of the stakeholder survey received items from the *purposes of probation* section. The two sites that did not receive that section participated in an earlier iteration of the survey that was modified before being administered to the other deep end and JDAI[®] sites. Throughout the report, summary statistics from the second wave of JPP survey data are presented to provide context for the Probation Transformation Initiative in Lucas and Pierce Counties relative to other jurisdictions that did not participate in probation transformation.

^a Wave 1 of the JPP survey included 12 deep end sites and 12 JDAI[®] sites. One JDAI[®] site opted out of participating in the survey during wave 2, rendering a total of 23 sites surveyed. This report presents data from 22 jurisdictions that participated in the wave 2 JPP survey (23 minus Cook County, IL).

The Local Context for Probation Transformation

This section describes the local contexts in which the Probation Transformation Initiative occurred, with a specific focus on each county's juvenile probation department. We begin with an overview of the Foundation's involvement with each site, followed by a discussion of stakeholders' perceptions of key probation transformation leaders and what they understood to be the goals of the initiative. We then provide a comparative perspective by discussing responses to the JPP survey in the probation transformation sites and the other JDAI® and deep end sites.

Lucas County

Lucas County Juvenile Court has been a probation transformation site since 2014, following its involvement with the JDAI® in 2009 and the deep end work beginning late 2012. In addition, this body of work with the Foundation sits against the backdrop of other reform initiatives that Lucas County has pursued over the past decade. Lucas County has participated in the national Reclaiming Futures initiative, received a federal Second Chance Act reentry grant, served as a Crossover Youth Practice Model site for the Center for Juvenile Justice Reform, and was named a Model Court by the National Council of Juvenile and Family Court Judges. The court also receives funding under Ohio's Reasoned and Equitable Community and Local Alternatives to Incarceration of Minors (RECLAIM) program, which funds efforts to divert youth from state Department of Youth Services facilities. The volume of grants from different sources Lucas County stakeholders seek is an indication of the court's desire for reform and commitment to sustaining the reform work.

Lucas County's motivation for participating in probation transformation came partly from the Foundation's deep end system assessment in 2012, which revealed that 68 percent of youth on probation were adjudicated for a misdemeanor offense and just 11 percent were assessed as at a high risk to reoffend. Additionally, violations of probation and parole accounted for a third of out-of-home placements, namely to Ohio Department of Youth Services, where over half of all youth in placement were assessed as low (13 percent) or medium (38 percent) risk at disposition. Racial disparities were also high, with 37 percent of black youth with felony cases receiving out-of-home placement, compared with 7 percent of white youth.

The vision for reform in Lucas County is spearheaded by Administrative Judge Denise Navarre Cubbon, and much of the probation transformation work is centralized among leaders and administrators in both probation and the judiciary. While probation initially played a tangential role in Foundation reform activities, changes to the court’s leadership structure in spring 2016 elevated the role of probation in these efforts. During interviews for this study, stakeholders nearly unanimously described the chief probation officer as a driving force behind the Probation Transformation Initiative. The chief probation officer is supported by the assistant chief probation officer, along with probation supervisors and mid-level managers of key units across the department including Resource Staffing, the Community Treatment Center, Quality Assurance, Misdemeanor Services, and the Assessment Center. Managers and staff working in most of these probation sectors, as well as the Lucas County deep end site coordinator and directors of two community-based agencies that partner with the department, took part in our interviews in Lucas County (figure 1).

FIGURE 1
Stakeholders Interviewed in Lucas County, OH

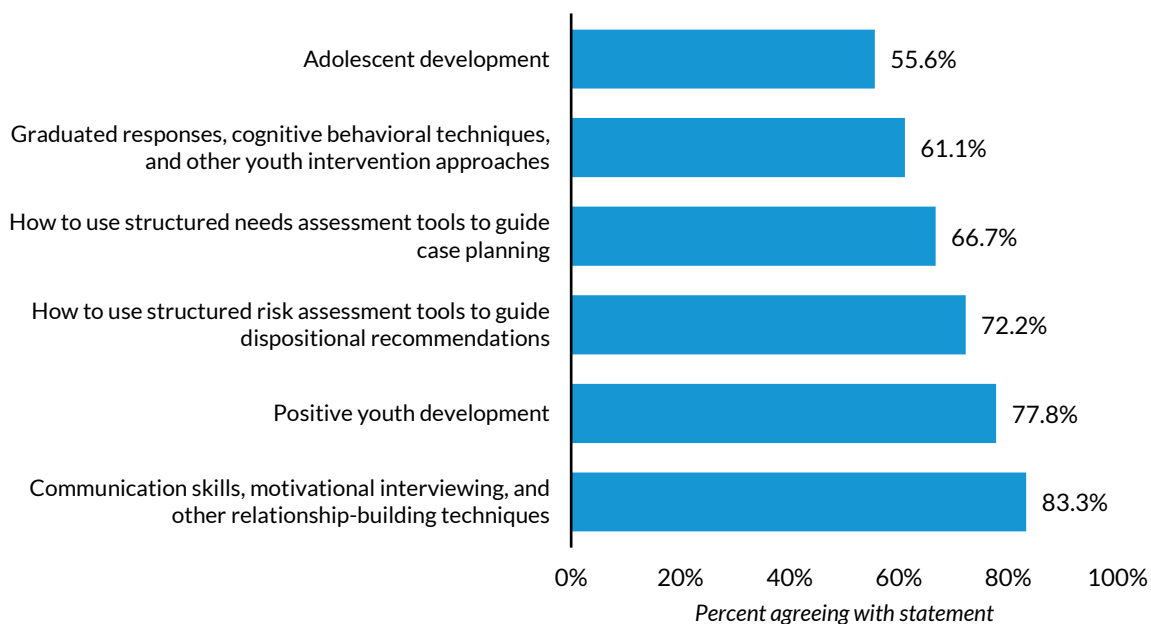


Information about the Lucas County probation workforce was obtained in the JPP survey administered to probation personnel in spring 2018. Eight of the 18 people who responded to the survey reported being supervisors, and 10 (56 percent) were juvenile probation officers. Among probation officers, two worked in specialty roles. On average, staff in the probation department reported having a long history of working in the court, with a mean of over 16 years, and almost 6 years in their position at the time of survey completion. Fifty percent of participating staff reported being women, 65 percent of survey respondents were white, and 35 percent were Black/African American. Interviews suggest that staff have between 18 and 22 youth on their caseload, and probation officers

who responded to the JPP survey indicated spending approximately 18 hours a week meeting with youth on their caseload in the community, the office, the courtroom, or a facility.

Staff reported having received a wide range of standard training and professional development opportunities. More than half of JPP survey respondents in Lucas County agreed or strongly agreed that they received training on a regular basis around relationship building techniques, cognitive behavioral techniques and other intervention approaches, positive youth development (PYD), the use of needs and risk assessment tools, and adolescent development (figure 2). In interviews conducted for this study, staff reported receiving training on cognitive behavioral therapy, motivational interviewing (MI), effective practice in community supervision, and the balanced and restorative justice model. Officers also received trainings on the implementation of tools used specifically in Lucas County, including Screening, Brief Intervention, and Referral to Treatment (SBIRT), Global Appraisal of Individual Needs–Short Screener (GAIN-SS), and dispositional Ohio Youth Assessment System (OYAS) assessments. Trainings are typically three days long, and staff reported being notified approximately one month in advance.

FIGURE 2
Lucas County Juvenile Probation Staff Respondents' Self-Reported Training (n=18)
Juvenile probation officers are provided training on a regular basis on...



Source: Urban's Juvenile Policies and Practices survey.

Note: Percentages shown are respondents who agreed or strongly agreed with the statement.

Pierce County

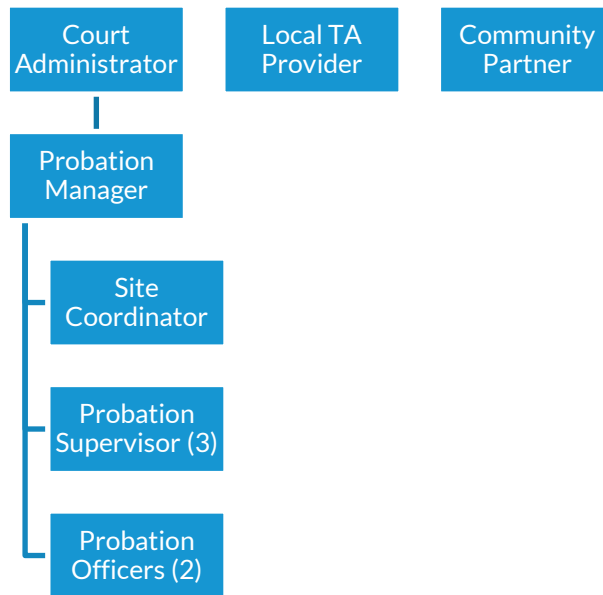
Pierce County launched its probation transformation work in late 2014, concurrent with the start of its involvement with the Foundation's deep end work. Stakeholder interviewees expressed that their reform work is driven by the probation transformation activities, and that they were informed of their participation in the deep end work upon receipt of the probation transformation grant. Over the past two decades, Pierce County has worked toward the goals of JDAI®, which was introduced to the site in 2004, by reducing felony petitions for youth by 66 percent between 2000 and 2015 and reducing state commitments of youth by 77 percent between 2007 and 2015. Yet, racial and ethnic disparities largely remained the same, with detention of Black/African American youth increasing from 34 percent to 36 percent between 2007 and 2013.²

Pierce County's probation transformation work is facilitated by the leadership of court and probation administrators, who support probation supervisors, probation officers, community partners, and the local technical assistance (TA) provider in implementing reform. Stakeholders representing all levels were interviewed for the study (figure 3). In interviews, all stakeholders pointed to the court's probation manager as the main leader of the probation transformation work, and many also referred to the court administrator as a key leader. Stakeholders described that the court administrator works closely with the court to ensure that both probation and the judiciary align on expectations set by the latter. Few stakeholders discussed involvement from other members of the judiciary. This may be in part because presiding judge appointments in Washington State rotate on an 18-month basis, thus the degree of judicial involvement in reform efforts fluctuates. Currently, the presiding family court judge does not attend leadership team meetings because of scheduling conflicts.

Stakeholders also identified individuals who play key management roles, including the site coordinator for all Foundation grants and a local TA provider. Although "decisions come from the top," according to stakeholders, leaders in Pierce County make a concerted effort to decentralize power and make collaborative decisions that are informed by input from the county's various workgroups, committees, and the Family Council. Supervisors and probation officers are key players as well; at least four interviewees described the leaders of probation transformation as being "the entire probation department."

FIGURE 3

Stakeholders Interviewed in Pierce County, WA

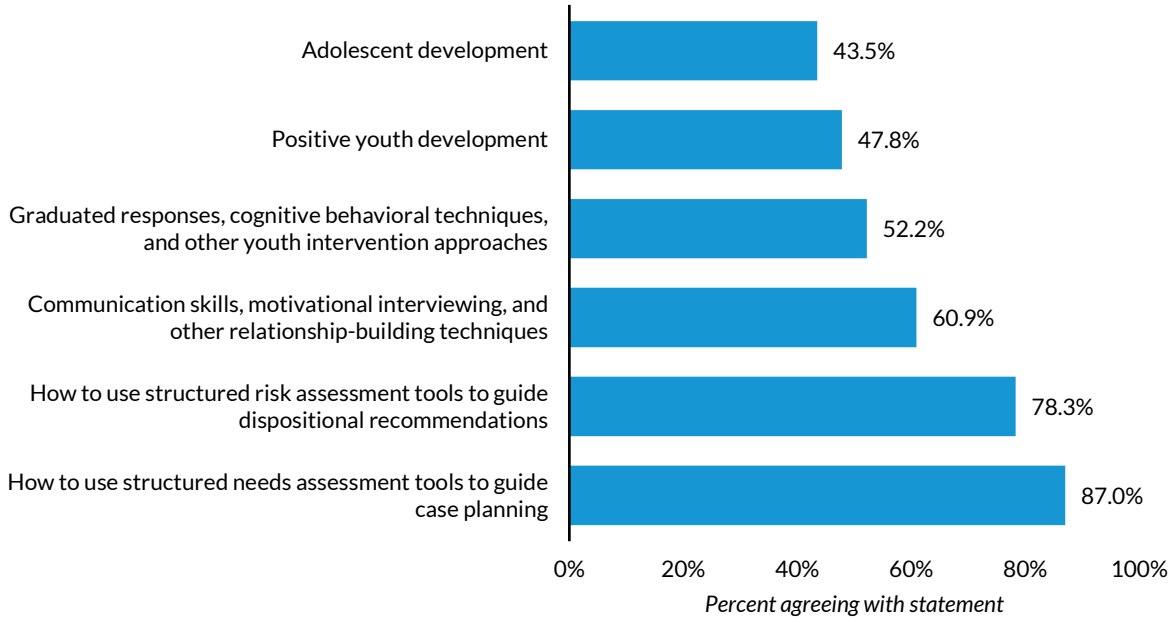


In spring 2018, 7 of the 24 respondents to Urban’s JPP survey reported being a supervisor, manager, or administrator, and the remaining 17 (71 percent) described themselves as juvenile probation officers. Three officers reported having specialized roles. Specialized units in Pierce County include the Special Sex Offender Disposition Alternative program, the Chemical Dependency Disposition Alternative, and the mental health probation unit, Alliances. On average, staff in the department reported having worked for the agency for about 14 years and in their current role for about 8 years. Over half (58 percent) of the respondents were women. Almost two-thirds (63 percent) reported being white, 21 percent Black/African American, and 17 percent Hispanic or more than one race/ethnicity. Probation officers in Pierce County are assigned cases by geographic area and based on whether they have training in a certain specialty. The average caseload was reported at between 20 and 25 youth, though specialty caseloads are smaller. For example, one officer we interviewed who had a specialty caseload reported a current caseload of 13 youth, with a maximum of 15. JPP survey respondents reported spending an average of 14 hours a week meeting with youth on their caseload in the community, the office, the courtroom, or a facility.

As in Lucas County, probation officers in Pierce County reported receiving varied training opportunities to develop their supervision skills. Most respondents agreed or strongly agreed that they “receive sufficient training to perform their job effectively.” There was little consensus among survey respondents about whether staff received ongoing training on items listed in the survey that align with probation transformation principles, including risk assessments, needs assessments, relationship-

building techniques, cognitive behavioral techniques and other intervention approaches, PYD, and adolescent development (figure 4). When asked about trainings in the department during study interviews, staff mentioned trainings around leadership, PYD, and REEI.

FIGURE 4
Pierce County Juvenile Probation Staff Respondents' Self-Reported Training (n=24)
Juvenile probation officers are provided training on a regular basis on...



Source: Urban's Juvenile Policies and Practices survey.
Note: Percentages shown are respondents who agreed or strongly agreed with the statement.

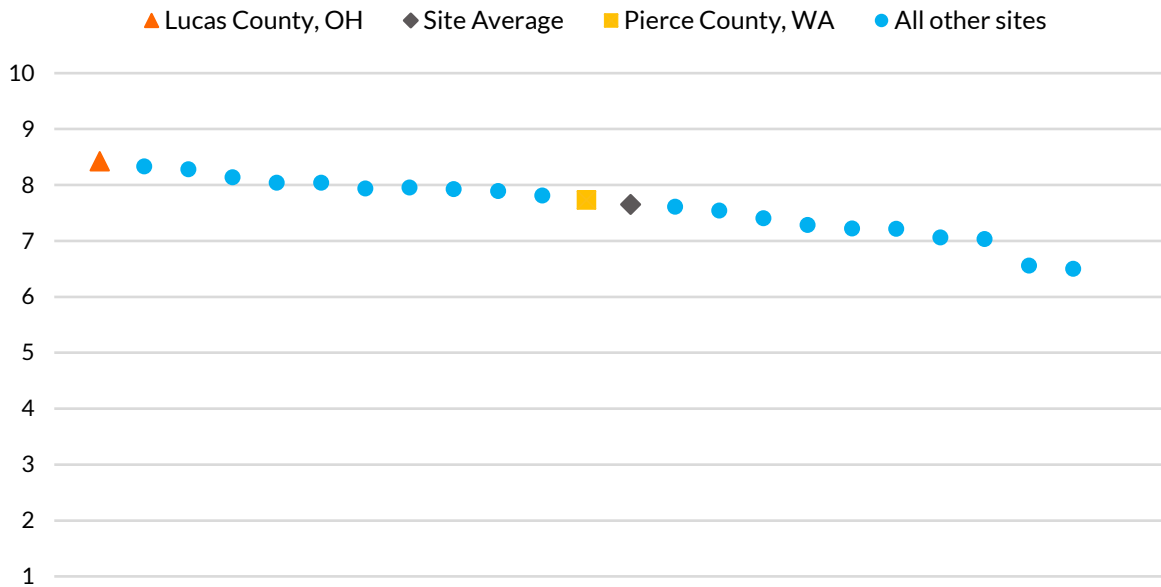
A Comparative Perspective

The JPP survey allows us to compare the views of probation staff and supervisors in the probation transformation sites relative to the 20 other surveyed JDAI® and deep end sites. Below, we provide summary statistics of three constructs: (1) how often probation officers report using practices consistent with probation transformation principles, (2) probation staff views on the purpose of placement, and (3) probation staff views on the purpose of probation. Information from the survey about the probation transformation sites is presented alongside the information about the other JDAI® and deep end sites.

Because there was little variation in Lucas and Pierce Counties' results on these three constructs between wave 1 and wave 2 of the JPP survey, we present data from wave 2. However, respondents across all sites reported greater frequency of engaging in probation practices consistent with probation transformation principles in wave 2 than in wave 1, with a 0.4 percent mean increase in the overall scale score in Lucas County and 0.3 percent mean increase in the overall scale score in Pierce County.

The probation practice scale scores for the Lucas County respondents indicated the site was advanced in its use of probation transformation practices at the time wave 2 of the survey was administered. Of the 22 surveyed jurisdictions, Lucas County had the highest average score on the scale of practices consistent with probation transformation: 8.4 on a scale of 1 to 10, compared with a 7.6 average across all sites of (figure 5). Practices factored into the scale include building on youth strengths and assets, motivating youth to change behaviors, linking youth to community supports, individualized case management, engaging family members, and attending to racial and ethnic disparities.

FIGURE 5
Scale of the Use of Practices Consistent with Probation Transformation Principles among 22 Sampled Sites (n=703)



Source: Urban's Juvenile Policies and Practices survey.

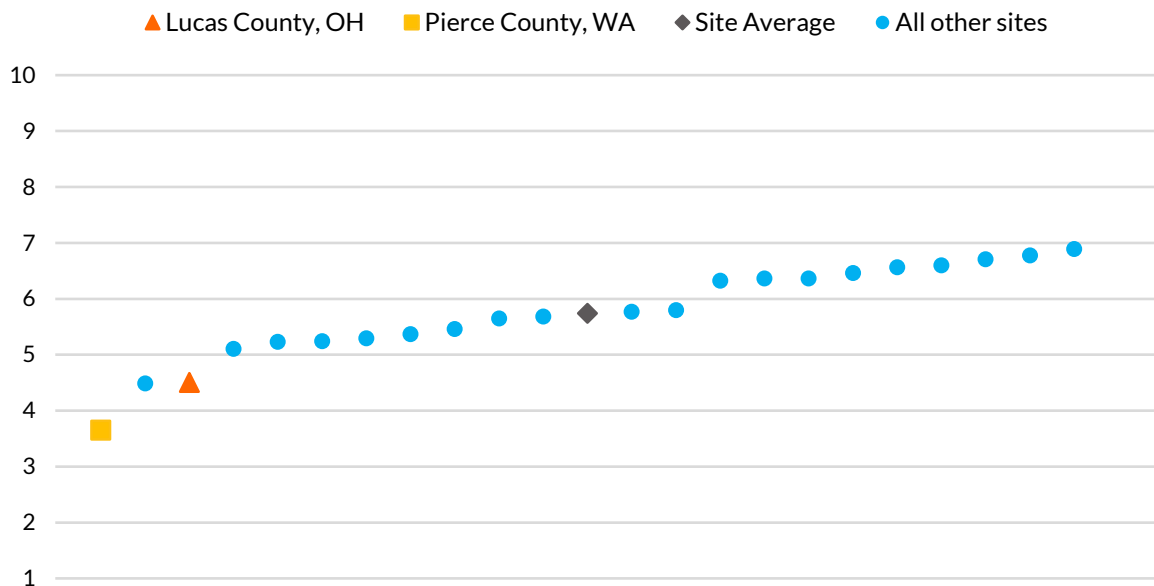
Note: Lower scores indicate less frequent use of probation practices reflecting probation transformation principles, while higher scores indicate greater use of such practices.

Responses about the use of practices consistent with probation transformation in Pierce County were mixed, although differences across jurisdictions were not substantial and the overall means

indicate that practices are reported with moderately high frequency. Pierce County ranked 12th (average of 7.7 compared with all-site average of 7.6), approximately in the middle of the 22 surveyed jurisdictions. We revisit this finding in more detail in the *Probation Transformation Activities* section.

On average, the 22 sites sampled in the second wave of the JPP survey supported purposes of placement less than they did in the first (mean difference=0.6). Consistent with probation transformation goals, probation staff in both Lucas and Pierce Counties reported little support for out-of-home placement. The two probation transformation sites had the lowest scores on the purpose of placement scale, suggesting that, compared with other jurisdictions, staff in both sites were more hesitant to support placement of youth outside the home for any reasons included in the survey (figure 6). With a 0.2 percent decrease between wave 1 and wave 2, Pierce County had the lowest average score of all the sites on the purposes of placement scale (3.6 compared with 5.7 overall) and Lucas County had the third lowest scale score (4.5), with a 0.2 percent decline. When respondents in both counties did support placement, it was for reasons of public safety (e.g., “When the youth has been shown to be a danger to others,” or “To try to ensure public safety when a youth has been assessed as high risk”). Pierce County also gave relatively high scores to the item, “To access services for a youth who needs mental health or substance abuse treatment.”

FIGURE 6
Purpose of Placement Scale among 22 Sampled Sites (n=703)

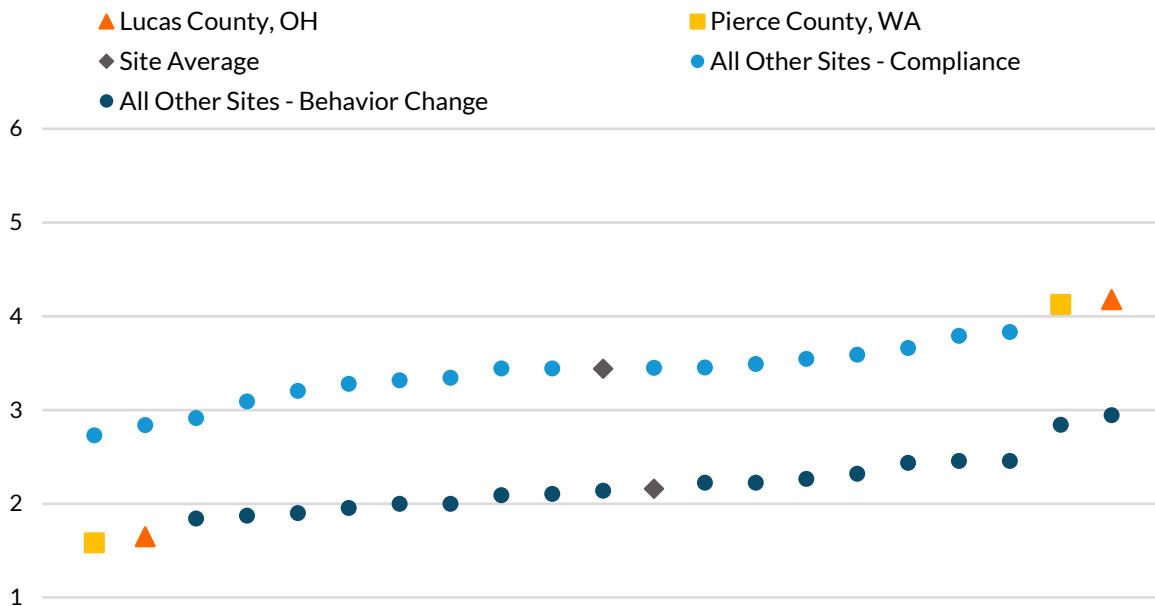


Source: Urban's Juvenile Policies and Practices survey.

Note: Lower scores indicate respondent reluctance to endorse any reason for placing a youth out of the home, while higher scores indicate a higher proclivity for placing youth out of the home.

The survey also asked respondents to rank the purposes of probation, varying in focus on youth behavior change and enforcement (figure 7). All 20 surveyed sites ranked key purposes of probation items lower during the second wave of the survey than they did during the first wave. The item “To promote long-term behavior change” was ranked first or second by 82.4 percent of the Lucas County respondents, and the site had the second lowest average score (1.7 compared with 2.2 overall), indicating the second-highest ranking on this item across all the sites. In Pierce County, 94.7 percent of respondents ranked “To promote long-term behavior change” as first or second, and a higher rank than Lucas County. Pierce County had the lowest average score (1.6 compared with 2.2 overall), indicating the highest ranking on this item among all the sites. On the enforcement-oriented item, only one respondent in Lucas County ranked “To ensure compliance with court-ordered conditions” as first or second, and the site had the highest average score (4.2 compared with 3.4 overall) and lowest ranking on this item among all sites. In Pierce County, only one respondent ranked “To ensure compliance with court-ordered conditions” first or second, and the site had the second-highest average score (4.1 compared with 3.4) of all the sites.

FIGURE 7
Average Rankings of Two Purposes of Probation (“Compliance with Court Orders” and “To Promote Long-Term Behavior Change”) among 20 Sampled Sites (n=703)



Source: Urban's Juvenile Policies and Practices survey.

Note: Low ranking scores indicate more support for the purpose, while higher ranking scores indicate less support.

Operationalizing Transformation

To answer the first evaluation question—how have stakeholders approached operationalizing probation transformation—this section describes the Foundation’s guiding principles for probation transformation and how each site set goals, priorities, and strategies for implementation.

Conceptualizing Reform

In the early 2010s, the Foundation’s priorities shifted from supporting direct service provision to developing frontline practice portfolios with a focus on expanding and increasing collaboration among people and entities “most directly in touch with kids involved in public systems” (Foundation staff). Building on the successes of JDAI® and recognizing a gap in the Foundation’s focus on probation’s role relative to JDAI®, staff in the Foundation’s Juvenile Justice Strategy Group (JJSG) developed probation transformation to emphasize the stakes, benefits, and possibilities of systems change.

The initial instinct was to focus on people working in facilities, and so it was not a hard sell, but it took a little bit more of a sell for us to say, “No, the more important frontline staff worker is probation.”

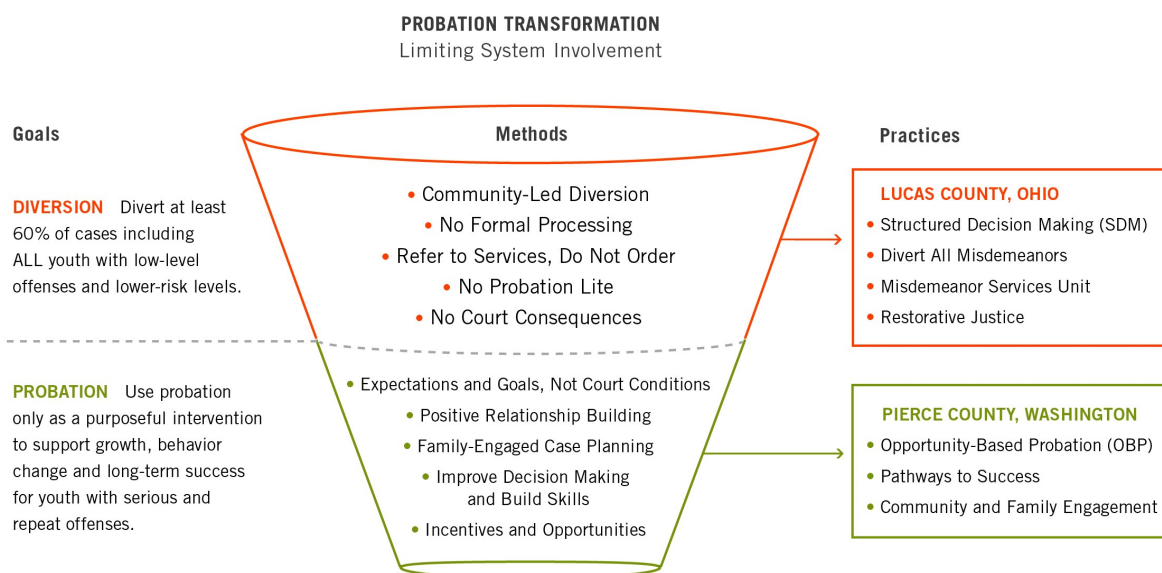
—Foundation staff member

Eight core principles guide the Probation Transformation Initiative:

- Adolescent development research
- Community partnerships
- Data-driven policies
- Family engagement
- PYD
- REEI
- Restorative justice
- Targeted/individualized services

These principles map directly onto the Foundation’s twin goals to “divert at least 60 percent of referrals including all youth with low-level offenses and lower-risk levels,” and “use probation only as a purposeful intervention to support behavior change and long-term success for youth with serious and repeat offenses” (figure 8). In sum, probation transformation was conceived to narrow the scope of probation to only youth who could benefit the most from it and make the interventions meaningful. Although the Foundation provided TA and support to sites, it generally allowed Lucas and Pierce Counties to develop their own goals for probation transformation. This hands-off approach gave sites the autonomy to capitalize on their unique strengths and operationalize the goals of probation transformation in distinct ways.

FIGURE 8
The Annie E. Casey Foundation’s Probation Transformation Framework



Note: The framework includes examples of site practices added by the researchers.

Setting Goals and Priorities

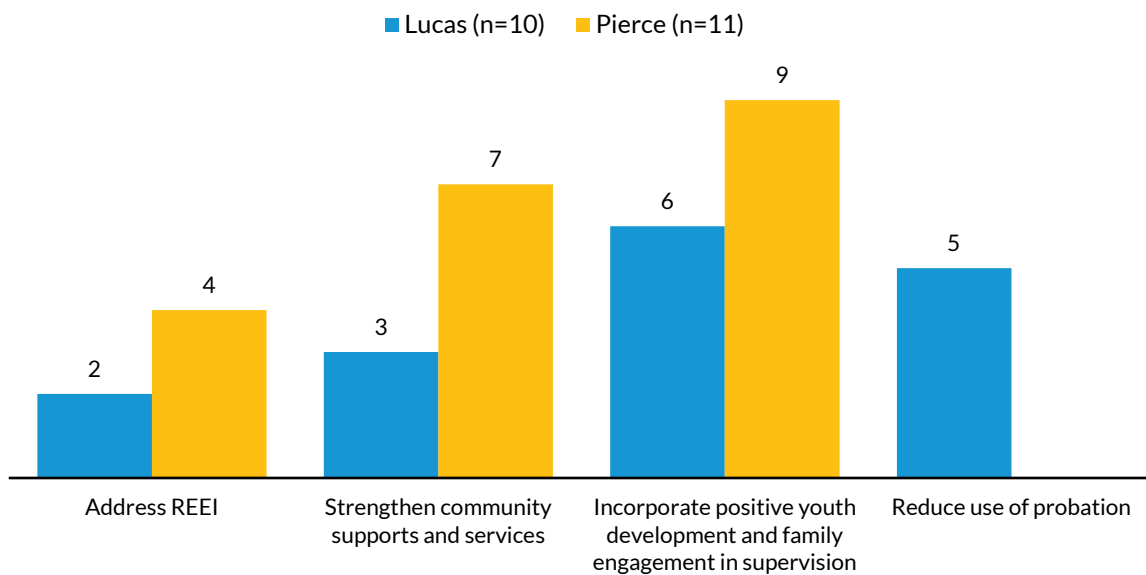
During the launch of probation transformation, stakeholders in both Lucas and Pierce Counties made efforts to engage staff across all levels, but they did this at different points of the rollout process. Stakeholders in Lucas County shared that they had learned about the initiative through a staffwide launch meeting; once the county was awarded the grant, staff were then kept informed “every step of the way” (Probation officer, Lucas County). Similarly, leaders in Pierce County engaged probation staff

at all points in the process, but began doing so earlier, building on the lessons learned from a difficult rollout process the site experienced with JDAI®.

We learned from [JDAI®] when we did probation transformation. We let staff know, “This is what we’re looking at and doing, and this is what we want to put in as our application.” So, we brought them from the beginning all the way through, so that to me I think that’s been one of the major challenges of the two initiatives and why we’ve had more success right off the bat with probation transformation, because staff *and* the community knew right from the beginning. With JDAI®, nobody knew what it was and we started to get training, but it wasn’t until time went on, like 2006, that people were like “Oh, I think I get what’s happening!” With probation transformation, we wanted people to know: this is what we’re doing, this is why we’re doing it, and this is your role. (Probation leader, Pierce County)

These differing rollout strategies may have influenced how well stakeholders in each site understood the goals of probation transformation (figure 9). Although stakeholders across both sites emphasized the initiative’s goals as focused on incorporating PYD/Positive Youth Justice (PYJ) as well as engaging families in supervision practice, strengthening services and supports in the community, and addressing REEI, a greater proportion of stakeholders in Pierce County named these as specific purposes of the initiative. Yet, no stakeholders in Pierce County discussed reducing probation admissions as a key probation transformation goal.

FIGURE 9
Interviewees’ Perceptions of the Goals of Probation Transformation
Number of interviewees mentioning each goal



Source: Stakeholder interviews conducted in Lucas and Pierce Counties between January and February 2018.

Note: REEI = racial and ethnic equity and inclusion.

The differences in the two sites' identified goals reflect a divergence in the area of emphasis for each site. Noting the high volume of low risk and misdemeanor youth on probation identified in the system assessment, Lucas County focused its efforts primarily on reducing the use of probation by creating a misdemeanor services unit and institutionalizing a policy to divert all misdemeanants from probation dispositions. Though Lucas County also took steps to address REEI, strengthen community supports and services, and incorporate PYD/PYJ and family engagement in supervision, Pierce County stressed the goal of making probation more meaningful, developmentally appropriate, and effective more than Lucas County through such programs as Opportunity Based Probation (OBP), Pathways to Success (Pathways), and the Family Council.

Although probation transformation launched in the context of parallel reforms around detention that had been in place for over two decades (JDAI®) and more recent reforms on reducing the reliance on out-of-home placement for youth (deep end), stakeholders in both sites made no distinction among the three Foundation initiatives. Instead, they described probation transformation as a natural extension of the work they were already doing or as though it fit neatly into the site's reform paradigm: "Our probation [department] works with kids in the deep end of the system, so to me they go hand in hand" (Probation leader, Lucas County). Just a small handful of stakeholders articulated distinctions among the three initiatives.

JDAI® is more front end, a lot of measures around detention and getting kids into an alternative detention program. Deep end is focused on out-of-home placement, keeping kids in the community. And, I think probation transformation asks, "What types of innovations are we doing? What's being implemented here and are people better off because of them?" (Probation leader, Pierce County)

Nonetheless this stakeholder acknowledged that the initiatives fed into one another. The complementary goals of JDAI® and deep end—along with both sites' prior successes with Foundation initiatives—made Lucas and Pierce Counties especially ripe for reform.

Probation Transformation Activities

In this section, we describe findings for the second evaluation question about the probation transformation activities under way in Lucas and Pierce Counties. Each county is engaged in activities in diversion, case management, family engagement, community partnerships, and REEI. These five activity areas emerged during interviews as the high-level categories from a larger list of activities presented. The larger list was derived from the Foundation's probation transformation framework, the prevalence of their mentions in interviews, and the evaluation team's extant knowledge of site activities through the deep end evaluation. For each topic area, we describe the activities and highlight key facilitators and challenges to implementation.

Lucas County

Probation transformation in Lucas County focuses on diversion, but the county is also making progress in case management, family engagement, community partnerships, and equity and inclusion efforts (figure 10). We describe each type of activity in turn.

Diversion

The most significant probation transformation reforms undertaken by Lucas County are aimed at reducing the footprint of probation, largely by diverting all misdemeanor youth from probation dispositions. Lucas County stakeholders described instituting a misdemeanor diversion policy as a “lightbulb moment” that emerged from the structured decision-making (SDM) process. The policy was developed largely by probation leaders, but staff were included in the development process. The court created the Misdemeanor Services Unit (MSU) in April 2016 as part of its Assessment Center. Adjudicated misdemeanants, as well as a small number of low-risk youth, charged with first-time nonviolent felony offenses, are referred to the MSU by the bench. MSU staff, some of whom are former probation officers, employ screening tools (OYAS, GAIN-SS, and SBIRT) to identify youth's risks and needs.

FIGURE 10

Summary of Activities in Lucas County



We had a meeting to discuss the types of kids who were touching our front door, and we needed to have something in place that was a lot more structured to help us make decisions. One of our magistrates during those meetings asked, “Why are we putting misdemeanors on probation anyway?” And, it was like a lightbulb moment for everyone. We were like, “Of course!” And, in that process, we created structured decisionmaking.

—Probation leader, Lucas County

The MSU seeks to engage families of probation-involved youth and refers youth to services and supports in the community as needed; however, consistent with the Foundation's probation transformation framework, youth are not ordered to services and there is no sanctioning for non-attendance. MSU staff managers indicated that most of their cases are closed around 120 days from disposition. It was further reported that, of the approximately 175 cases served by the MSU since opening, just 18 (10 percent) were returned to court and ordered to probation for new offenses.

The policy change was facilitated by the SDM planning process, including the development of a decision-making matrix that channeled misdemeanants and low- and moderate-risk youth to the MSU. The implementation of the MSU was facilitated by the transfer of former probation officers to help staff the unit, who brought knowledge about community supports and links suited to MSU participants. At the same time, one challenge cited in establishing the MSU concerned these staff having to adjust to the new position. MSU case officers must learn how to respond to youth who resist or ignore their referrals to community agencies without the use of sanctions that would risk greater system involvement.

Another obstacle has been addressing the belief expressed by some parents and community members that youth in the justice system should be locked up or at least face strict reporting obligations. This sentiment echoes a more general challenge regarding the community's skepticism of reform efforts, noted in prior site visits for the evaluation of the deep end work as arising from the Lucas County Court's commitment to reducing system involvement of all youth. Court personnel at all levels engage in ongoing efforts to educate the public about the benefits of the least restrictive responses and keeping youth and families together in the community.

Case Management Practices

Stakeholders described the probation case management approach as based on the principles of PYJ and balanced and restorative justice. Staff are trained to employ motivational interviewing with youth and encouraged to engage families as partners from the point of initial contact through the supervision period. Case planning and management is tailored to individual youth: "You need to figure out what motivates them to make changes in their life and thinking" (Probation officer, Lucas County). In Lucas County, a premium is placed on staff knowledge and personal contacts with community-based agencies and programs that afford youth opportunities to engage in prosocial activities, and several interviewees described such contacts. Multiple stakeholders spoke of the need for probation officers to employ "creativity and thinking outside the box" in ways that empower youth and families.

Often, when I look at case plans and I step into the probation officer's hat that I'm currently supervising, it's important that we're not just checking boxes, but we are really looking at how to individualize the work and asking questions about how we're working with them and how we can best serve them... learning about things that are not working.

—Probation supervisor, Lucas County

Probation leadership stresses the notion of a unified probation team, and, through coaching and modeling the principles of PYJ and balanced and restorative justice, cultivating and maintaining a common vision among staff. On the JPP survey, Lucas County ranked second out of the 24 surveyed sites on the scale of youth-oriented probation practices, including talking directly with youth about their probation terms and conditions, actively working to motivate youth to change behaviors, and focusing on youth strengths and assets to help motivate change (scale mean of 8.8 compared with 8.0 overall). Probation leadership described a return “to the basics” and their intent to conduct smaller, more hands-on trainings that include a focus on the goals and purposes of probation. Case management in Lucas County appears to be facilitated by the comfort level between staff, supervisors, and managers, as well as the readiness with which staff approach supervisors and other colleagues to discuss difficult cases and situations. Management and staff’s experience and familiarity with community groups and activities are additional facilitators of case management. Beyond these general principles, there are no overarching, structured case management policies or procedures in Lucas County; manuals or contingency management protocols are absent. Probation officers use behavioral contracts, incentives, and sanctions (rarely) at their discretion.

The restructuring that followed the new misdemeanor policy also led to a change in the intake process. Up to that point, all intake had been handled by the Assessment Center. With the establishment of the MSU, responsibility for all felony intake was shifted to probation officers. This change was a challenge for some officers, who initially resisted because of the time and effort required to complete interviews and screenings that the Assessment Center had done. With time, most staff have come to accept the change “as the right thing to do” in maximizing opportunities to engage and empower family members from the outset. Probation officers increasingly regard their role in the intake process as part of the Lucas County culture of encouraging creativity and innovation in case management.

Family Engagement

Family engagement is viewed as central to probation practice in the Lucas County Juvenile Court, and accounts from field officers, managers, and the family member we interviewed attested to efforts to involve families in the various interactions leading up to and during probation. As described by probation leaders, probation must work “in a way that we have families on board at every single point, and families are listening to what we have to say and vice versa.” There is no specialized training in family engagement in the county. On the JPP survey, Lucas County had the second-highest score on the scale reflecting use of practices aimed at engaging parents and other caregivers (mean of 8.8 compared with 8.0 overall).

The Family Navigators program is a key element in Lucas County’s efforts to support the involvement of parents and other caregivers. Pursuant to plans outlined in the court’s probation transformation proposal, the program was established in September 2016. Family ambassadors are located in common areas of the courthouse and connect with families there and at the detention center during visitation periods. For families who seek the service, staff “act as supports, coaches, or advocates,” assisting them with negotiating the court process and the myriad actors, hearings, and decisions that affect their children. Ambassadors call parents and other caregivers to remind them of hearings, attend hearings with their clients, take notes, and explain proceedings and decisions. Family members also may elect to have an ambassador follow a probation-involved youth and provide support through the end of the supervision period. Stakeholders agree that the program has been largely successful in informing and engaging families and in helping reduce their anxieties around and aversion to the court.

The Family Navigators program is operated by the Center of Hope, a nonprofit, church-based agency with experience working with the juvenile court. An important facilitator of the program’s success are the county agency’s close, longstanding ties to communities that are heavily impacted by the juvenile justice system. Stakeholders also attribute that success to the strategic decision to dissociate the Family Navigators program from any formal legal or coercive aspects of the court or corrections systems. One of the three current staff members is a parent who graduated from the program, and Center of Hope has sought funding to hire two more parents of children who have had involvement in the Lucas County Juvenile Court.

We can work with the youth all day, but then the youth has to go home. If they're not supported there, or the family doesn't know about the work, it's not effective I've learned that the families love it—they love to be involved, feel included, see the changes.

—Probation officer, Lucas County

One challenge that emerged during the first year of implementation concerned the need for the Family Navigators program to be more intentional in serving youth and families with deeper court involvement; it remains unclear what percentage of its clientele are families of youth on probation (as opposed to other court-involved youth). Related concerns about compliance with contractual obligations were raised in early 2017, when staff hired by the provider were their parishioners rather than families of justice-involved youth. These initial implementation challenges also were partly attributed to the court's inexperience overseeing nongovernmental organizations. With Foundation-supported assistance from the W. Haywood Burns Institute and the site's technical assistance team leader (TATL), these issues appear to have been largely resolved by the provider being more attuned to fulfilling contractual responsibilities.

Community Partnerships

Community partnerships are viewed by stakeholders as critical to probation in the Lucas County Juvenile Court. Probation officers are expected to form and sustain partnerships, and they reported engaging youth in afterschool programs, athletic leagues, camps, and youth activities sponsored by art museums, volunteer organizations, and church groups. The court has increased efforts to develop restorative justice programs in the past two years, including Peace Circles, which is overseen by the court's restorative justice coordinator, and Circles and Verses, operated by a small grassroots provider. These programs are mostly used by the MSU for youth targeted for diversion, although some probation-involved youth have also taken part. Community partnerships are facilitated by the prior connections probation managers and staff bring to the position, and interviewees described histories of serving as coaches and youth group leaders in local churches on weekends and evenings. The site's focus on local connections was evident in responses to the JPP survey, where Lucas County had the third-highest score on a scale reflecting efforts to link youth to community supports (mean of 7.8 compared with 7.0 overall).

Probation officers are challenged by the dearth of year-round programs, as community connections outside summer months are limited. There also was little mention of vocationally oriented programs in our interviews, and at present there are no overarching structures, such as a central service repository or manager, to share knowledge or support access to programs. The county plans to enlist a staff person recently assigned to the site coordinator in the task of gathering probation officers' community knowledge and experience into a more "integrated infrastructure" of partnerships so staff and youth can more readily "plug and play."

We need more after-school things that are year-round. I can find more in the summer, but it's hard to find them during the school months. That's been a big barrier; there isn't much available. And, the ones that are available don't have space during the year because the funding is lower than in the summer!

—Probation officer, Lucas County

In addition to partnerships aimed at serving probation-involved youth, both formal and informal efforts engage community members in a shared view about the roles of the community and the justice system in supporting youth involved, or at risk of involvement, in the system. One probation supervisor described attending neighborhood meetings aimed at reaching an understanding about the limits of law enforcement and the court, and the importance of the community's role in youth support and accountability. As another explained, "[Probation officers] are temporary, and [community members] are long term. You want to find the natural supports in your neighborhood that will continue to be there."

A more formal endeavor to join with community representatives and incorporate their voice in court planning and activities took the form of a Community Advisory Board (CAB) established in November 2015 with support from the Burns Institute and the Foundation's TATL. Along with probation leaders and the site coordinator, a few probation staff with long histories of community involvement were selected to participate and help recruit and engage members. CAB planners identified and invited a diverse set of community representatives, and worked to build respect and trust among members and then move the group to a specific task with clear goals and outcomes. In late summer 2016, board members began learning how to conduct case file reviews of recent out-of-home placements, with the intent of examining factors that drive decision-making and potentially reveal

inequities or gaps that could be targeted for system improvement efforts. The choice of this task challenged the CAB; the case review turned out to be overly technical and tedious, and it required specialized expertise in court terminology and processes the group did not have. The case review ended in spring 2017 and the CAB has since been dissolved, with its last convening in August 2017. Leadership expressed continued desire to establish some kind of formal means of engaging community members and bringing their views to the court, but there are no further plans to date.

Racial and Ethnic Equity and Inclusion Efforts

Lucas County leadership expressed awareness and concern about REEI at various decision points from the beginning of the site's involvement in deep end work and described all policy and practice development as "viewed with a racial lens." The Family Navigators program, as well as attempts to establish the CAB and conduct the case file review, can all be viewed as efforts aimed at furthering REEI. The Family Navigators contractor was chosen in part for their credibility among local communities of color, and the director estimated that 75 percent of the program's clients are Black/African American, with another 10 percent identifying as Latino or more than one race/ethnicity. The services provided by navigators would seem to reflect goals of inclusion, and could increase equity and justice for families of color relative to white families, who may have more ready access to legal assistance and other resources. This view is further reflected by the program's explicit attention to maintaining its distance from the formal justice system and the history of fear and anger engendered by the system among many members of the Black/African American and Latino communities. On the JPP survey, Lucas County had the seventh-highest score on a scale reflecting efforts to address racial and ethnic disparities (mean of 5.9 compared with 4.8 overall). The survey was conducted before the Family Navigators program had begun and just after the CAB had held its initial meetings.

I mean, [Lucas County Juvenile Court] are doing everything they can do structurally. By taking the ambiguity out of decision-making and using a structured decision-making model, that's one help. But I think the overarching issue is that neighborhood isolation and residential racism makes it difficult. There's no outlet or jobs for these kids and there's no hope, but I think they're doing as much as they can in their system. But it needs to get larger than that. I think we need to look at our neighborhood investment and what's happening [there].

—Community partner, Lucas County

The Lucas County Juvenile Court's ongoing commitment to address racial and ethnic inequities, expressed by stakeholders ranging from the administrative judge to mid-level managers, has been the prime facilitator of REEI-related efforts in the county. While disbanded for now, the CAB represents a good-faith effort on the part of the court to give voice to diverse communities that are often shut out from decision-making. The case file review that was attempted by the CAB is perhaps the most direct reflection of the Lucas County Court's dedication to addressing disparities and to identifying needs and opportunities directed at inclusion and equity. The case file review process has recently begun again internally and is now undertaken by probation personnel at all levels of the department. The development of REEI-related efforts has also been facilitated through the technical assistance provided by the Burns Institute and the TATL. That assistance was particularly important in the planning and formation of the Family Navigators program and CAB.

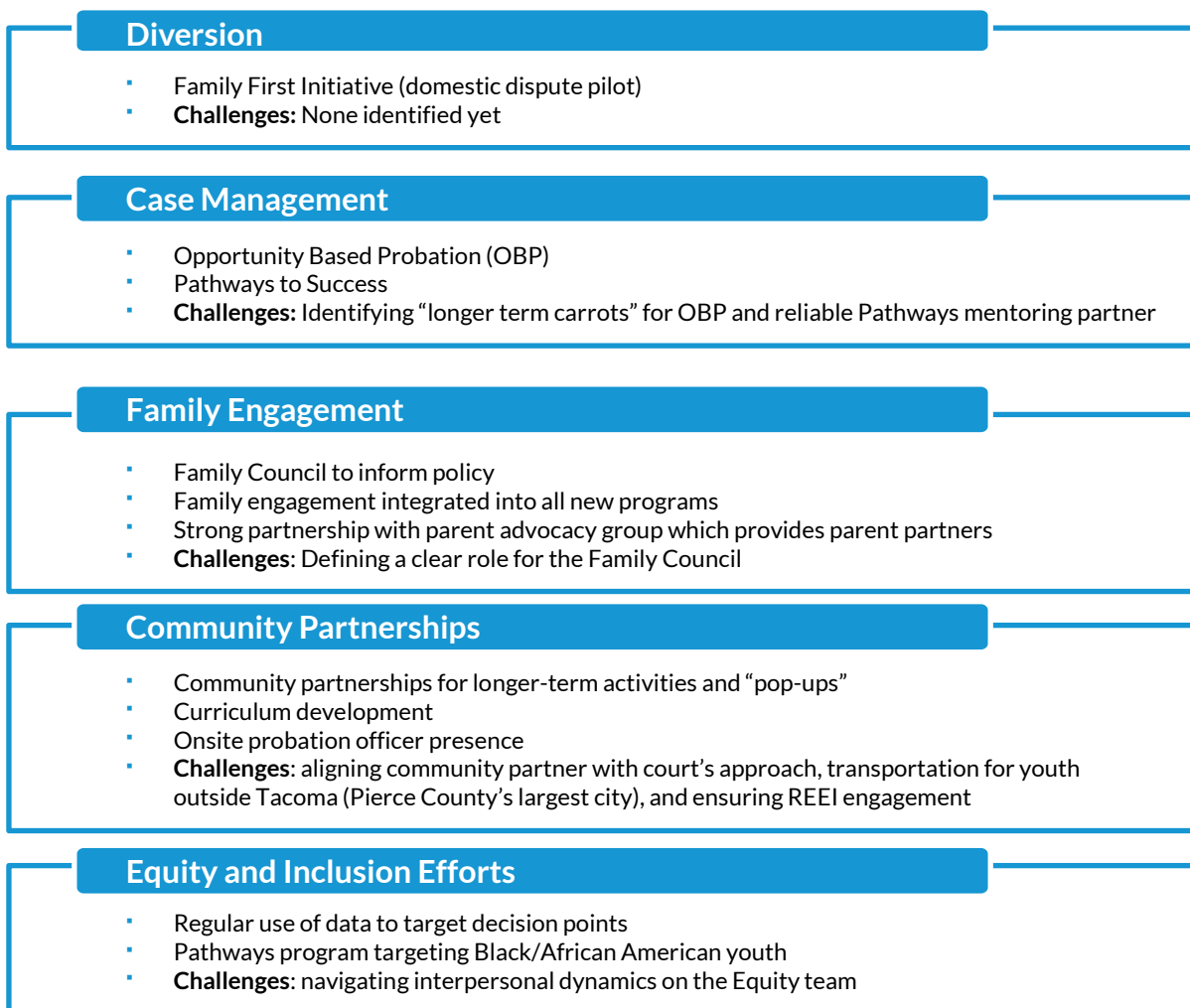
Managing and sustaining these activities have proven challenging. Administering contracts with grassroots nonprofit groups requires experience and judicious use of authority. The CAB faced (and failed) a challenge common to REEI efforts: moving from relationship-building and dialogues on trust and cultural sensitivity to tangible action that can impact youth and families. Lucas County has also labored to incorporate ongoing monitoring of racial and ethnic demographic data into routine planning and development activities, and recent data continue to show disparities in decision-making, particularly in violation of probation filings.

Pierce County

Probation transformation activities in Pierce County have been largely focused on changing probation practice through case management, family engagement, building community partnerships, and addressing REEI (figure 11). Progress with diversion has been relatively recent. In this section we discuss each type of activity.

FIGURE 11

Summary of Activities in Pierce County



Diversions

Diversions has not been a primary focus in Pierce County's probation transformation efforts until recently. In November 2017, the juvenile court launched a pilot of Family First, a pre-diversion program for youth involved in domestic disputes. The program, championed by a prosecutor, aims to divert youth directly to a shelter and services, instead of leaving them in an unsafe home or sending them to detention where the wait for services could be as long as 30 days. Bypassing diversion contracts and the court, a probation officer meets with youth within 24 hours of an arrest and makes efforts to engage the family by linking parents to parent advocates and holding weekly family groups. Staff report that the first three months of the program have gone well; the program has received more referrals than anticipated, particularly during school breaks and around holidays. Hispanic youth are overrepresented, making up 20 percent of referrals, which is the same share as Black/African American youth. Most families that have been referred have engaged in services. Recognizing a need for pre-diversion services among youth brought to the court for reasons beyond domestic violence, the program has been broadened to include felony referrals and other types of situations.

Key facilitators of progress to date are the initial and ongoing support of the prosecutor, a planning process that included multiple stakeholders convened through a workgroup, and constant engagement with data. Prosecutorial support for the pre-diversion program motivated stakeholders throughout the court system to collaborate on the program design and implementation.

The prosecutor initiated this—that is huge. He wanted this to happen. He went to King County and brought the idea back. He was driving it. Sometimes, prosecutors are difficult to partner with. So, this got everyone's attention, and we really wanted to support it. The relationship [with the prosecutor's office] is really good for families. (Probation supervisor, Pierce County)

The workgroup included legal assistants, prosecutors, community partners, and probation administration. At the time of data collection, the group indicated that they were planning to meet to "discuss the journey" of developing and piloting the program, and think about next steps. Staff use data to assess the program's progress and to make course corrections, such as expanding the kinds of arrests eligible for the program.

The data piece is constantly changing. We met 30 days into the [Family First] program to check in to see if we were doing data collection correctly. [We are] constantly checking.
—Probation supervisor, Pierce County

Although the program is new, stakeholders noted a few initial challenges. Given the short timeline of the program, it can be a challenge if families don't respond or engage right away. Also, at first, youth were not accepted if they were in foster care. "The whole equity piece comes through right away," noted a probation supervisor. "It's not the youth's fault that they are in foster care and had a fight with a foster parent. The goal is to impact and improve family relationships." Parents can also struggle with the perceived lack of consequences in the pre-diversion program: "Parents think that if they call the police, the youth knows they are serious. But, it's often not true. Families like the 'scared straight' approach, but they don't understand that it won't last. Then they don't follow through on the supports, because things [at home] are good now" (Probation supervisor).

Case Management

Pierce County focused much of their probation transformation efforts on developing, piloting, and refining a new case management practice called Opportunity Based Probation (OBP). OBP is an incentive-based supervision system with a family engagement component, where probation officers work intensively with youth to determine short- and long-term goals and recognize progress toward goals with tangible rewards. Rewards range from small incentives, like gift cards, to larger incentives, such as participation in a community-based program or a shorter probation sentence. The program design is based on adolescent brain science research and the Justice Steps (JSTEPS) model and is informed by the results of a survey the probation department administered to youth to learn about the types of rewards they value. OBP was rolled out in April 2017 with a pilot group of four probation officers, each with caseloads of between 15 and 25 youth, 4 or 5 being OBP youth.

In partnership with the University of Washington, the OBP committee developed pre- and post-participation surveys for youth to evaluate the effectiveness of the program, and plans to conduct individual interviews with youth participants. At the beginning stages of the design of OBP when the JPP survey was administered, Pierce County ranked in the middle of all sites on the standard probation practice scale (mean of 8.0 compared with 8.1 overall), which included items about assessing youths' risk levels and developing individualized service plans based on desired outcomes. They also ranked in the middle of all sites on the youth-oriented probation practices scale (mean of 7.9 compared with 8.1 overall), which included items about youth engagement, positive youth development, and strengths-based behavior change. These findings suggest that Pierce staff reported using these practices roughly the same amount as, if not slightly less frequently than, staff in other deep end or JDAI® sites.

Leaders and staff consider the program a success because the first cohort of youth completing OBP has reportedly had low re-offense rates. Key stakeholders report that youth are motivated by the chance to get off probation early, but less motivated by the financial incentives. Probation officers also report that the family engagement efforts have led to fewer crisis events in the home. Facilitators of the early successes of OBP include the freedom given to the working group to design the program, administrative support throughout the process including ongoing support for a researcher from the University of Washington to play a critical TA role in the design and implementation of OBP, the cooperation of the prosecutor's office, and the PYD orientation of probation officers. The following bullets describe these facilitators further, drawing from evaluation interviews.

- The OBP working group, which includes probation field staff and supervisors and the local evaluation TA provider, was given freedom to provide the administration honest feedback and to try new approaches to probation supervision and fail. "There's been the message that this is a pilot. If it goes well, it goes well. If [not] just be patient and we will deal with it. So, there's been freedom around that because it's really nice...They've just been like, you just have to be honest with your experience, so that's been really freeing" (Probation officer, Pierce County). Working group members felt their opinions and experience were valued in the group and by administrators. "Management would have some phenomenal ideas, but they weren't realistic. Like 'why don't you include this in OBP?' That's great, but we're doing the work on the ground, and there's no way that's going to happen" (Probation officer, Pierce County).
- Staff acknowledge the support of probation leaders as a key facilitator of OBP, from assigning a staff member to keep inventory of the incentives, to securing iPads for probation officers to log contacts in the field, to funding the local TA provider from the University of Washington to bring research expertise, organization, and structure to the working group. The support of the local TA provider from the University of Washington was a key organizational factor keeping the group focused and on track. According to a working group member, "At our first or second meeting, [the local TA provider] brought in the JSTEPS model, and said, 'We could build around this existing system instead of starting from scratch.' [She] was the keeper of the notes, and she would put it all together to present at the next meeting. She was the keeper of the agenda too. Things that she felt were important for us to have were on there" (Probation officer, Pierce County).
- Securing prosecutorial cooperation to release youth from probation early is viewed as critical to the program's success. "For years, we had tried periodically to get our kids off probation early, and the prosecutors were a roadblock to that, saying 'Once you have a set amount of time

you can't go back and alter that.' Our current lead prosecutor helped change our court order to allow for [early release]" (Probation supervisor, Pierce County).

- Probation staff orientation toward PYD among working group members is seen as an asset. Probation leadership reported that members of the working group and the pilot team "really want to see kids be successful...so this gives them a good framework to be creative, even though it's a lot more work than traditional probation" (Probation supervisor, Pierce County).

Despite these successes, OBP rollout has been met with three operational challenges: (1) the work is much more intensive for probation officers than traditional supervision; (2) probation officers struggle to secure the types of rewards youth value highly, such as jobs, and to frame programs as incentives not requirements; and (3) transportation for youth who live outside Tacoma can be a barrier to participation. Probation officers work with youth and families up front to engage families, generate buy-in, and get youth motivated by small initial successes, with the goal of preventing crises later.

Looking forward, staff are unsure how the program will be expanded to serve all youth in probation, given the time it takes to implement well. Adding to the workload is the fact that probation officers often feel it is their responsibility to find community-based programs that meet youth's interests. "It's often put on [the OBP probation officer] to go out and form those relationships and come back with the ideas, especially if a person on our caseload has an interest in something...probation officers are left to figure it out ourselves, which we do, but it takes up a lot of time" (Probation officer, Pierce County). Making sure community-based programs that are being held out as incentives are viewed by youth as rewards—not just another required program—and that the programs themselves have space to accommodate youth when they earn the reward is challenging. Finally, youth who live outside of Tacoma do not have access to as many reward opportunities, such as participation in programs, due to lack of transportation. This issue of access has implications for REEI in these opportunities, as we discuss in the section on community partnerships beginning on page 35.

It's frustrating to make false promises with kids and not be able to follow through. To hold a carrot and say, "Oh, sorry! We don't have any more carrots!"

—Probation officer, Pierce County

Family Engagement

Family engagement was built into each new program offered by the juvenile court (OBP, Pathways to Success, Family First, and Alliances). Efforts to engage families include the Family Council, parent partners in the court building to provide information to families, and family staffings where the parent voice is intentionally incorporated into case planning. However, families did not always feel welcome in the juvenile court. According to one parent, “[In the past, the probation officer] wanted me to do certain things and the kids to do certain things...it was threatening as far as a parent when you’re already struggling with a kid—it wasn’t helpful at all...That was the part that totally changed in probation. There’s parent support there.” Further, at the time of the JPP survey, Pierce County ranked third lowest on the scale of the frequency with which probation staff and administrators use family engagement probation practices (mean of 7.6 compared with 8.0 overall), including engaging family members in developing the youth’s case plan and working closely with youth’s parents or caregivers to achieve the desired outcome.

Key facilitators of family engagement in Pierce County are (1) a strong, structured partnership with a community-based organization, and (2) probation staff acceptance of family engagement as an important piece of probation practice that can improve youth outcomes. The court has a longstanding relationship with A Common Voice, a community-based parent advocacy organization that provides the parent partners for court, offers support and training for parents involved with the court, and facilitates the Family Council. In addition, the probation department has adopted family engagement as a standard part of practice throughout probation programs. Most court staff interviewed identified family engagement as a goal of probation transformation, and several described how successful engagement of families supports positive outcomes for youth on probation.

We can’t sustain long-term change with these kids without the support of parents... they need to carry on the work with the kids once we step away.
—Probation officer, Pierce County

Implementing family engagement has been a learning experience for Pierce County system stakeholders. Below we discuss the process of implementing parent partners and the Family Council, and highlight some challenges. Parent partners, who are recruited and trained by A Common Voice, are

present in the court waiting room to assist families in navigating the court process, from figuring out where to go, to understanding court processes and procedures to providing personal support for the family at a very stressful juncture. One parent recalled the support provided by a parent partner in the courtroom:

[When my son was charged] it was all a really new experience. I didn't know until I walked out and a lady from A Common Voice [talked to me]. I had been trying to get my son an IEP [individualized education plan] since middle school. She helped me get him one and get him placed in special education classes. She'd meet with me and get me connected to different counseling support groups. (Parent, Pierce County)

The court also provides a Juvenile Justice 101 (JJ101) workshop for families that partners families currently involved in the juvenile justice system with families who have been involved with juvenile court in the past. A satisfaction survey of 14 participants in the Family Council revealed that families found the workshop helpful and appreciated hearing from others with experience in the system (Valencia and Walker 2017).

While the parent partners and JJ101 workshops provide supports for families, navigating the court system can still be intimidating for families. Probation staff realize that there is still progress to be made:

I still think that we're a system, so there's a lot of mistrust. And, we need to be aware of that and validate the families that have a reason to mistrust in many ways. And, also, understand and respect that the parent is still the parent. Just because the kid made a poor decision and is on probation doesn't give us complete authority. I think sometimes we get stuck in compliance mode, and we need to take a step back from that. (Probation supervisor, Pierce County)

The Family Council is intended to gain input on probation practice and policy from parents and youth with lived experience on probation. The Council is facilitated by A Common Voice, and includes three family members and three youth, as well as court staff representatives. Youth members are defined as "young people aged 18 or older who have completed all of their court responsibilities and have a desire to use their voice and lived experience for change" (Community partner, Pierce County). Family or youth positions stay vacant until someone appropriate is invited by A Common Voice staff to participate. The council has a "tri-lead" structure, with a family leader, youth leader, and court leader sharing facilitation duties. The community partner provides mentoring to the tri-leads to define their roles and help them work together in a way that "makes everyone feel heard" (Community partner, Pierce County).

Pierce County has learned from the process of creating the council. "We have system people making decisions for families and youth, that don't have any idea, that don't have the lived experience to say, 'hey, this is what really works for families'" (Family Council member, Pierce County). A qualitative

analysis conducted by the local TA provider identified themes in the recommendations made by Family Council members during meetings held in 2016 (Valencia and Walker 2017). The most frequent recommendations focused on improving the physical environment in the court space, improving court processing and communication between the court and families, and increasing service coordination for youth. The analysis found that progress had been made toward addressing several of these recommendations.

However, in 2017, tension grew between the council and the court. According to stakeholders, family members who participate in the council can be distrustful of the court based on their own experiences, and they are looking for personal support, while the court wants the council to be more structured. Probation leadership described 2017 as a more difficult year for the council, after the group had “tackled some of the low-hanging fruit, we got really divisive in terms of what the council wanted to work on next...There were a lot of comments that the court was directing traffic too much.” Community partners were critical in navigating the rift between the court and the council.

My role has been right smack in the middle of [families and administration], and it's not been an easy place to be in. People are people and they want to be heard in a way that's meaningful to them, and the court tends to be very task oriented in a linear structured way. Family entities are task oriented too, but they have a lot more dialogue that may or may not look like it's on track... it's just a different process and it's been difficult for the court staff to understand. (Community partner, Pierce County)

While probation leaders know the “system is broken,” the court “still tries to control the process,” noted a community partner. “I think the court has no idea how authentic [the dialogue occurring within the Family Council] is.” Stakeholders throughout Pierce County, both inside and outside of the court, recognized that the Family Council is a unique aspect of the system that few other courts have been able to establish.

The hard part is that there's no template—there's no other court doing [a model similar to the Family Council]. We can't just pull it off the shelf.

—Probation leader, Pierce County

Community Partnerships

Pierce County Juvenile Court partners with several community-based organizations to provide PYD activities for youth on probation. These include Metals, a skateboarding program; Boat Builders, which teaches youth to craft wooden boats; Second Cycle, a bicycling program; and the evening center, which is open for youth at night. Community organizations are invited to conduct short pop-up programs with probation youth to get them interested in longer-term participation. On the JPP survey, Pierce County ranked fourth-lowest among surveyed sites on a scale of items about linking youth to community supports (mean of 6.5 compared with 7.0 overall), including developing personal relationships with community groups, faith-based organizations, or other supportive agencies where probation youth live. “There’s been a steady increase in the amount of things available to kids. We have a bike program, we have all these pop-up things—short little bursts of activities... It’s sort of out of the box stuff...The agency is really trying to find things that kids are not only interested in doing, but also things that are sustainable for kids to access when they’re not on probation” (Probation officer, Pierce County). One probation officer described how youth in the Metals program stay involved after probation is over.

It’s a partnership we developed with a local skateboarding business, and so now we’re on our fourth session of working with teaching kids to skateboard, and provide opportunities... It’s been a perfect thing for kids to stay connected to, even after we’re done. [The] skate shop [is] attached to it, so it’s a place where kids can loiter... or join things like the leadership programs they have already established in the community. Or, just they earn a free pass at the end, they come in and don’t have to pay a fee, so they have a prosocial activity to go to. (Probation officer, Pierce County)

The juvenile court staff in Pierce County has developed successful community partnerships by relying on personal relationships to initiate partnerships, working with programs to develop curricula, and establishing weekly probation officer engagement with youth and the program onsite. Some of the initial partnerships were based on personal relationships between probation officers and program staff, allowing the program staff to be more trustful in working with the court. “Definitely it was a relationship that someone internally already had [with a community-based organization] who was able to speak to what we were trying to do, that matched up with our mission” (Probation officer, Pierce County). The court staff has been learning about how to partner with outside agencies and has found the community agencies to be receptive. “Community agencies have really stepped up. Previously there was a stigma to working with juvenile court, they wouldn’t let agencies in to work with the kids. Now we facilitate those collaborations” (Probation supervisor, Pierce County). After successfully working with a community-based program and enrolling youth on probation, probation leadership said that programs are more willing to develop a structured curriculum based on PYD principles. “We brought together all our community partners and they’re calling it a youth-serving agencies network. It’s a network of people who are serving young people in trying to implement a PYD model. But you have all of our providers at

the table talking about what's working and what's not working and just [learning about] each other's program" (Probation leader, Pierce County).

Probation officers attend weekly offsite activities, often engaging in the activities with youth. One probation officer, who described skateboarding with youth to make them less afraid of trying something new and looking silly, noted: "my role on those days is just to be a support to those kids, to turn over the leadership to the skate park...so it's less probation and more connecting with community people and letting them be the leaders." Probation leadership also relies on feedback from probation officers to guide community partnerships.

One of the pieces of feedback we took away from staff was... some of these programs were just too long for these kids. So, then we did the pop-up campaign over the summer. Our intent was to provide three to four enrichment activities. The first one was a hip-hop program, then we did a yoga program, then Second Cycle did a bike experience. We have a cool mountain biking park in Tacoma. We've got other programs potentially for this summer, [including] a local mountaineers club, a culinary one... we've got four new programs coming and nine popups. (Probation leader, Pierce County)

Challenges to fostering community partnerships include the time it takes to get community partners fully engaged and aligned with the court's approach, finding transportation for youth outside of Tacoma to participate in Tacoma-based programs, and ensuring racial and ethnic equity in engagement with programs. A probation supervisor noted that it "takes time to get on the same page [with community organizations]. One of my first partnerships was with the YMCA. Not having roles and responsibilities set out, [it was] really hard to change that pattern. With each experience, I learn how to do better next time. If you don't have the discussions up front, you work backwards and uphill." A few probation officers highlighted transportation as a key challenge, particularly for youth who live outside of Tacoma, where there are fewer opportunities to engage with community based programs. Ensuring that youth of all backgrounds have access to community programs is a current focus for probation leadership. "We have great community partnerships for youth development," said a probation leader, "and we can do a better job partnering with community organizations to address racial disparities." To facilitate that process, leaders aim to collect better data about program participation and to expand the programs to serve more youth, while making sure there are not disparities in access to the programs.

Racial and Ethnic Equity and Inclusion Efforts

Pierce County takes three primary approaches to promoting REEI: (1) targeting decision points, policy, and practice and using data to identify and track disparities; (2) fostering a systemwide acknowledgment of REEI issues by trying to make policies race neutral and listening to people who are

affected; and (3) through the Pathways to Success program directed toward Black/African American boys at risk of deeper involvement in the juvenile justice system. Pierce County has been explicitly focused on REEI issues since before probation transformation. On the JPP survey, Pierce County ranked first among the 24 surveyed sites on a scale reflecting attention to racial and ethnic disparities among probation staff (mean of 6.8 compared with 4.8 overall).

Pierce County leadership rely heavily on data to identify directions for policy and practice change.

We did a data study years ago, and found that African American kids were more likely to get committed to the system... rather than going through probation. A lot of our data that tracks probation effectiveness showed that we were not being effective for African American males. We wanted to take that model for specifically African American males and to further prevent system entrenchment. (Probation leader, Pierce County)

A probation supervisor explained that the Pathways program came from the deep end work, which used data to identify disparities for Black/African American youth. Beyond identifying the need for new programs, stakeholders referenced using data to analyze outcomes and track disparities for existing probation programs.

Probation leaders in Pierce County note that a main approach to advancing REEI is to foster systemwide recognition of racial and ethnic disparity as a problem and of REEI as a priority, in part by incorporating the voices of groups who are disproportionately affected by the system into decision-making processes. This was a primary motivation for starting the Family Council. Data is also a tool to facilitate acknowledgement of disparities throughout the department: “I think we’ve done a really good job internally in talking about data and disparities, and how certain populations are affected by different aspects of our system” (Probation supervisor, Pierce County).

[REEI] is a huge part of the Family Council. When we started, [discussion in the Family Council] was around why are youth of color being brought in and arrested in way higher numbers than white kids. A lot of us on the Family Council, our children are black. So it affects us...Some people are like, why should I care? I'm white. And you know, I think you should care because you're human.

—Family Council member, Pierce County

Pathways to Success is a family, team-based approach including a care coordinator, a probation officer, a mentoring component, and parent support, specifically aimed at improving outcomes for Black/African American youth. “It’s a much more hands-on, team-based approach, and it’s strictly for Black/African American youth,” described a probation supervisor. “We try to get them as early in our system as possible, so they need to have at least one other contact with our system.” So far, very few of the youth have had a felony re-offense. “They still have quite a few detention episodes and also a lot of probation violations. So, they have a lot of high-risk behaviors that are being addressed, so we’re just trying to balance how much we actually pull them into a formalized court setting for violations, and how much we try to work on just the team and the parents to address the noncompliance” (Probation supervisor, Pierce County).

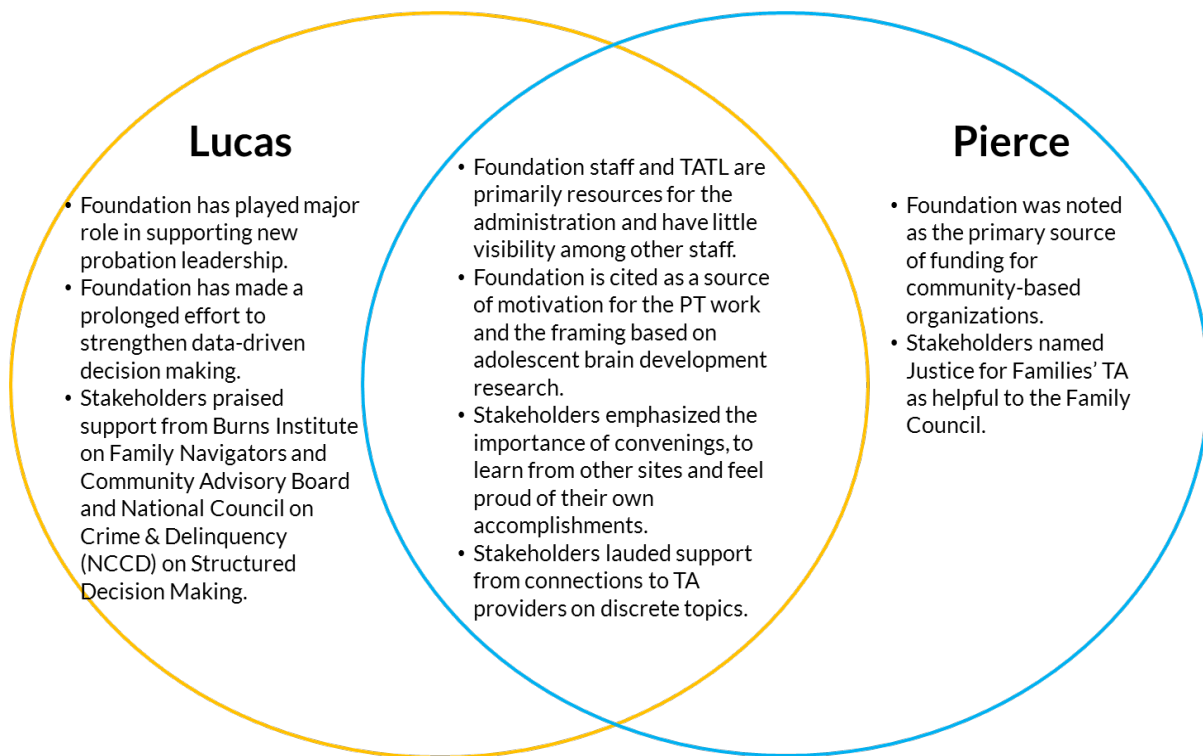
Many interviewees noted that a primary facilitator of the implementation of Pathways to Success is the dedication and hard work of the small Pathways supervision team. “Pathways is a small caseload, and could be a high burnout rate,” noted a probation leader. Looking forward, Pierce County plans to expand the Pathways program from 5 youth at a time to 15, and the county has added a second care coordinator to the team. Another goal is to train the Pathways probation staff in OBP, and implement the principles of OBP into the Pathways program.

The initial rollout of the Pathways program experienced challenges with the parent support and youth mentoring components, and those pieces are being reconsidered. Probation staff reported that it was difficult to find good parent support mentors to match to the families of Pathways participants. Probation leadership noted that one “challenge we had is with the parent advocates from A Common Voice and mentors from the community organization that are the peer support. [Members of the organization have] struggled, to be quite frank. We had to cut our contract with our last mentor organization, just because contract compliance wasn’t where we needed it to be.” Recently, the court contracted with a mental health agency that has experience with gang reduction and working with youth with significant trauma to provide youth mentors for the Pathways program.

Technical Assistance (TA) and Reform

Foundation-supported TA has inevitably taken different forms in Lucas and Pierce Counties due to their unique histories as well as variation in the sites' approaches to probation transformation. Nonetheless, as illustrated in figure 12, some commonalities are apparent. To answer evaluation question two, similarities in TA activities across both sites are presented first in this section, followed by a discussion of TA specific to each site.

FIGURE 12



Stakeholders' Observations of Key Areas of Technical Assistance Received

Common TA Themes

TA opportunities, including interactions with Foundation staff and TATLs, are primarily resources for the administration and have little visibility among other staff. The majority of the Foundation-supported TA is provided through regularly scheduled phone calls and email correspondence with probation leaders. Staff and supervisors regard the Foundation's role as important and beneficial, but indirectly related to their daily activities. Although TA site visits often include events or meetings involving various staffing levels and collaborators outside the court, most time is spent in discussions with probation leaders. A community partner in Pierce County noted that "[Some Foundation representatives] came to visit the Family Council, but they didn't give any input about any technical support. They were just in awe." A member of the administration described the visit differently: "Some [TA providers and members of the advisory committee from the Foundation] came out and they observed one of the Family Council [meetings], and gave us a lot of feedback on how things should move forward. So, we've gotten a lot of TA on that front." The large convenings are particularly appreciated by line staff and mid-level managers since they typically have little involvement in other TA opportunities.

The Foundation is cited as a source of motivation and guidance for the probation transformation work. "Casey and their site visits, when they've come here we have conversations around the data and [their] work. They've played a huge role in the shift in our culture, and allowed things like OBP and Pathways to be possible" (Probation supervisor, Pierce County). Pierce County has particularly credited the Foundation for the framing based on adolescent brain development research. In Lucas County, the Foundation is important for "encouraging us to think outside the box...and not just doing things like they have been done. It's important to look at the whole system and question how things have been done in the past" (Probation leader, Lucas County). A probation leader in Lucas County described the Foundation as having "helped us move it along, [they] challenge us and push us." Both sites spoke of the Foundation respecting local realities: "I see their role as not telling us what we should do, but maybe kind of guiding us because they're looking at our county, our department, our court, and they will come in with their experience and say this is what we have, and guide...and push us on the work that we're doing" and, where needed, "push us in a different direction" (Probation leader, Lucas County).

Stakeholders emphasized the importance of convenings to learn from other sites and celebrate their own accomplishments. Interviewees in Lucas and Pierce Counties noted the value of bringing

managers and staff from the two sites together at a probation transformation convening in Santa Cruz, California, held in May 2017. As put by a Pierce County supervisor, “We are doing stuff that others aren’t doing, [the Foundation] brings us together to feed off each other and get feedback. Foundation staff facilitate and throw ideas out. It’s a catalyst to keep the momentum moving forward.” A probation supervisor in Lucas County reported “We spent some time looking...at how Pierce [County] looked at things and how we looked at things. We broke out into work sessions, discussed what is difficult about it, what some of the challenges would be, and we’ve been talking about it here a lot.” Support for line staff to attend conferences is mentioned frequently as generating enthusiasm and energy among staff.

Stakeholders were most appreciative of Foundation-supported TA providers outside of JJSG and the team leader for their assistance on discrete topics. Described further below, examples here include TA provided by the Burns Institute on the CAB and Family Navigators in Lucas County and work with Justice for Families on Family Council topics in Pierce County.

TA in Lucas County

JJSG staff and the TATL have devoted considerable efforts to supporting and nurturing the change in probation leadership that occurred in June 2016. In referencing that assistance, a probation leader remarked, “I have monthly calls...to just talk about the department as a whole and the work that we’re doing, the purpose of probation, helping me take those small steps, now do this...now do that. That’s why I call him ‘my person,’ he’s been a tremendous support for me.” With that support, the department and its leader have taken on a more active and important role in support of culture change and reform throughout the court. The significance of this is magnified by the fact that the probation leader is the first Black/African American to hold a position of this level in the Lucas County Juvenile Court. JJSG and the TATL were also described as stressing the importance of data to monitor progress, drive decisions, and inform development, “on the whole data aspect, and the numbers, [JJSG TA] keeps that at the forefront of our minds you guys can say you’re doing something, but where are the numbers?” (Probation leader, Lucas County).

The Burns Institute was involved from the earliest planning stages of the CAB, assessing the court’s relations with potential board members and identifying new, grassroots organizations that could expand the scope and diversity of community input and partnerships. Stakeholders describe Burns TA as essential in the formation and early phases of the CAB. Burns also provided TA in planning the Family Navigators program and connecting Lucas County managers and planners with a model program in the

Bronx, New York. Burns staff and the TATL aided court staff in addressing issues that surfaced in managing the Family Navigators contractual obligations.

NCCD was another Foundation-supported TA provider that worked closely with Lucas County in the early stages of probation transformation, helping to develop the court's SDM grid and related protocols. Stakeholders credit NCCD's expertise in managing and conducting the data analyses that underlie the grid, which in turn helped stimulate thinking that led to the changes in misdemeanor diversion from probation dispositions.

TA in Pierce County

Areas of TA to Pierce County included vetting measures of program impact for a new program through the Results Based Leadership Team at the Foundation, working with Justice for Families on Family Council topics, providing support and documentation of the youth development approach to probation, and helping the site value parent input more. One probation supervisor recalled that speaking to Foundation staff about a new program, "it gets you out of the weeds and thinking about the bigger picture. What is it that you are truly trying to impact?" Another probation staff member commented

[The Foundation has] really helped us to value that parent input a lot more, and encouraged us to do the focus groups, and start our Family Council. We're really putting an emphasis on getting input from families we have worked with to help us inform our practices, and you look at things better and differently than we have in the past. So, it's been very helpful to do focus groups and surveys and just get inputs from families. (Probation officer, Pierce County)

The Foundation was noted as the primary source of funding for community-based organizations in Pierce County. Planning for sustainability following the end of the grant is an area of concern. "The [Foundation provides the] funding to keep community partners at the table. We have a very robust menu now, but they're being paid for by the grant funds. That's a challenge—how do [we] maintain that? ...These are amazing programs, but without any money [youth] can't go there. They can't serve all our kids. So, we just really have to figure out how to give them funding to work with our kids" (Probation leader, Pierce County).

Lessons Learned

The successes and challenges Lucas and Pierce Counties faced in addressing probation transformation represent lessons that may be useful to the field and to the Foundation. These lessons are intended to inform the Foundation as it continues providing TA to current grantees and considers expanding efforts, specifically on what stakeholders might expect to encounter and insights into what worked at each site. This section describes general takeaways from the implementation of probation transformation. It is worth noting that, because of Lucas and Pierce Counties' participation in JDAI® and the Deep End Initiative, as well as each site's unique historical, legal/judicial, and political context, the lessons learned from probation transformation implementation so far may not be best interpreted as a blueprint. Instead, they might be better considered as a broad and flexible toolkit for operationalizing reform.

Support from leadership at the highest levels lays the groundwork for probation transformation.

Leaders in both sites have advanced a strong, steady vision that has spurred reform throughout their respective juvenile justice systems. While stakeholders in Lucas County regard the chief probation administrator as leading probation transformation, they also point to the administrative judge as the “driving force” behind all reform in the county. “The vision comes from Judge [Cubbon]. Her management team has taken on that vision, all are participating, carrying it out” (Probation leader, Lucas County). In Pierce County, the court administrator and probation manager have played similar roles, articulating a consistent vision of a probation system that improves outcomes for the youth involved that moves probation transformation forward.

Support from the highest levels may be especially important given the complexities of probation reform. Leaders in both sites have imparted a clear vision to the multiple administrators and unit managers who are charged with planning and overseeing probation transformation and to line staff who implement reforms. They are also largely credited with catalyzing culture change throughout the systems, promoting the use of data among staff of all levels, recognizing REEI as an urgent issue, and shifting probation practice from a compliance model to a PYD model. Additionally, clear, supportive leadership provides a stable basis for attracting and forming community partnerships.

Supervisors and line staff must be equipped to anticipate some level of resistance from community members. Interviewees in both sites reported experiencing dissent from family and community members who do not understand and are frustrated by the court's departure from retributive consequences for their youth. Leaders in both sites noted that they tried to empower probation officers with the confidence to make meaningful public education efforts about the benefits

of reforms and the shortcomings of compliance-oriented, punitive approaches, which has reportedly helped alleviate tensions with the public.

The probation transformation diversion goal is amenable to top-down policy and structural change. However, the probation transformation goal is more complex. The experiences of the two sites illustrate important differences in how probation transformation can be structured based on site strengths and context. Lucas County prioritized the diversion goal of the framework and largely accomplished it through policy and structural change. Building on new SDM protocols, Lucas County advanced a new policy of diverting all misdemeanants from probation dispositions. The creation and staffing of a new MSU supported the policy change. The challenges in undertaking these diversion reforms have been limited, primarily involving staff having to adapt practices to the new policy. Additionally, these largely top-down changes that focused on diversion likely facilitated more certain success than reforms that address the probation improvement goal of the probation transformation framework, which necessarily involves large numbers of mid-level managers and line staff.

In contrast to the targeted approach in Lucas County, Pierce County prioritized the broad probation goal of the framework. This goal involved making culture changes throughout the department and operational changes to case management practice, developing three new programs, engaging community partners and family members, and increasing demands placed on probation staff. Leaders in Pierce County used data as the basis for these changes and took care to engage system stakeholders and community organizations to determine the goals and direction of the reform before they applied for the grant, which may have contributed to the county's early successes in implementing probation reforms.

System stakeholders at all levels were involved in decision-making about probation transformation reforms. In addition to projecting support for probation reform and the principles of probation transformation, the leadership in both Lucas and Pierce Counties empowered staff below them to have autonomy in their work, and thus invited a collaborative, shared sense of ownership of probation transformation. By engaging staff across all levels early in the probation transformation process, leaders in both counties instilled in staff a uniform understanding of what the initiative was intended to accomplish. Constant and meaningful dialogue between supervisors/mid-level managers and line staff also is an important component of securing buy-in, especially in cases where reform requires functional changes that affect the practices of line staff. This transition was successful in part because leadership updated staff through every stage of the transition and gave staff flexibility and support as they became accustomed to new roles and responsibilities. However, some leaders acknowledged that line staff involved in probation transformation working groups would benefit from training in group facilitation and leadership skills. Forming clear lines of communication and keeping

staff apprised of initiative updates every step of the way may also have added benefits of addressing confusion and dispelling rumors that may unnecessarily undermine such an initiative.

Engaging diverse perspectives in the design of new programs can foster innovation as well. To do so, staff involved in developing new programs could try out interventions before they were “perfect.” While efforts in both counties faltered, they did not fail, and subsequent refinements improved the new programs. The reported successes of OBP in Pierce County may in part be attributed to the flexible approach leadership adopted throughout the course of its development. Probation leaders encouraged staff to test new approaches within reason, cultivating a sense among staff that it is okay to learn from new activities, even if they do not have the intended outcomes. As one probation officer put it:

[Another Probation Officer] and I were talking about this internal pressure to do this perfectly, and our supervisor said, “It’s a pilot for a reason. We don’t know if this is going to work or not. You have to give yourself some grace here, to do it and not to try and control the outcome of this. If it doesn’t work, that’s just as important as if it does work.” That was really important for me to hear. (Probation officer, Pierce County)

Personal connections to community partners take time, trust, structure, and a plan for sustainability. As was the case in both sites, community partners may be hesitant to trust and collaborate with courts for a variety of reasons. As the two sites show, having personal connections to help broker initial partnerships with community agencies may help bridge gaps in trust. But these relationships do not happen overnight; they require time, and, in some cases, may be inhibited by some level of initial friction. Challenges that surfaced in the relationship between Lucas County and the Family Navigators program were attributed to both parties’ inexperience working with one another. These issues were resolved with time and support from Foundation-sponsored TA. This resolution was in part made possible by a clear division of roles and responsibilities—another facilitator of court and community-based agency partnerships.

It also may be useful for probation departments to internally designate community engagement roles to staff to supplement the partnerships that probation staff build on their own. In Pierce County, this is seen as the responsibility of the site coordinator for Foundation grants, though there was some disagreement among staff about how the work was being done in practice. Recent staffing changes in Lucas County have prompted the reassignment of a staff member to work on developing a more robust infrastructure to support probation staff in leveraging one another’s connections to community partners.

Finally, uncertainty about funding can inhibit the sustainability of community partnerships. At present, most community partnerships in Lucas and Pierce Counties are supported by the Foundation grants, and the sites are anticipating that the end of the grant may pose hurdles to maintaining these

relationships. This is particularly true in Pierce County, where Washington State exclusively funds evidence-based programs such as Family Functional Therapy (FFT) and Multisystemic Therapy (MST) and not programs rooted in PYD that have staff with whom probation staff have developed longstanding trust, such as Metals and Boat Builders. Nevertheless, stakeholders in Pierce County identified this challenge early on, and have begun putting curricula in place to promote PYD as an evidence-based practice. They have also started to convene the community programs to develop a coordinated approach to service delivery and fundraising going forward.

Family engagement and REEI are challenging, even for jurisdictions that are well-positioned and willing to do the work. Both family engagement and REEI require a critical examination of the juvenile justice system's operational history as well as fundamental practice changes to include families in decision-making and confront racial and ethnic inequities/inequalities. Both Lucas and Pierce Counties are addressing these issues directly, and both have experienced challenges in realizing authentic family and community engagement and improving REEI. These struggles reinforce the need for the court systems to generate internal recognition, readiness, and support for addressing these issues before changing practices.

Specifically, to promote authentic family engagement, court systems need to ensure that all staff who come into contact with families understand the value of family engagement and are trained to earn the trust of families. Developing ways to build trust can be hard since families impacted by the juvenile justice system often see probation staff as representing "the system," which can inhibit progress on designing case plans for youth. As Lucas and Pierce Counties' local family member partnerships show, embedding family members with prior juvenile justice system experience in the court as advocates for other families could be an effective way to bridge trust gaps, and provide families support in navigating the system. Court systems should also identify meaningful opportunities for families to engage and provide input on probation policy and practice through a structured mechanism like Pierce County's Family Council, which is facilitated by a neutral, community-based organization.

For REEI work, court system stakeholders must be prepared to have difficult conversations about race and equity *internally*, before they can address REEI throughout the system. Then, they need to develop the data capacity to measure disparities throughout the system, and programming capacity (either internally or with support from local partners) to address REEI. Even in Lucas and Pierce Counties, both of which have sizably reduced their placement populations, these successful reform efforts have not automatically resulted in reduced disparities. For both family engagement and REEI work, Lucas and Pierce counties have appreciated TA and support from community partners and the

Foundation, and looking forward, these are areas where strategic TA from outside the local system may be very valuable.

Conclusion

To date, Lucas and Pierce Counties have made significant progress in realizing the goals of the Probation Transformation Initiative. Stakeholders take pride in the accomplishments they have made in moving the work forward, while at the same time acknowledging that more progress is needed to refine new programs, improve engagement of families, and set up sustainable relationships with community-based organizations. Looking ahead, each site has articulated plans underway to expand and institutionalize family and community engagement, to work with a range of partners to more deliberately address REEI, and to scale up case management and probation practice efforts. Additionally, Pierce County stakeholders intend to extend ongoing culture shift efforts to the courtroom, with an eye toward incorporating PYD principles and family-friendly language into court proceedings and making the court a “pass through for referrals” (Probation officer, Pierce County). Lucas County stakeholders aim to build a more unified team, encouraging staff to go “back to the basics” on policies, procedures, and the purposes of probation.

Lessons learned from Lucas and Pierce Counties’ experiences lay a stepping stone for the field, as well as for the Foundation as it continues its work with these sites and considers expanding the Probation Transformation Initiative to other jurisdictions. As Lucas and Pierce Counties demonstrate, the probation transformation framework is a useful tool to help juvenile probation departments think about how to engage in reform efforts. The framework, as the cornerstone of the Foundation’s TA work, affords sites the versatility needed to build on their distinct strengths, while at the same time pointing to additional areas where juvenile probation departments can grow and improve their reform efforts.

Even so, the Foundation and other jurisdictions pursuing reform should exercise caution about looking to Lucas and Pierce Counties as easily-replicable models for probation transformation. As sites with well-established histories of engaging in reform efforts and whose priorities and ongoing activities aligned with the probation transformation framework, Lucas and Pierce Counties were both well-positioned to engage in this work from the outset. Their unique histories had inevitable implications for the Foundation’s relatively flexible TA approach, but that may not necessarily be the case in other jurisdictions. Thus, if the Foundation were to expand this initiative to other sites, it should consider what a more intensive TA approach to probation transformation might look like for sites that are not as well positioned to take on transforming probation.

The Foundation’s integrated approach to reforming juvenile probation is a promising one that effectively draws on the juvenile justice evidence base. The probation transformation framework

appears to be a valuable tool to improve juvenile probation practice, cultivate, and sustain buy-in from a wide range of stakeholders, and identify and develop strategies to address deficiencies and inequities in ways that may lead juvenile probation departments toward successful reform.

Jurisdictions across the country that are considering how to transform juvenile probation practice can benefit from the experiences of Lucas and Pierce Counties. These sites are examples of how engaging a wide range of stakeholders beyond the juvenile court in reform planning and implementation, and providing strong leadership within the court to support culture change and innovation can benefit reform efforts. They provide approaches to addressing challenges that may be common across jurisdictions supported by the Foundation and beyond.

Notes

- ¹ “Easy Access to Juvenile Populations: 1990-2014,” National Center for Juvenile Justice, last updated July 17, 2018, <http://www.ojjdp.gov/ojstatbb/ezajcs/>.
- ² These data were reported in Pierce County’s response to the Probation Transformation Initiative RFI, *A Vision for Transforming Probation: Family and Community-Informed Practice*, August 29, 2014.

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Appendix A. Juvenile Policies and Practices Survey

Purpose: The Urban Institute is conducting a survey of probation officers and supervisors to learn about *your perspective* on practices and policies in your jurisdiction, staff support and training, and general work activities. The survey was designed by researchers at the Urban Institute, a non-profit research organization based in Washington, DC, in consultation with the Annie E. Casey Foundation. There are no right or wrong answers to the survey, and no assumptions should be made about approval or disapproval of any practices or policies described in the survey.

Informed Consent and Confidentiality: *Your participation is completely voluntary and your answers are confidential.* The Urban Institute will not share any individual survey responses. Responses will be combined and reported anonymously in groups. Only summary results will be provided to the Casey Foundation.

Completeness: The survey should only take about 30 minutes to complete. Please answer every question as best you can. You may find that some questions do not have one completely correct answer. In such cases, please choose the one answer that comes the closest to being correct for you. You can begin the survey and return to it later if you are interrupted, but it is preferable to complete the survey in one sitting. When taking the survey, keep in mind that there will be an opportunity at the end of the survey to provide explanations if there are any questions you feel you can't answer because they do not apply to you. Please complete the survey yourself. Each person invited to take the survey receives a different link in the survey software, which allows the software to send reminders only to people who have not yet completed and returned the survey. So please take the survey using only the link emailed to you, and do not forward the link to someone else.

Terminology: The term “juvenile probation officer” (JPO) is used generically in the survey to refer to persons responsible for supervising court-ordered youth in the community, and should be viewed as interchangeable with other position titles used in some probation departments such as probation agent or juvenile case manager.

If you have any questions or comments about the survey, please contact ProbationSurveyHelp@urban.org

Before beginning the survey, please select which of the two descriptions best fits your current position and responsibilities. *You must select one to go on to the survey.*

I am primarily responsible for working directly with youth, as a juvenile probation officer (JPO), intake officer, field officer, or case manager.

I am primarily responsible for supervising probation officers, intake officers, case managers, or managing other staff within a juvenile justice agency.

Before beginning the survey, please select the county or city your agency is located in. *You must select one to go on to the survey.*

Ada County, ID
Baltimore City, MD
Calcasieu Parish, LA
Clayton County, GA
Cochise County, AZ
Cook County, IL
Dallas, TX
Greene County, MO
Kansas City, MO
Omaha, NE
Philadelphia, PA
Pima County, AZ
Prince George's County, MD
Rapid City, SD
Santa Cruz County, CA
Ventura County, CA
Virginia Beach, VA
Washoe County, NV
Bernalillo County, NM
Dakota County, MN
Franklin County, OH
Hennepin County, MN
Jefferson Parish, LA
Lucas County, OH
Marion County, IN
Ramsey County, MN
St. Louis City, MO

1. PROBATION PRACTICES

If juvenile probation officer: Listed below are a wide range of probation practices. Using the scale shown, please indicate how often you conduct each practice in your routine, day-to-day work with youth on probation.

If juvenile probation officers (JPOs): Listed below are a wide range of probation practices. Using the scale shown, please indicate how often JPOs in your jurisdiction are expected to conduct the practice on a routine, day-to-day basis with youth on probation.

Please select one option in each row.

| | NEVER | RARELY | OCCA-SIONALLY | SOMETIME S | VERY OFTEN | ALWAYS |
|---|----------------------------|----------------------------|----------------------------|----------------------------|----------------------------|----------------------------|
| 1. Engage family members in developing the youth's case plan | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> | 6 <input type="checkbox"/> |
| 2. Remind parents/caregivers they are accountable for their child | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> | 6 <input type="checkbox"/> |
| 3. Work closely with youths' parents/caregivers to achieve the desired outcome | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> | 6 <input type="checkbox"/> |
| 4. Talk with parents/caregivers about the terms and conditions of their child's probation | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> | 6 <input type="checkbox"/> |
| 5. Work with youth and their parents/caregivers to strengthen skills to improve family relationships | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> | 6 <input type="checkbox"/> |
| 6. Provide supervision at different levels of intensity based on youths' risk level | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> | 6 <input type="checkbox"/> |
| 7. Use personal judgment in making assessments of youths' risk of re-arrest | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> | 6 <input type="checkbox"/> |
| 8. Make dispositional recommendations to the Court via testimony in open court | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> | 6 <input type="checkbox"/> |
| 9. Vary dispositional recommendations to the Court depending upon the judge hearing the case | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> | 6 <input type="checkbox"/> |
| 10. Identify and address desired youth outcomes in their case plan | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> | 6 <input type="checkbox"/> |
| 11. Focus supervision most on youth compliance with the conditions of probation, less on rehabilitation and behavior change | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> | 6 <input type="checkbox"/> |

| | NEVER | RARELY | OCCA-SIONALLY | SOMETIME S | VERY OFTEN | ALWAYS |
|---|----------------------------|----------------------------|----------------------------|----------------------------|----------------------------|----------------------------|
| 12. Develop an individualized service plan based on youths' unique needs | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> | 6 <input type="checkbox"/> |
| 13. Focus on youth strengths and assets to help motivate change | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> | 6 <input type="checkbox"/> |
| 14. Engage youth in developing their case plan | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> | 6 <input type="checkbox"/> |
| 15. Actively work to motivate youth to change behaviors | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> | 6 <input type="checkbox"/> |
| 16. Use graduated responses to address violations | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> | 6 <input type="checkbox"/> |
| 17. Require youth to attend regular meetings in the probation office to test their compliance with reporting conditions | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> | 6 <input type="checkbox"/> |
| 18. Document progress on probation, such as meeting case plan goals, improved school attendance, etc. | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> | 6 <input type="checkbox"/> |
| 19. Use probation to access funding for treatment services | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> | 6 <input type="checkbox"/> |
| 20. File a petition to modify/revoke for any violations of probation (VOPs) | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> | 6 <input type="checkbox"/> |
| 21. Use the principles of positive youth development in working with youth | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> | 6 <input type="checkbox"/> |
| 22. Make sure youth know they will be violated if they don't comply | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> | 6 <input type="checkbox"/> |
| 23. Talk directly with youth about their probation terms and conditions | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> | 6 <input type="checkbox"/> |
| 24. Show youth they must be accountable by using stern sanctions when they do not comply with conditions | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> | 6 <input type="checkbox"/> |
| 25. Use probation to mandate treatment for youth, even if they are low risk | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> | 6 <input type="checkbox"/> |
| 26. Review data to examine the types of cases and youth that have VOPs filed against them | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> | 6 <input type="checkbox"/> |

| | NEVER | RARELY | OCCA- SIONALLY | SOMETIME S | VERY OFTEN | ALWAYS |
|---|----------------------------|----------------------------|----------------------------|----------------------------|----------------------------|----------------------------|
| 27. Talk to other POs and supervisors about when to file a VOP | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> | 6 <input type="checkbox"/> |
| 28. Develop personal relationships with community groups, faith-based organizations, or other supportive agencies that are located where probation youth reside | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> | 6 <input type="checkbox"/> |
| 29. Where applicable, talk with youth about repairing harms they may have caused to victims, family members, or other members of the community | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> | 6 <input type="checkbox"/> |
| 30. Work with youth to improve their connections with local community centers, support groups, faith-based organizations, or services in the neighborhood | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> | 6 <input type="checkbox"/> |
| 31. Work with families of youth to improve their connections with local community centers, support groups, faith-based organizations, or services in the neighborhood | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> | 6 <input type="checkbox"/> |
| 32. Support youth in building lasting relationships with positive adults in the community | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> | 6 <input type="checkbox"/> |
| 33. Review data about possible racial or ethnic disparities that occur in VOPs and other supervision decisions in our agency | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> | 6 <input type="checkbox"/> |
| 34. Talk to other POs and supervisors about possible racial and ethnic disparities in VOPs or other probation decisions or practices | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> | 6 <input type="checkbox"/> |

2. PROBATION TERMINATION

Using the scale shown, please **answer** the following questions about practices in your jurisdiction on termination from probation. *Select one option in each row.*

| In my jurisdiction..... | NEVER | RARELY | OCCA-SIONALLY | SOME-TIMES | VERY OFTEN | ALWAYS |
|--|----------------------------|----------------------------|----------------------------|----------------------------|----------------------------|----------------------------|
| 1. youth must appear in court for a hearing to have their case closed | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> | 6 <input type="checkbox"/> |
| 2. youth must remain on probation for the entire term of probation | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> | 6 <input type="checkbox"/> |
| 3. youth can be released from probation early at the recommendation of the JPO and without a court hearing | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> | 6 <input type="checkbox"/> |

3. YOUTH OUTCOMES

Listed below are measures of success that may be used to assess outcomes of youth following probation. Please indicate whether your agency collects this information on youth after the case is closed to track their outcomes. *Select Yes or No in each row.*

[next section:] You reported above that your agency collects the following outcome information. Now please indicate whether this information is reviewed by probation staff. *Select Yes or No in each row.*

| | COLLECTS THIS INFORMATION | | REVIEWED BY PROBATION STAFF | |
|--|----------------------------|----------------------------|-----------------------------|----------------------------|
| | NO | YES | NO | YES |
| 1. Youth recidivism | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> |
| 2. School performance (at least one outcome) | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> |
| 3. Employment placement or skill development | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> |
| 4. Positive connections in the community | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> |
| 5. Formed a relationship with at least 1 positive adult | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> |
| 6. Reduced level of risk based on an assessment instrument (scored <u>at</u> case closure) | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> |

4. PURPOSES OF PLACEMENT

Using the scale shown below, please indicate your own views about the purposes of sending a youth to an out-of-home placement. *Select one option in each row.*

| In my view, out-of-home placements are appropriate | NEVER | RARELY | OCCA-SIONALLY | SOME-TIMES | VERY OFTEN | ALWAYS |
|---|----------------------------|----------------------------|----------------------------|----------------------------|----------------------------|----------------------------|
| 1. when a youth has been shown to be a danger to others. | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> | 6 <input type="checkbox"/> |
| 2. when a youth is uncooperative on probation. | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> | 6 <input type="checkbox"/> |
| 3. when a youth needs a structured environment that forces compliance. | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> | 6 <input type="checkbox"/> |
| 4. to impress on parents/caregivers the need to pay attention to their child and keep them under control. | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> | 6 <input type="checkbox"/> |
| 5. if a youth recidivates repeatedly while on probation. | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> | 6 <input type="checkbox"/> |
| 6. to try to ensure public safety when a youth has been assessed as high risk. | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> | 6 <input type="checkbox"/> |
| 7. to provide structure and certain consequences to those youth who live in homes where consequences for breaking rules are absent or inconsistent. | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> | 6 <input type="checkbox"/> |
| 8. to access services for a youth who needs mental health or substance abuse treatment. | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> | 6 <input type="checkbox"/> |

5. PURPOSES OF PROBATION

Listed below are six common purposes or goals of juvenile probation. Please look over the list and indicate your views on the relative priority of each purpose by placing them in order from the top to the bottom, with the top one being most important. Click on each item and drag it to place them in rank order on the screen from 1 to 6.

| | RANKING |
|--|---------|
| To ensure compliance with court-ordered conditions | _____ |
| To promote long-term behavior change | _____ |
| To provide an alternative to out-of-home placement | _____ |
| To respond to failed diversion efforts | _____ |
| To hold youth accountable for delinquent acts | _____ |
| To address identified criminogenic risks and needs | _____ |

6. STAFF SUPPORT, TRAINING, AND JUVENILE JUSTICE DECISION MAKING

Please indicate the extent to which you agree or disagree with the following statements about your department, agency, or jurisdiction.

Select one option for each row.

| | STRONGLY DISAGREE | DISAGREE | SLIGHTLY DISAGREE | SLIGHTLY AGREE | AGREE | STRONGLY AGREE |
|---|----------------------------|----------------------------|----------------------------|----------------------------|----------------------------|----------------------------|
| 1. Caseloads in my department are kept to a size that permits JPOs to provide appropriate levels of supervision | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> | 6 <input type="checkbox"/> |
| 2. JPOs are permitted flexible work hours to provide the opportunities needed to work with youth and families | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> | 6 <input type="checkbox"/> |
| 3. I receive sufficient training to perform my job effectively | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> | 6 <input type="checkbox"/> |
| 4. There is a clear vision in my jurisdiction about how we should be making decisions in our juvenile justice system | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> | 6 <input type="checkbox"/> |
| 5. Juvenile Court judges respect the work of JPOs | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> | 6 <input type="checkbox"/> |
| 6. The judges usually base their decisions on the JPO's recommendations | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> | 6 <input type="checkbox"/> |
| 7. Supervisors here help JPOs prepare courtroom testimony and recommendations | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> | 6 <input type="checkbox"/> |
| 8. Supervisors here attend hearings that are anticipated to be difficult, and will participate in hearings if necessary | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> | 6 <input type="checkbox"/> |
| 9. Line staff in my agency influence decisions throughout the juvenile justice system | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> | 6 <input type="checkbox"/> |
| 10. I feel supported by the department's administration | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> | 6 <input type="checkbox"/> |
| 11. I receive the support that I need from my supervisor | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> | 6 <input type="checkbox"/> |
| 12. My work is adequately recognized by the department | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> | 6 <input type="checkbox"/> |

| | STRONGLY DISAGREE | DISAGREE | SLIGHTLY DISAGREE | SLIGHTLY AGREE | AGREE | STRONGLY AGREE |
|--|----------------------------|----------------------------|----------------------------|----------------------------|----------------------------|----------------------------|
| 13. Juvenile justice leaders here make sure we use data and research to make better decisions in the juvenile justice system | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> | 6 <input type="checkbox"/> |
| 14. The mission and vision of JDAI®/Deep End fits with the mission and vision of my agency | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> | 6 <input type="checkbox"/> |
| 15. JPOs are provided training on a regular basis on.... | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> | 6 <input type="checkbox"/> |
| a) how to use structured <u>risk assessment</u> tools to guide dispositional recommendations | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> | 6 <input type="checkbox"/> |
| b) how to use structured <u>needs assessment</u> tools to guide case planning | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> | 6 <input type="checkbox"/> |
| c) communication skills, motivational interviewing, and other relationship-building techniques | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> | 6 <input type="checkbox"/> |
| d) graduated responses, cognitive behavioral techniques, and other youth intervention approaches | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> | 6 <input type="checkbox"/> |
| e) adolescent development | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> | 6 <input type="checkbox"/> |
| f) positive youth development | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> | 6 <input type="checkbox"/> |

based on response to position question, juvenile probation officers to be shown/complete section 7[X]; supervisors to be shown/complete 7[Y]

7[X]. JPO WORK ACTIVITIES

Listed below are common work activities for juvenile probation officers. Please enter the number of hours you spend, on average, doing each activity in a typical work week over the past three months. The box at the bottom will automatically show the total number of hours you have entered. *If you usually work 40 hours, the total at the bottom should be 40.*

A few of the activities refer to "my caseload." If you do not carry a caseload (for example, if you are an intake officer), consider this to be referring to the work you do that is directly involved with youth on probation.

| Location and Activity | HOURS PER WEEK DOING ACTIVITY |
|---|-------------------------------------|
| In the probation office, courthouse, or placement facilities... | |
| 1. <u>Doing paperwork, attending meetings</u> , or talking with probation staff, supervisors, court, or service personnel | _____ |
| 2. <u>Conducting phone calls</u> with youth, family members, schools, or service providers | _____ |
| 3. <u>Meeting with youth</u> on my caseload | _____ |
| In the community... | |
| 4. <u>Meeting with youth</u> on my caseload at their home, school, or other neighborhood location (including travel time) | _____ |
| 5. <u>Meeting with community groups or service providers</u> in the community (including travel time) | _____ |
| Other... | |
| 6. If you spend 2 or more hours a week on any activity that clearly does not fit in the above list, please specify the activity and the hours: _____ | _____ |
| TOTAL: | _____ |

In a typical 2 week work period (10 work days), on average how many in-person contacts do you have...

...with family members or caregivers of youths across your caseload? *Do not include times you see family members/caregivers in court or when visiting a group home. Select one option.*

| | | | |
|-------------------------------|---------------------------|----------------------------|-------------------------------|
| 2 or fewer in-person contacts | 3 to 6 in-person contacts | 7 to 10 in-person contacts | 11 or more in-person contacts |
| <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

...in the community with youths across your caseload? *Do not include times you see youth in the probation office, court, or a placement facility. Select one option.*

| | | | |
|-------------------------------|---------------------------|----------------------------|-------------------------------|
| 2 or fewer in-person contacts | 3 to 6 in-person contacts | 7 to 10 in-person contacts | 11 or more in-person contacts |
| <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

7[Y]. SUPERVISOR WORK ACTIVITIES

Listed below are common work activities for probation supervisors. Using the scale shown, please indicate what percentage of your work time, on average, is spent in each of the activities over a typical month. *The total should add to approximately 100 percent.*

| | Rarely or never (< than 5%) | Occasionally (5%-14%) | Sometimes (15%-29%) | Frequently (30-49%) | Half or more of the time (50% or more) |
|--|--------------------------------|----------------------------|----------------------------|----------------------------|---|
| 1. Meeting with probation officers to review specific cases or conduct regularly scheduled caseload reviews | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> |
| 2. Doing/approving paperwork, attending other meetings or conducting phone calls with probation staff, other supervisors/administrators, the court, or service personnel | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> |
| 3. Meeting with probation staff (1-on-1 or in groups) to provide staff development opportunities (training, coaching, professional guidance) | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> |

| | Rarely or never (< than 5%) | Occasionally (5%-14%) | Sometimes (15%-29%) | Frequently (30-49%) | Half or more of the time (50% or more) |
|---|---------------------------------|----------------------------|----------------------------|----------------------------|---|
| 4. Directly observing probation officers' interactions with youth, families, or system stakeholders in your agency's or contractor's offices, or observing courtroom proceedings | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> |
| 5. Directly observing probation officers' interactions with youth, families, or system stakeholders in the community | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> |
| 6. Meeting with community groups, community leaders, non-profits or service providers in the community | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> |
| Other... | | | | | |
| 7. If you spend 5 percent or more of your time during the month on any activity that clearly does not fit in the above list, please specify the activity and the proportion of time spent on it: _____ | 1 <input type="checkbox"/> | 2 <input type="checkbox"/> | 3 <input type="checkbox"/> | 4 <input type="checkbox"/> | 5 <input type="checkbox"/> |

8. ABOUT YOU (TO BE COMPLETED BY ALL RESPONDENTS)

1. What is your job position? *Select the one that best describes your position.*
 - Probation officer (field/supervision officer, agent, or case manager)
 - Intake/court probation officer
 - Supervisor of field probation officers
 - Supervisor of intake/court officers
 - Program manager
 - Other (specify) _____
2. Do you have a specialized caseload, or supervise officers who have specialized caseload?
 - No
 - Yes *Please specify:* _____
3. How long have you worked at your current agency?
Years: _____ Months: _____
4. How long have you worked in your current position?
Years: _____ Months: _____
5. What is the highest academic degree you hold? *Select one.*
 - HS diploma
 - Bachelors
 - PhD
 - Associates
 - Masters
 - Other (please specify): _____
6. Do you hold any professional credentials, certifications, or licenses?
 - No
 - Yes (please specify): _____
7. How would you describe yourself? *Select all that apply.*
 - White/Caucasian
 - Hispanic/Latino
 - American Indian/Alaska Native
 - Black/African-American
 - Asian/Pacific Islander
 - Other (please specify): _____
8. What is your age?
 - 29 or younger
 - 30-39
 - 50-59
 - 60-69

40-49

70 or older

9. What is your gender?

Male

Female

If there were any questions that you did not answer because you felt they did not apply to you, or you skipped any questions for any other reason, please explain below. Anything you write is confidential and will only be used to improve future use of the survey.

THANK YOU FOR COMPLETING THE PROBATION PRACTICES SURVEY!

If you have any questions or comments about the survey, please contact ProbationSurveyHelp@urban.org.

Appendix B. Stakeholder Interview Protocol

INDIVIDUAL STAKEHOLDER INTERVIEW PROTOCOL

Introduction

Thank you for agreeing to speak with us about the Probation Transformation Initiative work happening in your county. As you know, the Urban Institute and Mathematica Policy Research are documenting and generating lessons learned about the probation transformation work for the Annie E. Casey Foundation. We've reviewed some background information from the Foundation about your site's probation transformation activities. We also have some familiarity with it from the deep end evaluation work we are already conducting.

While we are reviewing this information to understand what is happening around probation transformation in your county, it is still helpful for us to talk with you directly about your experiences and perspectives. One of our evaluation activities is to conduct individual interviews such as this one with stakeholders like yourself who are most involved in each of the deep end collaboratives. Today we'd like to discuss topics such as how the probation transformation relates to the other ongoing initiatives in your county, the work's organizational structure, how it is progressing, the Foundation and TA support you've received, and how this work can be improved moving forward.

We consider this interview to be voluntary. That is, you can choose to not answer any specific question or leave from the interview at any time. Additionally, we will ensure that the information you report to us will not be attributed directly to you. We do intend to share feedback to the Foundation based on what we learn through our conversations with you and other stakeholders, but we will disclose our findings in a way that does not identify you personally.

Do you have any questions before we get started?

1. **Let's begin by telling us a little bit about yourself.**
 - a. What is your official title and what are your main responsibilities at [organization name]
 - b. How long have you been at [organization name]? How long have you been in your current position [probe on history in organization as needed]?
 - c. *If PO or PO supervisor:* Do you have a caseload? Who/what youth are on your caseload (e.g., standard probation youth, specialized caseload)? How large is your caseload? Is this a typical caseload size for those in your position? If not, what is the average caseload?
 - d. *PO/PO sup:* How long have you worked supervising youth (or supervising POs)?
 - e. *PO/PO sup:* What training have you had in your position? probes: Is this ongoing training or a specialized, one-shot training? [if specialized, ask if PT-specific; include PT-specific training in 4/5 below] Who else in probation participates in this training?
2. **General perspective on purposes of probation**
 - a. What do you see as the main purposes or goals of probation? Have your views on probation changed or stayed the same since you first began working in [site name] and if so how?
probes: compliance with court-ordered conditions? long-term behavior change? hold youth accountable? punish youth? address youth needs?
 - b. Ultimately, what do you think the most important outcome of probation should be? [probe for both department outcomes (reduced incarceration, reduced VOPs) and youth outcomes (reduced recidivism, connection to family, school, etc.)]
 - c. How does your view compare with what others in the department see as important outcomes of probation?
3. **Leadership and Decision Making**
 - a. How did you first learn about the Probation Transformation Initiative?
 - a. What do you understand it was intended to accomplish in [site]?
 - b. Has your perspective on the main goals of probation transformation work changed since then?
 - c. How do you distinguish these goals and probation transformation activities from those of deep end and JDAI®?
 - b. Who do you see as the main "leader" of probation here at [site name]? probe: Who is responsible for setting probation policies? For setting practices and procedure?
 - c. Who is leading the probation transformation work? Who is the leader is setting the tone? Who is the leader in directing what gets done, the activities and logistics?
 - d. Does anyone else play a key management role in the probation transformation work? Please specify.
 - e. What is the process for decision making in [site] around probation transformation activities?
4. **Please look at the list of activity areas that we sent you [shown below]. It includes activities that juvenile probation departments are involved in, or that may affect how probation operates. Let's talk about the top three or four areas on the list that are most central to the probation transformation work in [site name]. Which one of these has [site name] focused on the most in your PT work?**
 - a. Tell us about how this activity came to be. What was [site name] doing in this area before getting involved in the probation transformation work?
 - b. Please describe what [site name] is doing in the area. Probes: why needed? current status (planning? implementation? timeline?); resources devoted to activity?
 - c. What has been your role in the activity? When did you get involved?
 - d. How well has it been going so far?
 - e. What are challenges to implementing this activity in [site]? What are the strategies you've employed to overcome these challenges and have they been successful?
 - f. What factors are facilitating progress on this activity?
 - g. What has been the role of Casey staff, the Casey Consultant [Scott MacDonald], or other Foundation-supported TA in this work?

- a. Tell us about the structure and frequency of their involvement.
 - b. Have you found their involvement helpful? How do you think it could be improved?
- 5. Repeat 4 above for each activity area that the interviewee has knowledge of and can describe.**
Consider limiting these questions to leadership, senior management:
- 6. Tell us about the Foundation's involvement with probation transformation**
- a. When you first applied for the grant, did you think [site's] goals aligned with the Foundation's? Which of the Foundation's probation transformation goals appealed to [site name] most and why? If they weren't, how did you negotiate divergent goals and interests?
 - b. When did you first come into contact with the Foundation about the probation transformation work? Whom did you speak with and in what context?
 - c. [Besides activity-specific interactions covered above] How frequently have you interacted with the Foundation since then and in what capacity? Who specifically have you interacted with?
- 7. Other supports**
- a. [Besides activity-specific interactions covered above] To what extent has the TATL been involved in the probation transformation work?
 - a. Tell us about the structure and frequency of their involvement.
 - b. To what extent have you found their involvement helpful? How do you think their support could be strengthened?
 - b. Do you work with any other TA providers in probation-related areas? If so, is this specific to probation transformation work?
 - a. Tell us about the structure and frequency of their involvement.
 - b. Have you found their involvement helpful? How do you think it could be strengthened?
- 8. Describe to us the key next steps for moving probation transformation forward in the future.**
- a. Are you anticipating any challenges and if so, please describe them? How can the Foundation or TA providers support you in addressing these challenges?
 - b. What factors are needed to ensure sustained progress in this area? How do you see probation transformation evolving over the next five years?
- 9. What lessons do you think other agencies might learn from [site's] experience with transforming probation practice?**

Do you have any questions for us? Thank you for taking the time to speak with us!

[ACTIVITY LIST] What activities have PT sites undertaken to transform probation practice?

- o Purposes of probation
- o Expanded diversion (from probation disposition)
- o Structured decision making and risk profiles of probation youth
- o Probation "methodology" and case management practices; Opportunity-based probation (incentive system); case planning and individualized services; use of graduated incentives and sanctions
- o Training, staff knowledge on adolescent development research, positive youth development and supervision practices, relationship building, etc.
- o Family engagement, involvement (partner-led teaming, family navigators, family in staffings, case planning, supervision)
- o Community partnerships, engagement; PO time in the community
- o Restorative justice
- o Availability, use of community-based alternatives to OOHP
- o Equity and inclusion programs (e.g. Pathways to Success)
- o Probation violation policies, practices, trends; VOP reduction efforts
- o Data-driven approaches

Appendix C. Parent/Guardian Interview Protocol

PARENT/GUARDIAN INTERVIEW PROTOCOL

Introduction

Thank you for agreeing to speak with us about your experience with the juvenile court and probation in [site] county. I work for the [Urban Institute or Mathematica Policy Research] and we are studying court and probation practices in the county. The study is supported by the Annie E. Casey Foundation. The goals of the study are to help the Foundation understand how probation practices and reform efforts are working in [site name], and how they can be improved here and throughout the country.

One of our study activities involves speaking with parents and family members like yourself, who have children who are on probation or have gone through probation [and are involved in probation reforms]. The purpose of these interviews is to learn about your (and your child's) experience with probation in [Site]. We are interested in your understanding of what is expected of your child while on probation, how much you feel engaged and involved in these efforts, and how court and probation practices can be improved. [And, if you're involved in the Family Council/Family Navigators, we want to learn about your experience with that group as well.]

This interview is voluntary and confidential. The information collected from these interviews will be used for research purposes only. We will share what we learn from this conversation, as well as all the other conversations we have, with Foundation, but you or your child will not be identified by name in any of our reports. We will combine your answers with those from other family members that we will be speaking with, and disclose our findings in a way that does not identify you or your child personally.

Do you have any questions before we get started?

1. Please tell us a little about yourself and your experience in court with your child. Do you remember the first time you came to court in {site} County with your child? [Clarify as needed that this is for the case leading to probation or the same child's prior case.] *Reminder to only share information that the respondent feels comfortable sharing with us.*
 - a. What did it feel like being in court that first time? [Probes: Did you feel respected? Was it welcoming? Was it intimidating or scary?]
 - b. Did you feel like you knew what was going on with [child's] case? Did you know what could happen at the hearing [regarding the child's case]?
 - c. Did you know your way around the courthouse? Where to go?
 - i. If so, how? How did you learn this information? [Probes: Were there pamphlets or informational flyers? Did someone inform you directly—if so, how?]
 - ii. Did you speak with anyone who helped you understand what was going on in court with your child's case? [If yes] Who was that?
 - iii. [If spoke with anyone] Please tell us about that experience. [probe: What did they help you with? Where did you meet with them? Did they spend enough time with you? Did they treat you with respect? Did they seem to know what they were talking about?]
2. Please try to think back to just before your child was ordered by the court to attend probation.
 - a. Did you take part in any meetings or interviews with court or probation staff at that time? If so, please tell us about those. [Probes: Who was it with? What was the purpose, and what did you do in the meeting? Were you treated respectfully? Were you able to

- ask questions? Were you listened to? Asked about your views?]
3. At what point did you learn that probation would be recommended for your child? How did you learn this? Who told you? [probe: Was this before the court formally placed the child on probation or was it only at (or after) the disposition hearing?]
 4. Were the requirements or conditions of probation clear to you? [Probes: Did someone explain all the different conditions or requirements? The length of time s/he would be on probation? Were these clear to you? Were they reasonable? Fair? Too lenient? Will they help the child?]
 5. Where and how did you get this information [about the probation conditions and length]? [probe: Did you learn about this before or after the court [disposition] hearing? If so, from whom? How much did you learn about it from the judge (or anyone else) in the hearing?
 - a. [If not known]: How long was your child on probation [or if currently on probation, When did her/his probation term start?]
 6. What do you understand as the reason [child's name] was put on probation? What was/is probation trying to accomplish with your child? Some examples may include:
 - a. Monitor, keep their eye on the child
 - b. Compliance with conditions
 - c. Help them do better (in school, with the family, better friends)
 - d. Get them into a program/service
 - e. Help them stay out of trouble/non-delinquent
 - f. Threaten them with detention/placement if they commit another crime?
 7. What do you think the purpose of probation should be? What do/did you want to accomplish with your child while s/he is/was on probation?
 8. Please tell us about the interactions you've had with [name's] probation officer and any other probation staff. Can you tell us a little about her/him?
 - a. Early on, did you meet with the PO or other probation or court staff to talk about...
 - i. your child's background and how s/he's doing in school, with friends, a job, other activities? about her/his need to get help or attend a program? [probe about psychosocial history interviews]
 - ii. a case plan, or any kind of plan that included details about [name's] goals while on probation [probe about goals for school, job, peers, community service, program participation]
 - b. For the next few questions, we're going to pose a few questions about how respected or satisfied you felt with your PO experience, and ask for your response on a scale of 1-5. A response of 1 indicates you were not at all [respected/satisfied], 2 indicates that you felt slightly [respected/satisfied]; 3, somewhat [respected/satisfied]; 4 indicates that you felt respected/satisfied; and 5 indicates that you felt very [respected/satisfied].
 - i. On a scale of 1-5, how respectful was the staff during your meeting(s)? Why or why not?
 - ii. On a scale of 1-5, how satisfied were you that the staff took your input into consideration? Why or why not?
 - iii. On a scale of 1-5, how satisfied were you with this [these] initial meeting(s) overall?
 9. Now let's talk a little about other interactions you've had with [PO name] while [name] has been on probation.
 - a. When and where do you interact with the PO? [Probes: How often? At home, school, community? Always or usually in the probation office/court?]
 - b. How would you describe these interactions? [Probes: positive? negative? brief? friendly? engaging? supportive? threatening?] Are you treated respectfully? Asked about your views? Listened to?
 - c. How well do you think the PO understands what you and your family are trying to communicate?

- d. In your view, how much does [the PO] know about your neighborhood and any places of support like community centers, churches, after-school or athletic programs, jobs programs?
- e. How would you describe your child's relationship with his/her Probation Officer? [Probes: positive? negative? brief? friendly? engaging? supportive? threatening?]
- f. How well do you think your child's PO knows him/her?
- g. Using the same scale we used above, on a scale of 1-5, how satisfied are you with your child's PO overall (with one being not at all satisfied and five being very satisfied)?

Pierce County only: If parents are involved in Family Council

1. Focusing now on your experiences on the Family Council program, can you describe the [council] role?
 - a. What are some of the activities you have participated in (e.g. reviewing and responding to plans for new diversion or probation programs)?
 - b. How do you make decisions as a group?
 - c. Do you think system staff (e.g. probation administrators, defense attorneys, the prosecutor's office) listen to the Council? (probe: why or why not?)
 - d. Do you think they value your input? (probe: why or why not?)
 - e. How would you improve the council, or the reform effort, more broadly?

Lucas County only:

[If Family Navigators mentioned in question 1]

1. You mentioned getting help from the Family Navigators earlier. Did you continue to meet or attend any family groups with them?
- 2a. If no: Why not? Do you think they could have been helpful while your child was on probation?
 - a. Using the same scale we used above, on a scale of 1-5, how satisfied are you with your child's PO overall (with one being not at all satisfied and five being very satisfied)?
- 2b. If yes: Please tell me about this. Did you attend meetings or groups with them? [probe for purpose of meetings]
 - a. Using the same scale we used above, on a scale of 1-5, how satisfied are you with the assistance you received from the Family Navigators (with one being very not at all and five being very satisfied)?
3. Do you have any recommendations for how the LCJC could improve how it works with families of children who are involved in the court?

[If Family Navigators not mentioned in question 1]

1. Do you know anything about the Family Navigators program in the juvenile court? Did you hear or see anything about a program there that helps families understand how the court works, and can provide help and guidance about the court process?
2. If yes: Please tell me what you know about them. Did you ever meet with someone from Family Navigators or attend any of their group meetings?
 - a. [If spoke with anyone] Please tell us about that experience. [probe: What did they help you with? Where did you meet with them? Did they spend enough time with you? Did they treat you with respect? Did they seem to know what they were talking about?]
 - b. Using the same scale we used above, on a scale of 1-5, how satisfied are you with the assistance you received from the Family Navigators (with one being not at all and five being very satisfied)?
3. Do you have any recommendations for how the LCJC could improve how it works with families of children who are involved in the court?

Do you have any questions for us? Thank you for taking the time to speak with us!

STATEMENT OF INDEPENDENCE

The Urban Institute strives to meet the highest standards of integrity and quality in its research and analyses and in the evidence-based policy recommendations offered by its researchers and experts. We believe that operating consistent with the values of independence, rigor, and transparency is essential to maintaining those standards. As an organization, the Urban Institute does not take positions on issues, but it does empower and support its experts in sharing their own evidence-based views and policy recommendations that have been shaped by scholarship. Funders do not determine our research findings or the insights and recommendations of our experts. Urban scholars and experts are expected to be objective and follow the evidence wherever it may lead.



2100 M Street NW
Washington, DC 20037

www.urban.org