The Improving Outcomes for Youth Initiative in New Mexico

Third Presentation to Task Force: Policy Goals and Options

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THE COUNCIL OF STATE GOVERNMENTS Collaborative Approaches to Public Safety



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Referrals to the juvenile justice system have declined more than 40 percent and detentions have declined 28 percent since 2012.



Probation dispositions have declined 46 percent and commitments have declined by over one third since 2012.





The majority of youth being disposed to the most intensive forms of system supervision are repeat offenders.

Average Number of Prior Referrals for Youth by Disposition, FY2012 – FY2016



*While it's appropriate that the most intensive forms of supervision are reserved for serious and repeat offenders, a core group of youth are cycling repeatedly through the system. Youth who are at high risk of reoffending need to be identified and matched to the most appropriate level/length of supervision earlier in their system involvement, and system resources need to be disproportionately focused on meeting their risks/needs. Half of all court referrals were comprised of petty misdemeanors and status offenses in 2016, which remains unchanged from 2012.



Felony Referrals by Degree, FY2012 and FY2016

	1 st Degree	2 nd Degree	3 rd Degree	4 th Degree
FY2012	0.4%	1.0%	3.4%	10.8%
FY2016	0.6%	1.1%	2.9%	10.4%

Seventy-six percent of referred youth do not receive formal supervision; yet many of these youth still receive some form of system monitoring and services, potentially diverting resources from higher risk youth.



Disposition Outcome, FY2016





Youth ages 5 to 10 account for a small but consistent proportion of referrals to the juvenile justice system, and the majority of these youth are referred for status offenses (non-delinquent) or misdemeanors.



Overrides of the detention risk assessment instrument (RAI) are common, most often due to the lack of supervision or availability of care in the community and/or at home.

Majority of Detentions Resulted from

Overrides, FY2012 – FY20016



Detentions by Offense Level and Override Decision, FY2016



More than half of detention overrides were for the following supervision/care-related reasons:

No adequate supervision/care (51%) Parents refuse custody (10%) Parents located but unavailable (3%) Reducing overrides would keep more youth in the community and allow for more intensive services/supports for those youth who are detained. The Structured Decision Making (SDM) tool has not been validated since 2008 and is not being used consistently to inform supervision decisions.



 Tool is not being used to prioritize who receives services and to match youth to services that meet their needs

Risk Level for Adjudicated Cases Only, FY2016



Continuum Grant funds primarily serve youth who have minimal, if any, juvenile justice system involvement.



Continuum Population Served, FY2017





At-Risk (no prior offense) First time and Status offenders Repeat and Serious offenders

Specialized Population Served, FY2017

There are opportunities for New Mexico to develop and/or strengthen policies, funding structures, and quality assurance tools to ensure that the services youth are receiving are effective.

KEY STRATEGIES NEW MEXICO CAN ADOPT TO MAXIMIZE RESOURCES

- Statutory, funding, and/or administrative incentives/requirements for serving higher risk youth as well as for using funds only for research-based programs and practices
- Regular, ongoing training, formal policies, and structured tools for supervision staff, providers, and other stakeholders on research-based services and to facilitate service matching
- **Competitive procurement processes and provider contracts** that require the use of researchbased programs and services and a risk/needs approach, and that are performance based
- Service quality assessments and data collection, analysis, and reporting on service populations, outputs, and outcomes to ensure that providers are held accountable and supported to improve outcomes for youth

"Some services deny our highest-risk youth due to their history when these youth are the ones in most need." - JPO Almost one quarter of referred youth receive another referral within one year, and almost one-third who are petitioned receive another petition.



Given the lack of reliable risk assessment data, it is difficult to assess whether these recidivism rates are higher or lower than expected. However, the goal is to put policy, practice, and funding strategies in place to reduce the number of youth that are reoffending.

One in five youth with an informal disposition receive another disposition within one year, compared to nearly half of youth disposed to probation



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Probation violations account for the largest proportion of new detentions, probation dispositions, and commitments.

Detention Admissions, Probation, and Commitment

Dispositions by Offense Type, FY2016



Youth who receive violations represent a core group of young people that continue to cycle through and penetrate deeper into the system.

Probation Violation Warrants, FY2016				
Alcohol/Drugs	30%			
Associates	2%			
Community Service	1%			
Counseling	8%			
Curfew	13%			
General Behavior (Law)	11%			
Parents	4%			
Reporting	4%			
Residence	11%			
Restitution	0.1%			
School/Education	5%			
Special Condition	10%			
Travel	0.1%			
Weapons	0.2%			

New Mexico has some, but not all, of the critical components that every state data system should have to track youth outcomes and system performance.



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Policy Framework of the New Mexico Improving Outcomes for Youth Initiative

Policy Option #1

Reduce system referrals by expanding pre-adjudication diversion opportunities for lower risk youth and establishing a minimum age of juvenile court delinquency.

Policy Option #2

Establish statewide override policies of the detention risk instrument to ensure that detention is used only for those youth that pose a public safety risk or are at risk to harm themselves.

Policy Option #3

Adopt a validated risk and needs assessment tool statewide to match youth with the most appropriate supervision and services.

Policy Framework of the New Mexico Improving Outcomes for Youth Initiative

Policy Option #4

Monitor and evaluate service providers and correctional facilities to ensure that programs and services are effective and meeting performance outcomes.

Policy Option #5

Establish definitions and priorities for the Continuum Grant program and the JCC program so that additional resources are prioritized for youth most at risk of reoffending.



Reduce system referrals by expanding pre-adjudication diversion opportunities for lower risk youth and establishing a minimum age of juvenile court delinquency

State Examples of Legislative Changes: KENTUCKY

- Creates an enhanced pre-court diversion process for status and lower-level public offenders.
- The enhanced pre-court process is available for youth charged with low-level offenses who have little or no history of offenses.
- Before referring these cases to the county attorney, court designated workers will use evidence based tools to screen and assess youth and make referrals to appropriate services.
- http://www.lrc.ky.gov/record/14rs/sb200.htm

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Reduce system referrals by expanding pre-adjudication diversion opportunities for lower risk youth and establishing a minimum age of juvenile court delinquency.

State	Lower Age	Upper Age	Extended Age		
Arkansas	10	17	20		
Colorado	10	17	FT		
Kansas	10	17	22		
Louisiana	10	16	20		
Minnesota	10	17	20		
Mississippi	10	17	19		
Pennsylvania	10	17	20		
South Dakota	10	17	20		
Texas	10	16	18		
Vermont	10	17	21		
Wisconsin	10	16	24		

State Examples

<u>http://www.ncjj.org/pdf/JJGPS%20StateScan/JJGPS_U.S. age_boundaries_of_delinquency_2016.pdf</u>

Reduce system referrals by expanding pre-adjudication diversion opportunities for lower risk youth and establishing a minimum age of juvenile court delinquency.

A Expand pre-adjudication diversion opportunities for lower risk youth and youth with lower level offenses.

- i. Adopt and use a standardized risk screening tool and a validated mental health screening tool to inform pre-prosecution diversion decisions.
- The prosecutor shall have discretion, to divert a juvenile accused of a delinquent act to a community-based alternative program or to a diversion program administered by the juvenile court (can include participation in a court approved program of education, counseling, or treatment; participation in a juvenile drug court program, mediation, etc.)
 Participation is voluntary, and a case may move forward if the youth refuses to participate in the diversion program
- iii. Stipulate offenses that *must* be and *may* be diverted from the juvenile justice system. Status, first, second and third time misdemeanor offenses must be automatically diverted by the JPO. 4th time misdemeanor offenses and non-violent felony offenses may be diverted, based upon the results from the risk screening tool as administered by the JPO and the recommendation that is made to the prosecutor.
- iv. If a youth fails to comply with the diversion agreement established, the district attorney may file the complaint as a petition. The case of a youth who successfully completes the diversion program is closed and may not be referred to juvenile court.

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Reduce system referrals by expanding pre-adjudication diversion opportunities for lower risk youth and establishing a minimum age of juvenile court delinquency.

B Establish a minimum age of juvenile court delinquency.

- i. Define a delinquent juvenile/child as a person who is 10 or more years of age.
- A child less than 10 years of age who commits a delinquent act is considered a child in need of care/in need of court ordered services. A family in need of court ordered services should be amended to include a family with a child under 10 who has committed a delinquent act.
- iii. Designate a division within CYFD protective services to divert or provide services for youth under the age of 10 who have committed a delinquent act or coordinate with continuum sites/providers <u>OR</u> enable JPOs to divert these youth and make such referrals.
- iv. Youth under the age of 12 cannot be detained or committed to a local detention facility or a CYFD correctional facility.



Reduce system referrals by expanding pre-adjudication diversion opportunities for lower risk youth and establishing a minimum age of juvenile court delinquency.

Key Questions for Consideration:

- Can a grant program be established for juvenile courts to implement preadjudication court-based diversion programs OR can funding be set aside through the continuum fund to establish diversion programs?
- Will the **record of the youth's arrest/referral to diversion be sealed** upon successful completion?
- Is there another CYFD division that can support younger children with delinquent offenses or can JPOs still handle these cases through diversion and referrals to services? Are there additional agencies that can be responsible?



Establish statewide override policies of the detention risk instrument to ensure that detention is used for only for those youth that pose a public safety risk or are at risk to harm themselves.

State Examples of Legislative Changes: GEORGIA

- Prohibits residential commitment for all status offenders and certain misdemeanants. Misdemeanor offenders may receive out-of-home placement only if their history includes four prior adjudications, one of which was a felony.
- Status and low-level offenders are diverted from detention into specialized community-based programs aimed at managing matters that may include dysfunctional families, anger issues, and drug and alcohol abuse.
- <u>http://www.legis.ga.gov/Legislation/20132014/135887.pdf</u>

Establish statewide override policies of the detention risk instrument to ensure that detention is used for only for those youth that pose a public safety risk or are at risk to harm themselves.

- i. Require that in order for a youth to be detained, the court, in consultation with the juvenile probation officer, finds probable cause that community-based alternatives to detention are insufficient to ensure that the youth is not a public safety issue or flight risk, and the court must make this finding in writing.
- ii. Establish definitions for detention override criteria that minimize subjective decisions to hold a youth in detention.
- iii. CYFD must compile and report to the legislature and the newly established oversight commission annually on the use of overrides of the RAI that result in detentions.
- iv. Restrict the use of detention for status offenders and first time misdemeanor offenders and restrict the use of detention solely as a response for lack of supervision in the home or in the community.
- v. Restrict the use of detention as a sanction due to a technical violation of probation or supervised release, other than for youth whose violation is for absconding or they are referred to specialty courts, unless there is probable cause that the juvenile poses a significant public safety risk or a response matrix allows for the detention.



Establish statewide override policies of the detention risk instrument to ensure that detention is used for only for those youth that pose a public safety risk or are at risk to harm themselves.

Key Questions for Consideration:

- Who should **establish the override criteria**?
- To what extent should legislation **restrict the types of offenses that are eligible for detention** beyond status and first time misdemeanors?
- Are there opportunities to **fund shelter placements** for youth lacking adequate supervision/family support?

State Examples of Legislative Changes: NEVADA

- Requires the newly established oversight commission to adopt a validated risk assessment tool and a validated mental health screening tool to guide disposition decisions.
- Requires that the results of risk and needs assessments and mental health screenings, among other factors, be used to make facility placement decisions at commitment, and to inform case planning and reentry planning.
- Requires the state agency to establish a facility length-of-stay matrix and release criteria that are based on youth's assessed risk of reoffending, seriousness of offense, and progress in meeting treatment goals, and use these tools to guide these release decisions.
- https://www.leg.state.nv.us/Session/79th2017/Bills/AB/AB472_EN.pdf

A Adopt validated risk and needs assessment tool statewide to guide disposition decisions.

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- i. Conduct a validated risk and needs assessment and a validated mental health screening for all post petition pre-adjudicated youth and provide the court and all attorneys on the case with a pre-disposition report summarizing the results. The oversight commission is required to establish standards and parameters for the protection of information from the risk assessment tool so that results from the tool cannot be used in making adjudication decisions.
- ii. Courts must use the results of the validated risk and needs assessment to inform disposition decisions and determine the most appropriate disposition commensurate with public safety and improved outcomes for youth.

A Adopt validated risk and needs assessment tool statewide to guide disposition decisions.

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- iii. To place a youth in a state correctional facility, the court must make a written record that: 1) appropriate community-based services are not available and/or have been unsuccessful or 2) that the youth poses a public safety risk or is a danger or risk to themselves, based on a youth's assessed risk of reoffending, prior delinquent history, and seriousness of offenses.
- iv. To place a youth in an out-of-state facility, the court must make a written record that: 1) appropriate in-state facility or community-based alternatives are not available and/or have been unsuccessful; and 2) other child and family service agencies or departments have been consulted to determine whether such services are available.
- v. Change language around maximum lengths of stay on community supervision and in CYFD facilities from a short term commitment of one year or a long term commitment of two years *to up to* one year, *and up to* two years, and for youthful offenders *up to* the age of 21.

B Use the results of validated risk and needs assessments to guide supervision decisions.

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- i. Require that the results of risk and needs assessments and mental health screenings, among other factors, be used by CYFD to make facility placement decisions at commitment.
- ii. Conduct a risk and needs assessment for youth on probation and in CYFD secure facilities no less than every six months and/or when significant case changes occur.
- iii. Focus supervision resources on youth most likely to reoffend by using the results of risk and needs assessments and the seriousness of youth's offenses to guide decisions around lengths of probation terms and supervised release terms. Revise statutes to establish a maximum amount of a time a youth can be on supervised release, but allow for supervised release decisions to be based on the results of the validated risk and needs assessment, among other factors, rather than requiring a minimum of 90 days.
- iv. CYFD shall identify a common set of elements to be incorporated into case plans that are informed by risk and needs assessment results. Require CYFD to use these case plans for all adjudicated youth.

B Use the results of validated risk and needs assessments to guide supervision decisions.

- v. Require CYFD to establish a facility length of stay matrix and release criteria that is based on youth's assessed risk of reoffending, seriousness of offense, and progress in meeting their treatment goals, and use these tools to guide release decisions.
- vi. Require that all youth in CYFD secure facilities have a written reentry plan based on their assessed risks and needs and that a formal reentry case planning meeting, that includes the youth, a family member if possible, the youth's parole/probation officer, treatment staff, community service providers, and other stakeholders as necessary, is held before the youth's release.
- vii. Require CYFD to establish objective criteria to determine eligibility and admission into reintegration centers, including using results from a validated risk and needs assessment, among other factors.

Key Questions for Consideration:

- Based on typical case flow, should risk and needs assessments be conducted post petition and pre-adjudication rather than pre disposition?
- To what extent should legislation **provide detailed guidelines regarding how dispositional decisions are made** based on the results of risk and needs assessments?
- Does NM have the **capacity to conduct full mental health assessments** for every youth pre-disposition that screens positive on a mental health screening tool?



Monitor and evaluate service providers and correctional facilities to ensure that programs and services are effective and meeting performance outcomes.

State Examples of Legislative Changes: LOUISIANA

- There is hereby established the Juvenile Justice Reinvestment Program as a fiscal incentive program to **fund local efforts that enhance public safety** while reducing juvenile justice system costs.
- Funds appropriated shall be utilized for renewable grants for the purpose of establishing **community-based sanction and treatment programs**, including reentry programs, that provide alternatives to out-of-home placement.
- Any contract for the purpose of providing services to youth or their families shall be a performance-based contract that includes financial disincentives or consequences based on the results achieved by the contractor as measured by output, quality, or outcome measures.
- https://www.legis.la.gov/legis/ViewDocument.aspx?d=984017



Monitor and evaluate service providers and correctional facilities to ensure that programs and services are effective and meeting performance outcomes.

State Examples of Legislative Changes: SOUTH DAKOTA

- There is hereby **established a Juvenile Justice Oversight Council** responsible for monitoring and reporting performance and outcome measures. The oversight council may:
 - Review performance measures and outcome measures required by this Act and proposed by the Department of Corrections, Unified Judicial System, and Department of Social Services;
 - Review performance measures and outcome measures submitted semiannually;
 - Review efforts by the Department of Social Services to ensure delivery of treatment in rural areas and related performance measures;
 - Prepare and submit an annual summary report of the performance and outcome measures that are part of this Act to the Legislature, Governor, and Chief Justice. The report shall include any recommendations for improvement related to this Act.
- <u>http://sdlegislature.gov/docs/legsession/2015/Bills/SB73ENR.pdf</u>



Monitor and evaluate service providers and correctional facilities to ensure that programs and services are effective and meeting performance outcomes.

- i. Require the oversight commission to develop quality standards that each CYFD correctional facility must adhere to, similar to the quality standards designed for local detention facilities.
- ii. CYFD shall select and adopt a validated service assessment tool or other approved tool and develop policies, protocols and provide training for the use of the assessment tool. Require CYFD to conduct an annual evaluation and quality assurance review of all CYFD correctional facilities using the validated service assessment tool or other approved tool, develop a facility improvement plan and a corrective action plan, if necessary, based upon the results of these assessments, and share this plan with the legislature and governor. The review will include, at minimum, an assessment of service delivery, case management, supervision and behavior management of youth, and reentry planning. Training must be provided to CYFD staff on the assessment tool and quality assurance process prior to conducting reviews.
- iii. The oversight commission must establish uniform performance measures that service providers receiving state funds through the JJAC must track and report related to youth outcomes and develop a plan to collect and report data on these measures within 3 years. Require that CYFD report on the data analysis pertaining to the performance measures annually to the legislature and the governor.
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Monitor and evaluate service providers and correctional facilities to ensure that programs and services are effective and meeting performance outcomes.

- v. The oversight commission must establish uniform performance measures that service providers receiving state funds through the JCC program must track and report related to youth outcomes and develop a plan to collect and report data on these measures within 3 years. Require that CYFD report on the data analysis pertaining to the performance measures annually to the legislature and the governor.
- vi. Require recipients of JJAC and JCC funding submit data on a monthly basis to CYFD on service populations, outputs, the uniform performance measures and outcomes to ensure that providers are held accountable.
- vii. Require that any contract entered into for the purpose of providing services to youth or their families through the JCC program or JJAC shall be a performance-based contract that includes defined results achieved by the provider, and CYFD may withhold funds if performance targets are not met.
- viii. Require CYFD to keep an up-to-date electronic inventory of all available juvenile justice programs and services that includes information on risk level of the population served, criminogenic needs that are met through the services that are delivered, treatment dosage, and outcome measures.



Monitor and evaluate service providers and correctional facilities to ensure that programs and services are effective and meeting performance outcomes.

Key Questions for Consideration:

- Are there ways to **incentivize performance-based contracts** and/or infuse the JDAI principles as a requirement for JJAC funding?
- What is an adequate timeline for the development and implementation of a service registry?
- What additional capacity do service providers and continuum boards need to be able to track and report outcome measures? How can CYFD and other entities help build this capacity and ensure uniformity?

Establish definitions and priorities for the Continuum Grant program and the JCC program so that additional resources are prioritized for youth most at risk of reoffending.

State Examples of Legislative Changes: COLORADO

- Created a pilot program through legislation to provide community-based intensive treatment and management services to juveniles who are diagnosed with serious mental illness and who are involved in the criminal justice system is necessary for the public welfare and safety.
- Entities receiving grants must submit reports that evaluate the effectiveness of the program to the state agency.
- The legislature will review the reports submitted by the department and determine whether to continue or expand the pilot program.
- https://leg.colorado.gov/sites/default/files/images/olls/2000a_sl_324.pdf

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Establish definitions and priorities for the Continuum Grant program and the JCC program so that additional resources are prioritized for youth most at risk of reoffending.

- At least half of Continuum grant funding must be designated for youth assessed through the statewide validated risk and needs assessment as moderate or high risk of reoffending, and/or youth at imminent risk of out-of-home placement.
- ii. Define the target populations for youth that are eligible to receive Continuum grant funded services to include youth that are "at-risk" of juvenile justice involvement and youth that are in contact with the juvenile justice system and assessed as moderate or high risk on the statewide validated risk assessment instrument.
- iii. Define funding priorities for Continuum grant applications, to include alternatives to detention, diversion, services for moderate or high risk youth, and alternatives to out of home placement. Define prevention services to include only those services that divert youth from the juvenile justice system and serve youth who would otherwise be at risk of further juvenile justice involvement.

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Establish definitions and priorities for the Continuum Grant program and the JCC program so that additional resources are prioritized for youth most at risk of reoffending.

- iv. Require JCC programs to prioritize services for youth assessed through the statewide validated risk and needs assessment as moderate or high risk of reoffending, and/or youth at imminent risk of out-of-home placement.
- v. Establish a pilot grant program using unspent funds reverted back to CYFD from Continuum boards to provide research-based community-based mental health and substance use services to keep kids out of residential treatment and to provide services to moderate and high risk youth in communities not being served by continuum boards.



Establish definitions and priorities for the Continuum Grant program and the JCC program so that additional resources are prioritized for youth most at risk of reoffending.

Key Questions for Consideration:

- What percentage of JJAC funding should be prioritized for intervention vs. prevention services? Should legislation delineate or should this be a responsibility of the oversight commission?
- How can legislative language around JJAC funding and the 40% match requirement be altered to incentivize additional counties to create continuum boards and to remove any barriers to applying for funds?
- Are there other **priorities that JJAC funds should support** beyond diversion, alternatives to detention and out of home placement, and services for moderate to high risk youth?

Additional Policy Options for CYFD Adoption and/or Future Legislation: Adoption and Use of Evidence-Based Practices

Require that JJAC and JCC program funding, and state funding for juvenile justice facility services/programming, be used primarily for evidence-based practices and/or those shown to be effective in improving outcomes for youth. This requirement shall be phased-in over a five-year time period, with an increasing percentage of funds required to be used for this purpose each year (0%, 25%, 50%, 75%, 100%).

- Require the oversight commission to define evidence-based practices as those that either: 1) have been rigorously evaluated and/or 2) adhere to agreed-upon standards of effective programs. Agreed-upon standards must be written to allow for promising programs and local innovations.
- ii. Require that JJAC and JCC funding used to provide program and treatment services to youth through service providers be awarded through contracts that incorporate the evidence-based standards and require that all service providers receive at least annual training on evidence-based practices.
- iii. Require that services in CYFD facilities are evidence-based as identified by the defined standards, and that staff receives at least annual training on evidence-based practices.
- iv. Establish an evidence-based practices resource center in New Mexico through state and/or private dollars to build service provider and CYFD capacity, provide training, and technical assistance to implement evidence-based practices.

Data improvements can help New Mexico answer key questions about how system resources are being used to improve outcomes for youth.

WHAT DATA TO REPORT	CURRENT NM STATUS
 System profiles by youth demographics, including needs and risk 	 Data exist but key information about youth needs is overwritten or not available
 Length of stay/average daily populations (LOS/ADP) for detention, placements, probation, commitments, and supervised release Information for youth at each point in the system by demographics, offense, priors, risk/need 	 Data exist to calculate LOS and ADP Data exist for most critical system points but are often overwritten or captured in a way that makes analysis difficult Limited data on needs, time wavers and at-risk populations
 Service-matching analysis Probation and supervised release outcomes CYFD facility incidents Becidivism analysis 	 No program/service data Data exist for supervision levels and outcomes but are currently overwritten or captured in a way that makes analysis difficult Data exist to calculate recidivism, but definition needs to be clarified and refined, including quarterly recidivism reporting
	 System profiles by youth demographics, including needs and risk Length of stay/average daily populations (LOS/ADP) for detention, placements, probation, commitments, and supervised release Information for youth at each point in the system by demographics, offense, priors, risk/need Service-matching analysis Probation and supervised release outcomes

New Mexico can strengthen system capacity to collect, analyze, and use data to evaluate and improve system performance and youth outcomes.

- Identify resources for the development of juvenile justice specific modules in the planned CYFD child protection data system or for a juvenile justice only system
- Support the collection of data specific to programs and services and which allows for all youth served by CYFD to be tracked electronically
- Support the development of web-based or stand alone systems which will allow for the collection of needed data until new system is available
- Provide data tools and resources to CYFD and CYFD staff to pull and analysis data contained in the current FACTS system
- Data exist to calculate recidivism, but definition needs to be clarified and refined, including quarterly recidivism reporting

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Next Steps



Translate policy options into legislative language and establish review process for task force members to provide feedback.



Work with state and local leaders to introduce legislation, and continue to serve as a resource for testimony and in meetings with legislators.



Engage task force members, media, policymakers, and other stakeholders to garner additional support during the legislative process and throughout implementation.



Thank you

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