AGENDA

• Accepting Our History: The Ill Effects of Good Intentions
• Reforming Our Present: Creating a Comprehensive System of Care
• Sustaining Our Future: From Collective Intentions to Collective Impact
ACCEPTING OUR HISTORY

2008 Carey Report Recommendations

“Create an inter-agency task force to study why La Crosse County arrests a disproportionate number of youth and determine if this is in the best interests of the public.”

“Seek assistance from Annie Casey Foundation (JDAI) with disproportionate minority arrest and confinement issues.”
JUVENILE JUSTICE ARREST AND DISPROPORTIONATE MINORITY CONTACT INTER-AGENCY TASK FORCE

• Reach Conclusions
  – Does La Crosse County still have a relatively high juvenile arrest rate?
  – Is disproportionate minority contact (DMC) present in the La Crosse County Juvenile Justice System?
  – If yes, what factors within the juvenile justice system could be contributing?

• Make Recommendations
  – What changes could be made within the juvenile justice system that would be in the best interest of kids and public safety that would positively impact the arrest rate and DMC?
ASSEMBLING THE TASK FORCE

1. Review Relevant Data
2. Review Relevant Policy
3. Review information from the Annie Casey Foundation in relation to disproportionate minority arrest and confinement issues
4. Determine “controllable” causes that could be addressed through changes in policies, procedures or programming
5. Determine if any changes in policies, procedures or programming would be in the best interests in the public
6. Recommend next steps
TASK FORCE FINDINGS

• Reach Conclusions

1. Does La Crosse County still have a relatively high juvenile arrest rate?
2. Is disproportionate minority contact (DMC) present in the La Crosse County Juvenile Justice System?
3. If yes, what factors within the juvenile justice system could be contributing?

• Findings

1. Yes
2. Yes
3. 7 Task Force Conclusions
La Crosse County continues to have a higher juvenile arrest rate than both the state and some like – sized counties.
JUVENILE ARRESTS OVER TIME BY COUNTY

Juvenile Arrests By County Over Time

- Fond du Lac
- La Crosse County
- Sheboygan
- Walworth

Years: 1997 to 2011
Disproportionate minority contact (DMC) factors are present in the La Crosse County Juvenile Justice System.
DMC ARREST RATE RATIOS

2012 DMC

- Black: 3.23
- Asian: 1.65

2013 DMC

- Black: 4.58
- Asian: 1.59
There are likely overlaps between factors contributing to La Crosse County’s high juvenile arrest rate and the factors contributing to juvenile DMC issues.

Arrest location data reveals that if La Crosse County were to develop a strategy to both reduce juvenile arrests and positively influence DMC, the greatest impact could be achieved by focusing on arrests that occur at public school, alternative school and group or residential care locations.
## TOP 10 ARREST LOCATIONS

25% of all juvenile arrests are occurring at a school

15% of all juvenile arrests are at an alternative school, residential or group home address (operated by the Family & Children’s Center)

<table>
<thead>
<tr>
<th>Addresss</th>
<th>Institution</th>
<th>n</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>1707 Main St.</td>
<td>Family &amp; Children's Center</td>
<td>337</td>
<td>8.6</td>
</tr>
<tr>
<td>1801 Losey Blvd. S.</td>
<td>Central HS</td>
<td>295</td>
<td>7.5</td>
</tr>
<tr>
<td>510 9th St. S.</td>
<td>Lincoln MS</td>
<td>218</td>
<td>5.6</td>
</tr>
<tr>
<td>1500 Ranger Dr.</td>
<td>Logan HS</td>
<td>201</td>
<td>5.1</td>
</tr>
<tr>
<td>1450 Avon St.</td>
<td>Logan MS</td>
<td>185</td>
<td>4.7</td>
</tr>
<tr>
<td>2505 Weston St.</td>
<td>Family &amp; Children's Center</td>
<td>137</td>
<td>3.5</td>
</tr>
<tr>
<td>2507 Weston St.</td>
<td>Family &amp; Children's Center</td>
<td>132</td>
<td>3.4</td>
</tr>
<tr>
<td>1900 Denton St</td>
<td>Longfellow MS</td>
<td>88</td>
<td>2.2</td>
</tr>
<tr>
<td>922 Cass St.</td>
<td>Tenneson House</td>
<td>72</td>
<td>1.8</td>
</tr>
<tr>
<td>300 4th St. N</td>
<td>HHS</td>
<td>60</td>
<td>1.5</td>
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TASK FORCE CONCLUSIONS

Current juvenile justice system practices around juvenile arrest and detention should be strengthened for the following reasons:

1. Arrest may be used in some instances for the purpose of “helping” youth
2. Lack of a shared philosophy across the juvenile system (to include: schools, law enforcement, juvenile supervision, courts, DA, etc.)
3. Use of law enforcement as an intervention option in public school disciplinary practices
4. Absence of some key evidence-based programs and practices (i.e. objective decision making instruments, alternatives to arrest & detention)
Current juvenile justice system practices around juvenile arrest and detention should be strengthened for the following reasons:

5. Misunderstanding of the current role and capacity of County juvenile services to assist with youth behavior that does not rise to a moderate or serious anti-social level

6. SRO role is inconsistently defined across systems and SRO’s often lack access to a broader array of intervention options
System weaknesses identified in #5 may be contributing to an overreliance on law enforcement referrals, arrest and detention that is *stigmatizing*, fueling what appears to be a high level of frustration and mistrust the African American community in La Crosse County has related to the juvenile justice system.

Addressing the areas identified in #5 could lead to more effective outcomes in addressing youth misbehavior while improving public safety and saving public dollars.
1. Create a La Crosse County DMC and Juvenile Justice Best Practices (JJBP) committee that includes key stakeholders and community members as a vehicle to implement the Task Force’s recommendations.

2. Create and implement clear guidelines that are shared and supported across key juvenile justice system partners as to when arrest will be used to deal with youth misbehavior within schools. This can take the form of a Memorandum of Understanding (MOU), and should be implemented by the start of the 2015-2016 school year.

3. Conduct a common, system-wide cultural competency training that focuses on juvenile justice issues.

4. Work to increase the use of evidence based practices (EBPs) and programs throughout the juvenile justice system.
5. Use resources available to La Crosse County due to its preparation for Wisconsin’s Juvenile Detention Alternatives Initiative (JDAI) for technical assistance to the new Juvenile Justice Best Practices (JJBP) Committee.

6. Examine factors driving the high percentage of arrests at facilities operated by the Family and Children’s Center.

7. Identify specific measures related to project benchmarks, activity, performance and outcomes for partners in the juvenile justice system to share in common. Focus on sustainability and outcomes.
## Reforming Our Present

<table>
<thead>
<tr>
<th>Stage</th>
<th>Guiding Questions</th>
<th>Activities</th>
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</thead>
<tbody>
<tr>
<td>Exploration/Purpose Building</td>
<td>Is this work worth our time, effort and energy?</td>
<td>Systems readiness, onboarding stakeholders, systems alignment, political support, sustainability planning</td>
</tr>
<tr>
<td>Infrastructure/Installation</td>
<td>How do we get this right and make it last?</td>
<td>Resource development, systems development, MOU development, sustainability processes, System of Care, positions, training structure</td>
</tr>
<tr>
<td>Initial Implementation</td>
<td>Where do we begin?</td>
<td>School/County/City MOU Implementation, Systems Coaching</td>
</tr>
<tr>
<td>Full Implementation</td>
<td>How do we make it better and scale up our work?</td>
<td>Scaling up JJBP across city/county</td>
</tr>
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BUILDING PURPOSE WITH INTENTIONAL COMMUNITY ENGAGEMENT

Ho-Chunk Learning Center
Parent Representatives
La Crosse Community Foundation
Great Rivers United Way
Neighborhood City Church
Family & Children’s Center
YWCA
Attic Correctional Services

La Crosse County Circuit Court
La Crosse School District
Holmen School District
La Crosse Police Department
La Crosse County District Attorney
YMCA Teen Services
UW-L Sociology Department
UW-L Multicultural Student Services
West Salem School District
EXPLORATION/PURPOSE BUILDING

- Clayton County Team:
  - Honorable Steven Teske – Chief Judge Clayton Co Juvenile Court
  - Colin Slay – Clayton County Juvenile Court
  - Luvenia Jackson – Superintendent Clayton County Public Schools
  - Clarence Cox – Director of Safety and Security Clayton County Public Schools
  - Sheryl Teske – Administrator Clayton Co System of Care
COMPRESSION PLANNING WITH CLAYTON COUNTY

1. Defining The Problem
2. Understanding Why We Should Do Something Different
3. The Collaborative Process
4. Creation of a Memorandum of Understanding (MOU) Defining the Role of SRO’s in Schools – “Putting More Tools In Their Toolbox”
5. Marketing a School Justice Partnership
REFORM AS A GROWTH PROCESS

1. COMMON SYSTEMS UNDERSTANDING
2. COMMON DATA UNDERSTANDING***
3. SHARED MISSION/VISION
4. SHARED MESSAGE
5. SHARED SYSTEM IMPROVEMENTS
   = MEMORANDUM OF UNDERSTANDING

[Image: Shared Vision]
# Juvenile Justice Best Practice - Comprehensive Continuum of Support

## School-Based Prevention and Intervention

**Target Population:** All youth and youth engaged in unexpected behavior.

**Goal:** Preventing youth from engaging in delinquent acts by focusing on skill-building, prevention, and early intervention.

### Prevention

**Supports for All Youth**
- School-wide PBIS
- Family Orientation
- School Counselor
- School Social Worker
- Freshman Mentoring

### Unexpected Behavior

**Supports for Youth at-Risk**
- Tier II PBIS
  - Check-in/Check-out (CICO)
  - Social Academic Instructional Groups
  - Brief Functional Behavior Assessments (FBA)
- School Behavior Contracts
- Parent/School meeting
- Student Management Team (SMT) Referral
- Mentoring

### Non-Criminal Misbehavior

**Immediate Intervention**
- Tier III PBIS
  - CICO with individual features
  - Complex FBA
  - Wraparound
- SMT Referral

## Community MOU and System of Care

**Target Population:** Youth engaged in delinquent acts.

**Goal:** Improving juvenile justice and community responses to delinquent acts using a continuum of treatment options through informed youth risk assessment.

### Focus Acts

**MOU Responses**
- School-Based Supports and Interventions
  - Warn and Counsel
  - Restitution
  - Community Service
  - School-based mediation

### Juvenile Justice Intake/Court

**Youth Risk Assessment**
- Evidence-based Interventions and Supports

### Serious, Violent, Chronic Offenses

**Intermediate Responses**
- Referral/Ordinance Citation
- Juvenile Justice Intake
- Court Appearance
- Diversion Options
- Juvenile Justice Supervision
- Evidence-based Interventions and Support

**Restrictive Responses**
- Intensive Juvenile Monitoring
- Juvenile Detention
- Juvenile Placement
INFRASTRUCTURE/INSTALLATION

MOU DEVELOPMENT: HOW DO WE BETTER DISCRIMINATE ACTUAL CRIMINAL BEHAVIORS FROM:

1. ADOLESCENT BEHAVIORS MISINTERPRETED AS CRIMINAL BEHAVIORS?
2. BEHAVIORS THAT NEED HELP AND SUPPORT?

FOCUS ACTS
DISORDERLY CONDUCT
MISDEMEANOR BATTERY
CRIMINAL DAMAGE TO PROPERTY < $2,500
THEFT < $2,500
2ND OFFENSE TRUANCY
POSSESSION OF TOBACCO***
INFRASTRUCTURE/INSTALLATION

MOU DEVELOPMENT: WHAT IS THE BEST WAY TO RESPOND TO NON-CRIMINAL, ADOLESCENT BEHAVIOR AND BEHAVIORS THAT NEED HELP AND SUPPORT?

LA CROSSE SYSTEM OF CARE
LA CROSSE SYSTEM OF CARE

1. Systems Agreement ~ City, County, Schools (MOU)
2. Targeting Non-Criminal Behavior (Focus Acts)
   • Disorderly Conduct, Minor Battery, Minor Criminal Damage to Property, Minor Theft, 2nd Offense Truancy
   • Possession of Tobacco
3. Neutral Party Administration- La Crosse System of Care Administrator
4. Student and Family Consent
5. Needs/Risk Assessment
6. Targeted Intervention
7. Ongoing Success Monitoring
MOU SIGNING EVENT: AUGUST 9, 2016

SIGNERS INCLUDED:

CIRCUIT COURT JUDGE, RAMONA GONZALEZ

LA CROSSE POLICE CHIEF, RONALD TISCHER

SUPERINTENDENT OF LA CROSSE SCHOOLS, RANDY NELSON

LA CROSSE CO. DISTRICT ATTORNEY, TIM GRUENKE

LA CROSSE CO. H.S. DIRECTOR, JASON WITT
STRENGTHENING OUR INFRASTRUCTURE WITH INTENTIONAL JUSTICE WORK

1. La Crosse Police Department “Fair and Impartial Policing” Training
2. La Crosse School District Social Justice Institute (August 10-12, 2016)
3. YWCA’s Racial Justice Training (6 Local Facilitators)
   1. Communicating Across Cultures
   2. Deconstructing Racism
   3. Exploring Privilege
INITIAL IMPLEMENTATION: Creating a “New Door” Through the La Crosse System of Care

School System

In-School Behavior Issues

System of Care Referral
MOU FOCUS ACTS

La Crosse System of Care

Low Level

Med. Level

Juvenile Justice System


Low Level

Med. Level

High Level

Handled In-School with school-based behavior supports (PBIS) and evidenced-bas

Arrest & Referral
SYSTEM OF CARE - FIRST YEAR

1. Formally rolled out November 1, 2016 in 3 middle schools and 2 high schools
2. Referrals can only be made by School Resource Officers (SRO’s) or School Administrators
3. System of Care Steering Committee meets monthly to review status and guide program development
REFERRALS TO DATE

54 Total
17 Active
23 Discharged (13 successful)
8 Denied (already in system)
6 Parent Refused
REFERRALS BY ETHNICITY/GENDER

Active and Discharged Clients Only

11 African American (7 female, 4 male)
6 Bi-Racial (4 female, 2 male)
2 Native American (2 male)
21 White (5 female, 16 male)
REFERRALS BY FOCUS ACT

Active and Discharged Clients Only

18 - 2nd Truancy
15 - Disorderly Conduct
2 - Theft
1 - Misdemeanor Battery
0 - Misdemeanor Property Damage
4 - Negative school behavior in general
REFERRAL AND COORDINATION

1. School Administrator or SRO has initial conversation with parent/guardian (and victim if applicable) about the option of SOC

2. If parent/guardian gives verbal consent then School Administrator or SRO completes front page of referral form and sends to SOC Administrator
3. SOC Administrator coordinates an initial intake with the parents/guardian and student - obtains signed release, gathers assessment info, signs agreement

4. SOC Administrator begins providing interventions/supports - informs School/SRO
5. Ongoing communication between School/SRO/SOC

6. A meeting is coordinated with parents/guardian, teachers and student at school within 30 days after intake for formal progress update

7. Discharge - SOC Administrator sends an email to the SRO and School notifying of all discharges.
SOC SUPPORTS/INTERVENTIONS

- Individual cognitive behavioral work
- Referrals to mentoring, counseling
- Parental coaching
- Coordination of meetings with teachers, parents, administration
- Reinforcement of PBIS
- Skill Development - riding bus, interviewing, social skills
- Job searching
- Groupwork - support focused/skill development
- Overall family support – resources, court, pro social
WHAT’S WORKING

- Tremendous support of SOC by school administrators/SRO’s
- SOC is beginning to fill the communication gap between schools and families
- Already seeing change in behaviors and how behaviors are being addressed in schools
CHALLENGES

- Program is growing at a fast pace. How do we maintain fidelity and still meet the need for services?
- Truancy is a significant problem and SOC is working. But the work requires both intensive interventions and long term support. SOC was initially designed for short term responses.
INITIAL IMPLEMENTATION: Creating a “New Door” Through the La Crosse System of Care

School System

La Crosse System of Care

Juvenile Justice System


Low Level

Med. Level

High Level

System of Care Referral

MOU FOCUS ACTS

In-School Behavior Issues

Handled In-School with school-based behavior supports (PBIS) and evidenced-bas

Arrest & Referral

In-School Behavior Issues

MOU FOCUS ACTS

Arrest & Referral

School System

In-School Behavior Issues

System of Care Referral

MOU FOCUS ACTS

Handled In-School with school-based behavior supports (PBIS) and evidenced-bas

Arrest & Referral

Juvenile Justice System


Low Level

Med. Level

High Level
FULL IMPLEMENTATION: Creating a “New Door” (County-wide) Through the La Crosse System of Care

School System AND Community, County Wide

Behavior Issues

Handled In-School with school-based behavior supports (PBIS) and evidenced-bas

System of Care Referral MOU FOCUS ACTS

La Crosse System of Care

Low Level

Med. Level

Arrest & Referral

Juvenile Justice System


Low Level

Med. Level

High Level
SUSTAINING OUR FUTURE

"from collective intentions to collective impact."
Based on successful similar efforts in:

- Clayton County, GA ("System of Care")
- Cayuga County, NY ("Partnership for Results")

### Creating Integrated Supports Through the Coulee Region System of Care

#### Executive Committee

|------------------------------|--------|-------------|---------------|----------------|--------|

1. **Serving Youth:**
   - Assessment
   - Accountability
   - A Chance for Change (Services & Intervention)

2. **Filling Gaps**
   - Grant & Funding Development

3. **Integrating Approaches**
   - Policies, Practices, Use of Community Programs

**Working Mission:** Ensuring children and youth remain in school and ready to learn through an integrated system of supports designed to keep them:

- Out of the criminal justice system
- Mentally Healthy
- Safe from Abuse & Neglect
QUESTIONS