

AVENUES FOR JUSTICE

Andrew Glover Youth Program

Annual Progress Report
2017



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Executive Summary

Avenues for Justice (AFJ) is a non-profit, community-based program. The program focuses on youthful offenders and at-risk youth from the Lower East Side and East Harlem. During 2017, AFJ worked with 639 youth. Specifically, AFJ worked with:

- ✓ 233 youth offender clients who enrolled in AFJ's intensive crime prevention and court advocacy program designed to prevent further involvement with the criminal justice system (120 from the Lower East Side and 113 from East Harlem);
- ✓ 195 at-risk clients (85 from the Lower East Side and 110 from East Harlem) who participated in crime prevention programs at AFJ's two community centers; and
- ✓ 211 youth from outside the program's two service areas who received referrals through the community center or court advocacy components.

The following report focuses on the 233 youthful offenders.

Characteristics of the 2017 Clients

- About half of the participants were Hispanic (49%), 76% were male, and almost all were under age 21 at intake (93%).
- The program enrolled 32 new clients in 2017.

Participation

- There were almost 11,000 client encounters during 2017.
- The 233 youthful offenders had an average of 47 encounters during the year; for the 32 new clients that number was 81.
- Three-hundred-ninety-seven referrals were provided to AFJ clients in 2017.

Program Outcomes

- Of the cases that had court outcomes during 2017, most were adjourned and 20% received deferred sentences.
- Among active clients with follow-up data, there were increases in those who were successfully engaged in work or school or both from enrollment to follow-up.
- Only 21% of all AFJ clients in the recidivism study (n=46) were re-arrested in New York State within three years after enrolling in the program, compared to a 76% re-arrest rate among prisoners released in 2004 across 30 states who were under 25 at the time of release. The three-year recidivism rate for successful graduates of AFJ was very low at 6% (n=16).
- Only 9% of the AFJ clients in the study (n=46) have been incarcerated in the three years since intake, compared to 40% of New York prisoners released in 2004 who returned to prison within three years of release, 52% of prisoners ages 18-24 and 57% of minor age prisoners across 15 states who returned to prison within three years of release, and 80% who returned to detention or prison within three years of leaving a New York juvenile facility.

Introduction

Avenues for Justice (AFJ) is a non-profit, community-based program. The program focuses on youthful offenders and at-risk youth from the Lower East Side and East Harlem. During 2017, Avenues for Justice worked with 639 youth. Two-hundred-thirty-three offender clients were enrolled in AFJ's intensive crime prevention and court advocacy program designed to prevent further involvement with the criminal justice system (120 from the Lower East Side area, 113 from the East Harlem area). These offenders are the focus of this report. One hundred ninety-five at-risk clients from the Lower East Side (85) and East Harlem (110) participated in crime prevention programs at AFJ's two community centers. Another 211 youth from outside the program's two service areas received referrals through the community center or court advocacy components during 2017.¹

The first section of this report, **Characteristics of AFJ Clients**, presents a demographic profile of the 233 clients served in the more intensive program in 2017. It also provides information about new enrollments.

The second section, **Participation**, shows how long current clients have been participating in AFJ, how long clients are retained in the program, and encounter information. A summary of referrals made by AFJ is also presented.

The **Program Outcomes** section presents court outcome data, the number of clients successfully engaged in work or school, or both, and other client behavioral outcomes since enrolling in the program. A summary of the recidivism study conducted in 2017 for those enrolled in 2013 is also included.

¹ For example, a NYC judge may call the Executive Director (ED) of AFJ saying there is a teenager from the Bronx who needs some form of community service. The ED will then refer this teenager to an agency that provides the needed service.

Characteristics of AFJ Clients

A demographic profile of the 233 youthful offenders served during 2017 is provided in Table 1. Most clients were male (76%), about half identified as Hispanic (49%), and 93% were under 21 at intake.

Thirty-two of the 233 clients were newly enrolled during 2017 (17 from the Lower East Side site and 15 from the East Harlem site). Seventy-eight percent of the new enrollees were placed in the Intensive Phase of the program and 22% were enrolled in the Supportive Phase.² The more recent referrals came from sources like the courts, family, and attorneys.

Table 1: Demographics at intake ³	All Youth Offenders	Newly Enrolled Clients
Gender	(n=233)	(n=32)
Male	76%	78%
Female	24%	22%
Race/Ethnicity	(n=224)	(n=29)
Hispanic/Latino	49%	34%
Black/African-American	37%	45%
White/Caucasian	1%	0%
Other/Multiethnic	13%	21%
Age	(n=232)	(n=32)
15 years and younger	18%	9%
16-20 years	75%	79%
21-24 years	6%	9%
25 years and older	1%	3%
Living Situation	(n=162)	(n=31)
Two parents	22%	29%
One parent	59%	52%
Guardian(s), relative(s), foster care	7%	13%
Intimate partner or sibling (no parent)	7%	0%
Self and their child(ren)	1%	0%
Alone	3%	6%
Other, unspecified	1%	0%
Percentage who said they or their family receives benefit⁴	(n=117-126)	(n=22-25)
Public Assistance/Welfare	30%	41%
Food Stamps	48%	52%
Intake Source	(n=156)	(n=31)
Self-referred	8%	10%
Family	18%	23%
Court	43%	35%
School	1%	0%
Other	30%	32%
Program Phase	(n=181)	(n=32)
Intensive	76%	78%
Supportive	24%	22%

² Intensive Phase client services include court appearances, school visits, regular counseling, mandatory check-in at centers, and monitoring of individualized services (e.g., substance abuse programming, support services at community sites, and other mandated activities). Supportive Phase client services are a step down from the Intensive Phase and, as such, require less court reporting and reduced frequency of in-person contacts while continuing to provide tutoring and support counseling according to individual need.

³ Sample size fluctuates as some items were not included on older intake forms and/or data were not provided on newer forms.

⁴ Older intake forms asked about client receipt of benefits; forms used from 2013 forward asked about benefit receipt by a client and/or the client's family.

Although most of the AFJ clients come to the program involved in criminal proceedings – 79% of all clients and 75% of newly enrolled clients – for many, this was their first arrest. Most AFJ clients were enrolled in school or some other educational program at intake, and a few had their high school diploma. Forty-five percent of all clients had recently used marijuana and 22% used alcohol during the month prior to intake. Very few of these clients used cocaine or other drugs in the month prior to intake. More than two-thirds of the AFJ clients were sexually active and most used condoms at last intercourse.

Table 2: Client Risk History at Intake ⁵	All Youth Offenders	Newly Enrolled Clients
Prior criminal history	Average	Average
Arrests (average number)	1.6 (n=71)	2.1 (n=13)
Convictions	0.5 (n=38)	3.0 (n=4)
Misdemeanors	1.1 (n=48)	3.5 (n=4)
Felonies	0.6 (n=45)	1.2 (n=5)
Education and Employment Status	% Yes	% Yes
In school/educational program	70% (n=208)	65% (n=29)
Have high school diploma	13% (n=151)	10% (n=29)
Have GED	2% (n=129)	0% (n=26)
Currently employed	16% (n=203)	14% (n=29)
Substance use		
(In the past month, have used...)		
alcohol	22% (n=146)	29% (n=28)
marijuana	45% (n=149)	68% (n=28)
cocaine	4% (n=141)	0% (n=26)
other drug(s)	5% (n=131)	12% (n=25)
Sexual behavior		
Sexually active	72% (n=212)	85% (n=28)
At last intercourse:		
Used condom	80% (n=107)	73% (n=22)
Used another form of birth control	19% (n=80)	22% (n=18)
Been pregnant or caused a pregnancy	23% (n=198)	38% (n=26)
Have a child/children	9% (n=161)	9% (n=23)

⁵ Intake forms were replaced with Assessment Forms in 2013. For this reason, the sample sizes on these items vary, as not all items were on the older forms nor were all items completed on newer forms.

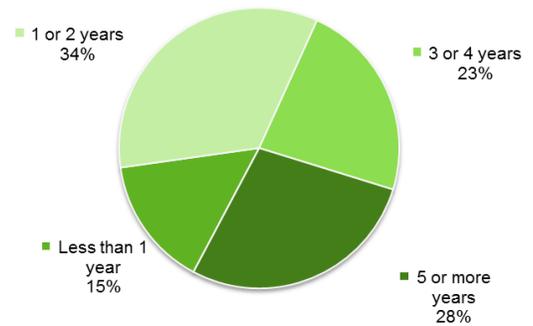
Participation

Participation and retention

Figure 1 illustrates the length of participation for AFJ clients seen in 2017. Fifteen percent of clients had been in the program for less than one year and 34% had been in the program for one or two years. Over one quarter had been coming to AFJ for five or more years. On average, clients had been with the program for 3.8 years.

Of the 35 members who enrolled during 2016 and were eligible to be active (did not graduate the program) one year later, the program retained 94%. Of the 31 members who enrolled during 2014 and were eligible to be active three years later, the program retained 71%.

Figure 1
Length of Participation
n = 233



Client encounters

As seen in Table 3, there were almost 11,000 client encounters during 2017 – including telephone and face-to-face contacts which may involve counseling, tutoring, or workshop attendance. Overall, the 233 clients had an average of 47 encounters with staff during 2017; the median number of encounters was 14.⁷ The 32 new clients had a total of 2,598 encounters during 2017, for an average of 81 encounters with staff; the median number of encounters was 49.

Table 3: Encounters (2017)	Overall (n=233)	New clients (n=32)
Total	10,972	2,598
Mean	47	81
Median	14	49
Range	1 to 489	2 to 424
Monthly mean ⁶	4.6	11.3

Figure 2
Number of Client Encounters
2013 - 2017

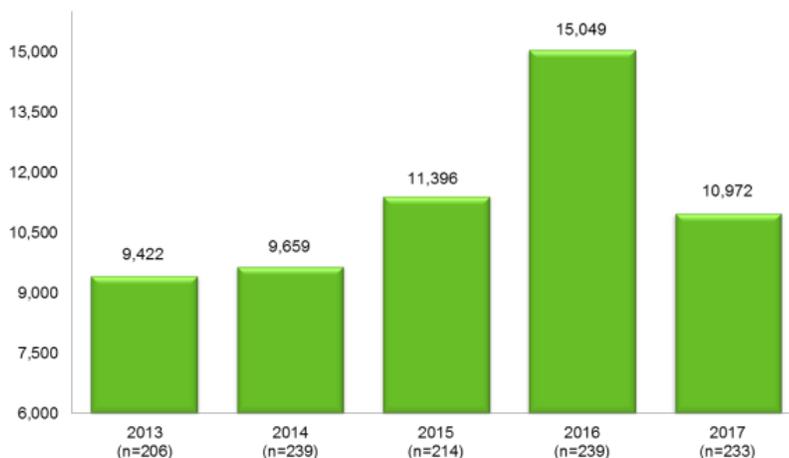


Figure 2 shows the total number of encounters for the past five years. The number of youth offender clients is included below each year in parenthesis.

⁶ Average monthly encounters are calculated by the number of encounters during the report period, divided by the number of months a client was active during the report period.

⁷ The mean number of encounters is much higher than the median number of encounters because individual clients ranged from one to as many as 489 encounters during 2017. The median is the more accurate way to consider a typical case.

Summary of referrals made by AFJ

Table 4 shows the number of employment, education, mental health, and substance abuse referrals during 2017. During the year, there were 397 total referrals. Referrals are used to help prevent further involvement in the juvenile justice system and have become a substantial part of AFJ's work.

Table 4: Client referrals	
Employment	176
Education	82
Substance abuse – inpatient	82
Substance abuse – outpatient	7
Mental health – inpatient	4
Mental health – outpatient	46
<i>Total referrals</i>	<i>397</i>

Program Outcomes

Court outcomes

Table 5 shows the clients who had at least one court outcome during 2017. Some client cases may have more than one outcome (for example, a case might have been adjourned and later dismissed; or a conditional discharge might have resulted in a prison sentence later in the year). Most of the court outcomes were adjournments with deferred sentences.

Table 5: Court outcomes (n=148)	
Case adjourned	102 (69%)
Deferred sentence	29 (20%)
Conditional discharge/ACD	5 (3%)
Adjudicated youth offender	4 (3%)
Case dismissed	4 (3%)
Sent to prison	2 (1%)
Sent to probation	1 (1%)
Community service	1 (1%)
Paroled	0 (0%)
Other	0 (0%)
Acquitted	0 (0%)
Assigned to AFJ	0 (0%)
Plead	0 (0%)
Split sentence	0 (0%)

Client behavioral changes over time

Intake forms were replaced with assessment forms in 2013. Part of the intention behind the form change was to collect periodic follow-up data while a client was active, as well as at program completion (exit forms). This would provide some information about behavioral changes during program involvement. AFJ has submitted exit or follow-up data on 66 clients (32 follow-up assessment forms and 52 exit forms). The following tables show changes in employment/education, sexual activity and condom use, and substance use outcomes. The sample sizes vary a great deal due to missing data.

Table 6 shows progress in employment and education outcomes among current clients for whom intake and follow-up/exit data are available. Eighty-one percent of clients (n=233) were either employed or in school based on their last available data (not shown).

Table 6: Employment and Education				
Change from intake to last follow-up/exit	Employment (n=48)	Education (n=47)	Diploma/GED (n=38)	Employment and/or Education (n=55)
Improvement/Advancement	42%	62%	76%	65%
No change	54%	21%	24%	22%
Decline	4%	17%	n/a	13%

Table 6a shows changes in sexual activity and condom use from intake to last follow-up/exit. Condom use at last intercourse increased over time among those with reported data.

Table 6a: Sexual Activity & Condom Use		
	% at Intake	% at last follow-up/exit
Sexually active (n=48)	73%	94%
Use of condom at last intercourse (n=12)	83%	100%
Use of condom <u>and</u> some other form of birth control at last intercourse (n=8)	13%	38%

Table 6b shows changes in substance use in the past month from intake to last follow-up/exit. As seen here, very few reported any substance use at either time period.

Table 6b: Substance Use		
In the past month used...	% at Intake	% at last follow-up/exit
...alcohol (n=14)	7%	7%
...marijuana (n=15)	33%	7%
...cocaine (n=14)	7%	7%
...any other drug (n=11)	0%	0%

In 2017, 52 clients completed the AFJ program: 35 completed the program successfully and 17 competed the program but did not meet all of their goals.

Recidivism

Study design

A primary focus of the AFJ program is to keep court-involved clients out of prison. AFJ provides counseling, training, education, and employment assistance in an effort to prevent future involvement in crime. To track this outcome, a recidivism study began in 2017. The first study cohort included 46 young people who were enrolled in AFJ during 2013. Follow-up recidivism data were collected during the summer of 2017, and three-year recidivism rates were calculated using the date of enrollment in AFJ as the starting point to three different end points including: 1) arrest, 2) conviction, and 3) incarceration. To put the AFJ recidivism rates into some context, comparison data are presented.

Study sample

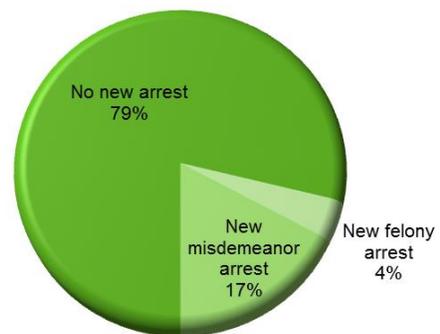
Demographic characteristics for the AFJ study sample were gathered from program enrollment data completed by AFJ employees. The majority (70%) of offenders in the AFJ study sample were identified as male. They were, on average, 18-years-old, and ranged in age from 13 to almost 25. About half (48%) were identified as black or African-American, 32% as Hispanic or Latino, 18% as multiethnic, and 2% were identified as white or Caucasian.

Recidivism outcomes

The definition of recidivism varies across studies and across locations. In this study, we calculated three different recidivism rates starting from enrollment in AFJ to 1) first arrest after program enrollment, 2) first conviction after program enrollment, and 3) first incarceration after program enrollment. Recidivism will necessarily decline as the measures progress from arrest, to conviction, to incarceration as each measure relies on the less serious measure. For example, those who were arrested may not have been convicted, and those convicted may not have been sentenced to incarceration.

Within three years of enrollment, about a fifth (21%) of AFJ clients were rearrested within New York State, most were charged with misdemeanors (Figure 3). Of the 16 clients who successfully completed the program during the study period, one person (6%) was arrested and charged with a misdemeanor crime within three years of enrollment in AFJ.

Figure 3
Arrested within three years of intake
n=46



Within three years of enrollment, 13% of AFJ clients were reconvicted within New York State, most were convicted of misdemeanor crimes⁸ (Figure 4). Of the 16 clients who successfully completed the program during the study period, one person (6%) was convicted of a misdemeanor crime within three years of enrollment in AFJ.

Figure 4
Convicted within three years of intake
n=46

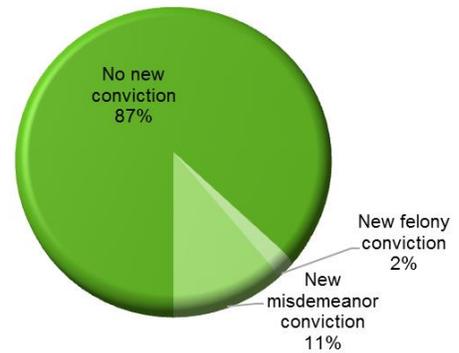
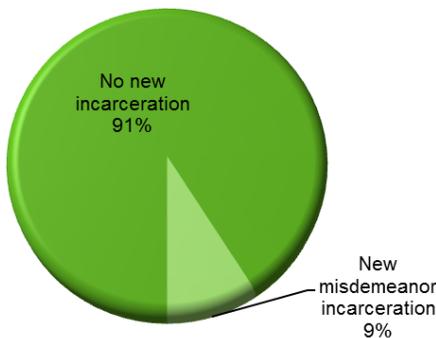


Figure 5

Incarcerated within three years of intake
n=46

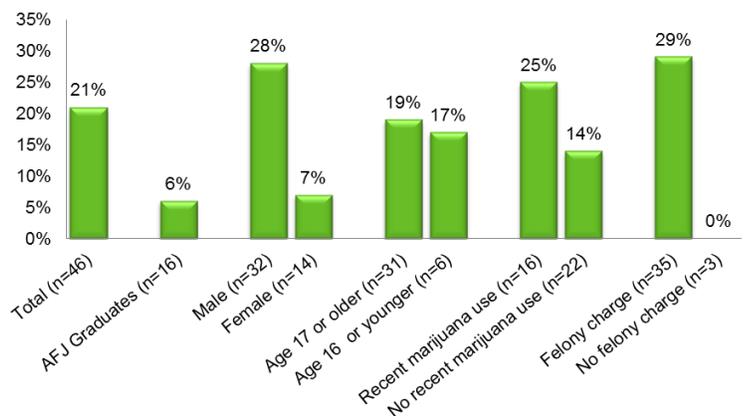


Nine percent of AFJ offender clients were incarcerated within three years of their enrollment in AFJ⁹ (Figure 5). Of the 16 clients who successfully completed the program during the study period, one person (6%) was incarcerated within three years of enrollment in AFJ as a result of a new misdemeanor conviction.

Rearrest rates were examined by client characteristics at program enrollment (Figure 6). Although rearrest rates varied by client characteristics, in some cases considerably, there were no statistically significant differences between subgroups due in part to the small sample size.

Males were considerably more likely than females to be rearrested within three years of AFJ program enrollment, as were those who used marijuana in the month prior to enrollment compared to those who did not. Of the 35 clients who had a felony charge at intake, 29% had been rearrested within three years, compared to none of the three clients who had a misdemeanor or other charge at intake. Additionally, most of the AFJ offender clients had a felony arrest at intake, yet few had been rearrested for a felony within three years. Additional subgroup analysis may occur as the study sample increases.

Figure 6
Re-arrest rates by subgroup
(3 years after enrollment)



⁸ Twelve cases were still pending.

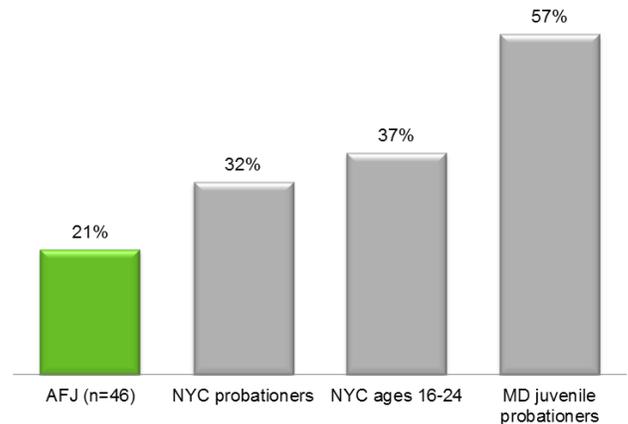
⁹ Eleven cases were still pending.

Comparison data

Comparison data from several studies (Figure 7) is presented here, but caution should be used when considering comparison recidivism data. The design of a study will affect the reported recidivism rates. For example, recidivism may be defined as rearrest, reconviction, or reincarceration. Some studies may include incarceration for technical violations while others may not. Further, study samples may include only prisoners or probationers, while others may include only juveniles or adults.

Although sampling techniques, sample characteristics, and definitions of recidivism and incarceration vary, published recidivism data suggest AFJ clients have rearrest, reconviction, and incarceration rates considerably lower than comparison samples.

Figure 7
Comparison 3-year rearrest rates



- A study of Pennsylvania juvenile offenders found that 21.6% had a subsequent adjudication of delinquency in juvenile court or a conviction from a misdemeanor or felony offense within two years of their termination from juvenile court supervision.
- A study of Maryland juvenile offenders with first-time probation dispositions found that within three years of the start date of community supervision, 57.2% were rearrested, 29.7% were reconvicted, and 17.1% were incarcerated.
- Based on a 2009 data set, the citywide rearrest rate within one year was 33.4%, or 37.3% among those who were 16-24 years old at time of arrest.
- A study published by the federal Bureau of Justice Statistics (BJS) in 2016 examined offenders placed on federal community supervision during fiscal year 2005, reported that 35% of federal offenders had been arrested at least once during the three years after their placement on community supervision, while another study found that 69% of New York City parolees were rearrested within three years of their release from prison.
- A study published in 2010, found that 69% of New York City parolees were rearrested within three years, 59% were reconvicted within three years, and 44% were revoked (34% for a new crime, 10% for a technical violation).
- Of New York City probationers sentenced in 2012, 32.4% were arrested for a felony offense within three years of being sentenced to probation.
- Based on a study of 2001-2008 New York City parolees, 53% were rearrested within three years, 42% were reconvicted, and 29% returned to prison (23% on a technical violation, 6% due to a new felony conviction). Another study of New York City parolees focusing on those whose incarceration crime was committed in Manhattan, found that 44% were reincarcerated within three years of their release from prison (34% new crimes, 10% technical violations).

- A survey study found that 39.9% of New York prisoners released in 2004 returned to prison within three years.
- Another recidivism study of prisoners released in 30 states found that 67.8% of prisoners released in 2005 were arrested within three years of release. That same study showed a 3-year rearrest rate of 75.9% among prisoners who were 24 years old or younger at the time of release.
- Others have found that 52% of prisoners ages 18-24 and the 57% of minor age prisoners across 15 states returned to prison within three years of release, and 80% returned to detention or prison within three years of leaving a New York juvenile facility.

Appendix

Although sampling techniques, sample characteristics, and definitions of recidivism and incarceration vary, published recidivism data suggest AFJ clients have re-arrest and incarceration rates considerably lower than comparison samples. Though most of these data were mentioned in this report, the following are more detailed and should be used *with caution* when considering the recidivism rates among AFJ clients:

- Based on a 2009 data set, the citywide re-arrest rate within one year was 33.4%, or 37.3% among those who were 16-24 years old at time of arrest.¹⁰
- Of New York City probationers sentenced in 2006, 30.8% were arrested for a felony offense within three years of being sentenced to probation.¹¹
- Based on a study of 2001-2008 New York City parolees, 53% were re-arrested within three years, 42% were reconvicted, and 29% returned to prison (23% on a technical violation, 6% due to a new felony conviction).¹²
- A survey study found that 39.9% of New York prisoners released in 2004 returned to prison within three years.¹³
- Another recidivism study of prisoners released in 30 states found that 67.8% of prisoners released in 2005 were arrested within three years of release and 76.6% were arrested within 5 years of release. That same study showed a 3-year re-arrest rate of 75.9% among prisoners who were 24 years old or younger at the time of release and an 84.1% 5-year arrest rate.¹⁴
- Yet others have found that 52% of prisoners ages 18-24 and the 57% of minor age prisoners across 15 states returned to prison within three years of release,¹⁵ and 80% returned to detention or prison within three years of leaving a New York juvenile facility.¹⁶

¹⁰ New York City's Data Analytics Recidivism Tool (DART), v1.0. <http://recidivism.cityofnewyork.us>. Accessed February 3, 2017.

¹¹ Division of Criminal Justice Services Crimestat Report (November 22, 2010). *Probationer Felony Re-Arrest Rates Following Sentence*, <http://www.criminaljustice.ny.gov/opca/pdfs/99-08probationerfelonyrearrests.pdf>. Accessed on February 3, 2017.

¹² Herrschaft, B.A., & Hamilton, Z. (2011). *Recidivism Among Parolees in New York City, 2001-2008*. New York, NY: Center for Court Innovation.

¹³ Pew Center on the States. (April, 2011). *State of Recidivism: The Revolving Door of America's Prisons*. Washington, DC: The Pew Charitable Trust.

¹⁴ United States Department of Justice. (April, 2014). *Recidivism of prisoners released in 30 states in 2005: Patterns from 2005 to 2010*. NCJ 244205. Washington, DC: United States Department of Justice, Bureau of Justice Statistics.

¹⁵ United States Department of Justice. (June, 2002). *Recidivism of prisoners released in 1994: Special Report NCJ 193427*. Washington, DC: United States Department of Justice, Bureau of Justice Statistics.

¹⁶ Commissioner of the NYS Office of Children and Family Services Gladys Carrión, Esq. Testimony to the New York State Legislature's Joint Budget Committee. Press release February 5, 2008; accessed at www.ocfs.ny.us.