

AVENUES FOR JUSTICE

Andrew Glover Youth Program

Annual Progress Report
2018



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Table of Contents

Executive Summary	i
Introduction	1
Characteristics of AFJ Clients	2
Participation	3
Participation and retention	3
Client encounters	4
Summary of referrals made by AFJ	5
Program Outcomes	5
Court outcomes	5
Client behavioral changes over time	6
Recidivism	7
Study design	7
Study sample	7
Recidivism outcomes	7
Comparison data	10

Executive Summary

Avenues for Justice (AFJ) is a non-profit, community-based program. The program focuses on youthful offenders and at-risk youth in Manhattan, served at sites located in the Lower East Side and East Harlem. During 2018, AFJ worked with 561 youth. Specifically, AFJ worked with:

- ✓ 208 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 (113 served at the Lower East Side site and 95 served at the East Harlem site);
- ✓ 206 at-risk clients (95 served at the Lower East Side site and 111 served at the East Harlem site) who participated in crime prevention programs at AFJ's two community centers; and
- ✓ 147 youth from outside the program's service area who received referrals through the community center or court advocacy components.

The following report focuses on the 208 youthful offenders.

Characteristics of the 2018 Clients

- About half of the participants were Hispanic (47%), 73% were male, and most were under age 21 at intake (89%).
- The program enrolled 32 new clients in 2018.

Participation

- There were more than 10,000 client encounters during 2018.
- The 208 youthful offenders had an average of 50 encounters during the year.
- Four-hundred and eighty-seven referrals were provided to AFJ clients in 2018.

Program Outcomes

- Of the cases that had court outcomes during 2018, most were adjourned and 16% received deferred sentences.
- Only 13% of all AFJ clients in the recidivism study (n=99) 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 5% (n=2).
- Only 5% of the AFJ clients in the study (n=99) 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 in Manhattan, served at sites located in the Lower East Side and East Harlem. During 2018, Avenues for Justice worked with 561 youth. Two-hundred and eight offender clients were enrolled in AFJ's intensive crime prevention and court advocacy program designed to prevent further involvement with the criminal justice system (113 served at the Lower East Side site, 95 served at the East Harlem site). These offenders are the focus of this report. Two-hundred and six at-risk clients from the Lower East Side site (95) and East Harlem site (111) participated in crime prevention programs at AFJ's two community centers. Another 147 youth from outside the program's service area received referrals through the community center or court advocacy components during 2018.¹

The first section of this report, **Characteristics of AFJ Clients**, presents a demographic profile of the 208 clients served in the more intensive program in 2018. 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 annual recidivism study 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 208 youthful offenders served during 2018 is provided in Table 1. Most clients were male (73%), identified as Hispanic (48%) or Black/African-American (39%), and were under 21 at intake (89%). While these clients were served in sites located in the Lower East Side and East Harlem, these clients lived in a variety of neighborhoods: 32% lived in the Lower East Side, 12% lived in East Harlem, 38% lived in other parts of Manhattan, and 18% lived outside of Manhattan.

Thirty-two of the 208 clients were newly enrolled during 2018. Seventy-two percent of the new enrollees were placed in the Intensive Phase of the program and 28% were enrolled in the Supportive Phase² (see next page).

Table 1: Demographics at intake ³	All Youth Offenders	Newly Enrolled Clients
Gender	(n=208)	(n=32)
Male	73%	63%
Female	27%	37%
Race/Ethnicity	(n=208)	(n=32)
Hispanic/Latino	48%	56%
Black/African-American	39%	31%
White/Caucasian	<1%	0%
Other/Multiethnic ⁴	13%	13%
Age	(n=207)	(n=32)
15 years and younger	15%	3%
16-20 years	74%	72%
21-24 years	10%	25%
25 years and older	1%	0%
Living Situation	(n=170)	(n=28)
Two parents	21%	21%
One parent	58%	57%
Guardian(s), relative(s), foster care	9%	11%
Intimate partner or sibling (no parent)	8%	11%
Self and their child(ren)	1%	0%
Alone	2%	0%
Other, unspecified	1%	0%
Percentage who said they or their family receives benefit⁵	(n=126)	(n=22)
Public Assistance/Welfare	30%	32%
Food Stamps	47%	54%
Intake Source	(n=170)	(n=32)
Self-referred	11%	25%
Family	21%	28%
Court	43%	31%
School	0%	0%

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 The other/multiethnic category is comprised of 11 clients who are Hispanic and African American, one Arabic, one Russian, one Italian, one Native American, one Spanish and 13 others who indicated they were a mix of multiple ethnicities.

⁵ 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.

Table 1: Demographics at intake ³	All Youth Offenders	Newly Enrolled Clients
Other	25%	16%
Program Phase	(n=188)	(n=32)
Intensive	76%	72%
Supportive	24%	28%

Most AFJ clients come to the program involved in criminal proceedings (78% of all clients and 63% of newly enrolled clients). The majority of AFJ clients were enrolled in school or some other educational program at intake, and a few had their high school diploma. Forty-eight percent of all clients had recently used marijuana and 21% 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. Twenty-three percent had ever been pregnant/caused a pregnancy.

Table 2: Client Risk History at Intake ⁶	All Youth Offenders	Newly Enrolled Clients
Prior criminal history	Average	Average
Arrests (average number)	1.7 (n=82)	1.6 (n=18)
Convictions	0.6 (n=47)	0.8 (n=12)
Misdemeanors	1.1 (n=56)	1.1 (n=12)
Felonies	0.6 (n=52)	0.4 (n=10)
Education and Employment Status	% Yes	% Yes
In school/educational program	70% (n=184)	63% (n=30)
Have high school diploma	15% (n=163)	22% (n=32)
Have GED	1% (n=144)	3% (n=29)
Currently employed	17% (n=184)	16% (n=32)
Substance use		
(In the past month, have used...)		
alcohol	21% (n=159)	16% (n=31)
marijuana	48% (n=161)	55% (n=31)
cocaine	3% (n=151)	4% (n=27)
other drug(s)	7% (n=146)	13% (n=30)
Sexual behavior		
Sexually active	72% (n=189)	88% (n=32)
At last intercourse:		
Used condom	79% (n=121)	75% (n=28)
Used another form of birth control	18% (n=97)	15% (n=26)
Been pregnant or caused a pregnancy	23% (n=175)	19% (n=31)
Have a child/children	12% (n=159)	19% (n=31)

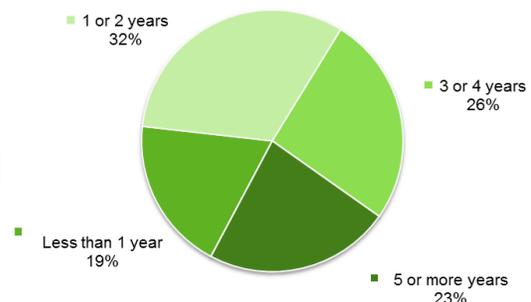
Participation

Participation and retention

Figure 1 illustrates the length of participation for AFJ clients seen in 2018. Nineteen percent of

⁶ Intake forms were replaced with Assessment Forms in 2013. For this re items were on the older forms nor were all items completed on newer for

Figure 1
Length of Participation
n = 208



clients had been in the program for less than one year and 32% had been in the program for one or two years. Over one fifth had been coming to AFJ for five or more years. On average, clients had been with the program for 3.4 years.

Of the 32 members who enrolled during 2017 and were eligible to be active (did not graduate the program) one year later, the program retained 75%. Of the 39 members who enrolled during 2015 and were eligible to be active three years later, the program retained 59%.

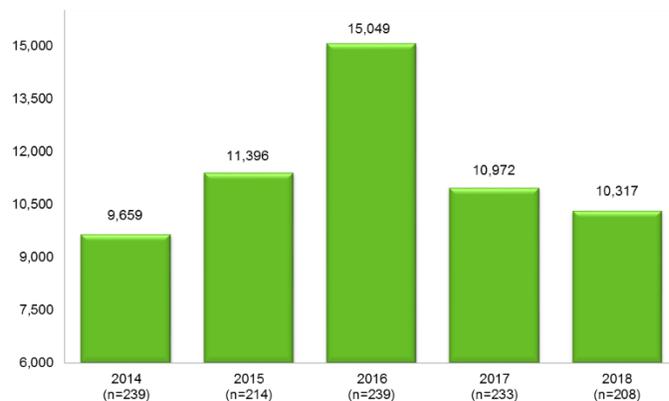
Client encounters

As seen in Table 3, there were more than 10,000 client encounters during 2018 – including telephone and face-to-face contacts which may involve counseling, tutoring, or workshop attendance. Overall, the 208 clients had an average of 49.6 encounters with staff during 2018; the median number of encounters was 9.5.⁸ The 32 new clients had a total of 1,425 encounters during 2018, for an average of 44.5 encounters with staff; the median number of encounters was 28.

Table 3: Encounters (2018)	Overall (n=208)	New clients (n=32)
Total	10,317	1,425
Mean	49.6	44.5
Median	9.5	28.0
Range	1 to 465	1 to 259
Monthly mean ⁷	4.9	8.6

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.

Figure 2
Number of Client Encounters
2014 - 2018



⁷ 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.

⁸ The mean number of encounters is much higher than the median number of encounters because individual clients ranged from one to as many as 465 encounters during 2018. 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 2018. During the year, there were 487 total referrals for 96 clients. Employment referrals occurred most often. 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	# of clients	# of referrals	Avg. # of referrals per client
Employment	59	222	3.8
Education	57	154	2.7
Substance abuse – inpatient	14	46	3.3
Substance abuse – outpatient	6	7	1.2
Mental health – inpatient	7	10	1.4
Mental health – outpatient	21	48	2.3
<i>Total referrals</i>	<i>96</i>	<i>487</i>	<i>5.1</i>

Program Outcomes

Court outcomes

Table 5 shows the clients who had at least one court outcome during 2018. 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=152)	
Case adjourned	103 (68%)
Deferred sentence	24 (16%)
Adjudicated youth offender	12 (8%)
Paroled	4 (3%)
Conditional discharge/ACD	3 (2%)
Case dismissed	2 (1%)
Sent to prison	2 (1%)
Other	1 (<1%)
Split sentence	1 (<1%)
Sent to probation	0 (0%)
Community service	0 (0%)
Acquitted	0 (0%)
Assigned to AFJ	0 (0%)
Plead	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. In 2018, AFJ submitted exit data on 24 clients. Additionally, 2018 follow-up data exist for 172 of the active clients⁹. The following tables show changes in employment/education, sexual activity and condom use, and substance use outcomes.

Table 6 shows progress in employment and education outcomes among current clients for whom intake and follow-up/exit data are available. Seventy-eight percent of clients (163 of 208) 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=155)	Education (n=123)	Diploma/GED (n=141)	Employment and/or Education (n=169)
Improvement/Advancement	20%	57%	35%	49%
No change	67%	30%	65%	41%
Decline	13%	13%	-	10%

Table 7 shows changes in sexual activity and condom use from intake to last follow-up/exit. As seen here, condom use at last intercourse increased significantly over time.

Table 7: Sexual Activity & Condom Use		
	% at Intake	% at last follow-up/exit
Sexually active (n=148)	68%	88%***
Use of condom at last intercourse (n=89)	78%	87%*
Use of condom <u>and</u> some other form of birth control at last intercourse (n=59)	12%	31%**

Difference is statistically significant when *p<.05 / **p<.01 / ***p<.001.

Table 8 shows marijuana use in the past month declined significantly from intake to last follow-up/exit.

Table 8: Substance Use		
In the past month used...	% at Intake	% at last follow-up/exit
...alcohol (n=124)	24%	19%
...marijuana (n=124)	48%	19%***
...cocaine (n=119)	3%	3%
...any other drug (n=96)	7%	2%

Difference is statistically significant when ***p<.001.

In 2018, 24 clients exited the AFJ program: 16 completed the program successfully, 6 completed the program but did not meet all of their goals, and 2 were incarcerated.

⁹ Newly enrolled clients are not yet eligible for follow-up data collection.

Recidivism

Study design

A primary focus of AFJ 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. Two cohorts of AFJ participants have been included in this study to date: 46 young people who were enrolled in AFJ in 2013 and 53 who were enrolled in 2014.

Follow-up recidivism data were collected each summer (2017 and 2018),¹⁰ 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 in this report.

Study sample

Demographic characteristics were gathered from program enrollment data completed by AFJ employees. As seen in Table 9, the majority of offenders identified as male. On average, they were about 18-years-old and ranged in age from 10 to 24. The majority were black or African-American or Hispanic/Latino.

Table 9: Demographics at intake	2013 Cohort (n=46)	2014 Cohort (n=53)	Total (n=99)
Gender	(n=46)	(n=52)	(n=98)
Male	70%	81%	76%
Female	30%	19%	24%
Race/Ethnicity	(n=44)	(n=49)	(n=93)
Hispanic/Latino	32%	47%	40%
Black/African-American	48%	39%	43%
White/Caucasian	2%	0%	1%
Other/Multiethnic	18%	14%	16%
Age	(n=46)	(n=53)	(N=99)
15 years and younger	13%	21%	17%
16-20 years	74%	73%	74%
21-24 years	13%	6%	9%
25 years and older	0%	0%	0%

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.

¹⁰ To obtain follow up data, AFJ was provided with a list of clients. AFJ program staff searched the New York State Unified Court System's eCourts case tracking service and provided arrest, conviction, and incarceration data to Philliber Research & Evaluation.

Within three years of enrollment, 13% of AFJ clients were rearrested within New York State, most were charged with misdemeanors (Table 10). Of the 40 clients who successfully completed the program during the two study periods, two people (5%) were arrested and charged with a misdemeanor crime within three years of enrollment in AFJ.

Table 10: Arrested within three years of intake	2013 Cohort	2014 Cohort	Total
Among entire sample	(n=46)	(n=53)	(n=99)
No new arrest	79%	94%	87%
New misdemeanor arrest	17%	2%	9%
New felony arrest	4%	4%	4%
Among clients who successfully completed program	(n=22)	(n=18)	(n=40)
No new arrest	95%	94%	95%
New misdemeanor arrest	5%	6%	5%
New felony arrest	0%	0%	0%

Within three years of enrollment, 7% of AFJ clients were reconvicted within New York State (Table 11).¹¹ Of the 40 clients who successfully completed the program during the two study periods, one person (2%) was convicted of a misdemeanor crime within three years of enrollment in AFJ. None of the clients from the 2014 cohort who completed the program had a new conviction.

Table 11: Reconvicted within three years of intake	2013 Cohort	2014 Cohort	Total
Among entire sample	(n=46)	(n=53)	(n=99)
No new conviction	87%	98%	93%
New misdemeanor conviction	11%	0%	5%
New felony conviction	2%	2%	2%
Among clients who successfully completed program	(n=22)	(n=18)	(n=40)
No new conviction	95%	100%	98%
New misdemeanor conviction	5%	0%	2%
New felony conviction	0%	0%	0%

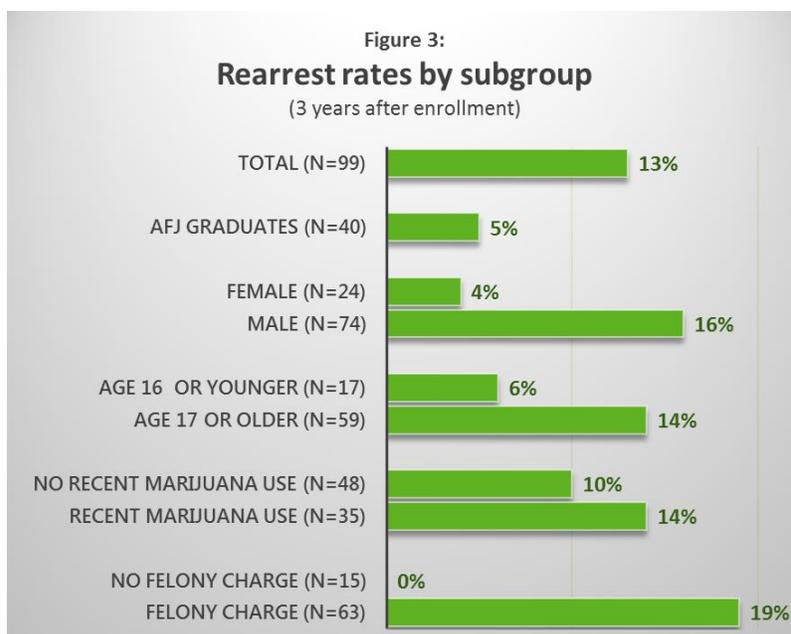
¹¹ Seven cases were still pending.

Just 5% of AFJ offender clients were incarcerated within three years of their enrollment in AFJ (Table 12).¹² Of the 40 who successfully completed the program during the two study periods, one person (2%) was incarcerated within three years of enrollment in AFJ as a result of a new misdemeanor conviction.

Table 12: Incarcerated within three years of intake	2013 Cohort	2014 Cohort	Total
Among entire sample	(n=46)	(n=53)	(n=99)
No new incarceration	91%	98%	95%
New misdemeanor incarceration	9%	0%	4%
New felony incarceration	0%	2%	1%
Among clients who successfully completed program	(n=22)	(n=18)	(n=40)
No new incarceration	94%	100%	98%
New misdemeanor incarceration	5%	0%	2%
New felony incarceration	0%	0%	0%

Rearrest rates were examined by client characteristics at program enrollment (combining both cohorts). Although rearrest rates varied by client characteristics, in some cases considerably, there were no statistically significant differences between subgroups (Figure 3).

Males were more likely than females to be rearrested within three years of AFJ program enrollment, as were older youth, and those who used marijuana in the month prior to enrollment compared to those who did not. Of the clients who had a felony charge at intake, 19% had been rearrested within three years, compared to none of the clients who had a misdemeanor or other charge at intake.

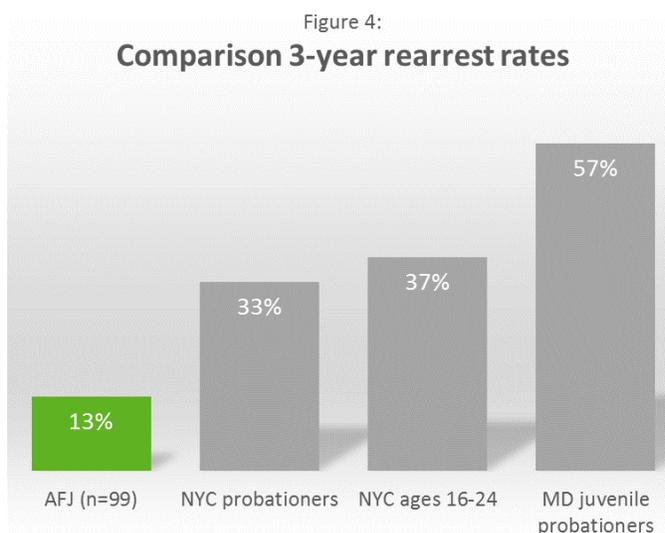


¹² Seven cases were still pending.

Comparison data

This section highlights comparison data from several studies (Figure 4), 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.



- Of New York City probationers sentenced in 2014, **32.7%** were arrested for a felony offense within three years of being sentenced to probation.¹³
- Based on a 2009 data set, the New York City rearrest rate within one year was **33.4%**, or **37.3%** among those who were 16-24 years old at time of arrest.¹⁴
- 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.¹⁵
- 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).¹⁶
- 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).¹⁷ Another study of New York City parolees focusing on those whose incarceration crime was committed in Manhattan, found that 44% were

¹³ Division of Criminal Justice Services Office of Justice Research and Performance (March 1, 2018). *Probationer Felony Re-Arrest Rates Following Sentence to Probation*, <http://www.criminaljustice.ny.gov/crimnet/ojsa/probationer-rearrests.pdf>. Accessed August 2018.

¹⁴ New York City's Data Analytics Recidivism Tool (DART), v1.0. <http://recidivism.cityofnewyork.us>. Accessed October 9, 2017.

¹⁵ Maryland Department of Juvenile Services. (December 2016). *Data Resource Guide: Fiscal Year 2016*. http://www.djs.maryland.gov/Documents/2016_full_book.pdf. Accessed October 2, 2017.

¹⁶ Hamilton, Z. (2010). *Do Reentry Courts Reduce Recidivism?* Retrieved October 5, 2017.

¹⁷ Herrschaft, B.A., & Hamilton, Z. (2011). *Recidivism Among Parolees in New York City, 2001-2008*. New York, NY: Center for Court Innovation.

reincarcerated within three years of their release from prison (34% new crimes, 10% technical violations).¹⁸

- A survey study found that 39.9% of New York prisoners released in 2004 returned to prison within three years.¹⁹
- 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,²⁰ while another study found that **69%** of New York City parolees were rearrested within three years of their release from prison.²¹
- 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.²²
- 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.²³
- 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,²⁴ and 80% returned to detention or prison within three years of leaving a New York juvenile facility.²⁵

¹⁸ Hamilton, Z. (2010). *Do Reentry Courts Reduce Recidivism?* Retrieved October 5, 2017.

¹⁹ Pew Center on the States. (April 2011). *State of Recidivism: The Revolving Door of America's Prisons*. Washington, DC: The Pew Charitable Trust.

²⁰ U.S. Department of Justice, Bureau of Justice Statistics. (June 2016). *Recidivism of offenders placed on federal community supervision in 2005: Patterns from 2005 to 2010*. <https://www.bjs.gov/content/pub/pdf/ropfcs05p0510.pdf>. Accessed October 2, 2017.

²¹ Hamilton, Z. (2010). *Do Reentry Courts Reduce Recidivism?* Retrieved October 5, 2017.

²² Pennsylvania Juvenile Court Judges' Commission. (November 2014). *The Pennsylvania Juvenile Justice Recidivism Report: Juveniles with Cases Closed in 2007, 2008, 2009, or 2010*. [http://www.jcjc.pa.gov/Publications/Documents/Recidivism/Pennsylvania Recidivism Report_Juveniles with Cases Closed in 2007-2010.pdf](http://www.jcjc.pa.gov/Publications/Documents/Recidivism/Pennsylvania%20Recidivism%20Report_Juveniles%20with%20Cases%20Closed%20in%202007-2010.pdf). Accessed October 9, 2017.

²³ 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.

²⁴ 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.

²⁵ 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.