

St. Louis City Assessment Findings

Discussion Document

November 5, 2013

This presentation will discuss the findings from a qualitative and quantitative assessment of juvenile justice in St. Louis City

MAJOR THEMES

This presentation will explore:

Dispositional Decision Making

- Dispositional Matrix is too broad
- Risk assessment receives very little consideration
- Technical violators have some of the highest commitment rates

Probation

- DJO Role
- Compliance focused
- More Mental Health Services needed

Family Engagement

- Family is Key to success on OCS
- Need to reach/engage difficult families
- Family as asset or obstacle

Data

- Great Data Capacity
- Could improve data use
- Data sharing between agencies/databases limited

Collaboration

- Missing Schools, Police
- Feedback from families or youth has been minimal
- Missing Faith and other community members

Defense Advocacy

- Not present at Review Hearings
- Limited by time and budget constraints
- Not viewed as a zealous advocate for the youth

We identified these findings through interviews, discussion, surveys, and analyses conducted over the course of several months

INTERVIEWS & SURVEYS

- Interviewed almost 45 juvenile justice stakeholders including:
 - Probation Management
 - Probation Supervisors
 - Law Enforcement
 - Prosecuting Attorney
 - Public Defender
 - Judiciary
 - Children's Division
 - DYS representative
 - Residential Providers
 - DJO's
 - Parents
 - Youth
- Surveyed DJO's, youth, and parents

DATA ANALYSES

- All formal filings between 2007 and April 2013, with information on:
 - Demographics
 - Offense severity
 - VOPs
 - Risk and Needs scores
 - Prior referral history
 - Prior DYS history
 - Prior services received
 - Zip Code
 - Judicial Officer
 - DJO

The goal was to find potential drivers of unnecessary out-of-home placement through the lens of these core elements

DEEP END CORE ELEMENTS



COLLABORATION



DATA DRIVEN
DECISION MAKING



RACIAL & ETHNIC
EQUITY



YOUTH WELL-BEING



FAMILY ENGAGEMENT



DEFENSE ADVOCACY



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Dispositional Matrix

“concern about the matrix is that the recommended interventions/recommendations tend to be very similar for low risk- moderate offenses as opposed to high risk- serious offenses.”

Dispositional Matrix

OFFENSE SEVERITY	GROUP 1 OFFENSES	GROUP 2 OFFENSES	GROUP 3 OFFENSES
Risk Level	Status Offenses Municipal Ordinances/ Infractions	Class A, B, & C Misdemeanors/ Class C & D Felonies	A* & B Felonies
Low Risk	A) Warn & Counsel B) Restitution C) Community Service D) Court Fees & Assessments E) Supervision	A) Warn & Counsel B) Restitution C) Community Service D+) Court Fees & Assessments E) Supervision	B+) Restitution C+) Community Service D+) Court Fees & Assessments E) Supervision F) Day Treatment G) Intensive Supervision H) Court Residential Placement I) Commitment to DYS
Moderate Risk	A) Warn & Counsel B) Restitution C) Community Service D) Court Fees & Assessments E) Supervision	A) Warn & Counsel B) Restitution C+) Community Service D+) Court Fees & Assessment E) Supervision F) Day Treatment Min: 0 Actual: 38 Max: 0	B+) Restitution C+) Community Service D+) Court Fees & Assessments E) Supervision F) Day Treatment G) Intensive Supervision H) Court Residential Placement I) Commitment to DYS
High Risk	A) Warn & Counsel B) Restitution C) Community Service D) Court Fees & Assessments E) Supervision	B+) Restitution C+) Community Service D+) Court Fees & Assessments E) Supervision F) Day Treatment G) Intensive Supervision H) Court Residential Placement I) Commitment to DYS	H) Court Residential Placement I) Commitment to DYS

Actual: 0

Min: 0

Max: 3

Actual: 15

Min: 0

Max: 58

Actual: 27

Min: 60

Max: 60

Actual: 132 Min: 0 Max: 285

Lots of Discretion

60

212

406

Risk Assessment

“Minimal influence because it gives me so little information.”

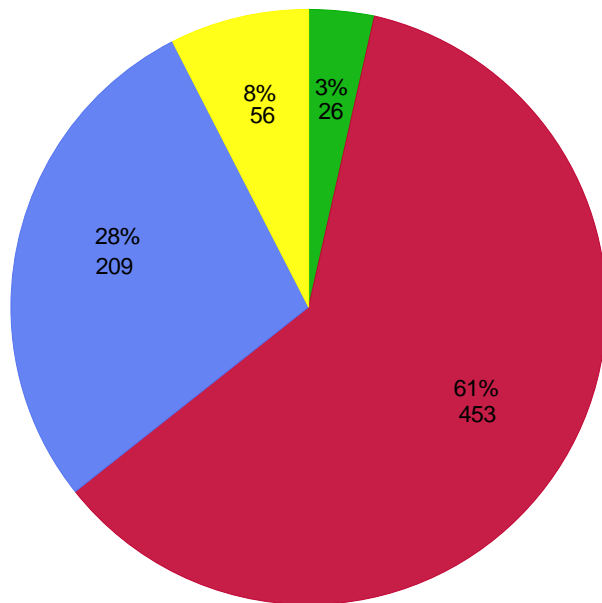
"After we've been working with them, I don't necessarily know that the risk assessment is still a tool ... I don't necessarily think it plays any part in my recommendation."

“It is a number on the report. The DJO never refers to it.”

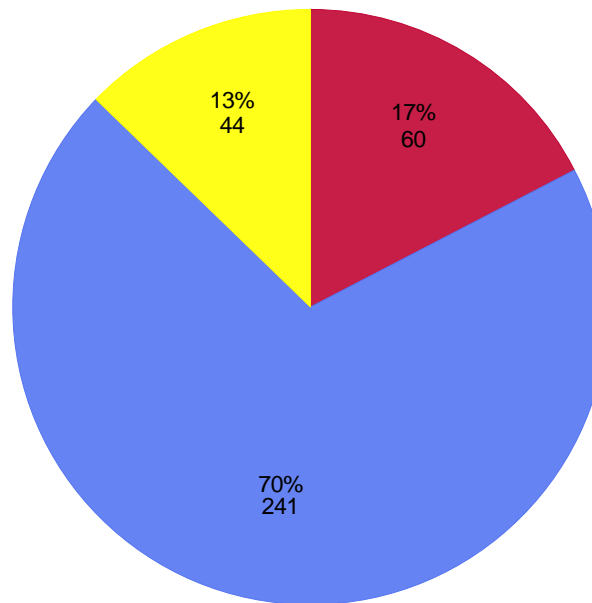
Risk

Risk Score Breakdown by Disposition

Placed in the Community



Out-of-Home Placement



Low Moderate High Missing

- **70%** of placed youth were high risk

- No low risk youth were placed out of home

- But, we have very little low risk youth in general

- 20%-25% of informal youth were low risk

- Should we be placing youth out of home if a recent risk assessment has not been completed?

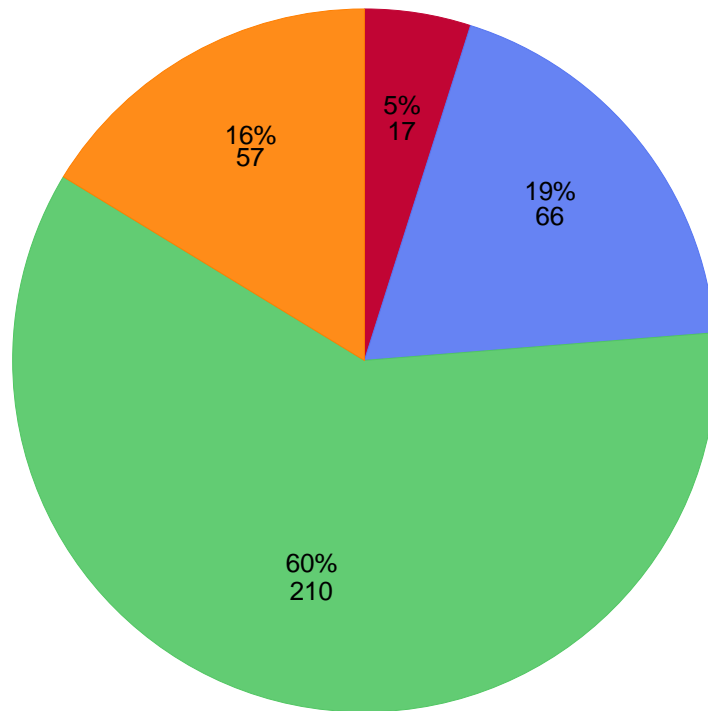
- What can we say about the 60 Moderate risk youth that were placed out of home?

	Low Risk	Moderate Risk	High Risk
Informal	27%	67%	6%
Probation	4%	66%	30%
Placement	0%	20%	80%

Needs

Needs Score Breakdown of Out-of-Home Placements

■ Low Needs ■ Moderate Needs ■ High Needs ■ Missing Needs

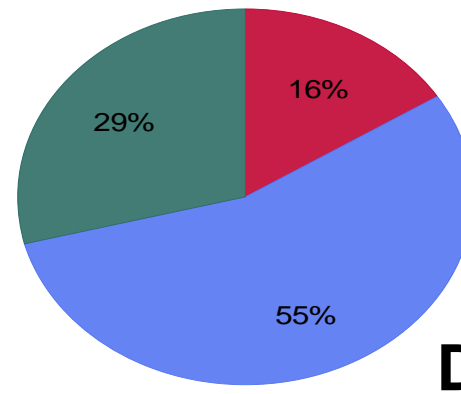
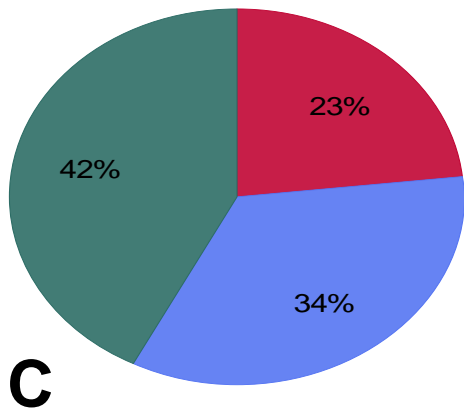
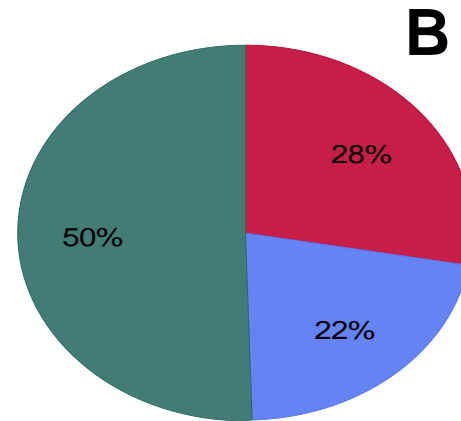
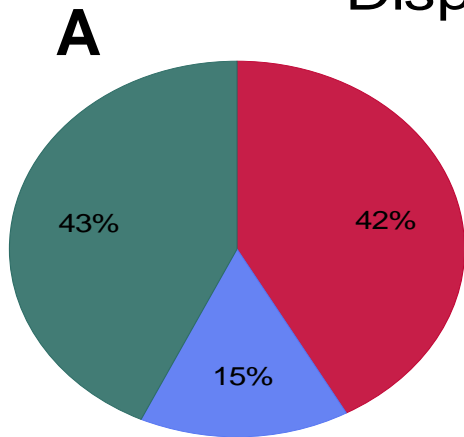


- Majority of youth placed out of home were high needs
- Difficult to say if probation reduced the needs for these youth
- 57 youth were placed out of home without the court knowing their current needs
- What is the purpose of placing these youth?

Note: This chart includes placements between January 2010 and April 2013.

What do our dispositional outcomes look like?

Dispositional Outcomes



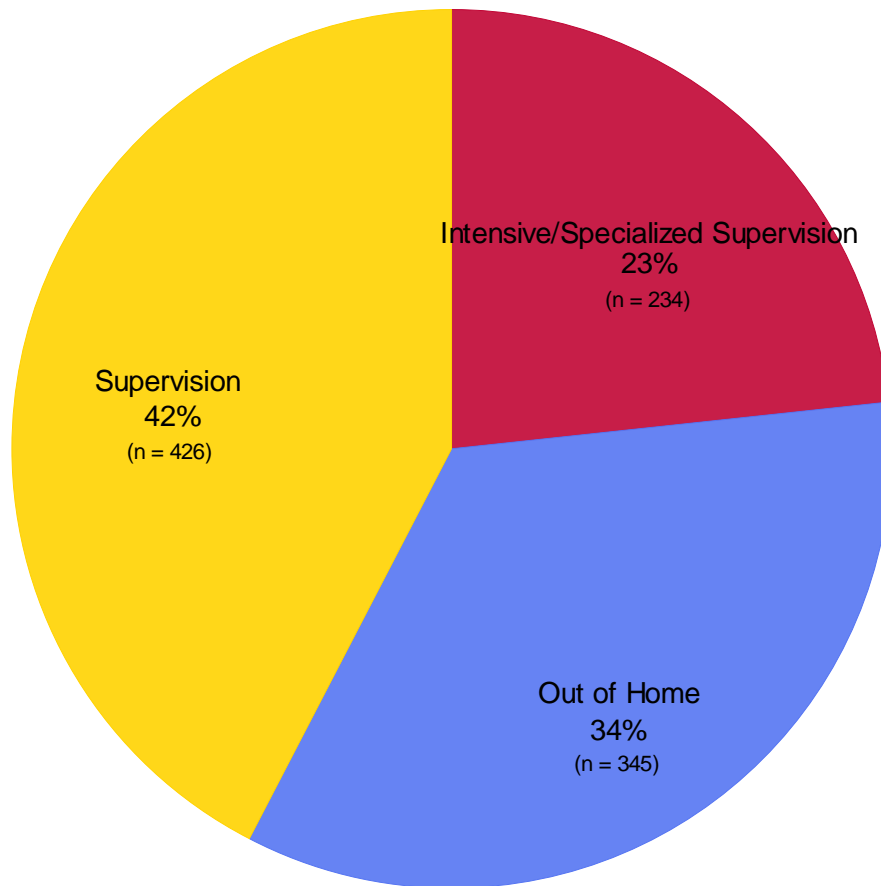
Supervision

Intensive/Specialized Supervision

Out of Home

And the Winner is...

Disposition Type: January 2010 - April 2013

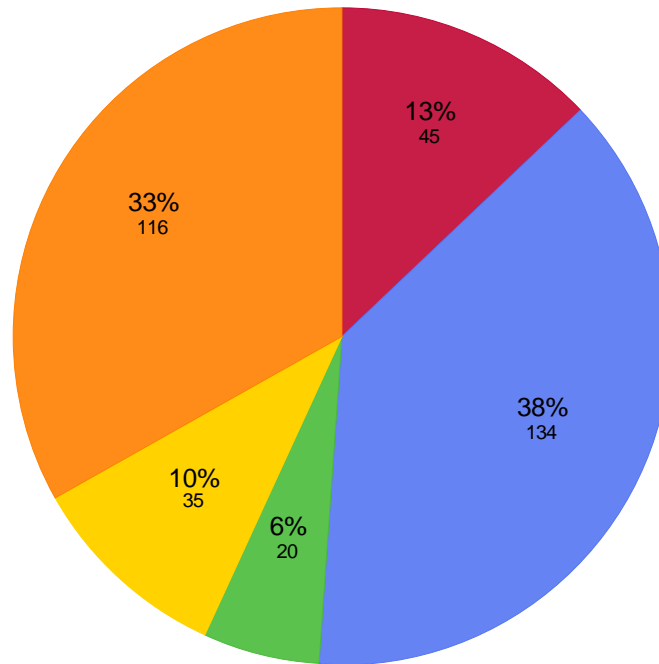
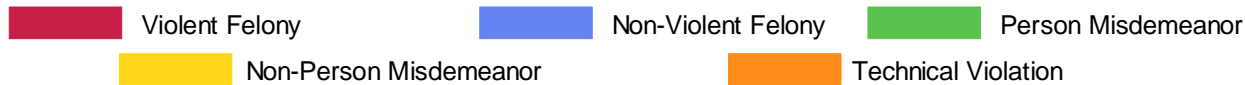


- Over 1/3 of all adjudicated youth are placed out of home
- Why do we feel that an out of home placement (DYS) does a better job than probation?
- Is there an opportunity here to increase the number of youth disposed to intensive or specialized supervision?

Note: This chart includes all cases that were adjudicated between January 2010 and April 2013.

Offenses Resulting in Out of Home Placement

Offense Type Breakdown of Out-of-Home Placements

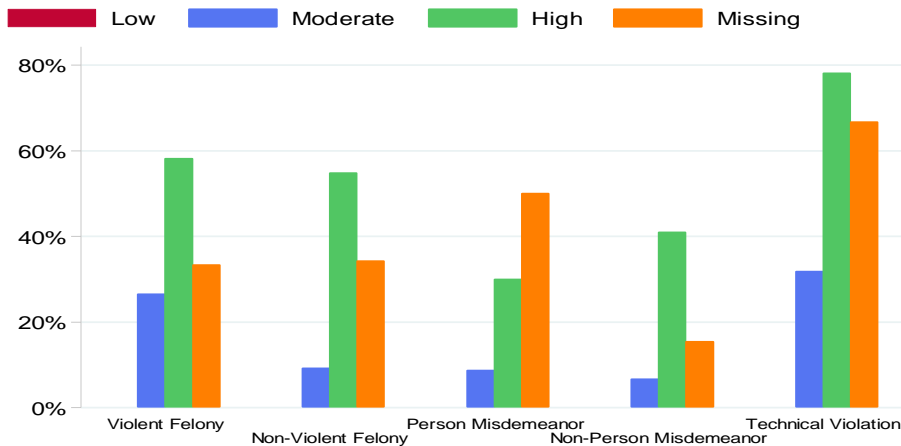


Note: This chart includes placements between January 2010 and April 2013.

- Violent Felonies only made up 13% of out of home placements
- Technical violations and misdemeanors make up almost **HALF** of all placements
- Can we say that public safety concerns are driving our out of home placements?

Technical Violators

Out-of-Home Placements by Risk and Offense Type

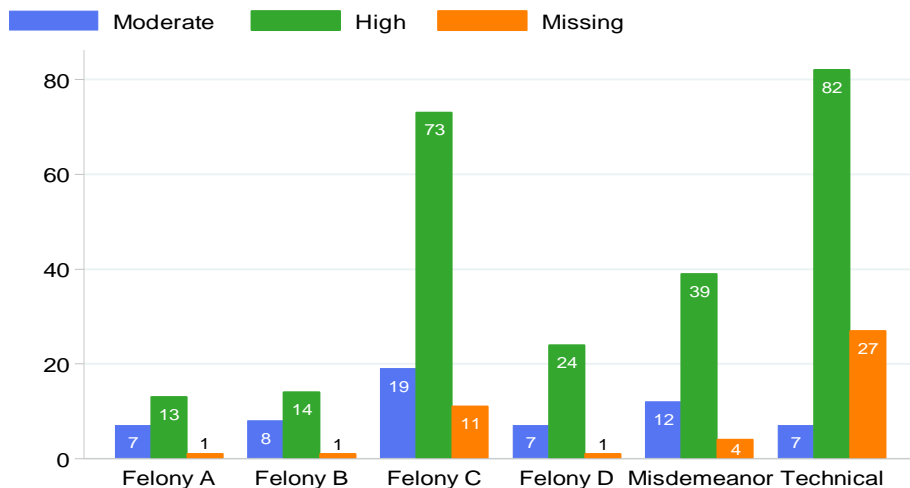


Note: This chart includes placements between January 2010 and April 2013.

- Technical violators are more likely to be placed out of home than Violent Felony Offenders

- High Risk youth are more likely to be placed than moderate risk youth

Number of Out-of-Home Placements by Risk and Offense Type



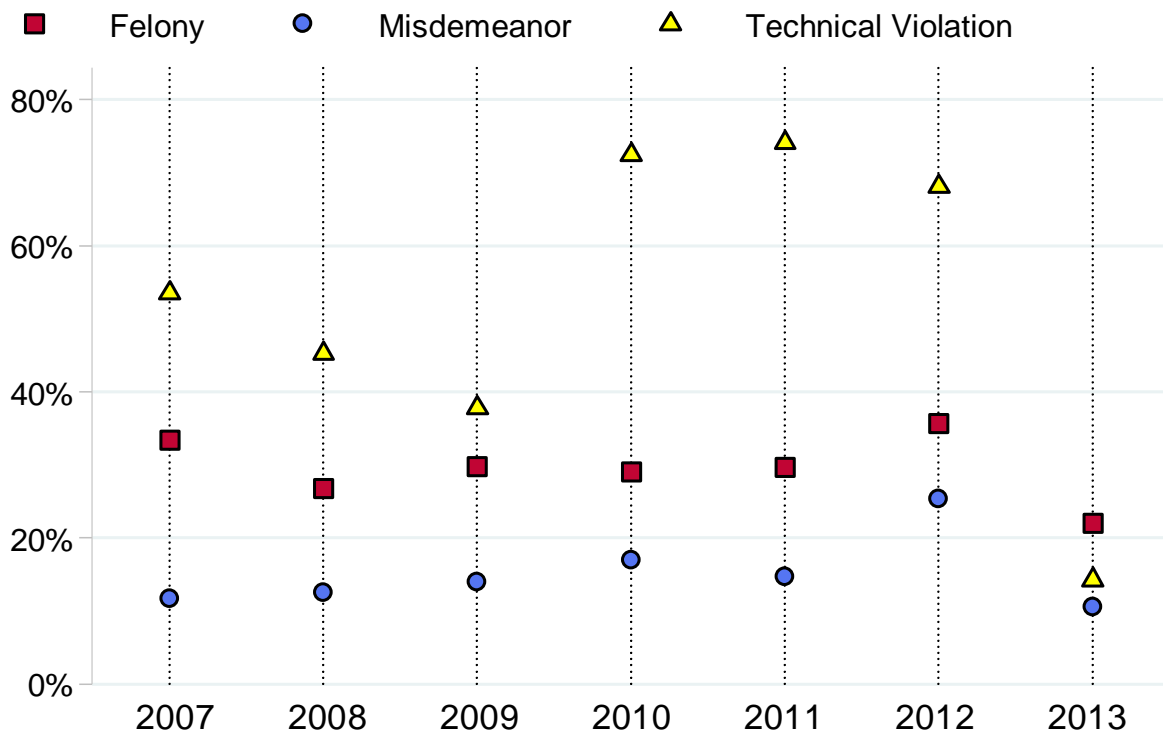
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Felony C offenders and Technical Violators make up the majority of youth placed out of home

- Why such a high rate of placement for Technical Violators?

Over the past five years, there has been a steady increase in the use of informal options for delinquency and status referrals

Commitment Rate by Offense Type and Year



This graph shows the percentage of formal cases that were committed to DYS or an out of home placement. All formal cases that were adjudicated were included.

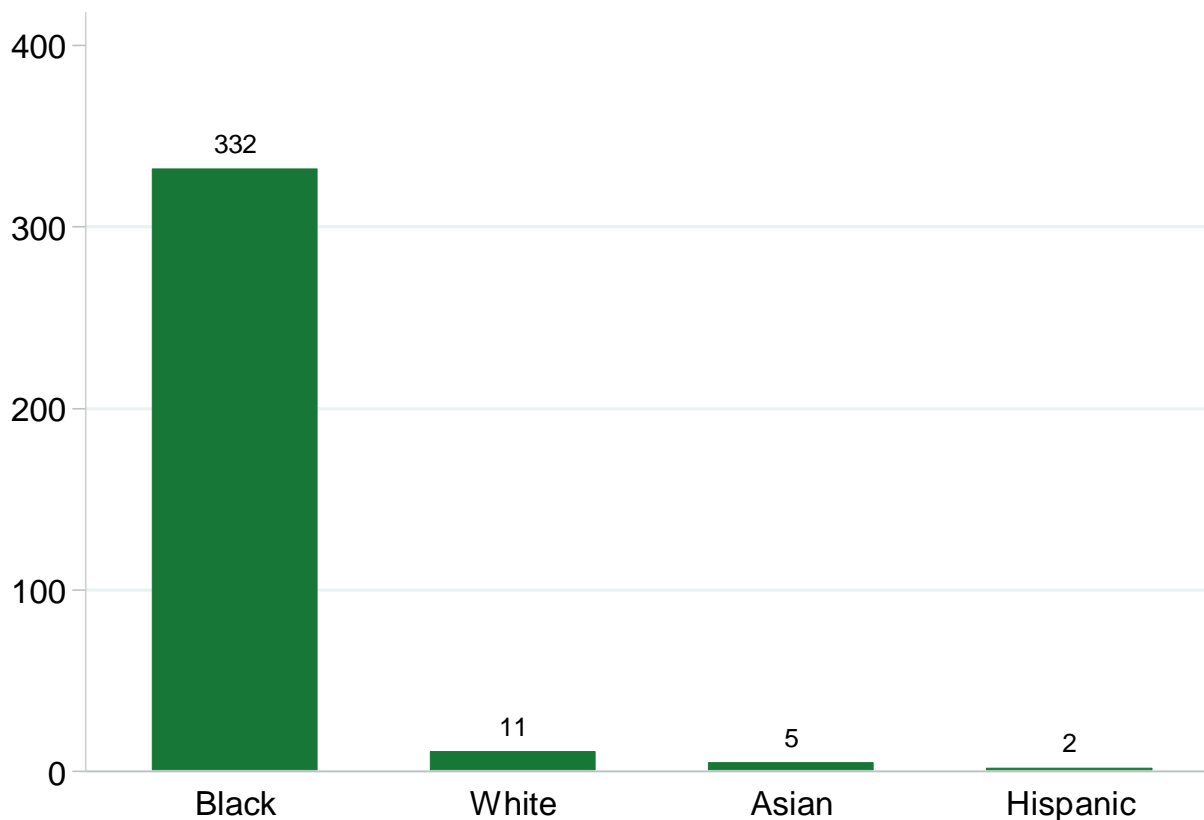
- Technical Violators have the Highest Placement Rates

- Through first four months of 2013 placement rate is much lower

- Placement Rate appears pretty stable

DMC

Racial Breakdown of Out-of-Home Placements



Black youth make up 95% of youth receiving an out of home placement, but to put that number into perspective, black youth made up 95% of all formal cases and 95% of all adjudications.

This chart includes commitments between January 2010 and April 2013.

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A DJO is...

Role Model

Social Worker

Coach

Teacher

Mentor

Advocate

Help Guide with the Plan

Parent

Officer of Court

Big Brother/Big Sister

Except when the're not

Probation Officer

“police wherever he’s doing the right things or not,”



“They handled your case, drop in on you, and check in on you. Make sure you’re doing what you need to do.”



“A DJO is basically a probation officer.”

Restorative?

"DJO just helps you mark down your papers. I need more services that work for me, not on their time."

"Counsel and try to help a person, not just sitting there yelling at a person. Help the person, don't yell. More therapeutic."

"not just try to lock me up. I feel like it wasn't helping me to try to lock me up for every little thing I did."

"He was making it to where everything bad I do, call him. I didn't hear him say if he's doing good, call him. If he's going to school, call him. Always the bad stuff."

What supervision can look like

“The interaction I have with my son and his DJO is very positive because he encourages him to play sports; he will even come get him and take him to play sports, and a lot of DJOs won’t do that.”

“since he has been on probation, it has calmed down a whole lot. It made him more responsible”

“My son’s DJO provided him with more constructive things to do instead of just “well, you’re on probation, you have to be in the house at this time, you can’t do this, you can’t do that”

Risk and Needs or Compliance?

“My **recommendation** is determined by the cooperation and **compliance** of the youth that is on probation.”

“a lot of the DJOs are more **headstrong** and more demanding of these children... because they’re trying to get **compliance**”

How to best handle these cases?

“Yeah, he was really trying to help. He worked real well with us also, but my child wasn’t doing his part.”

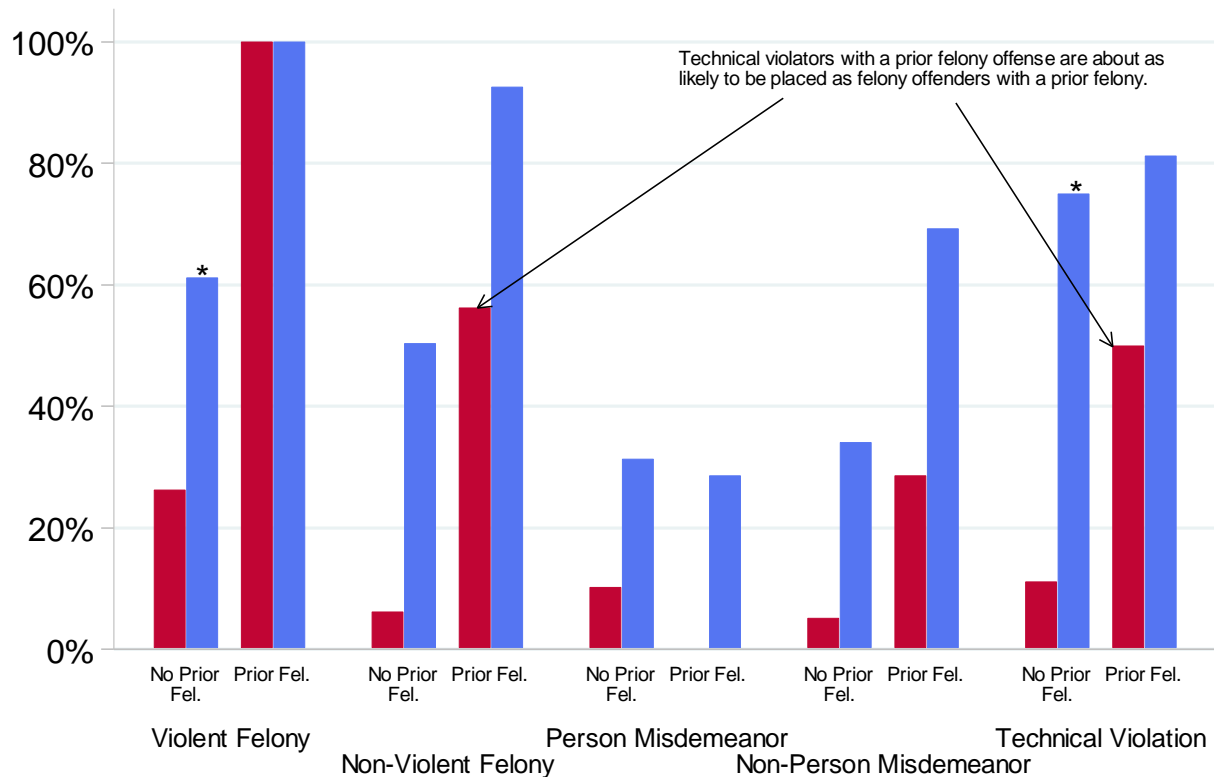
“They tried, they were doing their part. But he was going through his problems.”

“I don’t blame the court, I don’t think they could have done anything. It was all my daughter’s doing. I don’t think the court could have done anything. Everything she did, she did on her own.”

Technically Committed

Out-of-Home Placement Rate by Risk, Offense, Felony History

■ Moderate
 ■ High



- Moderate Risk technical violators with a prior felony are about as likely to be placed out of home as moderate risk felony offenders with a prior felony
- High risk technical violators with no felony history are more likely to be placed than high risk violent felony offenders with no prior felony history
- Should we treat technical violators the same as Felony offenders?

Mental Health

“Probation officers are receiving more and more cases with mental health issues that the vendors we have currently can not serve or meet their needs. More intensive psychiatric services are needed and (it) takes a long time to get those services in place for the juvenile.”

“ kids 10 years ago didn't have as high of mental issues or maybe we just didn't know”

“Mental health issues are a major reason these youth have behavior/delinquency problems”

Resistance to Medication

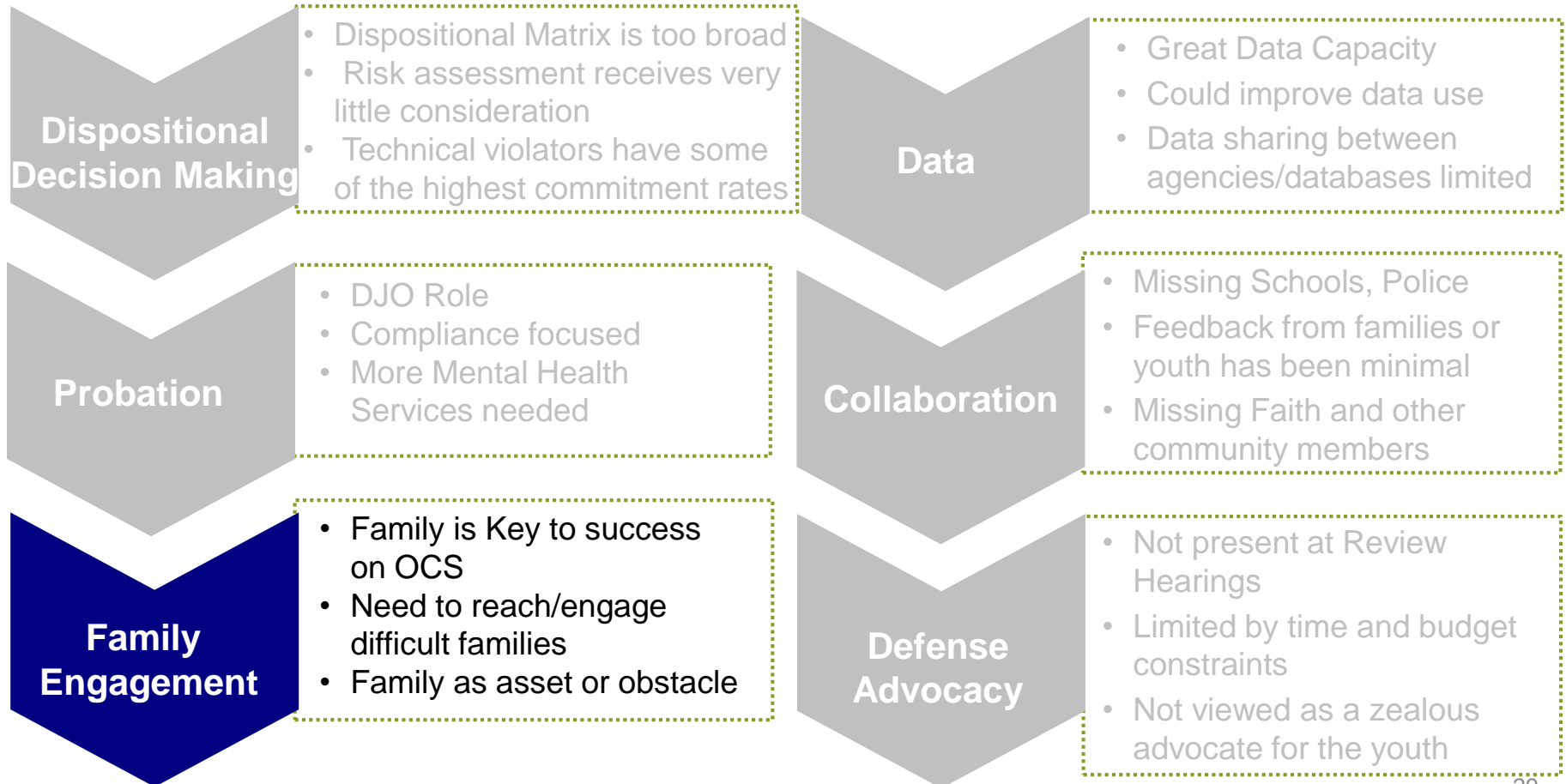
“The doctor comes in and prescribes him a bunch of crap that he **doesn't need**. He's locked up, wouldn't you be depressed? That's not just juvenile, that's how doctors are. They think, just give him a **pill.**”

“that's about as far as we get because they're **not crazy**, my kid's not crazy, and they **disconnect** from the mental health services that are available and what medication means.”

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MAJOR THEMES

This presentation will explore:



Family is Essential

"families **absolutely** have to be a part of the process and, in fact, families have to be a part of the whole range of **rehabilitative** tools we apply,"

"The **families** are as **important** to probation as the DJO"

Family as an obstacle?

"I don't think there is anything more we can add to it for the simple fact that the parent is not on probation"

"we do try to include the parents. But without having that direct authority to do so, a lot of times the parents opt out"

"the parent saying "hey, he's on probation, not me"

"Court hold parents accountable in the same fashion as the juvenile."

Question

"family is vital to the treatment process, so that has been a big push, like family engagement activities – what are we doing to engage the families?"

“what are we doing to engage the families?”

Structure in the home

Structure is essential to keep the youth in the home. Since families are the ones to provide structure in the home, they need the support and skills in order to provide sufficient structure to the youth.

How can we provide the skills and support necessary for families to keep youth in the home?

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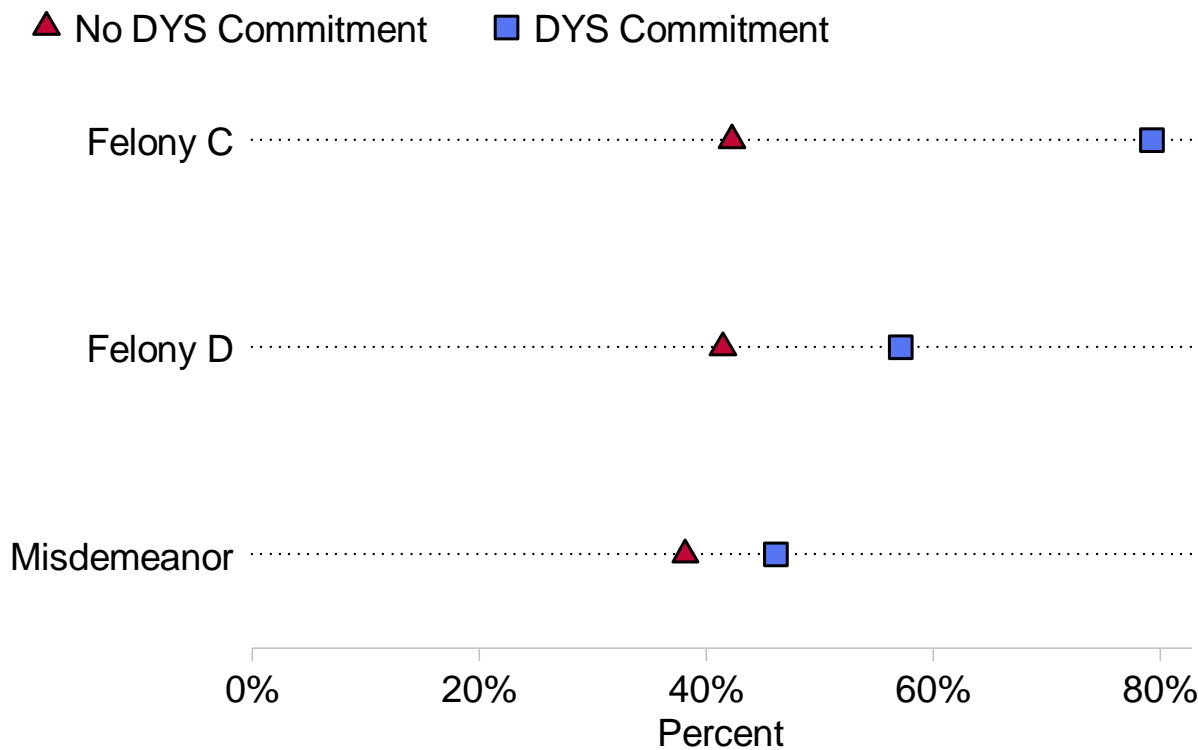
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Community Safety?

Two Year Recidivism Rates



- Less Serious Moderate risk youth committed to DYS had higher recidivism rates than youth who stayed in the community.

Data Capacity

“We have **Ken**”

Data as a driver of policy and practice

“I do not feel that data has been as strong of a driving force as it could and should be.”

“very few stakeholders appear to really read and digest the reports. They spend little time looking over the reports and really digesting them, especially before or after a meeting”

Data Silos

- Very little data sharing exists between the various Juvenile Justice organizations
- So far there has been minimal to no data sharing with DYS, CD, and other Juvenile Justice Organizations
- Court units operate many different databases (Lotus Notes, Excel Spreadsheet) that are not shared or linked to JIS

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What's
That?

We are
doing deep
end reform



Family Court

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- Budget cuts
- 1.4 million currently being withheld by Governor
- Hiring Freeze
- Furloughs

“I don’t know what more we can do in terms of representation. We have a Public Defender for all of the felony detention hearings”

“I haven’t seen a situation where I thought the child was deprived”