



Justice Center

THE COUNCIL OF STATE GOVERNMENTS

MICHIGAN TASK FORCE ON JUVENILE JUSTICE REFORM

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About the Council of State Governments Justice Center

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Justice Center

THE COUNCIL OF STATE GOVERNMENTS

We are a national nonprofit, nonpartisan organization that combines the power of a membership association, serving state officials in all three branches of government, with policy and research expertise to develop strategies that increase public safety and strengthen communities.



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The CSG Justice Center focuses on improving public safety and outcomes for youth in the juvenile justice system.

July 2014

Measuring and Using Juvenile Recidivism Data to Inform Policy, Practice, and Resource Allocation

BACKGROUND

Juvenile arrest rates, including for violent crimes, fell by approximately 50 percent from 1997 to 2011, to their lowest level in more than 30 years.¹ In combination with this sharp drop in arrests, state and local reforms have had an extraordinary impact: from 1997 to 2011, youth confinement rates declined by almost half.² The juvenile justice field deservedly celebrates this success and continues to push for further reductions in confinement rates. Many states are also striving to ensure that youth who have been diverted from confinement, as well as those returning home after time spent in a facility, receive supervision and services that reduce recidivism and improve other youth outcomes. As such, policymakers are eager to know more about what happens to youth after they have been in contact with the juvenile justice system. What are their rearrest and reincarceration rates? How do they fare in terms of education, employment, and other important outcome measures while they are under juvenile justice supervision and afterward?

To understand to what extent states currently track recidivism data for youth involved in the juvenile justice system and use that information to inform policy and funding decisions, the Council of State Governments Justice Center, The Pew Charitable Trusts' Public Safety Performance Project,³ and the Council of Juvenile Correctional Administrators surveyed juvenile correctional agencies in all 50 states.⁴ This issue brief highlights the key findings of the survey and provides state and local policymakers with five recommendations for improving their approach to the measurement, analysis, collection, reporting, and use of recidivism data for youth involved with the juvenile justice system. In addition, examples are provided of how select states have translated these recommendations into policy and practice.

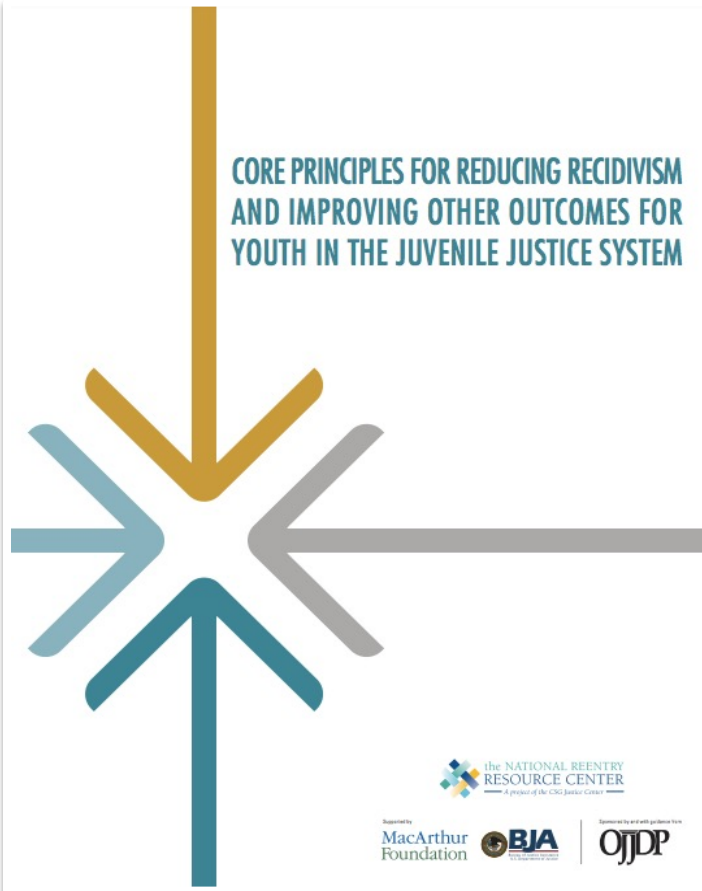
The Importance of Measuring Outcomes beyond Recidivism for Youth Involved with the Juvenile Justice System

Juvenile justice systems can use a number of metrics to track outcomes for youth under system supervision, including educational attainment, behavioral health improvements, or skill development and employment, all of which are critical to ensuring a youth's long-term success. The survey focused primarily on the measurement of recidivism, and the recommendations presented here reflect that focus. The survey results did, however, indicate that only half of all state juvenile correctional agencies measure youth outcomes beyond whether youth commit future delinquent acts, and only 20 percent of states track these outcomes for youth after they are no longer on supervision. Policymakers and juvenile justice agency leaders should strongly consider including a priority set of positive youth outcomes in the evaluation of system success to determine not only whether the juvenile justice system is helping to prevent youth's subsequent involvement in the system, but also whether it is helping youth transition to a crime-free and productive adulthood.

the NATIONAL REENTRY RESOURCE CENTER
A project of the CSG Justice Center

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CORE PRINCIPLES FOR REDUCING RECIDIVISM AND IMPROVING OTHER OUTCOMES FOR YOUTH IN THE JUVENILE JUSTICE SYSTEM



the NATIONAL REENTRY RESOURCE CENTER
A project of the CSG Justice Center

MacArthur Foundation

BJA

OJJDP



Transforming Juvenile Justice Systems

to Improve Public Safety and Youth Outcomes

MAY 2018

Josh Weber, Deputy Director, Corrections & Reentry
The Council of State Governments Justice Center

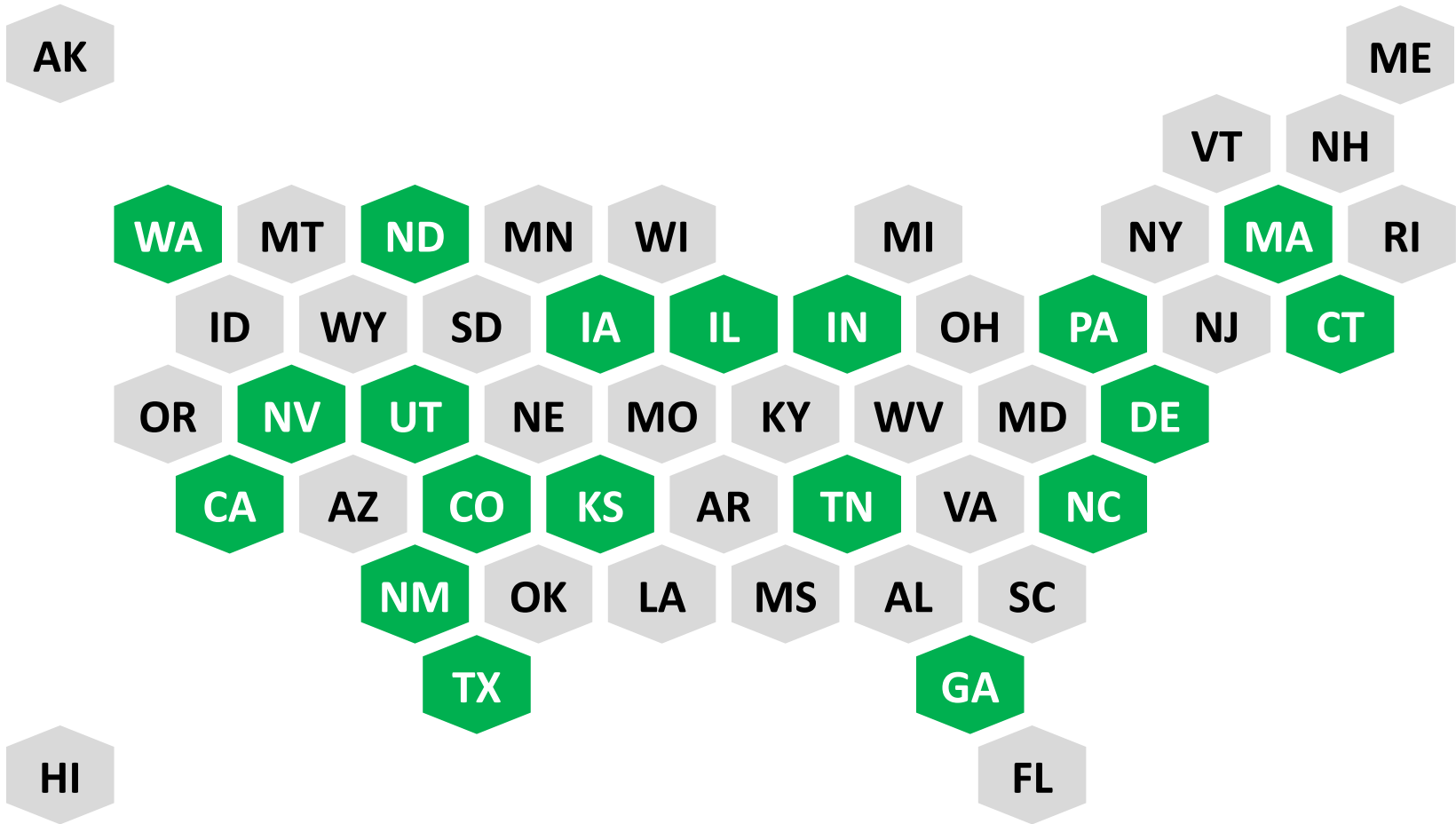
Michael Umpierre, Deputy Director
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We've partnered with an array of states and counties to facilitate systemic juvenile justice system improvement.



Our process is collaborative, data-driven, research-based, and focused on concrete policy, practice, and funding changes.



Partners with state/local leaders through *collaborative taskforces* to identify specific goals and priorities



Leverages and *builds upon* past and current reform efforts



Provides an *objective, comprehensive, system wide* analysis on performance, outcomes, and equity, including *case level data analysis*



Applies the research on what works to help identify opportunities for systemic improvement through legislation, appropriations, and administrative reforms



Provide implementation support to promote *long-term impact and sustainable change*

The Juvenile Justice System Assessment Process

Task Force will oversee the assessment and represents a diverse array of leaders committed to improving public safety and youth outcomes.

Lieutenant Governor Garlin Gilchrist - Chair

Judge Doreen Allen, Midland County Probate Court

Alisha Bell, Wayne County Commission

Judge Karen Braxton, 3rd Circuit Court

Rep. Brenda Carter

John Casteel, Western Wayne County Care Management Organization Juvenile Advisory Council

Supreme Court Justice Elizabeth Clement

Cameron Fraser, Michigan Indian Legal Service

Jeannine Gant, Big Brothers Big Sisters Detroit

Stine Grand, Assistant Attorney General

Sheriff Steve Hinkley, Calhoun County

Sen. Kim LaSata

Thom Lattig, 20th Circuit Court

Rep. Sarah Lightner

Derrick McCree, Michigan Department of Health and Human Services

Karen McDonald, Prosecutor, Oakland County

Dr. Michael Rice, State Superintendent, Michigan Department of Education

Chief Everette Robbins II, Huron To

Sen. Sylvia Santana

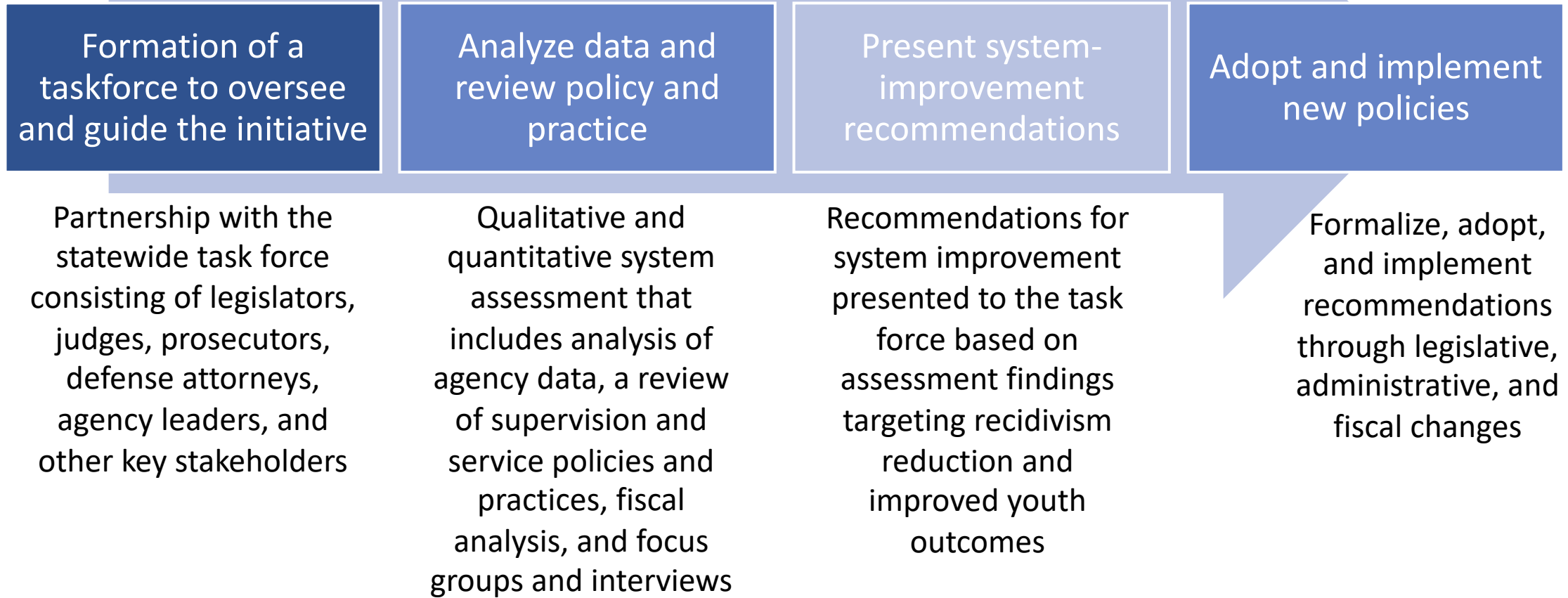
Jason Smith, Michigan Center for Youth Justice
Chief Everette Robbins II, Huron Township

Kimberly Thomas, Juvenile Justice Clinic at the University of Michigan Law School

Marlene Webster, Shiawassee County Commission

Colbert Williams, Kent County Family Court

The Michigan juvenile justice system assessment and improvement process will have four key stages:



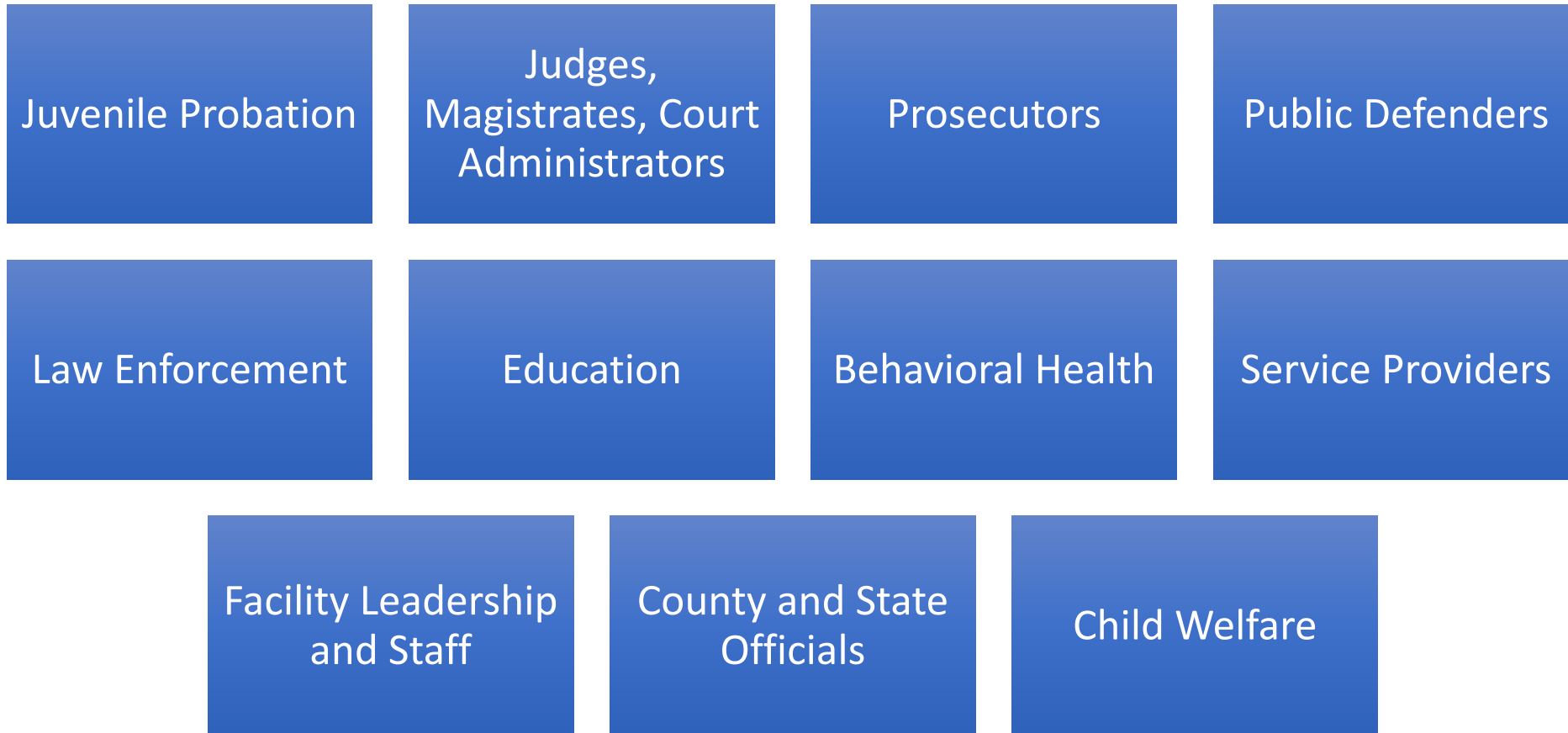
The assessment will examine policies, practices, and funding across locales and at the state level, from diversion through reentry.

- Who is referred to the juvenile justice system and for what offenses?
- Who is diverted and who is formally adjudicated?
- Are dispositions and supervision levels matched to a youth's risk of reoffending?
- How are probation practices, service delivery, the use of out of home placement, services/treatment in facilities and upon reentry aligned with the research?
- Are resources being allocated most efficiently to prioritize higher?
- What data is being collected and tracked and what are youth's outcomes?

Assessment findings will be based on detailed case-level data from multiple data sources.

Data	Source	Known Data Challenges
Arrest/Referral	Michigan State Police Criminal History Data	<ul style="list-style-type: none"> No data on low level misdemeanor & status offenses
Court Processing (filing-adjudication)	JDW and counties using JIS and Tyler Data Systems	<ul style="list-style-type: none"> JDW has fewer years & variables available JIS and Tyler cover 65% of state; variation in data definitions and quality across counties
Out-of-Home Placements	Counties using JIS and Tyler Data Systems	
Commitments	Michigan Department of Health and Human Services (MDDHS)	<ul style="list-style-type: none"> Limited information on County Placements
Budget/Finance	MDHHS Child Care Fund and Title IV-E Funding	<ul style="list-style-type: none"> Cannot disentangle juvenile justice and abuse & neglect costs
License & Maltreatment in Care Violations	MDHHS	
Probation Records, Services, Detention	Challenging to access within the parameters of our project timeline given the lack of standard data collection mechanisms	

CSG Justice Center staff will also conduct focus groups with system leaders and line staff across the state and within DHHS.



The assessment will also uplift the voices of youth, families, and communities most impacted by the juvenile justice system.



**Ensure task force
diversity**



**Develop a
sustainable
youth advisory
board structure**



**Host community
forums**



**Create a
community
communications
plan**

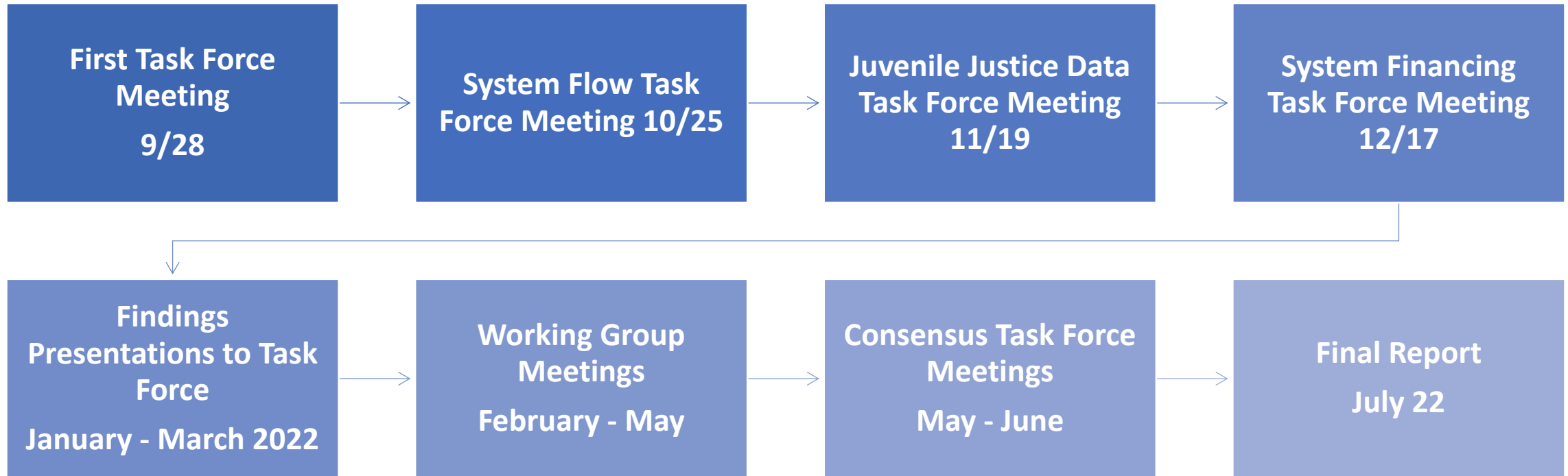


**Conduct focus
groups**

Issue-specific working groups will identify recommendations for improvement that the Task Force will vote on for consensus approval.

- Working group topics will be based on findings and priorities identified through the assessment.
- Working groups will include members from across the state and diverse perspectives including staff working on the front lines of the system.
- Working groups will meet multiple times to review data analysis and qualitative information, along with research and example best practices from other states.
- Working groups will identify policy recommendations to present to the larger task force for consensus-based approval.

The Task Force will issue a final report with findings and data-driven recommendations for policy change by July 2022.



What Research Shows Works to Improve Public Safety and Youth Outcomes

Four core principles have been identified by research as critical to reducing recidivism and improving positive youth outcomes.

1.

Base supervision, service, and resource allocation decisions on the results of **validated risk and needs assessments**

2.

Adopt and effectively implement **programs and services demonstrated to reduce recidivism and improve other youth outcomes**, and use data to evaluate the results and direct system improvements

3.

Employ a **coordinated approach across service systems** to address youth's needs and promote positive youth development

4.

Tailor system policies, programs, and supervision to reflect the distinct **developmental needs of adolescents**



CORE PRINCIPLE 1: Employ the risk, need, responsivity framework to improve youth outcomes and use resources efficiently

Risk Principle

Identify and focus supervision and services on those youth most likely to reoffend

Need Principle

Identify and address the key needs that are the primary causes of youth's delinquent behaviors

Responsivity Principle

Match youth to services based on their strengths and how they respond to treatment

Use validated assessments to match youth with the appropriate level of supervision and to identify and address youth's needs

STEP 1: Assess risk of reoffending using validated tool

Low Risk

Medium Risk

High Risk

STEP 2: Minimize supervision for low- risk youth and focus resources on high-risk youth

Diversion
OR
Probation

Probation

Probation
OR
Residential Placement

STEP 3: Assess needs and match youth to services

Referrals to behavioral health system if needed

Identify and address risk factors that drive delinquent behavior

CORE PRINCIPLE 2: Implement programs and services demonstrated by research to reduce recidivism

COMMONLY USED, BUT GENERALLY INEFFECTIVE PROGRAM and PRACTICES

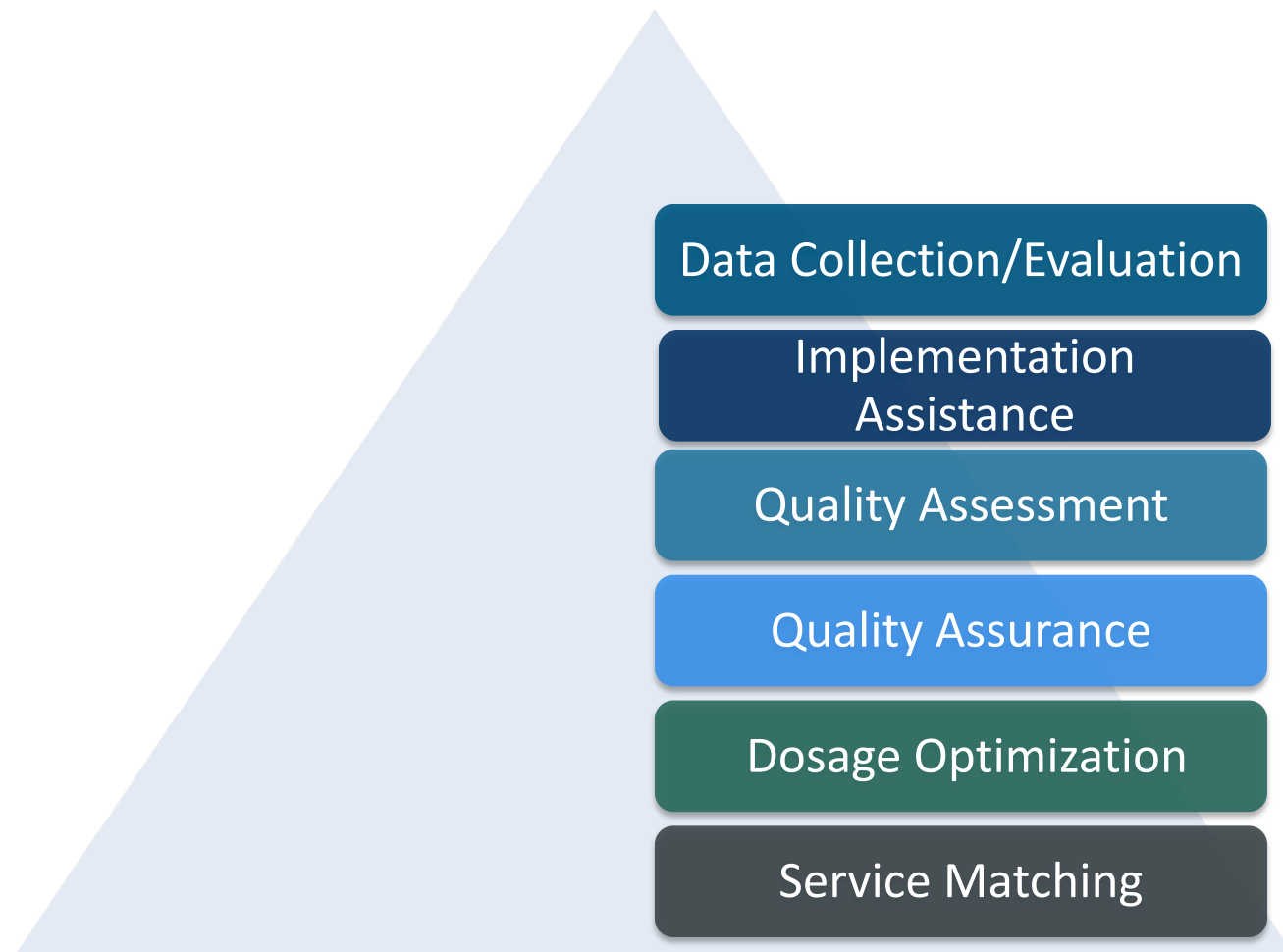
- Large, overcrowded, custodial correctional facilities
- Residential placements for mental health treatment
- Boot camps, curfew laws, and other disciplinary and surveillance focused programs and intensive supervision without services
- Services that youth don't need or that don't address the primary causes of their delinquent behavior



A consistent link has been established between appropriate treatment, recidivism reduction, and cost savings

Program Name	Total Benefits	Costs	Benefits Minus Costs (Net Present Value)	Benefit To Cost Ratio
Functional Family Therapy (youth in state institutions)	\$37,554	(\$3,358)	\$34,196	\$11.21
Aggression Replacement Training (youth on probation)	\$16,076	(\$1,552)	\$14,524	\$10.38
Functional Family Therapy (youth on probation)	\$29,944	(\$3,357)	\$26,587	\$8.94
Multisystemic Therapy	\$23,082	(\$7,576)	\$15,507	\$3.05
Drug court	\$7,318	(\$3,159)	\$4,159	\$2.32
Other chemical dependency treatment for juveniles (non-therapeutic communities)	\$220	(\$3,193)	(\$2,973)	\$0.07
Scared Straight	(\$13,491)	(\$66)	(\$13,557)	(\$204.33)

Implementing services with fidelity and high quality is necessary to achieve the expected benefits.



CORE PRINCIPLE 3: Collaborate across systems to address youth's needs

60 to 70 percent of confined youth have a **mental illness**.



25 to 50 percent of confined youth have a **substance use disorder**.



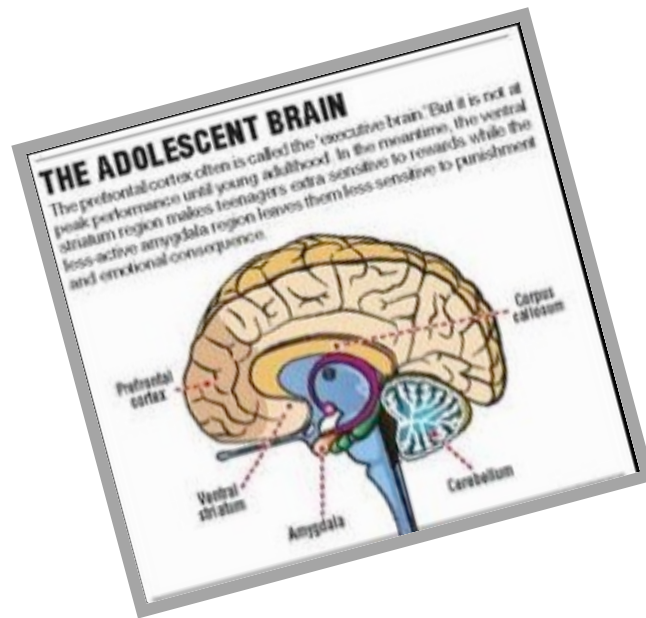
65 percent of youth under supervision have past/current involvement in the **child welfare system**.



More than **50 percent** of confined youth have reading and math skills significantly below their grade level, have repeated a grade, and have been suspended or expelled.



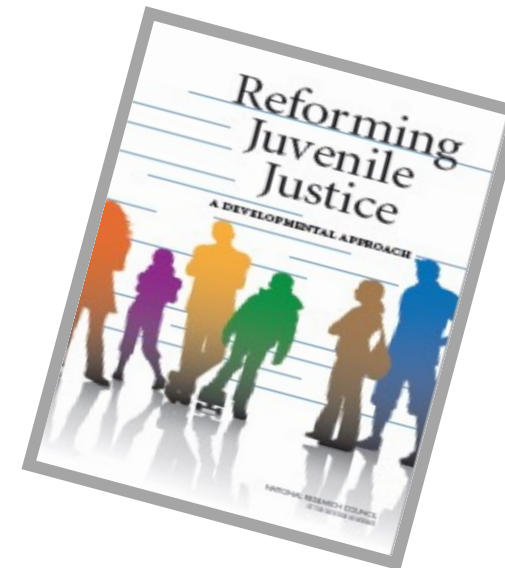
CORE PRINCIPLE 4: Tailor supervision and services to youth's developmental needs and circumstances



Youth Are Developmentally Different than Adults

- Their families, peers, schools, and communities have a significant influence on their beliefs and actions
- They engage in risky behaviors and fail to account for the long-term consequences of their decisions
- They are relatively insensitive to degrees of punishment
- They struggle to regulate their impulses and emotions

After reviewing decades of research, the National Academy of Sciences concluded that a developmentally-appropriate approach offers significant promise for improved youth outcomes



Focus supervision on promoting positive youth behavior change rather than surveillance and sanctions.

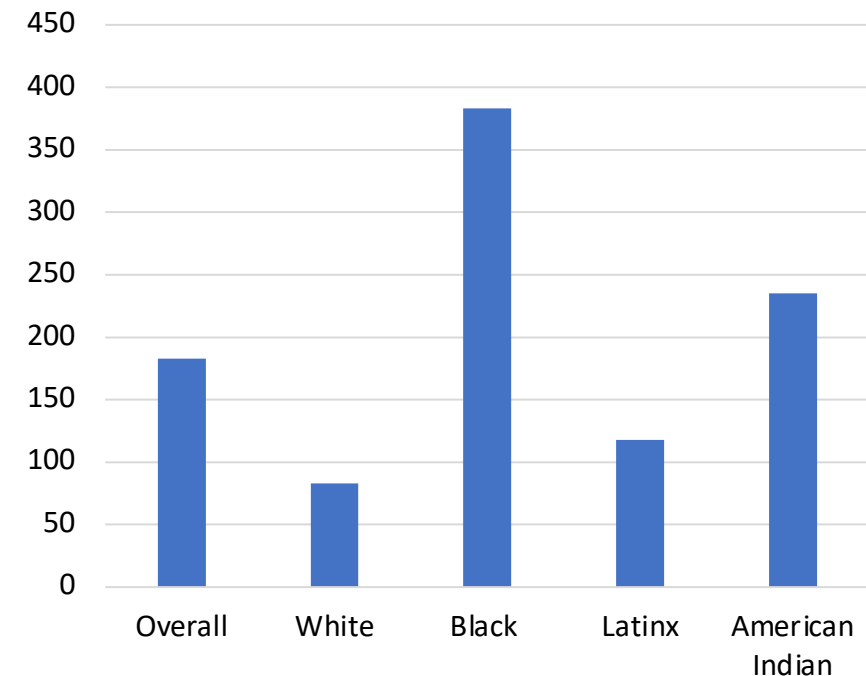
Focus on Surveillance	Focus on Positive Behavior Change
Laundry list of supervision conditions	Developmentally appropriate conditions
Fixed and uniform case contact requirements	Contact requirements based on youth's assessed risk level
No collateral contact requirements	Required family and school collateral contacts
Large caseloads, "check-in" visits	Small caseloads with sessions focused on behavior change/skill development
Minimal training	Training in engagement and cognitive behavioral techniques
Minimal use of incentives/rewards	Frequent use of incentives/rewards

Racial Inequities Continue to Persist and Present Challenges to Improving Outcomes for All Youth

Racial disparities are driven by harsher enforcement and punishment, not just differences in offending.

- White youth are less likely to be arrested than their peers.
- Youth of color are less likely to be diverted.
- After arrest, youth of color are more likely to be detained pre-adjudication and committed post adjudication.
- Black boys and girls are misperceived as older and needing less protection.

Youth in Placement in America in 2017, per 100,000



Continued racial disparities demonstrate that decades of work to improve the juvenile justice systems have not produced intended outcomes for all youth.

Implementation science reveals we are not seeing equitable access to interventions or equitable outcomes for youth, despite a focus on evidence-based practices.

Working towards equitable outcomes reflects our commitment to....



Creating concrete strategies that demonstrate our values



Solving community challenges in cost effective ways



Developing options for policy making



Leading change that creates public safety and opportunity for everyone

Key Questions for the Task Force to Begin to Consider

1. How can Michigan establish a minimum statutory/administrative standard of research-based policies and practices across counties and at the state level while retaining county/stakeholder authority, discretion, and innovation?
2. Can/should funding be used to support/incentive counties and service providers to adopt and effectively implement research-based policies and practices?
3. What steps and resources are needed to collect, analyze, and report juvenile justice data statewide so that Michigan can evaluate whether the juvenile justice system is improving public safety and youth outcomes statewide?

Next Steps

Immediate Next Steps and Activities

- Host stakeholder education webinars
- Finalize data-sharing agreements and begin data analysis
- Begin focus groups with local system actors
- Finalize youth/family/community engagement strategy and engage youth advisory boards
- Collect examples of innovative approaches across the state