

Juvenile Justice Policy and Data Board

CBI Subcommittee

Virtual Meeting

March 18, 2021

1:00-2:30pm

Agenda

1. Welcome and Introductions
2. Review/Approval of February meeting minutes
3. Learning Lab Update
4. 2021 Work Plan Presentation and Discussion
5. Discussion re: long-term impacts of COVID-19 on the juvenile justice system

Learning Lab Updates

- Board determined the Model Program Guide would be a product of the CBI Subcommittee, with the understanding that it may evolve as we learn
- It's now [posted on our website](#)

2021 Objectives & Work Plan

JJPAD Board 2021 Objectives

New Initiatives

- 1. Crossover Youth:** Deepen understanding of factors driving crossover from maltreatment to delinquency and identify more effective ways to intervene
- 2. Data & RED:** Increase our ability to use data to drive system improvements, with particular focus on reducing racial and ethnic disparities
- 3. Trauma Screening & Referral:** Study and develop recommendations to increase early identification of youth who have experienced trauma and referrals to appropriate services

JJPAD Board 2021 Objectives

Oversight & Continuation of Previous Work

- 1. COVID-19:** Track on-going impact of COVID-19 on juvenile justice system and children's behavioral health
- 2. Impact of Statutory Changes:** Track implementation of juvenile justice system statutory changes
- 3. Continuation of Ongoing Work:**
 - FY21 Data Report
 - Continued support of previous JJPAD/CTTF initiatives
 - Update 2019 data availability report

CBI Subcommittee Role

Crossover Youth

- Study early intervention points including the CRA process, diversion, arrest and detention

COVID-19

- Identification of impacts on system policies/practice
- Contribute to **larger report**

Data & RED

- Review data from Data Subcommittee and advise on context/potential qualitative research methods to supplement data on RED at key decision points
- Contribute to **research brief**

Continuation of Ongoing Work

- Consultation on DYS Learning Labs

Crossover Youth

How we got here (*more on this later in the presentation*) :

- Natural extension of all three subcommittees' previous two years of work
- Years of reform have decreased the overall population of our juvenile justice system. The next step is analyzing the processes and systems impacting youth that remain justice-involved

- **Multiyear project:**
 - ✓ 2021: Research, Interviews/Focus Groups, System Mapping, Early Policy Development Conversations
 - ✓ 2022: Development of Recommendations and Report
- **Cross-Committee Work and Collaboration:**
 - ✓ All three subcommittees – Data, CBI, CTTF – will have a role
 - ✓ Potential areas for combined meetings

COVID-19

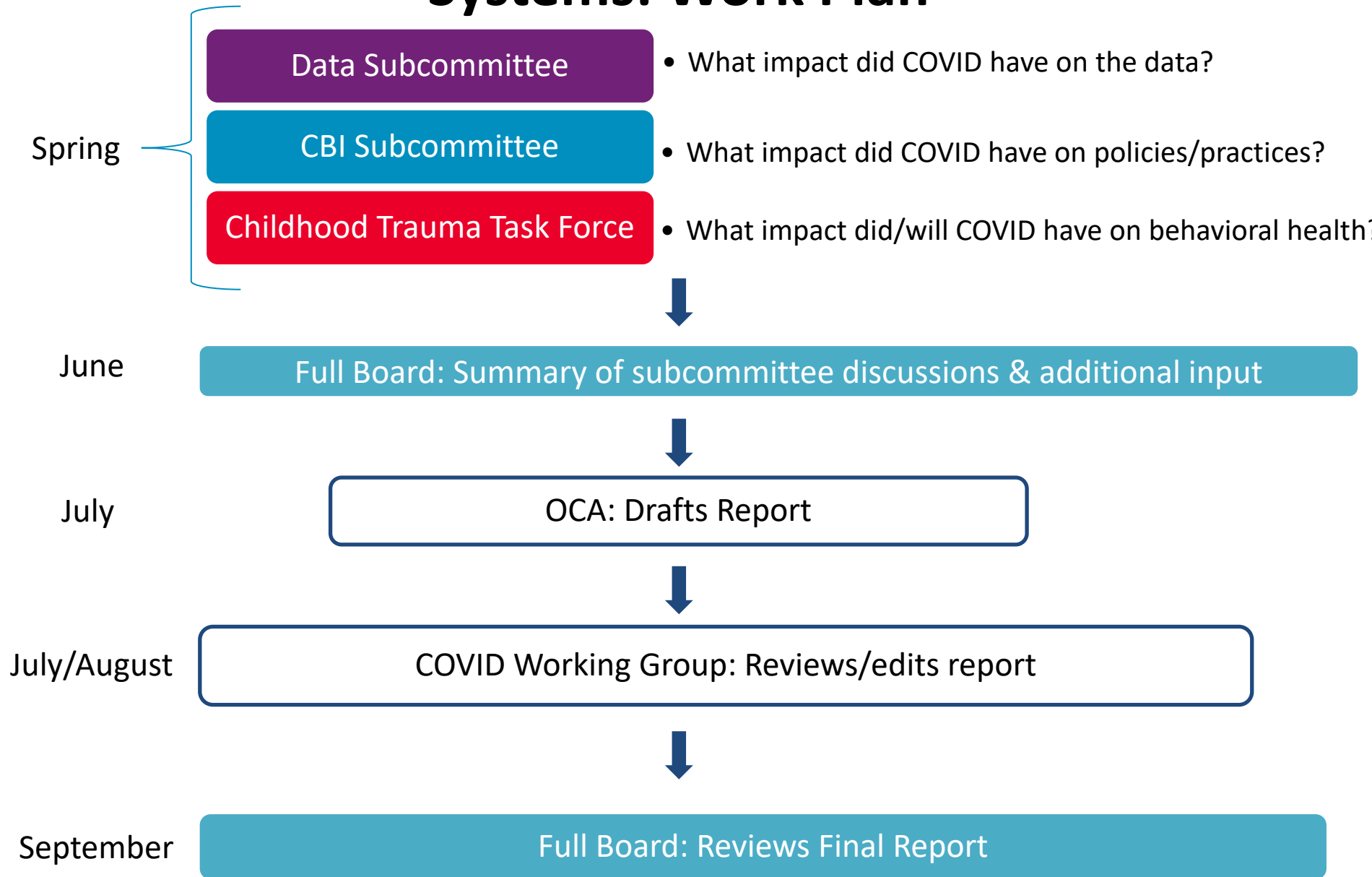
How we got here:

- CTF 2020 Report: *Protecting Our Children's Well-Being During COVID-19*
- JJPAD 2020 Annual Report: Section of the report highlighting JJPAD member agencies' policy and practice responses to the pandemic, and impacts on youth and their families

Goal: Produce follow-up report on COVID-19 impact, focused on following questions:

- What good changes came out of this? What should we keep?
- What are we worried about in the coming years?
 - How will this impact children's behavioral health in the short and long term?
 - How might the impact of the pandemic manifest in our juvenile justice system?

Analysis of COVID-19's Impact on Youth in the Systems: Work Plan



Data & Racial and Ethnic Disparities (RED)

How we got here:

- Data basics solidified (annual report, website) → this is an opportunity to deepen our analysis
- JJPAD analysis of data to date → racial and ethnic disparities are particularly large at early decision points

CBI Subcommittee Role

- Review data from Data Subcommittee and advise on context/potential qualitative research methods to supplement data on RED at key decision points

Continuation of Previous CBI Subcommittee Work

Continuation of Prior Work:

- **Consultation on the Learning Labs** as DYS launches each site and starts to collect data

JJPAD Board 2021-2022 Reports: CBI Contributions

2021 COVID-19 Report
(~September)

2021 JJPAD Annual Report
(November)

2022 Crossover Youth Report (TBD)

Findings & Recommendations TBD

RED research brief(s)

Findings and recommendations TBD

Subcommittee updates re: ongoing
work

Recommendations TBD

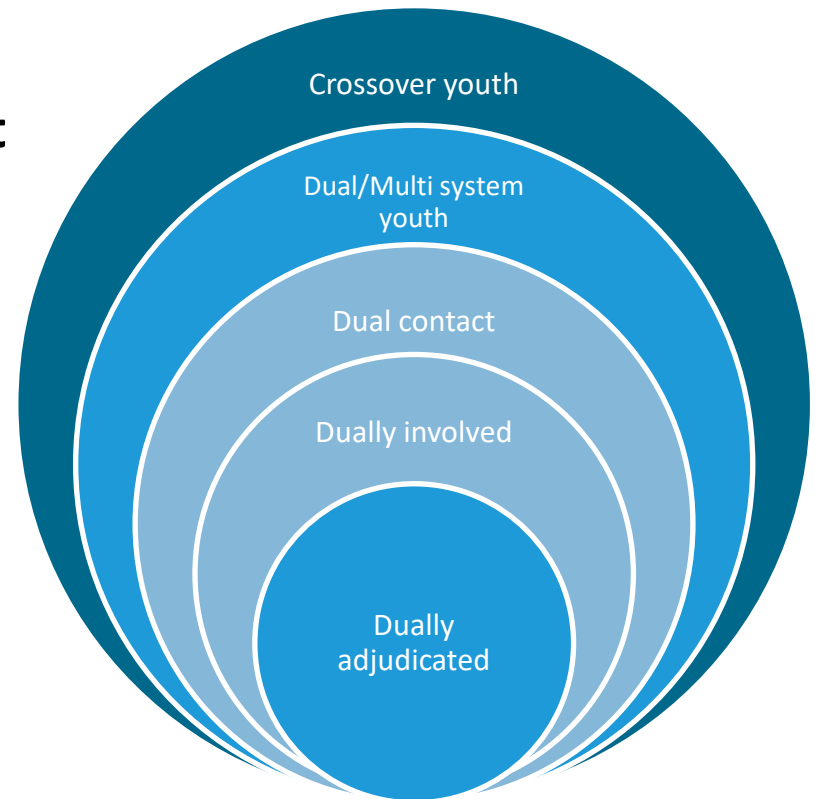
2021 Work Plan: Crossover Youth

Crossover Youth Discussion

1. Who are crossover youth?
2. Why focus on crossover youth?
3. What do we already know about crossover youth in MA?
4. Proposed JJPAD Crossover Youth Project

Who are Crossover Youth?

- Youth who have experienced **maltreatment** and engage in **delinquent acts**
- Population can narrow depending on:
 - whether and how **deeply involved** in each system a youth is (i.e. arrest/investigation stage or open child welfare case/committed youth)
 - **timing** of involvement (i.e. concurrent systems involvement or non-concurrent)



Why Focus on Crossover Youth?

An opportunity to address several different priorities/mandates of JJPAD and its subcommittees:

1. Reduce **racial/ethnic disparities** in the juvenile justice systems
2. Prevent **traumatized youth's** involvement in the juvenile justice system
3. Identify ways to **intervene earlier and more effectively** to reduce juvenile justice involvement

1. Reduce Racial & Ethnic Disparities

- Nationally and in Massachusetts, youth of color are overrepresented in both the child welfare and juvenile justice systems. Those disparities accumulate across decision points **within** and **across** systems.
- Crossover from the child welfare system is one likely driver of **racial and ethnic disparities** in the juvenile justice system.
- **To reduce RED in our juvenile justice system, we need to reduce crossover.**

1. Reduce Racial & Ethnic Disparities

Race	No DCF Involvement (%)	DCF Involvement (%)
Hispanic	50%	50%
Black or African American	31%	69%
White	63%	38%
Multiracial	44%	56%
Chooses not to self-identify	25%	75%
Asian	0%	100%
American Indian or Alaska Native	50%	50%

- Of the 247 new detentions between March 16, 2020 and October 9, 2020, 45% (n=112) had some level of current DCF involvement
- However, these rates were **significantly higher** for youth of color

*CRA or C&P; DCF Involvement not independently confirmed by DCF

2. Prevent traumatized youth's involvement in the juvenile justice system

Despite what we know about the relationship between trauma, child development and behavioral responses, **national research shows that crossover youth face harsher juvenile justice outcomes.**

In comparison with their peers, and controlling for offense type/level, they are:

- Less likely to receive probation as a first-time offender (especially true for Black youth)
- More likely to be placed in a group home or correctional setting
- More likely to be placed in detention

2. Prevent traumatized youth's involvement in the juvenile justice system

- National studies have shown that **recidivism rates for crossover youth are higher** than for youth who are only involved in the juvenile justice system.
- One study found that 66% of crossover youth had a jail stay in their young adulthood (18-22) compared to 50% of juvenile justice involved youth and 25% of child welfare youth.

3. Intervene Earlier & More Effectively

Research in other states shows that crossover youth typically:

- Enter JJ system at a younger age (~1 year younger)
- Have more complex needs (e.g. MH/BH issues, SUD, academic difficulties)

(As compared to youth in delinquency system with no child welfare involvement)

3. Intervene Earlier & More Effectively

Maltreatment/
Trauma



Unaddressed/unrecognized trauma can lead to a behavioral response at:

Home

Foster family

Congregate
care

School

Community



Behavior results in a response by the parent, community, schools, child welfare system, and/or juvenile justice system:

Community
(e.g. FRC
referral)

Behavioral
Health
Response

School
Discipline

Change in
Placement

CRA

Diversion

Arrest

Increasing intensity of system(s) involvement

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What Do We Know About Crossover Youth in MA?

- Data in MA is limited, but it's clear that a significant percentage of youth in the juvenile justice system have child welfare involvement.
 - Currently available data on youth at DYS with current "DCF Involvement"
 - Detention: 45% of detention admissions (Feb – Oct 2020)
 - Commitment: Consistently ~30% of committed youth
 - Of these, 50-60% CRA, 30-40% C&P, 10% Voluntary
- ** Data is based on report by youth or court officer – not independently confirmed with DCF ***
- 2014 (dissertation) study of data from 2000-2012 found that 72% of youth committed to DYS had prior or current involvement with DCF
 - We **do not know** what percentage of arrests, arraignments, youth on probation, etc. crossover youth represent

What Do We Know About Crossover Youth in MA?

2015 CfJJ *Missed Opportunities* study of youth with open DCF and DYS cases found that:

- Involvement with DCF typically began at young age (0-5)
- 58% experienced at least one home removal
- 36% had been subject to a CRA petition
- A large share experienced many placements (close to ¼ experienced 6-10 placements)
- RED: 60% crossover youth were Black or Latino, compared with 39% of overall DCF population

JJPAD Crossover Youth Project

- Numerous previous efforts in MA to address needs of this population, including:
 - CHINS to CRA reform in 2012
 - Hampden County Pilot Program (MDRT)
 - Crossover Youth Practice Model (DYS/DCF/Partners)
- Some successes → but challenges and gaps remain
- JJPAD membership and Subcommittee expertise allows for a systems-level approach

Proposed JJPAD Crossover Youth Project

Opportunity to do a state-level review of policies, practices, funding and service gaps, to include:

- **Data:** What do we have? What could we get? What do we need?
- **Qualitative Research:** System mapping, interviews and focus groups, review of current policies/practices, all with goal of refining understanding of problem and cultivating list of potential solutions
- **Promising Practice Identification:** What are other states/counties/cities doing that we could adapt? What is the research/evidence base for various practices?

How Do We Focus Our Efforts? By Age

- Research indicates a sharp shift in youth behavior ~ age 12
- This is also the point when system response to behavior begins to shift from child who needs help → potential public safety threat
- Washington study found crossover youth average first justice system contact at age 13

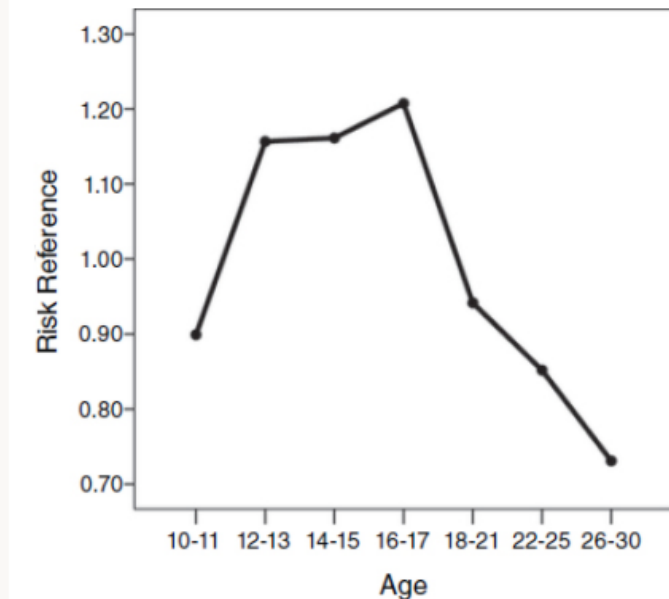
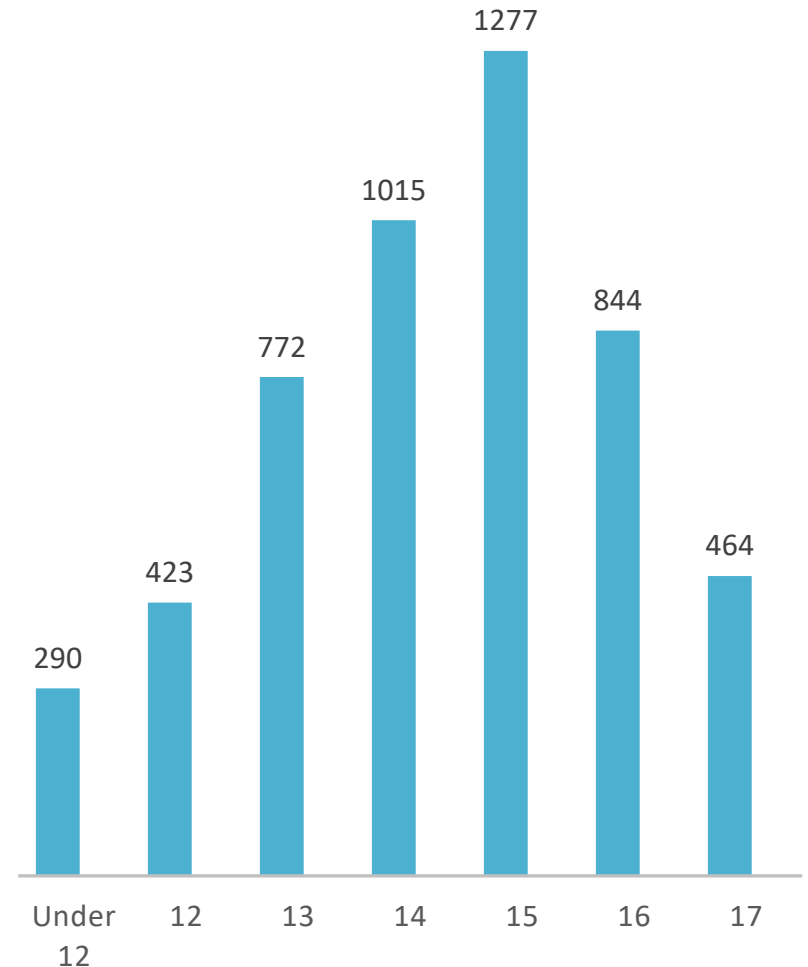


FIGURE 4-1 Age differences in preference for risky behaviors (e.g., unprotected sex, shoplifting, smoking).
SOURCE: Steinberg (2009).

By Age: Preteen to Early Adolescence CRAs (2019)

CRA Type	Number of CRAs	% of all CRAs	Mean Age
Stubborn Child	2,297	51.5%	15.3
Truant	1,438	32.2%	14.2
Habitual School Offender	407	9.1%	13.8
Runaway	319	7.1%	15.9



How Do We Focus Our Efforts? By Stage & Referral Point:

Maltreatment/
Trauma



Unaddressed/unrecognized trauma can lead to a behavioral response at:

Home

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family

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Results in a response by the parent, community, schools, child welfare system,
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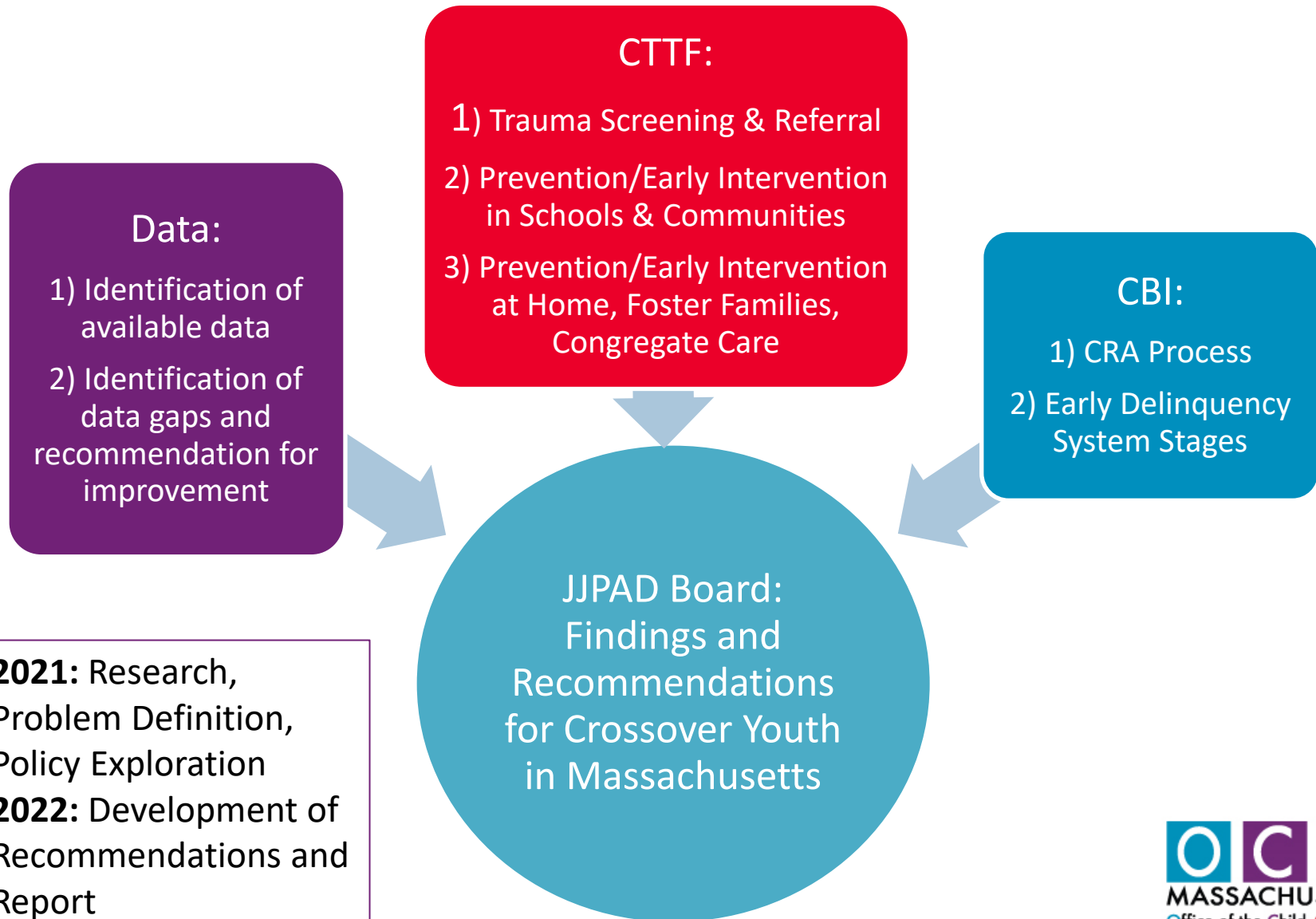
Arrest

Increasing intensity of system(s) involvement

Referral points

Possible Responses

Work Plan: Crossover Youth



2021 CBI Subcommittee: Work Plan

April

- Child Requiring Assistance (CRA) system overview

May

- CRA Referrals & Application Process
- Continuation on other projects TBD

June

- CRA Case Processing & Management Part I
- Continuation on other projects (TBD)

July

- CRA Case Processing & Management Part II
- Continuation on other projects (TBD)

August

No formal meeting

September-November 2021

- Youth & Family Focus Group results
- CRA Continued Topics TBD
- Continuation on other projects TBD

CRA Discussion Questions

- What are the questions we want to investigate?
- Who should we bring into the conversation? Who should we be interviewing?
- Are there specific services or policies we should be studying?
- What do you see as particular “pain points”?

Long Term Impacts of COVID-19 on the Juvenile Justice System

What changed throughout the course of the pandemic that benefited youth?

Remote Technology Interventions

- TeleHealth for outpatient services
- Virtual court hearings especially for non-evidentiary hearings
- Remote cross-agency meetings
- Reduce in-person court attendance for youth/families which was costly, timely, sometimes unsafe and can be extremely burdensome for youth/families

System Stakeholder Attitudes and Beliefs

- Increased openness to creative intervention strategies
- Increased openness and focus on race equity and social justice
- Consensus to avoid taking youth into custody

Reducing the Number of Youth in Custody

- Reducing detentions
- Reducing the number of youth in residential commitments & shift to community supervision
- Standards of confinement set after the SJC decision

Program Responses

- Increased use and expanded roles of therapeutic mentors
- More Than Words and Youth Options Unlimited created engaging virtual job programs

What changed throughout the course of the that may have negatively impacted youth? (pt.1)

Technology Challenges

- Access to reliable internet/Wi-Fi, access to technology with video capabilities
- Virtual platforms were more appropriate for older youth; younger children might not have had access without parent's help
- Delayed infrastructure start up on the agency's end
- Remote learning challenges

Isolation causing trauma and/or negative outcomes disproportionately felt among youth of color and under resourced communities

- The pandemic increased disparities and exacerbated gaps in resources for young people of color, and young POC who faced traumatic experiences
- Inequities with access to learning and resources
- Anxiety experienced due to uncertainty of the situation
- Stress experienced by detained and committed youth due to:
 - added isolation
 - fears and worries about their family's health and safety on the outside
 - lack of movement, recreation, ways to expend energy while locked up
 - fear of contracting/actually contracting COVID while in custody

What changed throughout the course of the that may have negatively impacted youth? (pt.2)

Lack of resources to address ongoing trauma & delays in programming:

- Mental & emotional health issues with young people and lack of resources to meet those needs
- Longer waits for DCF residential placements
- Lack of person to person supports, mentoring and job programs, and other positive programs during a stressful time
- Youth were not referred for services who should have been due to school closures
- Delays in services adjusting to a virtual platform or to the demands of the pandemic
- Reluctance to enter residential treatment for fear of contracting COVID
- Reduced availability of family support services (esp if not related to MH) → increase in stressed families & DCF involvement with families

Other

- Delays in court proceedings & the disconnect from the reality of having an open criminal case
- Overuse of home confinement and GPS restrictions

What are We Worried about Moving Forward? (pt. 1)

Long-term Impact on Educational Connections/Attainment

- Anticipated future dropout crisis or overage/under credited kids
- Long term impact of disruption in education
- Disconnect from educational institutions
- Providing services/supports for students with disabilities who experiences regression during the pandemic
- How to address chronic absenteeism through community based and school district supports? (51A's and CRA should not be the first option)
- Truancy uptick
- Upticks in CRAs, especially school related CRAs

MH/BH Challenges

- Depression, anxiety PTSD, social anxiety & self-esteem issues due to the pandemic, loved one's death due to COVID, and impacts of isolation
- Issues related to readjustment
- Increased anxiety, depression and PTSD experienced by youth and already vulnerable youth
- Significant trauma experienced due to added isolation in lock up and dealing with grief while inside
- Limited number/availability of culturally competent mental health professionals
- Continued gaps in access to services/treatment

What are We Worried about Moving Forward? (pt. 2)

Longer Term Impacts of Financial Insecurity During COVID

- Evictions and other housing instability
- Food insecurity, job insecurity, added financial burdens, challenges with reliance on public transportation

Longer Term Impacts on Relationships and Behaviors

- Impacts of loss of pro-social adult relationships
- Challenges with connections to peers

COVID-19 Discussion Questions

- What stop-gap/transition measures are needed as we transition to a “post-pandemic” world?
 - Ex: identification of youth who didn’t get referred for services due to COVID but should have been
- How do we triage given limited resources?
- What is needed to prepare for longer term impacts on JJ system?
 - Policies that need re/further examination?
 - Programs/services that need to be expanded?

Next Meeting Date

April 15, 2021
1:00pm-2:30pm
Virtual Meeting

*2021 CBI Subcommittee meetings are on the
3rd Thursday of the month 1:00pm-2:30pm until further notice.*

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