

Juvenile Justice Policy and Data Board

Data Subcommittee

Virtual Meeting
April 8, 2021
10:30am – 12:00pm

Agenda

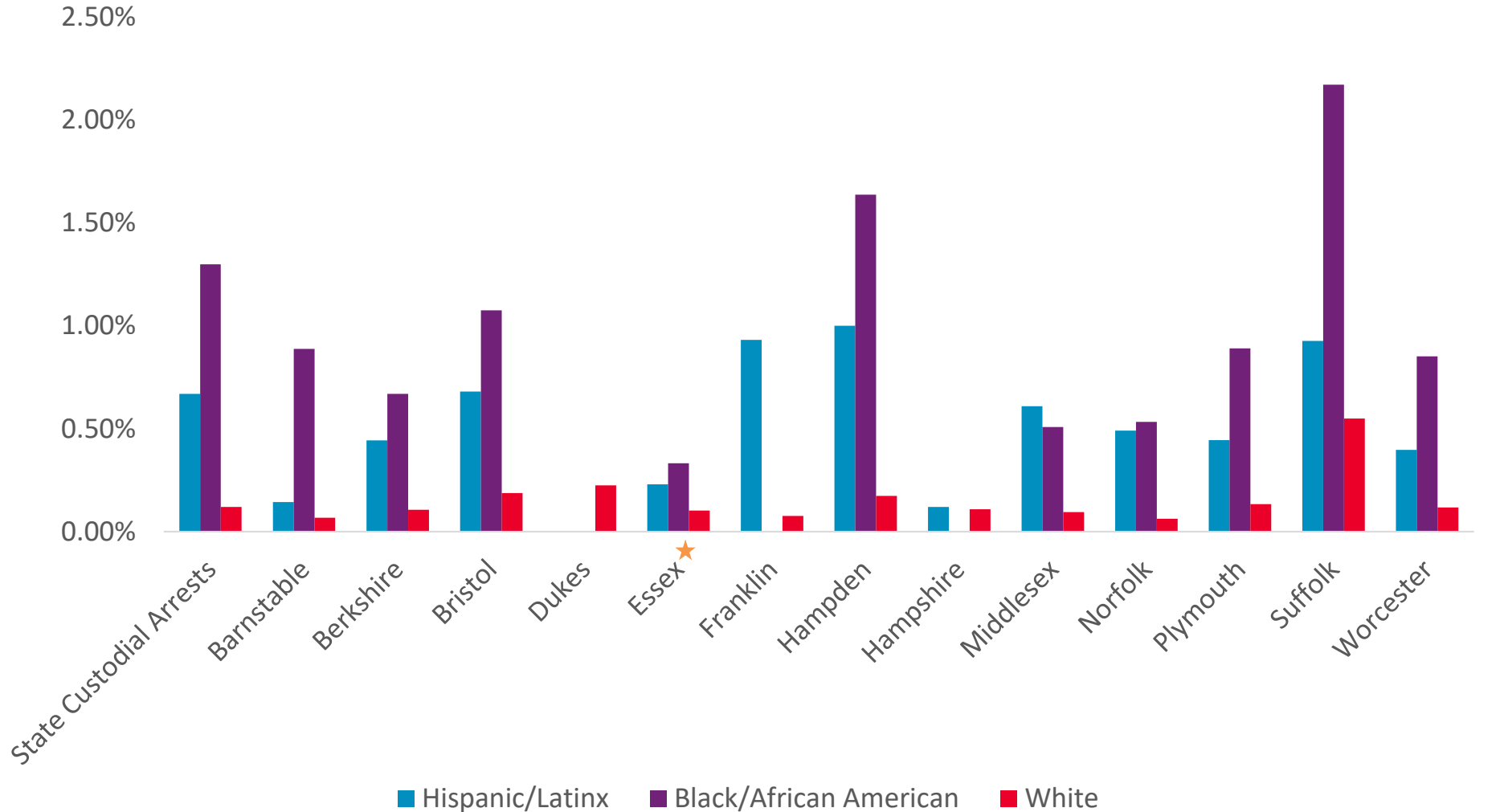
1. Welcome and Introductions
2. Approval of March meeting minutes
3. Follow-up on RED brief
4. Crossover Youth Foundation Setting & Data Availability

RED in Custodial Arrests: County Analysis

RED in Custodial Arrests: Major Takeaways

- Custodial arrest data indicates Black and Hispanic youth experience disparities in **almost every single county** in Massachusetts.
- This is true **no matter the measure used** to analyze the data and **adjusting for differences in county populations**.

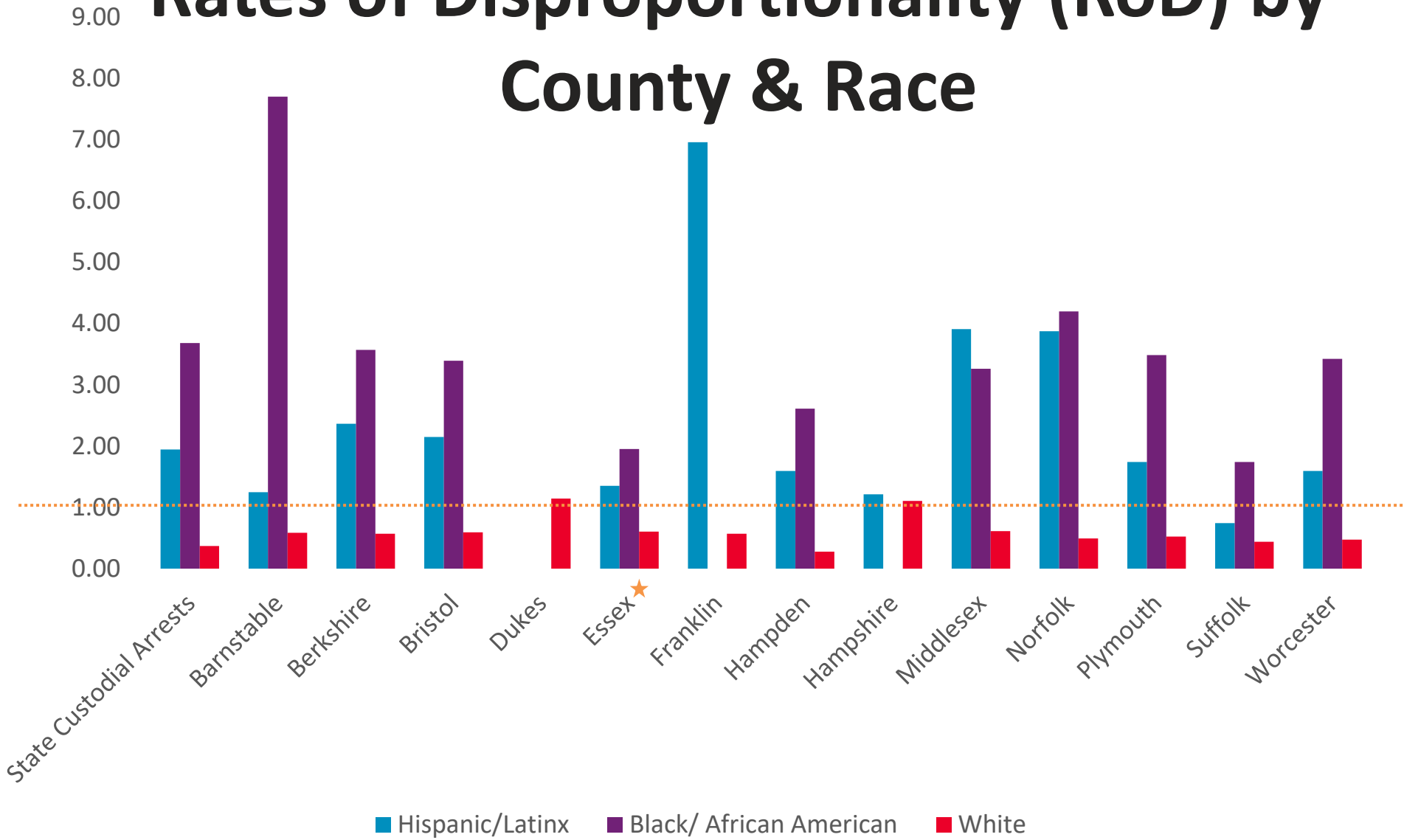
FY19 Custodial Arrests: Risk Rates by County & Race



DRAFT ANALYSIS

★ Lawrence data was unreported

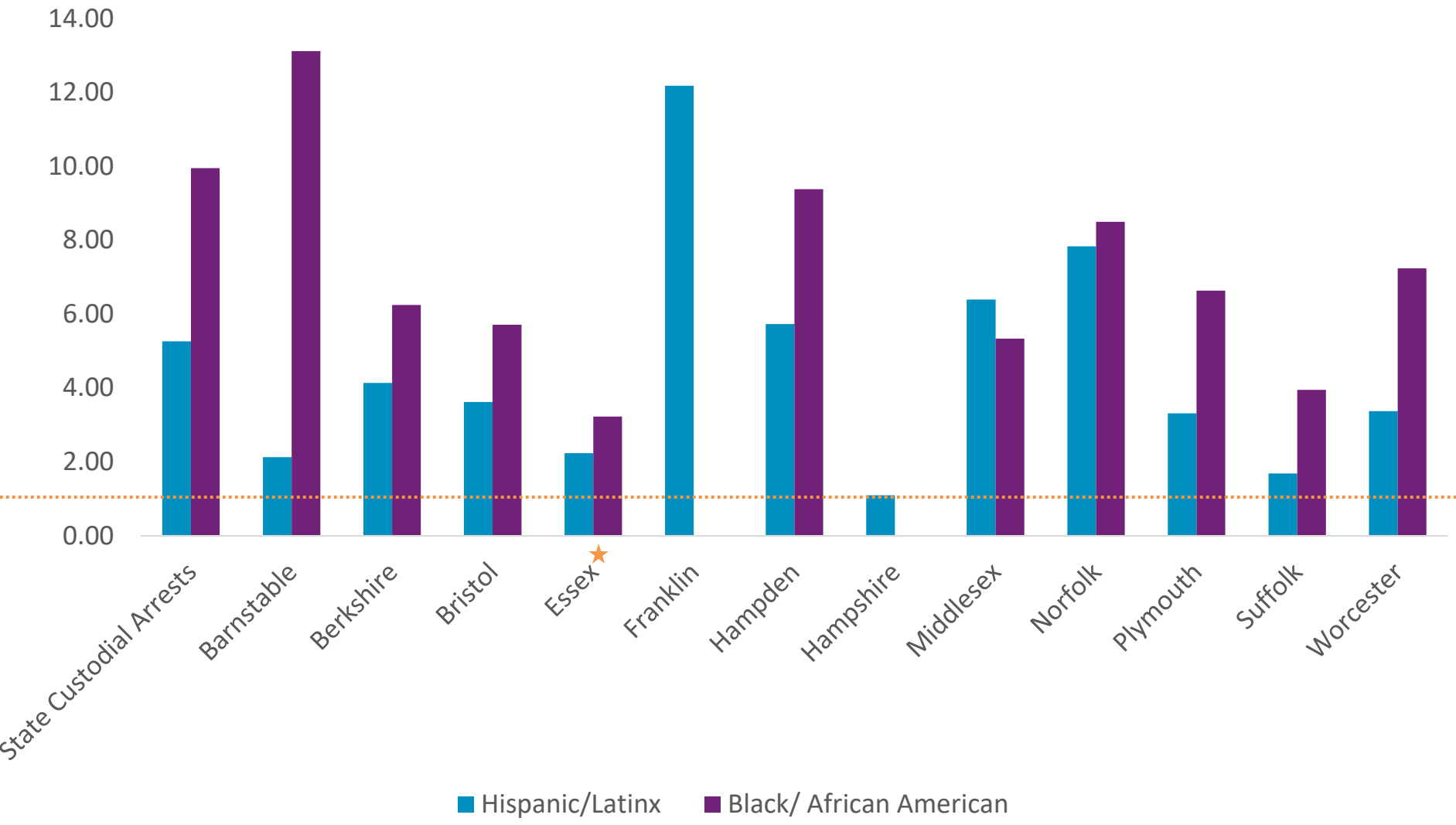
FY19 Custodial Arrests: Rates of Disproportionality (RoD) by County & Race



DRAFT ANALYSIS

★ Lawrence data was unreported

FY19 Custodial Arrests: Relative Rate Index (RRI) by County & Race



DRAFT ANALYSIS

★ Lawrence data was unreported

FY18-FY19 Custodial Arrests: Relative Rate of Reduction by County & Race

County	Hispanic/Latinx	Black/ African American
	RRR	RRR
State Custodial Arrests	-0.27	-0.42
Barnstable	-0.34	-0.01
Berkshire	0.12	0.00
Bristol	-0.43	-0.80
★ Essex	0.11	-0.29
Franklin	0.73	-3.08
Hampshire	-1.05	-0.12
Hampden	-0.77	-0.49
Middlesex	-0.05	-0.47
Norfolk	-0.34	-1.10
Plymouth	-0.22	0.08
Suffolk	0.08	-0.23
Worcester	-0.43	-0.70

RED in Custodial Arrests: Major Takeaways & Discussion

Measure of Disparity	Counties (Hispanic/Latinx population)	Counties (Black/AA population)
Static Measures worse than state (FY19): Risk Rates, Rates of Disproportionality, Relative Rate Index	<ul style="list-style-type: none"> • Berkshire (1) • Bristol (2) • Franklin (3) • Hampden (2) • Middlesex (2) • Norfolk (2) • Suffolk (1) 	<ul style="list-style-type: none"> • Barnstable (2) • Hampden (1) • Norfolk (1) • Suffolk (1)
Dynamic Measure (Disparities got worse between FY18-FY19): Relative Rate of Reduction	<ul style="list-style-type: none"> • Berkshire • Essex • Franklin • Suffolk 	<ul style="list-style-type: none"> • Berkshire • Plymouth

RED in Custodial Arrests: Remaining Questions & Discussion

What **policies** differ from PD to PD that could account for disparities?

What is driving greater RED
In custodial arrests in
selected counties?

What **else** can differ from PD to PD that can account for disparities?

What **practices** differ from PD to PD that can account for disparities?

RED in Custodial Arrests: Remaining Questions & Discussion

Quantitative: what other data do we need to look at? (gender, age offense type)

What else do we need to analyze to understand what is driving RED in custodial arrests?

What are we missing?

Qualitative Interviews: who do we need to speak with?

Qualitative Law/Policy Review: what laws, regulations, polices do we need to look at?

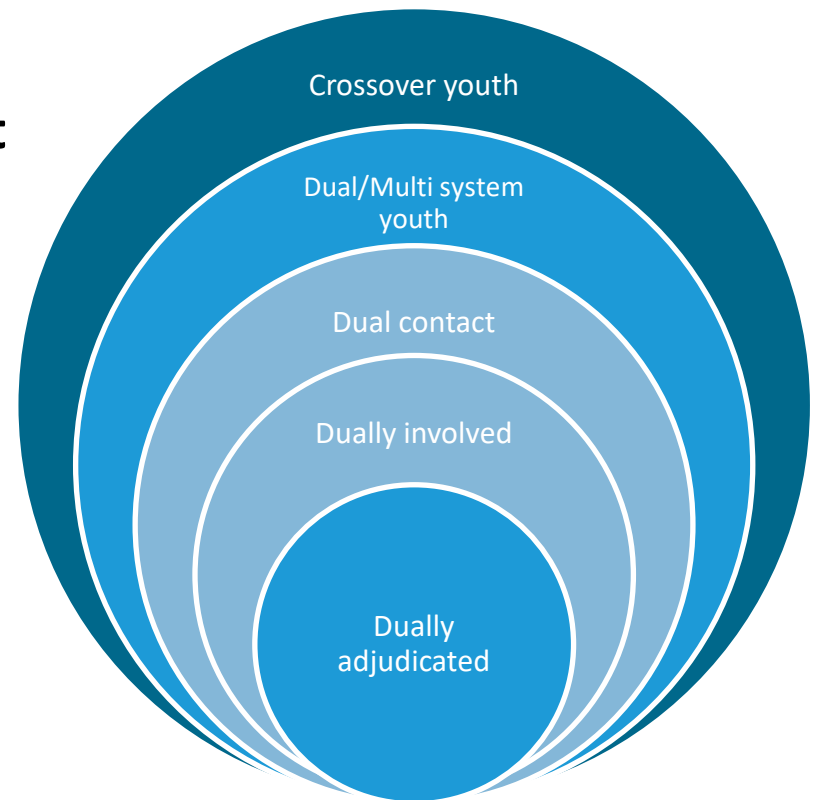
Crossover Youth

Crossover Youth Discussion

1. Who are crossover youth?
2. Why focus on crossover youth?
3. 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)



Key Facts from Research in Other States

- Crossover youth face **harsher juvenile justice outcomes** than peers, controlling for offense type/level:
 - 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
- **Recidivism rates** for crossover youth are higher than for youth who are only involved in the juvenile justice system.
- Crossover youth enter JJ system at a **younger age** (~1 year younger)
- Crossover youth have **more complex needs** (e.g. MH/BH issues, SUD, academic difficulties)

Why Focus on Crossover Youth?

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

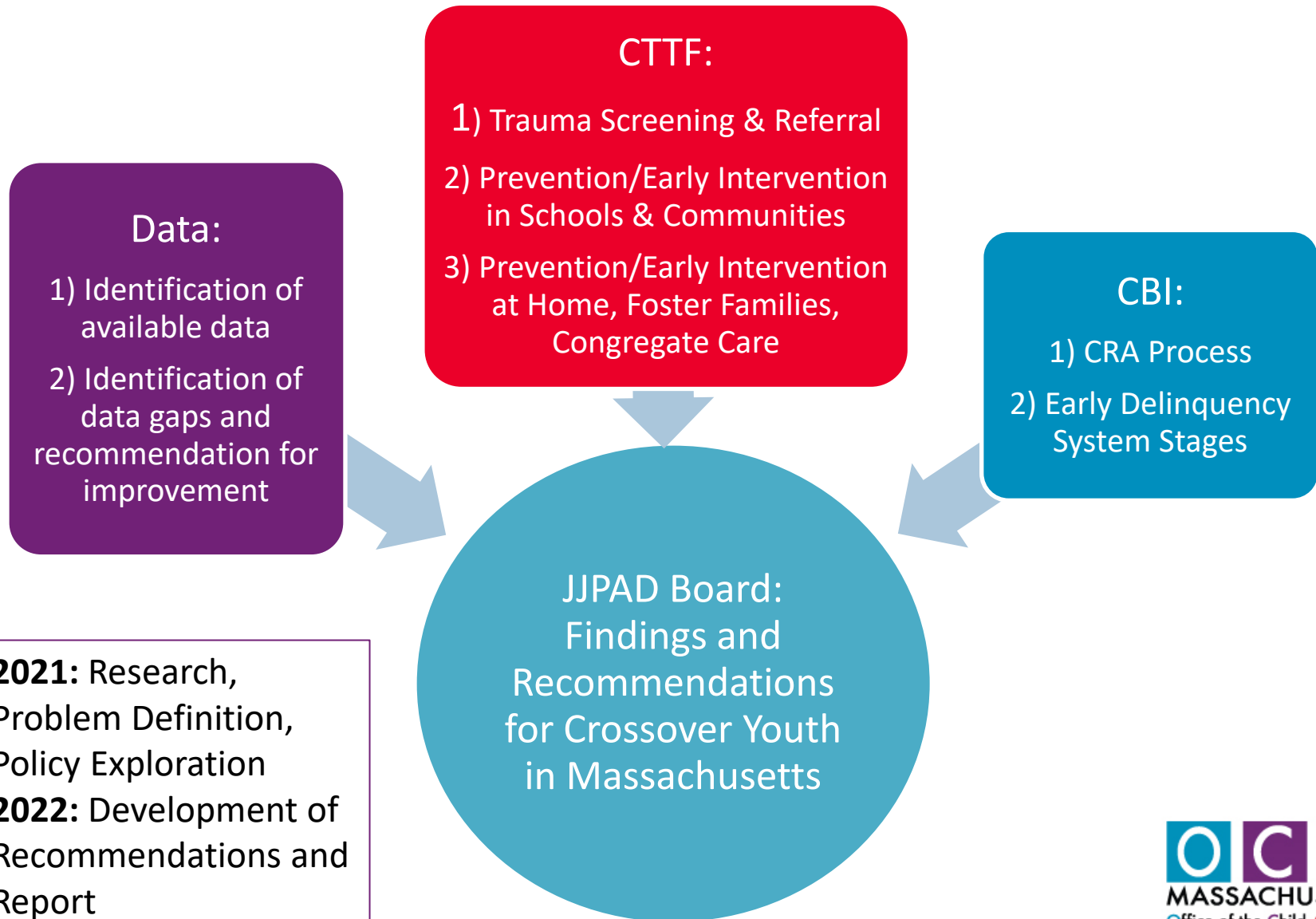
1. Reduce **racial/ethnic disparities** in the juvenile justice systems
2. Prevent **traumatized youth's** involvement in the juvenile justice system
3. Identify ways to **intervene earlier and more effectively** to reduce juvenile justice involvement

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?

Work Plan: Crossover Youth



Crossover Youth: Data Availability, Opportunities and Gaps

Crossover Youth: Data Availability

1. What have other jurisdictions done to study this population?
2. What research questions would we like to answer?
3. What data would we need to answer those questions?
4. What do we have? Where are the gaps?

Examples from published research in other jurisdictions:

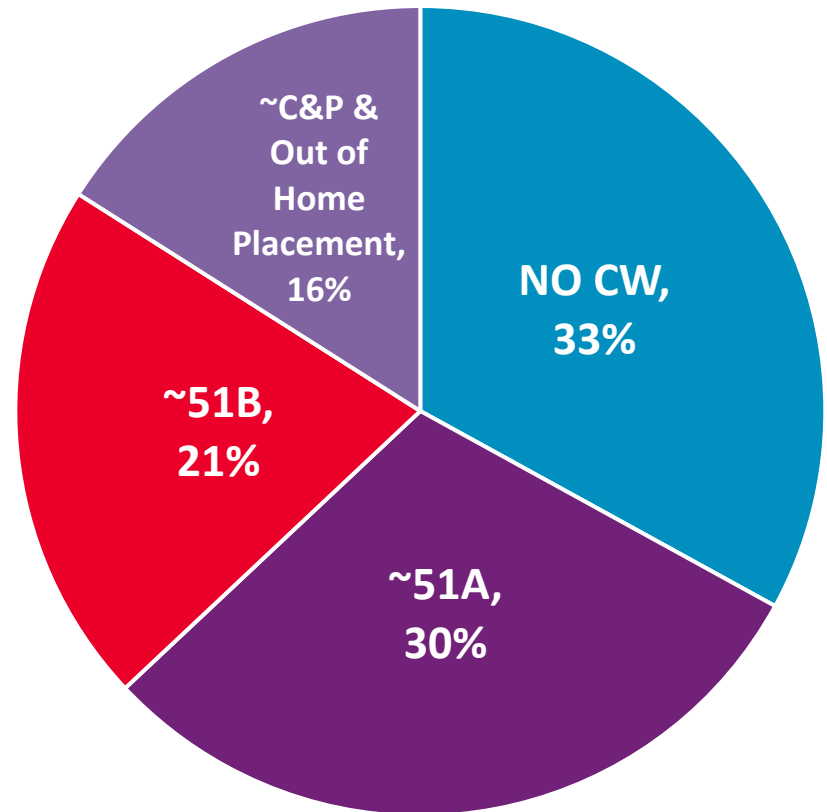
1. **King County, Washington (2011):** Study on frequencies of youth with CW involvement and applications for complaint by CW intensity
2. **Arizona (2004):** Administrative data analysis of dually involved youth (open court cases), case file reviews, and stakeholder interviews to understand the characteristics of dually involved youth and case practice concerns contributing to youth crossing over.
3. **Los Angeles, California (2007):** Study on relationship between CW system involvement and delinquency system outcomes
4. **Missouri (2011):** Studied relationship between crossover youth and violent offense court referrals

King County, Washington (2011)

- **Research Question(s):** What is the prevalence of dual-contact youth (youth with an application for complaint in 2006 and any history of CW involvement) in King County? What are the characteristics and outcomes of these youth?
- **Data Sources:**
 - Administrative data from the Juvenile Court, court case management system, and DCF
 - Washington State Center for Research (WSCCR) linked internal Juvenile court and case management data to identify initial study cohort
 - Washington State Department of Social and Health Services received names and identifying information to determine which children had child welfare involvement

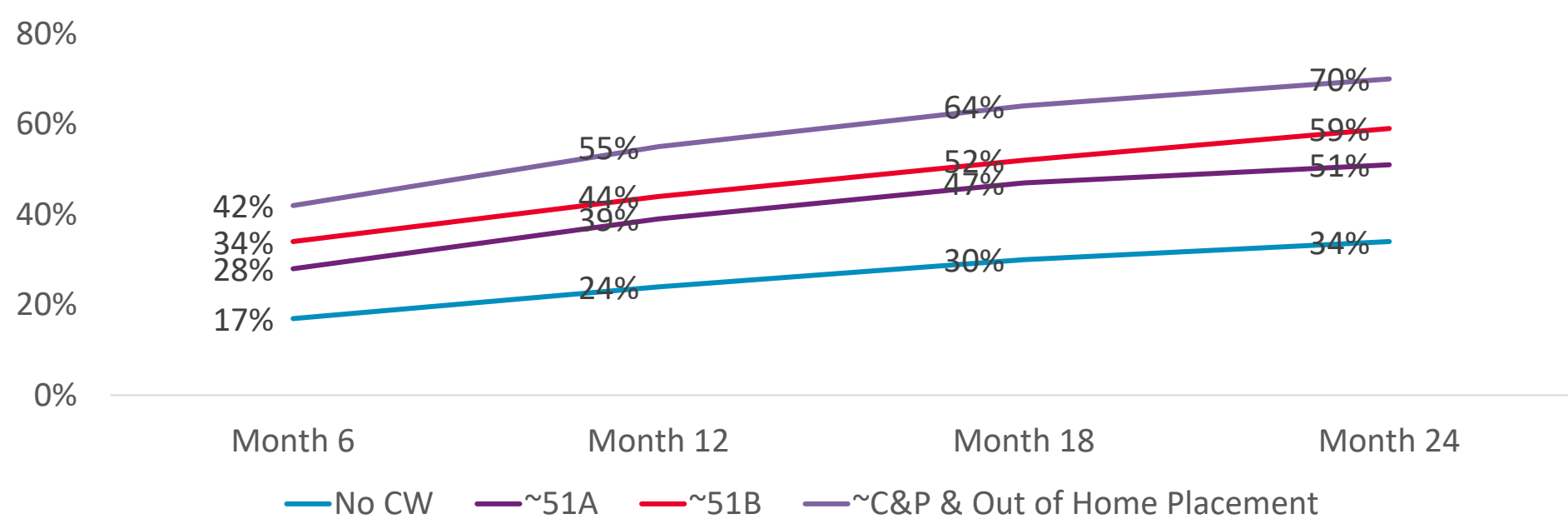
King County Findings: Prevalence & Disproportionality

- Over one-third of applications to the juvenile court involved youth with no Child Welfare involvement histories; two-thirds had CW history of some sort
- As CW case type history involvement increased in intensity, disproportionality for girls, Black youth and Native American youth increased for applications for complaint



King County Findings: JJ System Outcomes

Percent Recidivating within 2 Years of 2006 Referral by Extent of Children's CW System History



- Youth with CW involvement had higher rates of recidivism than youth without CW involvement, and rates were worse with intensity of CW involvement.
- Youth who had a C&P and/or were in out-of-home placements had higher rates of adjudication. This was true for both felony and misdemeanor cases.

King County Findings: Interaction Between CW & Delinquency History

- Most CRA Petitions were filed after the youth's first delinquency court referral.
- Compared to youth with no CW involvement, youth with CW histories:
 - were first referred to the delinquency system younger
 - referred on more charges
 - averaged more detention stays
 - on average, spent considerably more time in detention than juveniles with no history
- Most dual status youth in CW out of home placements had an AWOL status
- 42% of dual-status youth in CW out of home placements experienced more than 11 placement moves

Arizona (2004)

- **Research Question:** What are the characteristics of dually involved youth (youth with both active delinquency and C&P matters during 2002)? What are the barriers to effective court handling of dually involved cases? What recommendations can address those challenges?
- **Data Source:** Juvenile court's administrative system, data manually collected from court (Clerks, Probation and DCF liaison) & coded interviews with stakeholders
- **Findings:**
 - Most (73%) youth (14-17 years) with an active C&P had at least one application for delinquency complaint, 49% were ultimately placed on probation and 51% were at some point detained.
 - The most frequent concerns of dually involved youth & their families included: parental substance abuse (78%), domestic violence (70%), and housing/financial problems (61%).
 - Interviewees emphasized that more formal cross training among the three key agencies would help minimize traditional clashes over who will fund placement or treatment and who takes the lead in managing a dual system case.

Los Angeles (2007)

- **Research Question:** What is the relationship between child welfare status and two judicial outcomes: case dismissal and probation?
- **Data Source:** Administrative records from DCF and Probation in LA county were matched using probabilistic matching techniques; then propensity score analytic procedures were used to compare Child Welfare with Non-Child Welfare youth while controlling for many background covariates.
- **Findings:**
 - Delinquency case originating in child welfare are less likely to receive probation, controlling for a wide range of factors including age, gender, race and type of offense.
 - The Child Welfare system is a significant source of overrepresentation for African American youth in juvenile justice.

Missouri (2011)

- **Research Question:** How do youth in the delinquency system, with a maltreatment history differ from other youth in the delinquency system in their risk factors? And to what extent are these risk factors associated with violent offenses?
- **Data Source:** Missouri judicial data system, risk assessment results (using interviews with youth/parents)
- **Findings:** Dual status youth have more severe risk factors than delinquent youth who do not have a history of maltreatment. Maltreatment history increased the odds of an assault history among youth with applications for delinquency complaints.

Crossover Youth: Research Questions

- How many crossover youth are there in MA?
- What are their demographics?
- How do the needs of these youth differ from other youth in justice system?
- How does the intensity/type of CW involvement differ for these youth compared to other youth in CW system?
- How do the JJ system outcomes for crossover youth differ from other youth in justice system?

“Crossover” Could Be...

- Care & Protection + Delinquency
- CRA + Delinquency
- C&P + Open Probation Delinq.
- CRA + Open Probation Delinq.
- Open DCF Case + Open DYS
- Recent DCF Case + Open DYS
- Ever DCF Case + Open DYS

And how does all this differ by subgroups?

What data do we have?

How Many Crossover Youth Are There In MA?

Category	Past MA Research	Can Get?
C&P + Arrest	Never studied	No
CRA + Arrest	Never studied	No
C&P + Delinquency	Never studied	Unclear (not easily)
CRA + Delinquency	Never studied	Unclear (not easily)
C&P + Open Probation Delinq	Never studied	Unclear (not easily)
CRA + Open Probation Delinq	Never studied	Unclear (not easily)
Open DCF + Open DYS	Yes	Yes
Recent DCF + Open DYS	Yes	Yes
Ever DCF + Open DYS	Yes	Yes

What Are the Demographics? (DCF + DYS Only)

Category	Can Get?
Race/Ethnicity	Yes
Gender	Yes
SOGI	Yes, if captured
Age	Yes
Age at First DCF Contact	Yes
Age at recent DYS involvement	Yes

How Do Needs Differ? (DCF + DYS Only)

Category	Can Get?
DCF Family Action Plan (permanency goal)	Yes
Education: District, grade, school attendance, MCAS, School Discipline	Yes
Education: IEP,504	Yes
# of missing/absent during DCF	Yes
# of hospitalizations during DCF	Yes
Existence of: Mental behavioral health concerns, MH/BH medications, substance abuse, domestic violence, medical issues, housing needs	Yes
Victim of human trafficking	Yes
Victim of sexual exploitation	Yes
Teen parent	Yes
Gang involvement (DCF)	Yes
Assaultive behavior in cong care	Not in structured data
Assessment Scores	???

How Does Intensity/Type of CW Involvement Differ? (DCF + DYS Only)

Category	Can Get?
DCF case type (i.e. CRA, Permanent, Temporary)	Yes
DCF custody status (i.e. court ordered, emergency removal, voluntary)	Yes
Prior DCF case history	Yes
Prior DCF case type	Data quality challenges
# of DCF placements	Yes
DCF Placement type before/after DYS detention	Yes
DCF placement end reason	Yes
# of home removal episodes	Yes
DCF length of involvement	Yes

How Do JJ System Outcomes Differ? (DCF + DYS Only)

Category	Can Get?
Recidivism	Yes*
DYS Detention → Commitment	Yes
Detention Stay: Bail Status, Amount & Stipulations, LOS, MSO Charge & Severity, Placement type, Risk/Need score	Yes
Commitments: Placement type, MSO Charge, Severity, Risk/Need score	Yes

What are long term solutions to data gaps?

Administrative Data Linkage and Analysis: How Jurisdictions Have Solved Data Issues to Identify Crossover Youth

- University of Michigan's [Child and Adolescent Data Lab](#) collects and analyzes administrative data across state agencies to help inform policy and practice.
- Have worked with numerous states –Michigan, Illinois, Pennsylvania, Washington, California, Indiana, and Louisiana – on a variety of child welfare administrative data linking and analysis projects.
- In Michigan, they worked with their DCF, Juvenile Court, Michigan State Police, their DYS, and their DESE to link data on child welfare and delinquency proceedings, child welfare investigations and open cases, juvenile arrests, and educational records to look at dual-system involvement and other life outcomes for youth.

Administrative Data Linkage and Analysis: How It Can Work (Ex. from UMichigan)

- Through **data sharing agreements**, they receive **row-level data** from each agency, and then **match** individuals across data sets using **probabilistic** techniques and **create a combined dataset** for analysis (removing identifiable information and re-assigning youth with unique identifiers to ensure anonymity).
- The process is in accordance with federal information sharing laws, which allows data sharing for research purposes with proper safeguards.
- As a result, they can compare similarly-situated youth and determine characteristics of youth with multi-system involvement in order to better serve those higher, more vulnerable groups of youth

Next Steps

- Work with DCF and DYS on data request for currently available data on dually-involved youth
- Fuller accounting of crossover youth availability, gaps, and suggestions for longer-term solutions to be developed for 2021 Data Availability Report

2021 Data Subcommittee: Work Plan

May

- COVID-19: Impact on the Data
- 2019 Data Availability Report Updates
- Continuation on other projects TBD

June

- *FY21 Data Requests go out*
- Continuation on other projects TBD

July

- Continuation on other projects TBD

August

No meeting– time to work on FY21 Data Requests

September-November 2021

- FY21 Data Section of Annual Report
- Research brief(s) finalized
- Continuation on other projects TBD

Next Meeting Date

May 13, 2021
10:30am-12:00pm
Virtual Meeting

*2021 Data Subcommittee meetings are the 2nd Thursday of the month
10:30am-12pm until further notice.*

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