



Justice Center

THE COUNCIL OF STATE GOVERNMENTS

PRESENTATION TO KENTUCKY INTERIM JOINT COMMITTEE ON JUDICIARY

July 18, 2024

Nina Salomon



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.



We explicitly focus 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 50 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 nearest 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.



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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 program of the CSC Justice Center

MacArthur Foundation

BIA

Office of Juvenile Justice and Delinquency Prevention

Transforming Juvenile Justice Systems

to Improve Public Safety and Youth Outcomes

MAY 2018

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

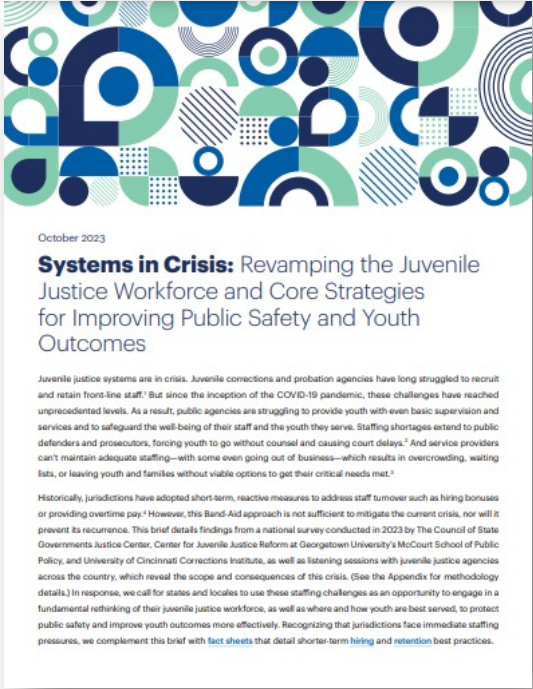
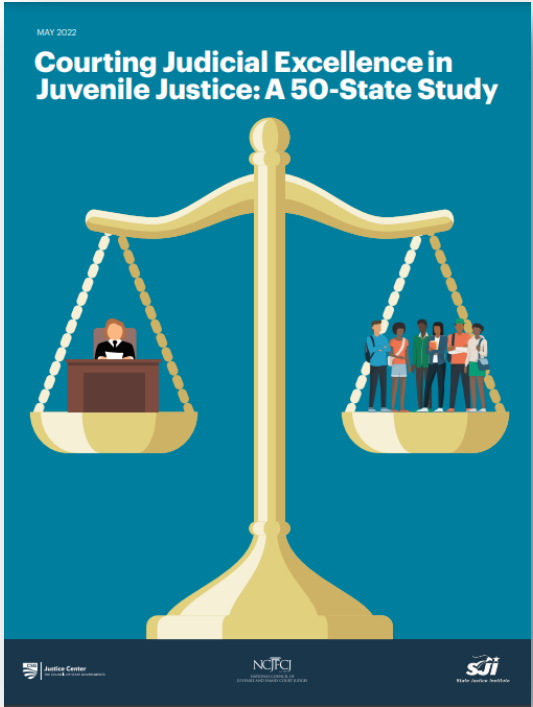
Michael Umpliere, Deputy Director
Juvenile Justice System Improvement and Communications
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Shay Bilchik, Director
Center for Juvenile Justice Reform, Georgetown University

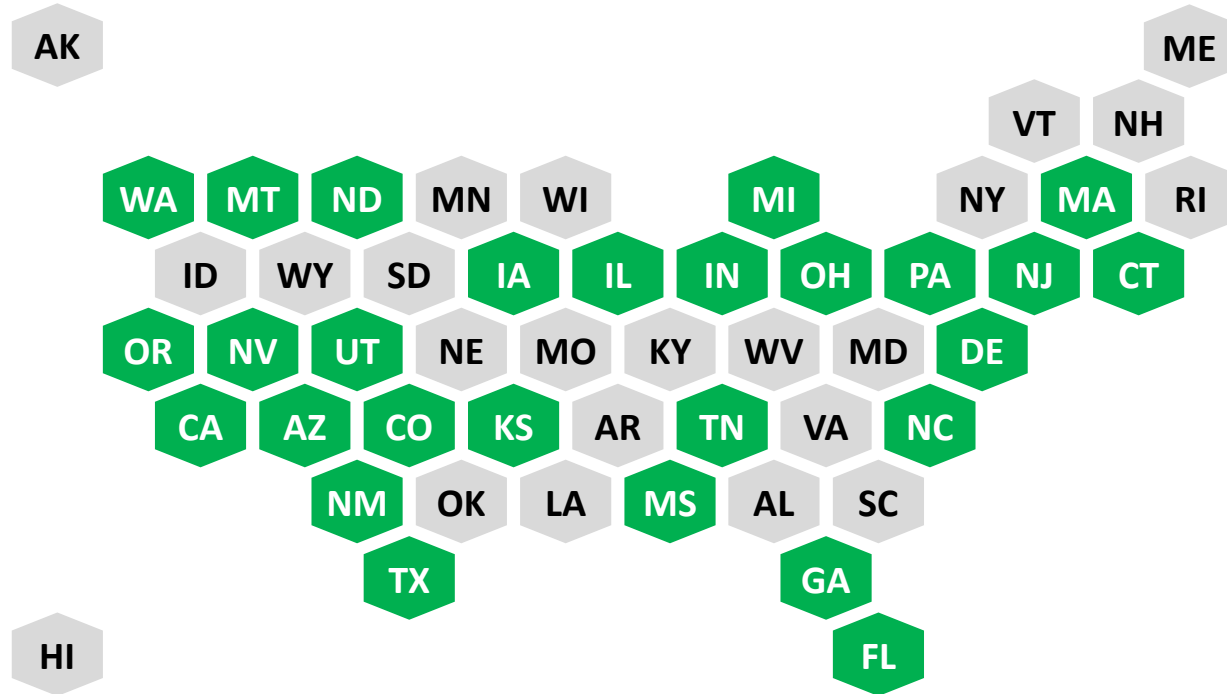


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And our work responds to emerging issues and challenges in the field with research, best practices, and innovations.




We've worked with an array of states and counties to facilitate improvements to their youth justice system.



Key Challenges and Opportunities Facing Youth Justice and Adolescent Service Systems Across the Country

The number of youth arrested, referred to court, detained and incarcerated declined significantly from 2000-2022.

~70%



The offenses committed by youth in the system have changed far less drastically both over time and at each successive decision point.

Proportion of All Youth at Each Decision Point whose Most Serious Offense was a Non-Person Delinquent Offense in 2021/2022 vs. 2005

Arrest 70% (83%)	Court Referrals 63% (74%)	Court Petitions 62% (66%)	Adjudication 63% (67%)	Probation 62% (74%)	Detention 56% (66%)	Placement 62% (73%)
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Youth arrests for violent offenses overall remain historically low. However, post-pandemic, youth arrests for homicide and weapons—and resulting youth victimization—surged.

Overall youth arrests for violent offenses declined 54 percent from 2000 to 2022.

In 2022, youth arrests for aggravated assault, rape, and robbery remained near or at historical lows compared to almost any time in the last 25 years.

In contrast, in 2022, over 1,200 youth were arrested for homicide, a 52 percent increase from 2019 prior to the pandemic and more than at any time in the last 25 years. Arrests for weapons also increased by 44 percent from 2019 to 2022.

In 2022, more children and adolescents died due to firearms than any other single cause of death, two-thirds of which were from gun assaults.

In 2022, in half of all cases in which a young person under 18 committed a violent crime, the victim was also under 18.

The rate of firearm homicide deaths among youth aged 15–19 was 27 times higher for Black youth than White youth.



States are facing increasing challenges in promoting adolescent wellbeing.



Rise in adolescent loneliness, anxiety, depression, suicidal ideation, and in some locales, serious substance use, increasing the need for appropriate/effective services.



Staff hiring and retention crisis that has impacted every aspect of agency operations and performance, including supervision, services, fidelity, and modernization.



Residential and community-based service provider staffing/capacity crisis, exposing and deepening limited provider capacity and service infrastructure in most locales.

National survey reveals significant staffing challenges and a lack of a clear strategy to address these issues.



More than 85% cite moderate/severe challenges in hiring facility line staff.



Approximately 90% reported moderate/severe challenges retaining facility line staff.



55% reported challenges are more severe than anytime in the past 5 or 10 years.



Less than 10% agree that there is a clear state-wide strategy for addressing the challenges.

The service provider staffing crisis exposes and deepens the limited service capacity and coordination that exists in most locales.

More than 85% of agencies reported severe/moderate staffing challenges with service providers.

More than 80% reported staffing challenges have a moderate/severe impact on service availability.

Recent data reveals an increase in adolescent mental health challenges, highlighting significant need for community-based services.



29% of high school students reported that “Their Mental Health Was Most Of The Time Or Always Not Good.”



55% reported experiencing emotional abuse by a parent or adult in the home and almost 12% reported physical abuse.

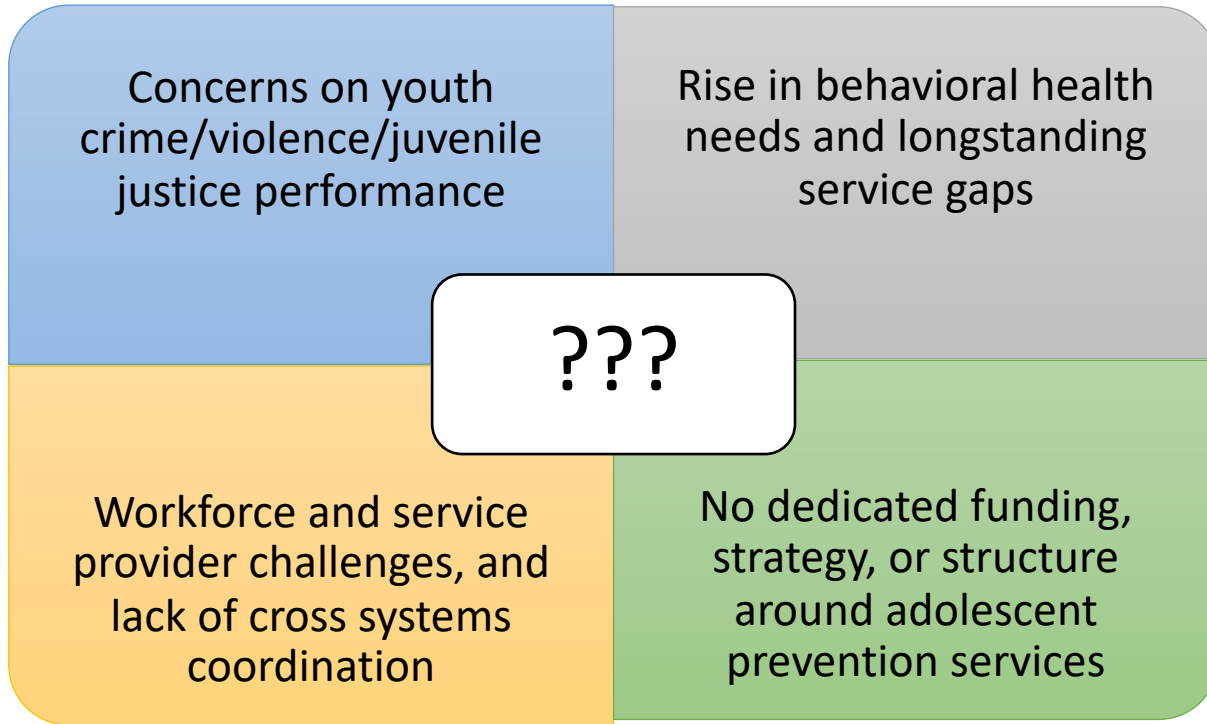


42% of all students and over 55% of females reported feeling “sad or hopeless” in the past year, compared to 29% in 2009.



20% “ever saw someone get physically attacked, beaten, stabbed, or shot in their neighborhood, including almost 30% of Black students.

Many states are struggling to address these issues in comprehensive, integrated, and research-based ways.



Some states have started to adopt innovative approaches to address the current challenges.



Governor Kelly Expands Mental Health Initiative to Kansas' Juvenile Justice System

Nov 8, 2023

Governor Kelly Expands Mental Health Initiative to Kansas' Juvenile Justice System

~*Kansas is the First State in the Country to Implement the Stepping Up Initiative in the Juvenile Justice System*~

TOPEKA – Governor Laura Kelly announced today the launch of The Council of State Government's (CSG) Justice Center's **Stepping Up Initiative** in Kansas' juvenile justice system to reduce the over-incarceration of Kansans with mental illness and substance abuse

TUESDAY, MARCH 14, 2023

Governor Cooper Signs Executive Order Establishing State Office of Violence Prevention

Office will coordinate with state and local leaders to reduce violence and increase public safety

Today, Governor Roy Cooper announced the creation of a statewide Office of Violence Prevention that will be located in the North Carolina Department of Public Safety.

Governor Moore Signs Executive Order Establishing the Governor's Office for Children and Governor's Office of Crime Prevention and Policy

Published: 1/18/2024

ANNAPOLIS, MD — Governor Wes Moore today signed two executive orders reaffirming the Moore-Miller administration's commitment to fighting child poverty and public safety throughout Maryland. The executive orders establish the [Governor's Office for Children](#) and the [Governor's Office of Crime Prevention and Policy](#).

"Now is the time for us to say in one voice that we refuse to accept childhood poverty and that we refuse to accept cycles of crime for certain children in certain neighborhoods as a fact of life in the State of Maryland," said Gov. Moore. "We are going to confront both of these challenges together and this is what these executive orders are all about. We are going to eradicate child poverty, we are going to break cycles of crime in our communities, and we are going to do it together. That is the legacy all of us will leave."



Governor Newsom Unveils New Plan to Transform Kids' Mental Health

Published: Aug 18, 2022

In significant overhaul of state's mental health system, Governor's plan increases access to mental health services for all Californians ages 0-25

Master Plan for Kids' Mental Health invests \$4.7 billion to reimagine mental health and substance use services, adds 40,000 new mental health workers

FRESNO – With kids across California headed back to school, Governor Gavin Newsom today unveiled [California's Master Plan for Kids' Mental Health](#) to ensure all California kids, parents and communities have increased access to mental health and substance use services.

Nationally, kids are reporting symptoms of depression and anxiety at record rates and are considering or attempting suicide at historic levels. Here in California, about one-third of 7th and 9th graders and half of 11th graders experienced chronic sadness

Lt. Governor Gilchrist Signs Bipartisan Bills Reforming Michigan's Juvenile Justice System

Aug 12, 2023

IMMEDIATE RELEASE

Aug 12, 2023

press@michigan.gov

Author:

Execut
Commu
press@

Lt. Governor Gilchrist Signs Bipartisan Bills Reforming Michigan's Juvenile Justice System

Implements recommendations of Michigan Task Force on Juvenile Justice Reform

LANSING, Mich.—Today, Lieutenant Governor Garlin Gilchrist signed first of its kind, bipartisan legislation transforming Michigan's juvenile justice system and investing in diversion and re-entry services to better position Michigan's youth for successful adulthood.



States in Action....

Early Intervention Systems

- Florida established a statewide system of services, including assessments, case management and respite, that is managed by the [Florida Network of Youth and Family Services](#), a community-based provider.
- Utah established a statewide “early intervention” approach to serving youth and families in need of services which is overseen by the Utah Department of Juvenile Justice and Youth Services but sits outside of the formal juvenile justice system.

Youth Mobile Crisis

- [Connecticut](#): Trained mental health clinicians are deployed to homes, schools and community locations to provide in-person crisis stabilization services and linkage to ongoing care for children.
- [Nevada](#): Rural Mobile Crisis Response allows children to be served in an appropriate crisis response setting instead of utilizing juvenile detention centers or hospitals.

Assessment Centers & Crisis Stabilization Units

- [Oklahoma](#): Provides acute care services and connection to long-term care for youth in crisis.
- [Colorado](#): Statewide funding structure that requires assessments and performance metrics.

School-based Diversion

- [Wisconsin](#): Implemented a statewide mental health framework to promote prevention and mental health supports throughout the school system to meet children’s behavioral health needs without the presence of law enforcement.
- [Massachusetts](#): The School Mental Health Consortium provides comprehensive mental health services, supports, and responses to students.

Develop a broader violence prevention and intervention plan based on research and best practices.

Policymakers should develop civil citation, school-based diversion, restorative practices, and other pathways to services for youth who commit low-level offenses in lieu of arrest and court involvement to focus limited resources on youth with higher risks.

For higher-risk youth, ample research shows that intensive, community-based cognitive behavioral and family therapy, mental health and substance use treatment, and wraparound case management are cost-effective ways to improve public safety and youth outcomes.

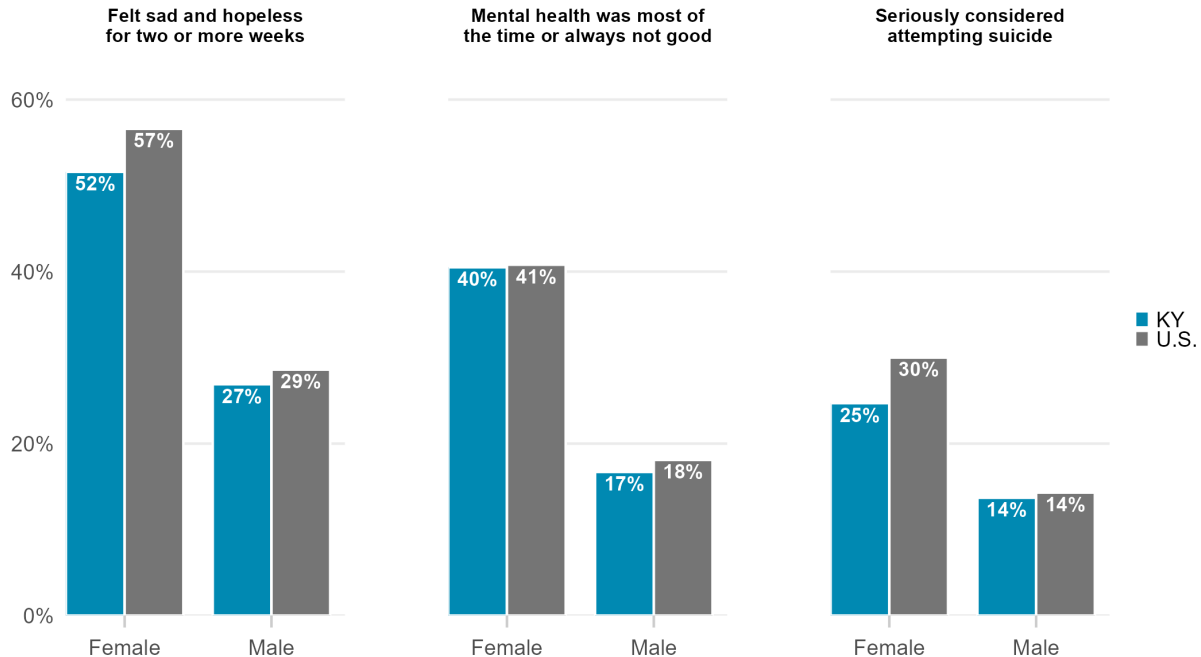
Jurisdictions should seek to adopt and scale these interventions as part of a broader violence prevention and intervention strategy that includes focused deterrence policing, credible messengers and mentoring, grassroots violence interrupter models such as Operation Ceasefire and Cure Violence, hospital-based violence interventions, and trauma recovery centers for victims.



Kentucky's Youth Justice System

Behavioral health needs are a significant driver of juvenile justice involvement and have been increasing nationally and in Kentucky.

Proportion of high school students who reported mental health challenges, 2021



CDC Youth Risk Behavior Surveillance System, 2021, <https://yrbs-explorer.services.cdc.gov>



Students in Kentucky and nationally report experiencing trauma that, if unaddressed, can also lead to justice system involvement.

9 percent

of Kentucky HS students reported “not going to school at least once in the last month because they felt unsafe at school or on their way to or from school.”

23 percent

of Kentucky HS students reported ever “seeing someone get physically attacked, beaten, stabbed, or shot in their neighborhood.”

9 percent

of Kentucky HS students reported “experiencing sexual violence at least once in the last year.” (2019)

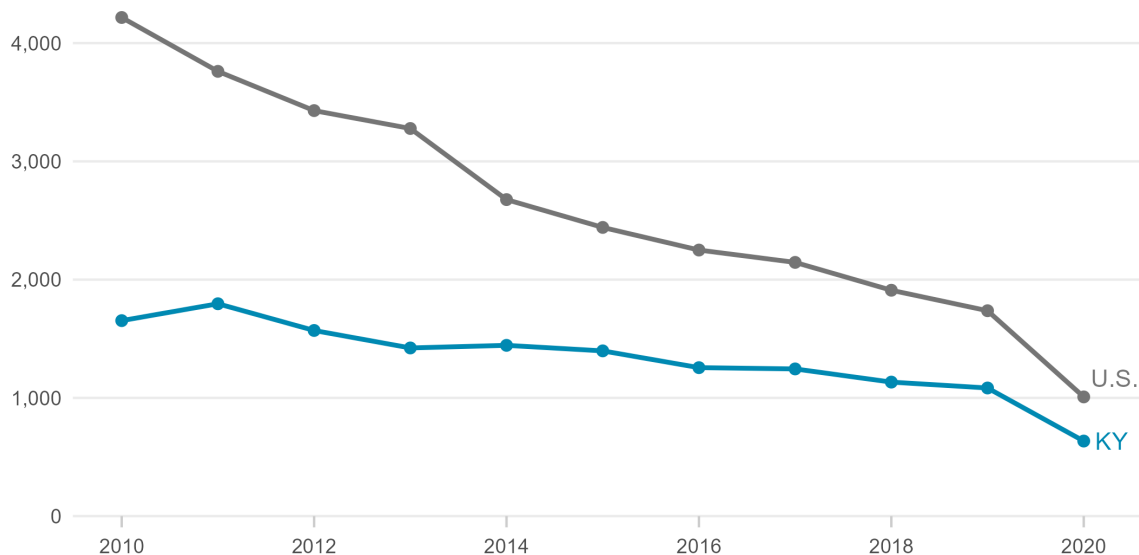
CDC Youth Risk Behavior Surveillance System, 2021, <https://yrbs-explorer.services.cdc.gov>



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The youth arrest rate in Kentucky in 2020 was 62 percent lower than the arrest rate in 2010.

Youth arrests per 100k residents



In 2020 in Kentucky, 2,966 juveniles were arrested, a rate of 635 per 100,000 youth.

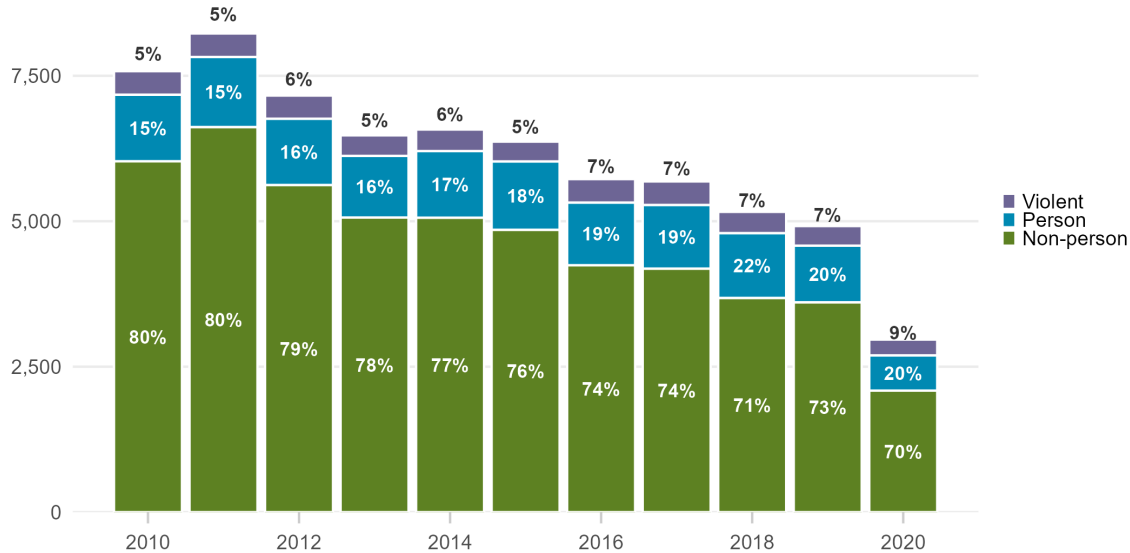
The Kentucky arrest rate in 2020 was 37 percent lower than the national average of 1,008 arrests per 100,000.

FBI Uniform Crime Reporting Program Summary Reporting System; Arrests by Age, Sex, and Race data set. Aggregated to the state-level from Jacob Kaplan's Concatenated Files; <https://doi.org/10.3886/E102263V15>



In 2020, 70 percent of youth arrests in Kentucky were for non-person offenses.

Youth arrests per 100k residents by category, Kentucky



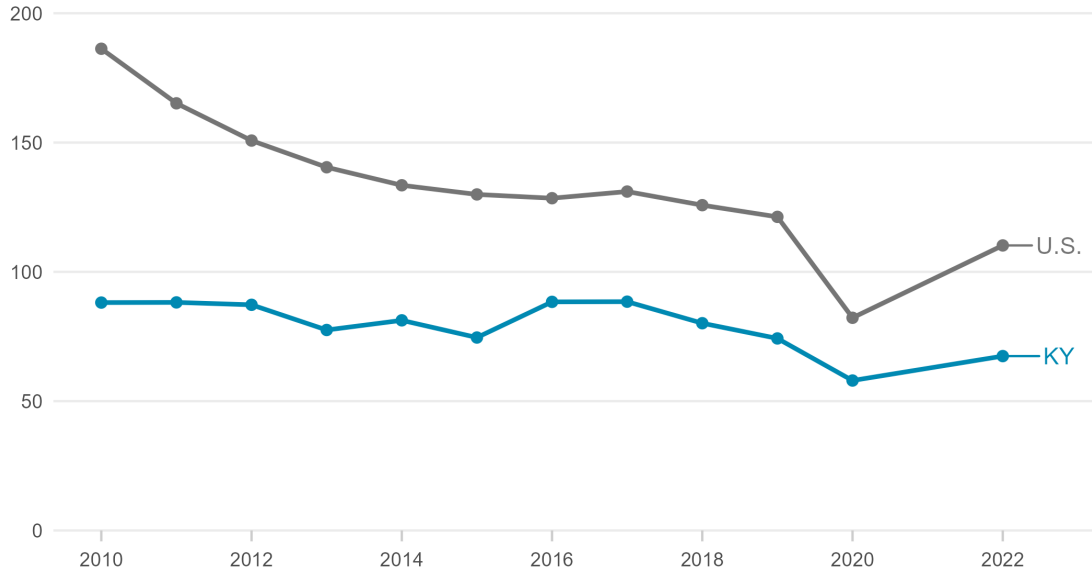
In 2020, nationally, 74% of all youth arrests were for non-person offense.

FBI Uniform Crime Reporting Program Summary Reporting System; Arrests by Age, Sex, and Race data set. Aggregated to the state-level from Jacob Kaplan's Concatenated Files; <https://doi.org/10.3886/E102263V15>



The youth arrest rate for violent crimes in Kentucky in 2022 was 23 percent lower than the arrest rate in 2010.

Youth arrests for violent index crimes per 100k residents



In 2022 in Kentucky, 313 youth were arrested for violent index crimes, a rate of 67 per 100,000 youth.

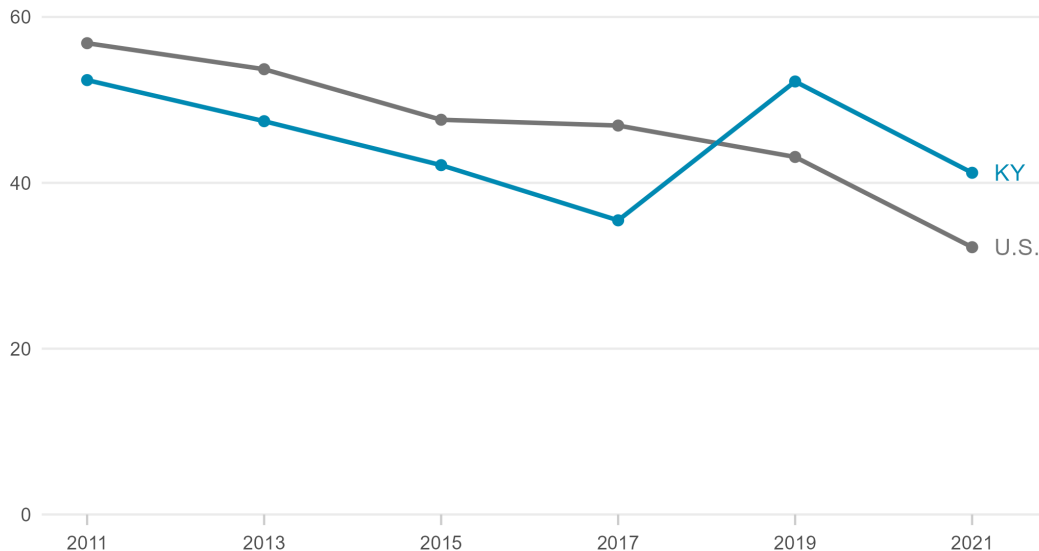
The Kentucky violent index arrest rate in 2022 was 39 percent lower than the national average of 110 arrests per 100,000.

FBI Uniform Crime Reporting Program Summary Reporting System; Arrests by Age, Sex, and Race data set. Aggregated to the state-level from Jacob Kaplan's Concatenated Files; <https://doi.org/10.3886/E102263V15> FBI National Incident Based Reporting System Estimation Files. Indicator Table 5a



In Kentucky in 2021, the youth pre-adjudication detention rate was 41 per 100k.

Youth detained pre-adjudication per 100k residents



The detention rate in 2021 was 21 percent lower than in 2011.

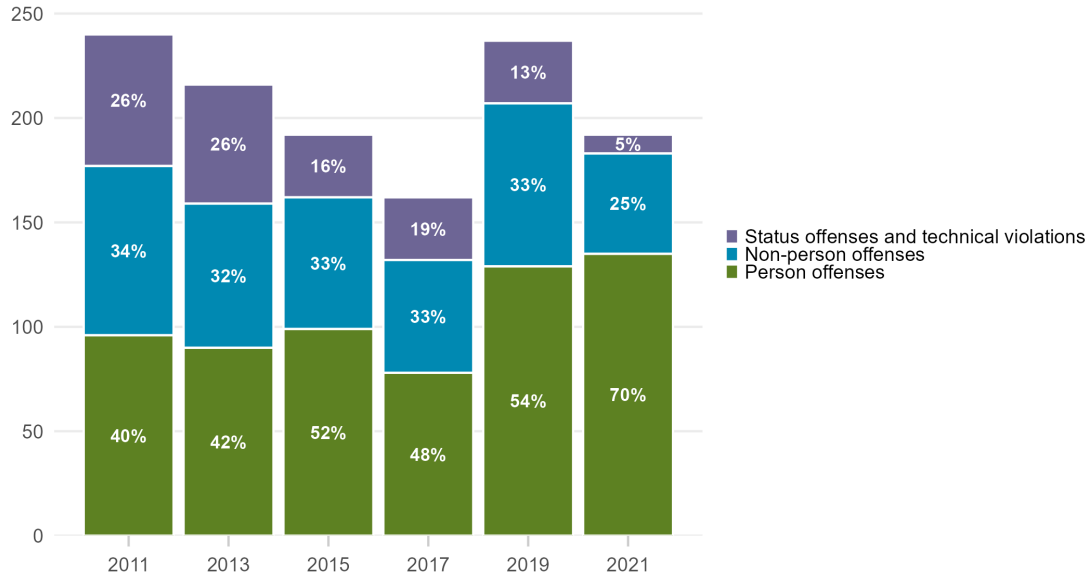
The Kentucky pre-adjudication detention rate was 28 percent higher than national pre-adjudication detention rate in 2021.

Census of Juveniles in Residential Placement, 2011-2021, <https://www.ojjdp.gov/ojstatbb/ezacjrp/>



In Kentucky in 2021, 30 percent of youth detained pre-adjudication were held for status, non-person offenses or technical violations.

Number of youth detained pre-adjudication by offense type, Kentucky



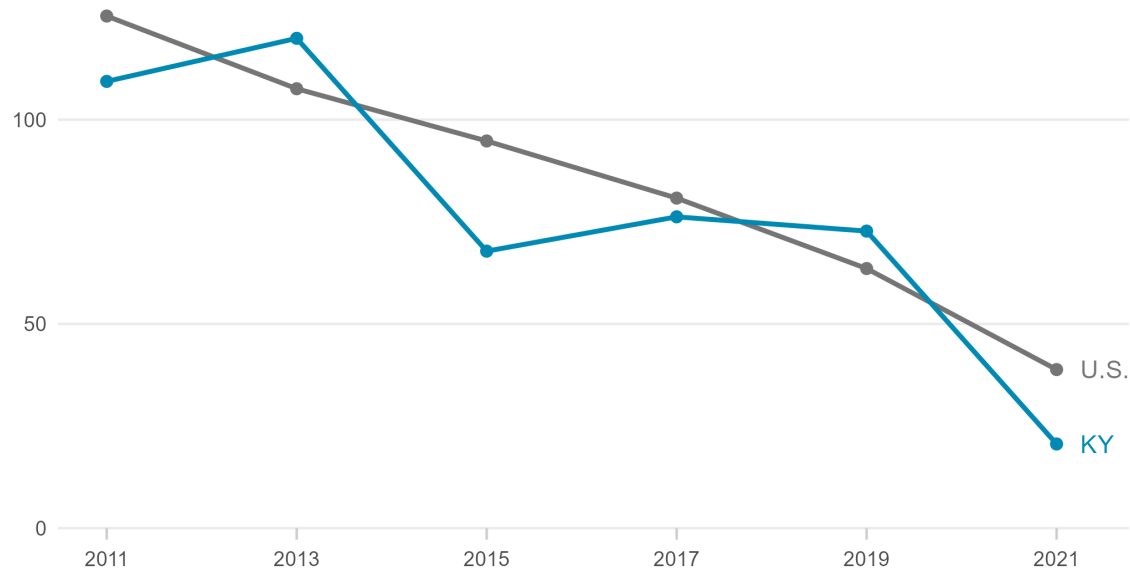
Census of Juveniles in Residential Placement, 2011-2021, <https://www.ojjdp.gov/ojstatbb/ezacrjpr/>

In the United States in 2021, 49 percent of youth detained pre-adjudication were detained due to status, non-person offenses or technical violations.



In Kentucky in 2021, the youth commitment rate was 21 per 100k.

Youth committed to residential facilities per 100k residents



The commitment rate in 2021 was 81 percent lower than in 2011.

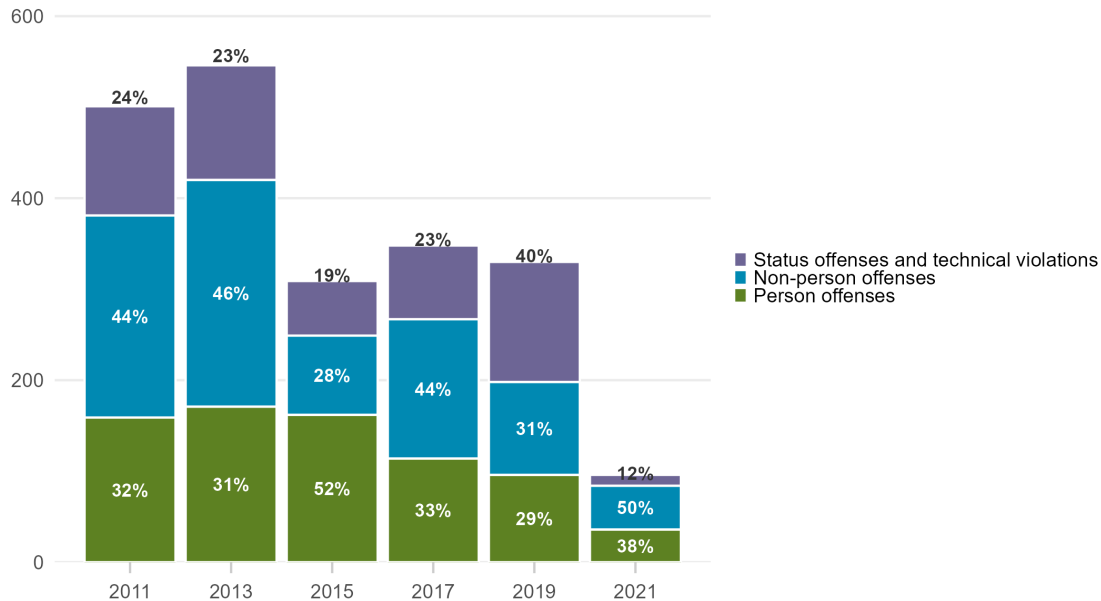
The Kentucky commitment rate was 47 percent lower than the national commitment rate in 2021.

Census of Juveniles in Residential Placement, 2011-2021, <https://www.ojjdp.gov/ojstatbb/ezacjrp/>



In Kentucky in 2021, 62 percent of committed youth were placed due to status, non-person offenses or technical violations.

Number of youth committed post-adjudication by offense type, Kentucky



In the United States in 2021, 54 percent of committed youth were placed due to status, non-person offenses or technical violations.

Census of Juveniles in Residential Placement, 2011-2021, <https://www.ojdp.gov/ojstatbb/ezacjrp/>

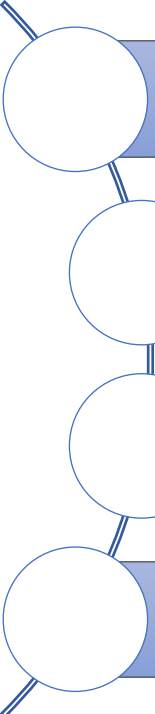


In 2019, the CSG Justice Center assessed DJJ facilities through the National Reentry Resource Center.

- Key findings included:
 - DJJ lacks the necessary information on youth's needs to match youth with the most appropriate level/type of supervision and services from case inception.
 - DJJ has a framework for providing evidence-based services in its facilities, but these efforts are not consistently applied and lack quality assurance.
 - DJJ has not established a formal continuum of services to support youth's successful reentry or time spent on community supervision.
 - DJJ lacks a robust approach to ensure supervision and services are based on a developmentally appropriate approach.



Key Questions for Consideration



What are the greatest challenges to improving public safety and youth outcomes in Kentucky, and what are shared priorities for statewide system and service improvement?

Are youth receiving the right level, type, and quality of supervision and services based on their risk and needs?

How can Kentucky improve community-based adolescent services to prevent youth from becoming involved in the youth justice system and better meet their needs?

How can youth-family service systems, providers, and communities work better together to address common challenges (e.g. staffing, youth violence, service capacity, funding coordination, etc.)?

Additional Resources and Supports for States

Recently Released Tools and Insights for Improving Youth Justice and Outcomes

Navigating Concerns on Youth Crime, Violence, and Justice: What Does the Data Say?

- Explore the most recent national data trends on youth mental health, arrests, violence, court cases, incarceration, and disparities. This project provides the data and insights policymakers and system leaders need to shape effective strategies.
- Save your spot for the accompanying webinar on 7/29

Support or Court: How States Respond to Youth Who Commit Noncriminal Offenses and Children Who Break the Law

- This report focuses on youth who commit status offenses and children who break the law (minimum age of juvenile court jurisdiction), shares findings from a 50-state scan, and provides key takeaways and a call to action for more effective, community-based responses.

From First Offense to Future Arrests: The Impact of Probation on Youth

- This study by The Pew Charitable Trusts, based on data provided by the Texas Juvenile Justice Department and analyzed by researchers at the CSG Justice Center and Pew, shows that diverting youth from probation could improve juvenile justice system efficiency and public safety outcomes.



Supporting States Through 1-Day Site Visits

Share information on national research, data trends, and research-based innovations/best practices in youth justice, violence, and adolescent service delivery.

Identify shared perceptions of system strengths, gaps, and opportunities to improve public safety and youth outcomes through listening sessions.

Share takeaways with state leaders and identify priorities and next steps for short- and long-term policy, practice, and resource allocation improvement.





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