

The Missouri Department of Public Safety, Office of the Director
Missouri Comprehensive Three-Year Plan
Fiscal Years –2024-2026

34 USC § 11133 (a) (1-6)

(1-2) By Missouri Executive Order 81-9, the Missouri Department of Public Safety (DPS) is the designated state agency responsible for administering the Title II funding made available by OJJDP and the Juvenile Justice and Delinquency Prevention Act, including supervision, preparation and administration of this plan. (3A) Our State Advisory Group (SAG), named the Juvenile Justice Advisory Group (JJAG), includes members meeting the requirements in 34 USC § 11133 (a)(3). (See the attached JJAG Roster for additional information.) We do not currently have a locally elected official as they did not seek re-election. A request was submitted to the Governor for a replacement. We have also requested additional youth members to grow our advisory group; however, we currently meet the youth requirement. (3B) The JJAG actively participates in the Comprehensive Strategic 3-Year planning process. The DPS staff prepares a draft and presents it to the JJAG for final review. Members provide feedback and make recommendations for final submission. (3C) Members of the JJAG, due to their expertise, also review applications for funding and provide input. Missouri affirms that that the JJAG was afforded an opportunity to review and comment, not later than 45 days after submission to the advisory group, on all juvenile justice and delinquency prevention grant applications submitted to the State agency designated under paragraph (1).; (3D)(i) Missouri affirms that the SAG advises the State agency designated under paragraph (1) and its supervisory board. Advice is sought from the SAG regarding compliance matters and the overall implementation of Title II Formula grant in Missouri. (3D) (ii) The JJAG assists and advises DPS staff in obtaining, reviewing, and analyzing data; and provide a review of content, including compliance recommendations, for the biennial Report to the Governor. A copy of the FY2022 report is attached. (3D) (iii) The JJAG affirms that contact and regular input is sought from

juveniles currently under the jurisdiction of the Juvenile Justice system. (3E) (i) Missouri affirms the SAG may advise on State supervisory and local criminal justice advisory board compositions. (3E) (ii) Missouri affirms the SAG reviews progress and accomplishments of projects funded under the State plan. This occurs during the quarterly meetings. Quarterly meetings are at times held on-site at a sub-grantee to see the accomplishments in person. Selected sub-grantees have also provided an overall project review during the quarterly meetings. (4) The JJAG values collaborative relationships with government agencies, local private agencies, and other stakeholders with a vested interest in developing, enhancing, and maintaining Missouri's juvenile justice efforts. Activities include participation in inter-agency meetings to share information, identify opportunities to enhance juvenile justice work, explore innovative ideas to prevent duplication of services, and leverage funds among parties. Nothing in the plan requirements, or any regulations promulgated to carry out such requirements, shall be construed to prohibit or impede the state from making grants to, or entering into contracts with, local private agencies or the advisory group. (5) Missouri provides that at least 66 and 2/3 per centum of funds received by the State under section 222 reduced by the percentage (if any) specified by the State under the authority of paragraph (25) and excluding funds made available to the State advisory group under section 222(d), shall be expended A. through programs of units of local government or combinations thereof, to the extent such programs are consistent with the State plan; B. through programs of local private agencies, to the extent such programs are consistent with the State plan, except that direct funding of any local private agency by a State shall be permitted only if such agency requests such funding after it has applied for and been denied funding by any unit of local government or combination thereof. Regarding C, Missouri does not currently have any recognized Indian Tribes. (6) Missouri provides for an equitable distribution of the assistance received under section 222 (34 U.S.C § 11132) within the State, including in rural areas. It is a priority of Missouri's JJAG to ensure rural communities, as

these are generally underserved areas of the state, receive an equitable share of Title II formula grant funding. The needs of rural areas, albeit different, are no more or less important than urban areas and vice versa.

34 USC § 11133 (a)(7)(A)

PROPOSAL NARRATIVE

Description of the Issue

Analysis of juvenile delinquency problems (youth crime) and needs:

The JJ Protections Unit, the JJAG, and DPS administration work closely with the Department of Social Services (DSS), the Division of Youth Services (DYS), the Office of State Court Administrator (OSCA), the Department of Mental Health (DMH), the Department of Elementary and Secondary Education (DESE), the Missouri Juvenile Justice Association (MJJA), law enforcement, local juvenile detention facilities, local nonprofit organizations, and other state and local agencies to address the needs of the juvenile justice system in Missouri. The JJAG relies heavily on input from these agencies in developing a three-year plan for JJDP funds in Missouri.

In 2009, the State of Missouri began overhauling its juvenile justice system. The juvenile detention population was high, gender specific services were largely non-existent, youth under supervision were being committed to DYS at a high rate, disproportionate minority contact (now Racial and Ethnic Disparities or R/ED) was startlingly high, and program implementation seemed more based on anecdotal evidence than on actual data.

A note on data, Missouri has considerable data available through the Missouri Juvenile Information System¹ (MOJIS). Referrals to the juvenile court, whether from law enforcement, social services, schools, parents, or other agencies, are tracked in MOJIS. Collecting data in this

¹ It is important to note that the data from this system shows separately disposed court referrals, not individual children. Also, Missouri does not collect data regarding offenses specifically committed by gangs in either the juvenile or the adult system.

way allows for accurate recording and statistical analysis of a juvenile's process through the State's court system². Where the state fell short was using and sharing that data between agencies. To that end, stakeholders, including OSCA, MJJA, DYS, local juvenile offices, and mental health professionals, formed partnerships to share data. This has allowed us to track successes and identify further needs at both the state and local levels. The Office of State Courts Administrator also publishes an annual report based on this data. These reports can be found [here](#).

The state's initial focus was alternatives to detention, delinquency prevention, gender specific services, and reducing the disproportional number of minority youth contacting the JJ system. With the assistance of the Annie E. Casey Foundation, Missouri implemented the Juvenile Detention Alternative Initiative (JDAI) as part of our Detention Alternatives strategy. Title II funds were used to support local programs for Delinquency Prevention, the establishment of local R/ED coalitions, the collection and statistical analysis of R/ED data, and the implementation of gender specific services across the state. Program areas supported by Title II funds resulted in long-term successes for most of the system areas we sought to improve. Referral rates, juvenile detention rates, and DYS commitments (among other metrics) have, overall, trended downward since 2012. However, we have seen an upward trend in some crime rates, particularly violent crimes. It has also been noted that juvenile female referrals have increased despite a reduction in the juvenile female population and any reductions have been at a lesser rate than male juveniles. Factors for some of the increases include Missouri raising the age of juvenile court jurisdiction and, we expect, exiting Covid-19. (See Appendix A: Data Source Information.)

Moving forward, and due to past successes, the State will continue to fund the existing program areas to include the following:

² Please note that every juvenile office in Missouri handles both child abuse/neglect and delinquency matters. Juvenile Officers have full access to a youth's history when making treatment decisions.

- **Priority 1: Monitoring for Compliance with the core requirements and providing training and technical assistance on the core requirements to secure facilities. Program Area (W)**

- Upholding the rights of our youth is paramount. To ensure continued compliance with the JJDP Act, as amended, Compliance Monitoring must be included as a purpose area within our plan.
- For additional information about Missouri’s Plan for Compliance, see Missouri’s Compliance Monitoring Manual submitted via the Compliance Monitoring tool.

- **Priority 2: Racial and Ethnic Disparities** pursuant to 34 U.S.C. § 11133(a)(15)

- Missouri continues its efforts to ensure Missouri youth are treated fairly by increasing knowledge of R/ED by law enforcement, juvenile offices, court personnel, school administrators, and communities. This is done through evidence-based, best practice strategies and policies to eliminate racial and ethnic disparities within Missouri’s juvenile justice system.
- In October 2009, the Missouri DPS and the JJAG began a statewide DMC (now R/ED) initiative. A full-time statewide R/ED Coordinator and a part-time Data Analyst were hired. The individuals in these positions continue to work collaboratively with the DPS, and the JJAG to identify and work to reduce disparities.
- In addition, we continue to utilize credible messengers to educate jurisdictions through technical assistance and lunch and learn sessions.
- We will continue to combat R/ED where the data shows disparities.
- For more detailed information, see Missouri’s Plan to reduce Racial and Ethnic Disparities submitted via the Compliance Monitoring tool and at StopRed.org.

- **Priority 3: The promotion and development of programs that address the unique needs of girls in or at risk of entering the juvenile justice system, including pregnant girls, young**

mothers, survivors of commercial sexual exploitation or domestic child sex trafficking, girls with disabilities, and girls of color, including girls who are members of an Indian Tribe. Program Area (V)

- The DPS and the JJAG will continue offering Title II funding for gender specific services. Gender specific treatment is a mainstream practice. While the number of female youths in the state has declined according to population estimates, within the juvenile justice field the number of referrals did increase in 2021 and 2022. As such, there is still a need to grow services necessary to successfully treat and support female juveniles, particularly trafficking survivors, pregnant youth, and non-binary and transgender youth. It is critical for the state continue to provide funding in this area to further Missouri's mission to expand these specialized services.
- **Priority 4: Comprehensive Juvenile Justice and Delinquency Prevention Programs that meet the needs of youth through the collaboration of the many local systems before which a youth may appear, including schools, courts, law enforcement agencies, child protection agencies, mental health agencies, welfare services, health care agencies, and private nonprofit agencies offering youth services. Program Area (C)**
 - The DPS and the JJAG seek to increase the number of programs for at-risk youth. By addressing the needs of at-risk youth early, we can divert them from the JJ system. We plan to continue supporting comprehensive, data driven juvenile justice and delinquency prevention programs in Missouri with a focus on rural and/or underserved areas.
 - Programs receiving Title II funds under this priority area will be those utilizing best or promising practices to fill treatment gaps identified within a community. Examples of programs for consideration include individual and/or family counseling, access to mental health services, mentoring, after-school programming, etc.

- **Priority 5: Community-based Alternatives (including home-based alternatives) to incarceration and institutionalization. Program Area (A)**
 - Missouri has made significant reductions in the overall number of juveniles placed in juvenile detention and correctional facilities. Lessened need coupled with budgetary necessity resulted in a right sizing of the system. This was followed by the Covid-19 pandemic resulting in a paradigm shift. However, there is still a need to support community placements and resources for youth and their families. As studies point out, these children, and our communities, fare better over the long term through strategies other than detention.
 - We remain committed to funding community-based alternatives to incarceration and institutionalization and maintaining, with fidelity, the JDAI model. JDAI remains core to our statewide efforts, and we continue to see benefits in maintaining these strategies. All JDAI sites, whether receiving Title II Formula funds or not, continue to move towards the goals and objectives in line with this plan.
 - In addition to reducing the number of low-risk youth placed in detention facilities, data indicates JDAI alleviates, to some extent, the disproportionate number of youths of color admitted to detention. JDAI also provides an avenue for developing programs for, and/or alleviate problems found in, the female JJ system population.
- **Priority 6: Programs designed to provide mental health co-occurring disorder services for court-involved or incarcerated juveniles in need of such services, including assessment, development of individualized treatment plans, provision of treatment, and development of discharge plans. Program Area (T)**
 - The DPS and JJAG see this as an opportunity to offer services that benefit youth and ensure Title II funds are equitably distributed across both rural and urban areas. Much of Missouri's

69,707 square miles are rural and lacking in services, particularly mental health services. To meet this need, we are now including the program area.

Goals and Objectives

Priority 1: Monitoring for Compliance. Program Area (W)	
Program Goals	To maintain compliance with the core requirements and sustain eligibility to receive full federal formula grant funding
Program Objectives	<ul style="list-style-type: none"> To ensure that Missouri continues to comply with all JJDP Act core requirements and federal administrative requirements, to maintain an effective system of compliance, and to provide training and technical assistance to secure facilities and related stakeholders and ensure Missouri makes every effort to remain below OJJDP’s Compliance Standards for DSO, Separation, Jail Removal, and Section 223(a)(11)(B). Continue the development of resources necessary to ensure the protection of juvenile rights. Resources are available on the Missouri Compliance Monitor’s webpage. Submit the annual compliance monitor report to OJJDP’s Compliance Reporting Tool.

The compliance monitor continues to ensure the Core Requirements are upheld while assisting facilities and institutions with technical assistance regarding the requirements of the JJDP Act, as amended. Examples of technical assistance resources can be found on the [Missouri Compliance Monitor’s webpage](#). Continued funding for this position is critical to ensure the state’s continued eligibility for Title II Formula Program dollars. Missouri has a long history of maintaining compliance with the JJDP Act.

For additional detailed information, see Missouri’s Compliance Monitoring Plan submitted annually via the Compliance and Monitoring tool at <https://www.ojjdpcompliance.org>.

Priority 2: Racial and Ethnic Disparities pursuant to 34 U.S.C. § 11133(a)(15)	
Program Goal	To end disparate treatment of youth of color within Missouri’s juvenile justice system.
Program Objectives	<ul style="list-style-type: none"> Ensure that everyone has a clear understanding of what RED is, the role RED plays within the juvenile justice system, and what true RED reduction looks like. In order to effectively impact RED at all contact

	<p>points, system partners must understand the issue and their role in addressing racial and ethnic disparities.</p> <ul style="list-style-type: none"> • Increase the use of diversion, and specifically restorative justice responses as a disposition for referrals. Diverting youth from being referred to the juvenile justice system and/or from formal involvement with the system should ultimately impact the pretrial detention and secure confinement contact point. • Expand the number of counties/jurisdictions committed to working closely with the State RED Coordinator, Data Analyst and State Steering Committee to address RED at the local level. By increasing the number of counties/jurisdictions who are actively working to address RED in their communities should impact contact points at the local and state level. • Improve relationships and collaboration with law enforcement across the State. By focusing on relationships and improving communication with law enforcement collaboration between law enforcement and juvenile officers will increase and lead to a reduction in referrals for Black youth. • Submit an R/ED plan/update annually into OJJDP’s Compliance Reporting Tool.
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Although great strides have been made by our Title II supported efforts, disparities for Black youth continue to exist at all contact points within the Missouri juvenile justice system. This remains a great concern. However, we believe that by focusing on reducing the number of Black youths being referred to the juvenile office, we will ultimately impact the other contact points. By utilizing pure diversion opportunities/programs and by increasing the use of diversion through the informal adjustment process, less youth will be detained, and less youth will ultimately be placed in secure confinement or certified as adults. For additional detailed information, see Missouri’s Plan to reduce Racial and Ethnic Disparities submitted via the Compliance Monitoring tool.

Priority 3: The promotion and development of programs that address the unique needs of girls in or at risk of entering the juvenile justice system, including pregnant girls, young mothers, survivors of commercial sexual exploitation or domestic child sex trafficking, girls with disabilities, and girls of color, including those in underserved areas. Program Area (V)	
Program Goal	Continue to grow necessary services within the state to successfully treat and support adolescent female, non-binary, and trans individuals.
Program Objectives	<ul style="list-style-type: none"> • Further develop resources and assist service providers in supporting the needs of pregnant girls, young mothers, survivors of commercial

	<p>sexual exploitation or domestic child sex trafficking, girls with disabilities, and girls of color.</p> <ul style="list-style-type: none"> Identify and train juvenile detention center staff and service providers in proven, evidence-based programs within the state of Missouri to increase the number of gender-specific services
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The Missouri JJAG considers Title II funding for gender specific services an important mechanism for increasing the availability of appropriate, effective, and adequate services and programs for female, non-binary, and trans youth who are currently involved in the juvenile justice system. While the number of female youths in the state has declined according to population estimates, within the juvenile justice field the number of referrals did increase in 2021 and 2022. Additionally, a 2023 national survey from “The Trevor Project³” reports that “41% of LGBTQ young people seriously considered attempting suicide in the past year,” and “56% of LGBTQ young people who wanted mental health care in the past year were not able to get it.” It is critical for the state to continue to support agencies and service providers that expand and enhance gender-responsive services.

Priority 4: Comprehensive Juvenile Justice and Delinquency Prevention Programs.	
Program Area (C)	
Program Goals	<ul style="list-style-type: none"> Increase the number of programs available to serve at-risk youth - especially those in rural and/or underserved areas; Reduce the number of youths entering the juvenile justice system; Increase the number of youths successfully exiting the juvenile justice system.
Program Objectives	<ul style="list-style-type: none"> Support programs serving at-risk youth, especially status offenders, within their home communities; Metrics for success may include the number of programs created the number of programs with expanded capacity, the number of youth served and the number of youth successfully completing each program; Collect client exit data for continuous quality improvement.

³ The Trevor Project (2023). 2023 U.S. National Survey on the Mental Health of LGBTQ Young People. Retrieved from https://www.thetrevorproject.org/survey2023/assets/static/05_TREVOR05_2023survey.pdf

Comprehensive Juvenile Justice and Delinquency Prevention is included with our strategic plan to ensure that, along with R/ED, Community-based Alternatives, Gender-Specific Services, and Mental Health Services, appropriate services are available to youth - regardless of their level of system involvement or geographic location. As we have seen increases in referrals in 2021 and 2022, the goal is to reduce the number of youths entering the system and to increase the number of youths successfully exiting the system without deep-end involvement. (See Appendix A.) Programs receiving this funding will be selected with consideration for those supported by best practices.

Priority 5: Community-based Alternatives. Program Area (A)	
Program Goals	To reduce the reliance on juvenile detention by supporting community-based alternatives that meet the needs of youth and their family while protecting the community.
Program Objectives	<ul style="list-style-type: none"> • Further reduce the number of youths, especially status and low-level offenders, placed into detention; • Reduce the average length of stay for pre-disposition youth; • Continue supporting model programs and evidence-based strategies that fit into the JDAI

Per OSCA’s CY2022 Annual Report, youth referrals have declined overall since 2012. However, there were increases in the juvenile crime rates in 2021 and 2022. While causation has yet to be fully determined, it should be noted that in 2021, Missouri raised the age of juvenile court jurisdiction to include 17-year-olds. Implemented mid-year, 17-year-olds accounted for 7.5% of all juvenile referrals and 7.1% of DYS commitments in 2021. In 2022, seventeen-years-old accounted for 12.8% of all juvenile referrals and 23.4% of DYS commitments. However, it does not appear the inclusion of 17-year-olds is the only factor related to the increases. Other potential contributors include covid-19 (which likely factored into the reduced crime rates in 2020); followed by staffing vacancies whereby detention beds were reduced, and juveniles were released when they would otherwise be detained; and social media videos demonstrating how easy certain models of cars are to steal. (See attached “Data Source Information” file.)

To address the new and ongoing needs, the JJAG and the DPS support the continued expansion of detention alternatives – including model programs and evidence-based strategies that fit into Missouri’s JDAI continuum of services. We look forward to providing continued Title II support for these initiatives.

The goals for this category are two-fold. The first is to provide youth the opportunity to remain in the home with family/caregivers to receive services, attend school and/or work, and attend other pro-social activities while simultaneously protecting the community. The second is to reduce the average length of stay (ALOS) for youth when circumstances and risk factors can be mitigated so that it is safe to return them to their communities. With fewer youth placed in juvenile detention, the ALOS has increased. With the reductions in the number of lower risk youth placed in detention, the ALOS has significantly increased for juvenile detention facilities. Even so, with appropriate services and supports in place, we believe it is possible for reductions in ALOS. Please note, per OSCA’s most recent report (Missouri Juvenile & Family Division Annual Report, CY2022), certified youth awaiting trial in adult court are separated from the juvenile detention counts.

Priority 6: Addressing Mental Health Needs of Youth in Custody. Program Area (T)	
Program Goals	Providing financial support to assist agencies in the delivery of beneficial mental health services to youth and ensure Title II funds are equitably distributed across both rural and urban areas.
Program Objectives	<ul style="list-style-type: none"> • Support mental health services/programs for system-involved youth, ideally within proximity of their home communities. • Metrics for success may include the number of programs created number of programs with expanded capacity, reduced wait time to receive services, number of youths served and the number of youths successfully completing each program. • Collect client exit data for continuous quality improvement

As noted above, Missouri is 69,707 square miles and mental health services are limited, and/or access is delayed, across much of the state. Services are needed to address the comprehensive and complex mental health needs of court-involved and incarcerated juveniles. Between FY2020 and

FY2022, there was a nearly 10% increase in the number of youths statewide receiving mental health services (Missouri Department of Mental Health, 2023). Within the juvenile justice system in 2022 there were 863 system involved youth with a mental health disorder with no treatment (Missouri Courts, CY2022). Within the Missouri Division of Youth Services there were 247 youth reported with “Diagnosed psychological/psychiatric disorder but not receiving treatment” and 335 with “Behavioral indicators of a psychological/psychiatric disorder but has not been diagnosed.” (Missouri Department of Social Services, Division of Youth Services, 2023) What this data does not tell us is the number of youths with mental health needs who, due to lack of available providers, have treatment delayed or are NOT receiving adequate/necessary services. With the addition of this program area, we intend to support the creation or expansion of services across both rural and urban areas.

a. Project Design and Implementation

Priority 1: Monitoring for Compliance. Program Area (W)	
Implementation (Activities and Services)	<ul style="list-style-type: none"> DPS will conduct the following: planning and oversight activities consistent with the monitoring of juvenile and adult facilities; providing training and technical assistance, including the development of resource materials, for compliance with the core requirements of the JJDP Act, as amended; and providing OJJDP with the annual compliance monitor report.

Priority 2: Racial and Ethnic Disparities pursuant to 34 U.S.C. § 11133(a)(15)	
Implementation (Activities and Services)	<ul style="list-style-type: none"> Develop additional R/ED improvement projects and provide appropriate training for all staff and professionals involved. Start/maintain committees at R/ED sites and broaden the involvement of additional organizations and agencies in support of efforts to reduce/eliminate R/ED. Continue to collect and conduct statistical analysis of data to drive the implementation programs to reduce R/ED for the minority youth populations in Missouri. (See the R/ED Plan for specific detail.)

Priority 3: The promotion and development of programs that address the unique needs of girls in or at risk of entering the juvenile justice system, including pregnant girls, young mothers, survivors of commercial sexual exploitation or domestic child sex trafficking, girls with disabilities, and girls of color, including those in underserved areas. Program Area (V)
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Implementation (Activities and Services)	<ul style="list-style-type: none"> • Further develop resources and assist service providers in supporting the needs of pregnant girls, young mothers, survivors of commercial sexual exploitation or domestic child sex trafficking, girls with disabilities, and girls of color. • Support new programs to increase the number of gender-specific services available to adolescent female, non-binary, and trans populations. Maintain our existing collaboration with statewide partners to continue education and outreach.
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Priority 4: Comprehensive Juvenile Justice and Delinquency Prevention Programs. Program Area (C)	
Implementation (Activities and Services)	<ul style="list-style-type: none"> • Support comprehensive juvenile justice and delinquency prevention model programs that meet the needs of youth in their home communities through collaborative approaches. Collaborators may include schools, courts, law enforcement agencies, child protection agencies, mental health agencies, welfare services, health care agencies, and private nonprofit agencies offering youth services.

Priority 5: Community-based Alternatives. Program Area(A)	
Implementation (Activities and Services)	<ul style="list-style-type: none"> • Local programs that are willing to adopt the Juvenile Detention Alternatives Initiative may apply for funding to implement the model, implement alternatives to detention programs, and/or to expand services that provide alternatives to detention. • Specific programs for implementation include, but are not limited to Home Detention Programs, Day and Evening Reporting Centers, 24-Hour Residential Supervision, and Advocacy and Intensive Case Management Programs.

Priority 6: Addressing Mental Health Needs of Youth in Custody. Program Area (T)	
Implementation (Activities and Services)	<ul style="list-style-type: none"> • Support the delivery of beneficial mental health services for system-involved youth, ideally within close proximity of their home communities or out-of-home placement. Collaborators may include juvenile detention centers, courts, child protection agencies, mental health agencies, welfare services, health care agencies, and private nonprofit agencies offering youth services.

34 U.S.C. § 11133(a)

Missouri’s JJAG through its state plan supports the use of scientific knowledge/advancements regarding adolescent brain development and behaviors, and regarding the effects of delinquency prevention programs and juvenile justice interventions on adolescents. Whenever possible, the use of evidence-based or promising practices is promoted. Existing practices are reviewed and updated based on new research.

34 USC § 11133(a)(7)(B)

- i. While services specific to adolescent females have increased there are still gaps for those who are pregnant, young mothers, survivors of commercial sexual exploitation or domestic child sex trafficking, girls with disabilities, girls of color, non-binary youth, and transgender youth. Support is necessary to end cycles of abuse, neglect, self-harm, and juvenile delinquency stemming from these difficult circumstances.
- ii. Programs providing gender specific services will address both the immediate and long-term needs in a collaborative manner with their family to prevent further harm to the youth and the community. For additional information regarding gender-specific services for the prevention and treatment of youth delinquency, please see Priority Area 3.
- iii. In each of the Priority Areas from 3 to 6, there is a focus on providing services for the prevention and treatment of youth delinquency specifically in rural/underserved areas. One of the overarching goals of the JJAG is to ensure rural areas have access to Title II funding in a manner that is equitable with urban areas.
- iv. Priority Areas 3, 5, and 6 support community-based alternatives to detention for status offenders, survivors of commercial sexual exploitation, and others, where appropriate. In Missouri, youth being considered for detention are screened using the state's Juvenile Detention Assessment (JDTA) to determine detention eligibility. DYS utilizes a risk/needs assessment as well. The MAYSI-II is also used by both juvenile detention centers and DYS. In addition, upon admission to juvenile detention (per the state's [Standards for Operation of a Secure Juvenile Detention Facility](#)) youth are screened for injuries or possible sign of abuse and neglect. Upon suspicion of injuries or abuse/neglect, staff shall report the suspicion to the Missouri Department of Social Services, Children's Division.

- v. Upon admission, youth are screened for injuries or possible sign of abuse and neglect. Upon suspicion of injuries or abuse/neglect, staff shall report the suspicion to the Missouri Department of Social Services, Children's Division.
- vi. After years of declines, wait times for placement in juvenile correctional (DYS) facilities have recently increased. This is largely due to low staffing levels and increased populations associated with raising the age of juvenile court jurisdiction. Facilities must maintain certain staff to student ratios. The state recently raised the pay for frontline staff which is helping alleviate the problem. For youth awaiting substance abuse or mental health services, Missouri has included Mental Health Services for Youth in Custody as a priority within this plan. The goal is to reduce wait times for these services.
- vii. No one understands a youth better than the youth and their family. In Missouri, a Juvenile Officer (JO) or DYS Service Coordinator collaborates with the youth and their family in the creation of their case plan (JO) or individualized treatment plan (DYS). Depending on the youth's needs and the family's wishes, the treatment team may be expanded to include additional people. The treatment plans are "living documents" expected to change over time with the youth's needs.
- viii. In Missouri, community-based alternatives are utilized to respond to the needs of at-risk youth or youth who have contact with the juvenile justice system. The Missouri Supreme Court mandated all youth being considered for juvenile detention must be screened using Missouri's Juvenile Detention Assessment (JDTA). This is an evidence-based and scientifically validated risk/needs assessment tool used to determine the need for detention. Youth not scoring in the detention range are to be released - with alternatives to detention as appropriate.
- ix. As outcomes are proven to be better, Missouri will promote evidence-based and trauma-informed programs and practices.

x. Restraints of Known Pregnant Females

- I. As part of policy and practice, Missouri does not use restraints of known pregnant juveniles housed in secure juvenile detention and correction facilities, during labor, delivery, and post-partum recovery. Juvenile detention and correctional facilities are not equipped to provide such services.
- II. Missouri does not use abdominal restraints, leg and ankle restraints, wrist restraints behind the back, and four-point restraints on known pregnant juveniles, unless credible, reasonable grounds exist to believe the detainee presents an immediate and serious threat of hurting herself, staff, or others; or reasonable grounds exist to believe the detainee presents an immediate and credible risk of escape that cannot be reasonably minimized through any other method;

34 USC § 11133 (a)(8) – As outcomes are proven to be better, Missouri will provide for the coordination and maximum utilization of evidence-based and promising juvenile delinquency programs, programs operated by public and private agencies and organizations, and other related programs (such as education, special education, recreation, health, and welfare programs) in the State.

34 USC § 11133 (a)(9) – Missouri will provide that not less than 75 percent of the funds available to the State under section 222, other than funds made available to the State advisory group under section 222(d), whether expended directly by the State, by the unit of local government, or by a combination thereof, or through grants and contracts with public or private nonprofit agencies, shall be used for program areas detailed A through W, with priority in funding given to entities meeting the criteria for evidence-based or promising programs:

34 USC § 11133 (a)(10) – Missouri can provide for the development of an adequate research, training, and evaluation capacity within the State. However, Title II funds are not being utilized within the 3-year Plan for this purpose.

34 USC § 11133 (a)(11) – Missouri will (A) in accordance with rules issued by the Administrator, provide that a juvenile shall not be placed in a secure detention facility or a secure correctional facility, if- (i) the juvenile is charged with or has committed an offense that would not be criminal if committed by an adult, excluding- (I) a juvenile who is charged with or has committed a violation of section 922(x)(2) of title 18 or of a similar State law; (II) a juvenile who is charged with or has committed a violation of a valid court order issued and reviewed in accordance with paragraph (23); and (III) a juvenile who is held in accordance with the Interstate Compact on Juveniles as enacted by the State; or (ii) the juvenile- (I) is not charged with any offense; and (II)(aa) is an alien; or (bb) is alleged to be dependent, neglected, or abused; and (B) require that- (i) not later than 3 years after December 21, 2018, unless a court finds, after a hearing and in writing, that it is in the interest of justice, juveniles awaiting trial or other legal process who are treated as adults for purposes of prosecution in criminal court and housed in a secure facility- (I) shall not have sight or sound contact with adult inmates; and (II) except as provided in paragraph (13), may not be held in any jail or lockup for adults; (ii) in determining under clause (i) whether it is in the interest of justice to permit a juvenile to be held in any jail or lockup for adults, or have sight or sound contact with adult inmates, a court shall consider- (I) the age of the juvenile; (II) the physical and mental maturity of the juvenile; (III) the present mental state of the juvenile, including whether the juvenile presents an imminent risk of harm to the juvenile; (IV) the nature and circumstances of the alleged offense; (V) the juvenile's history of prior delinquent acts; (VI) the relative ability of the available adult and juvenile detention facilities to not only meet the specific needs of the juvenile but also to protect the safety of the public as well as other detained youth; and (VII) any other relevant factor; and (iii) if a

court determines under clause (i) that it is in the interest of justice to permit a juvenile to be held in any jail or lockup for adults- (I) the court shall hold a hearing not less frequently than once every 30 days, or in the case of a rural jurisdiction, not less frequently than once every 45 days, to review whether it is still in the interest of justice to permit the juvenile to be so held or have such sight or sound contact; and (II) “the juvenile shall not be held in any jail or lockup for adults, or permitted to have sight or sound contact with adult inmates, for more than 180 days, unless the court, in writing, determines there is good cause for an extension, or the juvenile expressly waives this limitation;”

- **Comments:** See Section II of Missouri’s Compliance Monitoring Manual, beginning on page 5, for specific details regarding compliance with Sections 223(a)(11)(A) and (B).

34 USC § 11133 (a)(12) – Missouri provides that- (A) juveniles alleged to be or found to be delinquent or juveniles within the purview of paragraph (11) will not be detained or confined in any institution in which they have sight or sound contact with adult inmates; and (B) there is in effect in the State a policy that requires individuals who work with both such juveniles and such adult inmates, including in collocated facilities, have been trained and certified to work with juveniles;

- **Comment:** See Section II of Missouri’s Compliance Monitoring Manual, beginning on page 5, for details regarding compliance with section (a)(12).

34 USC § 11133 (a)(13) – Missouri provides that no juvenile will be detained or confined in any jail or lockup for adults except (A) juveniles who are accused of nonstatus offenses and who are detained in such jail or lockup for a period not to exceed 6 hours (i) for processing or release; (ii) while awaiting transfer to a juvenile facility; or (iii) in which period such juveniles make a court appearance; and only if such juveniles do not have sight or sound contact with adult inmates and only if there is in effect in the State a policy that requires individuals who work with both such juveniles and adult inmates in collocated facilities have been trained and certified to work with juveniles;

- **Comments:** See Section II of Missouri’s Compliance Monitoring Manual, beginning on page 5, for details regarding compliance with this section. Regarding Subsection B, youth in Missouri are not automatically placed in adult facilities pending court. While the six-hour jail removal exception is utilized, Missouri DOES NOT utilize the Exceptions at 34 U.S.C. § 11133(a)(13)(B)(i-ii). These are the Rural Removal Exception, the Travel Conditions Exception, and the Conditions of Safety Exception.

34 USC § 11133 (a)(14) – Missouri provides for an effective system of monitoring jails, lock-ups, detention facilities, and correctional facilities to ensure that the core requirements are met, and for annual reporting of the results of such monitoring to the Administrator, except that such reporting requirements shall not apply in the case of a State which is in compliance with the other requirements of this paragraph, which is in compliance with the requirements in paragraphs (11) and (12), and which has enacted legislation which conforms to such requirements and which contains sufficient enforcement mechanisms to ensure that such legislation will be administered effectively.

- **Comments:** Missouri has a long history of compliance with the JJDP Act and believes the system of compliance monitoring is effective for monitoring for compliance. See Missouri’s Compliance Monitoring Manual for details.

34 USC § 11133 (a)(15) – Missouri has implemented policy, practice, and system improvement strategies at the State, territorial, local, and tribal levels, as applicable, to identify and reduce racial and ethnic disparities among youth who come into contact with the juvenile justice system, without establishing or requiring numerical standards or quotas, by A. establishing or designating existing coordinating bodies, composed of juvenile justice stakeholders, (including representatives of the educational system) at the State, local, or tribal levels, to advise efforts by States, units of local government, and Indian Tribes to reduce racial and ethnic disparities; B. identifying and analyzing

data on race and ethnicity at decision points in State, local, or tribal juvenile justice systems to determine which such points create racial and ethnic disparities among youth who come into contact with the juvenile justice system; and C. developing and implementing a work plan that includes measurable objectives for policy, practice, or other system changes, based on the needs identified in the data collection and analysis under subparagraph (B).

- **Comments:** Missouri has a robust data collection system that allows a deep dive into the data.

See Missouri's R/ED Manual Plan, submitted into the OJJDP CMT, for specific details.

34 USC § 11133 (a)(16) – Missouri provides assurance that youth in the juvenile justice system are treated equitably on the basis of gender, race, ethnicity, family income, and disability;

- **Comments:** Missouri has antidiscrimination policies in place requiring youth be treated equitably on the basis of gender, race, ethnicity, family income, and disability.

34 USC § 11133 (a)(17) – Missouri provides assurance that consideration will be given to, and that assistance will be available for, approaches designed to strengthen the families of delinquent and other youth to prevent juvenile delinquency, including the involvement of grandparents or other extended family members when possible and appropriate and the provision of family counseling during the incarceration of juvenile family members and coordination of family services when appropriate and feasible;

- **Comments:** Missouri strives to reunite youth with their families and utilizes a continuum of services to aid success. Policies are in place to involve incarcerated parents (unless parental rights have been terminated) throughout the process. Additionally, Grandparents have rights in Missouri pursuant to 452.402 and 452.403 RSMO. that allow for involvement with their grandchild(ren).

34 USC § 11133 (a)(18) – Missouri has established procedures for protecting the rights of recipients of services and for assuring appropriate privacy with regard to records relating to such services provided to any individual under the State plan;

- **Comments:** Privacy for youth and their families is governed by specific federal law, state statutes, Missouri Supreme Court Rules, Missouri Court Operating Rules, etc. Every effort is made to ensure procedures established for protecting the rights of recipients of services and for ensuring appropriate privacy regarding records relating to such services provided to any individual under the state plan are followed.

34 USC § 11133 (a)(19) – Missouri provides assurances that- (A) any assistance provided under this chapter will not cause the displacement (including a partial displacement, such as a reduction in the hours of non-overtime work, wages, or employment benefits) of any currently employed employee; (B) activities assisted under this chapter will not impair an existing collective bargaining relationship, contract for services, or collective bargaining agreement; and (C) no such activity that would be inconsistent with the terms of a collective bargaining agreement shall be undertaken without the written concurrence of the labor organization involved;

34 USC § 11133 (a)(20) – Missouri provides for such fiscal control and fund accounting procedures necessary to assure prudent use, proper disbursement, and accurate accounting of funds received under the Title II Formula Grant program;

34 USC § 11133 (a)(21) – Missouri provides reasonable assurance that Federal funds made available under this part for any period will be so used as to supplement and increase (but not supplant) the level of the State, local, tribal, and other non-Federal funds that would in the absence of such Federal funds be made available for the programs described in this part, and will in no event replace such State, local, tribal, and other non-Federal funds;

34 USC § 11133 (a)(22) – Missouri provides that the State agency designated under paragraph (1) will- (A) to the extent practicable give priority in funding to programs and activities that are based on rigorous, systematic, and objective research that is scientifically based; (B) from time to time, but not less than annually, review its plan and submit to the Administrator an analysis and evaluation of the effectiveness of the programs and activities carried out under the plan, and any modifications in the plan, including the survey of State and local needs, that it considers necessary; and (C) not expend funds to carry out a program if the recipient of funds who carried out such program during the preceding 2-year period fails to demonstrate, before the expiration of such 2-year period, that such program achieved substantial success in achieving the goals specified in the application submitted by such recipient to the State agency;

34 USC § 11133 (a)(23) – Missouri provides that if a juvenile is taken into custody for violating a valid court order issued for committing a status offense that requirements set forth in (A-D) will be met.

- **Comments:** Missouri monitors 100% of cases reported as Valid Court Order Exceptions for compliance with the term sets forth in the JJDP Act, as amended. See the Missouri Compliance Monitoring Manual for monitoring the Valid Court Order Exception. Information can be found in Sections II(A), III(I), and Appendix C of the Compliance Manual.

34 USC § 11133 (a)(24) – Missouri provides an assurance that if the State receives under [section 222](#) for any fiscal year an amount that exceeds 105 percent of the amount the State received under such section for fiscal year 2000, all of such excess shall be expended through or for programs that are part of a comprehensive and coordinated community system of services.

34 USC § 11133 (a)(25) – **Not applicable.** Missouri specifies that zero (0) percent of funds received by the State under [section 222](#) will be used to reduce the caseload of probation officers within such units.

34 USC § 11133 (a)(26) – Missouri provides that the State, to the maximum extent practicable, and in accordance with confidentiality concerns, has implemented a system to ensure that if a juvenile is before a court in the juvenile justice system, public child welfare records (including child protective services records) relating to such juvenile that are on file in the geographical area under the jurisdiction of such court will be made known to such court so as to provide for: A. data in child abuse or neglect reports relating to juveniles entering the juvenile justice system with a prior reported history of arrest, court intake, probation and parole, juvenile detention, and corrections; and B. a plan to use the data described in subparagraph (A) to provide necessary services for the treatment of such victims of child abuse or neglect.

- **Comments:** Pursuant to 210.865 RSMO: *“The juvenile divisions of the circuit courts and the departments of social services, mental health, elementary and secondary education and health shall share information regarding individual children who have come into contact with, or been provided services by, the courts and such departments. The state courts administrator and the departments of social services, mental health, elementary and secondary education and health shall coordinate their information systems to allow for sharing of information regarding and tracking of individual children by the juvenile divisions of the circuit courts, the departments of social services, mental health, elementary and secondary education, and health, and school districts. All information received by a court, any department or any school district pursuant to this section shall remain subject to the same confidentiality requirements as are imposed on the department that originally collected the information...”*

The Missouri Juvenile Justice Information System (MOJIS) was created to bring the juvenile divisions of the circuit courts and the named departments into compliance with this law.

Through the program, agencies that work with juveniles can ensure:

- The level services are appropriately coordinated and sequential;
- Marginally, or unsuccessful interventions and/or services are not unintentionally repeated;
- Youth receive appropriate services in the most efficient and effective manner possible;
- The safety of youth receiving services from the participating agencies is maintained;
- Community safety is maintained; and
- Conflicting demands that may be placed upon families receiving services can be avoided.

In August 2002, a Memorandum of Understanding (MOU) established that OSCA, DSS Children's Division and DYS, the DMH, and the Department of Health and Senior Services shared access and administration of the MOJIS.

Law enforcement records of children must be forwarded to the local juvenile officer. The juvenile officer, pursuant to 211.321.2 (1) RSMO. is authorized "To provide information to or discuss matters concerning the child, the violation of law or the case with the victim, witnesses, officials at the child's school, law enforcement officials, prosecuting attorneys, any person or agency having or proposed to have legal or actual care, custody or control of the child, or any person or agency providing or proposed to provide treatment of the child." Records can also be released "by order of the court to persons having a legitimate interest therein..."

34 USC § 11133 (a)(27) – Missouri provides assurances that juvenile offenders whose placement is funded through section 472 of the Social Security Act (42 U.S.C. 672) receive the protections specified in section 471 of such Act (42 U.S.C. 671), including a case plan and case plan review as defined in section 475 of such Act (42 U.S.C. 675).

34 USC § 11133 (a)(28) – Missouri provides for the coordinated use of funds provided under this subchapter with other Federal and State funds directed at juvenile delinquency prevention and intervention programs.

34 USC § 11133 (a)(29) Describe the policies, procedures, and training in effect for the staff of juvenile State correctional facilities to eliminate the use of dangerous practices, unreasonable restraints, and unreasonable isolation, including by developing effective behavior management techniques.

- **Comments:** Staff within the State's juvenile correctional facilities (DYS) receive considerable training in de-escalation, such as CPI, to avoid the need to restrain youth. In cases where it is unavoidable, a restraint lasts only long enough for the youth to calm down. After-action reports

are forwarded to supervisors for review and to determine if the restraint was necessary and appropriate. In addition, isolation is no longer utilized within DYS facilities. For more information on DYS's fundamental practices, [click here](#).

34 USC § 11133 (a)(30) Missouri affirms that (A) evidence-based methods will be used to conduct mental health and substance abuse screening, assessment, referral, and treatment for juveniles who- (i) request a screening; (ii) show signs of needing a screening; or (iii) are held for a period of more than 24 hours in a secure facility that provides for an initial screening; and (B) the State will seek, to the extent practicable, to provide or arrange for mental health and substance abuse disorder treatment for juveniles determined to be in need of such treatment;

- **Comments:** (A) Youth are screened for risk factors associated with mental health and substance abuse using the MAYSI-II upon entry to juvenile detention centers, upon commitment to the DYS, at any time a youth shows signs of needing an evaluation, or upon request. This is a scientifically based screening tool that has long been used statewide.

(B) When risk factors are indicated by the MAYSI-II, staff completing the screening tool will forward those results to their administrator for additional action. Depending on need, a youth may receive an in-depth screening from a medical provider in the facility, in the community, or be transferred to an in-patient mental health facility for acute stabilization prior to the start of long-term treatment modalities as recommended by medical professionals.

Note: For more information on the screening process, [click here](#).

34 USC § 11133 (a)(31) – Missouri utilizes reentry planning for juveniles that includes- (A) a written case plan based on an assessment of needs that includes- (i) the pre-release and post-release plans for the juveniles; (ii) the living arrangement to which the juveniles are to be discharged; and (iii) any other plans developed for the juveniles based on an individualized assessment; and (B) review processes;

- **Comments:** (A) Youth receiving services from either the local juvenile office or from DYS will collaborate with their family, case supervisor, and any additional individuals necessary in the creation of their individualized supervision agreement or case plan (juvenile office) or individualized treatment plan (DYS). These plans are “living documents” that change over time with the youth’s needs and are enshrined elements within the juvenile justice system. These treatment plans are created from information provided by the youth, their family, available medical records, court history (including child abuse/neglect matters) and any other information relevant to the youth’s history. Additional treatment plans are created within DYS residential treatment programs and identify the requirements for a youth to be successfully released into the community. These plans include the elements identified in (i), (ii), and (iii).

(B) For juvenile officers, reassessment of the status of the supervision should occur on a continual basis and, at a minimum, each ninety 90 days. DYS treatment plans may be reviewed and revised at any time, but no less than every six months.

34 USC § 11133 (a)(32) – Missouri provides an assurance the DSA collaborates with the State educational agency receiving assistance under part A of title I of the Elementary and Secondary Education Act of 1965 (20 U.S.C. 6311 et seq.) to develop and implement a plan to ensure that, in order to support educational progress- (A) the student records of adjudicated juveniles, including electronic records if available, are transferred in a timely manner from the educational program in the juvenile detention or secure treatment facility to the educational or training program into which the juveniles will enroll; (B) the credits of adjudicated juveniles are transferred; and (C) adjudicated juveniles receive full or partial credit toward high school graduation for secondary school coursework satisfactorily completed before and during the period of time during which the juveniles are held in custody, regardless of the local educational agency or entity from which the credits were earned.

- **Comments:** While the DSA collaborates with the Department of Elementary and Secondary Education (DESE), the transfer of student records and earned credits are governed by state statute. Records are to be transferred timely and students are to receive credits (or partial credits) for work completed. See [167.019 RSMO.](#), [167.020 RSMO.](#), [167.22 RSMO.](#), and [178.298 RSMO.](#) It should be noted that each county juvenile detention center is served by the local school district which provides the teachers and curriculum onsite. The Missouri Division of Youth Services operates its own DESE accredited school district, with a school in each facility.

34 USC § 11133 (a)(33) Describe policies and procedures to- (A) screen for, identify, and document in records of the State the identification of victims of domestic human trafficking, or those at risk of such trafficking, upon intake; and (B) divert youth described in subparagraph (A) to appropriate programs or services, to the extent practicable.

- **Comments:** Missouri is working to develop a screening tool and identifiers for victims of domestic human trafficking, or those at risk of such trafficking, upon intake. The Combatting Human Trafficking and Domestic Violence Commission is a Missouri Supreme Court appointed commission whose mission is to improve the ways courts identify and respond to human trafficking and domestic violence issues. The Commission is tasked with developing education, tools and risk assessments, compile and examine data, as well as develop pilot projects and enhance court programs.

Victims of domestic human trafficking, or those at risk of such trafficking should not be placed in detention. Missouri has codified the Federal Trafficking Victims Protection Act of 2000 under [566.223 RSMO.](#) It is stated that: “As soon as possible after a first encounter with a person who reasonably appears to a law enforcement agency to be a victim of trafficking as defined in section 566.200, that agency or office shall notify the [Department of Social

Services] DSS and, where applicable, juvenile justice authorities that the person may be a victim of trafficking, in order that such agencies may determine whether the person may be eligible for state or federal services, programs, or assistance.” Further, “The DSS may coordinate with relevant state, federal, and local agencies to evaluate appropriate services for victims of trafficking. State agencies may implement programs and enter into contracts with nonprofit agencies, domestic and sexual violence shelters, and other nongovernment organizations to provide services to confirmed victims of trafficking, insofar as funds are available for that purpose. Such services may include, but are not limited to, case management, emergency temporary housing, health care, mental health counseling, alcohol and drug addiction screening and treatment, language interpretation and translation services, English language instruction, job training, and placement assistance.” Most recently, pursuant to [567.020 5. RSMO.](#), “A person shall not be certified as an adult or adjudicated as a delinquent for the offense of prostitution under this section if the person was under the age of eighteen at the time the offense occurred. In such cases where the person was under the age of eighteen, the person shall be classified as a victim of abuse, as defined under section [210.110](#), and such abuse shall be reported immediately to the children's division, as required under section [210.115](#) and to the juvenile officer for appropriate services, treatment, investigation, and other proceedings as provided under [chapters 207, 210, and 211](#). Upon request, the local law enforcement agency and the prosecuting attorney shall assist the children's division and the juvenile officer in conducting the investigation.”



Missouri Juvenile Justice Advisory Group Report to the Governor for 2022

Missouri Department of Public Safety
Office of the Director

December 2022



Missouri Department of Public Safety

Juvenile Justice and Delinquency Prevention Program

P.O. Box 749
Jefferson City, MO 65102-749
573/751-4905



Sandra K. Karsten, Director
Missouri Department of Public Safety



The Honorable Thomas Frawley, Chair
Missouri Juvenile Justice Advisory Group

Connie Berhorst, Program Manager

Office for Victims of Crime, Juvenile Justice Protections

Michelle Parks, Juvenile Justice Specialist/Program Specialist

Office for Victims of Crime, Juvenile Justice Protections

Chris Yeager, Juvenile Justice Compliance Monitor

Office for Victims of Crime, Juvenile Justice Protections

Annual Report

Federal Fiscal Year 2022

The U. S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention, through the Missouri Department of Public Safety and the Missouri Juvenile Justice Advisory Group, provided funding for this publication. Points of view stated in this document do not necessarily represent the official position or policies of the U. S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention or the Missouri Department of Public Safety.

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MICHAEL L. PARSON
Governor

SANDRA K. KARSTEN
Director



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STATE OF MISSOURI
DEPARTMENT OF PUBLIC SAFETY
OFFICE OF THE DIRECTOR

January 24, 2023

The Honorable Michael L. Parson
Governor, State of Missouri
Missouri State Capitol Building, Room 216
Jefferson City, MO 65101

Dear Governor Parson:

On behalf of the Department of Public Safety and the Juvenile Justice Advisory Group (JJAG), and in accordance with the requirements of the federal Juvenile Justice and Delinquency Prevention (JJDP) Act, I am pleased to share with you the enclosed copy of the JJAG Report to the Governor for Federal Fiscal Year 2022.

Compliance with the JJDP Act allows the Missouri Department of Public Safety's Office for Victims of Crime, Juvenile Justice Protections Unit to receive the federal Title II Formula Grants and make awards to community-based programs throughout the state. These funds provide resources that benefit youth and protect communities. This report reflects information regarding the state's ongoing efforts to maintain compliance with the JJDP Act as well as the JJAG's priority program areas.

Please contact me if you have any questions.

Sincerely,

A handwritten signature in blue ink that reads "Connie A. Berhorst".

Connie A. Berhorst, Program Manager
Missouri Department of Public Safety, Office for Victims of Crime

Enclosure

cc: Sandra K. Karsten, Director
Missouri Department of Public Safety

The Honorable Thomas Frawley, Chair
Missouri Juvenile Justice Advisory Group

Alcohol & Tobacco Control • Capitol Police • Fire Safety • Gaming Commission • Highway Patrol
State Emergency Management Agency • Veterans Commission

The Missouri Juvenile Justice Advisory Group (JJAG)

AUTHORIZATION: The JJAG is a governor appointed board of professionals and volunteers from across the state with a membership that represents a cross section of Missouri citizens.

Membership criteria includes:

- a locally elected official representing general purpose local government;
- a representative of law enforcement and juvenile justice agencies;
- representatives of public agencies concerned with delinquency prevention or treatment;
- representatives of private nonprofit organizations, including persons concerned with family preservation and strengthening, parent groups and parent self-help groups, youth development, delinquency prevention and treatment, neglected or dependent children, quality of youth justice, education, and social services for children;
- volunteers who work with delinquent youth or youth at risk of delinquency;
- representatives of programs that are alternatives to confinement, including organized recreation activities;
- persons with special experience and competence in addressing problems related to school violence and vandalism and alternatives to suspension and expulsion;
- persons, licensed or certified by the applicable State, with expertise and competence in preventing and addressing mental health and substance abuse needs in delinquent youth and youth at risk of delinquency;
- representatives of victim or witness advocacy groups, including at least one individual with expertise in addressing the challenges of sexual abuse, exploitation and trauma, particularly the needs of youth who experience disproportionate levels of sexual abuse, exploitation, and trauma before entering the juvenile justice system; and
- for a State in which one or more Indian Tribes are located, an Indian tribal representative.

A majority of the members, including the chair, cannot be full time employees of the federal, state, or local government; at least one-fifth of the members must be under 24 years of age at time of appointment; and at least three members must have been or must currently be under the jurisdiction of the juvenile justice system.

Since 1975, the state of Missouri has benefited from federal juvenile justice funds. Missouri can be proud that it has been a leader in enhancing the juvenile justice system for over decades by creating a continuum of programs ranging from prevention to intervention. The JJAG is committed to further improving services to youth with the goal of creating safer communities and more productive young lives.

MISSION: The purpose of the Missouri Juvenile Justice Advisory Group (JJAG) is to provide leadership and education to the people of Missouri in the area of juvenile justice and ensure the safety and well-being of all youth, their families, and communities. As an advocacy group serving the interest of youth, juvenile justice, and public safety, the JJAG serves as the conduit for federal funding for state and local treatment and prevention services. In addition to serving the specific needs of Missouri, the JJAG is available to assist the Governor and the Missouri Department of Public Safety, which is designated as the state agency to meet and maintain compliance with the Juvenile Justice and Delinquency Prevention Act of 1974, as amended.

VISION: The JJAG envisions an environment in Missouri that helps all youth achieve their full potential. This includes maintenance of a separate juvenile justice system that balances justice for all juveniles with protection for Missouri citizens.

VALUES: The JJAG believes Missouri needs to support a coordinated, equitable, and accessible system with services for communities, youth, and families. The JJAG endorses prevention, treatment, and use of appropriate interventions necessary to promote public safety and youth development.

JJAG Membership Roster

Honorable Thomas Frawley (Retired)
Appointed in 2018; JJAG Chair

Jody Austin
Appointed in 2017

Michael Dammerich
Appointed in 2018

Joan Esserman
Appointed in 2013

Jordan Ifland
Appointed in 2013

Deborah Jones
Appointed in 2019

Suzanne M. Kissock
Appointed in 2003

Honorable Harold Lowenstein (Retired)
Appointed in 1994

Larry G. Maddox
Appointed in 2008

Landon Miller
Appointed in 2018

David E. Nelson
Appointed in 2008

Honorable John E. Parrish (Retired)
Appointed in 1994

Joseph Smith
Appointed in 2018

Erin Wiseman
Appointed in 2018

Keith Wood
Appointed in 1998



Federal Overview and History

For almost 50 years, the federal Juvenile Justice and Delinquency Prevention Act (JJDP Act) has provided a framework to enhance and improve the effectiveness of the juvenile justice system in the United States. First passed in 1974, the JJDP Act authorizes Congress to award federal funds to states to support communities in their efforts to develop and implement effective and coordinated prevention and intervention programs and to improve the juvenile justice system so that it protects the public, holds youthful offenders accountable, and provides treatment and rehabilitative services to best meet the needs of juveniles and their families. The JJDP Act was reauthorized 2018 and reaffirmed Congress' support for juvenile rights and strengthened the four core requirements.

The U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention (OJJDP), provides oversight of the JJDP Act Grant Programs at the federal level. The Department of Public Safety (DPS) is the designated state agency to receive, manage, and administer the JJDP Grant Programs in Missouri. In accordance with the JJDP Act, the DPS, with input from the Missouri Juvenile Justice Advisory Group (JJAG), is responsible for the development and implementation of a comprehensive Three-Year Plan that outlines the direction the state will take with the JJDP Act funds to enhance the juvenile justice system and services for youth in Missouri.

The funds available are to be awarded to local juvenile courts, as well as eligible public and private youth-serving agencies, to carry out the requirements of the JJDP Act and, specifically, to:

1. Implement and expand effective methods of preventing and reducing juvenile delinquency. This includes increasing the number of sites adopting the Juvenile Detention Alternative Initiative (JDAI). The purpose of this initiative is to prevent and reduce juvenile delinquency through the use of methods focused on maintaining and strengthening the family unit;
2. Develop and conduct effective gender specific services to prevent delinquency, to divert juveniles from the traditional juvenile justice system, and to provide alternatives to institutionalization;
3. Improve the quality of juvenile justice in the United States;
4. Increase the capacity of state and local governments, as well as public and private agencies, to effectively conduct juvenile justice, delinquency prevention, and rehabilitation programs. This also includes providing research, evaluation, and training services in the juvenile justice field.
5. Maintain compliance with each of the following core requirements of the JJDP Act:
 - Deinstitutionalization of Status Offenders (DSO) – meet the needs of juveniles who commit acts that would not be considered criminal if committed by an adult (status offenders), through methods other than locked juvenile detention facilities or secure law enforcement custody;
 - Removal of juveniles prosecuted in the adult criminal justice system from jails and lockups for adults and have them remain in secure juvenile facilities pending trial unless it is in the interest of justice to transfer them.
 - Separation of juveniles from adult inmates while in secure facilities (Sight and Sound Contact);
 - Removal of juveniles from being detained in adult jails and lockups (Jail Removal); and
 - To address and reduce Racial and Ethnic Disparities (R/ED) within the juvenile justice system.

Title II Formula Grant Program

Overview of Guidelines

Authorization

The Title II Formula Grant Program (Title II) is authorized under Sec. 220. 34 U.S.C. 10101, of the federal Juvenile Justice and Delinquency Prevention Act (JJDP Act) of 1974, [Public Law 93-415; 88 Stat. 1109] and [As Amended through P.L. 115-385, enacted December 21, 2018]. Funds are allocated annually by Congress to support states and communities in their efforts to develop and implement effective and coordinated prevention and intervention programs and to improve the juvenile justice system so that it protects public safety, holds offenders accountable, and provides treatment and rehabilitative services to best meet the needs of juveniles and their families.

Administration

The U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention (OJJDP) has oversight of this program at the federal level. The Department of Public Safety (DPS) has been designated by the governor of Missouri as the single state agency to receive, manage, and administer the Title II Formula Grant Program in Missouri. In accordance with the JJDP Act requirements, DPS is responsible for the development and implementation of a comprehensive Juvenile Justice and Delinquency Prevention Three-Year Plan. The Juvenile Justice Advisory Group (JJAG), a gubernatorial appointed body required to be established by the JJDP Act, provides DPS with policy direction, participates in preparing and administering the Three-Year Juvenile Justice and Delinquency Prevention Plan, and is committed to maintaining Missouri's compliance with the four core requirements of the JJDP Act.

Eligible Program Areas

The Title II funding must be utilized for projects that fall within the 34 program areas defined by Congress and further identified by the JJAG for inclusion in Missouri's Juvenile Justice and Delinquency Prevention Three-Year Plan. For 2021-2023, these purpose areas include: 1) Compliance Monitoring, 2) Identifying and Reducing Racial and Ethnic Disparities (R/ED), 3) Promotion and Development of Gender Specific Services, 4) Increasing Comprehensive Juvenile Justice and Delinquency Prevention Programs, 5) Community-based Alternatives, and 6) Addressing Mental Health Needs of Youth in Custody.

Applicants may only choose one purpose area per application; however, more than one application may be submitted. Please note that priority is given to applicants implementing best or promising practices and model programs.

Eligible Applicants

Public or non-profit 501(c)(3) agencies or a combination thereof are eligible to apply. Juvenile and family courts, law enforcement agencies, local units of government, churches, schools, and public youth service agencies or organizations with appropriate experience, expertise, and service capacity to implement programs addressing the priority areas identified in Missouri's Juvenile Justice and Delinquency Prevention Three-Year Plan are eligible.

Funds Expended in FY2022 for Program Areas

The following is a breakdown by Program Area of federal Title II formula grant funds spent to support juvenile justice efforts in Missouri. As determined by the Missouri Juvenile Justice Advisory Group and the Missouri Department of Public Safety, the selected Program Areas include Reducing Racial and Ethnic Disparities (R/ED); Community-based Alternatives; Comprehensive Delinquency Prevention; and Gender Specific Services. Additionally, to protect the rights of juveniles and to ensure Missouri remains in compliance with the Core Requirements of the federal JJDP Act, the Missouri Department of Public Safety employs a Compliance Monitor. This position fulfills the JJDP Act's required "designation of not less than one individual who shall coordinate efforts to achieve and sustain compliance with the core requirements and certify whether the state is in compliance with such requirements."

In an effort to be good stewards of taxpayer dollars, the Department of Public Safety spends down federal funds from prior years to ensure we take full opportunity of the available resources. For FY2022, the State of Missouri spent remaining funds from FY2018, FY2019, and FY2020 grant cycles.

FY2018

1 local agency was funded in the amount of \$30,277.00 with remaining FY2018 funds.

- \$30,277.00 spent through Delinquency Prevention

FY2019

8 local agencies were funded in the amount of \$149,610.59 with FY2019 funds.

- \$135,606.59 spent through Delinquency Prevention
- \$14,004 spent through Alternatives to Detention

For Compliance Monitoring, \$5,656.00 was expended from FY2019 funds.

FY2020

13 local agencies were funded in the amount of \$785,243.00 with FY2020 funds.

- \$243,533.17 spent through Alternatives to Detention
- \$247,557.79 spent through R/ED
- \$294,152.04 spent through Delinquency Prevention

For Compliance Monitoring, \$79,397.57 was expended from FY2020 funds.

FY2021

As of this report, no FY2021 federal funds have been expended.

JJDP Act Core Requirements

To be eligible to receive the Title II and other OJJDP administered grant funding, the state of Missouri must meet 33 specific criteria. Of those, there are four “core” requirements of the JJDP Act. These are:

Deinstitutionalization of Status Offenders

(DSO) - States must provide that a juvenile shall not be placed in a secure detention facility or a secure correctional facility if the juvenile is charged with, or has committed an offense, that would not be criminal if committed by an adult.

Separation of juveniles from adult inmates in secure facilities (Sight and Sound Separation)

– States must ensure that juveniles alleged to be or found to be delinquent will not be detained or confined in any institution in which they have contact with adult inmates.

Removal of juveniles from jails and lockups for adults (Jail Removal)

- States must provide that no juvenile will be detained or confined in any jail or lockup for adults. However, there are allowances for juveniles accused of non-status offenses to be detained in an adult jail or lockup for a period not to exceed 6 hours for processing or release; while awaiting transfer to a juvenile facility; or pending a court appearance as long as sight and sound separation is maintained.

Identify and reduce Racial and Ethnic Disparities (R/ED) among youth who come into contact with the juvenile justice system -

States must implement policy, practice, and system improvement strategies at the State, territorial, local, and tribal levels, as applicable, to identify and reduce racial and ethnic disparities among youth who come into contact with the juvenile justice system, without establishing or requiring numerical standards or quotas.

Compliance Monitoring

As a Title II Formula Grant recipient, Missouri must achieve and maintain an effective system of monitoring compliance with the Core Requirements of the JJDP Act to ensure eligibility for continued funding. As part of the strategy for maintaining compliance, the DPS Compliance Monitor must collect and verify data from required facilities to demonstrate compliance with the DSO, Jail Removal, and Separation Core Requirements of the JJDP Act. Surveys and on-site visits are the primary tools used by the Compliance Monitor.

Missouri submits this information annually in the form of a compliance monitoring report to OJJDP. The report provides compliance data and a detailed description of how Missouri is meeting the core requirements. Failure to achieve or maintain compliance reduces the Title II funding by 20 percent for each core requirement not met. In addition, if non-compliant, Missouri must agree to expend 50 percent of its allocation for that year to achieve compliance with the unmet Core Requirement(s).

Adherence to annually adjusted numerical compliance standards determine compliance with DSO, Jail Removal, and Separation. Violations are measured at a rate per 100,000 youth. States must remain below, or at, these thresholds.

For FY2021, the federal standards were 4.71 for DSO, 3.95 for Jail Removal and 1.18 for Separation. Missouri’s rates for FY2021 (most recent year) were 1.53 for DSO, 0.88 for Jail Removal, and 0.00 for Separation. As Missouri’s rates were below the Compliance Standards, the state is eligible to receive full Title II Formula Grant funding for FY2022.

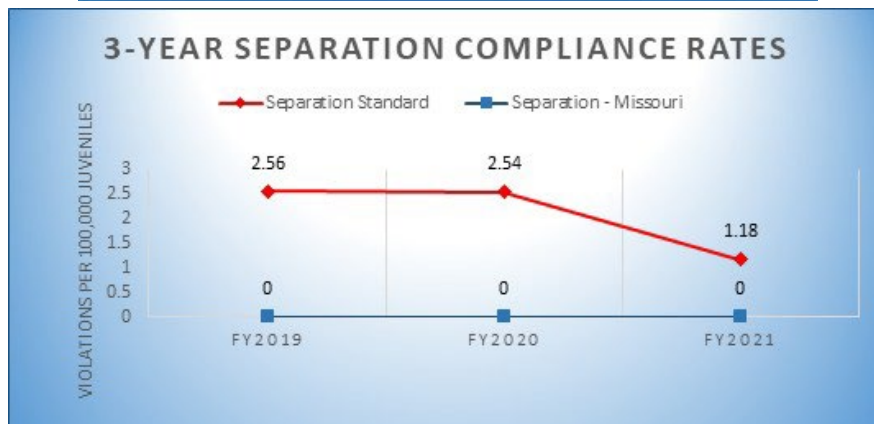
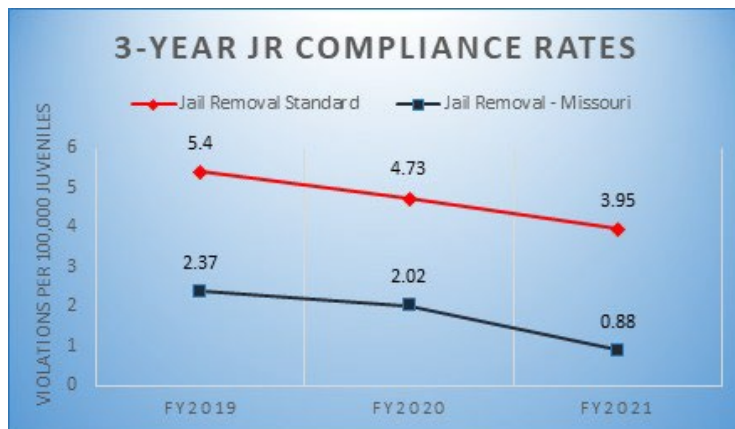
The R/ED Core Requirement intentionally has no numerical standard. Compliance is

determined following a review of the state's plan for identifying and reducing racial and ethnic disparities within Missouri's juvenile justice system. Since 2009, the Missouri Department of Public Safety, the Missouri Office of State Courts Administrator (OSCA),

and the Missouri Juvenile Justice Association (MJJA) have utilized a data driven approach to identify points within the system where disparities occur and develop strategies to address these needs. Missouri's FY2022 plan for compliance with R/ED was determined to be compliant with this requirement.

3-Year Overview of Missouri's Compliance Rates

The following charts reflect the previous three years of compliance rates. The red lines indicate the federal Compliance Standard for the DSO, Jail Removal, and Separation Core Requirements. As shown below in blue, Missouri has remained well below these rates to maintain compliance.





JJAG Recommendations Regarding State Compliance with the Core Requirements of the JJDP Act

Greetings Governor Parson and the Missouri State Legislature,

Missouri has a long history of maintaining compliance with the Juvenile Justice and Delinquency Prevention (JJDP) Act. In continuing that practice, Missouri Juvenile Justice Advisory Group (JJAG) recommends the following to better Missouri's juvenile justice system and ensure continued compliance with the JJDP Act.

The State of Missouri must continue its efforts to improve the outcomes for youth in the juvenile justice system. To wit, we must:

- Implement policy, practice, and system improvement strategies to identify and reduce racial and ethnic disparities among youth who have contact with the juvenile justice system. As a state, we need to ensure all youth receive equal protection and treatment under the law;
- Ensure there are programs that address the needs of girls and non-binary youth in, or at risk of entering, the juvenile justice system;
- Develop tools and resources to identify and support victims of domestic human trafficking, or those at risk of such trafficking. This includes diversion from the criminal justice system to appropriate programs or services;
- Ensure youth, especially those with adverse childhood experiences, have access to mental health treatment;
- Ensure youth have access to effective legal counsel by those specially trained in juvenile justice;
- Remove certified juveniles from adult jails and lockups pending disposition;
- Strive to ensure adequate prevention and treatment services are available statewide and work to reduce service deserts in rural areas;
- Reduce out-of-home placements and ensure treatment plan development includes the youth, their family, and service providers. While necessary at times to ensure public safety, outcomes for youth are better when treatment occurs within their communities.

We thank the Governor and the State Legislature for their hard work and support. Should there be anything the Juvenile Justice Advisory Group can provide, please contact the Honorable Thomas Frawley (Retired), JJAG Chair.

Thank you for your time,

The Missouri Juvenile Justice Advisory Group