Justice Reinvestment in Missouri

Third presentation to the Missouri State Justice Reinvestment Task Force

October 24, 2017

Andy Barbee, Director of Research

Grace Call, Policy Advisor

Rachael Druckhammer, Senior Research Associate

Ben Shelor, Policy Analyst

The Council of State Governments Justice Center

Corrections	**Justice Reinvestment**
Mental Health	**Reentry**
Substance Abuse	**Youth**
Courts	**Law Enforcement**

CSG

National nonprofit, nonpartisan membership association of state government officials that engage members of **all three branches** of state government.

JUSTICE ★ CENTER
THE COUNCIL OF STATE GOVERNMENTS

The Justice Center provides **practical, nonpartisan advice** informed by the best available evidence.

Since the last Justice Reinvestment Task Force meeting in September, CSG Justice Center staff have spoken with a wide array of stakeholders

Meetings/Calls

- **State Agencies:**
  - Missouri Department of Corrections (MDOC) division directors and regional administrators
  - Missouri Department of Public Safety (MDPS) leadership

- **Law Enforcement Representatives**
  - Missouri Police Chiefs Association
  - Kansas City Police Department (KCPD)

- **Victims Groups**
  - Missouri Organization to Counter Sexual Assault (MOCSA)
  - Missouri Coalition Against Domestic and Sexual Violence (MOCADSV)

- **Task Force members**

Ride Along

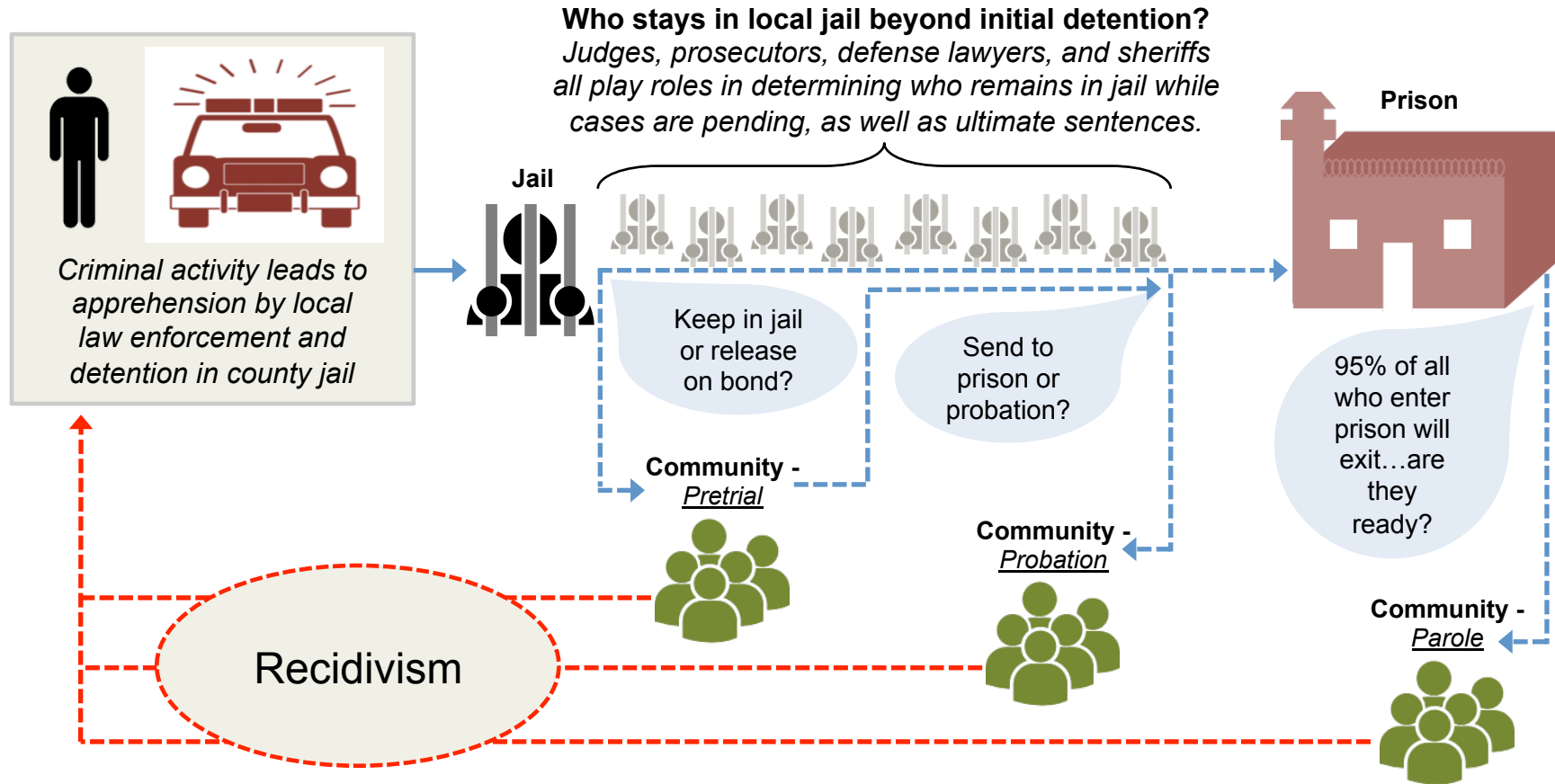- **Ride-along with Kansas City Police Department (KCPD) officers**

CSG Justice Center staff have gathered regional perspectives in stakeholder engagement that reflect the state's size and diversity

Since April 2017

85+
CALLS & MEETINGS

12
SITE VISITS

3,300+
MILES DRIVEN
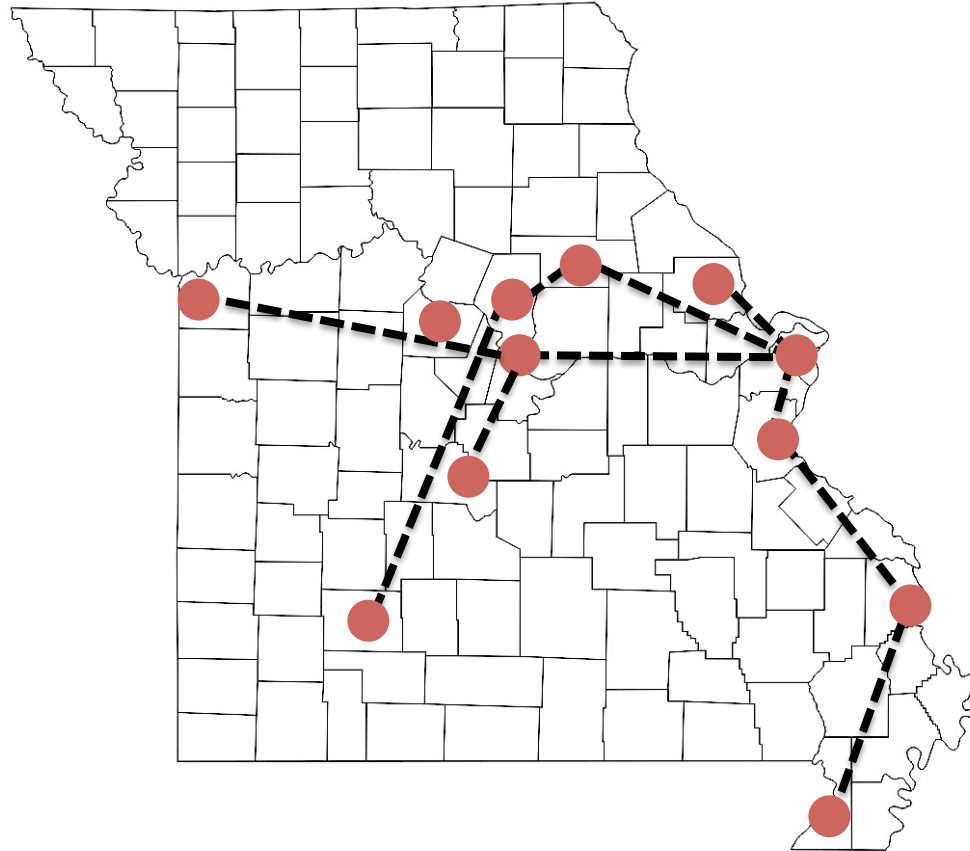
Since the last presentation… Members of the CSG Justice Center team have **made two site visits** to Missouri, which included visits to Kansas City, Jefferson City, and St. Louis. Stakeholders engaged during these visits include law enforcement and victims service providers.

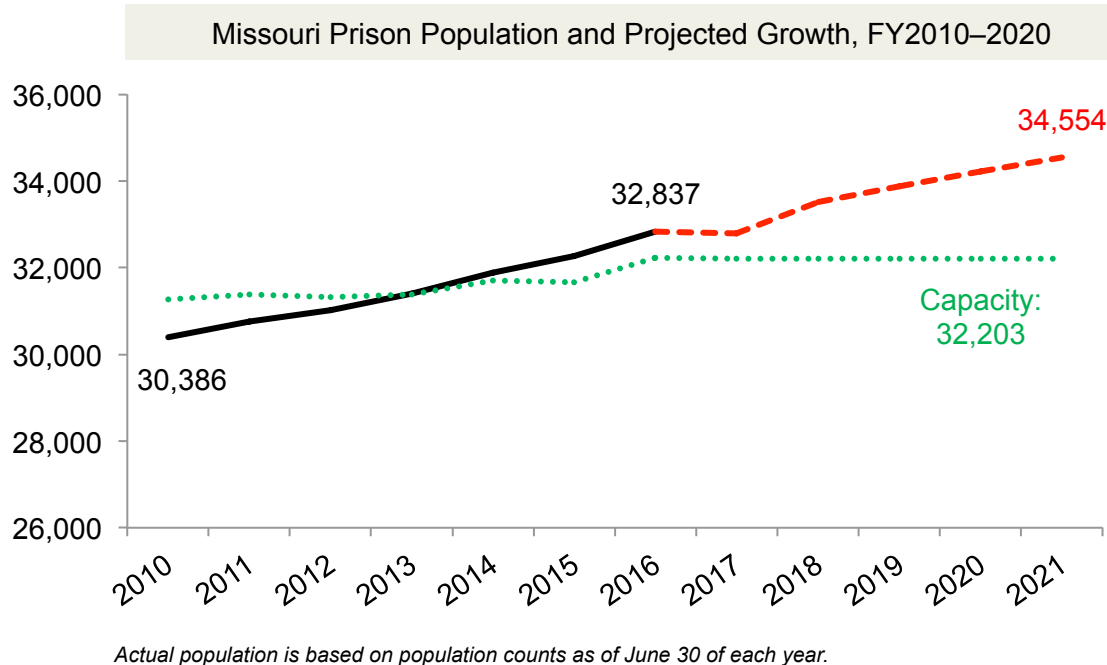# Missouri's criminal justice system involves many decision points and actors

Criminal activity leads to apprehension by local law enforcement and detention in county jail

Who stays in local jail beyond initial detention?
Judges, prosecutors, defense lawyers, and sheriffs all play roles in determining who remains in jail while cases are pending, as well as ultimate sentences.

Jail

Prison

Keep in jail or release on bond?

Send to prison or probation?

95% of all who enter prison will exit…are they ready?

Community - *Pretrial*

Community - *Probation*

Community - *Parole*

Recidivism

❖ **One of the primary objectives of reentry is to reduce recidivism,** or the rate at which people return to criminal behavior patterns.

Key takeaways from September presentation

➢ Recidivism plays a major role in Missouri's volume of prison admissions and costs the state millions:

- 51% of all people admitted to prison are admitted due to revocations of either probation or parole

- Technical violators alone account for almost $75 million in annual costs to Missouri

➢ With the fastest growing female prison population in the nation and prisons that are short on capacity, Missouri will likely face the need to build two major prison facilities:

- $350 million in construction and one-time costs

- $54 million in annual operating costs

Missouri's current prison population growth will require spending hundreds of millions in construction and operating costs

Missouri Prison Population and Projected Growth, FY2010–2020

34,554

32,837

30,386

Capacity: 32,203

2010 2011 2012 2013 2014 2015 2016 2017 2018 2019 2020 2021

Actual population is based on population counts as of June 30 of each year.

Note: Above projection is best-case scenario of MDOC's projections. Furthermore, rate of growth in female prison population may necessitate construction on a greater scale, and sooner.

If current trends continue, MDOC will be 2,351 prison beds short of needed capacity by the end of FY2021.

➢ The cost of constructing a new 1,636 bed facility (e.g., Chillicothe women's facility) is about $175 million.

➢ Operating costs would approach $27 million annually.

Today's meeting is front-end focused

Criminal activity leads to apprehension by local law enforcement and detention in county jail

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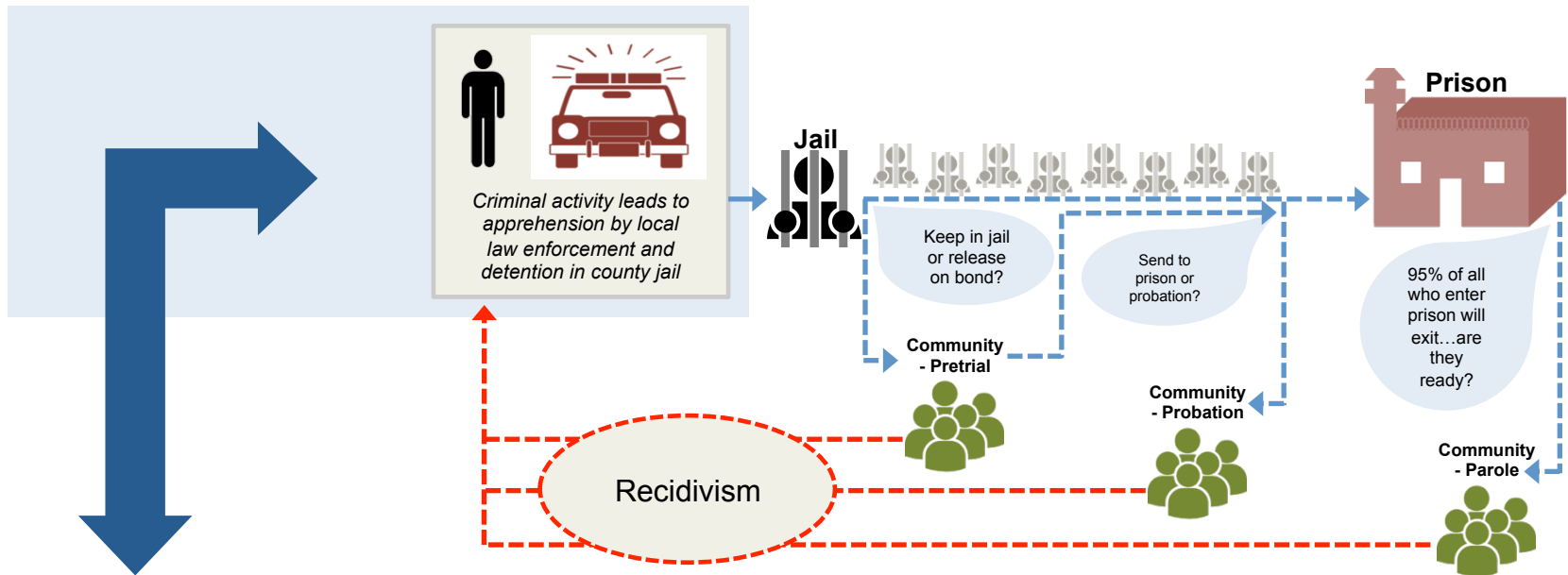
Recidivism

Stop First-Time Offense

Repair Harm

Reduce Recidivism

Build Trust

Four specific areas of focus for today's presentation

1. To what extent does recidivism impact overall crime and arrests in the state? What more can be done to reduce crime by reducing recidivism?

2. What are the overall trends with violent crime and victimization in the state? What are the most effective ways to address high rates of violence and assist victims and communities?

3. Why is the female prison population rising? What can we learn from arrest trends, and to what degree are behavioral health issues involved?

4. What challenges do law enforcement officials report facing amid all these dynamics?

Overview

How does law enforcement track crime trends?

Uniform Crime Reporting was started by the FBI in 1930, based upon work done by the International Association of Chiefs of Police.

➢ Purpose is to regularly track trends on key offense types to serve as leading indicators of criminal activity.

Violent	**Property**
1. Murder	5. Burglary
2. Rape	6. Larceny
3. Robbery	7. Motor Vehicle Theft
4. Aggravated Assault	8. Arson

Since the peak of 1994, total index crime in Missouri is down 27 percent

Reported Index Crimes, by Category: 1960–2016
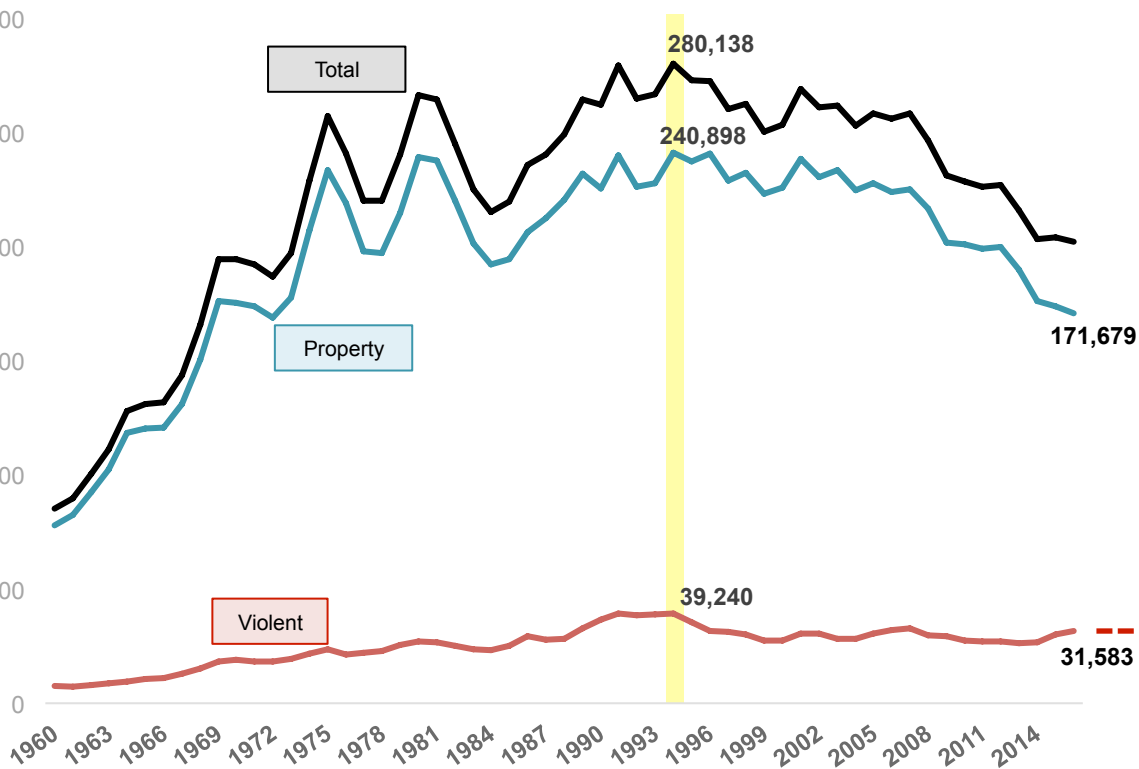
Crime Type	1994	2016	% chg.
Total	280,138	203,262	- 27%
Property	240,898	171,679	- 29%
Violent	39,240	31,583	- 20%

Important to appreciate that volume of violent crime is dwarfed by volume of property crime

Note: FBI expanded definition of rape in 2013, causing number of reported rapes to increase.

Source: Crime in Missouri, 2006-16, Missouri State Highway Patrol.

Since 2006, total index crimes reported to law enforcement in Missouri have declined more than 20 percent

Total Reported Index Crimes: 2006–2016

257,840

203,262
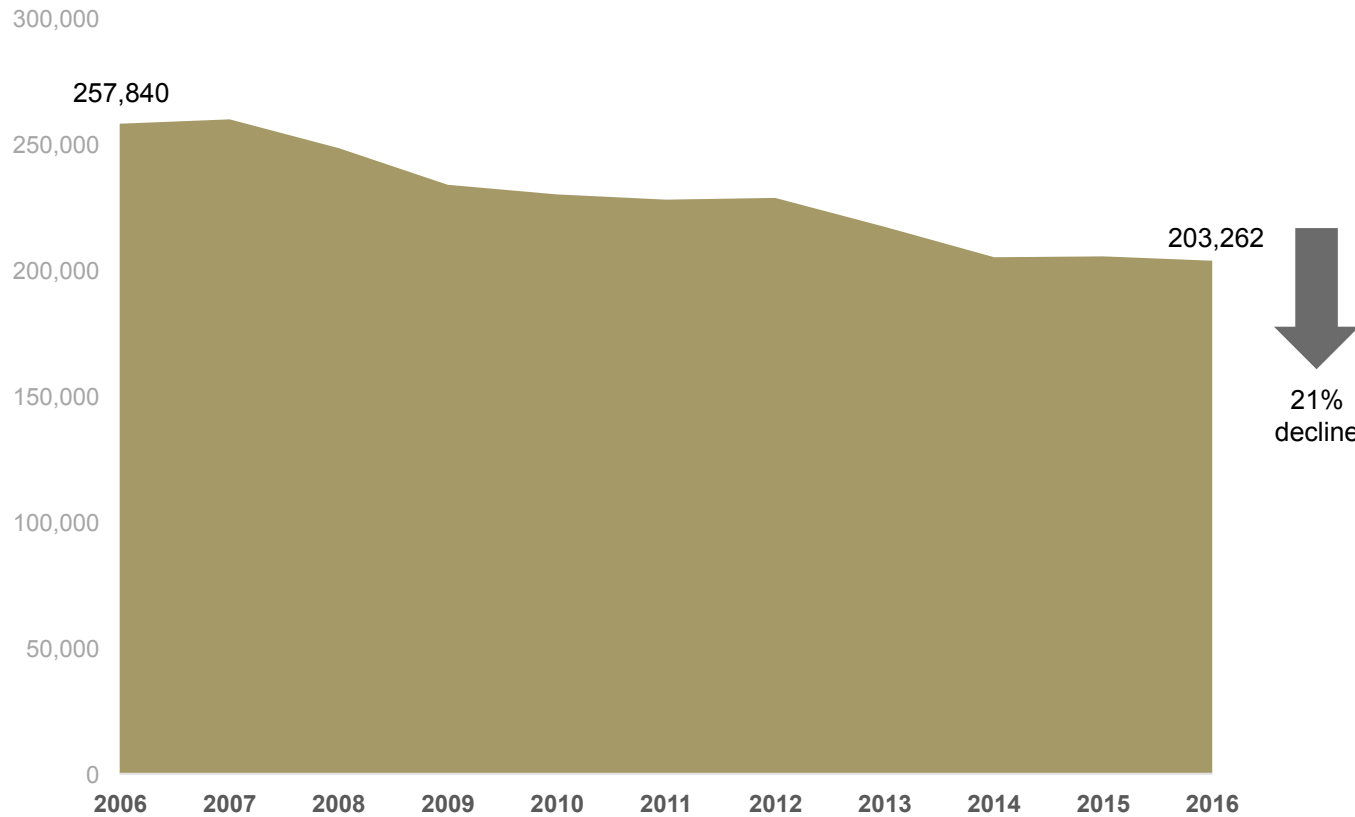
21% decline

Source: Crime in Missouri, 2006-16, Missouri State Highway Patrol.

But declines in total index crime mask varying trends in property and violent crime

Reported Property Index Crimes: 2006–2016

225,896
171,679

24% decline

Reported Violent Index Crimes: 2006–2016

31,944
31,583
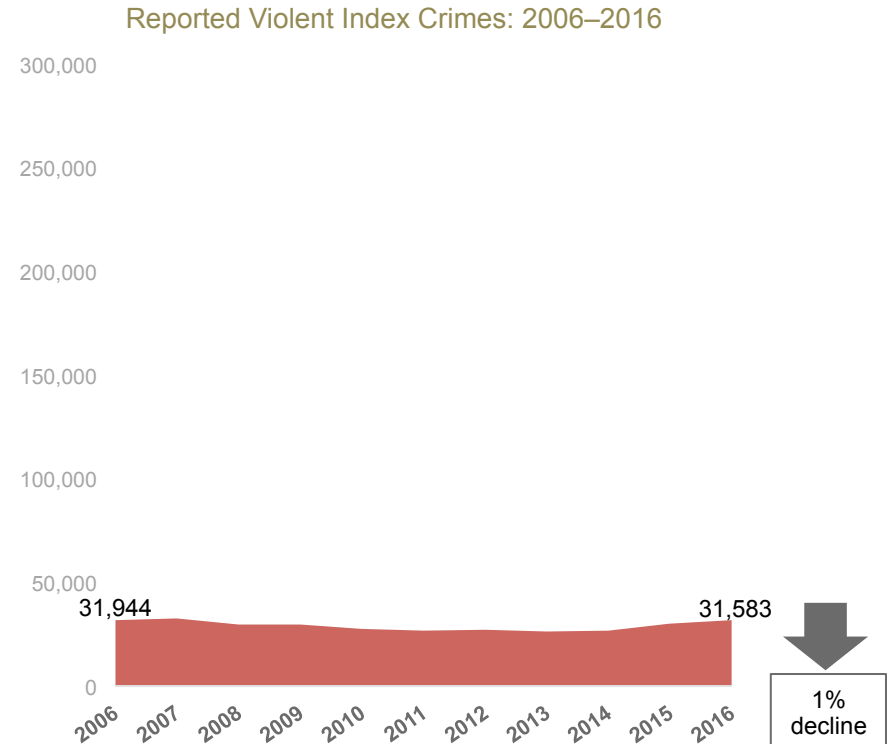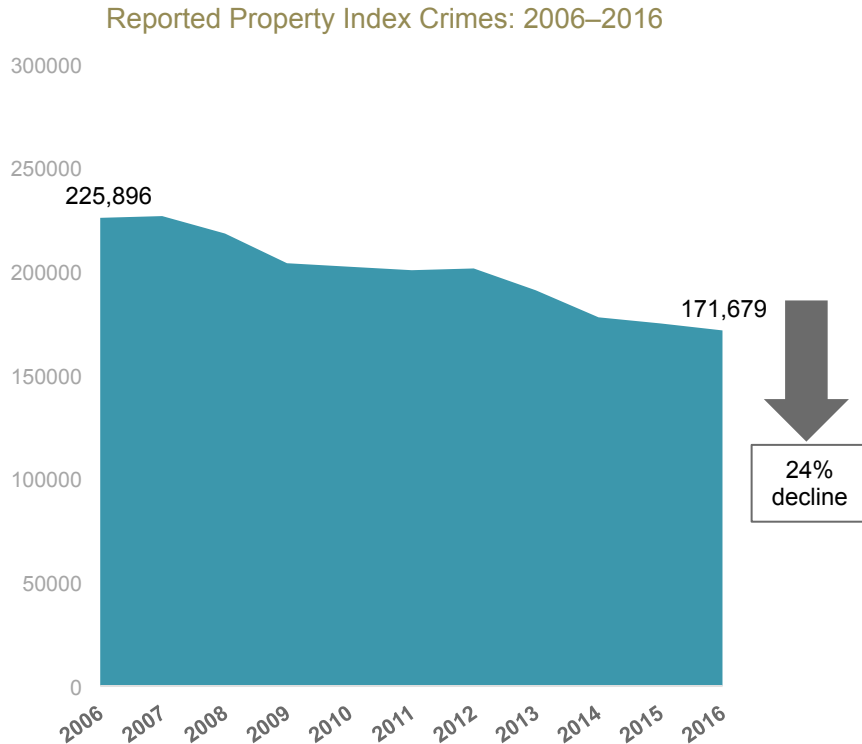
1% decline

The 10-year decline in reported violent crimes is much more modest than the decline in property crimes.

As with reported index crime, there are varying trends in arrests for index property and violent offenses

Adult Arrests for Index Property Offenses: 2006–2016

32,073

30,922
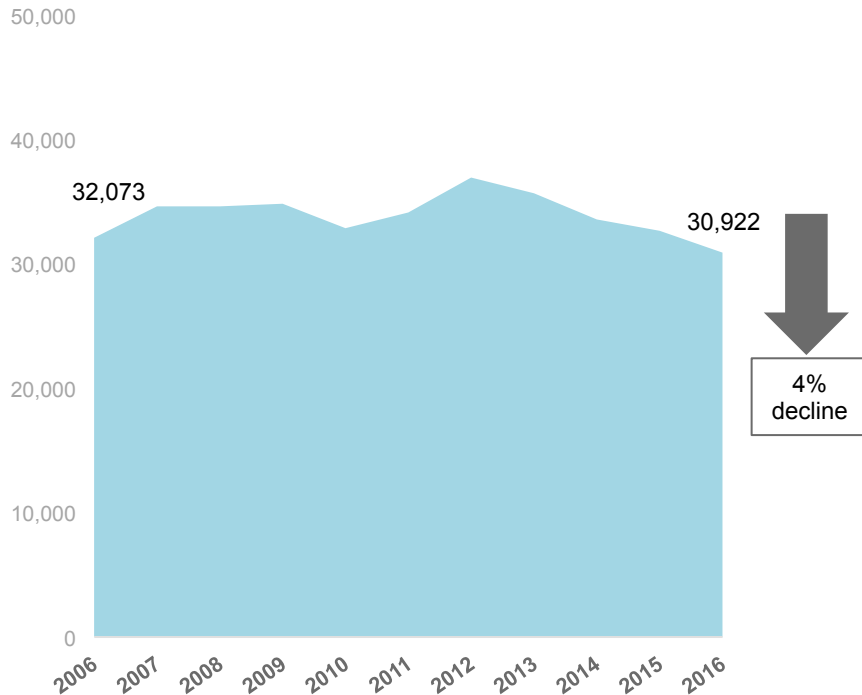
4% decline

Adult Arrests for Index Violent Offenses: 2006–2016

13,973

9,647
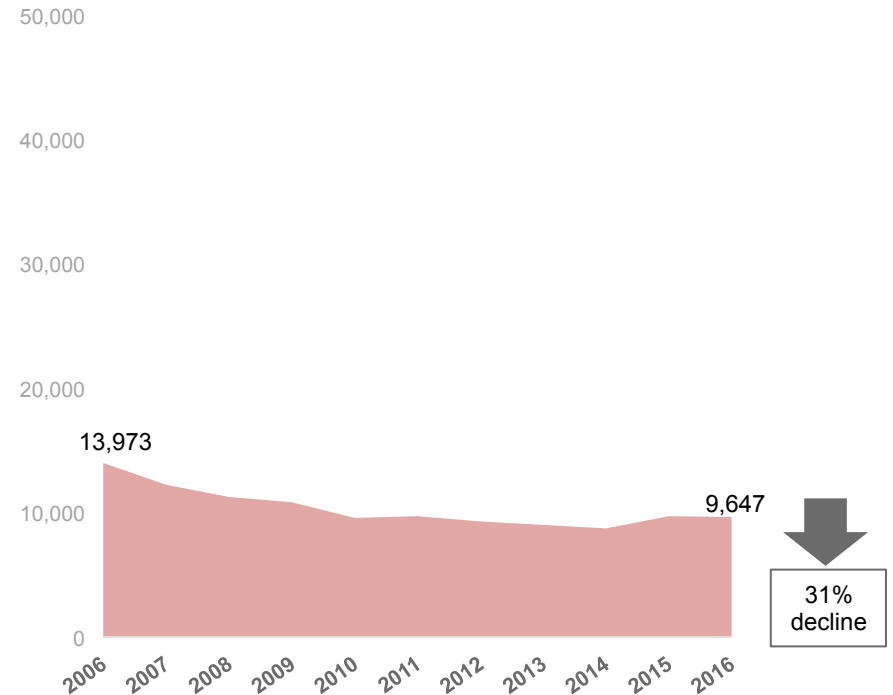
31% decline

The 10-year decline in arrests for violent index crimes is almost eight times greater than the decline for property crime arrests.

Source: Crime in Missouri, 2006-16, Missouri State Highway Patrol.

Front-end investment in law enforcement's efforts to deter crime pay the biggest dividends for public safety

Benefit to Cost Ratio
Benefits per dollar of cost.

$ →

Deter crime
Increase law enforcement's ability to use hot spot strategies and deploy additional officers to increase the perceived certainty of apprehension.

$$$$$$$

Reduce recidivism
High-quality supervision (risk, need, responsivity), consistent sanctioning, and high-quality treatment programs tailored to people's needs.

$$$$$

Prolong incapacitation
Increase length of stay to hold moderate- to high-risk people in prison for an additional 3 months, adding 250 to the prison population.

$$

Exhibit 1
Monetary Benefits and Costs of Evidence-Based Public Policies That Affect Crime
Estimates as of November 2013

There are more benefits to investing in law enforcement's efforts to deter crime

258,662 reported property index crimes (2013)

35,954 arrests for property index crimes (2013)

Analysis based on study of Washington State

16,171 people arrested for felony property offenses

Missouri laws on access to criminal history make such analysis impossible

32% no prior felony arrests

60% prior felony arrests

8% released from prison within last 2 years

Deter crime

Reduce recidivism

Prolong incapacitation

Source: UCR data; Justice Center analysis of DOC and WSP data.

Only 15 percent of all adult arrests in 2016 involved people on probation or parole supervision

Adult arrests in MO—2016

227,346

Sample extracted by DPS for matching to MDOC data

85,912 arrest events

72,924 **(85%)** did **not** involve a person on MDOC supervision

12,988 **(15%) did** involve a person on MDOC supervision
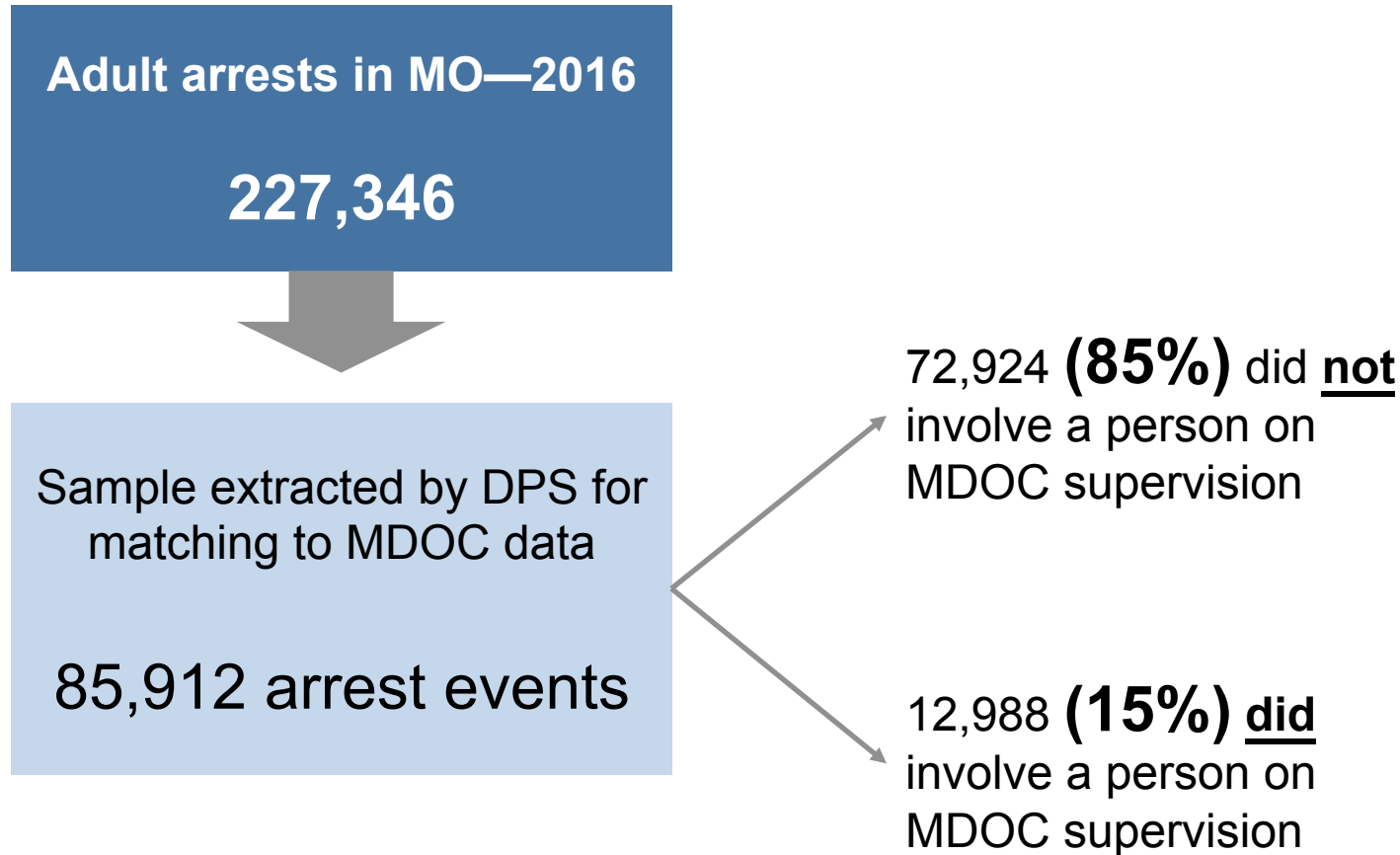
Source: CSG analysis of MDOC and MSHP data.

20 percent of adult arrests in 2016 for felony offenses involved people on probation or parole supervision

Sample extracted by DPS for matching to MDOC data

85,912 arrest events

Felony Arrests	Misdemeanor Arrests	Local Ord. Arrests
40,385	22,233	23,294

Arrests involving people on MDOC supervision

(8,240)	(2,591)	(2,157)
20%	**12%**	**9%**
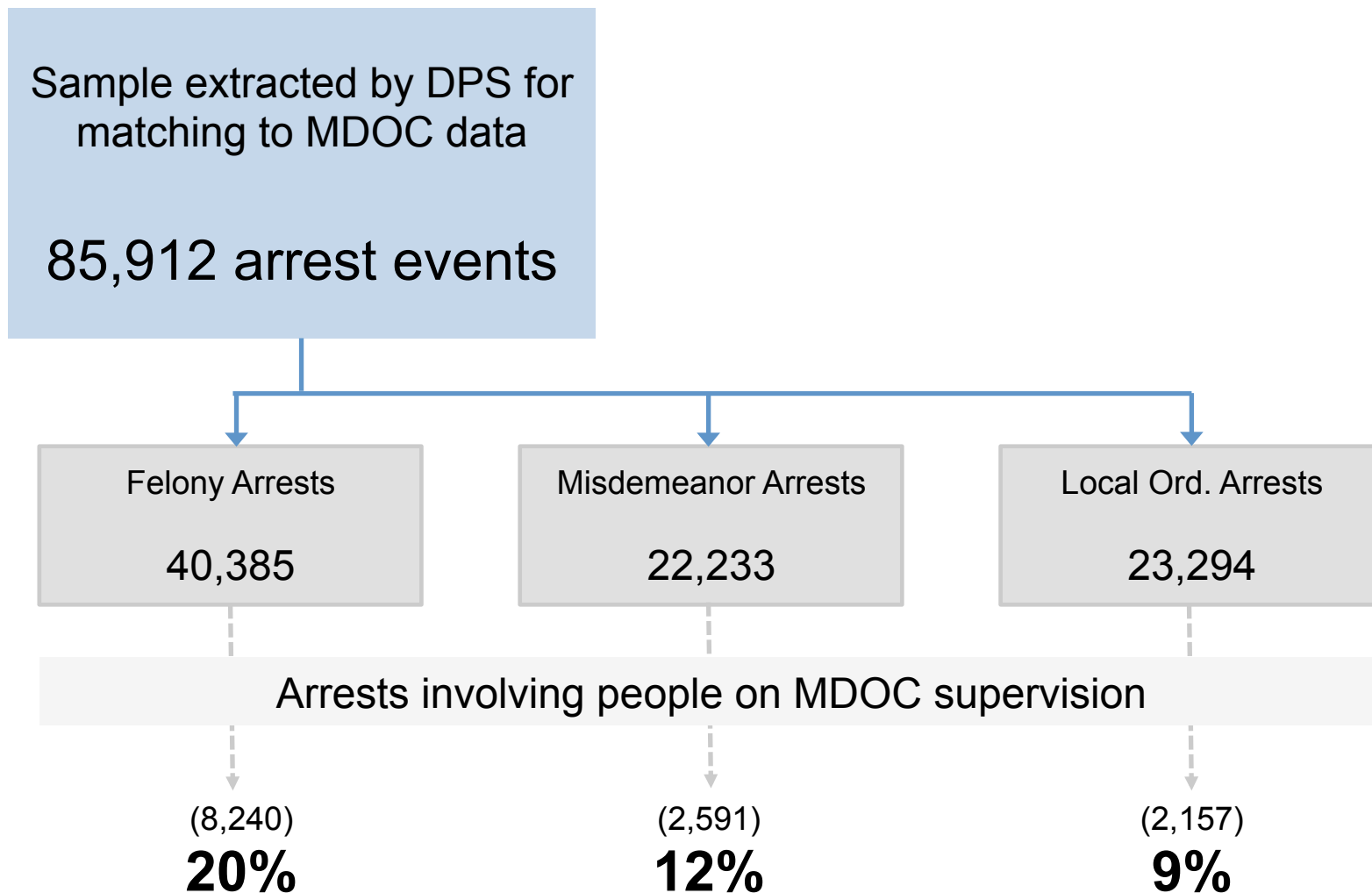
Source: CSG analysis of MDOC and MSHP data.

The three most common categories of arrests involving people on supervision were for drug, obstruction, and theft offenses

Sample extracted by DPS for matching to MDOC data

85,912 arrest events

Felony Arrests

40,385

(8,240)

20%

10 most common offense types for those on supervision getting arrested

Offense Types for Arrests Involving People on Supervision

Offense Type	#	% of Total Arrests
All Arrests Involving MDOC Prob./Par.	8,240	100%
Dangerous Drugs	2,639	32%
Obstruct. Judic., Congress, Legis., or a Commission	1,080	13%
Larceny	639	8%
Assault	588	7%
Burglary	562	7%
Traffic Offenses	486	6%
Damage Property	343	4%
Weapon Offenses	272	3%
Family Offenses	217	3%
Forgery	217	3%

Source: CSG analysis of MDOC and MSHP data.

There are many more people on probation than are on parole supervision, so the probation population accounts for more arrests

Sample extracted by DPS for matching to MDOC data

85,912 arrest events

Felony Arrests

40,385

20% **involved someone on probation or parole**

Almost twice as many people on probation as on parole

2,965 Parolees arrested
7%

5,271 Probationers arrested
13%

Number of Arrests for Most Violent Crimes

	Parolees	Probationers
Murder	18	21
Rape	13	29

Source: CSG analysis of MDOC and MSHP data.

Recidivism and Overall Crime and Arrest Trends: Section Recap

➤ Continued reductions in property crime have driven down overall crime in Missouri since the mid-1990s.

➤ Research shows that increasing the perceived certainty of apprehension and effective supervision can reduce crime more cost-effectively than simply prolonging incarceration.

➤ 1 in 5 felony arrests involves someone on MDOC supervision, and half of these arrests are for drugs, obstruction, or theft offenses.

➤ People on probation account for nearly twice the number of arrests as people on parole due to the larger probation population.

What Can Missouri Do?

- Reduce crime more cost effectively by investing in more effective law enforcement and recidivism reduction.

- Focus recidivism-reduction efforts on probation as well as parole population.

Overview

In recent years, violent crime has been on the rise in Missouri

Reported Violent Index Crimes: 2006–2016

31,944

31,583

26,234

2006–13	**2013–16**
18% decline	20% increase

2006 2007 2008 2009 2010 2011 2012 2013 2014 2015 2016
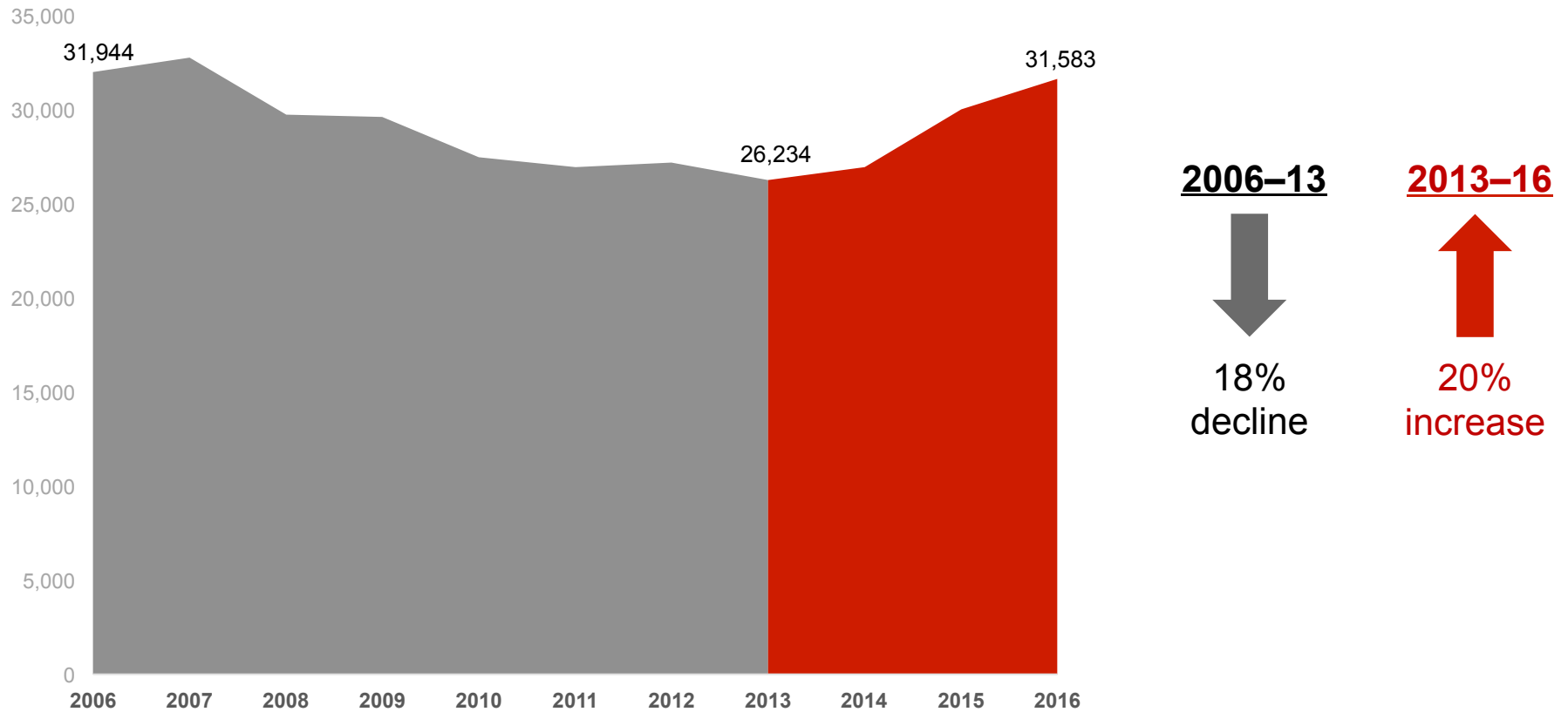
Source: Crime in Missouri, 2006-16, Missouri State Highway Patrol.

Since 2013, the number of murders reported to law enforcement has increased 44 percent

Reported Violent Index Crimes, by Offense Type: 2006–2016
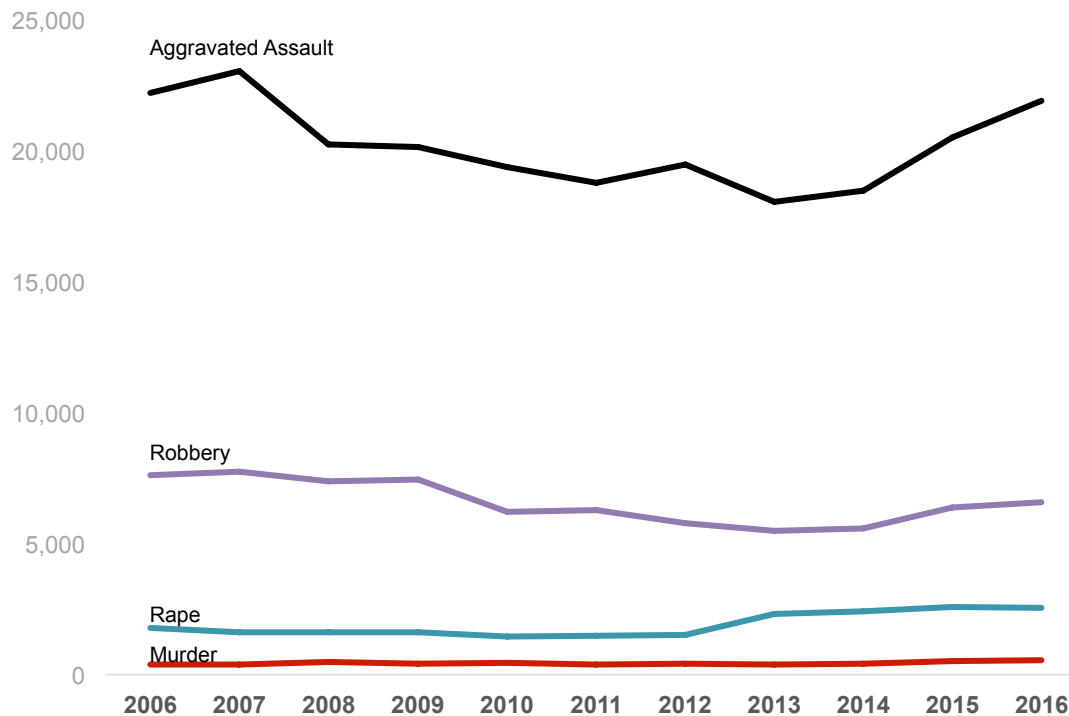
Violent Crime Type	% change	
	2006–13	2013–16
All Violent	- 18%	+ 20%
Murder	+ 1%	+ 44%
*Rape**	+ 32%	+ 10%
Robbery	- 28%	+ 20%
Aggravated Assault	- 19%	+ 22%

* The FBI expanded definition of rape in 2013, causing number of reported rapes to increase.

All categories of violent crime have increased by 10% or more since 2013.

Source: Crime in Missouri, 2006-16, Missouri State Highway Patrol.

St. Louis and Kansas City rank number 1 and 13, respectively, on nationwide list of cities with the highest homicide rates

City	Homicide Rate per 100,000 Population	# of Times the National Average
Nationwide	5.3	---
St. Louis, MO	59.8	11.3
Baltimore, MD	51.4	9.7
Detroit, MI	45.2	8.5
New Orleans, LA	43.8	8.3
Newark, NJ	35.5	6.7
Cleveland, OH	35.0	6.6
Jackson, MS	34.1	6.4
Orlando, FL	30.2	5.7
Memphis, TN	29.9	5.6
North Charleston, SC	29.0	5.5
San Bernardino, CA	28.5	5.4
Chicago, IL	28.1	5.3
Kansas City, MO	27.0	5.1
Dayton, OH	25.7	4.8
Milwaukee, WI	23.5	4.4
Atlanta, GA	23.5	4.4
Salinas, CA	22.1	4.2
Shreveport, LA	21.4	4.0
Little Rock, AR	21.1	4.0

Major cities defined as having population of at least 100,000

- St. Louis rate is 11 times greater than national average

- Kansas City rate is 5 times greater than national average

Source: FBI Uniform Crime Reports, 2016

Recent increase in violent crime is not just a problem in big cities

Percent change in violent crimes 2013-16:
Top 10 Counties in Population

County	% Change
Statewide	**+ 20%**
St. Louis (county)	+ 34%
Jackson	+ 32%
St. Charles	+ 7%
St. Louis (city)	+ 18%
Greene	+ 18%
Clay	+ 43%
Jefferson	- 18%
Boone	+ 19%
Jasper	+ 20%
Cass	+ 29%

Percent change in violent crimes 2013-16:
Top 10 Counties in % Change

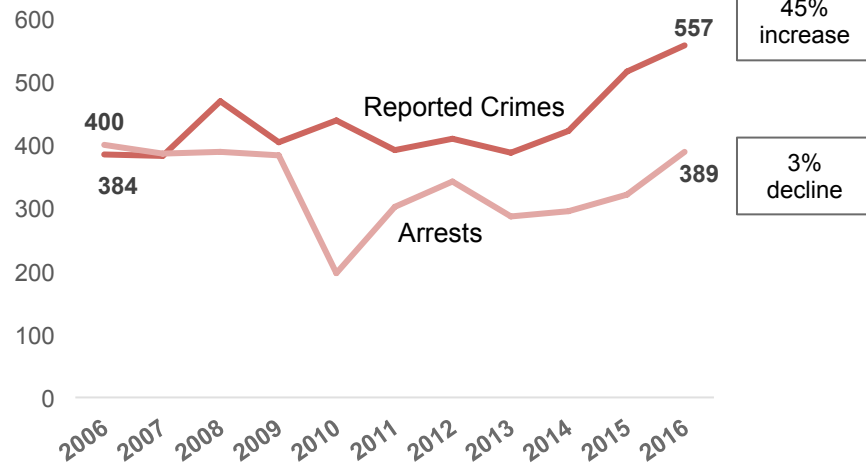| County	Pop. Rank	% Change
Statewide	**---**	**+ 20%**
Carter	106	+ 363%
Scotland	109	+ 350%
Gentry	103	+ 250%
Perry	56	+ 144%
Ray	51	+ 142%
Daviess	98	+ 133%
Washington	46	+ 131%
Montgomery	83	+ 130%
Bollinger	81	+ 128%
Ralls	85	+ 118%

Overall, from 2013–16:

- ❑ 51 counties had declining violent crime
- ❑ 11 counties had growth of 5% or less
- ❑ 13 counties had growth of 5%–20%
- ❑ 42 counties had growth exceeding 20%

With the exception of robberies, fewer violent crimes are resulting in arrests

Murder—Reported Crimes and Adult Arrests: 2006–2016

- 400
- 384
- Reported Crimes
- Arrests
- 557
- 389
- 45% increase
- 3% decline

Rape*—Reported Crimes and Adult Arrests: 2006–2016

The FBI expanded definition of rape in 2013, causing number of reported rapes to increase.

- 1,770
- 650
- Reported Crimes
- Arrests
- 2,556
- 454
- 44% increase
- 30% decline
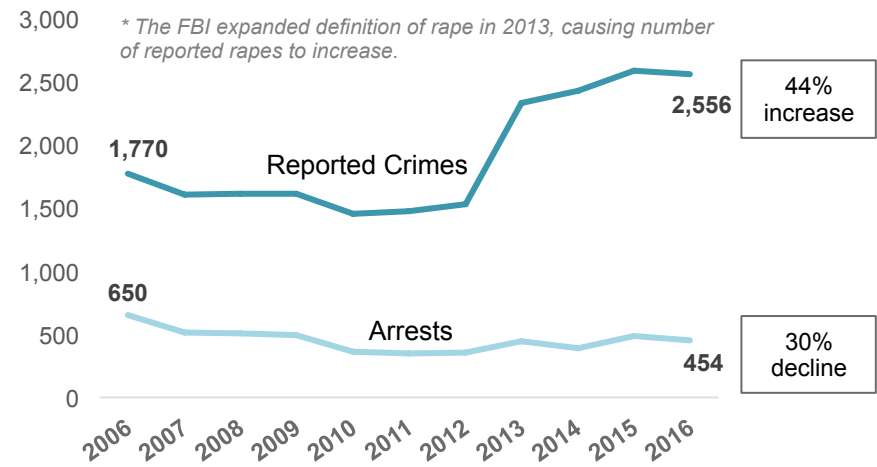
Robbery—Reported Crimes and Adult Arrests: 2006–2016

- 7,593
- 1,843
- Reported Crimes
- Arrests
- 6,564
- 1,630
- 14% decline
- 12% decline
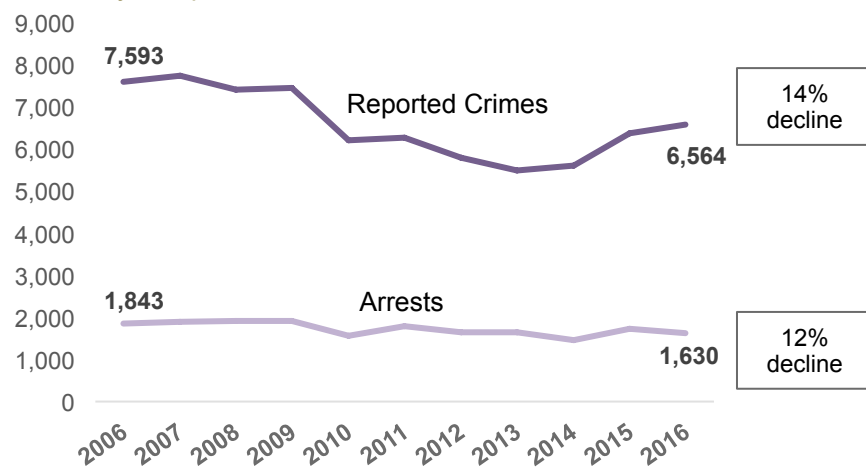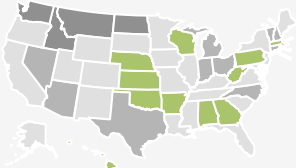
Aggravated Assault—Reported Crimes and Adult Arrests: 2006–2016

- 22,197
- 11,080
- Reported Crimes
- Arrests
- 21,906
- 7,174
- 1% decline
- 35% decline
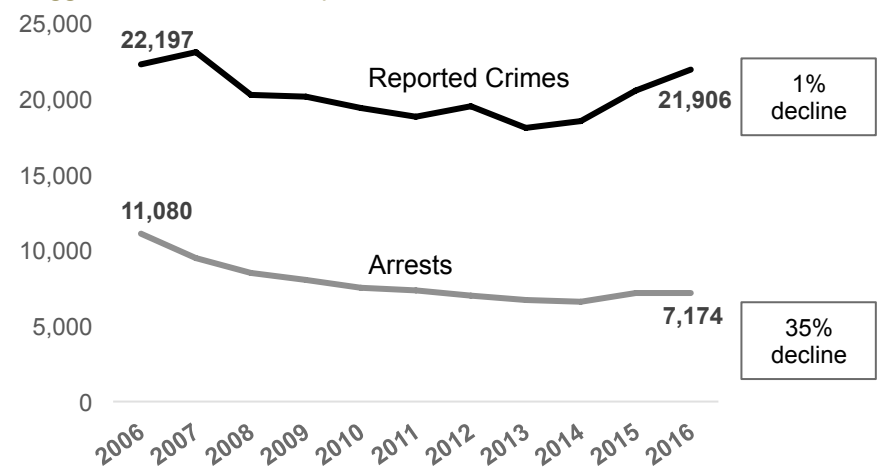
Source: Crime in Missouri, 2006-16, Missouri State Highway Patrol.

Missouri statute lacks guidance on how long evidence is held and stored after it is collected through Sexual Assault Forensic Exams

	After exam and law enforcement	From law enforcement to lab	Evidence storage: unsolved, uncharged	Evidence storage: unreported	Statute of limitations (SOL) for sexual offenses
(Michigan)	14 days	14 days	N/A test all	1 year w/o consent of the victim	No SOL for 1st-degree offenses
(Ohio)	Locally determined	30 days	30 years	3	25 years
(Missouri)	-	-	-	-	No SOL for rape or sexual assault
(U.S. map)	3 days	7 days	50 years or end of statute of limitations	20 years	No SOL

On average, 14% of the homicides in Missouri over the past five years were homicides related to domestic violence

Missouri has the 10ᵗʰ-highest rate of DV fatalities in the US.

Source: Missouri State Highway Patrol, Crime in Missouri Reports 2012-2016

Domestic Violence Fatalities in Washington State

HONORING VICTIMS' LIVES | PUTTING LEARNING INTO ACTION

Violence Policy Center

When Men Murder Women

An Analysis of 2015 Homicide Data

WWW.VPC.ORG

GEORGIA DOMESTIC VIOLENCE

FATALITY REVIEW PROJECT

2016 | 13TH ANNUAL REPORT
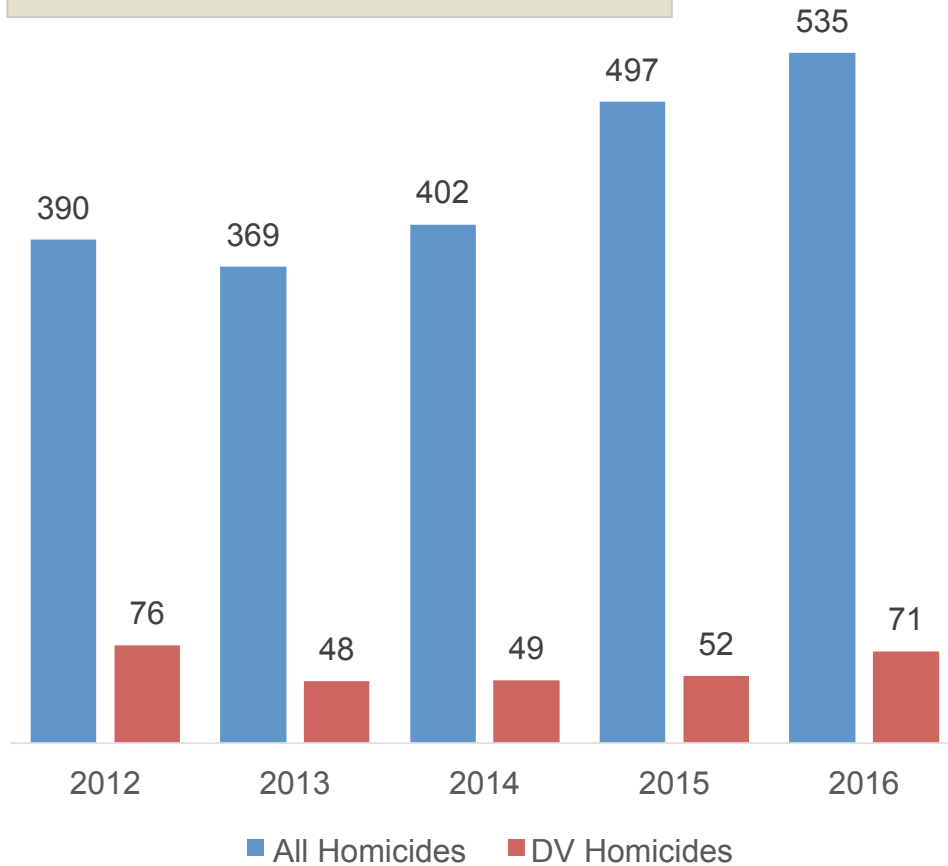
37 states have produced statewide reports about their DV fatality projects; these are commonly annual reports.

Engagement and communication through community policing is important for law enforcement

What is Community Policing?

Community policing is a law enforcement model that emphasizes interaction with the community and diversified approaches to problem solving.

Definitions of community policing vary, but **three components** are common:

1. **Community involvement;**
2. **Decentralization**;
3. **Problem solving**

Much of the benefit of such programs comes through improved relations with the community, which can manifest in **better cooperation on crime fighting initiatives, sharing of important information, and more**.

The focused deterrence model is one of the most promising community policing approaches

"Focused deterrence strategies deploy enforcement, [social] services, the moral voices of the communities, and deliberate communication in order to create a powerful deterrent to particular behaviors by particular offenders."

- **David Kennedy**, National Network for Safe Communities at John Jay College, 2006

Focused Deterrence Strategies

1. Focus on **particular crimes** or types of violence

2. Use of **street-level intelligence** and analysis

3. **Direct communication with individuals or groups**

4. **Swift and sure consequences** when violence occurs

5. Recognition that law enforcement **cannot solve the community's problems alone**

Boston: a case study in focused deterrence

Boston's "Operation Ceasefire"

- 1990s; considered first large implementation of focused deterrence model

- Sought to impact gun and group-related violence among youth in the city

- **Less than 1% of the city's youth between the ages of 14 and 24 were responsible for more than 60% of the youth homicides** in Boston.

Results:

63%
reduction in youth homicides

27%
reduction in shootings among notified violent groups

36%
reduction in gang-involved shootings among gangs treated with crackdowns

Missouri can strengthen its investment in outreach, engagement, and practical assistance to people who experience traumatic events

There are factors known to increase risk for PTSD following a traumatic event. Community factors include chronic environmental adversity, including exposure to combat in war zones or exposure to community violence. Individual factors include female gender, membership in an ethnic minority group, a history of individual and/or family psychiatric dysfunction, limited coping skills, lower socioeconomic status, homelessness, and a prior history of victimization, particularly sexual assault.

Strategies for practical assistance to victims

1. Early, assertive outreach and engagement services are essential to meet the many complex needs of injured, urban crime victims

2. Successful engagement often begins in the client's community and moves to a clinic setting; community-based solutions should be supported

3. **Practical assistance with social and financial problems helps clients develop a sense of safety and stability**

Missouri's Crime Victim Compensation Program should be an essential resource for expenses related to crime and violence

A victim must

- Report the crime;

- Cooperate with the investigation and prosecution; and

- Apply for compensation within a certain time period.

Expenses covered by the Missouri Compensation program include medical and dental care, mental health counseling, income loss due to crime-related injuries, loss of financial support for dependents of a deceased victim, as well as funeral and burial expenses.

The federal government, through a formula grant program, matches 60 percent of a state's allocation to this program.

Only a fraction of people who report crime also apply for crime victim compensation

Total violent offenses reported in 2014
26,913

Total applications for crimes occurring in 2014
1,354

18,476

842

421   323

5,591

23

2,425

166

Aggravated Assault   Homicide   Robbery   Sexual Assault

■ Crimes Reported   ■ Claims Paid
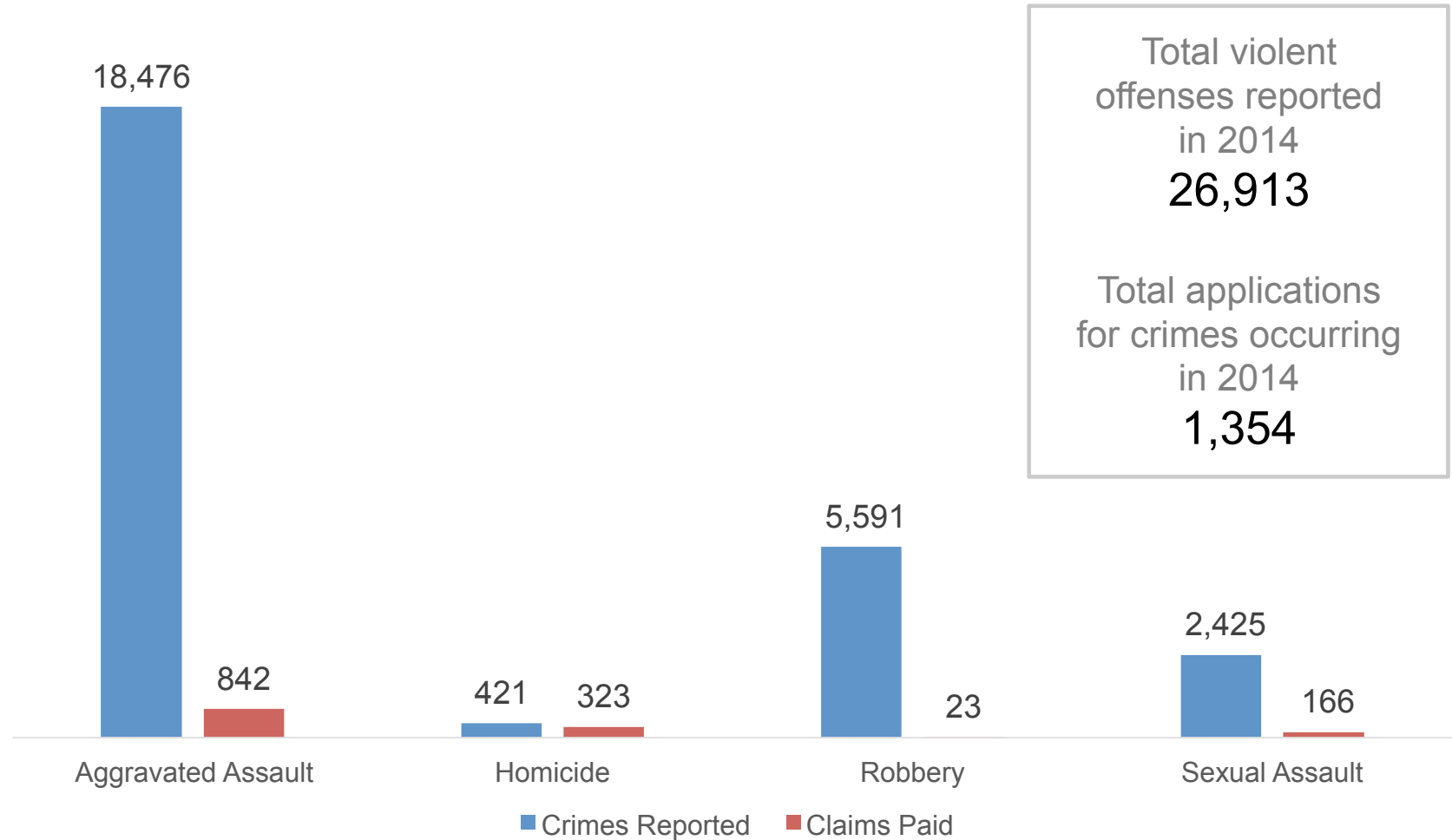
Source: Email communication from Missouri Department of Public Safety, October 17, 2017.

Updating the compensation statute and regulations can decrease the likelihood that the program must deny an application

1,621 Applications to Missouri Victim Compensation Program in 2014

970 Approvals **60%**

651 Denials **40%**
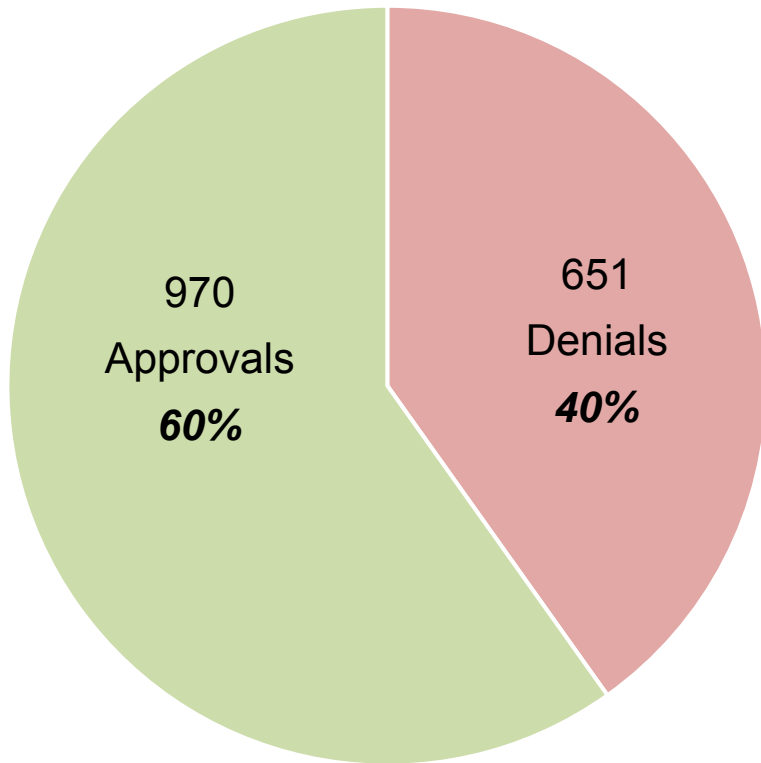
Top 10 denial reasons

Failure to Supply Info	420
No Minimum Loss	46
Contributory Conduct	27
Reimbursed by Collateral Source	24
Failure to Cooperate with Law Enforcement	21
Failure to File Claim on Time	17
Two or More Felonies	16
Crime Not Reported w/in 48 Hours	15
Crime Not Compensable with Law	14
Duplicate Claim	11

The top reason an application is denied is administrative (65%)

Federal Victims of Crime Act (VOCA) formula funds have grown dramatically and can be leveraged to address needs of victims and gaps in services

Missouri VOCA Assistance Award amounts have quadrupled since FY2013

$34M

$8M
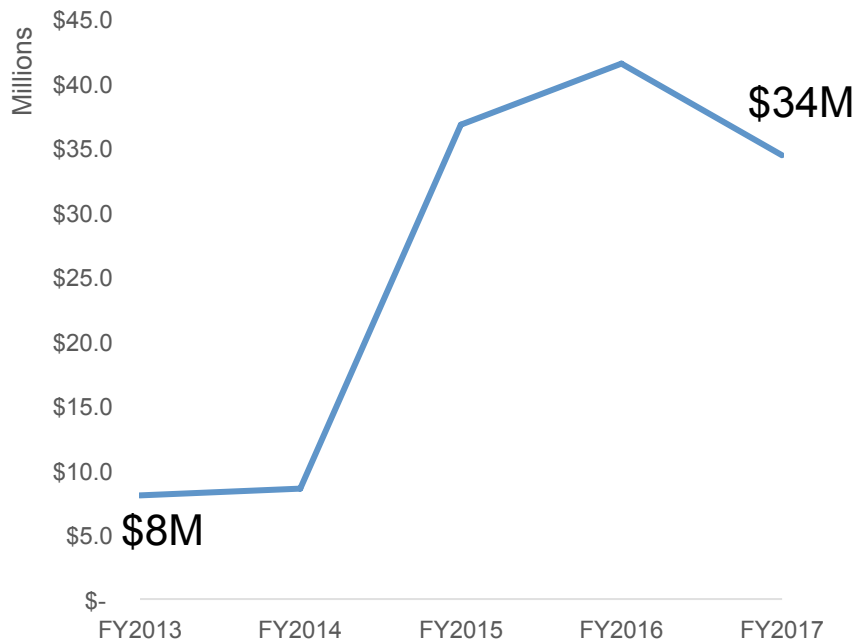
The Federal Crime Victims Fund may increase again in FY2018
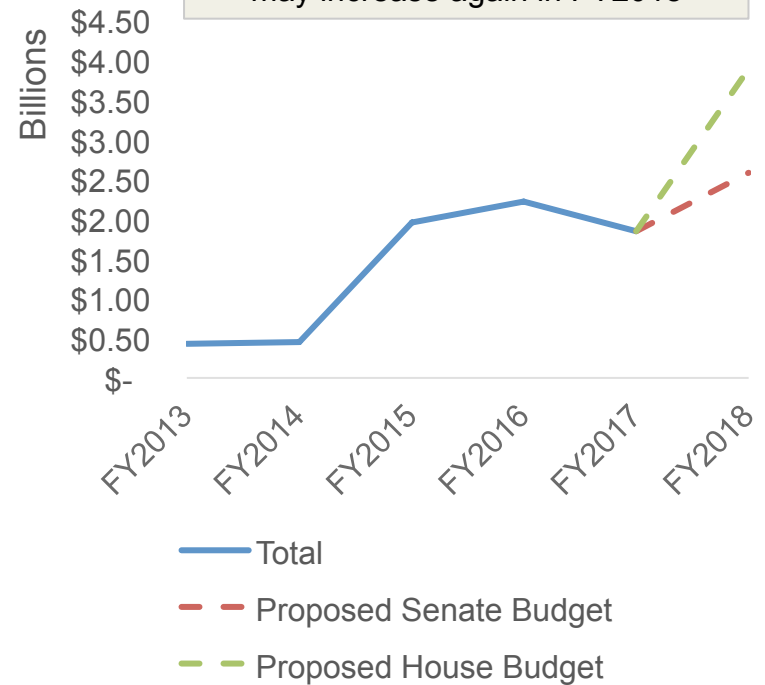
Total

– – Proposed Senate Budget

– – Proposed House Budget

Missouri's Department of Social Services awarded $77.8 million for FY2018 to support victims of child abuse, domestic violence, sexual assault, and underserved crimes such as homicide and burglary

- 87% of these funds support the work of nonprofit victim service organizations

- 11% supports victim programs in prosecutors' offices

- 1% supports victim programs in law enforcement offices

- 1% supports 2 court projects

Regions
- Central
- Kansas City
- Northeast
- Northwest
- St. Louis
- Southeast
- Southwest
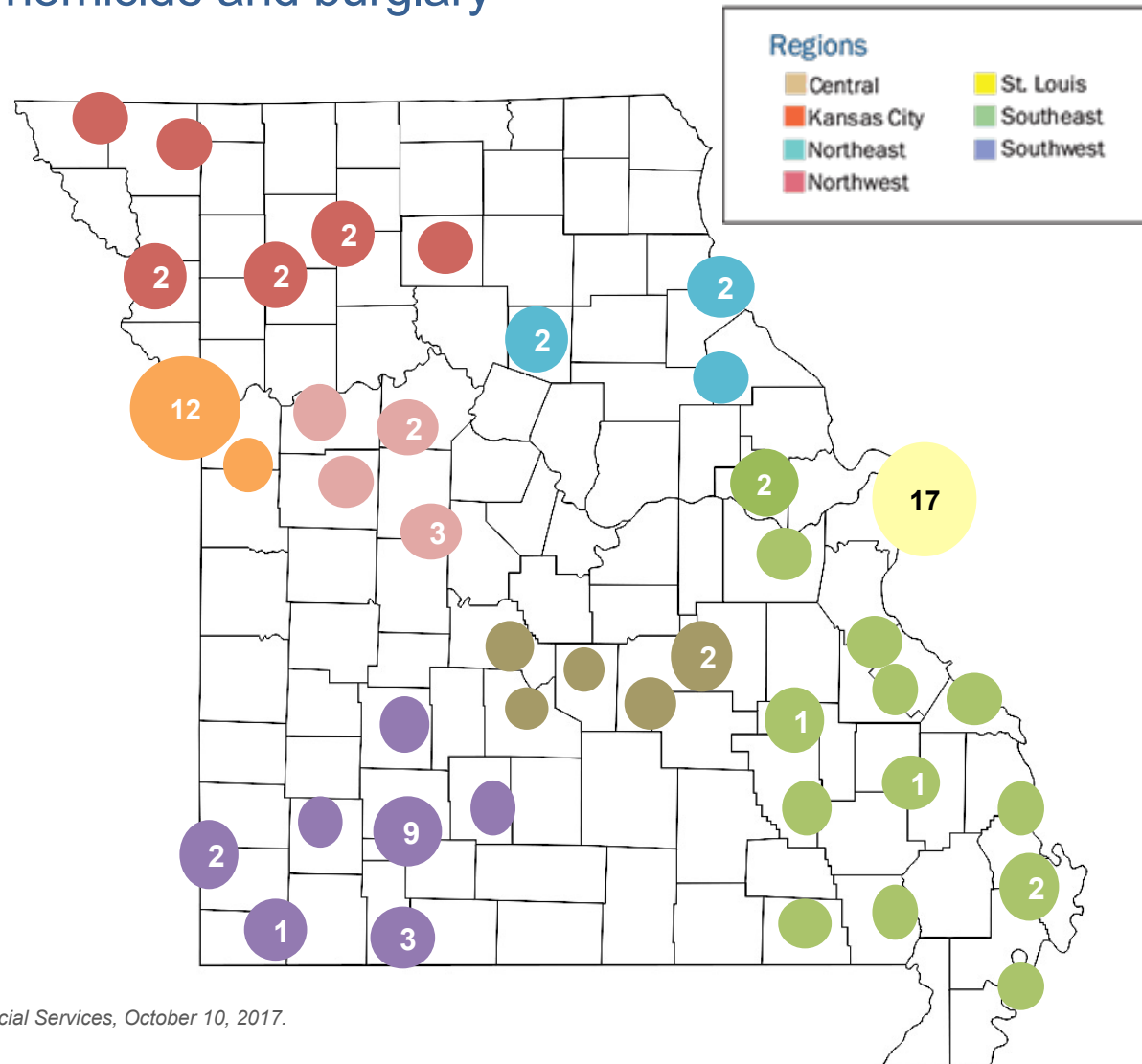
Source: Email communication from Missouri Department of Social Services, October 10, 2017.

During two focus groups on October 19–20, victim advocates offered additional policy and program ideas

- o Create lifetime orders of protection for victims of personal offenses

- o Increase accountability for people who commit domestic violence offenses: arrests, probation conditions, and stays in jail

- o Modernize the process whereby victims are notified of sentences to prison and parole; use grant funds to create an interface between MOPS and MDOC

- o Reduce employment and housing barriers for women with criminal histories

Trauma contributes to cycles of violence

The effects of trauma place a heavy burden on individuals, families, and communities and create challenges for public institutions and service systems.

Contact with the child welfare system

Negative changes in brain development

Contact with criminal justice system
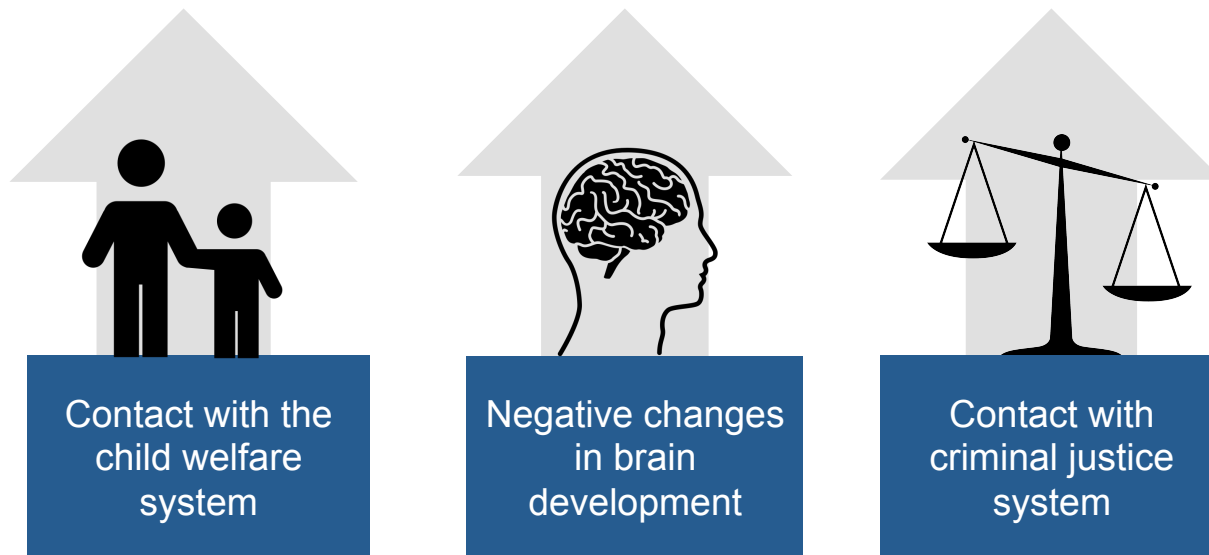
Preventing exposure to traumatic events and **responding with early interventions** and treatment for people experiencing traumatic stress may improve outcomes for these individuals and prevent prolonged involvement with the criminal justice and child welfare systems.

Building trust in law enforcement through trauma-informed policing

A program, organization, or system that is trauma informed:

Realizes the widespread impact of trauma and understands potential paths for recovery	**Recognizes** the signs and symptoms of trauma in clients, families, staff, and others involved with the system	**Responds** by fully integrating knowledge about trauma into policies, procedures, and practices	Seeks to actively **Resist** re-traumatization

For law enforcement officials, trauma-informed policing practices that enhance officers' understanding of trauma and its effects can **facilitate criminal investigations** through a greater awareness of a victim's needs, **reduce the potential recurrence of criminal behavior** through early intervention and community trust in police, and **connect traumatized people to appropriate community services and supports**.

CSG, (2017).
Trauma-Informed Policing: Addressing the Prevalence of Trauma in Law Enforcement Encounters.

Violent Crime and Victimization: Section Recap

- Violent index crime in Missouri has been increasing since 2013.

- Violent index crime is up in all but one of Missouri's most populous counties, and it is an issue in more rural counties as well.

- Arrests for violent crime are down significantly despite rising violent crime.

- Funding for victim assistance has quadrupled and has never been higher.

- Many people who come into contact with the criminal justice system have experienced trauma, which can manifest in many different ways and is important to account for in a law enforcement context.

What Can Missouri Do?

- Assist local law enforcement agencies in enhancing community policing efforts, addressing violent crime, implementing trauma-informed policies, and increasing transparency and accountability.

- Improve access to and quality of services provided to victims of crime.

Overview

Missouri had the fastest-growing female prison population in the nation from 2010 to 2015

Female Prison Population Percentage Change, 2010–2015

U.S. Total
+0%

Missouri
+33%
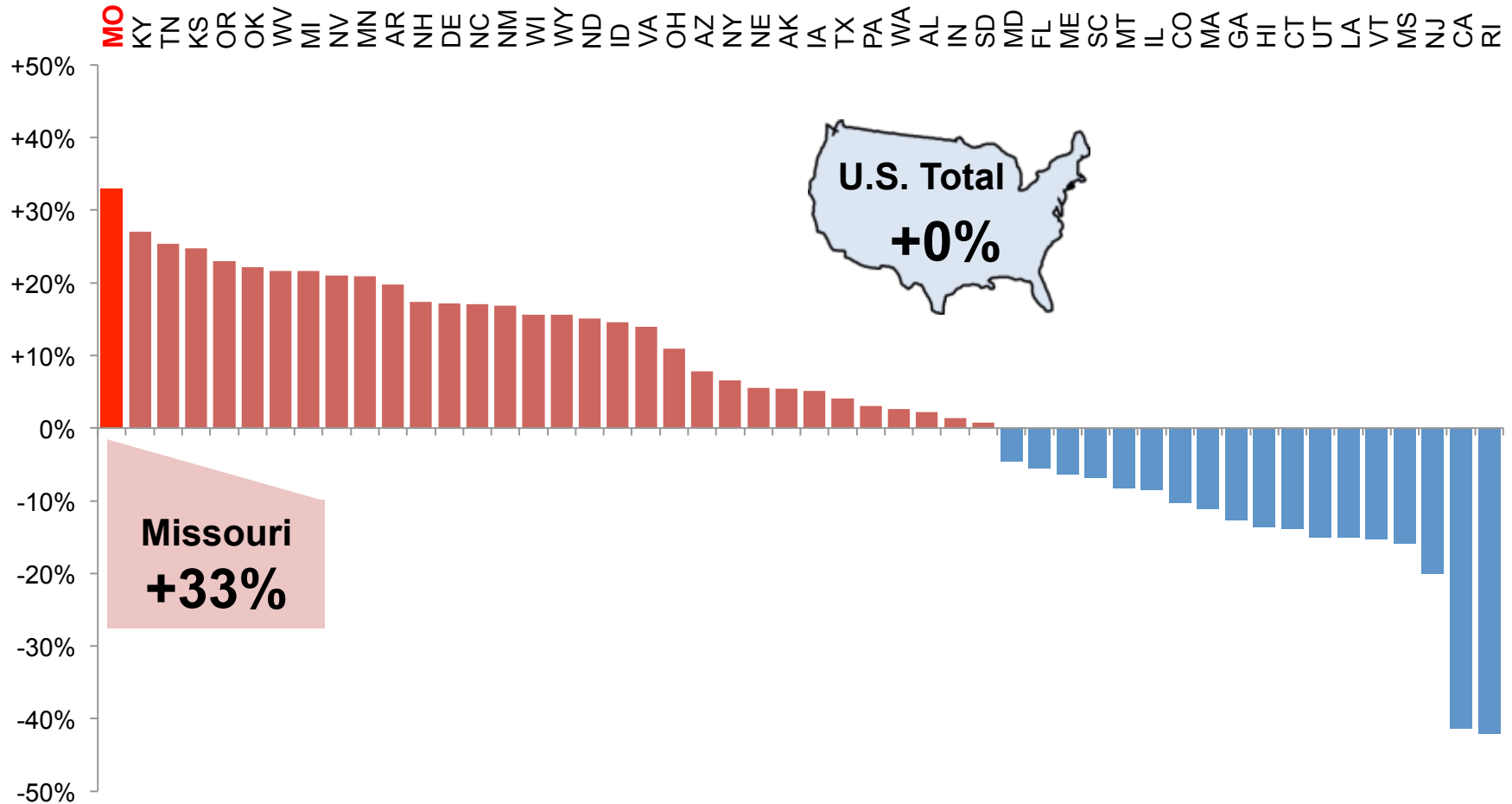
Source: Bureau of Justice Statistics, Prisoners in 2010 and Prisoners in 2015.

85 percent of women newly admitted to prison are admitted for nonviolent offenses, compared to 69 percent of men

New Prison Admissions by Offense Type and Gender, FY2016

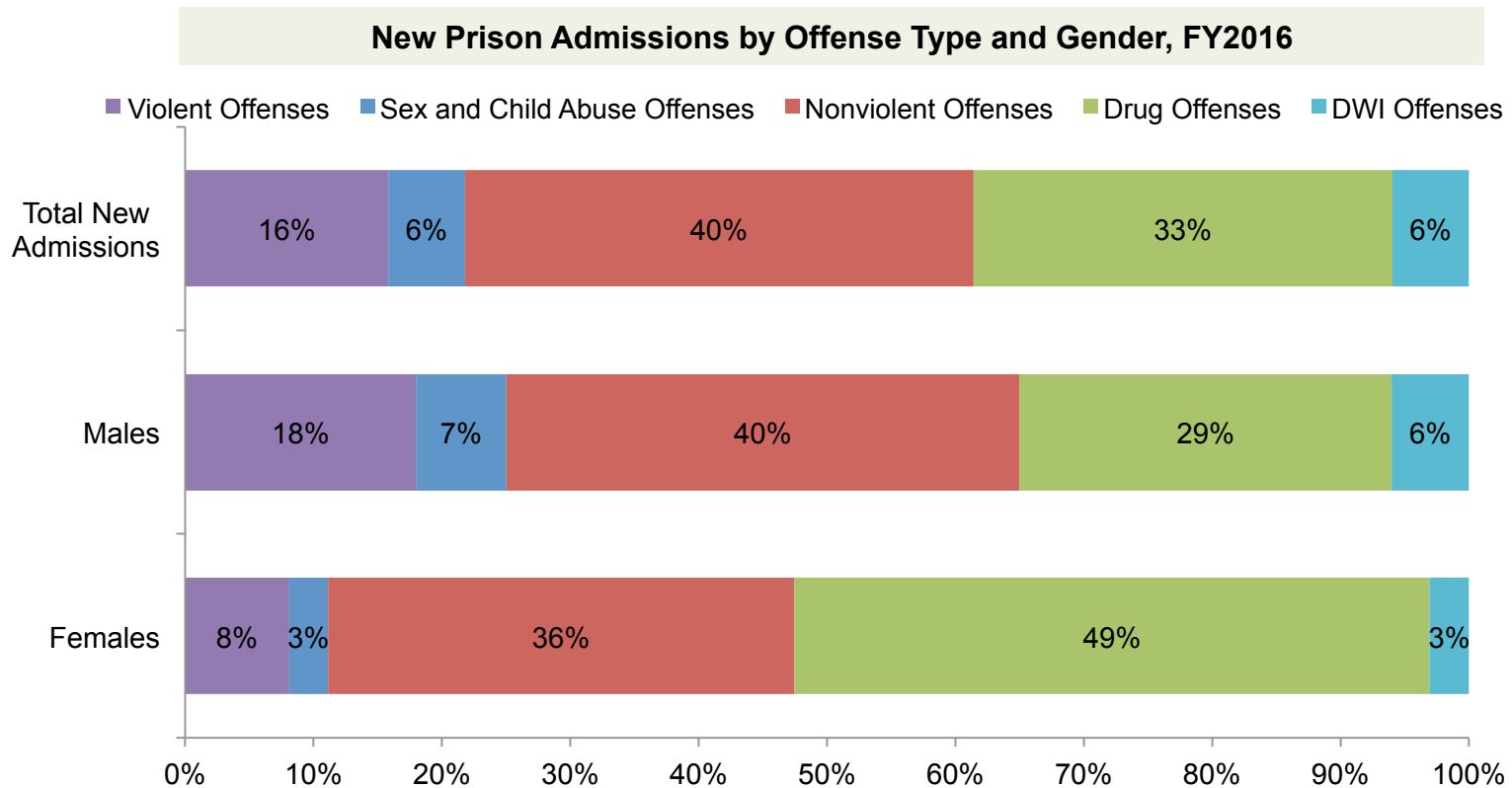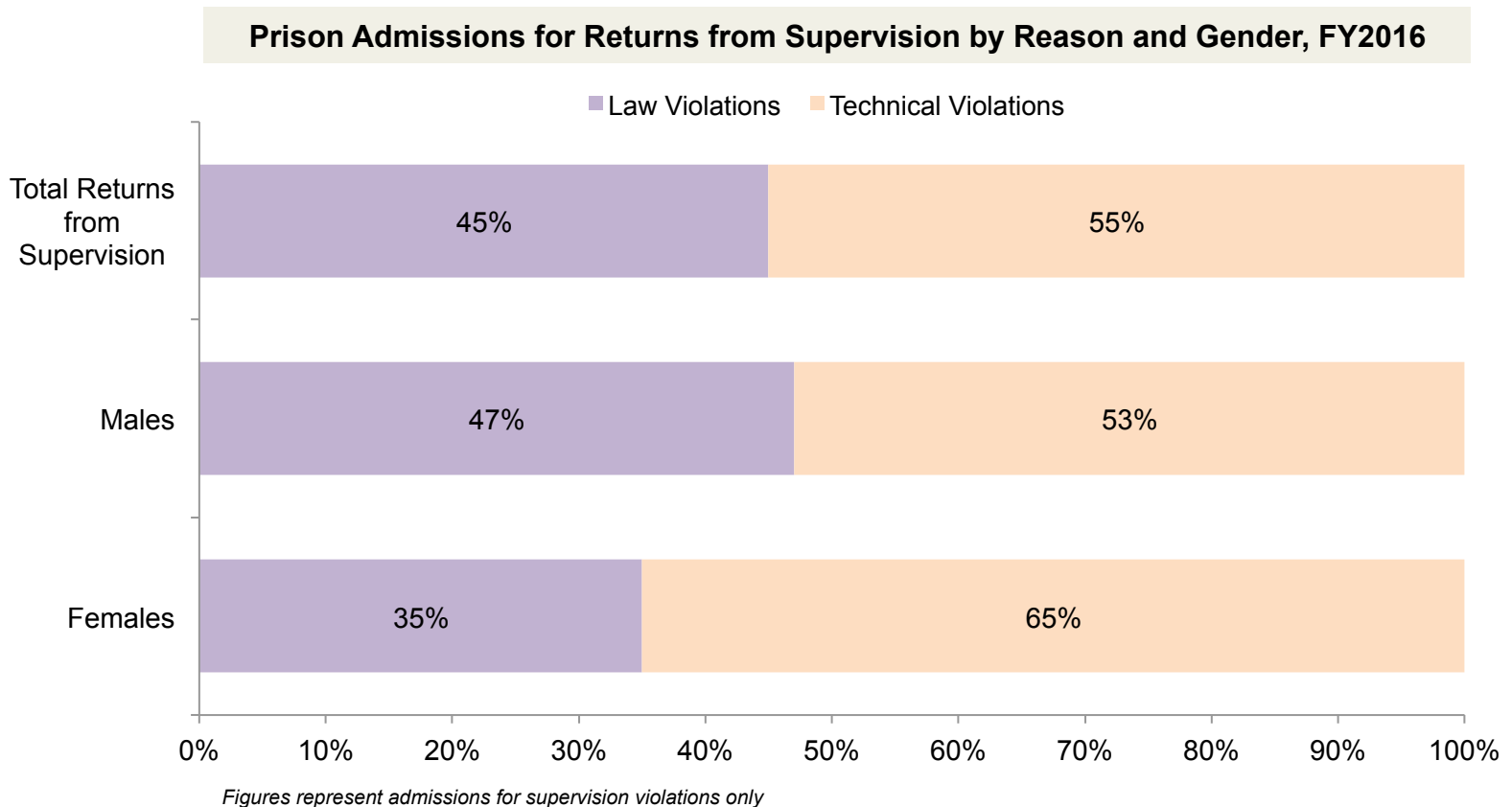Legend: ■ Violent Offenses ■ Sex and Child Abuse Offenses ■ Nonviolent Offenses ■ Drug Offenses ■ DWI Offenses

Category	Violent Offenses	Sex and Child Abuse Offenses	Nonviolent Offenses	Drug Offenses	DWI Offenses
Total New Admissions	16%	6%	40%	33%	6%
Males	18%	7%	40%	29%	6%
Females	8%	3%	36%	49%	3%

Figures represent new admissions only and exclude admissions for supervision violations. About half of all new admissions were for long-term treatment and were not the result of a new court sentence. Nonviolent Offenses include property offenses, public order offenses, other weapons offenses, and other traffic offenses.

Source: Missouri Department of Corrections Offender Profile, FY2016

Two-thirds of women admitted to prison for supervision violations are admitted for technical violations, compared to just over half of men

Prison Admissions for Returns from Supervision by Reason and Gender, FY2016

■ Law Violations ■ Technical Violations

Category	Law Violations	Technical Violations
Total Returns from Supervision	45%	55%
Males	47%	53%
Females	35%	65%

Figures represent admissions for supervision violations only

Source: Missouri Department of Corrections Offender Profile, FY2016

Over the past decade, arrests have increased only for females, and primarily for nonviolent property and drug offenses

Percent Change in Arrest Volume: 2006–2016

Offense Type		Males	Females
Index	Murder	0%	- 19%
	Rape	- 30%	- 29%
	Robbery	- 15%	**+ 15%**
	Agg. Assault	- 39%	- 21%
	Burglary	- 33%	**+ 26%**
	Larceny	- 6%	**+ 25%**
	MV Theft	- 40%	- 1%
	Arson	- 29%	- 44%
Non-Index	Drug Sales	- 38%	- 21%
	Drug Poss.	- 6%	**+ 39%**
	Other	- 42%	- 34%

Although there were significant increases in arrest volume for the more serious offenses of robbery and burglary, the overwhelming increase in volume is for much less serious, nonviolent offenses.

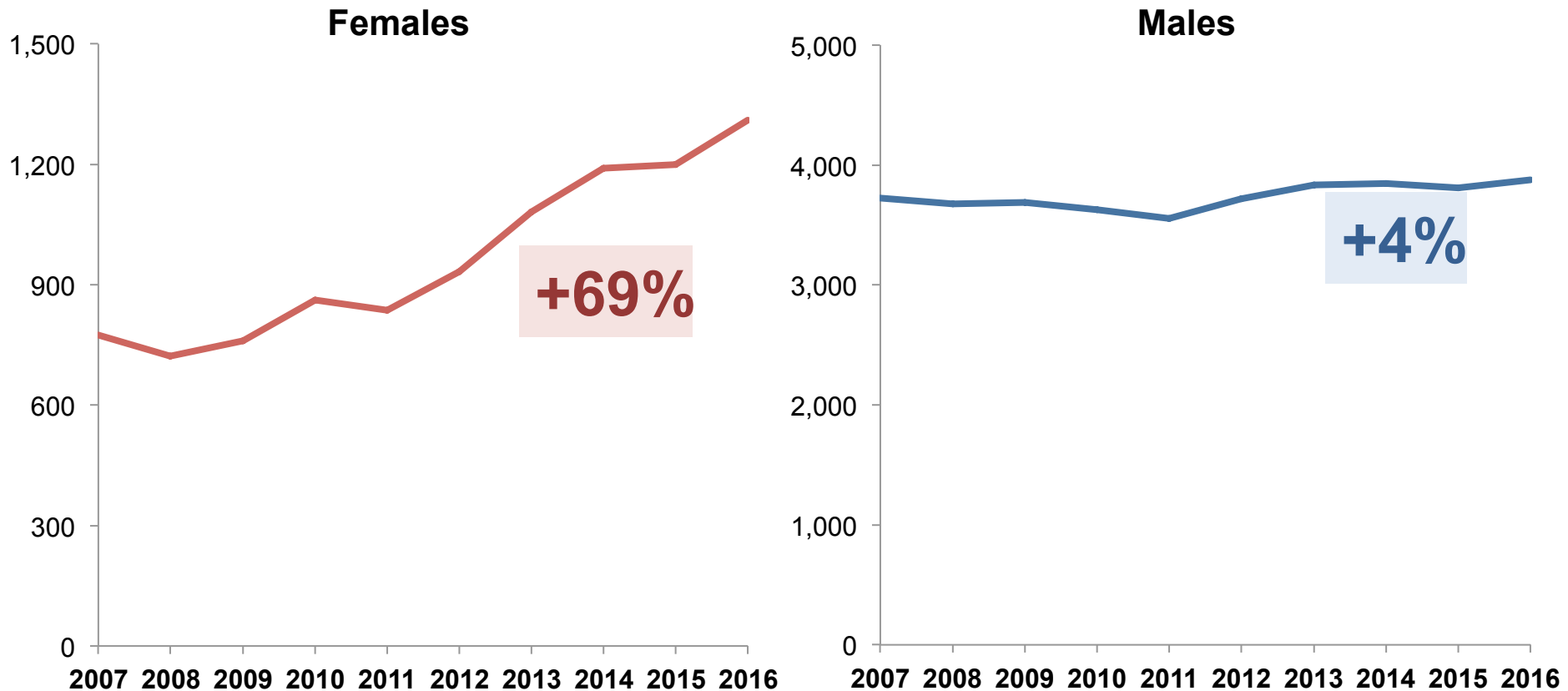**Arrests of females for select offenses**

Offense	2006	2016
Robbery	223	256
Burglary	640	808
Larceny	8,684	10,828
Drug Poss.	7,587	10,538

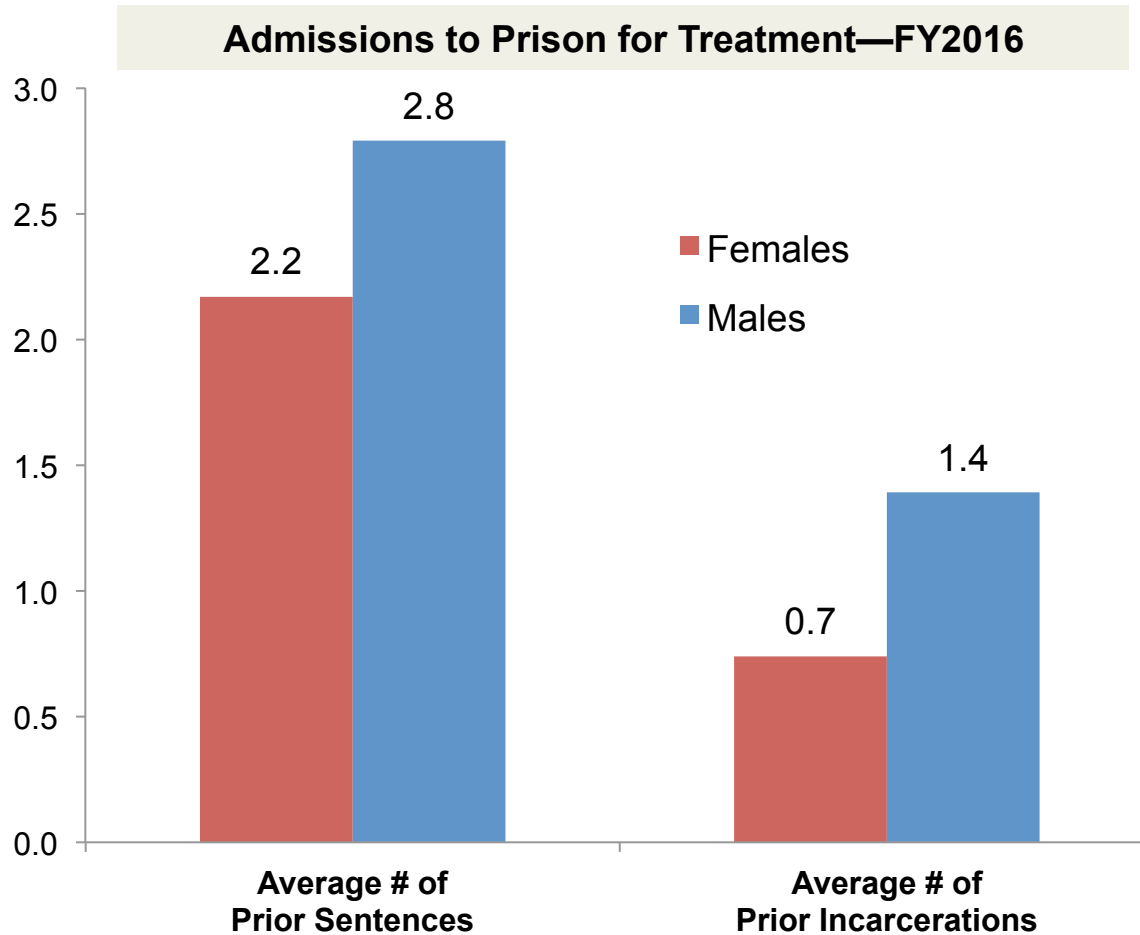*Source: Crime in Missouri, 2006-16, Missouri State Highway Patrol.*

The number of females admitted to prison for treatment has increased 17 times faster than males

Admissions to Prison for Treatment

Females chart (0 to 1,500 scale), 2007–2016: **+69%**

Males chart (0 to 5,000 scale), 2007–2016: **+4%**

Males admitted to prison for treatment have more prior criminal activity than females

Admissions to Prison for Treatment—FY2016

Legend:
- Females
- Males

Average # of Prior Sentences	Average # of Prior Incarcerations
Females: 2.2	Females: 0.7
Males: 2.8	Males: 1.4

On average, females admitted for treatment have:
- **27% fewer** prior sentences
- **Half** as many prior incarcerations

Source: CSG analysis of MDOC prison admission data

Growth in the Female Criminal Justice Population: Section Recap

➤ Missouri's female prison population grew at the fastest rate in the nation between 2010 and 2015.

➤ Between 2006 and 2016, the number of arrests for index crimes increased only for females; arrests for index crimes for males remained flat or went down over the same period.

➤ Females are being sent to prison for treatment at rapidly increasing rates.

What Can Missouri Do?

- Implement treatment and programming models that account for gender-specific needs, trauma, and behavioral health challenges in criminal justice populations.

- Establish more community-based treatment and programming and rely less on prison-based treatment, which is less effective.

Overview

Engagement with law enforcement has provided critical context and information for this justice reinvestment initiative

Law enforcement concerns expressed in discussions:

| Mental illnesses and substance abuse	"County jails are the primary mental health facilities in the state," and "We are spending more resources and losing the battle fighting addiction and overdose deaths."
Jail overcrowding	"We don't have the beds to keep dangerous people off the street."
Lack of confidence in community supervision	"Half of all parolees end up back in prison, and probationers are allowed to violate repeatedly before being sanctioned."
State doesn't pay counties what they've been promised	"The state is behind in paying our jail reimbursements, and that forces us to make do with much less."

Substance abuse and mental health are key concerns of Missouri law enforcement officials

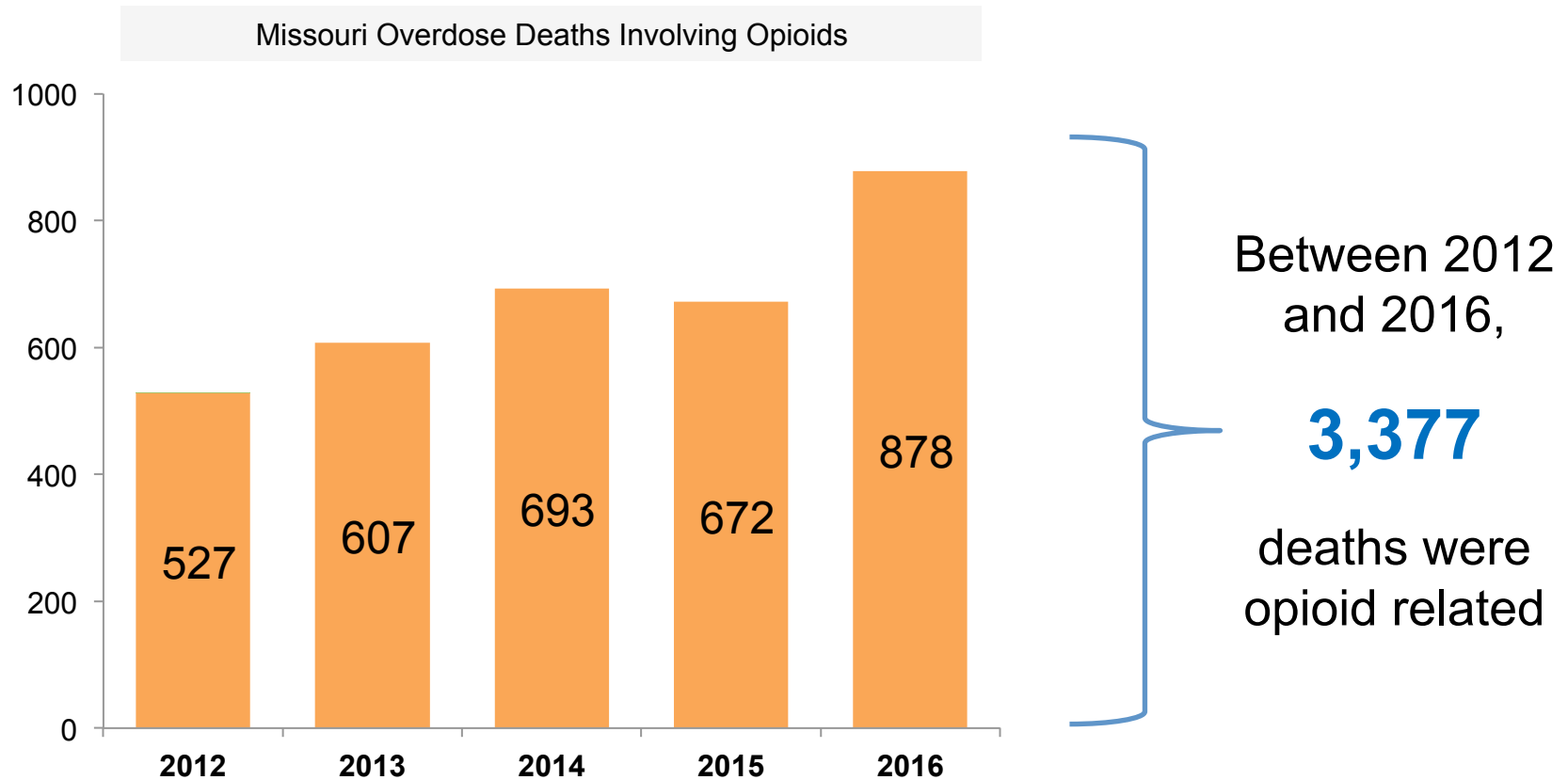**Q: What are most pressing challenges in your jurisdiction?**
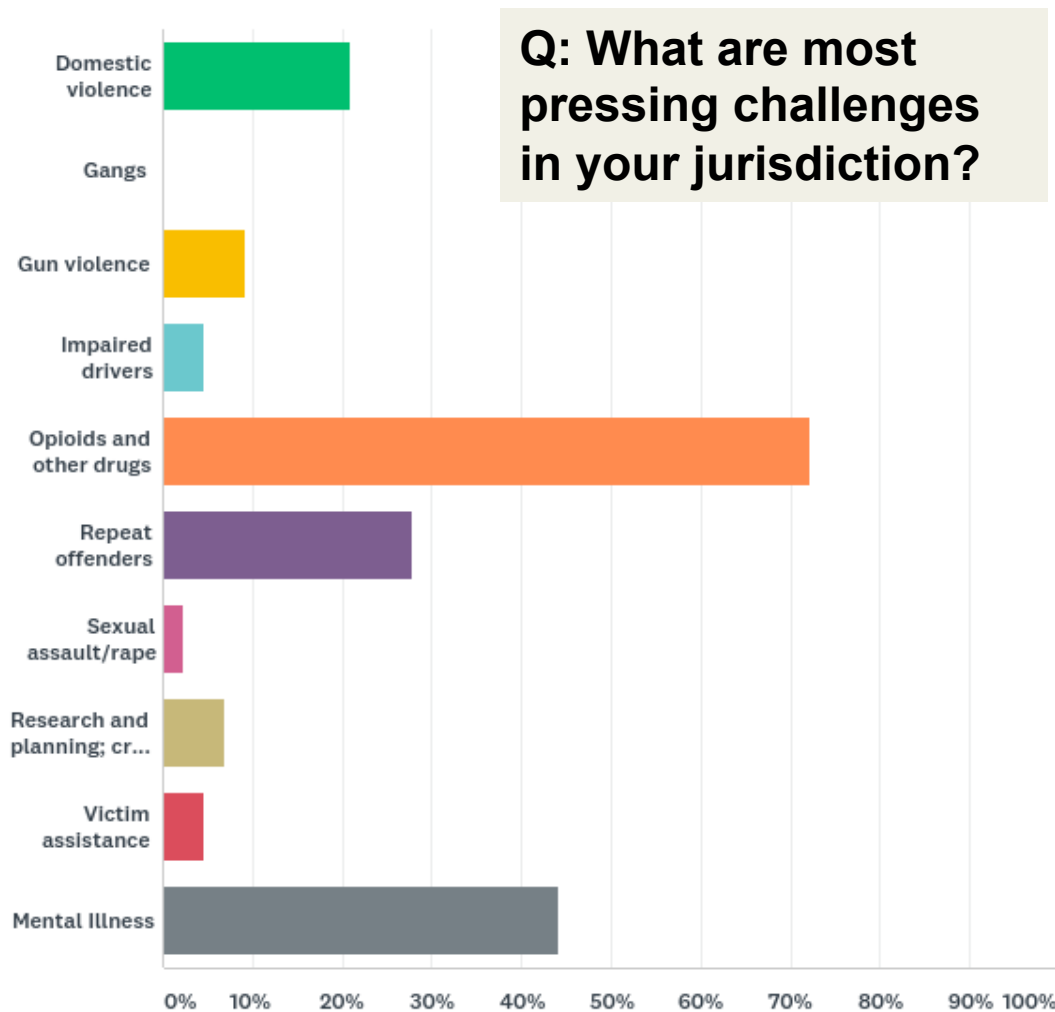
Responses received from 25 sheriffs and 22 chiefs of police.

Top 4 challenges identified by law enforcement:

- 72% - opioids/drugs
- 44% - mental illness
- 28% - repeat offenders
- 21% - domestic violence

Source: Statewide survey administered by CSG to Missouri law enforcement officials.

Between 2012 and 2016, opioid overdose deaths in Missouri increased 67 percent

Missouri Overdose Deaths Involving Opioids

Year	Deaths
2012	527
2013	607
2014	693
2015	672
2016	878

Between 2012 and 2016, **3,377** deaths were opioid related

The number of opioid-related deaths in Missouri is higher than the national average

Opioid-Related Deaths, per 100,000 Residents

Legend: MO, US
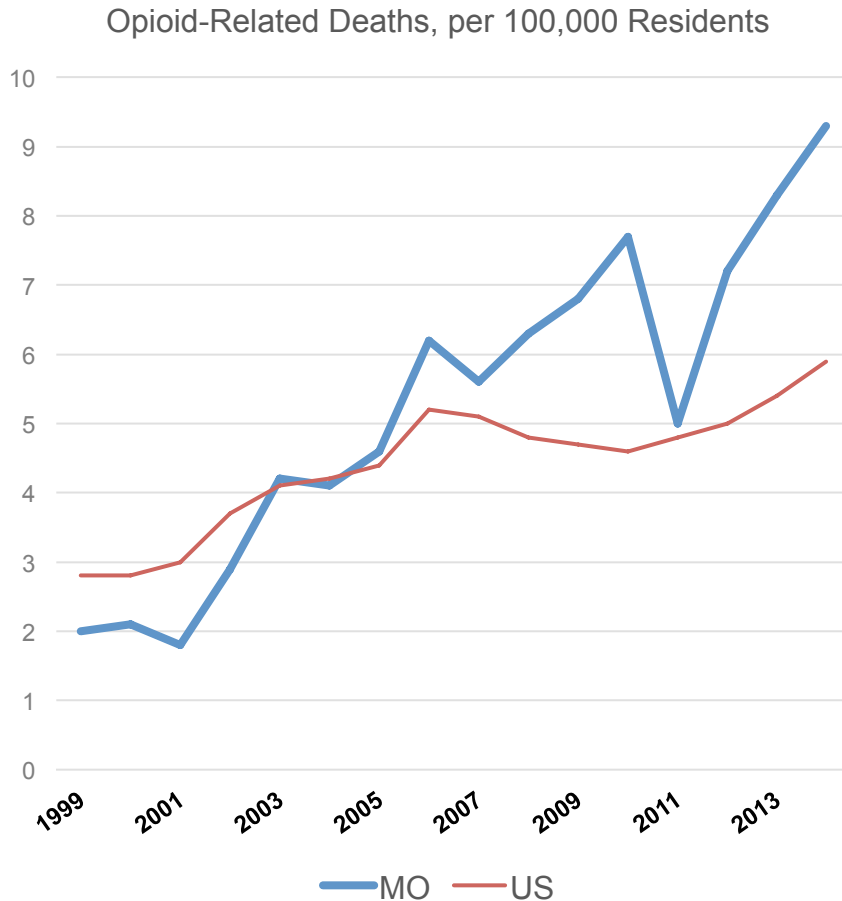
From 1999 to 2014, opioid-related death rates increased:

8x for females
4x for males

6x for Caucasians
3x for African-Americans

7x for adults age 25 to 34
3x for adults age 35 to 44
6x for adults age 45 to 54

Source: Missouri Division of Behavioral Health, Department of Mental Health, (April 2016).
The Rise in Opioid Overdose Deaths in Missouri.

Trauma is strongly associated with mental illnesses and substance use disorders as well as incarceration

SUBSTANCE USE
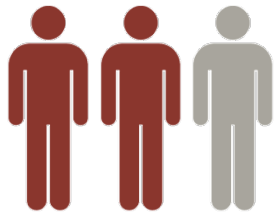
At least **two-thirds** of men and women entering substance abuse treatment report childhood abuse and neglect
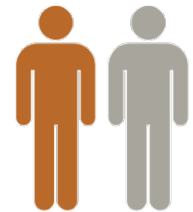
MENTAL HEALTH
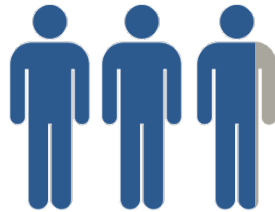
90 percent of men and women in psychiatric hospitals have been exposed to trauma

WOMEN

50%–98% of women who are incarcerated experienced childhood trauma

MEN

At least **52%** of men who are incarcerated experienced childhood physical abuse

CIT in Missouri

CIT Training in Missouri

- 88 of Missouri's 114 counties, and the City of St. Louis, are affiliated with either an established CIT council or an expansion council in some capacity.

The Missouri CIT Council

- State-level advisory council
- Receives some funding from MDMH
- Provides training and resources to local CIT programs
- Conducts an annual conference

Barriers/Challenges for CIT

- Information-sharing
- Lack of purpose-built diversion/ stabilization capacity
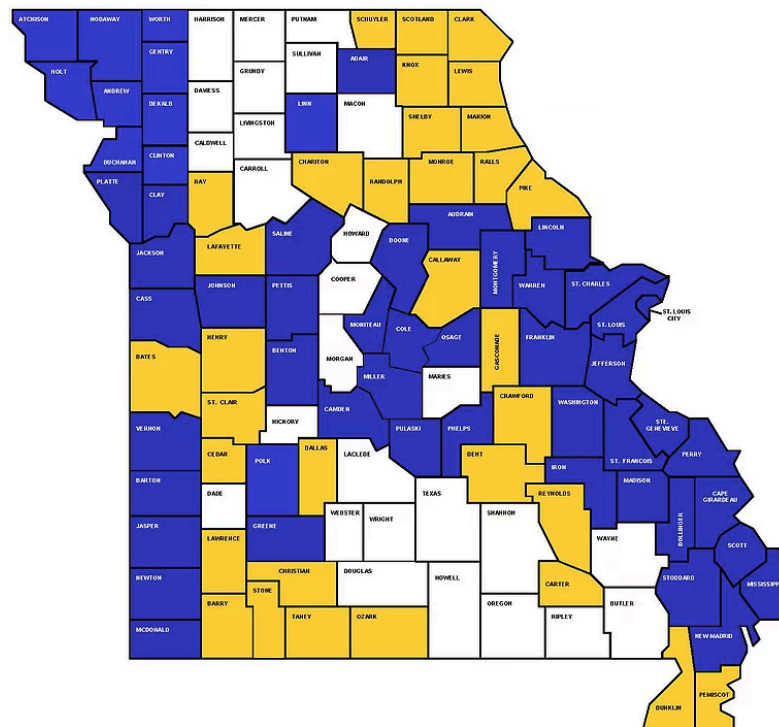
Established CIT Council (meeting all requirements set forth by the Missouri CIT Council)

CIT Expansion Site (in process of meeting requirements set forth by the Missouri CIT Council)

Crisis Stabilization Units are an alternative to jail or the emergency room for people experiencing a mental health crisis.

Current options for removing someone with SMI from the street…

Alternative option…

Jails = generally not equipped to provide necessary treatment and interventions

Hospital Emergency Departments (ED) = generally only hold people for a few hours

Crisis Stabilization Unit (CSU) = residential facility designed to address mental health crises in a clinical setting with trained staff and connect people to services in the community upon discharge.

The Kansas City Assessment and Triage Center (KC-ATC)

- Example of a purpose-designed, CSU-type facility in Missouri
- Opened in November 2016
- Open 24/7 with a length-of-stay of up to 23 hours
- Available to Kansas City Police Department (KCPD) or through an approved hospital emergency department
- Funded through a public/private partnership involving the state, the city, and private companies

Source: http://www.rediscovermh.org/kcatc.html

Challenges Law Enforcement Faces: Section Recap

➤ Law enforcement identifies drugs, mental illness, repeat offending, and domestic violence as the main challenges they face.

➤ Mental illnesses, substance abuse, and trauma are prevalent among criminal justice populations.

➤ Law enforcement officers are often the first point of contact for someone experiencing a mental health crisis. As such, training and resources are key to handling these situations safely.

What Can Missouri Do?

- Establish more community-based treatment and programming to help fight the recent surge in drug overdose deaths and related community strains.

- Remove existing barriers to the sharing of critical information.

- Consider the creation of Crisis Stabilization Units (CSUs) to divert people with mental illness from jails or hospitals.

Key takeaways

❖ Reducing recidivism is critical to controlling prison growth and crime, to a degree. Reducing recidivism among probationers can have a bigger impact on reducing overall crime given the large volume of people on probation.

❖ Violent crime rates are high and have started increasing, and arrests have not been able to keep up to hold people accountable.

❖ Deterring crime through increased certainty of apprehension is the most cost-effective way to curb violent crime. This requires law enforcement resources and data.

❖ In the meantime, the state can bolster its response to victims of violent crime through compensation policy and directing increased federal resources to people and communities that are impacted most.

Key takeaways

❖ Arrests of females for larceny and drug possession are way up, as are sentences of females to prison for treatment. There are high rates of trauma and behavioral health treatment need among this population, and addressing these factors is key to reducing female incarceration, expanding diversion, and averting growth in prison populations.

❖ Local law enforcement faces huge pressures in dealing with people with behavioral health issues. Improving services and assistance for local law enforcement can allow them to focus more on responding to and solving violent crime.

❖ Ultimately, the state is at a crossroads. Missouri can either build a new female prison at a huge cost or invest in improving public safety through more effective responses to nonviolent offenses and behavioral health issues among females who are arrested and assisting law enforcement and victims in responding to and reducing violent crime.

Policy options

❏ State grant monies for local pilots to reduce crime or support effective law enforcement (overtime/training; analytics; community policing; focused deterrence)

❏ Modernizing victim compensation program (policies and practices)

❏ Codify language on the collection, storage, and holding of evidence collected through Sexual Assault Forensic Exams

❏ Develop gender-responsive supervision and programming to fight current crisis with female criminal justice-involved populations

❏ Bolster community-based behavioral health treatment resources

❏ Create crisis stabilization units to divert people experiencing a mental health crisis from the criminal justice system, and ensure that follow-up services are available to reduce the likelihood of people returning to these facilities

Policy options

❑ Make data sharing between MDOC and local law enforcement automated to facilitate better public safety partnerships

❑ Better data sharing to improve domestic violence fatality reviews

❑ Improve data sharing between local law enforcement and behavioral health treatment providers

❑ Change statute to allow for research-oriented access to criminal history data (i.e., sharing of identifying information in a protected, confidential manner)

Proposed timeline for justice reinvestment in Missouri
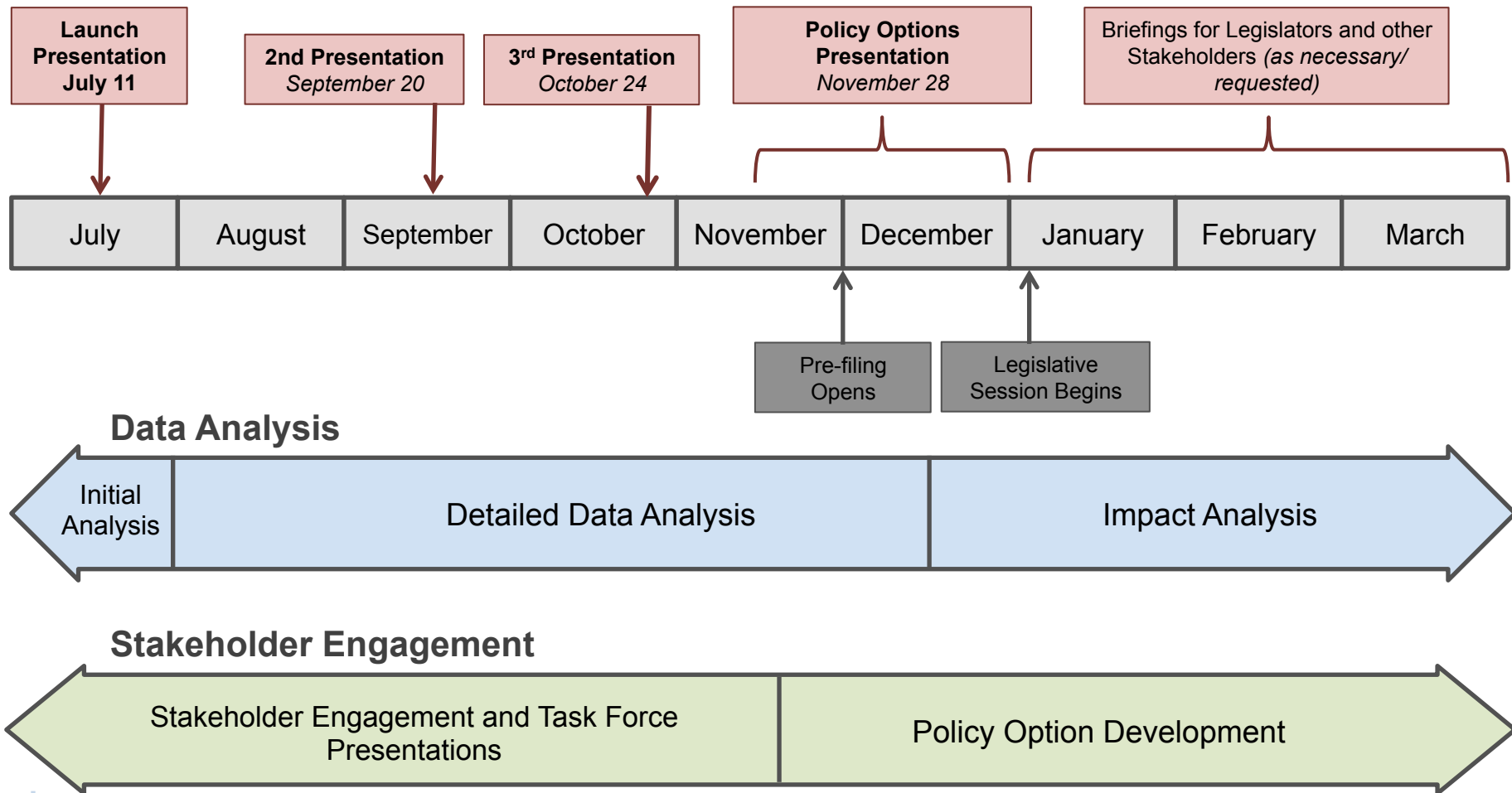
Thank You

Ben Shelor, Policy Analyst
bshelor@csg.org

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