

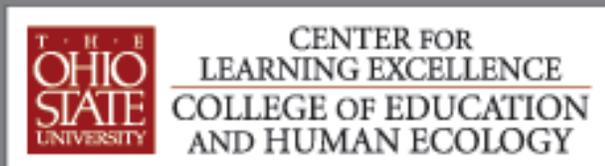
**Ohio Department of Youth Services &  
The Governor's Council on Juvenile Justice  
Disproportionate Minority Contact  
Initiative**

# ***Summary of County Assessments***

**April 2009**



**Prepared by:**



[cle.osu.edu](http://cle.osu.edu)



# Overview

The Ohio Department of Youth Services (DYS) and 14 county juvenile courts partnered to address the disproportionate number of minority youth entering Ohio's juvenile justice system. Spurred by increases in minority admissions to DYS and in partnership with the Disproportionate Minority Contact (DMC) Subcommittee of the Governor's Council on Juvenile Justice, the Bureau of Subsidies and Grants is working with the juvenile courts and community stakeholders to focus on this issue. Juvenile court representatives from Allen, Butler, Clark, Cuyahoga, Franklin, Hamilton, Lorain, Lucas, Mahoning, Montgomery, Richland, Stark, Summit, and Trumbull Counties have committed to this initiative. These counties are home to more than 86% of Ohio's minority youth population.

To facilitate a statewide DMC process, DYS contracted with the Ohio State University, Center for Learning Excellence (CLEX). Using the U.S. Department of Justice, Office of Juvenile Justice (OJJDP) DMC process as a model, CLEX hosted a year long series of five Institutes that assisted county teams in better understanding OJJDP's process. These Institutes were combined with technical assistance and information about emerging issues relevant to DMC. The OJJDP process includes five phases: Identification, Assessment, Intervention, Evaluation and Monitoring.

DYS granted each of these 14 counties funds in fall of 2007 to assist in participating in DMC reduction activities. As a deliverable of these grants, the counties submitted reports that summarized their identification, assessment and intervention planning efforts. This report provides a summary of the 12 assessment reports completed in 2008. The minimum contents required for these reports is provided in the adjoining table.

The first or Identification Phase of OJJDP's DMC reduction process recognizes nine decision points related to juvenile contact with the justice system. These decision points include: arrest, diversion, detention, referral to juvenile court, issuance of petition, adjudication as delinquent, placement on probation, placement in secure juvenile correction and transfer to adult court. Definitions of these points are provided on page 3 of this report.

OJJDP uses a "relative rate index" (RRI) approach to determining if disproportionality exists at each decision point. Disproportional means that

<b>Assessment Report Minimum Requirements</b>	
<b>Introduction Page</b>	<ul style="list-style-type: none"><li>● Title of assessment</li><li>● Name of County Juvenile Court &amp; Assessors</li></ul>
<b>Overview</b>	<ul style="list-style-type: none"><li>● Include year(s) of data being assessed and RRI(s)</li><li>● Address all 9 decision points and provide a synopsis of each</li><li>● Provide rationale for decision points not assessed</li><li>● Provide a rationale for decision points selected for assessment (could be all 9 decision points)</li></ul>
<b>Assessment Method</b>	<ul style="list-style-type: none"><li>● Describe additional data sources for Identification Phase (if applicable)</li><li>● Describe data collected to assess decision point(s)</li><li>● Describe other process used to determine why DMC exists</li><li>● Describe how data were analyzed</li></ul>
<b>Assessment Results</b>	<ul style="list-style-type: none"><li>● Describe major findings, in detail, on why DMC exists at the selected decisions points</li><li>● Describe the most likely explanations including graphics and tables when possible</li><li>● Describe feedback methods and stakeholder reactions to findings</li><li>● Provide a logic model</li></ul>
<b>Recommendations</b>	<ul style="list-style-type: none"><li>● Discuss recommendations for intervention(s) that could address the findings</li><li>● Describe the link between the recommended intervention and the assessment findings</li><li>● Identify objectives &amp; expected outcome for intervention</li><li>● Describe resources needed to implement intervention</li></ul>

the rate of contact with the juvenile justice system among juveniles of a specific minority group is significantly different than the rate of contact for whites (i.e., non-Hispanic Caucasians) (OJJDP, 2007). This method compares the relative rate of activity for each decision point for minority youth with the rate of that activity for white youth and compares the percentage of minority youth at each decision point to the percentage of minorities at the previous stage (OJJDP, 2006). RRIs are not affected by the relative proportion of minorities in the total youth population or the number of different population groups that must be compared (OJJDP, 2003).

The objective of the second or Assessment Phase of OJJDP's DMC reduction process is to reach a plausible understanding of the way the juvenile justice system operates and generates DMC. This

is accomplished through asking questions about how DMC develops within a jurisdiction and then obtaining data to validate the perceived answers. This process provides enough information for jurisdictions to select DMC reduction interventions based on evidence from their own community. At a DMC accomplishments presentation event in October 2008, several counties indicated the collaborative process and assessment methods they established in this initiative will be valuable in assisting them to address other issues important to their courts.

## Decision Points Selected for Assessment ●●●●●●●●●●●●●●●●

Seven counties elected to address more than one decision point. Nine counties selected referral to juvenile court as a decision point to address. Four counties selected diversion, and three selected arrest. Two counties selected detention, and two selected confinement in a secure facility.

Counties gave a variety of reasons for choosing their selected decision points including: having access to the most accurate and complete

### Decision Point Definitions

*Taken from OJJDP's DMC Technical Assistance Manual 3rd Edition, August 2006*

#### Arrest

Youth are considered to be arrested when law enforcement agencies apprehend, stop, or otherwise contact them and suspect them of having committed a delinquent act. Delinquent acts are those that, if an adult commits them, would be criminal, including crimes against persons, crimes against property, drug offenses, and crimes against the public order.

#### Referral

Referral is when a potentially delinquent youth is sent forward for legal processing and received by a juvenile or family court or juvenile intake agency, either as a result of law enforcement action or upon a complaint by a citizen or school.

#### Diversion

Youth referred to juvenile court for delinquent acts are often screened by an intake department (either within or outside the court). The intake department may decide to dismiss the case for lack of legal sufficiency, resolve the matter informally (without the filing of charges), or resolve it formally (with the filing of charges). The diversion population includes all youth referred for legal processing but handled without the filing of formal charges.

#### Detention

Detention refers to youth held in secure detention facilities at some point during court processing of delinquency cases (i.e., prior to disposition). In some jurisdictions, the detention population may also include youth held in secure detention to await placement following a court disposition. For the purposes of DMC, detention may also include youth held in jails and lockups. Detention should not include youth held in shelters, group homes, or other nonsecure facilities.

#### Petitioned/Charges Filed

Formally charged (petitioned) delinquency cases are those that appear on a court calendar in response to the filing of a petition, complaint, or other legal instrument requesting the court to adjudicate a youth as a delinquent or status offender or to waive jurisdiction and transfer a youth to criminal court. Petitioning occurs when a juvenile court intake officer, prosecutor, or other official determines a case should be handled formally. In contrast, informal handling is voluntary and does not include filing of charges.

#### Delinquent Findings

Youth are judged or found to be delinquent during adjudicatory hearings in juvenile court. Being found (or adjudicated) delinquent is roughly equivalent to being convicted in criminal court. It is a formal legal finding of responsibility. If found to be delinquent, youth normally proceed to disposition hearings where they may be placed on probation, committed to residential facilities, ordered to perform community service, or various other sanctions.

#### Probation

Probation cases are those in which a youth is placed on formal or court-ordered supervision following a juvenile court disposition. Note: youth on "probation" under voluntary agreements without adjudication should not be counted here but should be part of the diverted population instead.

#### Confinement in Secure Correctional Facilities

Confined cases are those in which, following a court disposition, youth are placed in secure residential or correctional facilities for delinquent offenders. The confinement population should not include all youth placed in any form of out-of-home placement. Group homes, shelter homes, and mental health treatment facilities, for example, would usually not be considered confinement. Every jurisdiction collecting DMC data must specify which forms of placement do and do not qualify as confinement.

#### Transferred to Adult Court

Waived cases are those in which a youth is transferred to criminal court as a result of a judicial finding in juvenile court. During a waiver hearing, the juvenile court usually files a petition asking the juvenile court judge to waive jurisdiction over the case. The juvenile court judge decides whether the case merits criminal prosecution. When a waiver request is denied, the matter is usually scheduled for an adjudicatory hearing in the juvenile court. If the request is granted, the juvenile is judicially waived to criminal court for further action. Juveniles may be transferred to criminal court through a variety of other methods, but most of these methods are difficult or impossible to track from within the juvenile justice system, including prosecutor discretion or concurrent jurisdiction, legislative exclusion, and the variety of blended sentencing laws.

data on that decision point, having the most opportunity to change policies and procedures that may affect the decision point, having the highest RRI and having the most community support for making a difference at that decision point. County specific logic for decision point selection is provided in each county assessment summary.

## **Assessment Results Synthesis • • •**

The assessments yielded a variety of factors that may contribute to disparity in the counties. These factors are summarized below under the factor category as identified in the literature on DMC. These categories are not mutually exclusive and are related. One county summarized the findings of all assessments well, "If changes are going to be made in the DMC in [the] County, then efforts must be made to assist youths and their families prior to any formal contact with the juvenile justice system."

### **Justice by Geography & Indirect Effects**

Counties that conducted geographic analysis found that the majority of the disparity in their juvenile justice systems originated from specific parts of cities, zip codes or census tracts where the population of minority youth was highly concentrated.

These areas were also high in indicators of poverty and community disorganization. These areas were the more urban areas with greater population density, larger numbers of police officers and larger number of complaint calls made to law enforcement.

However, even in non-urban areas, minority youth were still disproportionately involved in the juvenile justice system despite general findings that minorities did not commit more serious crimes.

### **Differential Opportunities for Prevention & Intervention**

Counties that conducted an analysis of offenses found that school disturbances/disorderly conduct, assault, domestic violence, violations of probation and truancy were the most frequent offenses. The majority of counties found that arrests occurred most frequently in or around schools making school districts the most frequent complainant to law enforcement.

The second most frequent complainant other than law enforcement was parents. Two counties

found that the majority of the domestic violence charges against minority youth were initiated by parents that they believed had a lack of awareness and/or access to intervention or treatment resources for their children. In many cases, court involvement facilitates access to services otherwise difficult for parents to obtain.

### **Differential Behavior & Handling**

A county that used a risk assessment instrument to assist in detention hold decisions found that minority youth were disproportionately held in detention at greater percentages even with lower risk scores. Another county cited family structure and support factors and the attitude of the juvenile as being likely considerations influencing these arrest and hold decisions. Another county added history of school behavior and type of assistance needed by the juvenile to these influencing factors. One county found that a lack of stable home increased the likelihood of detention holds disproportionately impacting the minority youth in their system. Another county with a risk assessment instrument conducted at commitment to a secure facility found that minority youth reported greater parental emotional instability and criminality, greater problems with truancy and less involvement in structured activities than non-minority juveniles.

One county found that only 5% of juveniles charged with chronic truancy were referred to a diversion program. Another county suggested that factors contributing to disparity in diversion for technical probation violations included: availability, knowledge of, effectiveness of and willingness of staff to use graduated sanctions; different supervising staff have different standards and different attitudes; and the attitude of the youth.

### **Legislative, Policy and Legal Factors**

Two counties reported "zero tolerance policies" as increasing the likelihood of formal arrests. As these policies are more likely to be in effect in high crime neighborhoods, which are also highly populated by minorities, these policies result in more frequent arrests of minority juveniles.

Three counties found that policy differences in eligibility for diversion programs among different cities and the county as a likely consideration in driving their urban disparity issues when compared to more suburban areas. Two counties found that

policies requiring parental participation or even parental willingness to work with diversion programs helped drive disparity. Factors contributing to family unwillingness were thought to be: lack of availability of family members to participate or facilitate juvenile participation, lack of familiarity with the process or program, lack of trust in government officials and programs, culture issues, and disagreement over the charges. Another county supported this with findings of disparity at diversion was likely due to program requirements of cooperation of parents, victims and the juvenile along with payment for services and availability of community service projects.

### **Accumulated Disadvantage**

Three counties found that minority juveniles were more likely to proceed deeper into the juvenile justice system to the next decision point due to more prior contacts with the justice system. This finding illustrates how disadvantages such as living in a high crime neighborhood with zero tolerance policies in effect and being the child of a single parent who does not have the financial or time resources to participate in diversion or pay for treatment services, accumulate and result in deeper involvement in the juvenile justice system.

### **Target Populations Selected**

Target populations selected for focusing interventions ranged from two counties selecting individual schools to one county selecting all African Americans referred to court by law enforcement. Four counties selected target zip codes or census tracts, and three counties selected all African American youth in their largest city or cities.

## **Interventions Selected**

Recommended interventions ranged from primary prevention through programming for targeted individuals. The most frequently mentioned recommendations was for further assessment and data system upgrades followed by implementing parent education and involvement programs. Four counties each also recommended implementing cultural competency training for all juvenile justice involved staff and informal diversion programs.

Following is a list of recommendations by category. The number of counties recommending each intervention is listed in parenthesis.

### **Increase Awareness of DMC**

- Implement parent education and involvement programs and strategies (5)
- Implement cultural competency training (4)
- Implement programs and strategies to improve police and community relations (2)
- Train/Cross-train and technical assistance for law enforcement and juvenile justice/court personnel (2)
- Facilitate law enforcement working with victim impact panels and youth ministries (1)

### **Implement Alternatives to Detention**

- Establish and make use of non-secure facilities and emergency shelters (1)

### **Implement Programming**

- Implement informal diversion programs (4)
- Implement intensive school retention and truancy reduction programs (3)
- Implement specific evidence-based programs (3)
- Implement strategies and programs to support poverty reduction (3)
- Implement High-Fidelity Wraparound Program (1)
- Implement reentry, community/restorative justice programs (2)
- Implement intensive probation (1)
- Implement mentoring (1)

### **Implement Policy/Procedure Changes**

- Conduct further assessment studies and upgrade data systems to facilitate analysis (8)
- Increase awareness of community resources (3)
- Revise court/detention policy and procedures (3)
- Establish case review committees (2)

## •••••••••• Suggestions for Interventions ••••••••••

This section provides specific programmatic recommendations based on county assessment findings. These recommendations are offered to counties for consideration as they develop comprehensive plans to address DMC in their communities. They are intended to complement efforts already underway with the understanding that they may or may not be feasible in current political and economic environments. This is in keeping with the important tenet of the Partnerships for Success (PFS) process that community involvement and ownership of any planning process is a key to successfully defining and addressing community problems.

Additional information on programs can be found in the OJJDP DMC Reduction Best Practices Database at: [http://mpg.dsgonline.com/dmc\\_default.aspx](http://mpg.dsgonline.com/dmc_default.aspx)

**Clark and Montgomery Counties** could benefit from conducting quantitative data analyses to establish possible contributing factors to disparity. Additional assessment could provide enough information to select a focused target population for intervention that has the potential to make an impact in reducing the RRI's at the selected decision points.

**Allen, Franklin, Lucas, Mahoning, Richland and Trumbull Counties** all found that school-related offenses were one contributing factor to DMC in their counties. These offenses ranged from assault or disorderly conduct to harassment/intimidation or truancy.

Two companion programs out of The National Mediation Center that may be helpful for these counties in addressing school-related offenses include Peers Making Peace and Positive Action Center (PAC). Peers Making Peace, an OJJDP recognized promising practice, teaches youth in schools, community agencies and correctional facilities to serve as neutral third parties to help them resolve conflicts/disputes. This intervention is a universal delinquency prevention program that impacts school culture. Peers Making Peace trains adult facilitators employed by the school or agency so they can teach

the program to youth. Peers Making Peace trained students along with the staff coordinator receive extensive training in mediation skills and program implementation that changes the atmosphere of the school campus. The school mediation program provides students and staff a means of nonviolent resolution for disputes that arise in the school setting. Students learn how to turn conflict into win/win situations by designing mutually satisfactory solutions.

PAC is another peer led program, but it is targeted for at-risk students. PAC helps youth having difficulty being successful in school or in the community to develop a plan of action for success. PAC adult mediators also serve as mentors. This research-based intervention is intended to reduce the number of placements and repeat placements (recidivism) in alternative learning environments. The program provides positive behavioral modification and results in self-responsibility and a more successful learning experience.

Another related program is the Adult Mediation Training that enables participants to serve as mediators in various settings including reentry for youth and adults returning to the school or community after suspension, incarceration or residential placement/treatment. Further information can be found on The National Mediation Center website at: [www.paxunited.org](http://www.paxunited.org)

**Cuyahoga County's** assessment found that police referrals for violence and public order were an influence driving DMC. They indicated a need for informal diversion to help address these issues. **Hamilton, Stark and Summit County** assessments also revealed a need for informal diversion with a parental engagement component to reduce court involvement of first-time and low level offenders.

One program appropriate for early intervention with first-time or low level offenders is Families And Schools Together (FAST). FAST is a multifamily group intervention program designed to build protective factors for children and early adolescents (ages 4 to 12), to empower parents to be the primary prevention agents for their

own children, and to build supportive parent-to-parent groups. Developed in 1988, FAST has been implemented in more than 800 schools in 45 states including Ohio and five countries. It is based on research in several areas: social ecology of child development; child psychiatry; family stress; family systems; social support; family therapy; parent-led play therapy; group work; stress, isolation, and poverty; and adult education and community development. The overall goal of the FAST program is to intervene early to help at-risk youth succeed in the community, at home, and in school and thus avoid problems such as adolescent delinquency, violence, addiction, and dropping out of school. Another goal of the FAST program is to produce changes at the levels of individual child functioning and the local social network. The FAST program achieves its goals by respecting and supporting parents rather than by criticizing and undercutting their power. Using the existing strengths of families, schools, and communities in creative partnerships, FAST offers youth structured opportunities for involvement in repeated relationship-building interactions with the primary caretaking parent, other family members, other families, peers, school representatives, and community representatives.

### **Cuyahoga and Franklin County**

assessments indicated that one factor contributing to DMC in their counties was parents filing complaints for domestic violence on their children. This indicates a need for informal diversion programs for family conflict. Three programs widely implemented and researched nationwide that might help improve family conflict include: Strengthening Families, an OJJDP rated exemplary program, Aggression Replacement Training and Brief Strategic Family Therapy, both rated effective by OJJDP.

The Strengthening Families Program: For Parents and Youth 10–14 (SFP 10–14) is an adaptation of the Strengthening Families Program. Formerly called the Iowa Strengthening Families Program, the program aims to reduce substance use and behavior problems during adolescence through improved skills in nurturing and child management by parents and improved interpersonal and personal competencies among youth. Youth sessions generally concentrate on strengthening goal setting, communication skills, behavior management techniques, and peer pressure. By contrast, parents

generally discuss the importance of nurturing while simultaneously setting rules, monitoring compliance, and applying appropriate discipline. Topics include developing appropriate rules, encouraging good behavior, using consequences, building bridges, and protecting against substance abuse. Ohio Family and Childrens First Council Association sponsors an Ohio Strengthening Families Network of locally implemented programs. The Network provides training, technical assistance and support to organizations seeking to implement the program.

Aggression Replacement Training (ART) is a multimodal psychoeducational intervention designed to alter the behavior of chronically aggressive adolescents and young children. The goal of ART is to improve social skill competence, anger control, and moral reasoning. The program incorporates three specific interventions: skill-streaming, anger-control training and training in moral reasoning.

Brief Strategic Family Therapy (BSFT) is a family-based intervention designed to prevent and treat child and adolescent behavior problems. BSFT targets children and adolescents who are displaying—or are at risk for developing—behavior problems, including substance abuse. BSFT is based on the fundamental assumption that adaptive family interactions can play a pivotal role in protecting children from negative influences and that maladaptive family interactions can contribute to the evolution of behavior problems and consequently are a primary target for intervention. The goal of BSFT is to improve a youth’s behavior problems by improving family interactions that are presumed to be directly related to the child’s symptoms, thus reducing risk factors and strengthening protective factors for adolescent drug abuse and other conduct problems.

## •••••••••• **Suggestions for Next Steps** ••••••••••

CLEX recommends the following activities to facilitate and strengthen the Ohio DMC reduction initiative.

Continue to support counties not yet providing final reports in fully developing their assessments to enable community members and other organizations and agencies to assist in participating in DMC reduction efforts.

Integrate training on recommended interventions into planned DYS conferences and trainings for the upcoming year.

Request that sister state agencies support training on these types of interventions in their planned conferences and trainings and market these opportunities to the counties.

Request technical assistance from OJJDP in identifying and bringing in successful juvenile court DMC reduction initiatives from other states to provide examples and share best practices and lessons learned with Ohio juvenile courts.

Provide training and technical assistance around intervention implementation planning and evaluation.

Support a lessons learned event that could serve as the foundation for the compilation of a Best Practices in DMC Reduction Activities for Ohio document. This could serve as an excellent foundation for providing continuing assistance and support to counties who desire to address disparity at additional decision points not originally selected in the first year of their DMC reduction efforts.

Consider supporting a web-based, comprehensive, searchable database of state supported programs for juveniles to assist communities and professionals in awareness of available resources.

Encourage Stark County's assessment methods when supporting further assessment studies.

Conduct a state-level assessment from the DYS perspective on the decision point of confinement in secure juvenile facilities. Data already analyzed and presented at the May 2008 DMC Institute could be used as the foundation of this report.

Work toward improving the availability and quality of arrest data statewide to make assessment of this decision point more accessible to counties.

Encourage policies and informal diversion programs to reduce education system referrals of minority youth because county assessments found this was the primary point of entry into the court system for many minority youth.

Discourage policies that require mandatory sentences or zero tolerance because county assessments found these types of policies to disproportionately impact minority youth.

## •••••••••• **Relative Rate Index Summary** ••••••••••

The tables below provide the relative rate index (RRI) numbers by decision point for each county. The bolded RRI's indicate the county selected the RRI at this decision point to assess in depth. A detailed explanation of the RRI's are provided in each county assessment summary.

Summary of DMC Assessments	Allen		Butler		Clark		Cuyahoga		Franklin		Hamilton		Lorain	
	RRI's 2007		2006		2007		2007		2007		2007		2006	
Decision Points														
<i>Decision points targeted for intervention by county are indicated by <b>bolding</b> and shading.</i>	African Amer	All Minorities	African Amer	All	African Amer	All	African Amer	All	African Amer	All	African Amer	All	African Amer	All
Juvenile Arrests	<b>3.84</b>	<b>3.31</b>	3.61	<b>3.05</b>	5.98		1.92	1.7	<b>2.71</b>	<b>2.28</b>	8.6	7.59	4.7	2.46
Referred to Juvenile Court	<b>4.28</b>	<b>3.9</b>	2.51	<b>2.3</b>	<b>3.74</b>		<b>4.28</b>	3.7	<b>3.80</b>	<b>3.46</b>	5.76	5.16		
Cases Diverted	0.6	0.62	0.8	0.89	0.84		<b>0.27</b>	0.3	<b>0.45</b>	<b>0.48</b>	0.61	<b>0.62</b>		
Cases Involving Secure Detention	1.19	1.42	1.3	1.26	1.2		1.9	1.9	<b>1.68</b>	<b>1.61</b>	1.42	<b>1.4</b>		
Cases Petitioned (Charge Filed)	0.59	0.64	1.03	1.02	1.02		1.02	1	<b>1.02</b>	<b>1.00</b>	1.06	1.05		
Cases Resulting in Delinquent Findings	1.15	1.14	0.93	0.94	1.1		0.82	0.8	<b>0.99</b>	<b>0.99</b>	0.92	0.92		
Cases Resulting in Probation Placement	0.99	1.15	0.87	0.9	0.86		1.11	1.1	<b>1.11</b>	<b>1.14</b>	1.05	1.05		
Cases Resulting in Confinement in Secure Juvenile Correctional Facilities	1.69	2.15	1.31	1.32	0.73		2.23	2.3	<b>3.43</b>	<b>3.39</b>	2.91	2.87		
Cases Transferred to Adult Court			9.73	8.32	0.53		24.26	26	<b>4.81</b>	<b>4.95</b>	5.59	5.44	1.73	2.6

Summary of DMC Assessments	Lucas		Mahoning		Montgomery		Richland		Stark		Summit		Trumbull	
	2006		2006		2007		2006		2006		2006		2007	
Decision Points														
<i>Decision points targeted for intervention by county are indicated by <b>bolding</b> and shading.</i>	African Amer	All	African Amer	All	African Amer	All	African Amer	All						
Juvenile Arrests	<b>4.49</b>	<b>3.67</b>	<b>3.20</b>	<b>1.32</b>		2.24		4.3	3.21	2.69	2.54	2.2	2.92	2.56
Referred to Juvenile Court	1.01	1.01	<b>3.03</b>	<b>1.50</b>		<b>2.30</b>		<b>3.47</b>	2.62	2.23	<b>3.55</b>	3.31	<b>2.59</b>	2.32
Cases Diverted	0.95	0.97	0.95	1.00		0.62		0.58	<b>0.66</b>	0.67	0.7	0.64	0.71	0.73
Cases Involving Secure Detention	1.34	1.31	1.52	1.39		1.49		1.3	1.77	1.73	1.51	1.4	1.27	1.3
Cases Petitioned (Charge Filed)	0.73	0.75	1.06	0.99		1.23		1.17	1.23	1.25	1.02	1.01	1.13	1.17
Cases Resulting in Delinquent Findings	1.47	1.41	0.95	0.95		0.85		0.93	1.02	1.01	0.95	0.93	1.02	1
Cases Resulting in Probation Placement	0.82	0.84	1.25	1.23		0.96		0.95	1.12	0.9	1.14	1.11	0.9	0.91
Cases Resulting in Confinement in Secure Juvenile Correctional Facilities	2.28	2.28	11.18	10.41		2.05		2.43	<b>2.41</b>	2.36	<b>3.38</b>	3.33	0.92	0.87
Cases Transferred to Adult Court			2.90	2.53		2.62			7	6.88	5.35	5.25		

## •••••••••• **County Assessment Summaries** ••••~••••••••••

This section provides a summary of the methods, identification findings, assessment results, recommendations and logic model portions of each county's assessment report that was provided to DYS. Where possible, exact wording from each report was used.

This information is provided for the 12 counties submitting reports by December 31, 2008 including: Allen, Butler, Clark, Cuyahoga, Franklin, Hamilton, Lorain, Lucas, Mahoning, Montgomery, Richland, Stark, Summit and Trumbull Counties. Due to data system difficulties, Butler and Lorain County assessment reports were not received by CLEX at the time of publication. Therefore, information from these counties is not included.

# Allen County DMC Assessment Summary

Summary derived from "Allen County Disproportionate Minority Youth Contact Assessment Report"  
by John Recker & Tafija H. Nihiser

## Methods ●●●●●●●●●●●●●●●●

The Allen County Disproportionate Minority Youth Contact (DMC) Committee was formed in August 2007, and eventually become a subcommittee of the Allen County Safe Neighborhood Grant Committee. The Committee includes representatives from: the Family and Children First Council, law enforcement agencies, Diversion, Allen County Children's Services Board (CSB), Lima Urban Minority Alcohol & Drug Outreach Program (UMADOP), Partnerships for Violence Free Families (PVFF), the faith-based community, Lima City Schools Superintendent, the Juvenile Judge, the Juvenile Prosecutor, Probation, an Executive from the Family Resource Center and the third party evaluator.

Their assessment analyzed arrest, juvenile court, education and focus group data from 2003 – 2008. However, the primary focus was on the most recent data available for each decision point.

After the DMC Committee selected the decision points to initially address based on RRI data, they determined their target population. Since 18% of the county's youth population is African American, and 70% of arrests involved African American youth with most of these involving Lima Police Department, they selected African American youth in the city of Lima.

The DMC Committee also requested that a third party evaluator conduct "Case Autopsies" to specifically look at minority youth being committed to DYS and to further investigate Disturbance Relative to School charges.

In addition to quantitative data analysis, Allen County conducted focus group interviews with predominantly African American children from South Middle School. School officials selected potential participants, pre-approved focus questions and coordinated parental consent. Content analyses were conducted on the transcripts of audio-taping.

## Identification Findings ●●●●●●●●●●

Based on RRI data, Allen County selected juvenile arrests and referrals to juvenile court as the two decision points to initially address.

RRI data indicated the highest

disproportionality at juvenile arrest in 2006 with a slight decrease in 2007. The RRI data for youth referred to juvenile court was slightly lower than the RRI for juvenile arrests in 2006, but became closer in 2007. More females than males were unofficially diverted while more males were referred for official diversion. Almost half of all juveniles detained in 2007 were African American. Much fewer youth were involved in the other decision points.

## Assessment Results ●●●●●●●●●●

After receiving initial data reports, the DMC Committee became concerned by the number of Disturbance Relative to School and other school-related offenses. Since it appeared these charges were gateway offenses into the juvenile justice system, they focused their assessment efforts in this area. The number of Disturbance Relative to School charges filed in the city of Lima was much higher than those filed by the Allen County Sheriff's Department, and so the focus was narrowed to the city of Lima.

Differences in ordinances between the city and rural systems resulted in offenses being charged differently, which in turn resulted in differential abilities to access diversion programs.

The top five charges in Lima in 2006 were: Disturbance Relative to School charges, Curfew, Petty Theft, Domestic Violence and Obstructing Official Business charges. Aggregating data from all law enforcement agencies in the county in 2006, Disturbance Relative to School was the third highest charge behind Curfew and Petty Theft charges.

Although the number of offenses by females of every race was increasing in the county, the number of African American females charged with Disturbance Relative to School was double the number of White females. The DMC Committee reviewed Lima City Schools Discipline Infraction Summary Data sheets to determine that the actual disciplinary infraction categories under Disturbance Relative to School were: "Fighting or Violence," "Disobedient or Disruptive Behavior" and "Harassment or Intimidation" offenses. Further analysis indicated that the overwhelming majority of

these offenses occurred at the middle school level. Focus groups were conducted with middle school students to determine students' feelings of safety at school. The following are some of the key areas that emerged from the focus group data analysis and were discussed at a focus group debriefing.

- There was a difference in feelings of safety between age groups of students with 5th & 6th graders feeling more fearful and intimidated than 7th & 8th graders.
- Students had a dichotomous view of teachers with students feeling teachers "do not do enough" but also making them feel safe at the same time. Students felt safest in the areas where teachers were present such as classrooms.
- Students from all four grades indicated that another family member (siblings, cousins, etc.) in the school or classroom increased their feelings of safety. While the increased feeling of safety is positive, it also could lead to involving family members in disputes.
- The 7th & 8th graders had a better understanding of the rules regarding disruptive behavior than 5th & 6th graders.
- The impetus for fights and other issues that arose at school sometimes stemmed from forces outside the school, including home-related factors. Being treated with respect by teachers and staff was important to students in preventing anger issues. One issue was that some students assume adult roles and responsibilities at home then they come to school and are treated as children. This duality of roles causes conflict.
- Some students move from school to school causing the many challenges that arise with transience.

## Recommendations ● ● ● ● ● ● ● ● ● ●

The Committee discussed service gaps as a possible reason for the spike in Disturbance Relative to School charges around 10th grade and for the high number of disruptive behaviors in the middle schools. The Olweus Bully Prevention Program was successful in reducing school incidents at Lima's West Middle School, as well as most of the Lima City Elementary Schools, but was not operational in South or North Middle Schools. The Committee felt that the implementation of a universal prevention program would be an appropriate strategy for reducing the arrest and referral decision points. Since this program was already well-established and accepted in other Allen County schools, the committee recommended implementing this program as soon as possible in South Middle School and at North Middle School when possible.

The Committee also agreed that another factor potentially influencing DMC was a lack of

cultural awareness. A portion of the DYS grant enabled the Allen County DMC Committee to present a tuition-free, cultural diversity training on March 13, 2008. Dr. Michael Lindsey presented "Faces of Diversity" to 72 Allen County community members, leaders and agency representatives.

The committee discussed the following other recommendations for interventions to address assessment findings:

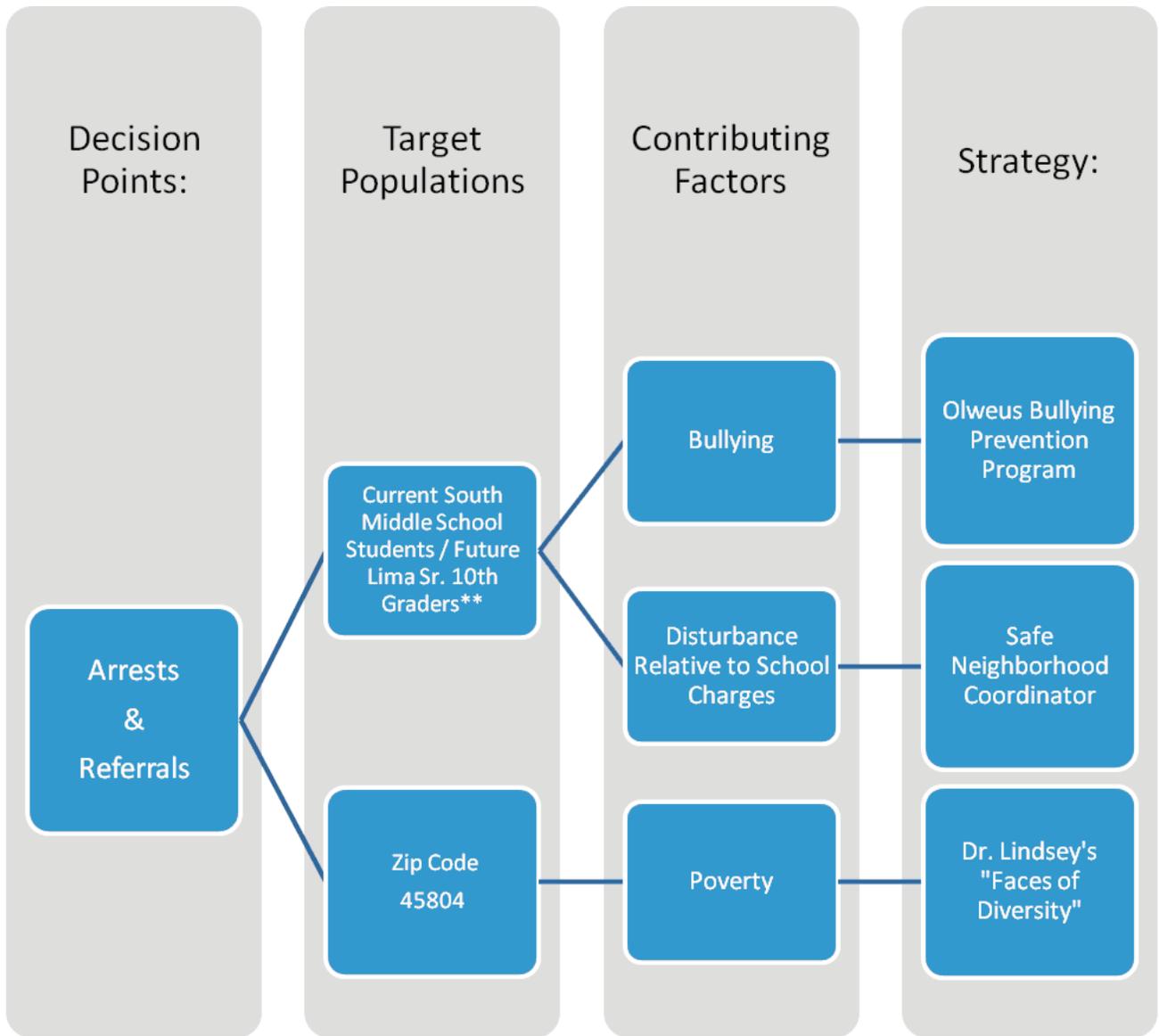
- Hire a City of Lima Safe Neighborhoods Coordinator to be responsible for the coordination of all anti-violence programming including Olweus
- Continue efforts to expand cultural awareness in Lima/Allen County
- Continue data collection
- Continue case autopsies to compare minority and non-minority youth case histories and look for patterns or discrepancies and family issues including: out-of-home placement, number of guardianship changes, parental involvement, other siblings' court involvement and school history.
- Include a school history in youth's case files
- Continue to seek out collaborations and strong partnerships in the community
- Continue to look at programming to support poverty reduction in Allen County
- Continue the effort to bring minority representatives to the table

## Current Status ● ● ● ● ● ● ● ● ● ● ● ● ● ● ● ●

The following outlines some of the process outcomes achieved by the Allen County DMC Committee since its inception:

- Allen County DMC Committee formed a strong foundation with representation from a broad spectrum of stakeholders and was involved in a lengthy and extensive DMC data review.
- The Committee identified a gap in services at South Middle School and has set in motion a plan to fill that gap. Sixty-two South Middle School Olweus school faculty and staff members completed Olweus training on 11 & 14 August 2008. The formal guidelines were drafted and implemented.
- Members of the Committee are on the interview committee for the Safe Neighborhoods Coordinator.
- The Committee will fund the Safe Neighborhoods Coordinator for one year and helped draft the responsibilities for that coordinator position.
- In April 2008, the Committee purchased Youth Crime Mapping Software for the Lima Police Department. This computer software package allows the Police Department to look at crimes in a variety of ways including by specific geographic areas, school address, or specific crime. This software package will be extremely helpful in the coming months of continued data analysis.

# Logic Model



# Clark County Assessment Summary

Summary derived from "An Assessment of Disproportionate Minority Contact for Juvenile Division, Common Pleas Court of Clark County" by Cheryl L. Meyer, PhD, JD, CLM Program Evaluation

## Methods ●●●●●●●●●●●●●●●●

The first phase of the assessment process in Clark County involved the establishment of a Coalition. The Coalition began in the fall of 2007, and by the spring of 2008 was comprised of representatives from: Clark County Juvenile Court, Clark County Detention Center, Springfield Police Department, Clark County Family and Children First Council and local churches.

The identification phase of the assessment involved a re-calculation of the Relative Rate Index (RRI) after limiting the scope to African American youth within the city of Springfield. African American youth were selected as the target population because there were very few referrals to juvenile court of other minority youth in 2007. The geographic scope was limited because most referrals to juvenile court came from Springfield, Clark County's urban area.

Clark County used a qualitative assessment approach using individual interviews and a focus group to investigate possible causes of DMC. The interviews of 23 individuals lasted approximately 30-45 minutes and were conducted primarily at the offices of the juvenile court. All interviews were audio taped, and interviewees signed an informed consent form. The interviews were transcribed and coded for analysis. One focus group was conducted with four school principals using the same questions and process used for the interviews.

## Identification Findings ●●●●●●●●

For Clark County, the RRI's for juvenile arrests (5.98) and referrals to court (3.74) both indicated significant disparity for minority youth. Arrest information was not available to specifically construct an RRI for arrest for the City of Springfield. The referral RRI for Springfield also indicated disparity at 2.31.

RRI's for diversion (0.84) and detention (1.20) indicated slight disparity. RRI's for the remaining decision points indicated no disparity for minority youth or actually indicated a slight underrepresentation of minority youth. Since the only area for DMC in the City of Springfield was cases referred to juvenile court, it became the focus of their assessment.

## Assessment Results ●●●●●●●●●●

Most interviewees did not think that DMC occurred in their job (88%), while all of the focus group participants said it did not occur or they did not know if it did. However, 22% of interviewees thought that DMC occurred in other parts of the system such as in law enforcement. Some respondents thought that DMC was a socioeconomic issue.

Level of charge, threat to community or themselves and family situation were the three factors interviewees said they considered most when making a decision about a youth. Focus group participants said the juvenile's behavioral history at school, level of charge, family situation and the type of help s/he needed were the factors they considered. Additionally, the principals identified a few other factors including response to previous consequences, history with the court, mental capabilities and whether the referral would be helpful.

Interviewees were also asked, "If you were able to intervene at any point to try and prevent disproportionate minority contact from occurring, where would you intervene and how?" The top six areas for intervention identified by interviewees were: parent education, empower parents with skills and resources, engage youth in activities that enhance self-esteem and encourage responsibility, community programs, school programs and encourage parental involvement. The top areas identified by focus group participants mirrored interviewees. They were community programs, parent programs/ education, police and court education, encourage parental involvement, empower parents with skills and resources and engage youth in activities that enhance self-esteem and encourage responsibility.

## Recommendations ●●●●●●●●●●

The top areas for intervention identified in the interviews and focus group were: parent education, empowering parents with skills and resources, engaging youth in activities that enhance self-esteem and encourage responsibility, community programs, school programs, police and court education and encouraging parental involvement.



# Cuyahoga County Assessment Summary

Summary derived from "Disproportionate Minority Contact Assessment, Cuyahoga County" by Daniel Flannery, PhD, Laurie Cunningham, PhD & Rodney Thomas, The Institute for the Study and Prevention of Violence, Kent State University

## Methods ●●●●●●●●●●●●●●●●

Cuyahoga County Juvenile Court DMC Committee utilized a multi-method approach to help explain why DMC exists in their County. This process allowed them to obtain a comprehensive representation of possible mechanisms that are driving the disproportionate representation of minority juveniles in referrals to Court.

All data, except diversion, used in the assessment were provided by the Cuyahoga Juvenile Court including census, arrest and all other decision point data. Diversion data is housed in a different system because youth diverted have no official record. The Court is working to combine both sets of data into one system to provide easier access and make comparisons easier. Drill-down analyses included review of referral sources and offense details. Throughout this summary, diversion refers to "delinquency diversion" and does not include their unruly population.

Review of referral source data lead to uncovering the most frequent offenses committed by referred youth. Specific offense types were scrutinized further by gender, age and eventually neighborhoods of interest. Particular offense types were further identified along with gender and age, and eventually neighborhood. Cuyahoga County Juvenile Court staff and other DMC Committee members provided additional qualitative information to supplement the MIS data.

## Identification Findings ●●●●●●●●

There were 56,939 African American youth ages 10-17 living in Cuyahoga County in 2007, representing 37.2% of all Cuyahoga County youth in that age group. Other minority youth were identified as: Hispanic/Latino (5.3%, n=8,052), Asian (1.8%, n=2,752) and Other/Mixed (0.2%, n=382).

Since African-American youth in Cuyahoga County represent 94.3% of all minority youth arrested and 95.7% of all minority youth referred to Juvenile Court, African-American youth were selected as the focus of assessment.

The RRI at the arrest decision point for African-American youth was 1.92, indicating that African American youth were nearly twice as likely

to be arrested as Caucasian youth.

The RRI at referral to juvenile court showed that African American youth were approximately 4.3 times more likely than their Caucasian peers to be referred to Juvenile Court.

A diversion RRI of 0.27 for indicated that Caucasian youth were much more likely to be diverted from official court involvement than African American youth.

The detention RRI of 1.90 indicated that African American youth were nearly twice as likely to end up being involved in secure detention as their Caucasian peers. Similarly, the RRI for secure confinement for African American youth was 2.23.

The RRI of 24.3 for cases transferred to adult court was very high. However, the very small number of cases for youth of both races at this decision point made this decision point a difficult one to assess. Only one Caucasian youth out of 2,073 cases resulted in transfer to adult court, compared to 71 out of 6,066 African American youth.

The Committee decided to focus on the decision points of referral and diversion because: they reflect great disparity; allow the committee to address DMC with a large number of youth; and by affecting change at these early points in the judicial process, the Court can reduce the possibility of "accumulated disadvantage" as referred to in the OJJDP DMC Manual.

## Assessment Results ●●●●●●●●

Qualitative information was gathered from consultation with court personnel and informal descriptions of criteria and processes affecting decisions made in the Court process, including directing youth to diversion programs and the processes for referral and intake. Some concerns regarding issues related to the diversion decision point are outlined below.

- Since only first-time offenders may be admitted to diversion programs, some youth with very minor offenses may be referred to Court because of a previous, even very minor, offense. Some exceptions are made, but this may prohibit some youth from accessing diversion.
- Data collection is currently difficult in the Court's Community Diversion Program (CDP). 50 municipalities

provide data to the Court individually, in no uniform format, making it inconsistent and difficult to use.

- Youth with domestic violence charges are not uniformly capable of being served within CDP, even if the charge is a first offense. There is no standardized procedure to aid such youth.

## Referral Source

To decipher how the Court may effectively identify sources of disproportionate minority contact (and the means to decrease it), a review of offenses was conducted with the three most common sources of referral.

The most frequent sources of referral to the Court were: Cleveland police (30.3%, n=2,626), combined suburban police (55.3 %, n=4,792), and parents (3.1%, n=269). Effort was made to focus on the three most frequent sources of referral, including parents, since 75.1% (n=202) of referrals made by parents were African American. This high rate of referrals made by African American parents was anecdotally supported by some team members reporting that some community agencies encourage parents to make formal complaints against their children to establish documentation of a history of difficulty with the youth. This may hurt efforts to obtain diversion services for youth, and there may be alternatives to such action taken by parents that would still provide aid.

Some team members noted the potential effects of a “zero-tolerance” program recently initiated in certain districts of Cleveland (“Operation Focus”). Such a program could cause the increase of arrest rates in these primarily minority areas contributing to perceived DMC issues.

The referral sources were also identified for youth in the county’s diversion programs. By far, the most referrals were made by suburban police (67.8%, n=1,154) and a majority of the cases were Caucasian (59.0%, n=681). By contrast, most of the Cleveland police cases (n=51) referred to diversion by the Court were African American (80.6%, n=29) – but only 36 (2.1%) of all cases in diversion have the Cleveland police as their referral source. This finding coincides with the RRI – significantly fewer African Americans were diverted than Caucasians. In addition, of concern to the team was that although there are few parents as a source of referral for diversion, those that are parents are mostly African American (77.8%; n=7) – a similar pattern found for general referrals.

## Offenses

Having chosen to focus on cases with the three most common sources of referral, the committee decided to drill down further by reviewing information on the offenses committed at the referral and diversion decision points to better understand why the referrals were being made. To this end, data describing offenses were pulled by race for both referrals made to the Court and to diversion.

### Referrals

Suburban police referrals included: offenses of violence (19.3%, n=1,922) and offenses of public order (14.7%, n=1,237). Although property offenses make up many of the offenses for the group (40.2%, n=3,384), the committee chose to focus on offenses of violence and public order. This decision was made because these offenses were also common for Cleveland Police Department (PD) and parent referrals. The team also believed that it might have a greater impact on these areas in that they could work with parents, police departments, and existing/expanded programming to create change.

The offenses occurring most often for Cleveland PD referrals were offenses of violence (36.5%, n=1,870). Public order offenses accounted for 10.3% (n=527) of all cases referred by Cleveland PD. These types of offenses were also high for African American youth who accounted for 74% (n=1,383) of violent offenses and 87.5% (n=461) of public order offenses.

Violent offenses made up the largest group for parents (43.5%, n=224), and this is not unexpected since this category includes domestic violence offenses (which many of these cases involved). Although public order offenses make up a smaller group (6.8%, n=35), the pattern was somewhat similar across all three referral sources. Also, it is expected that parents would refer youth for such offenses as are likely to occur at home, such as domestic violence (a violent offense), and not for such offenses as property violations that are likely to be associated with the police.

### Diversion

The same analyses were completed for the cases at the diversion decision point. For suburban police referrals, violent offenses were fairly low (5.4%, n=76) and public order offenses were significant at 19% (n=269). Similar to general referrals already discussed, property offenses were relatively high

(27.3%, n=386), but they were not pursued in light of the aims of the DMC team. It should be noted that many cases were missing offense data for this referral group (7.1%, n=101).

Offenses of violence and public order offenses were two of the three highest offense categories in the referrals made by the Cleveland PD for diverted youth. Of the youth directed to diversion, 21.6% (n=11) were charged with offenses of violence. Nearly 30% (29.4%, n=15) were charged with public order offenses. Again, property offenses were also fairly common (39.2%, n=20), but not pursued for reasons already noted. Of particular interest to the committee was that the majority of both types of offense categories are made up of African Americans – 63.3% (n=7) of youth with violent offenses and 93.3% (n=14) of public order offenses.

Very few parents (0.6%, n=9) were found to be the source of referral for the diverted youth.

As with general referrals, most concerning is the high percent of African Americans among youth referred for violent (63.6%) and public order (93.3%) offenses by the Cleveland PD.

Spotting similar trends across both decision points and both categories of offenses, the DMC committee pursued specific offense information within each category of offense. Identified within the violent offenses was domestic violence and within the public order offenses was disorderly conduct.

Following the review of offense categories (Offenses of Violence and Public Order Offenses) for the two decision points selected (referrals and diversion), the committee reviewed specific offenses within each category to help clarify reasons for racial disparity among referrals and diversion.

#### Disorderly Conduct & Domestic Violence

Within each of the two categories of offense, public order and disorderly conduct were found to be highest, with the exception of the violent offense assault referrals (7.7%; n=652) made by suburban police to the Court. Exceptions also include Cleveland PD referrals to the Court in the diversion data for violent offenses. The most frequent offense type was aggravated menacing (11.8%; n=6), followed by arson (3.9%; n=2), riot (3.9%; n=2), and then domestic violence (2.0%; n=1). These exceptions did not preclude the choosing of disorderly conduct and domestic violence because Cleveland PD referrals accounted for less than 1% (0.7%) of all diversion referrals.

Concern was raised that youth with both of these offenses (disorderly conduct and domestic violence) were not given an opportunity to participate in diversion programs despite minor offenses. The possibility that police may be charging youth with disorderly conduct because an officer was not pleased with the youth's response to police requests was also raised. Further investigation was therefore made to determine if youth in diversion were charged with the (first-time) expected offenses and if youth in the general referral data were being overlooked for participation in diversion.

The team also focused on domestic violence because of the large percent of parent referrals for this offense. Desire to increase parent awareness of and access to relevant services was discussed. Further concern was raised by a team member that domestic violence seems to be a gateway offense for further court system involvement.

African Americans made up 79.3% (n=249) of Cleveland PD referrals for domestic violence and 70.7% (n=140) of parent referrals for domestic violence offenses. African American youth made up 84.5% (n=202) of Cleveland PD referred youth for disorderly conduct.

#### Location

In an effort to identify more specific regions within Cuyahoga County and Cleveland proper, a review was made of the 2007 Juvenile Court Annual Report. This report was used to aid the team in narrowing down smaller units of interest for targeting intervention. The committee decided that potential was great for pursuing interventions in the Glenville and Mt. Pleasant neighborhood of Cleveland.

#### Recommendations ●●●●●●●●●●

Reviewing non-diversion as well as diversion referrals indicated a potential for refining and enhancing diversion programs. Lack of court-sponsored (CDP) programs in some areas indicates the need to establish programs in these communities (e.g., Cleveland Heights).

Finding that relatively fewer African Americans are referred to diversion indicates that effort should be made to work with police departments to increase their awareness of CDP. It would also be beneficial for the municipalities providing CDP services to review best practices for diversion. Efforts should also be made to review the





Committee members identified the three most common offenses for juveniles in detention: assaults, domestic violence and motions. Motions were most likely to result from technical violations of probation. While motions most typically are filed by Probation Officers, they also may be triggered through complaints filed by parents or the schools.

A decline in disparity at the detention decision point in 2005 was linked to a change in policy that made referrals for motions no longer an automatic hold. Without the policy change during this time, there would have been an 80% increase in detentions for youth from the 43211 geographic area, and a 75% increase in detentions for youth from the 43205 geographic area. Using 2007 data, there appeared to be differential degrees of DMC issues being present in the top three offenses. For instance, African American youth represented 43% of assaults and 41% of motions in 2007. However, during that same reporting period they represented only 30% of all domestic violence cases.

To drill down into certain issues for more detailed analyses, offense data from March 10th through April 21st 2007 was selected for further inspection. African American youth comprised three-quarters of all assault arrests during this time.

Factors related to the specific police department and the location of the assault arrests also were examined. The arrests predominantly were made by the Columbus Police Department.

The majority of assaults took place at Columbus City Schools. This triggered an examination of school-related data on all types of problems. Assault and disorderly conduct comprised over three-quarters of all arrests in schools with African American youth comprising the majority of these.

School records for 2006 pulled from the Ohio Department of Education's Educational Management Information System (EMIS) database indicated that the majority (86%) of discipline cases overall were African American. The top two times of arrest were 11:00 a.m. and 12:00 noon.

The last area to be examined by the JJCPI involved the Community Assessment Program (CAP). CAP is used to detain adjudicated youth for intensive services when they are deemed to be not treatable in the community. Overall, DMC issues were as prevalent in this program as in detention. Youth referred to CAP were most likely from the 43219 zip code area, which is the geographical area containing the second largest African American youth population

in the county. Youth from the 43211 zip code area were the next most frequently referred. More than 60% of all of youth referred to CAP had RAI scores that would normally indicate release or house arrest instead of detention.

In addition, JJCPI Committee members compared the 2004 population data on African American youth in Franklin County (27% of the youth population) with the 2005 Franklin County Juvenile Court data finding that a total of 64% of youth referred into the system were African American.

## Recommendations ● ● ● ● ● ● ● ● ● ●

The following recommendations came from issues that emerged directly from the data.

### Systems Related

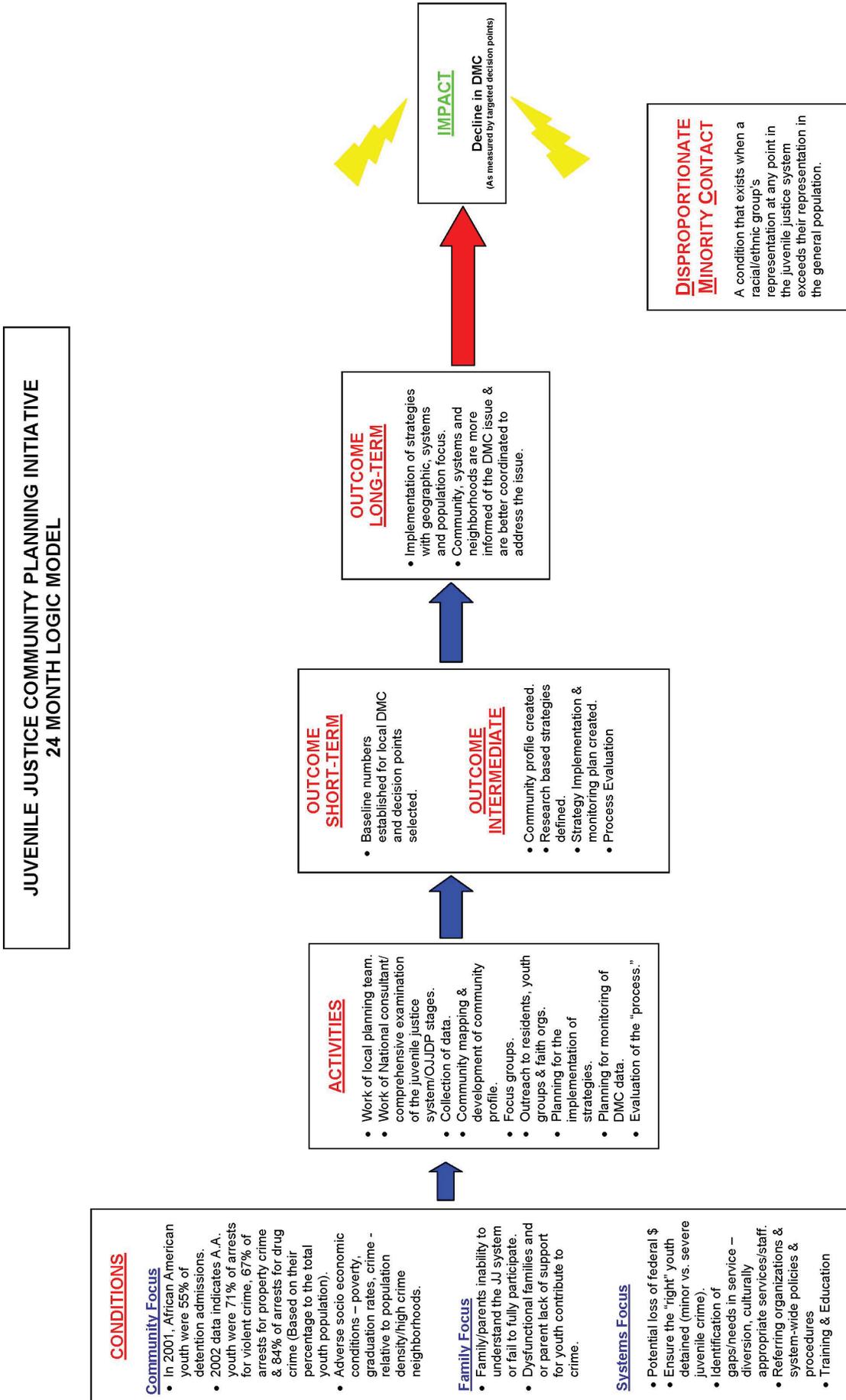
- Examine the reliability and validity of the RAI assessment device used to determine detention holds, as well as the reasons for referral to CAP.
- Continue to monitor and consider policy-centered changes in terms of their impact on DMC rates.

### Intervention Related

- Target DMC funded programming to serve youth and families in the 43211 and 43205 areas. These programs should contain a component that deals directly with issues surrounding the poverty status of youth residing in these geographical areas.
- The intervention plan should employ a combination of strategies that provide direct services to youth, training and technical assistance for law enforcement and juvenile justice personnel, and system change that targets policies, procedures, and laws.
- Prioritize the support of evidence-based strategies over untested programming.
- Employ performance measures to improve the delivery and design of programs.
- Utilize the logic model in the development of interventions and performance measurement plans.

### Assessment Related

- Consider targeting the other decision points for African American youth and the two decision points showing disparity for Hispanic/Latino youth.
- Further investigate reasons behind racial differences in and lack of documented reasons for motion filings.
- Further examine the role that gender, age, and time of day play in assaults.
- Further examine the role that characteristics of specific precincts may be playing in DMC issues.
- Further examine school-related data that disaggregates information about types of discipline problems and their associations with demographic factors related to race, age, gender, school location, time of day, etc.
- Further examine the role gender plays in domestic violence, including the possibility of female victims becoming perpetrators striking out at their assailants.









of 7% of all filings. With SSO violations being by far the most frequently referred offense, the workgroup decided to narrow the assessment to the schools that referred the most SSO violations to Juvenile Court by looking at a one month (September 2006) sample. Woodward High School and its feeder school, Leverette Junior High School, accounted for 32.3% of all SSO violations filed leading the workgroup to select the Woodward feeder system as a leading contributor to the number of SSO violations filed at Juvenile Court, and therefore disparity in the arrest decision point.

Additionally, it was discovered that not only were SSO violations the most frequently referred offense to Juvenile Court, but over half of the youth committed to DYS had at least one SSO violation in their history. More significantly, 67% of African-American youth committed to DYS had at least one SSO violation in their history.

## Recommendations ● ● ● ● ● ● ● ● ● ●

The Woodward school feeder system located in the north end of Toledo was selected for additional analysis and implementation of DMC reduction activities. This system consists of one high school (Woodward), one middle school (Leverette), and five elementary schools. During the 2005-2006 school year, 66% of students enrolled in the high school were African-American; and 59% of students enrolled in the middle school were African-American. Over half (56%) of students enrolled in the five elementary schools were African-American.

The local DMC workgroup developed recommendations for next steps which included the following:

- Develop a pilot response for one feeder district and monitor the impact on SSO arrest rates
- Develop an effective evaluation of the pilot response
- Based on pilot outcomes, modify and expand the pilot response to additional feeder districts
- Develop additional pilot activities for the Woodward feeder pattern
- Complete additional drill-downs and develop pilot response(s) to address RRI disparity at point of arrest, secure detention, probation placement and DYS commitment

## Current Status ● ● ● ● ● ● ● ● ● ● ● ● ● ● ● ●

In response to these recommendations, Lucas County Juvenile Court, the Toledo Police Department and Toledo Public Schools are collaborating on a pilot response project at Leverette Junior High school. Minority male youth that commit a SSO violation are referred to the Intensive School Retention Program (ISRP) and formal charges are not initially filed.

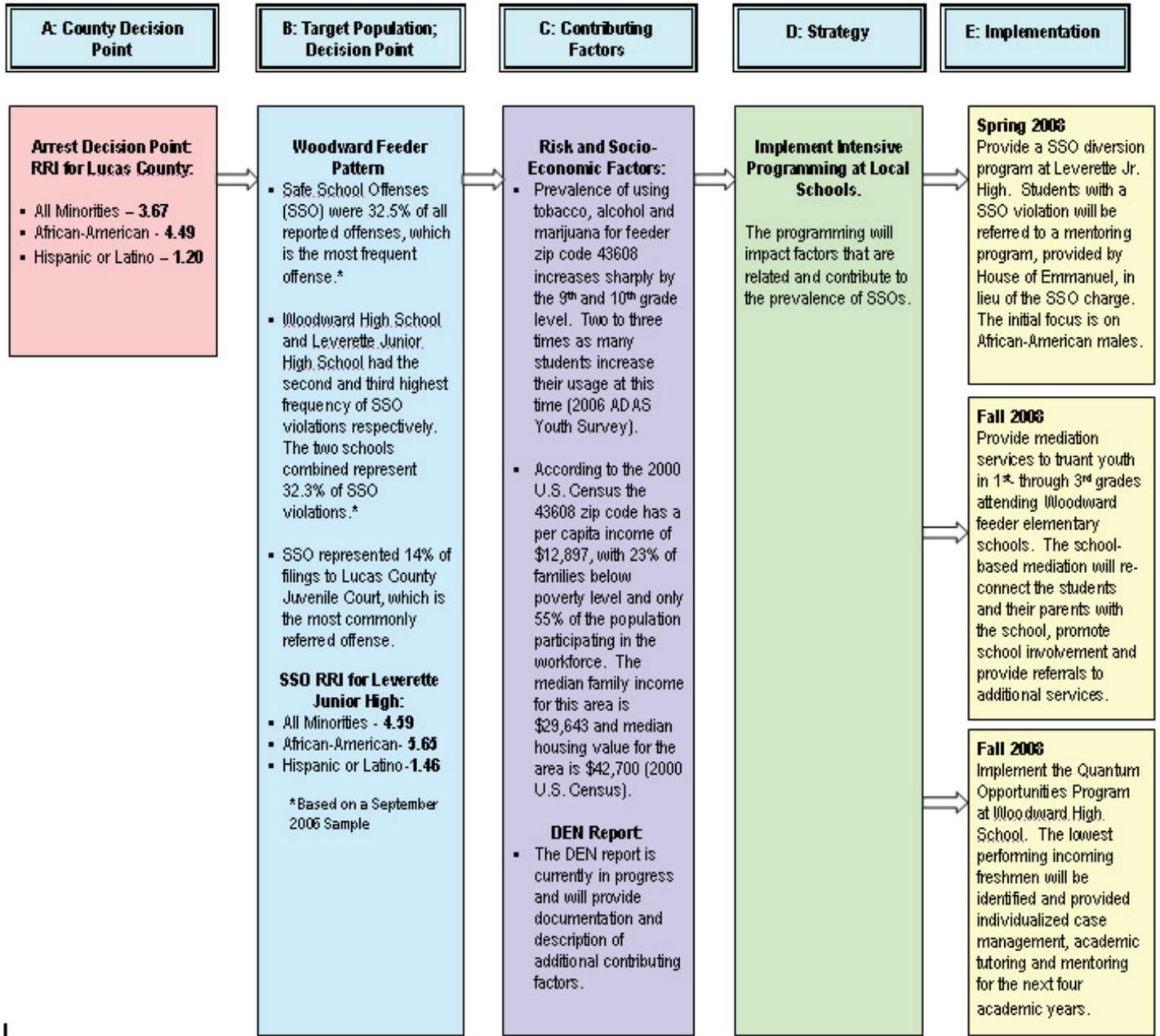
Intervention programming is being provided by the House of Emmanuel (HOE). The pilot program targets 7th and 8th grade males who pose an immediate violent threat to themselves, their peers and/or staff and who have a history of chronic SSO violations as well as problems with school attendance, compliance with school conduct policy, poor academic performance and difficulty with peer/staff interpersonal communications/relations.

The Quantum Opportunities Program was implemented in the 2008-2009 school year at Woodward High School. Additionally, the truancy mediation programs began in the 2008-2009 school year at the elementary schools in the Woodward feeder pattern.

The Data and Evaluation Network (DEN), a subcommittee of the Lucas County Family and Children First Council is currently undertaking an in-depth analysis of key issues in East Toledo (43605), Near North End (43608 and 43604) and Old South End (43609) compared to the remainder of Lucas County. The results of this analysis will constitute Phase 2 of Lucas County's assessment stage because the Woodward feeder system is located in North Toledo zip code 43608. The final report will include a discussion of positive and/or negative trends in these neighborhoods; areas for improvement and potential growth; promising community programming; individual success stories and recommendations based on best practice programming. The Phase 1 and Phase 2 reports, when reviewed together, will provide an in-depth analysis of DMC in Lucas County.

Combined with information gained from the data collection and assessment phases, this community profile information will guide future program and service development initiatives to assist youth and families and reduce the incidence of DMC.

# Logic Model



# Mahoning County Assessment Summary

Summary derived from "Mahoning County Court of Common Pleas Juvenile Court Division, DMC Decision Points, Assessment Report and Logic Model" by John M. Hazy, PhD & Tammy A. King, PhD, Youngstown State University

## Methods ●●●●●●●●●●●●●●●●

Selected court data was evaluated for the years 2005, 2006, and 2007 using information recorded on CourtView computer software. Data was collected from the Mahoning County Juvenile Justice Center (MC-JJC) to assess the detention decision point. Data received from seven of 23 county law enforcement agencies were analyzed to help assess the arrest decision point.

The estimated population for the county in 2006 was 251,026 with 21.7% under the age of 18 years old (U.S. Census Bureau, 2000 Census, Mahoning County Census Data, <http://quickfacts.census.gov>). African American juveniles make up 23.1% of the county's 10-17 population.

## Identification Findings ●●●●●●●●

African-American juveniles were over-represented in the arrest data with African American youth accounting for 57% of all juveniles arrested. If the arrests were proportionate to the number of Black juveniles in the county, then Black juveniles should only account for approximately 23.1% of juvenile arrests.

In calendar year 2007, there were 2,117 intake cases processed through MC-JJC. When the offense types were examined, significant differences were found between African American and White juveniles. In 2007, Black juveniles were more likely to be referred for the following reasons: assault (n=110, 58% of all assault charges); disorderly conduct (n=102, 87% of all disorderly conduct charges); and order of apprehension (n=73, 68% of all orders of apprehension). White juveniles were more likely to be referred for: theft (n=126, 60% of all theft charges); unruly (n=111, 57% of all unruly charges); drug abuse/possession of drugs (n=44, 61%); and consumption/possession of alcoholic beverages (n=44, 92%). Black juveniles were over-represented in the number of youths referred both formally and informally to the MC-JJC.

Efforts were made to determine the source of referral to determine if DMC was more prevalent in any specific areas. Unfortunately, they were not able to determine what entities were referring youth with the current information.

When examining the Detention Center's population, the percentage of Black juveniles being detained (59.4%) is similar to the percentage of Black juveniles found delinquent (56.5%) in court. Black juveniles were more likely to receive probation for theft and drug abuse/possession than White juveniles. White juveniles were more likely to receive probation for unruly than Black juveniles.

The number of youths transferred to the adult court system was extremely low making an RRI for this decision point not meaningful.

There was a disproportionate number of minority youths entering the juvenile justice system beginning at arrest. Once juveniles are referred to MC-JJC, the court is obligated to service the youth referred to the Intake Department or the Detention Center. When decisions are made concerning diversion many variables are taken into consideration including: number of prior offenses, cooperation of parents and willingness to participate. In some instances, parents cannot pay or refuse to pay for diversion services such as drug rehabilitation. Provisions are made for indigent youths to participate at a lesser or no cost, but to reduce DMC, efforts must be made to assist youths and their families prior to any formal contact with the juvenile justice system.

## Assessment Results ●●●●●●●●●●

The problem of DMC appeared to begin with the arrest decision point. Once juveniles are referred to MC-JJC, court personnel are limited in their ability to lower the proportion of minorities. They are obligated to service the youth referred to the Intake Department or the Detention Center.

When dealing with the referred juveniles, MC-JJC takes measures to assure that all juveniles are treated equitably. When decisions are made concerning diversion, many variables are taken into consideration, including the number of prior offenses, cooperation of parents and willingness to participate. In many instances, parents will refuse to pay for diversion services such as drug rehabilitation, even if they have the funds to do so. Provisions are made for indigent youths to participate at a lesser or no cost.



# Montgomery County Assessment Summary

Summary derived from "An Assessment of Disproportionate Minority Contact for Juvenile Division, Common Pleas Court of Montgomery County" by Cheryl L. Meyer, PhD, JD, CLM Program Evaluation

## Methods ●●●●●●●●●●

The first phase of the assessment process in Montgomery County involved the establishment of a coalition that first meet in October 2007. Coalition members consist of representatives from: Dayton Police Department, public defenders, City and County Prosecutors, the Children Services Division of the County Jobs and Family Services, Juvenile Court (including the Probation Services Department and the Intervention Center), Dayton Public Schools, faith based organizations and Legal Aid of Western Ohio.

The identification phase of the assessment involved a re-calculation of the Relative Rate Index (RRI) after limiting the scope to African American youth within the City of Dayton. African American youth were selected as the target population because there were very few referrals to juvenile court of other minority youth. The geographic scope was limited because most referrals to juvenile court come from Dayton, Montgomery County's urban area.

Montgomery County used a qualitative assessment approach using individual interviews to investigate possible causes of DMC. The interviews of 46 individuals lasted approximately 30-45 minutes and were conducted primarily at the offices of the juvenile court. All interviews were audio taped, and interviewees signed an informed consent form. The interviews were transcribed and coded for analysis.

The Coalition also used mapping technology in their assessment. The maps, constructed by the Dayton Police Department, pinpointed police district breakdowns and specific available resources in each geographic area. The maps were helpful in identifying the rate of arrest identified by race, area and type of crime.

## Identification Findings ●●●●●●●●

For Montgomery County, the RRI's for juvenile arrests (2.24); referrals to court (2.30); secure confinement (2.02); and adult transfer (2.62) all indicated significant disparity for minority youth. Arrest information was not available to specifically construct an RRI for arrest for the City of Dayton. The referral RRI for the City of Dayton also indicated disparity at 3.47. RRI's for diversion (0.62); detention

(1.49); and cases petitioned (1.23) indicated slight disparity. RRI's for the remaining decision points indicated no disparity for minority youth or actually indicated a slight underrepresentation of minority youth. Since the only area for DMC in the City of Dayton was cases referred to juvenile court, it became the focus of their assessment.

## Assessment Results ●●●●●●●●

Most interviewees did not think that DMC occurred in their job (93%). However, 56% thought that DMC occurred in other parts of the system such as in law enforcement and intervention. Some respondents thought that DMC was a socioeconomic issue.

Response to previous consequences (compliance); juvenile's history with the court; level of charge; threat to community or themselves; family situation; and parent input were the six factors interviewees said they considered most when making a decision about a youth.

Interviewees were also asked, "If you were able to intervene at any point to try and prevent disproportionate minority contact from occurring, where would you intervene and how?" The most frequent areas for intervention identified by interviewees were:

- Address dropout and truancy issues
- Empower parents with skills and resources
- Engage youth in activities that enhance self-esteem and encourage responsibility, community programs, school programs
- Encourage parental involvement

Some individual interviewees had more specific ideas for intervention such as:

- Provide intensive family intervention
- Provide more educational programs inside Juvenile Justice System
- Teach trades, people skills, responsibility, importance of family
- Have friendly police officers visible in schools
- Organize recreation and career classes in schools
- Hold kids and parents responsible for lesser offenses
- Have faith based organizations help revitalize community resources
- Provide Intensive probation for hard core kids
- Have probation officers visible in community
- Have Juvenile Justice representatives visit neighborhoods

- Continue the Start Right program that is good
- Have after school programs for juveniles from single parent or grandparent families
- Include after school program and programs like Start Right
- Bring inner city juveniles on trips outside the city
- Educate police about African American culture such as why African American youth hang out on corners
- Make activities interesting-studio for rapping, boxing, investing, how to make money
- Teach parents to mentor their own kids

- Parents must be present at mediation.
- The mediator would be employed by the court but would travel to the schools to perform mediation. The Coalition felt this would allow the mediation and mediator to have some power/leverage. For example, notice of the mediation could be sent on court stationary.
- The mediator(s) be specifically trained in issues such as truancy, minor offenses and conflict resolution for juveniles.
- The mediator provides some in-service training on mediation skills to school personnel.

## Recommendations ● ● ● ● ● ● ● ● ● ●

Members of the Coalition discussed several possible intervention programs related to referral. These included programs to reduce truancy/referrals for minor offenses, programs to improve police-community relations and parent education programs.

The Coalition decided to focus on all three of these areas. The first area was programs to reduce truancy/referrals for minor offenses for numerous reasons including: a comprehensive program could be developed to address many of the other recommended areas of intervention suggested by interviewees and that it could build on an already successful truancy program by incorporating the concepts of community courts which were successful in the county previously. Additionally, truancy/minor offenses are often the gateway to delinquency, so this program could serve as an early intervention to impede further court involvement.

Several interviewees suggested DMC may occur as a result of parents and educators trying to get services for youth they would not otherwise receive. The Coalition envisioned a mediation program that would also act as a referral source for services. The Coalition discussed many evidence based model truancy/minor offenses programs, and recommended a truancy/minor offenses mediation program to be developed which include the following features:

- Mediations be provided for elementary/middle school students (grades K-8).
- Cases to be mediated include both truancy and minor offenses within the school setting with the goal of preventing juvenile court involvement.
- Referrals to mediation could come from many sources including schools, juvenile court, police or children’s services.
- Mediation would target minority youth in the City of Dayton.
- Mediators provide referrals to services/resources whenever possible.

The Coalition was aware that the proposed program would require cooperation from the school system and received verbal agreement from the Dayton Public Schools’ Superintendent.

The second DMC intervention strategy recommended by the Coalition was police-community relations. Members envisioned interventions that would involve community and/or faith based leaders and would facilitate education for both community members and police agencies.

Interviewees suggested intervention could include educating law enforcement about African American culture and educating the African American culture about law enforcement, having friendly police officers visible in schools, and having faith based organizations act as liaisons that would facilitate revitalization of community resources. Other communities have utilized similar interventions such as the “10 Point Coalition” in Boston (<http://www.bostontenpoint.org/>) and the “Ministerial Academy” in Baltimore ([http://www.affund.org/PDFs/BET/Reports/\(except/BET/E\)/BET/F/Report.pdf](http://www.affund.org/PDFs/BET/Reports/(except/BET/E)/BET/F/Report.pdf)). Another option noted was the concept of “Community Policing”.

The Coalition recommended the third DMC intervention strategy of mentoring programs, which may be useful in aiding parent education and ultimately increasing support available to families.

## Other Plans ● ● ● ● ● ● ● ● ● ● ● ● ● ● ● ●

The Coalition has brought together representatives of numerous agencies that work with juveniles to begin an interagency dialogue on DMC in the community and assume a leadership role. The Coalition has also developed its mission and vision statement and began to draft an executive order, similar to the one in place in Iowa ([http://www.governor.iowa.gov/news/2007/11/01\\_1.php](http://www.governor.iowa.gov/news/2007/11/01_1.php)- Executive Order from State of Iowa), which formalizes the commitment to reducing DMC. They





- Cases Transferred to Adult Court- The numbers are much too small for the category of cases transferred to adult court to do any meaningful analyses

## Assessment Results ●●●●●●●●

Based on this initial discussion and additional research, the factors most likely contributing to DMC for the county included the following:

**1. Minority youths may be disproportionately involved in crime** (more drug-related and gang offenses). Self-report data collected from Richland County high school students in 2005 by the Search Institute, an independent, non-profit agency, indicated that while minority youth were more likely to report being involved in property or violent crimes, they were less likely to report using alcohol and any drug other than marijuana. There were no differences in reports on the frequency white and minority youth said they were in trouble with police.

**2. Crimes committed by minority youth may be more likely to be reported to law enforcement.** There was definitely a greater police presence in those areas of the city with a greater minority population. Therefore, crimes committed in these areas were more likely to be detected. In addition, Mansfield Senior High School, the county school with the largest minority population by far, has police officers on site. At this school, teachers are empowered to call the police for various infractions, including many that, to the committee, seemed rather trivial and at other schools would be dealt with by teachers or the principal.

**3. There may be a higher arrest rate for minority youth for similar crimes.** This item also relates to police presence in particular areas. In addition, there could be a greater likelihood that the situation could escalate when minority youth are confronted. The above-mentioned Search Institute data suggested that police have similar levels of contact with white and minority youth, but the records clearly indicate a much higher arrest rate for African-American youth.

**4. Minority youth may become involved in crime at an earlier age and they may be more likely to enter and stay in the juvenile justice system.** Based on the Richland County data set, the average age at first involvement in the system for white youth is 15.6, whereas for non-white youth, it is 15.0. This age difference could be due to a variety of factors, including African-American youth tend

to experience the changes of puberty at an earlier age. The earlier youth enter the system, the longer they are likely to be involved in future delinquent behavior.

**5. Minority youth may have less eligibility for or accessibility to treatment programs, and may be less positively affected by prevention and treatment programs.** In addition, the characteristics of local prevention and treatment programs may discourage minority participation. The consensus of the local experts is that eligibility for participation in treatment programs is not an issue, but there are likely several barriers to accessibility, including transportation problems, less parental involvement due to more single-parent families, and difficulty navigating the system which consists largely of white staff. It is difficult to estimate the degree to which discomfort experienced by minority youth and their families in dealing with a largely white system with which they may be completely unfamiliar is a barrier in accessing needed services.

**6. Indirect influences that are correlated with both crime and minority status** (socioeconomic status, family structure, school performance, exposure to drugs, gangs, and violence) may account for some of the disproportionality. In Richland County, African-American families tend to be clustered in the lower-income, higher-crime census tracts. This brings more opportunity for involvement with drugs, gangs, violence and other crime. African-American youth are more likely to be raised in single-parent households. They are overrepresented in Child Protective Services with the resultant emotional and behavior problems which largely go untreated. The majority of maltreated children have at least one contact with juvenile court.

**7. Administrative policies and decision-making factors may affect minority youth disproportionately.** The requirement that a parent (or other adult) be present at a court hearing or present for a diversion activity may affect minority youth disproportionately. However, given that a parent or legal guardian is required by law to be in attendance, hearings can't take place without parental presence. The number of attorneys appointed or retained as a function of race were found in equivalent proportions. For 2007, of 1578 delinquent cases, 545 had attorneys, of whom 74% had been appointed by the court. Sixty-one percent of those represented were white and 39% were non-

white. This coincides almost exactly with the racial breakdown in the delinquent cases. Therefore, lack of representation is an unlikely contributing factor.

The racial disparity in decision point depth found in the main analyses was the product of a consistent pattern throughout Richland County. In the majority of the census tracts in which statistical analyses were possible, non-whites were associated with deeper decision points than whites. In addition, non-whites were associated with deeper decision points regardless of living in the near-city environments where non-whites are overrepresented, or the other areas of Richland county where non-whites are underrepresented—and this is in spite of the fact that non-whites did not commit more serious crimes. Their examination of depth of involvement was limited to referrals, diversion, charges filed, and secure detention. For two of the excluded decision points (cases resulting in delinquent findings and cases resulting in probation placement), the RRIs were very close to one. Had they been included in the analysis, the correlation between depth of decision point and race would likely have been smaller.

Correlational analyses were performed which indicated a statistically significant correlation between race and depth of involvement in the juvenile justice system ( $r = .16$ ), even after controlling for gender, age, repeat offenses, incident severity, census tract poverty rate, census tract household income, and number of female-head households with children in the census tract, all of which are variables which were also significantly correlated with depth of involvement in the system ( $r = .10$ ).

A multiple regression analysis that examined depth of system involvement while controlling for the effect of each of these variables simultaneously indicated that while most of the variable were statistically significant predictors of the outcome variable, number of female-headed households with children in the census tract was no longer a significant predictor. Age was the strongest outcome predictor with race being the second strongest.

## Location

To gain a better understanding of the juvenile offender population in Richland County, a mapping project was undertaken with the assistance of the Richland County Regional Planning Commission. For census tracts 5, 6, 7, and 8 and each Mansfield Police Department sector, they were able to plot the number of youth involved in four decision points (cases referred to juvenile court, cases diverted, charges filed, and cases resulting in confinement in secure juvenile correctional facilities) as well as by race and degree of offense, for a total of 36 maps. A close examination of these maps graphically illustrated what had been previously determined statistically. Census tracts 5, 6, 7, and 8 are the four tracts in which there was at least twice the average amount of juvenile crime for the county.

The Steering Committee concluded they should focus on referrals to juvenile court for a variety of reasons. First, this is the highest RRI other than arrests. Arrests would be impractical to focus on because they have incomplete and inconsistent data for this contact point. In addition, the committee felt that it would be easier to develop an intervention strategy at the level of referral.

They also decided to focus on census tracts 6 and 7. While tracts 5-8 all have at least twice the average amount of juvenile offenders, tracts 6 and 7 have the highest amount of crime and pose some particular challenges. Tract 6 includes the North Lake Park area as well as the high school, the highest source of calls to the police in 2000-2004. There are a number of properties that are vacant or in poor condition. Tract 7 also contains a high number of vacant or substandard dwellings. It contains the Ocie Hill Center which is a neighborhood youth center and the source of a number of police calls.

The North End Community Improvement Collaborative, Inc. is a local agency intending to improve the quality of life for those in these two census tracts by identifying, supporting, and connecting local assets and advancing community and economic development in the area. This organization may hold the key to the rejuvenation and enhancement of this high crime area.

## Recommendations ● ● ● ● ● ● ● ● ● ●

Based on the contributing factors generated by the committee after months of studying the DMC issue in Richland County, two logic models were generated. The first logic model addressed the use of restorative justice as a strategy to address alienation of youth, lack of effective intervention methods prior to police involvement, the impact of zero tolerance policies, and harm to victims.

The second model focused on the use of mentoring as a strategy to address lack of creative outlets, leadership development opportunities, positive role models, and effective life skills for youth as well as low expectations for youth.

Two evidence-based strategies were recommended in response to contributing factors identified in the assessment process: Restorative Justice and Mentoring Interventions. Key activities were listed to guide the development of future proposals.

The Committee intends for specific proposals addressing the identified contributing factors be developed by community members who live in census tracts 6 and 7 and who are directly associated with the North End Community Improvement Collaborative (NECIC). The proposals are expected to directly impact the RRI Referral Decision Point by making effective interventions available to law enforcement and Mansfield City School officials.

The completion of the DMC Initiative assessment is perfectly timed with the growing involvement of the North End Collaborative in community improvement activities and the recent formation of the Mansfield City Schools' "Discipline Blue Ribbon Task Force." Members of the DMC Initiative Steering Committee serve as board members, committee members and staff of both NECIC and the Discipline Task Force. By strategically partnering with these organizations, it is believed that the Mansfield community will be additionally engaged. This approach will enhance the capacity of both the neighborhoods and schools to effectively reduce DMC at the Referral decision point and will allow for sustainability of DMC activities.

Other strategies that do not fall within the two main categories of recommendations but that committee members believe could be helpful in addressing DMC included the following:

- Identifying a community liaison who can problem solve between law enforcement, parents, and community
- Providing cultural competency training
- Engaging community helping systems to resolve problem behaviors
- Responding to the needs rather than the wants of youth
- Community and parental empowerment
- Building and supporting parental responsibility
- Holding a youth/community summit in order to start conversations
- Community collaboration to build hope and relationships and build on assets
- Developing youth resource lists to be distributed by police officers
- Involving community resources and agencies in police training
- Connecting neighborhood residents with a community policing sergeant
- Job and economic development

# Logic Models

## D. STRATEGY

## C. CONTRIBUTING FACTOR

DEVELOP RESTORATIVE JUSTICE PRACTICES WITH FAMILY, SCHOOL, AND COMMUNITY

YOUTH FEEL DISCONNECTED FROM FAMILY, SCHOOL STAFF, COMMUNITY MEMBERS & LAW ENFORCEMENT

**B. TARGET POPULATION**  
Decision Point  
(Indicator: Target Pop. RRI)

**A. COUNTY DECISION POINT**  
(Indicator: County RRI)

DEVELOP RESTORATIVE JUSTICE PRACTICES WITH FAMILY, SCHOOL, AND COMMUNITY

LACK OF EFFECTIVE INTERVENTION BEFORE POLICE INVOLVEMENT - MISBEHAVIOR NOT MISDEMEANORS

REFERRAL DECISION POINT - RRI FOR RICHLAND COUNTY CENSUS TRACTS 6 & 7

REFERRAL DECISION POINT - RRI FOR RICHLAND COUNTY

CHANGE SCHOOL AND COMMUNITY CULTURE THROUGH RESTORATIVE PRACTICES

ZERO TOLERANCE

REPAIR HARM TO VICTIMS THROUGH RESTORATIVE PRACTICES

HARM TO VICTIMS

## D. STRATEGY

## C. CONTRIBUTING FACTOR

C.O.W.I PROGRAM (ARTS-BASED, LEADERSHIP DEVELOPMENT)  
  
MENTORING

LACK OF ARTISTIC/CREATIVE OUTLETS FOR YOUTH AND FOR LEADERSHIP DEVELOPMENT

**B. TARGET POPULATION**  
Decision Point  
(Indicator: Target Pop. RRI)

**A. COUNTY DECISION POINT**  
(Indicator: County RRI)

COMMUNITY MENTORING TO DEVELOP LIFE SKILLS

LACK OF LIFE SKILLS

REFERRAL DECISION POINT - RRI FOR RICHLAND COUNTY CENSUS TRACTS 6 & 7

REFERRAL DECISION POINT - RRI FOR RICHLAND COUNTY

INTERGENERATIONAL PROGRAMMING- MENTORING

POSITIVE ROLE MODELS FOR YOUTH IN THEIR NEIGHBORHOODS NOT SANCTIONED BY THE SYSTEM

PROGRAMMING THAT SHOWCASES STRENGTHS - MENTORING

LOW EXPECTATIONS OF YOUTH

# Stark County Assessment Summary

Summary derived from "DMC Assessment, Stark County"  
by Jane Timmons-Mitchell, PhD, Center for Innovative Practices, Kent State University

## Methods ●●●●●●●●●●●●●●●●

The Stark County DMC Committee provided leadership in assessment efforts, and the Stark County Family Court MIS Department made available a raw dataset with all data fields needed for assessment. The data was downloaded into an Excel file, which was imported into SPSS software for drill down analysis.

Stark County also conducted key stakeholder interviews with Stark County Family Court staff; informal focus groups with the Stark County DMC Committee; and reviewed formal Court procedures with Court staff. These process evaluation activities allowed them to obtain contextual data to inform RRI data and provided a comprehensive representation of possible mechanisms driving the disproportionate representation of African American juveniles in referrals to the Stark County Family Court.

## Identification Findings ●●●●●●●●

Census data revealed there were 4,934 African-American youth ages 10-17 in Stark County in 2006, representing 11.6% of all Stark County youth in that age range. The majority of the 42,517 Stark County youth ages 10-17 were European-American (86%, n=36,563). The remaining youth were categorized as Hispanic/ Latino (1.3%, n=552), Asian (0.8%, n=346) and American Indian/Pacific Islander (0.3%, n=122). Due to the fact that African-American youth in Stark County represent 91% of all minority youth arrested and 97% of all minority youth referred to Family Court, they decided to focus their assessment for African-American youth.

In 2006, African-American youth were arrested at a rate of approximately 125.25 per 1,000 youth, indicating they were 3 times more likely to be arrested than European-American youth. Arrest data was incomplete and discontinuous so it may not be representative of the total pattern of arrests.

In 2006, African American youth were referred at a rate of 147.55 per 1,000 youth (n=728). Overall, African-American youth in Stark County were approximately 2.62 times more likely than their European-American peers to be referred to Court.

An African-American RRI of 0.66 for referrals indicates that European-American youth were a

third more likely to be diverted from official court involvement than African-American youth. Out of the 728 African-American youth referred to Stark County Family Court in 2006, 195 were diverted from official charges, a rate of 26.78 per 100 diverted cases involving African-American youth.

An RRI of 1.77 indicated that African-American youth referred to Family Court were slightly more likely to end up in secure detention than their European-American peers.

Of the 728 cases involving African-American youth referred in 2006, 533 were officially charged, a rate of 73.21 per 100 referrals. The 1.23 RRI for charges filed indicated a moderate level of disproportionality.

The rate for African-American youth was 89.49 out of 100 petitioned cases. The RRI of 1.02 indicates similar rates for African-American and European-American youth.

African-American youth were slightly more likely to be placed on probation compared to European-American youth. 146 of the 477 cases involving African-American youth found delinquent involved probation, a rate of 30.61 per 100 delinquent cases.

An RRI of 2.41 indicated that African-American youth were much more likely to be confined in juvenile correctional facilities than European-American youth. However, the small number of cases resulting in juvenile correctional confinement for both African-Americans and European-Americans should be noted. Only 31 European-American youth and 33 African-American youth were confined in 2006. Though the number of youth involved was low, the impact of secure confinement on the youth and family, combined with the magnitude of the RRI suggests that this is an important decision point for assessment.

The highest RRI, 7.00, for African-American youth was at the transfer to adult court decision point. However, the very small numbers of youth involved (only four youth were transferred: three African-American and one European-American) make this RRI difficult to interpret.

## Assessment Results ●●●●●●●●

The Stark County DMC Committee decided to focus on the disproportionality of African-American Diversion and Secure Confinement for their assessment. Since fewer African-American than European-American youth were diverted, (RRI=0.66), these youth enter the Court as formal cases. The DMC Committee agreed that diversion and sentencing, which may result in secure confinement (RRI=2.41) would be good targets for intervention. Members of the Committee felt there was a critical need for community-based programs that offered minority youth alternatives to contact with the juvenile justice system. Providing these and increasing awareness on the part of court personnel about them, underlie the goals of the assessment.

Once the two foci for drill down, diversion and secure confinement, were identified, they examined data provided to the evaluation team. A sample of 450 youth referred to Stark County Family Court in October, 2005 and October, 2007 was used. This sample was selected based on the number and severity of referrals received during the school year. The two year span was selected based on the measure employed, the Burgess Scale (see below). 291 were European-American youth and were 153 African-American youth.

The first drill-down examined the most prevalent reasons for referral by racial category. Referral data was analyzed using simple descriptive frequencies as well as Logistic Regression analysis. Qualitative analysis of key informant information was also conducted.

Burgess risk scores were computed using the sample described above. The Burgess Method is described in an OJJDP monograph, entitled, "The mathematics of risk classification: Changing data into valid instruments for juvenile courts" (Gottfredson & Snyder, 2005). The monograph describes a way of calculating risk of further offense based on case history characteristics. The Burgess Method is proposed as an Equal Weight Linear Model. One point is added for each predictor variable. For this assessment, they selected the Burgess 9-Item Scale, since it required the fewest data collection points. This version of the Burgess Scale did not include a risk score for race, although this is included in the expanded (15-point) scale. An hypothesis of the DMC Committee was that the primary determinant of court involvement, especially at the select decision points

of greatest interest, is severity of crime and criminal risk, represented by the Burgess Scale. The racial disparity noted in the RRI tables was hypothesized to relate to environmental factors that may hamper a family's (and hence a youth's) ability to take advantage of other alternatives early in the process, as in the case of diversion. This hypothesis was tested by performing a Logistic Regression analysis (LOGIT) using SPSS for diversion. Two variables were entered in the equation, Burgess Level and Race. This was done to isolate the relative contributions of offense severity of risk and race separately. Race alone was not predictive of whether a youth would be diverted. However, there was a disparity at this decision point, because the Burgess Level did predict whether a youth would be diverted (Score = 132.44,  $df=1$ ,  $R = 0.497$ ,  $p < .0001$ ).

The other decision point for which LOGIT was calculated using the Burgess Scale Score, Violation of Technical Order, showed similar results. Race dropped out as it did not predict violation; however, Burgess Level did predict whether a youth would receive a violation of a prior court order (Score = 87.12,  $df=1$ ,  $R = 0.375$ ,  $p < .0001$ ). Violation of technical order was selected since this is often the beginning of a path that results in sentencing and secure confinement.

Major findings included that probation violations (violation of technical order) and unruly/disorderly conduct comprised 38.5% of African-American referrals to Stark County Family Court represented in the sample.

Discussion with the DMC Committee resulted in ideas why African-American youth might not be diverted as often a European-American youth. An organizational problem solving process was used to solicit these ideas from expert informants. After generating a number of likely contributors, the participants prioritized the primary factors.

The prioritized area, family willingness to work with diversion, was further explored. The consensus was the court could develop additional programming in this area, in conjunction with community agencies, to decrease the disparity relative to diversion. Factors contributing to family willingness were thought to be lack of familiarity with the process, lack of trust in law enforcement, a culture clash and disagreement with the interpretation of the facts.

More than one-fourth (26.1%) of the sample African-American referrals to Family Court were the result of a youth violating an existing probation

or parole order. The next most prevalent referral type was crimes against persons (24.8%), which included domestic violence and assault. Theft was the next most prevalent offense (17.6%), while crimes against property, including vandalism and trespassing, comprised 11.6%. Curfew and chronic truancy accounted for 5.2% of the offenses, and a combination or unruly and disorderly contributed 12.4%.

A drill down into offense zip code allowed them to compute RRI's for youth in target zip codes compared with the entire group of youth referred in 2006. The target zip codes (44703, 44704, 44705 and 44707) were selected based on the knowledge of court personnel and observation over the years. In 2006, there were 156 African-American youth involved with the Court from these zip codes.

The Court DMC Committee also used the problem-solving process to address contributory factors that related to disproportionate representation among African-American youth in probation violations. The primary contributing factors were thought to be: willingness of the worker to explore sanctions, including knowledge about available options and the options available.

The DMC Committee engaged in the brainstorming process with respect to sentencing and its possible outcome of secure confinement. The primary factors were again thought to be lack of knowledge about available options and the lack of a needed service, in addition to charge severity. Stakeholder feedback was incorporated into these contributing factors.

## Recommendations ● ● ● ● ● ● ● ● ● ●

The DMC Committee recommended that High Fidelity Wraparound, a program that exists in Stark County, be employed to address the needs of youth in zip codes 44703, 44704, 44705, and 44707 that were not currently being referred to programming. They also recommended that staffing should increase as needed to accommodate them. High Fidelity Wraparound addresses the identified contributing factors since it advocates for and supports families while providing intervention with youth.

Other recommendations included the Court should:

- Design and implement a Cross Training initiative for all court personnel to increase knowledge of program options for youth and families.
- Collect additional data relating to: family constellation and involvement with youth and the Court and youth arrested but not charged.
- Establish a committee to review cases transferred to Adult Court (n=4 in 2006) to determine if and when additional intervention could have prevented transfer.





to be engaged with the juvenile justice system when compared to whites. Specifically, African American juveniles were 2.5 times more likely to be arrested; 3.6 times more likely to be referred to juvenile court; 1.5 times more likely to have their case involve secure detention; 1.1 times more likely to be placed on probation; 3.4 times more likely to be placed in confinement in a secure juvenile correctional facility; and 5.4 times more likely to have their case transferred to adult court.

Hispanic/Latino youth were 1.5 times more likely to have their case involve secure detention; 1.1 times more likely to have cases petitioned; 2.4 times more likely to be placed on probation; and 3.2 times more likely to be placed in a secure juvenile correctional facility when compared to white youth.

Asian youth were 1.9 times more likely to have their case diverted; and 1.2 times more likely to be placed on probation compared to white youth.

Based on the RRI data from 2006, African American juveniles were overrepresented in all of the decision points except cases diverted, cases petitioned, and cases which resulted in delinquent findings. Regarding the cases diverted, the RRI shows that African Americans were less likely to participate in diversion programs while Asians were more likely to participate when compared to white juveniles. These data led the DMC Planning Group to consider whether sufficient diversion opportunities were available for African American youth.

With respect to RRI rates for African American youth in the five largest communities, many of the members of the DMC Planning Group shared anecdotal information about the availability of diversion opportunities. Although diversion opportunities exist in most of the communities in Summit County, fewer diversion opportunities exist in one of the urban areas with the largest number of African American youth. For example, in the suburban community, youth have multiple opportunities to participate in diversion; but in the Akron community, youth only get one opportunity to participate. This is largely due to the size of the population at risk and the large numbers of youth served by the diversion unit. African American youth were more likely to have their cases diverted in Akron, Cuyahoga Falls and Stow communities. Yet, the lack of diversion opportunities in the Akron community is of particular concern since more African American youth in Summit County live in the city of Akron when compared to any other city.

## Assessment Results ●●●●●●●●

Of the 5,542 juveniles arrested in Summit County, 60% were white and 40% were minority. African American youth made up 39% of all youth arrested despite only making up 20% of the total youth population.

Further analysis of the number of juveniles arrested indicated that five police departments accounted for 80% of the reported juvenile arrests. The top five reporting police departments were: Akron, Barberton, Cuyahoga Falls, Stow and Tallmadge Police Departments. In Akron, 72% of all youth arrested were African American; compared to 28% in Barberton, 15% in Cuyahoga Falls, 7% in Stow and 6% in Tallmadge. The proportion of African American youth arrested when compared to the at-risk population living in each of the top 5 reporting departments was interesting. For example, in Akron, African American youth made up 72% of all arrests, even though black youth only made up 40% of the at-risk youth population. In Barberton, African American youth made up 28% of all juvenile arrests even though they only made up 8% of the population at-risk. In Cuyahoga Falls, African American youth made up 15% of all youth arrested, even though they only made up 3% of the population at-risk. In Stow, African American youth made up 7% of all youth arrested even though they only made up 2% of the population at-risk. In Tallmadge, African American youth made up 6% of juvenile arrests even though they only made up 2% of the population at-risk. While the number of juveniles arrested does not necessarily reflect an unduplicated headcount, in specific communities, the proportion of arrests when compared to the racial/ethnic proportion of youth warrants further exploration as these data represent an overrepresentation of African American youth at this decision point.

Among these communities, the number of full-time law enforcement employees varies somewhat as does the number of police officers for each of communities. In comparison to all of the other communities highlighted, the City of Akron has more police per 1,000 residents. However, members of the DMC Planning Group could not identify whether there was a policing strategy that would lead to more juvenile arrests in one community when compared to another.

Of the 5,793 referrals to juvenile court, African American youth represented 46% of the referrals in Summit County even though they only

represent 20% of the youth population in Summit County. Overall, police referrals accounted for 54% of youth referrals to juvenile court (3,140 of the 5,793 referrals) – other referrals were due to school filings primarily for truancy. Of the 2,185 Akron referrals, 75% were of African American youth and only 41% of the youth population.

Of the 119 youth committed to DYS in 2006, more than two-thirds of the youth committed to DYS were minority youth. Specifically, 68% were African American, 30% were white and 2% were bi-racial.

Of the 119 youth committed to DYS in 2006, more than two-thirds had multiple felony adjudications. Among white youth, 25% were committed on their first felony and 75% were committed after a history of prior felony adjudications. Among African American youth, 17% were committed on their first felony and 83% were committed after a history of multiple prior felony adjudications. These data suggest no disparate treatment in cases that result in DYS confinement since most African American youth were committed to DYS with multiple prior felony adjudications.

The DMC Planning Group continued to discuss factors to measure the extent of DMC in the Summit County juvenile justice system. They reviewed assessment instruments used to make decisions about youth whose cases involved detention. Realizing that DMC likely has a cumulative effect, the DMC Planning Group selected two decision points with the highest RRIs to address. Specifically, the planning committee identified referrals to juvenile court and cases resulting in confinement in secure juvenile correctional facilities as the recommended areas for intervention.

Almost 40% of the referrals to juvenile court came from Akron, and about two-thirds of these involved African American youth. The diversion policy in Akron permits youth to participate in the diversion program only once before their case is referred to juvenile court which compounds DMC in the system since suburban youth in Summit County receive multiple diversion opportunities. The table below shows the zip code areas from which the bulk of juvenile referrals came.

In planning interventions to address referrals to juvenile court, high referral areas will be given first priority.

Zip Code	Number
44306	686
44320	541
44203	368
44305	367
44310	343
44301	324

The DMC Planning Group also examined

cases resulting in secure confinement by race, gender, adjudications and revocations. These data showed no evidence of disparate treatment although the RRI showed that African Americans were more than 3 times likely to be committed to DYS. One explanation of this disproportion is that more African Americans were adjudicated on Felony 1 charges and were committed because of revocations. Among cases transferred to adult court, the DMC Planning Group found these cases involved mandatory bind over laws indicating the severity of the charges.

## Recommendations ● ● ● ● ● ● ● ● ● ●

The DMC Planning Group discussed the following recommendations to address overrepresentation at all of the nine decision points. These DMC reduction initiatives included, but are not limited, to the following:

### Assessment studies

- Survey parents to identify any cultural, linguistic, or social barriers that prevents fully engaging with juvenile court.
- Support the development of a juvenile court parent/ juvenile training video which helps families maneuver through the system and increases their understanding of the policies, procedures and processes in juvenile court.

### Alternatives to detention

- Revise the Summit County Juvenile Court Detention Risk Assessment to ensure that it is a race-neutral instrument.
- Include a race-neutral criteria such as “youth engagement in productive activities like school or work” when assessing at-risk behaviors resulting in detention.
- Review the risk assessment tool with other tools in the field to ensure that weights do not unintentionally lead to bias among certain racial/ethnic groups.

### Diversion programs

- Examine administrative procedures for diversion programs with juvenile court and within each community.
- Create an in-house diversion program to ‘level the field’ for youth referred from urban communities. It will likely include a completed contract for youth who participate, identify activities that youth must complete and allow for youth to have their case treated unofficially as long as they comply with the court’s directive in a timely manner.

### Nonsecure and emergency shelters

- Identify programs like Safe Landing which are accessible to youth and are gender specific and provide shelter for youth who cannot return home.

### Reentry/Community Justice programs

- Link into formal aftercare programs designed for juveniles being released (reentry) from custody and/or



# Trumbull County Assessment Summary

Summary derived from "DMC Assessment Report, Trumbull County" by Daniel Flannery, PhD, David Hussey, PhD, Laurie Cunningham & Rodney Thomas, The Institute for the Study and Prevention of Violence, Kent State University

## Methods ●●●●●●●●●●●●●●●●

The Trumbull DMC Committee provided leadership in assessment efforts.

All court data were imported into SPSS software for drill down quantitative analysis. They also conducted key stakeholder interviews with Trumbull County Juvenile Court staff, conducted informal focus groups with the Trumbull DMC Committee, and reviewed formal Court procedures with Court staff. These process evaluation activities allowed them to obtain contextual data that informed the RRI data analysis and provided a comprehensive and exhaustive representation of possible mechanisms that might drive the disproportionate representation of black juveniles in referrals to Trumbull County Juvenile Court.

Due to black youth in Trumbull County representing 97% of all minority youth arrested and 95% of all minority youth referred to Juvenile Court, the assessment focused on black youth.

Census data revealed there were 2,698 black youth ages 10-17 living in Trumbull County in 2007, representing 11.2% of all Trumbull County youth ages 10-17. The majority of the 24,117 Trumbull County youth ages 10-17 are white (86.9%, n=20,956). The remaining 463 youth are categorized as Hispanic/Latino (1.3%, n=317), Asian (0.4%, n=100) and American Indian/Pacific islander (0.2%, n=46).

## Identification Findings ●●●●●●●●

In 2007, white youth were arrested at a rate of approximately 24.3 per 1,000 white youth in Trumbull County; compared to a rate of 71.2 per 1,000 black youth. The RRI for black youth was 2.92, indicating that black youth were approximately three times more likely to be arrested in Trumbull County than white youth.

In 2007, white youth in Trumbull County were referred to Juvenile Court at a rate of 66.7 per 1,000 white youth (n=1,398). Conversely, black youth were referred at a rate of 172.7 per 1,000 black youth (n=466). Overall, black youth in Trumbull County are approximately 2.5 times more likely than their white peers to be referred to Juvenile Court.

An RRI of 0.71 for referrals to diversion indicated that of all youth referred, white youth

were slightly more likely to be diverted from official court involvement than black youth. Out of the 466 black youth referred to Court in 2007, 104 were diverted from official charges, a rate of 22.3 per 100 diverted cases involving black youth. In contrast, of the 1,398 white youth referred to Juvenile Court, 441 were diverted, a rate of 31.6 per 100 diverted cases involving white youth.

An RRI of 1.27 indicated that black youth referred to Juvenile Court were slightly more likely to end up being involved in secure detention than their white peers. One-fourth of the 1,398 cases involving referred white youth were officially detained (n=356), compared with 32.4 per 100 cases involving referred black youth (n=151).

White youth referred to Trumbull County Juvenile Court were slightly less likely to have official charges filed against them compared to black youth. Of the 466 cases involving black youth referred to Juvenile Court in 2007, 362 were officially charged, a rate of 77.7 per 100 referrals. In comparison, 957 of the 1,398 cases involving white youth resulted in a charge, a rate of 68.5 per 100 referrals. The 1.13 relative risk index for charges files indicates slight levels of disproportionality.

There did not appear to be a significant difference in the relative rate of cases resulting in delinquent findings for white and black youth. Of the 957 cases involving white youth where charges were filed, 804 resulted in delinquent findings, a rate of 84 per 100 youth. The relative rate for black youth was similar, with 311 out of 362 petitioned cases resulting in delinquent findings, a rate of 85.9 out of 100 petitioned cases. The relative rate index of 1.02 confirms that there are similar rates for black and white youth related to official findings of delinquency.

White youth were slightly more likely to be placed in probation compared to black youth. Of the 804 cases involving white youth who were found delinquent, 538 resulted in probation placement, a rate of 66.9 per 100 delinquent cases. In comparison, 187 out of the 311 cases involving black youth found delinquent involved probation, a rate of 60 per 100 delinquent cases.

An RRI of 0.92 indicated that Black youth may be slightly less likely to be confined in juvenile

correctional facilities than white youth. However, the small number of cases resulting in juvenile correctional confinement in both blacks and whites should be noted. Only 14 out of the 804 cases where white youth were found delinquent resulted in secure confinement, compared to 5 out of the 311 black delinquent youth. There were no youth cases bound over to adult court during 2007.

The highest relative rate was for arrests. However, since none of the Trumbull County law enforcement agencies were participating in the DMC Initiative, they decided not to focus on juvenile arrests initially. With the exception of referrals to juvenile court, the RRI all other decision points, while statistically significant, were not high enough to warrant further examination initially.

The DMC Committee decided to focus on the disproportionality of black and white referrals to Juvenile Court for their assessment. One obvious rationale was that black youth were 2.5 times as likely to be referred to Trumbull County Juvenile Court as white youth. A second rationale was that the DMC Committee felt that if it could identify reasons for disproportionate contact at this level, it may be able to impact sheer numbers of minorities at subsequent levels in the juvenile justice continuum, identified in the DMC Technical Assistance Manual as "Accumulated Disadvantage." A third rationale was that members of the Committee felt that there was a critical need for community-based programs that offered minority youth alternatives to court contact.

## Assessment Results ●●●●●●●●

Once the referral point was identified as the focus, the DMC Committee examined all referral data on 1,829 referrals to Juvenile Court for 2007. Analysis indicated that 1,277 were white and 433 were black. The first drill-down analysis included examining reasons for being referred to court.

Probation violations and chronic truancy comprised 37% of all black referrals. Nearly one-fourth (23.3%) of all black referrals to Court in 2007 were the result of a youth violating an existing probation or parole order. The next most prevalent referral type was chronic truancy (13.6%), followed by behavior problems (8.8%), assaults (6.6%), disorderly conduct (5.7%), curfew (3.7%), shoplifting (3.2%), and theft (2.8%).

In contrast, white youth were less likely to be referred to Court for a parole or probation violation. Based on this information, they decided to further examine probation violation referrals for black youth.

The overwhelming majority (83.2%) of black probation violation referrals were males, primarily 16 and 17 years old. A drill down into offense zipcode revealed that over 80% of black probation violation referrals were located in zipcodes 44484, 44483 and 44485. Over half (54.5%) of all black referrals for probation violation resulted in detention which has implications for reducing detention RRIs.

Chronic truancy was the second most common type of referral to Trumbull County Juvenile Court for black youth, comprising 14% of all referrals. Unlike probation violators who were primarily male, chronic truants were about evenly split between females and males (46% versus 54%, respectively). Black truants were primarily high school-level, ages 14-17 (56 out of 61 youth). Nearly half (47%) of all chronic truancy referrals originated from zip code 44485. The majority of the remaining referrals (43%) originate from zip codes 44446 and 44483. Nearly one-fourth of all chronic truants who referred to Court were advised and warned about continued truancy. Only 5% appeared to be referred to a diversion program.

## Recommendations ●●●●●●●●

An Intensive Community Intervention Probation Program was recommended to reduce probation violation referrals among black youth by having a specific probation officer working with identified high risk minorities on a smaller than average probation caseload. This officer would work intensely with the youth and their family to help identify needs to develop individual case plan goals and comply with court orders. They would work non-traditional flex hours, and work closely with the school system and appropriately identified community agencies to meet specific youth needs.

# ••••• Appendix A: County Assessment Feedback •••••

This appendix provides formative feedback on the 12 assessments completed by December 31, 2008. It compares each assessment section in the broad categories of Overview, Methods & Results and Recommendations to the minimum content standards required by DYS. This feedback was intended to assist counties in their continued assessment efforts to better position themselves to address on-going DMC issues in the most targeted, effective and sustainable ways possible. This feedback was provided in writing and verbally to each juvenile court DMC coordinator. Most of counties used feedback to revise subsequent versions of their assessment reports.

The objective of the Assessment Phase of OJJDP's DMC reduction process is to reach a plausible understanding of the way the juvenile justice system operates and generates DMC. This process is necessary to provide enough information for jurisdictions to choose relevant DMC reduction interventions based on evidence from their own community. The minimum contents required for the assessment reports are provided on page 3 of this report.

## **Allen County Feedback**

**Overview:** The assessment contains findings helpful to the community in determining how best to address DMC. All nine decision points were addressed and rationale was provided for focusing efforts on juvenile arrests and referrals to juvenile court. The assessment used four years of data to establish RRI's and to determine the focus on decision points. The report conveyed an excellent understanding and indication of commitment to OJJDP's DMC reduction processes.

**Methods & Results:** A good variety of quantitative and qualitative methods were used in developing the final assessment. The assessment did a good job of looking at data available at the focus decision points, narrowing the focus for in-depth analysis, and then making a case for action. The work concerning identifying gaps in services was an excellent addition to the assessment. However, a more complete list of available services and additional data pointing to other possible contributing factors would be an excellent addition to this section to enable community members to determine how best they can assist in the targeted areas that would support your selected DMC reduction efforts.

**Recommendations:** The logic model was well thought out and built the case for working on school related issues in targeted areas. Consider identifying related contributing factors that the community may be able to work toward addressing.

## **Clark County Feedback**

**Overview:** This report is a good start toward assessment; however, no analysis of referral data was provided to establish possible contributing factors of disparity. It would be difficult for community members to understand how to assist in reducing disparity from this document. Only two decision points were addressed and rationale was provided for focusing efforts on referrals to juvenile court.

**Methods:** Qualitative methods are excellent for helping to better understand community issues. Consider conducting simple descriptive analysis of court referral data looking at things such as zip code or home town of offender, age of offender, offenses, offense history, referral source, etc. The results of these findings could frame the next set of questions for key informants that could help narrow the focus of where and how DMC is occurring at that decision point in your county. When using percentages with such a low number of respondents, make sure to state your data limitations such as the sample was a convenience sample and it was not representative of all key informants in your county.

**Results:** Six types of intervention were suggested with a target population of all African American youth in Springfield. Funding all these projects would be expensive, and findings this broad would be difficult to use in trying to build a case for funding projects. Consider additional assessment methods that would narrow your focus to the most critical target population where you could make the biggest short-term impact on disparity in your county, then build a long-term plan to fund and adopt the other desired interventions.

**Recommendations:** The logic model was missing desired outcomes but reported contributing factors. Consider ways to narrow the identified contributing factors so the community can know where to assist in efforts to address DMC.

## **Cuyahoga County Feedback**

**Overview:** The assessment contains findings helpful to the community in determining how best to address DMC. All nine decision points were addressed and rationale was provided for focusing efforts on referrals to juvenile court and diversion. The assessment used 2007 data to establish RRI's and to determine the focus on decision points. The assessment provided a well thought-out rationale for

selecting decision points for focus that matches the higher points of disparity as measured by the RRI's. The idea to consolidate all sources of information to assist in identifying and tracking DMC is excellent. It will facilitate future assessment activities.

**Methods:** Quantitative methods were used in developing the final assessment. The assessment did a good job of looking at data available at the focus decision points, narrowing the focus for in-depth analysis, and then making a case for action. Consider conducting further data analysis that looks into some of the factors contributing to DMC that were mentioned but not explored in-depth in this assessment.

**Results:** Since Glenville was the neighborhood with the most offenses and juveniles involved in offending, it seemed a natural choice for target population selection. However, Mt. Pleasant was not the second highest, and no rationale was provided to explain this choice over other neighborhoods.

**Recommendations:** The policy and system level recommendations were excellent, and will likely help reduce DMC. Also, the recommendations for programming will help community stakeholders develop and target programming. No logic model was provided in the final draft.

## **Franklin County Feedback**

**Overview:** The assessment contains findings helpful to the community in determining how best to address DMC. All nine decision points were thoroughly addressed and rationale was provided for focusing efforts on juvenile referrals, diversion and detention. The assessment used three years of data to establish RRI's and to determine the focus on decision points. Graphics were used well to illustrate three-year trends in RRI's. The report conveyed an excellent understanding of OJJDP's DMC reduction processes, and was organized according to the recommended processes.

**Methods:** This assessment made excellent use of literature and data from sources other than courts. Also, the inclusion of previous work on DMC issues at the detention decision point was a good addition to the report providing a context for future work. The assessment provided a thorough statement of strengths and limitations of the data, sources and methods.

**Results:** The assessment was very thorough. The organization of the report was good and the inclusion of relevant sections of the DMC manual and definition will assist interested community members in interpreting findings. However, it does lengthen the document. Consider developing an executive summary and placing it right after the introductory

paragraphs that summarizes the findings to enable community members to assist in developing interventions. The findings started with general data findings then narrowed making a case for the focus areas and target populations selected.

**Recommendations:** The logic model was well thought out and built the case for working on neighborhood and school related issues in targeted areas. Consider further developing plans for community feedback, stakeholder reactions and resources necessary to implement the interventions. These processes could assist in further focusing the areas of intervention recommended into a strategic plan to reduce DMC.

## **Hamilton County Feedback**

**Overview:** The assessment contains findings helpful to the community in determining how best to address DMC. All nine decision points were addressed and rationale was provided for focusing efforts on juvenile diversion and detention. The report provided detailed background information that may be helpful to community members and professionals in understanding the initiative. This assessment made excellent use of literature and data from sources other than courts.

**Methods & Results:** The data collection tool to produce RRI's for initial disparity identification sounds excellent. Graphics were used well to illustrate four-year trends in RRI's. Although the assessment mentioned using both quantitative and qualitative methods, almost all of the data presented was quantitative. Consider adding any qualitative information that might further explain the contributing factors specific to targeted decision points. Also, consider further data analysis as detailed in the recommendations to further narrow your focus on the target population so that the most needed and effective diversion interventions can be selected.

**Recommendations:** Consider further data analysis that could identify contributing factors specifically related to the selected target population that the community may be able to assist in addressing.

## **Lucas County Feedback**

**Overview:** The assessment contains findings helpful to the community in determining how best to address DMC. All nine decision points were thoroughly addressed and rationale was provided for focusing efforts on juvenile arrests.

**Methods:** This assessment made excellent use of literature and data from sources other than

courts. Also, the inclusion of previous work on DMC issues at the detention decision point was a good addition to the report. Although arrest was chosen as the decision point of intervention, the data analyzed was court data. Consider analyzing the arrest data you have or pulling a random or time-limited sample from the Toledo Police Department to analyze to verify your target population selection.

*Lucas County Response: The decision to utilize court filing data to accurately reflect law enforcement arrest data was based on access to complete aggregate statistics. All law enforcement agencies are required to provide statistics on UCR Part I and certain other violent misdemeanor charges to comply with federal, state and local reporting requirements. This juvenile statistics account for only two-thirds of total offenses filed. This was verified by comparing Juvenile Court filings with Toledo Police Department incident reports for the month of September 2006. Each juvenile filing was compared with the corresponding incident report in the police department database and minimal discrepancies were identified on individual cases. Using the court filing data enabled Lucas County to obtain an accurate picture of the RRI at the initial stage of contact without under representing the population and over representing the referral rate.*

Results: The assessment was very thorough. However, the organization of the report, and the volume and denseness of the data would make it difficult for interested community members to interpret the findings. Consider developing an executive summary and placing it right after the introductory paragraphs that summarizes the findings to enable community members to assist in developing interventions. Also, there was so much data provided that interpretation relevant to DMC is imperative. Consider summarizing the findings in each area and place all other data, charts and graphics in appendices. Be careful in using percentages in graphs and charts without including the numbers. Percentages can give a false picture if the overall numbers of one group is low compared to another. Use concrete numbers or rates when possible. The assessment report does not have to be organized according to the DYS minimum content outline. Consider organizing the report as you would if you were providing a presentation to community members on the findings. Generally, an assessment takes a brief look at all data available, narrows the focus for in-depth analysis, then makes a case for action. Lucas County has done such a commendable amount of work on this assessment that focusing on future decision points should be made easy.

*Lucas County Response: An executive*

*summary was completed in the fall of 2008, submitted as part of this project's reporting requirements and was released to the community in January 2009.*

Recommendations: The logic model was well thought out and built the case for working on school related issues in targeted areas. Consider identifying related contributing factors that the community may be able to work toward addressing.

*Lucas County Response: Phase II of the Lucas County DMC Assessment Report is scheduled to be completed in 2009. Phase II will provide an in-depth analysis of factors contributing to DMC for the community to work toward addressing.*

## **Mahoning County Feedback**

Overview: The assessment contains findings helpful to the community in determining how best to address DMC. All nine decision points were thoroughly addressed and rationale was provided for focusing efforts on juvenile arrests. Consider adding in the RRI matrix with an explanation to help community members understand the OJJDP DMC identification process.

Methods & Results: The assessment analyzed available data thoroughly and provided information relevant for determining focus populations and areas for intervention.

Recommendations: The intervention proposed is comprehensive and addresses the targeted contributing factors. However, because the intervention is centralized and comprehensive, it might be expensive and difficult to implement. Consider expanding a section in the report to address how community members might address these contributing factors as well.

## **Montgomery County Feedback**

Overview: This report is a good start toward assessment; however, no analysis of referral data was provided to establish possible contributing factors of disparity. The recommendation for continuing assessment to complete this type of analysis was excellent, and should yield results that could help target the populations of greatest need for DMC reduction initiatives. The maps provided in the appendix are a great start toward analysis.

Methods & Results: Qualitative methods are excellent for helping to better understand community issues. Consider using qualitative methods again after completing data analysis. Three types of intervention were suggested with a target population of all African American youth in Dayton. Consider additional assessment methods that would narrow your focus to the most critical target population

where you could make the biggest impact.

**Recommendations:** Consider ways to narrow the identified contributing factors so the community can know where to assist in efforts to address DMC.

## **Richland County Feedback**

**Overview:** The assessment provides evidence of excellent connections with key community stakeholders and groups that can help address DMC. The assessment contains findings helpful to the community in determining how best to address DMC. All nine decision points were addressed and rationale was provided for focusing efforts on juvenile referrals.

**Methods & Results:** A good variety of quantitative and qualitative methods were used in developing the final assessment. The use of relevant literature to guide research questions was excellent. Actual data to support conclusions was not provided in the main report. Consider including at least a short summary of data in the report with a few of the graphs to assist community members in understanding how they can assist in DMC reduction efforts. The logic models were well thought out and built the case for both prevention and intervention related programming in targeted areas.

**Recommendations:** The assessment provided an excellent range of prevention and intervention recommendations which were well connected to the assessment findings. They also reflected a preference for working with existing community resources which should assist in developing, systematizing and sustaining efforts to reduce DMC.

## **Stark County Feedback**

**Overview:** The assessment contains findings helpful to the community in determining how best to address DMC. All nine decision points were addressed and rationale was provided for focusing efforts on referrals to juvenile court.

**Methods & Results:** An array of simple and complex statistical techniques were used to analyze relevant data resulting in the assessment providing relevant information for determining focus populations. The assessment process engaged the DMC Committee in identifying factors that contributed to the focus issues of probation violations and low diversion. This will greatly facilitate community members and youth serving organizations in identifying ways they can assist in DMC reduction efforts.

**Recommendations:** The assessment provided an excellent range of prevention and intervention recommendations which were well connected to the assessment findings. They also reflected a preference

for working with existing community resources which should assist in developing, systematizing and sustaining efforts to reduce DMC. The use of relevant literature to guide intervention choices was excellent.

## **Summit County Feedback**

**Overview:** The assessment contains findings helpful to the community in determining how best to address DMC. All nine decision points were addressed and rationale was provided for focusing efforts on referrals to juvenile court. The research questions were excellent for guiding data analysis. Four years of data used in the identification phase in the RRI will be helpful to establish change over time. The report conveyed a diverse planning group committed to reducing DMC.

**Methods & Results:** The assessment analyzed available data and provided information relevant for determining focus populations and areas for intervention. The breakdown of data for the five largest cities was thorough. Consider looking at offense type within these cities to further narrow and prioritize areas for intervention.

**Recommendations:** The assessment provided an excellent range of recommendations, and a commendable community feedback and education process.

## **Trumbull County Feedback**

**Overview:** The assessment contains findings helpful to the community in determining how best to address DMC. All nine decision points were addressed and rationale was provided for focusing efforts on referrals to juvenile court.

**Methods & Results:** Frequencies and crosstabulations were used in analyzing referral data. The assessment provided information relevant for determining focus populations. Consider discussing the assessment results with key community stakeholders to identify factors that may contribute to chronic truancy and probation violations. This would assist community members and youth serving organizations with the opportunity to identify ways they can assist in DMC reduction efforts.

**Recommendations:** Although the intensive probation intervention proposed will likely provide the juveniles assigned to this intervention with excellent case management and access to resources, it may not initially reduce referrals to juvenile court by itself. Consider school and community-based prevention programs that would work with juveniles at high risk for chronic truancy and probation violations before referrals to court are made and could follow-through with the juveniles if referrals did occur.

## •••••Appendix B: County Youth Population•••••

The table below provides juvenile population data by race for each of the 14 counties participating in the DMC initiative. This information is provided as a baseline for understanding what the total youth minority population is for each county. This will assist the reader in comparing the proportion of minority youth involved in the juvenile justice system when reading each county assessment summary. The age group provided, 10-17, is the age range most frequently involved in juvenile court. All data was obtained from the U.S. Census Bureau website.

	White 10-17	Black/AA 10-17	Native Am 10-17	Asian 10-17	H/PI 10-17	Other 10-17	2 or more 10-17	Hispanic 10-17
Allen County	10622	1895	22	73	1	99	289	217
Butler County	35,011	2419	90	524	11	271	585	593
Clark County	14335	1770	59	84	4	108	422	239
Cuyahoga County	92,639	53,201	315	2457	40	3362	3608	7175
Franklin County	78,962	26,410	332	2857	41	1237	3721	2688
Hamilton County	67,446	29,545	174	1213	26	706	1797	1190
Lorain County	27,482	3215	142	139	5	1304	1113	3100
Lucas County	38,230	11928	140	504	11	1387	1784	3589
Mahoning County	21,315	5823	60	144	4	384	607	1220
County	43,790	15410	127	721	20	402	1374	887
Richland County	12902	1468	28	107	3	96	293	201
Stark County	37,765	4145	101	241	6	180	944	456
Summit County	47,795	10310	127	937	12	248	1305	690
Trumbull County	22475	2539	42	123	8	78	416	282

## •••••••••• **Appendix C: References** ••••••••••

Devine, P., Coolbaugh, K., & Jenkins S. (1998). Disproportionate Minority Confinement: Lessons Learned From Five States. Office of Juvenile Justice and Delinquency Prevention Juvenile Justice Bulletin.

Hsia, H.M., (2006). Disproportionate Minority Confinement Presentation. PowerPoint presentation from web.

Hsia, H.M., Bridges, G.S., & McHale, R. (2004). Disproportionate Minority Confinement 2002 Update. Office of Juvenile Justice and Delinquency Prevention.

Justice Research and Statistics Association (JRSA) (2004). Juvenile Justice Evaluation Center. Accessed March 21, 2007 at: <http://www.jrsa.org/jjec/programs/dmc/>

Juvenile Justice Evaluation Center Guidebook Series. (2005). Seven steps to develop and evaluate strategies to reduce disproportionate minority contact (DMC). Justice Research and Statistics Association.

Office of Juvenile Justice and Delinquency Prevention. (2006). Disproportionate Minority Contact Technical Assistance Manual. Third edition. August 2006.

OJJDP DMC website. (2007). Accessed March 21, 2007 at: <http://ojjdp.ncjrs.gov/dmc/about/core.html>

OJJDP PowerPoint Presentation on Reducing Disproportionate Minority Contact (DMC). (2006). Washington, D.C.

OJJDP PowerPoint Presentation on Proposed Methods for Measuring Disproportionate Minority Contact (DMC). (2003). Washington, D.C.

Race Matters: Unequal Opportunities for Juvenile Justice. (2006). The Annie E. Casey Foundation. Accessed 4/2/2007 at: [http://www.aecf.org/upload/PublicationFiles/fact\\_sheet12.pdf](http://www.aecf.org/upload/PublicationFiles/fact_sheet12.pdf)

Sickmund, M. (2004). Juvenile Offenders and Victims. Office of Juvenile Justice and Delinquency Prevention.

United States Census Bureau. Accessed October 8, 2007 at: [www.census.gov](http://www.census.gov)