

DISPROPORTIONATE MINORITY CONTACT IN THE
LUCAS COUNTY (OHIO) JUVENILE JUSTICE SYSTEM

ASSESSMENT REPORT
PHASE 1

AUGUST 2008



ISSUED IN COOPERATION WITH THE:

LUCAS COUNTY JUVENILE COURT

LUCAS COUNTY CRIMINAL JUSTICE
COORDINATING COUNCIL

LUCAS COUNTY FAMILY COUNCIL

OHIO DEPARTMENT OF YOUTH SERVICES

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Members of the Lucas County DMC Workgroup have met to review data, identify problems and possible solutions, discuss possible interventions and share project status with their departments and organizations. Their ideas, insight and observations have been the driving force in preparing this document. Workgroup members (past and present) are:

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TABLE OF CONTENTS

LUCAS COUNTY DISPROPORTIONATE MINORITY CONTACT (DMC) BACKGROUND	1
IDENTIFICATION STAGE SUMMARY	2
Relative Rate Index (RRI) Decision Points	
1. Arrest Data-Law Enforcement Self Report	4
2. Referral Data-Lucas County Juvenile Court.....	6
3. Diversion Data	8
4. Detention Data.....	9
5. Cases Petitioned (Charges Filed).....	12
6. Cases Resulting in Delinquent Findings.....	21
7. Cases Resulting in Probation Placement	25
8. Cases Resulting in Confinement in Secure Juvenile Correctional Facilities.....	28
9. Cases Transferred to Adult Court.....	49
RRI COMPARISON 2004-2006.....	50
CONTACT POINTS TO BE ADDRESSED IN THE INITIAL PHASE OF THE LUCAS COUNTY DMC INITIATIVE.....	53
Data Drill Downs.....	65
ASSESSMENT PHASE 1: SUMMARY	77
ASSESSMENT PHASE 2: IDENTIFYING CONTRIBUTING FACTORS OF DMC.....	81
PILOT RESPONSE STATUS	83
NEXT STEPS	85
BIBLIOGRAPHY	88

TABLE OF FIGURES

Figure 1:	Law Enforcement Reported Arrests and Juvenile Court Reported Filings: 2005-2006	4
Figure 2:	Juvenile Arrest RRI: 2004 to 2007 Comparison.....	5
Figure 3:	Referrals by Race and Sex: 2004-2007.....	6
Figure 4:	Referrals by Race: 2004-2007	7
Figure 5:	Cases Diverted: RRI Comparison 2004-2007.....	8
Figure 6:	Cases Involving Secure Detention: RRI Comparison 2004-2007.....	9
Figure 7:	Total Detention Admissions: 2004-2007	10
Figure 8:	Detention Admissions by Sex: 2004-2007	10
Figure 9:	Detention Admissions by Race: 2004-2007.....	11
Figure 10:	Detention Admissions by Race (Percentages): 2004-2007	11
Figure 11:	Cases Petitioned: RRI Comparison 2004-2007	12
Figure 12:	Cases Petitioned: 2004-2007.....	13
Figure 13:	Delinquency Charges Filed: 2004-2007 by Sex.....	13
Figure 14:	Delinquency Charges Filed by Race: 2004-2007.....	14
Figure 15:	Offenses: 2003-2007.....	15
Figure 16:	Assaults: 2003-2007.....	17
Figure 17:	Safe School Ordinance Filings: 2003-2007.....	18
Figure 18:	Domestic Violence Filings: 2003-2007.....	18
Figure 19:	Burglary Offenses: 2003-2007	19
Figure 20:	Nuisance Offenses: 2003-2007.....	19
Figure 21:	Unruly Filings: 2003-2007	20
Figure 22:	Cases Resulting in Delinquent Findings: RRI Comparison 2004-2007	21
Figure 23:	Cases Resulting in Delinquent Findings: 2004-2007.....	22
Figure 24:	Cases Resulting in Delinquent Findings by Sex: 2004-2007.....	22
Figure 25:	Cases Resulting in Delinquent Findings by Race: 2004-2007.....	23
Figure 26:	Cases Resulting in Delinquent Findings by Age: 2004-2007.....	24
Figure 27:	Cases Resulting in Probation Placement: RRI Comparison 2004-2007.....	25
Figure 28:	Probation Placement 2004-2007.....	26
Figure 29:	Probation Placements by Sex: 2004-2007.....	26
Figure 30:	Probation Placements by Race: 2004-2007.....	27
Figure 31:	Cases Resulting in Secure Confinement: RRI Comparison 2004-2007	28
Figure 32:	YTC Referrals and Admissions: 2004 - 2007.....	29
Figure 33:	YTC Releases: 2004 - 2007.....	29
Figure 34:	YTC Referrals and Admissions by Sex: 2004-2007.....	30
Figure 35:	YTC Releases by Sex: 2004-2007.....	31
Figure 36:	YTC Referrals and Admissions by Race: 2004-2007.....	32
Figure 37:	YTC Releases by Race: 2004-2007.....	33
Figure 38:	Commitments: 2003-2007.....	34
Figure 39:	Youth Committed to ODYS by Race	35
Figure 40:	Percentage of Youth Committed to ODYS by Year and Race: 1996-2006.....	36
Figure 41:	Number of Youth Committed to ODYS by Race: 1996 to 2006.....	37
Figure 42:	Number of New First Commitments by Race: 1996 to 2006.....	38
Figure 43:	Average Number of Prior Offenses of Committed Youth by Race.....	39
Figure 44:	Average Number of Prior Adjudications of Committed Youth by Race.....	39
Figure 45:	Average Number of Prior Felony Adjudications of Committed Youth by Race.....	40
Figure 46:	Average Number of Prior Felony Dismissals of Committed Youth by Race	40
Figure 47:	Felony Level of Committing Offense by Race.....	41
Figure 48:	Offense Type of Committing Offense by Race.....	42
Figure 49:	Percentage of Chronic Offenders Committed to ODYS by Race.....	43
Figure 50:	Percentage of Violent Offenders Committed to ODYS by Race.....	43
Figure 51:	Percentage of Violent and/or Chronic Offenders Committed to ODYS by Race	44
Figure 52:	Level of Offense at First Contact by Race	45
Figure 53:	Handling of First Contact by Race.....	45
Figure 54:	Outcome of First Contact by Race	46

Figure 55:	Type of Offense at First Contact by Race.....	47
Figure 56:	Age at First Contact by Race.....	47
Figure 57:	Average Number of Court Appearances by Race.....	48
Figure 58:	Percentage of Referrals for Safe School Ordinances by Race.....	48
Figure 59:	Certifications: 2003-2007.....	49
Figure 60:	RRI Comparison of African-American Youth: 2004-2006.....	51
Figure 61:	RRI Comparison of Hispanic Youth: 2004- 2006.....	52
Figure 62:	RRI Comparison of Minority Youth: 2004 - 2006.....	53
Figure 63:	Toledo Public Schools: Race by Feeder Pattern.....	71
Figure 64:	RRI: African-American Youth by Offense.....	73
Figure 65:	RRI: Hispanic Youth by Offense.....	74
Figure 66:	RRI: All Minority Youth by Offense.....	75
Figure 67:	RRI: Race by Gender.....	76
Figure 68:	Leverette SSO Arrest RRI: School Year 2004/2005 - 2005/2006.....	85
Figure 69:	Lucas County DMC Logic Model.....	86

Table of Tables

Table 1:	Lucas County Demographic Profile.....	3
Table 2:	Toledo/Lucas County RRI Comparison: 2004- 2006.....	50
Table 3:	Risk Level at Time of Commitment.....	55
Table 4:	School Attendance At Time Of Commitment.....	56
Table 5:	Special Education Class At Time Of Commitment.....	56
Table 6:	School Behavior Problems At Time Of Commitment.....	57
Table 7:	Drug Use At Time Of Commitment.....	57
Table 8:	Alcohol Use At Time Of Commitment.....	58
Table 9:	Family Problems At Time Of Commitment.....	58
Table 10:	Family Relationships At Time Of Commitment.....	59
Table 11:	Parental Problems At Time Of Commitment.....	61
Table 12:	Sexual Adjustment Issues At Time Of Commitment.....	62
Table 13:	Involved In Structured Activity At Time Of Commitment.....	63
Table 14:	Negative Peers At Time Of Commitment.....	63
Table 15:	Support System At Time Of Commitment.....	64
Table 16:	Emotional Stability At Time Of Commitment.....	64
Table 17:	2006 Sample: Demographics.....	65
Table 18:	2006 Sample: Offense Summary.....	66
Table 19:	Frequency of SSO Violations by Type.....	66
Table 20:	Frequency of SSO Violations by School.....	67
Table 21:	Residence of Youth by Zip Code.....	67
Table 22:	Offense Location by Zip Code.....	68
Table 23:	Offense Categories Included in Crimes against Persons.....	68
Table 24:	Offense Location of Domestic Violence (DV) Related Offenses.....	69
Table 25:	Offense Categories Included in Crimes Against The Peace.....	69
Table 26:	Offense Categories Included in Theft and Fraud.....	69
Table 27:	Offense Categories Included in Other Crimes.....	70
Table 28:	Offense Categories Included in Drug Related Crimes.....	70
Table 29:	Offense Categories Included in Sex Related Crimes.....	70
Table 30:	Number of Youth Committed to ODYS with an SSO Violation.....	72
Table 31:	Commitments to ODYS with an SSO Violation by Race.....	72
Table 32:	DEN Study Zip Codes by Offender: 2004-2007.....	82
Table 33:	ISRP Preliminary Statistics: April - June 2008.....	84

Lucas County Disproportionate Minority Contact (DMC) Background

In July 2006, Lucas County joined efforts already underway in Franklin County to develop strategies that can be used statewide to reduce minority overrepresentation in Ohio's juvenile justice system. A small workgroup meets regularly and reports findings to the community through the Criminal Justice Coordinating Council (CJCC) and the Lucas County Family and Children First Council, its collaborating partner. The workgroup currently includes representatives from Lucas County Juvenile Court, Toledo Police Department, Lucas County Mental Health and Recovery Services Board and a research consultant from University of Cincinnati. CJCC provides staff services to the workgroup.

The impetus for the local DMC workgroup was the State of Ohio's Department of Youth Services (ODYS) focus on the federally mandated requirements of the Juvenile Justice and Delinquency Prevention (JJDP) Act. From the Act, the Federal Office of Juvenile Justice and Delinquency Prevention (OJJDP) and the Title II Formula Grant program were created. The purpose of the Title II program is to assist communities in addressing juvenile crime and delinquency at the local level. Under the 2002 reauthorization of the Act, states must comply with the following four Core Requirements in order to receive 100 percent of the yearly program allocation:

1. **Deinstitutionalization of Status Offenders (DSO):** Status offenders and non-offenders cannot be detained or confined in secure detention or correctional facilities.
2. **Separation:** Accused and adjudicated delinquents, status offenders and non-offenders cannot have contact with incarcerated adults.
3. **Jail Removal:** Juveniles cannot be detained in any adult jail or lockup.
4. **Disproportionate Minority Contact (DMC):** Determine, without establishing or requiring numerical standards or quotas, the disproportionate number of juveniles or minority groups who come in contact with the juvenile justice system, and address those decision points that contribute to DMC (see section 223(a) (22)).

In addition, 20% of the state's allocation is based upon the state's compliance with the requirement. For purposes of this requirement, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) has defined minority populations as American Indian and Alaska Native, Asian, Black or African-American, Hispanic or Latino, and Native Hawaiian or other Pacific Islanders.

States participating in the Formula Grants Program address DMC on an ongoing basis by moving through the following phases:

- **Identification:** To determine the extent to which DMC exists.
- **Assessment:** To assess the reasons for DMC, if it exists.
- **Intervention:** To develop and implement intervention strategies to address these identified reasons.
- **Evaluation:** To evaluate the effectiveness of the chosen intervention strategies.
- **Monitoring:** To note changes in DMC trends and to adjust intervention strategies as needed.

Following the focus at the federal level, the Ohio Department of Youth Services has identified 14 counties that represent 85% of Ohio's minority population, and the respective juvenile courts have joined forces to address the large numbers of minority youth entering Ohio's juvenile justice system. Spurred by increases in minority admissions to ODYS 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 pervasive issue. In addition to Lucas County, juvenile court representatives from Allen, Butler, Clark, Cuyahoga, Franklin, Hamilton, Lorain, Mahoning, Montgomery, Richland, Stark, Summit, and Trumbull Counties have committed to this initiative.

To facilitate a statewide DMC process, ODYS contracted with the Ohio State University, Center for Learning Excellence (CLEX). Using the federal Office of Juvenile Justice (OJJDP) DMC process as a model, CLEX hosted a year long series of Institutes to guide counties through the five phases of reducing DMC. In the OJJDP process, data is collected to identify decision points in the juvenile justice system where disparities may exist. This is referred to as the "Identification Phase." In the "Assessment Phase" the data is examined and additional data is collected to determine the causes of any disparities at specific decision points. Programs, services, or other initiatives are implemented in the community to address the causes of DMC in the "Intervention Phase," and the impact of the interventions are assessed to determine whether there is a reduction in DMC in the "Monitoring and Evaluation Phase." CLEX combined these trainings/educational Institutes with technical assistance and information about emerging issues relevant to DMC.

Identification Stage Summary

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) recommends utilizing the Relative Rate Index (RRI) when embarking upon an analysis of Disproportionate Minority Contact (DMC). The Relative Rate Index (RRI) provides a statistical representation of DMC at various contact points in the juvenile justice system. The RRI compares the rate of occurrence for Caucasian youth to the rate of occurrence for minority youth. If the RRI is 1.00, then the rate of occurrence for Caucasian youth is analogous to the rate of occurrence for minority youth. If the RRI is greater than 1.00, then the rate of occurrence for minority youth is higher than the rate of occurrence for Caucasian youth. If the RRI is less than 1.00, then the rate of occurrence for Caucasian youth is higher than the rate of occurrence for minority youth. The workgroup selected this method of identifying DMC in Lucas County. The following nine decision points are identified in the OJJDP model: Juvenile Arrests, Referrals to Juvenile Court, Cases Diverted, Cases Involving Secure Detention, Cases Petitioned (Charge Filed), Cases Resulting in Delinquent Findings, Cases Resulting in Probation Placement, Cases Resulting in Confinement in Secure Juvenile Correctional Facilities, and Cases Transferred to Adult Court.

The following definitions will be used in reference to the decision points:

Juvenile Arrests:

- Currently using Juvenile Court Data that represents all official delinquency cases filed and unofficial cases for delinquency offenses received for the reporting period. After a review of arrests reported by law enforcement for previous years, the workgroup is confident that the Juvenile Court data represent the most accurate information regarding arrests. This information can be reported out by law enforcement agency. The "other" category represents small agencies that have not submitted data, as well as cases where the agency is unidentified.

Refer to Juvenile Court

- All official delinquency cases filed and unofficial cases for delinquency offenses received for the reporting period. This excludes official status offenses and unofficial delinquency offenses related to alcohol and tobacco.

Cases Diverted

- All unofficial cases for delinquent offenses, excluding those related to alcohol and tobacco, received for the reporting period.

Cases Involving Secure Detention

- All admissions to Juvenile Detention Center (JDC) for the reporting period.

Cases Petitioned (Charge Filed)

- All official delinquency cases filed for the reporting period.

Cases Resulting in Delinquent Findings

- Official delinquency cases disposed for the reporting period that had an adjudication outcome of “found delinquent”.

Cases Resulting in Probation Placement

- All referrals made to Probation Intake with a referral date in the reporting period.

Cases Resulting in Confinement in Secure Juvenile Correctional Facilities

- All youth committed to ODYS on new offenses or revocations, and all youth placed at the Youth Treatment Center (YTC) during the reporting period.

Cases Transferred to Adult Court

- All referrals certified for bindover to the General Trial Division in the reporting period.

The data in this report is based predominantly on data generated by Lucas County Juvenile Court. Lucas County Juvenile Court maintains a database for the court and the detention center. Juvenile Court does include Hispanic as a race instead of an ethnicity and this is determined by self report. Information is collected and entered into the Lucas County Juvenile Information System (JIS). The capability exists to have the data reported in a number of ways. Unless otherwise noted, the data used in this report was provided by Lucas County Juvenile Court.

Population Data: Easy Access to Juvenile Populations

It was decided that the best method for calculating the Relative Rate Index (RRI) for this decision point is to use the Easy Access to Juvenile Populations database. The juvenile population figures in this database are based on census data, but include Hispanic in the race calculations as opposed to census data that reports Hispanic as an ethnicity. Utilizing these figures enables us to properly calculate the RRI for Lucas County. The limitation on these figures for Lucas County is the lack of city figures in the database. Currently, we are examining an effective way to calculate the RRI for the largest cities (Toledo, Maumee, Sylvania and Oregon) within Lucas County.

Easy Access to Juvenile Populations estimates for 2005 indicate a total county population for juveniles ages 10 through 17 of 52,797. Twenty-five percent of the county’s population is African-American, Hispanics represent 7.3% and other races represent 1.5% of the population. The following table provides a comparison of Lucas County’s estimated 2005 demographic profile with that of 1995.

**Table 1: Lucas County Demographic Profile¹
Juveniles Ages 10-17**

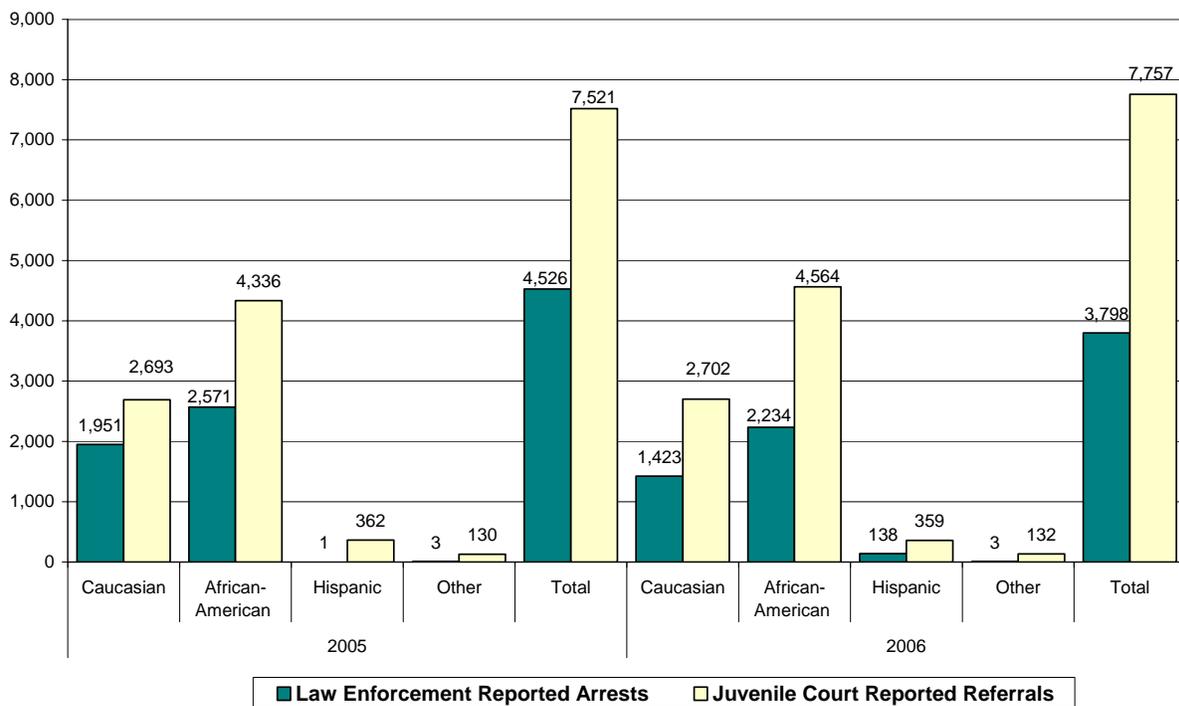
	Caucasian	African-American	Hispanic	American-Indian	Asian
1995	72.2%	20.8%	5.7%	0.3%	1.1%
2005	66.2%	24.9%	7.3%	0.3%	1.2%
Percent Change	-8.3%	19.7%	28.1%	0%	9.1%

¹ Source: Easy Access to Juvenile Populations

1. Arrest Data-Law Enforcement Self Report

Arrest data was collected from 11 law enforcement agencies in the county and reviewed. It was discovered that approximately 80 to 85% of juvenile arrests in Lucas County occur in the City of Toledo. The review also identified several issues affecting the collection of juvenile arrest data. The City of Toledo Police Department places a priority on data entry for Uniform Crime Reports (UCR)² Part One offenses. With this priority, the UCR Part Two offenses may or may not be entered into the record management database in a timely manner. However, the offense report is recorded and scanned into a separate database. The workgroup is exploring options to ensure that arrests for the City of Toledo are accurately represented. Another issue is the reporting of race. Police departments are required to report Hispanic as an ethnicity and not as a race. Police reports may or may not be accurate in the reporting of Hispanic arrests and the minority group may be underrepresented. Because of the limitations on the completeness of arrest data for juveniles from law enforcement, it was decided that court referral data would provide a more complete and accurate picture of juvenile crime for the purposes of local DMC review. Figure 1 compares the arrests reported from local law enforcement agencies from 2005-2006 to the court referral data. In 2006, law enforcement reported 49% of total juvenile arrests made compared to 60% in 2005. The RRI calculation for this decision point is the rate of cases petitioned per population (1,000 youth).

Figure 1: Comparison of Law Enforcement Reported Arrests and Juvenile Court Reported Filings: 2005 - 2006³

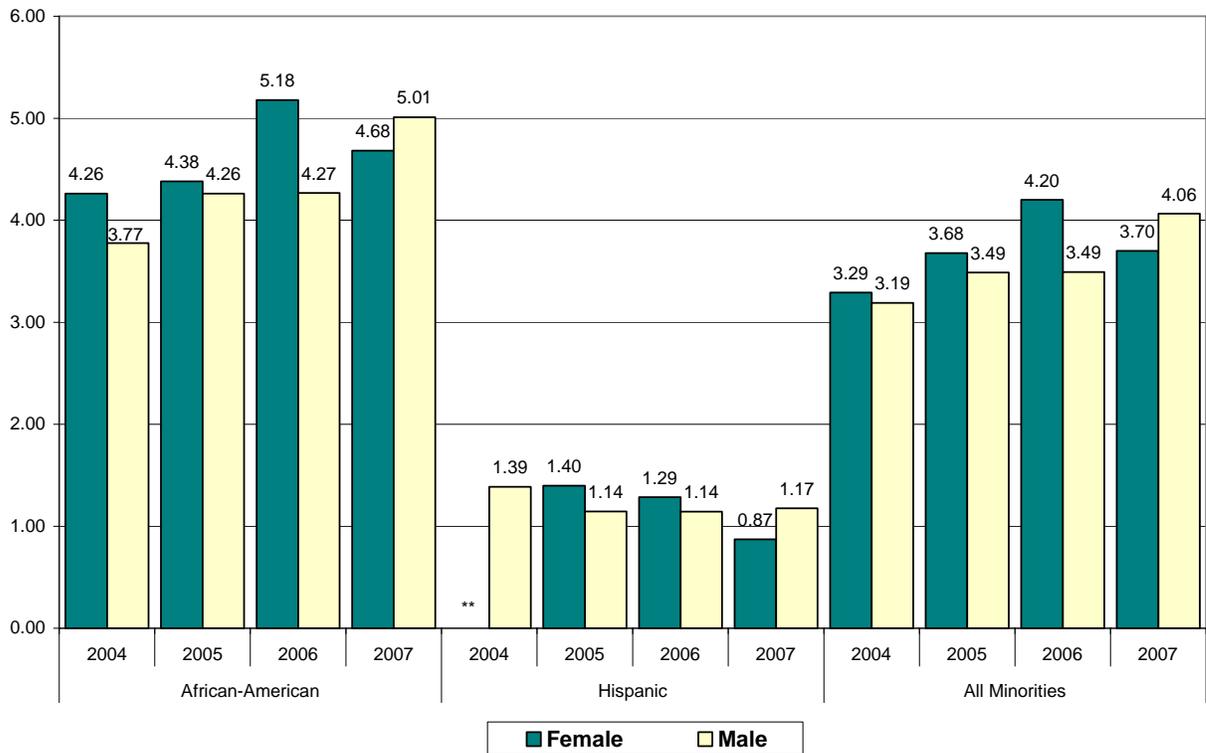


² UCR Part I Offenses include Criminal Homicide, Forcible Rape, Robbery, Aggravated Assault, Burglary, Larceny-theft (except motor vehicle theft), Motor Vehicle Theft, and Arson. Part II Offenses encompass all other reportable classifications outside those defined as Part I.

³ Source: Berkey Police Department, Lucas County Sheriff's Office, Holland Police Department, Maumee Police Department, Oregon Police Department, Ottawa Hills Police Department, Sylvania Police Department, Toledo Area Metroparks, Sylvania Township Police Department, Toledo Police Department, University of Toledo Police Department, Waterville Police Department, Whitehouse Police Department, and Lucas County Juvenile Court.

Using the filing data as the accurate measure for arrest, the arrest decision point RRI was calculated for juvenile female and male offenders. The following figure represents the RRI values for males and females from 2004 through 2007. RRI values for African-American males and females have steadily increased since 2004. African-American females experienced the highest disproportionality in 2006; they were 5.18 times more likely to be arrested than Caucasian females. African-American males exhibited their highest disproportionality in 2007, being 5.01 times more likely to be arrested than Caucasian males. Hispanic females peaked in 2005 and have steadily decreased; in 2007 Hispanic females were less likely to be arrested than Caucasian females. Hispanic males experienced their highest levels of disproportionality in 2004 and after the initial decrease have maintained a relatively stable level of disproportionality from 2005 through 2007, being 1.17 more likely to be arrested than Caucasian youth. Based on these figures, it is the African-American youth who are driving the overall minority arrest rate disproportionality in Lucas County.

Figure 2: Juvenile Arrest RRI: 2004 - 2007 Comparison



** Insufficient number of cases for analysis

2. Referral Data-Lucas County Juvenile Court

Referrals are all official delinquency cases filed and unofficial cases for delinquency offenses received for the reporting period, excluding official status offenses and unofficial delinquency offenses related to alcohol and tobacco. The RRI calculation for this decision point is the rate of referrals to juvenile per 100 arrests. The RRI for this decision point is not highlighted since it is an arbitrary number. By utilizing the referral number as the arrest rate, the referral RRI is held constant at 1, and has little value for purposes of this report.

As illustrated in the figure below, African-American males have the most referrals to juvenile court, with Caucasian males second and African-American females third.

Figure 3: Referrals by Race and Sex: 2004 - 2007

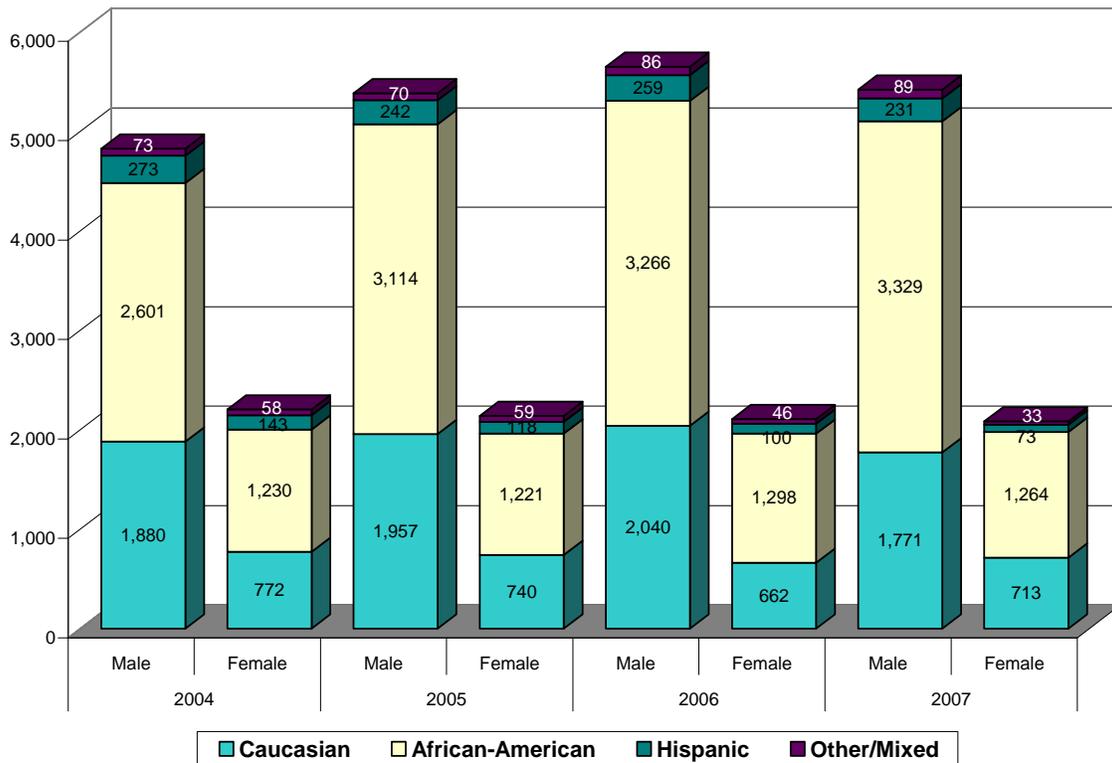
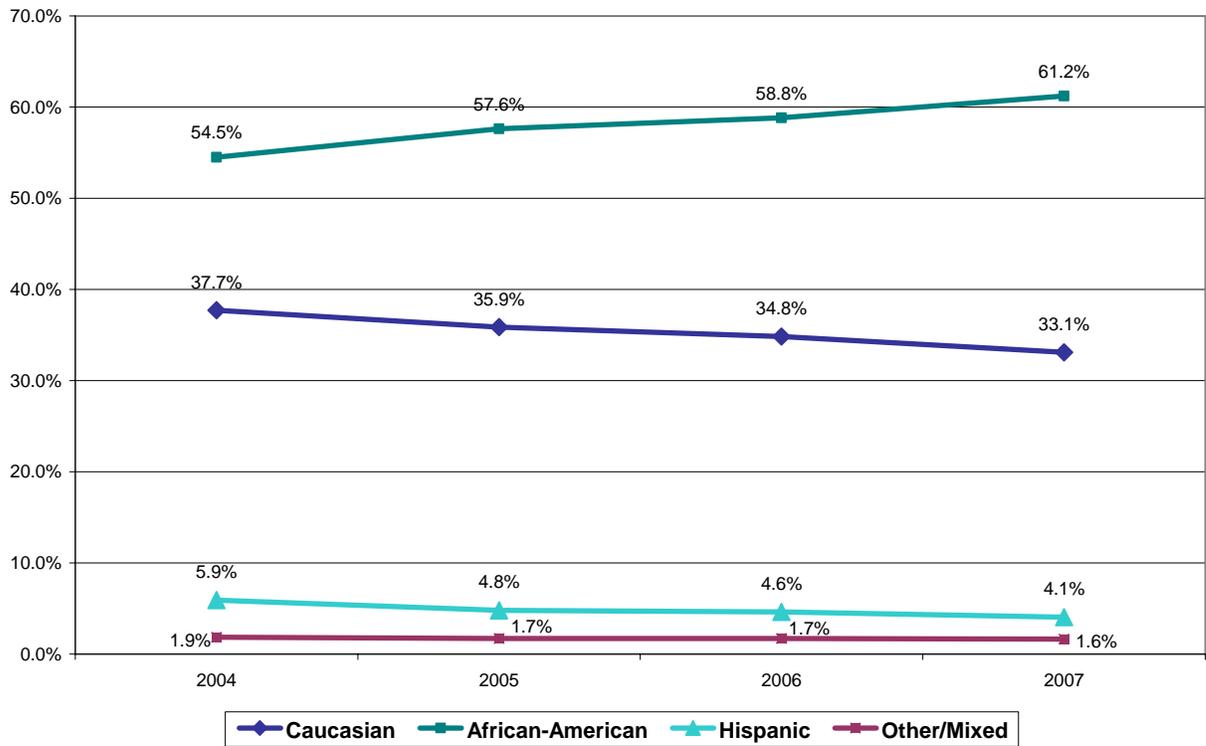


Figure 4 highlights referrals to Juvenile Court by race. African-Americans have steadily increased the percentage of referrals from 2004 through 2006 accounting for 61.2% of all juvenile court referrals in 2007 compared to 54.5% in 2004. Caucasian referrals to Juvenile Court have steadily decreased from 2004 through 2007, reaching a low in 2007 with 33.1% compared to 37.7% in 2004. Hispanic and Other/Mixed referral percentages also decreased slightly from 2004 through 2007.

Figure 4: Referrals by Race: 2004 - 2007

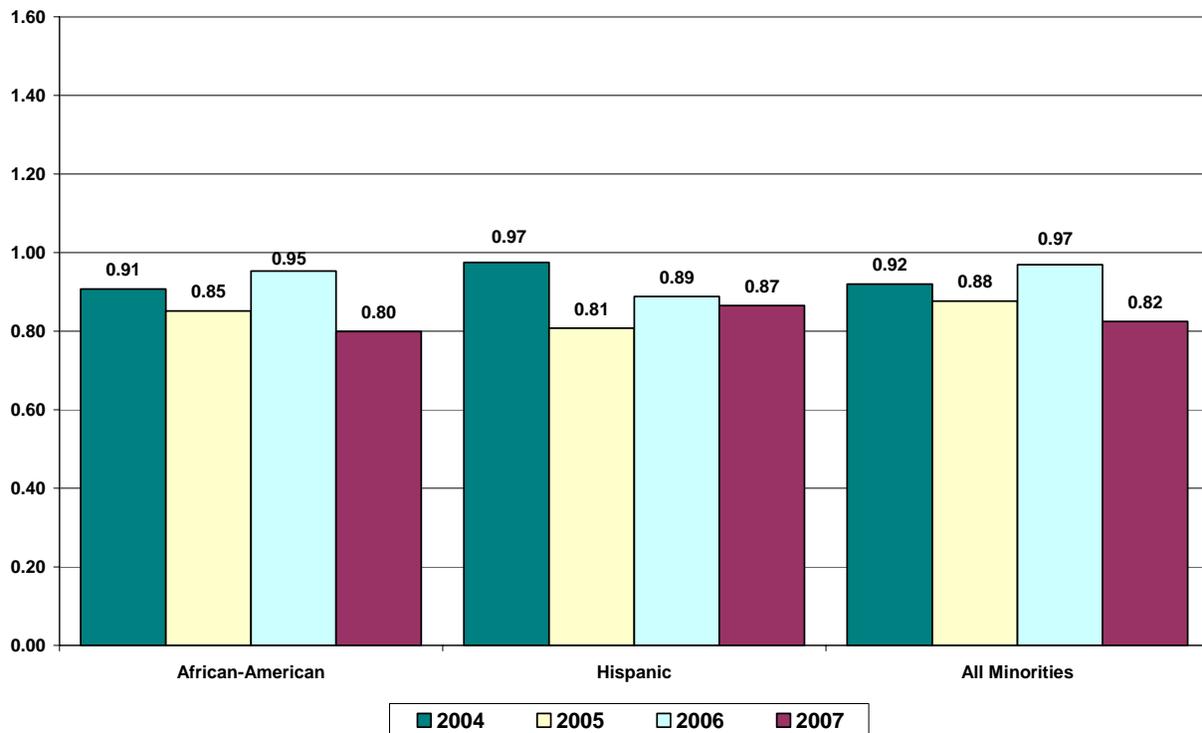


3. Diversion Data

Cases diverted are defined by Lucas County Juvenile Court as all unofficial cases for delinquent offenses, excluding those related to alcohol and tobacco, received for the period. The Intake Department reviews each filing by using standardized assessment criteria to determine classification and processing of each case. The RRI calculation for this decision point is the number of juveniles diverted before adjudication per 100 court referrals.

The following Figure illustrates the RRI for the Cases Diverted decision point by race from 2004 through 2007. While in 2006, the RRIs approached 1.00, indicating no differences in diversion between Caucasians and minorities, in 2007 the RRI for all minorities dropped to .82, suggesting higher diversion rates among Caucasians.

Figure 5: Cases Diverted: RRI Comparison 2004 - 2007

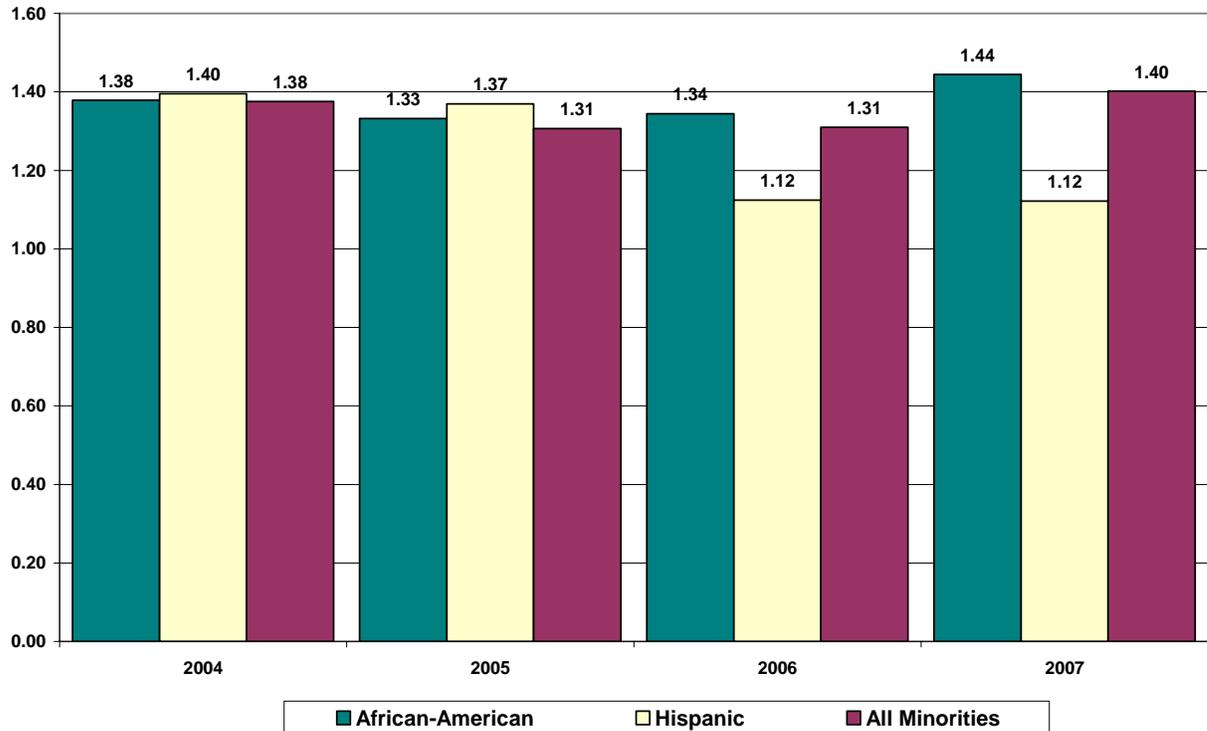


4. Detention Data

Detention data is based on all admissions to Juvenile Detention Center (JDC) for the period. The RRI calculation for this decision point is the number of juveniles detained per 100 court referrals.

The figure below illustrates the RRI for the Cases Involved in Secure Detention decision point by race from 2004 through 2007. Figure 5 suggests that disproportionate detention of Hispanics has decreased over the last two years, but the detention rate for African-Americans rose slightly in 2007.

Figure 6: Cases Involving Secure Detention: RRI Comparison 2004 - 2007



The Figures below represent the number of youth placed in detention and the detention admissions by sex and race from 2004 through 2007. Figure 7 shows that the total number of youth detained was the lowest in 2005. Figure 8 suggests that the detention rate for males versus females has remained relatively stable over the last 4 years, with males being detained at a rate approximately three times higher than that of females. Figure 9 finds that the rate of detainment for Caucasian youth has decreased slightly from 2004 to 2007, while the rate of detainment for African-Americans has risen slightly the past two years. Finally, Figure 10 suggests that Minority detention admission rates have increased by 5% while Caucasian detention admission rates have decreased 4.5% from 2004 through 2007.

Figure 7: Total Detention Admissions: 2004 - 2007

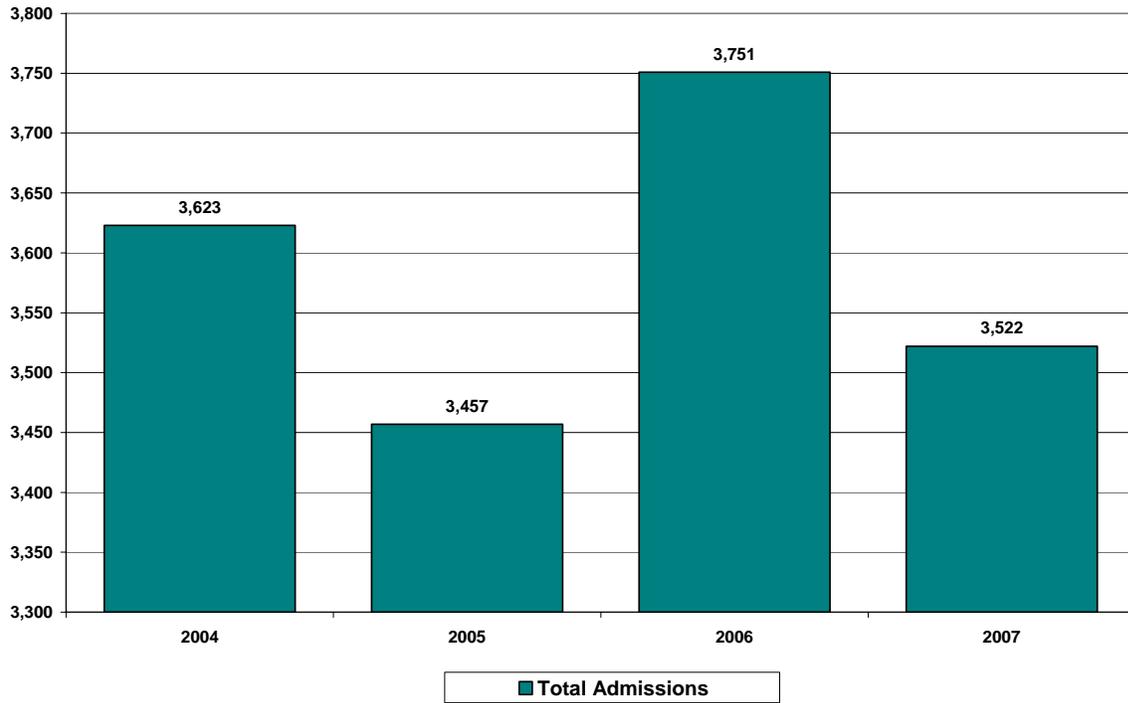


Figure 8: Detention Admissions by Sex: 2004 - 2007

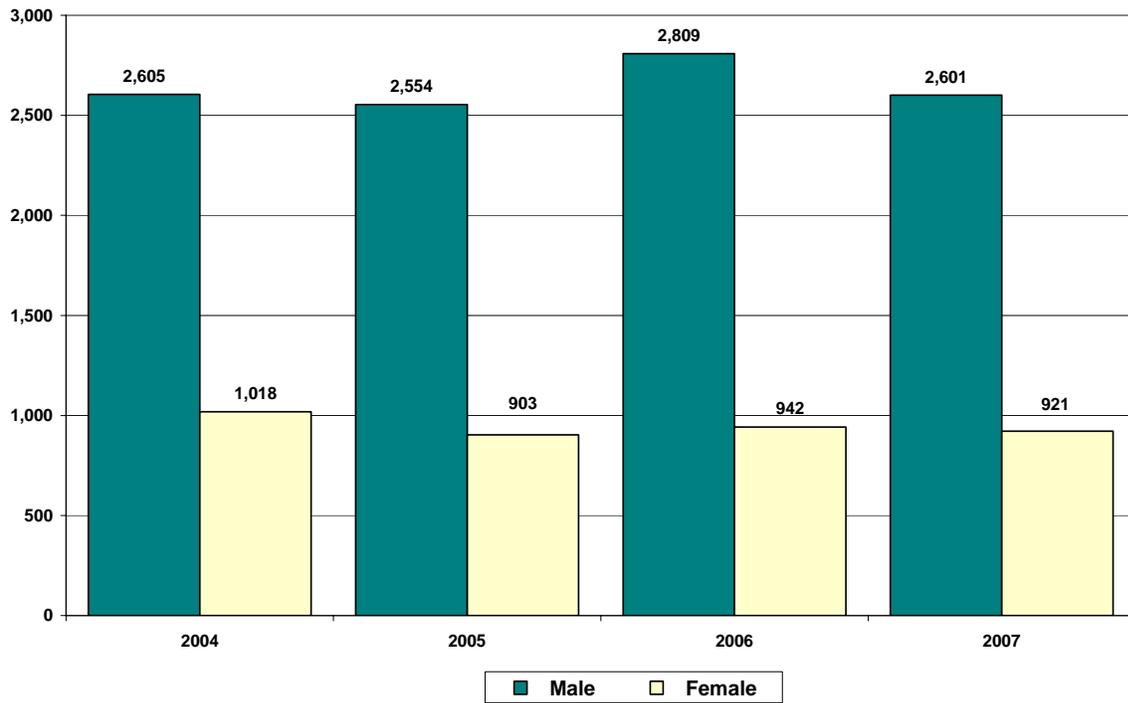
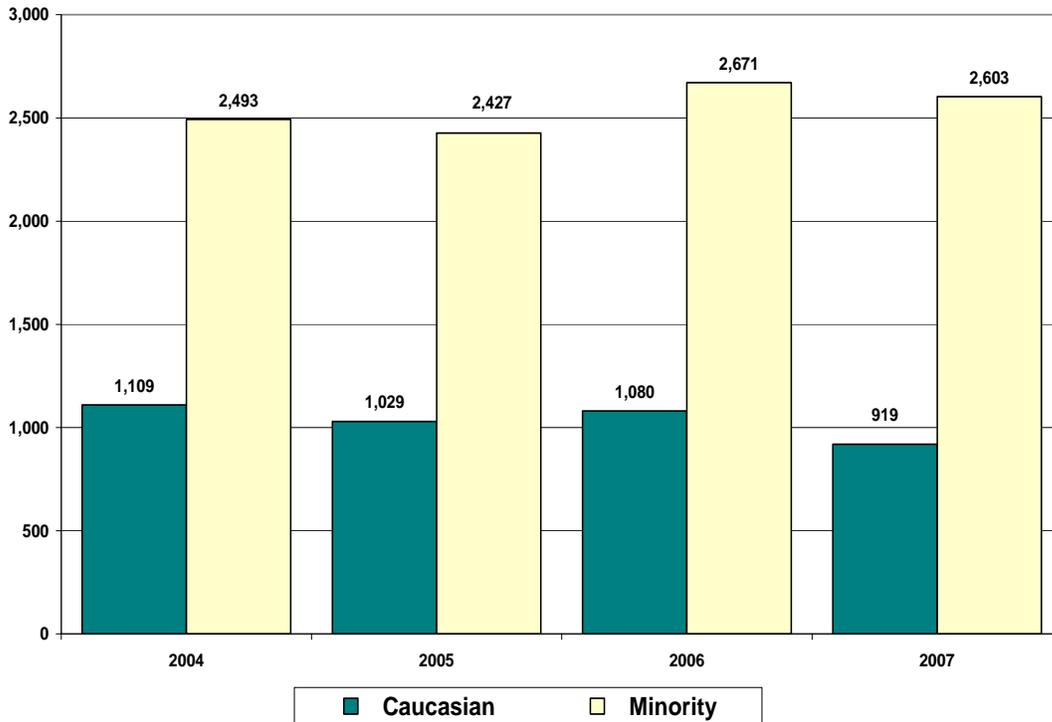
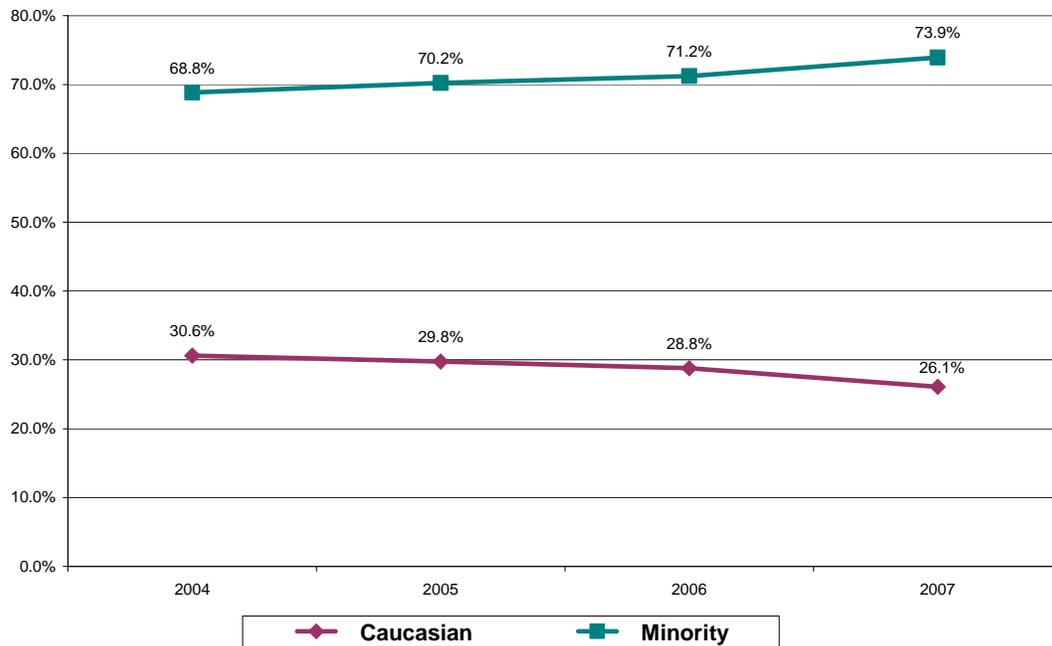


Figure 9: Detention Admissions by Race: 2004 - 2007



Note: Unknown race are not included in this figure

Figure 10: Detention Admissions by Race (Percentages): 2004 - 2007



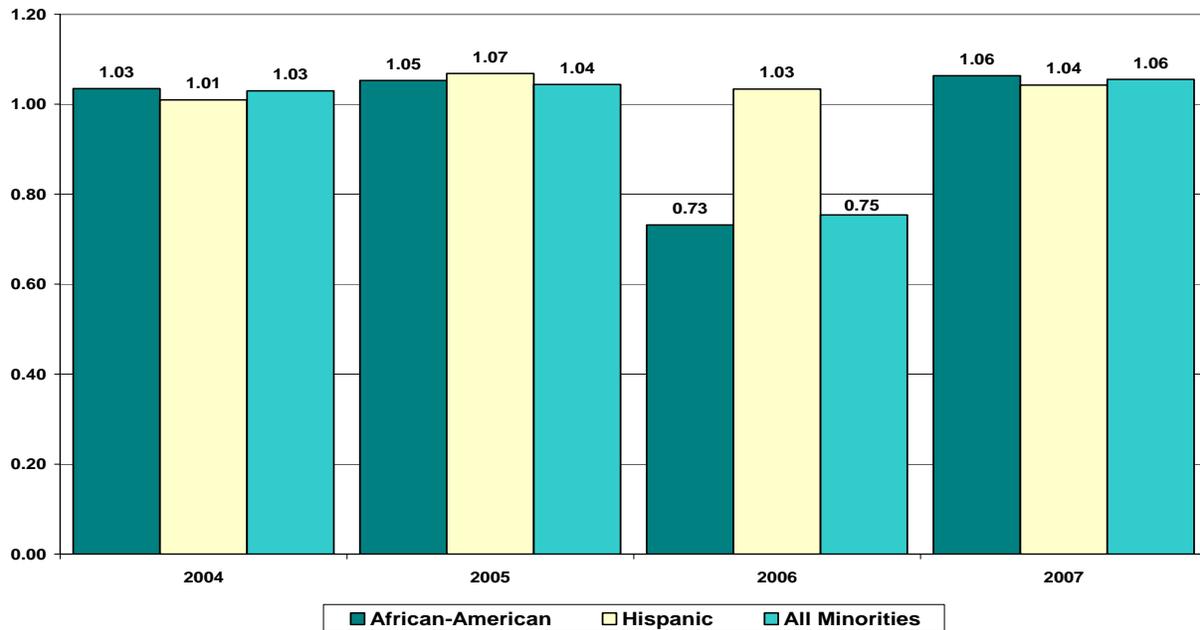
Note: Unknown race is not included in this figure

5. Cases Petitioned (Charges Filed)

Cases petitioned are all official delinquency cases filed for the period. The RRI calculation for this decision point is the number of juvenile cases petitioned (charges filed) per 100 court referrals.

The Figure below highlights the RRI for the Cases Petitioned (Charges Filed) decision point by race from 2004 through 2007. Data from Figure 11 suggest little disproportionality among races regarding petitions during these four years, except in 2006 where Hispanics were underrepresented in terms of official charges being filed.

Figure 11: Cases Petitioned: RRI Comparison 2004 - 2007



The following graphs represent the number of cases petitioned to Juvenile Court from 2004 through 2007. Cases petitioned include both delinquency⁴ and status offenses⁵. Delinquency offenses represented the majority of the offenses filed indicated in Figure 12. Additionally, Figure 13 highlights sex and race for the delinquency offenses filed. Figure 12 shows that a total of 11,728 new offenses were filed in the Lucas County Juvenile Court during 2007, a decrease of 438 offenses or 3.6% from 2006. Yet, the proportion of those cases that were delinquency offenses was higher in 2007, relative to the other four years.

With regard to gender, Figure 13 shows that, as expected, far more delinquency charges were filed on males than females. However, the percentage of males versus females varied little from 2004 to 2007, with females approximating 25% of delinquency charges filed over these years.

Figure 14 depicts delinquency charges from 2004-2007 by race. Data show that in 2007, charges were filed on nearly twice as many African-Americans as other races. This was substantially higher than their representation in 2004, where about a quarter more cases were filed on African-Americans.

Finally, Figure 15 shows offenses filed between 2003 and 2007. Delinquency filings decreased by 266 offenses or 3% in 2007 after rising for three consecutive years. Status filings decreased by 172 offenses in 2007, or 11% after two years of increases.

⁴ A youth has committed a crime regardless of ages(adult or juvenile)
⁵ A youth that would not have committed a crime if committed by an adult

Figure 12: Cases Petitioned: 2004 - 2007

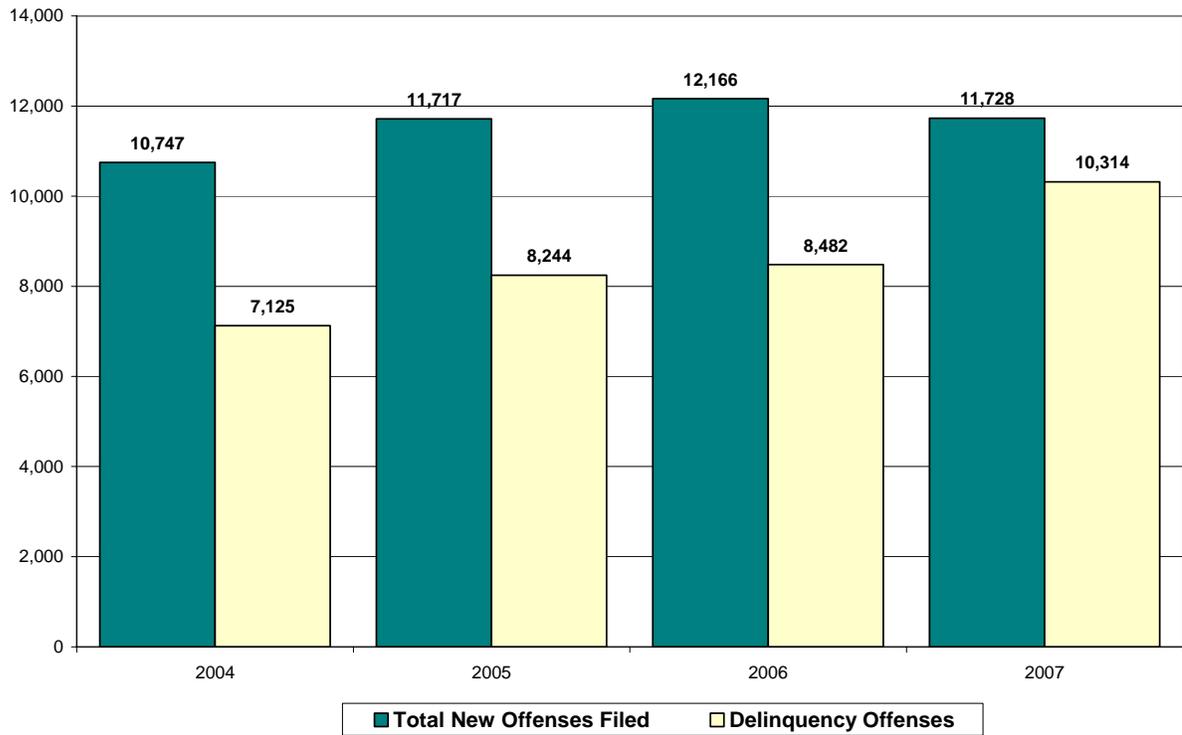


Figure 13: Delinquency Charges Filed: 2004 - 2007 by Sex

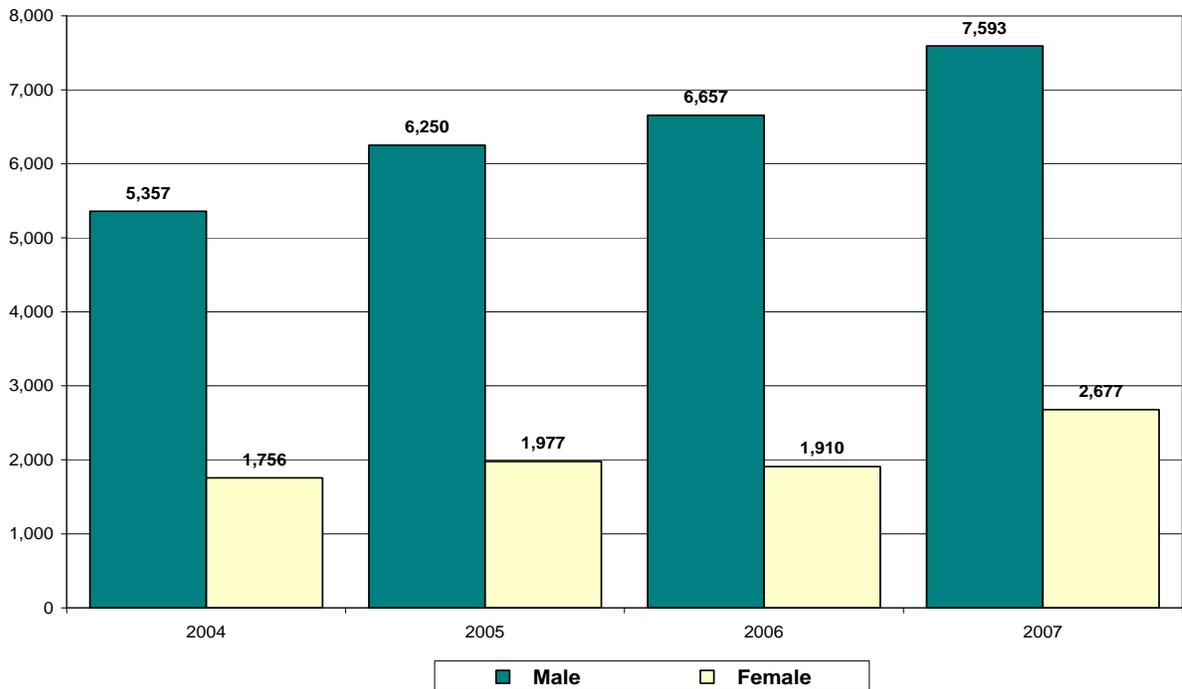
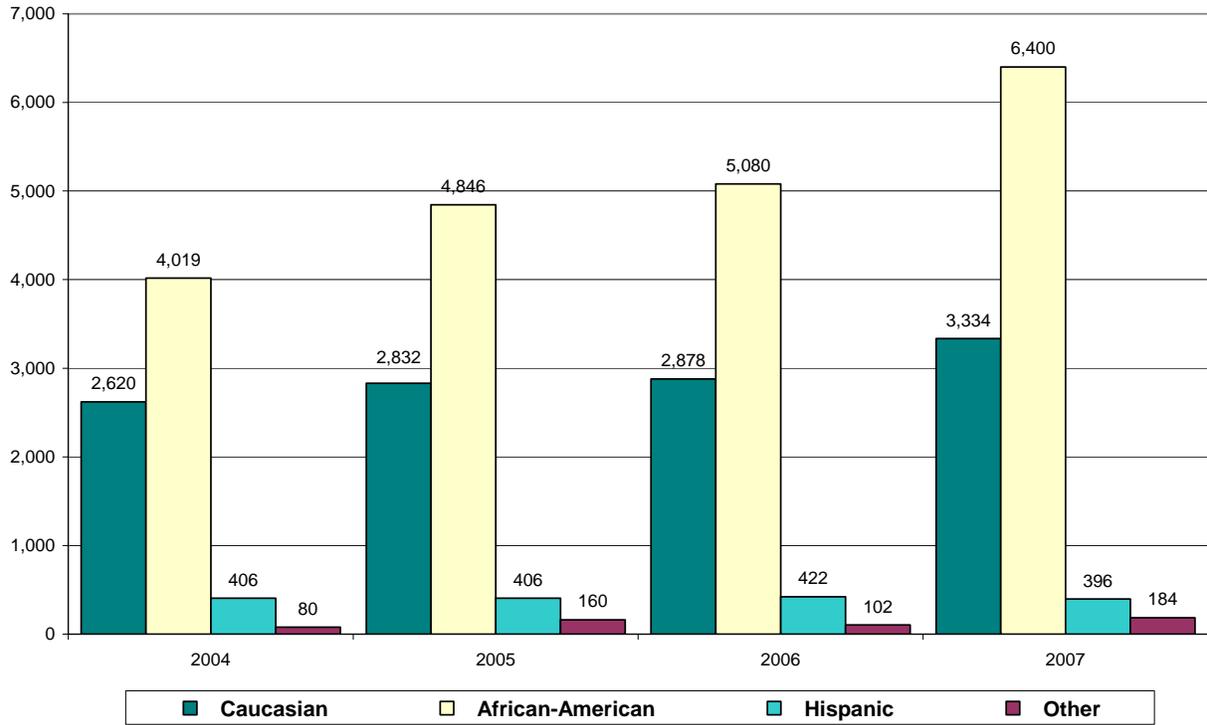


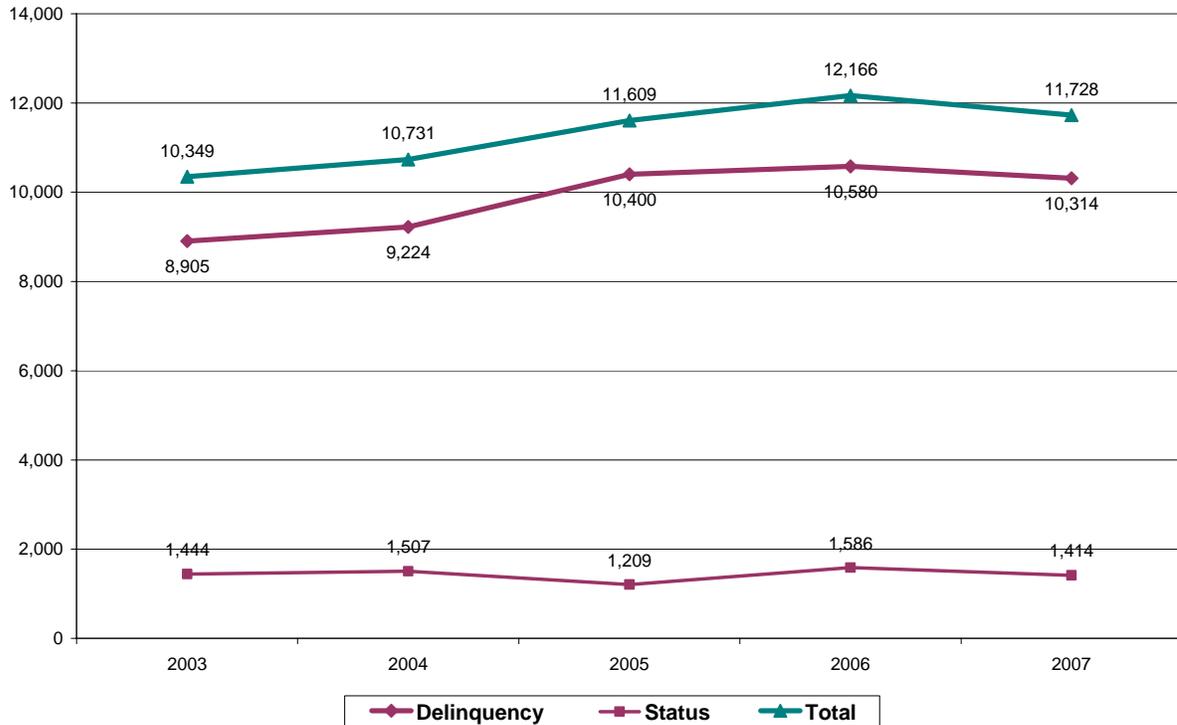
Figure 14: Delinquency Charges Filed by Race: 2004 - 2007



Analysis of Delinquency Filings in the Lucas County Juvenile Court

The workgroup next turned their attention to examining the juvenile cases filed in greater detail. A total of 11,728 new offenses were filed in the Lucas County Juvenile Court during 2007, a decrease of 438 offenses (3.6%) from 2006. Figure 15 illustrates that delinquency filings decreased by 266 offenses (3%) in 2007 after rising for three consecutive years. This figure further illustrates that status offense filings have remained fairly constant with the exception of a noticeable decrease in 2005.

Figure 15: Offenses: 2003 - 2007



A review of the 2007 offense filing data indicates that:

- 75% were handled by formal proceedings and 25% were diverted and handled unofficially
- 71% of the offenses were committed by males and 28% were committed by females
- 65% of the offenses were committed by non-Caucasian youth
- 88% of the offenses filed were delinquency and 12% were status offenses
- 75% of the offenses filed were misdemeanors
- Males committed 86% of the felony offenses and 80% of misdemeanors
- Non-Caucasian youth committed 64% of the felony and 66% of misdemeanor offenses
- The most common offense for both genders is Safe School Ordinance, which represents 14% of all offenses filed
- Violent offense filings increased by 20% from 223 to 268

Seventy-five percent of the offenses handled formally in 2007 continues a five year trend of handling an increasingly greater percentage of offenses through formal court proceedings.

	2003	2004	2005	2006	2007
Formal	70%	71%	74%	73%	75%
Divert	30%	29%	26%	27%	25%

Males continue to commit the higher percentage of offenses. Lucas County has not experienced an increase in female delinquency.

	2003	2004	2005	2006	2007
Males	69%	68%	70%	72%	71%
Females	31%	32%	30%	28%	28%

The percentage of African-American youth being referred to court continues to significantly increase each year.

	2003	2004	2005	2006	2007
African-American	50%	54%	56%	58%	61%
Caucasian	41%	37%	36%	35%	33%
Hispanic	6%	6%	5%	5%	4%

There has been a slight increase in the percentage of delinquency offenses being filed since 2003.

	2003	2004	2005	2006	2007
Delinquency	86%	86%	90%	87%	88%
Status	14%	14%	10%	13%	12%

There has been a slight decrease over the years in the percentage of felony and status offenses being filed and a corresponding increase in the percentage of misdemeanors offenses filed from 2003 to 2007.

	2003	2004	2005	2006	2007
Felony	16%	13%	14%	13%	12%
Misdemeanors	69%	71%	74%	75%	75%
Status	15%	16%	12%	12%	13%

Violent Offense Filings

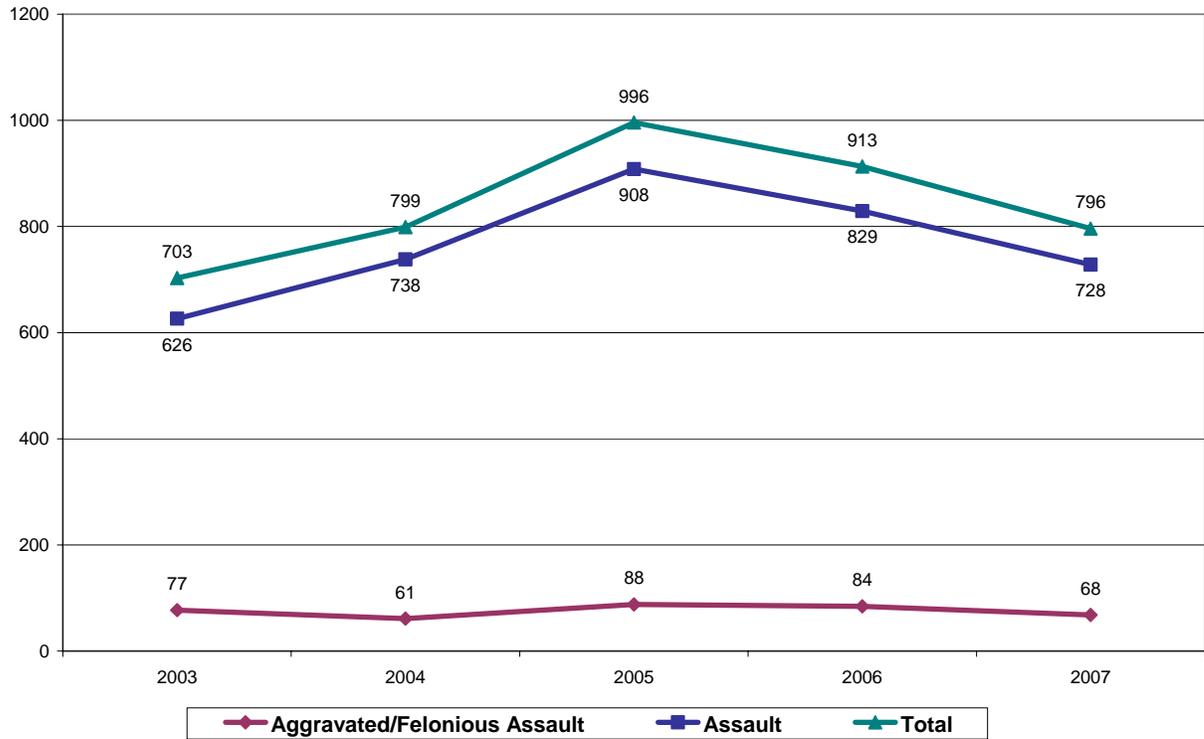
The number of violent offense filings increased by 20% in 2007. Robbery filings increased 33% and rape filings increased 77% from 2006. From 2003 violent filings have increased 24%. It should be noted that violent filings in 2007 represented only 2% of all filings received by the Court.

	2003	2004	2005	2006	2007
Felonious/Aggravated Assault	77	61	88	84	68
Aggravated Robbery/Robbery	87	80	100	111	148
Homicide	4	2	4	2	6
Rape	48	53	50	26	46
Total	216	196	242	223	268

Selective Examination of Specific Offenses

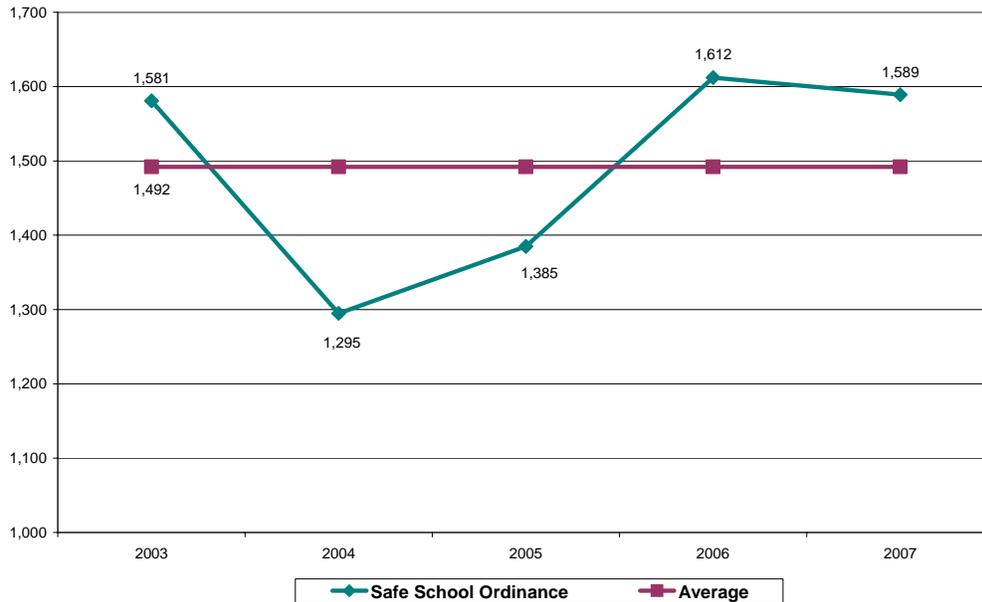
After peaking in 2005, assaults have decreased during 2006 and 2007. Simple assaults have increased 16% from 2003; felony assaults have decreased 12%; and all assaults have increased 13%. Figure 16 demonstrates that the simple assaults constitute the majority of offenses in this category.

Figure 16: Assaults: 2003 - 2007



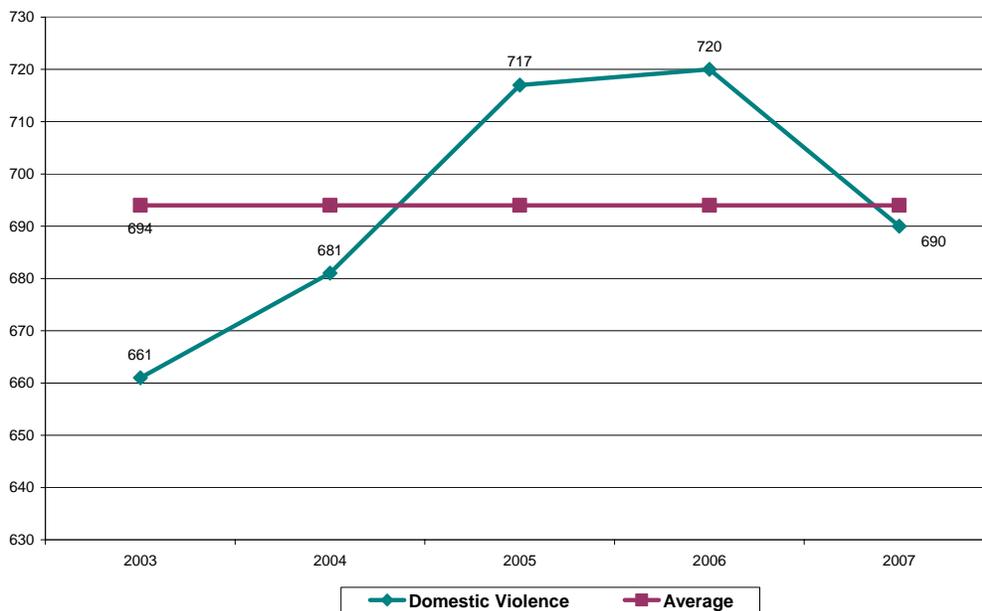
Safe School Ordinance (SSO) offenses have consistently been the top referral to the court. There was a significant drop in 2004, as well as a decrease in filings of 1% in 2007, interrupting a two year increase from 2004. Since 2003, filings have increased less than 1%. The five year average for SSO filings is 1,492.

Figure 17: Safe School Ordinance Filings: 2003 - 2007



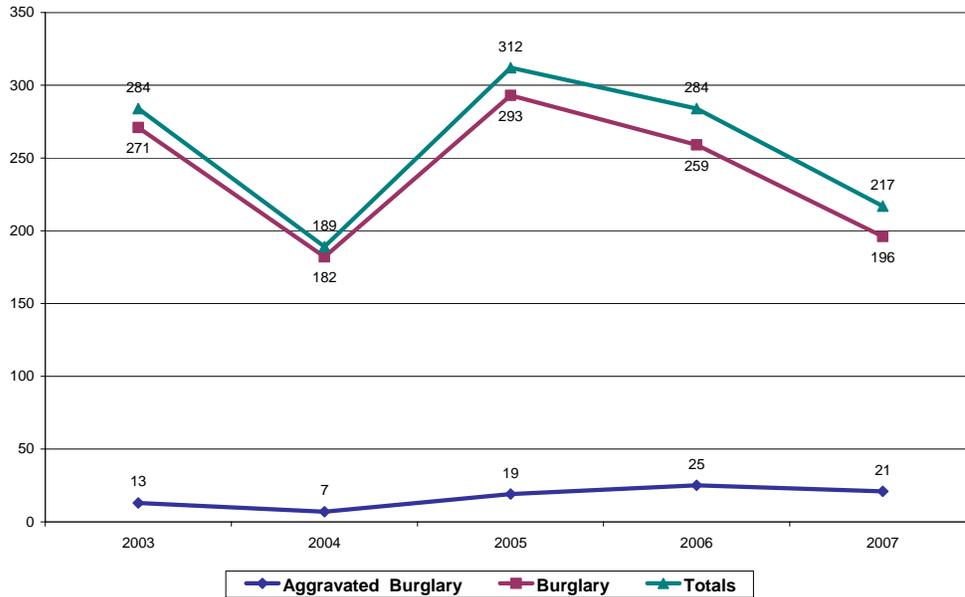
Domestic Violence offenses decreased 4% during 2007, breaking a four year annual trend of increased filings. The five year average for Domestic Violence filings is 694. From 2003, filings have increased 4%.

Figure 18: Domestic Violence Filings: 2003 - 2007



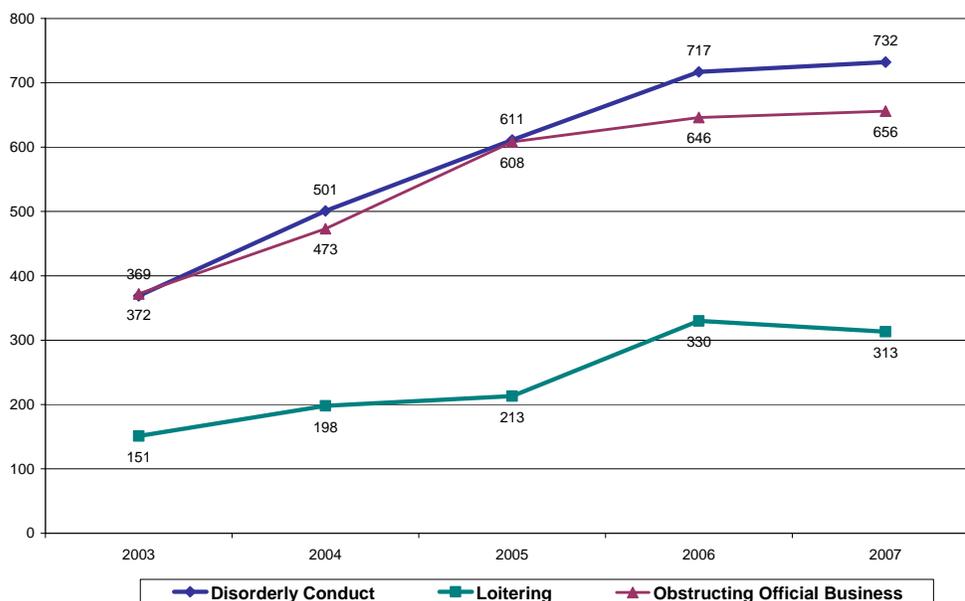
Burglary offense filings decreased 24% in 2007 continuing a downward trend since peaking 2005. Since 2003, all filings have decreased 24% and aggravated filings (which numbered 21 in 2007) increased 62%.

Figure 19: Burglary Offenses: 2003 - 2007



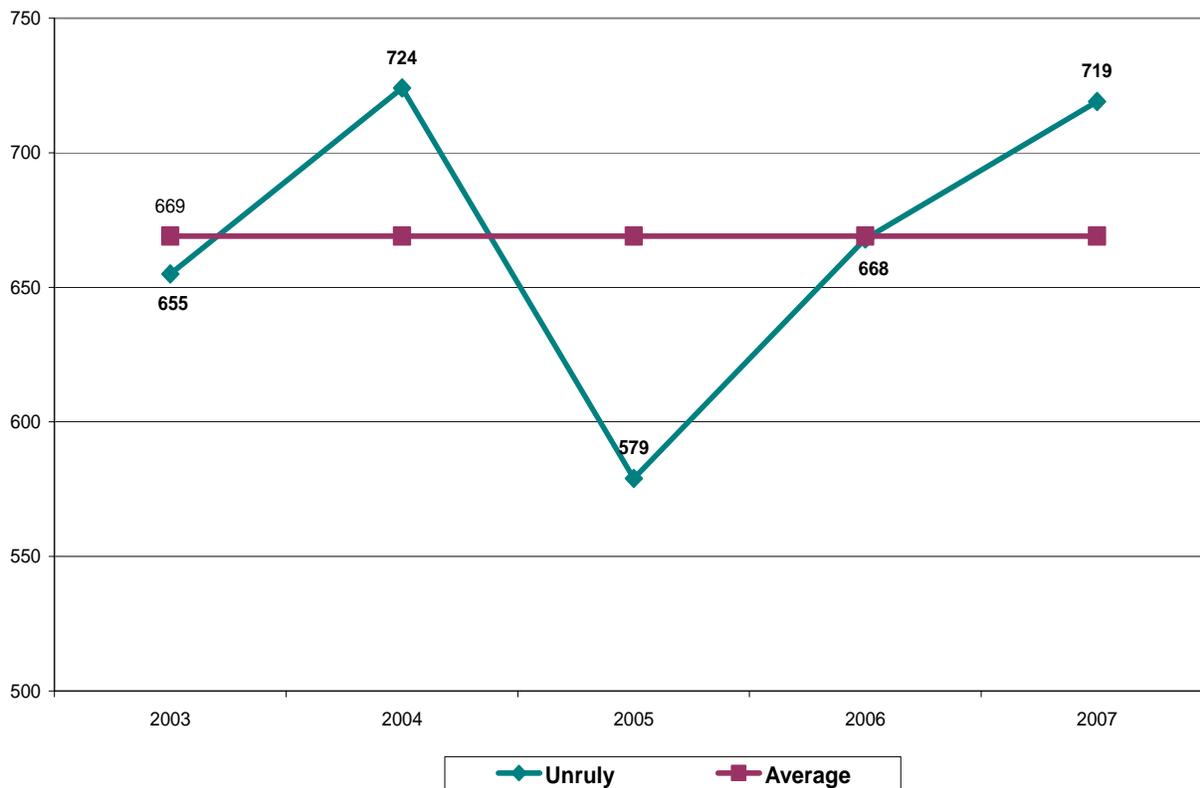
Minor nuisance offenses have registered some of the highest increases in filings. Loitering filings have doubled, disorderly conduct filings have increased 96%, and obstruction of official business increased 78% since 2003. These three offenses combined have increased 91% from 892 filings in 2003 to 1,701 in 2007. The three represented 15% of all juvenile offense filings during 2007.

Figure 20: Nuisance Offenses: 2003 - 2007



Unruly filings increased by 7% in 2007. The five year average for Unruly filings is 669. From 2003, filings have increased 8%.

Figure 21: Unruly Filings⁶: 2003 - 2007



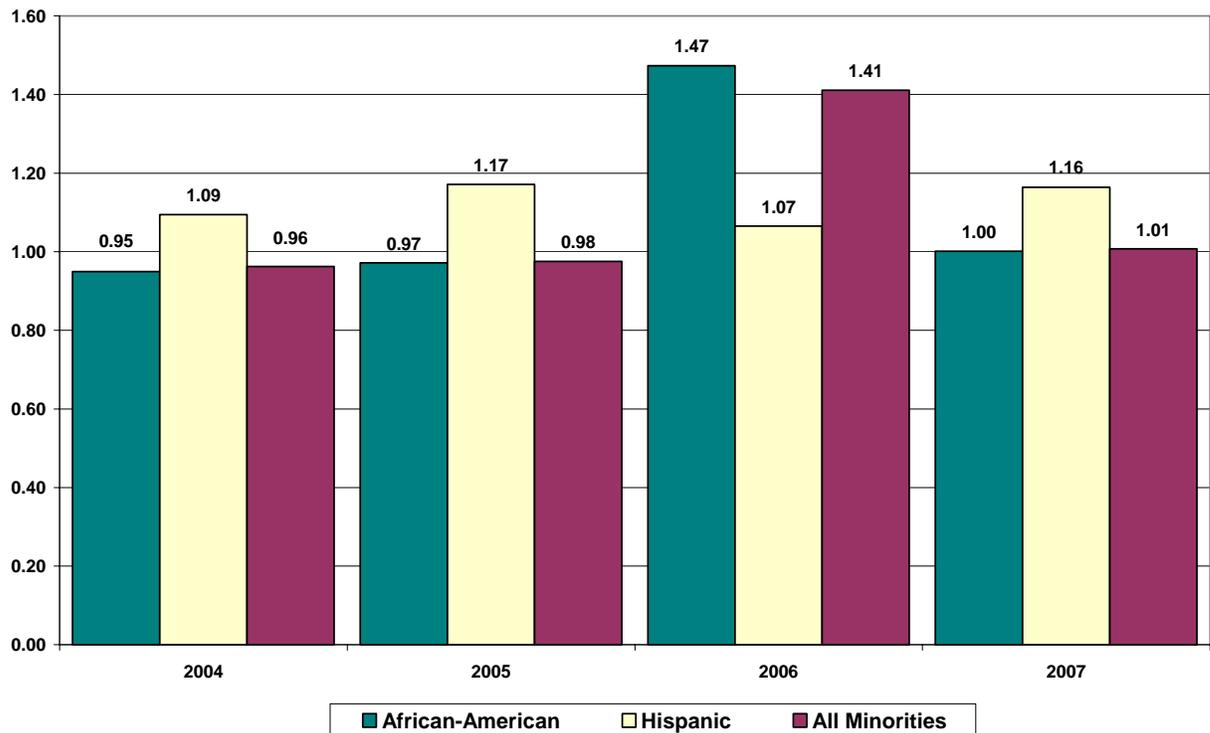
⁶ These are unruly status offenses only, not runaway or curfew violations

6. Cases Resulting in Delinquent Findings

Cases resulting in delinquent findings are all official delinquency cases disposed for the reporting period that had an adjudication outcome of “found delinquent”. The RRI calculation for this decision point is the number of juveniles found delinquent per 100 youth petitioned (charged).

The figure below demonstrates the RRI for the Cases Resulting in Delinquent Findings decision point by race from 2004 through 2007. Figure 22 suggests that Hispanic youth have been slightly overrepresented. Yet, aside from 2006, African-Americans have not experienced disproportionate representation in terms of cases resulting in delinquent findings.

Figure 22: Cases Resulting in Delinquent Findings: RRI Comparison 2004 - 2007



Figures 23 through 26 represent the number of cases resulting in delinquent findings from 2004 through 2007. Delinquency offenses represented the majority of the offenses filed and are included in the figure. Additionally, Figures 23 through 26 highlight sex, race and age of the delinquency offenses filed.

Figure 23: Cases Resulting in Delinquent Findings: 2004 - 2007

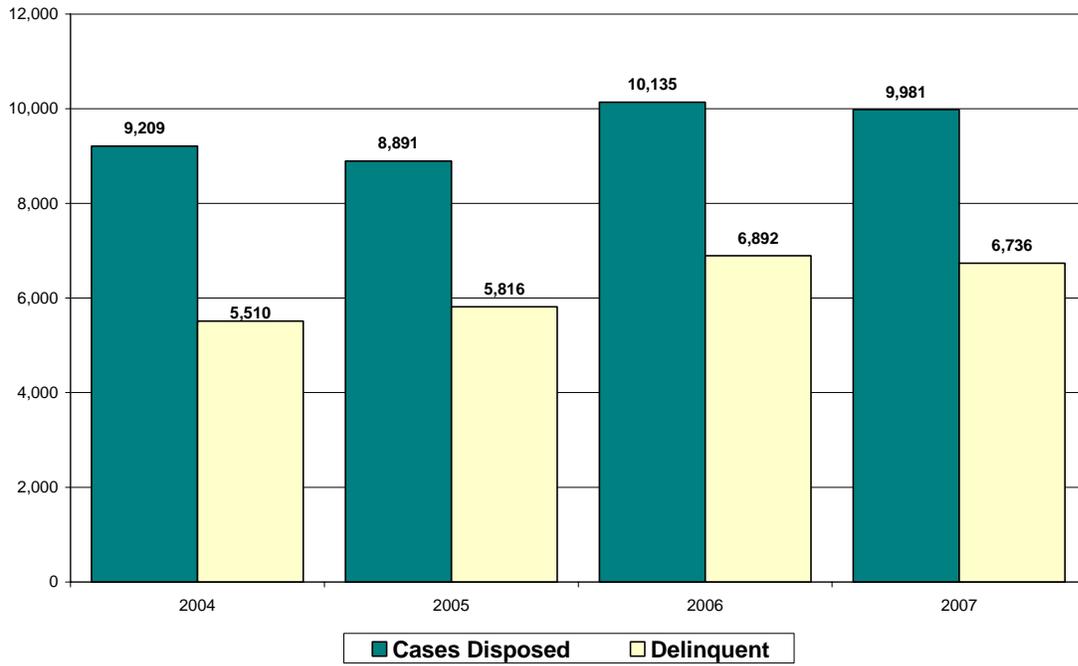


Figure 24 finds again that males make up the large majority of delinquent filings. Yet, the rate of females represented remained fairly stable.

Figure 24: Cases Resulting in Delinquent Findings by Sex: 2004 - 2007

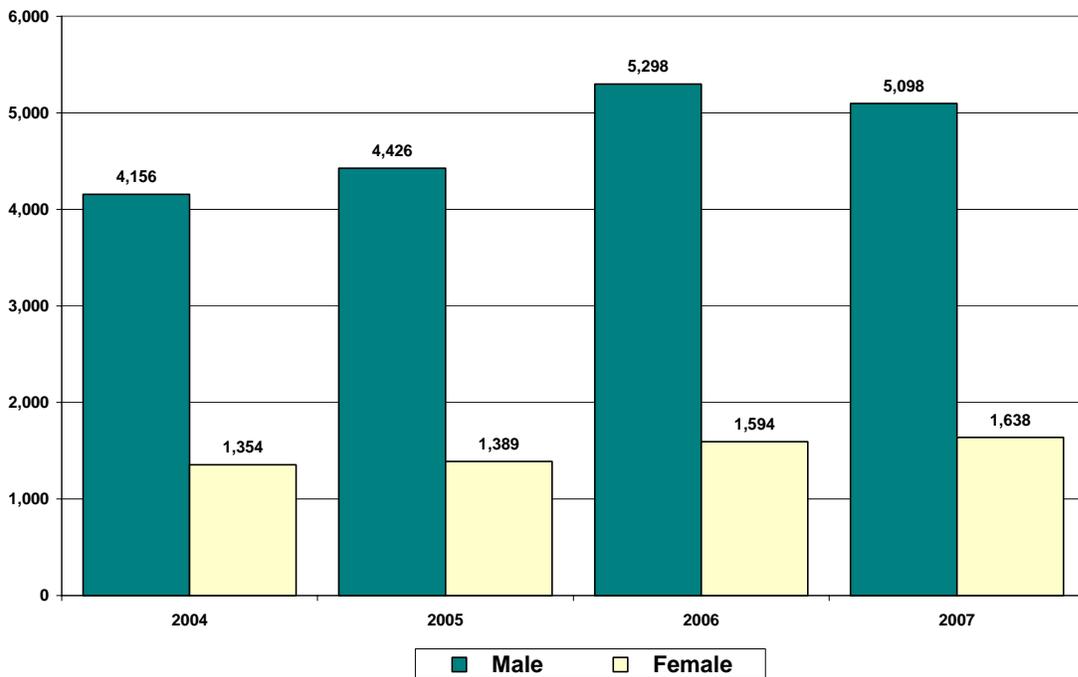


Figure 25 finds that African-Americans are vastly overrepresented in terms of cases resulting in delinquent findings. This overrepresentation was again particularly pronounced in 2007, where nearly twice as many cases were found delinquent for African-Americans versus all other races.

Figure 25: Cases Resulting in Delinquent Findings by Race: 2004 - 2007

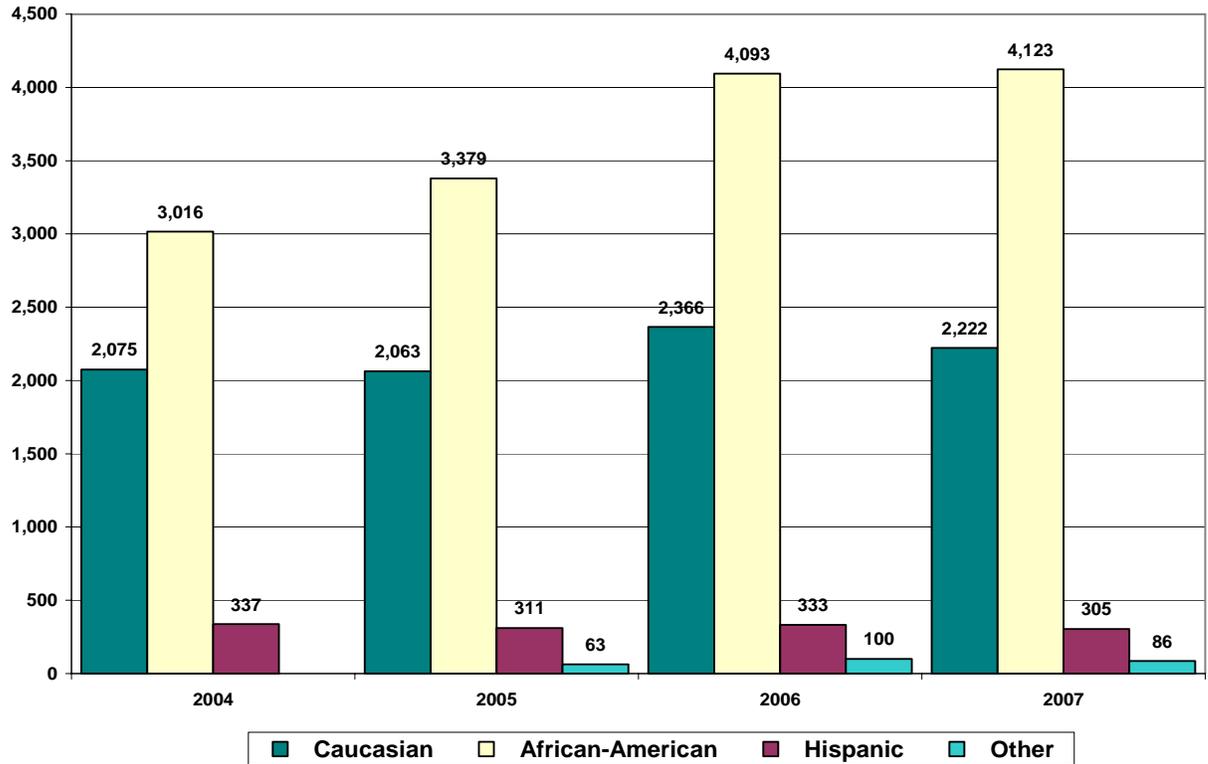
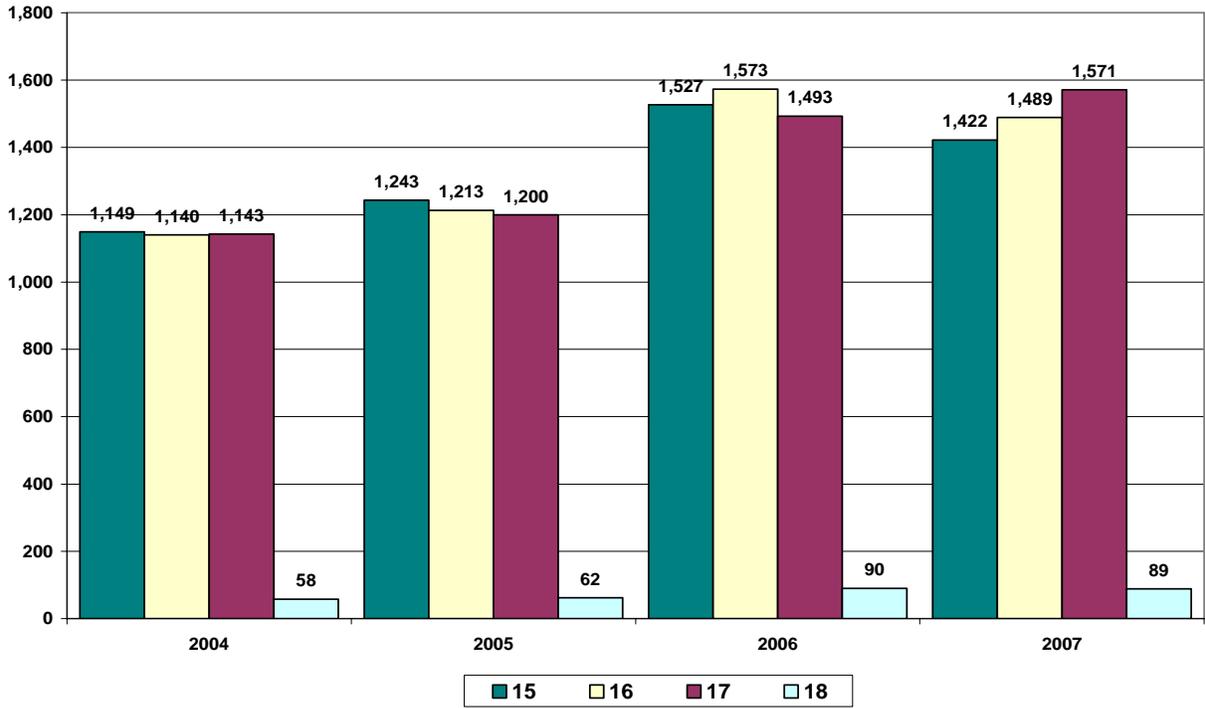


Figure 26 suggests that youth found delinquent are relatively evenly distributed among 15, 16 and 17 year olds, with few 18 year olds adjudicated delinquent. Seventeen year olds were slightly overrepresented in 2007, while the same was true for 16 year olds in 2006.

Figure 26: Cases Resulting in Delinquent Findings by Age: 2004 - 2007

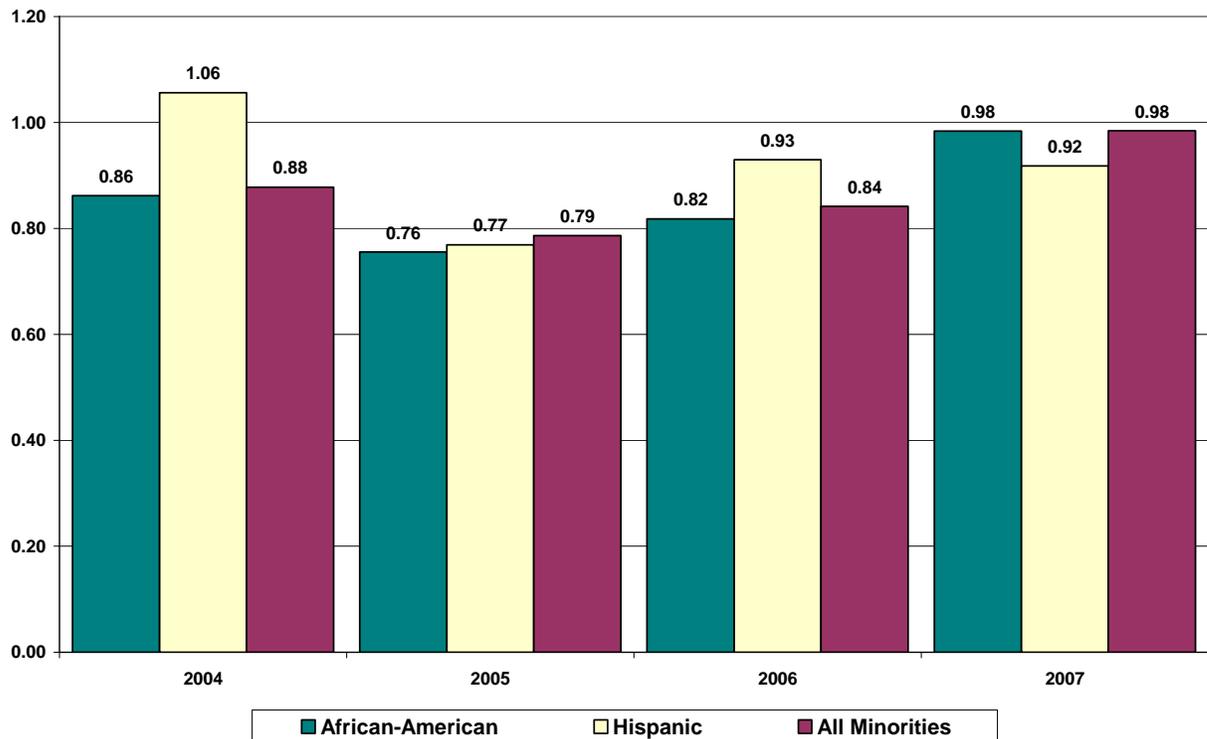


7. Cases Resulting in Probation Placement

Cases resulting in probation placement are all referrals made to Probation Intake with a referral date in the reporting period. The RRI calculation for this decision point is the number of juveniles placed on probation per 100 youth found delinquent.

The Figure below illustrates the RRI for the Cases Resulting in Probation Placement decision point by race from 2004 through 2007. The results suggest that minorities were slightly underrepresented, particularly in years 2004 and 2005 (with the exception of Hispanics in 2004). The RRI showed a more even split between minorities and non-minorities by 2007.

Figure 27: Cases Resulting in Probation Placement: RRI Comparison 2004 - 2007



The following Figures represent the number of cases resulting in probation placement from 2004 through 2007. Additionally, the Figures highlight gender and race of the cases resulting in probation placement.

Figure 28 shows that the rate of new placements on probation increased steadily from 2004 to 2007, while the number of terminations remained fairly consistent, with slightly fewer in 2005 and 2007.

Figure 28: Probation Placement 2004 - 2007

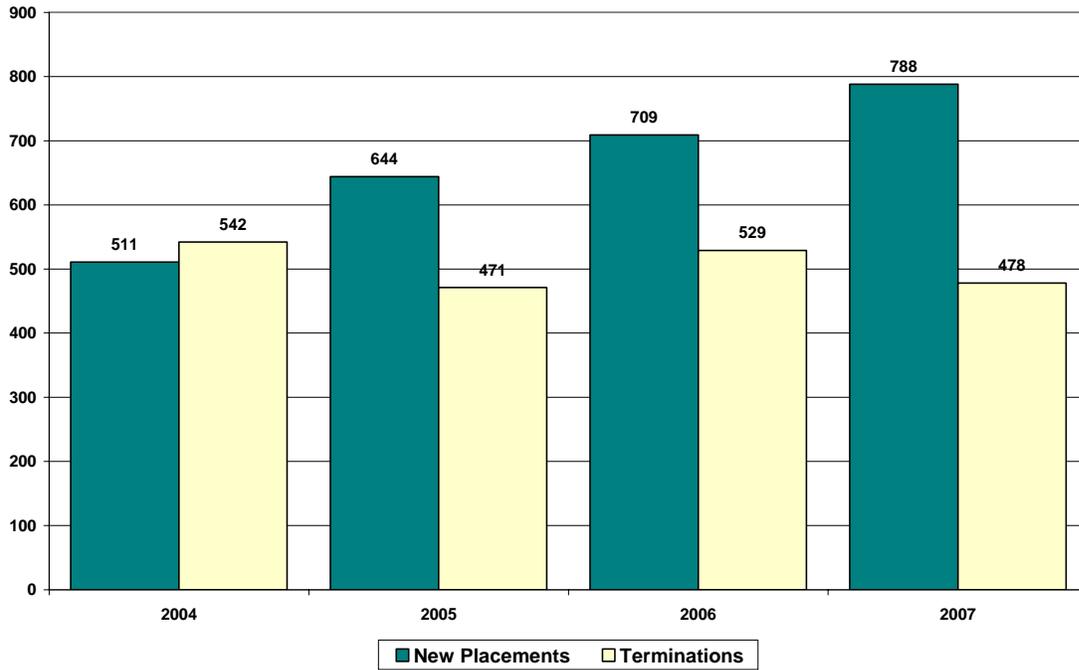


Figure 29 again suggests that males placed on probation far outnumber females. While female placement rose slightly, male placement rose steadily from 2004 to 2007.

Figure 29: Probation Placements by Sex: 2004 - 2007

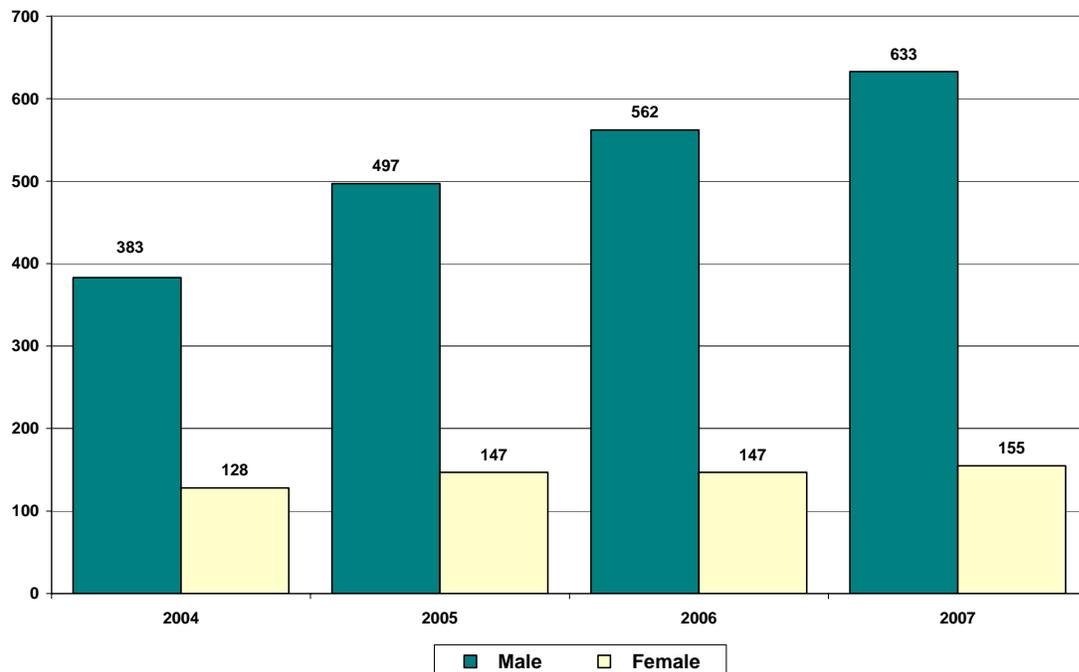
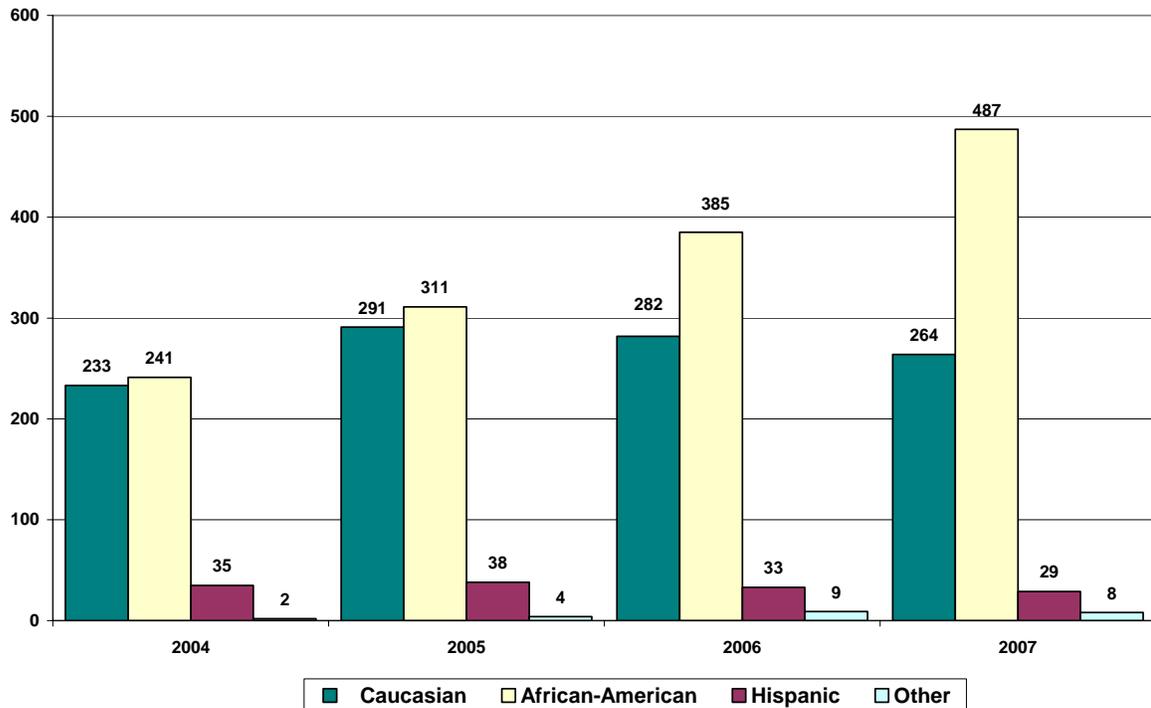


Figure 30 depicts cases resulting in probation by race. This Figure suggests several things. First, the number of Hispanics (and to a lesser degree Caucasians) placed on probation from 2004 to 2007 remained fairly steady. To the contrary, placement of African-Americans increased steadily from 2004 to 2007. Furthermore, the disproportionality of Caucasian versus African-American placement was much greater in 2006 and 2007 relative to 2004 and 2005. While this indicates that more African-American youth are being placed in the system, it may also suggest that more community-based options are being opened to this population.

Figure 30: Probation Placements by Race: 2004 - 2007

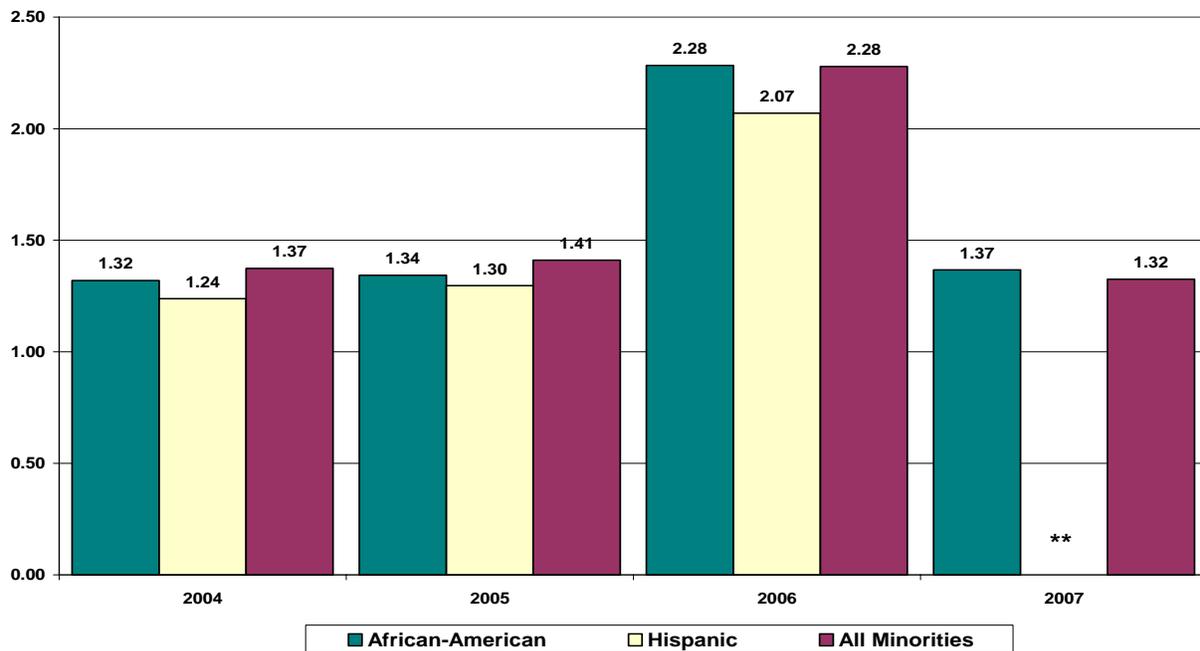


8. Cases Resulting in Confinement in Secure Juvenile Correctional Facilities

Cases Resulting in Secure Confinement is defined as all youth committed to ODYS on new offenses or revocations and all youth placed at the Youth Treatment Center (YTC). The RRI calculation for this decision point is the number of juveniles placed in secure correctional facilities per 100 youth found delinquent.

Figure 31 below illustrates the RRI for the Cases Resulting in Secure Confinement decision point by race from 2004 through 2007. Confinements include Lucas County commitments to Ohio Department of Youth Services (ODYS) facilities and placements to the Lucas County Youth Treatment Center (YTC). The data suggests that minorities are overrepresented in terms of secure confinement. A substantial jump is noted in 2006 with regard to the disproportionality, but this jump was followed by a significant decrease in 2007, where the RRI for all minorities was at its lowest.

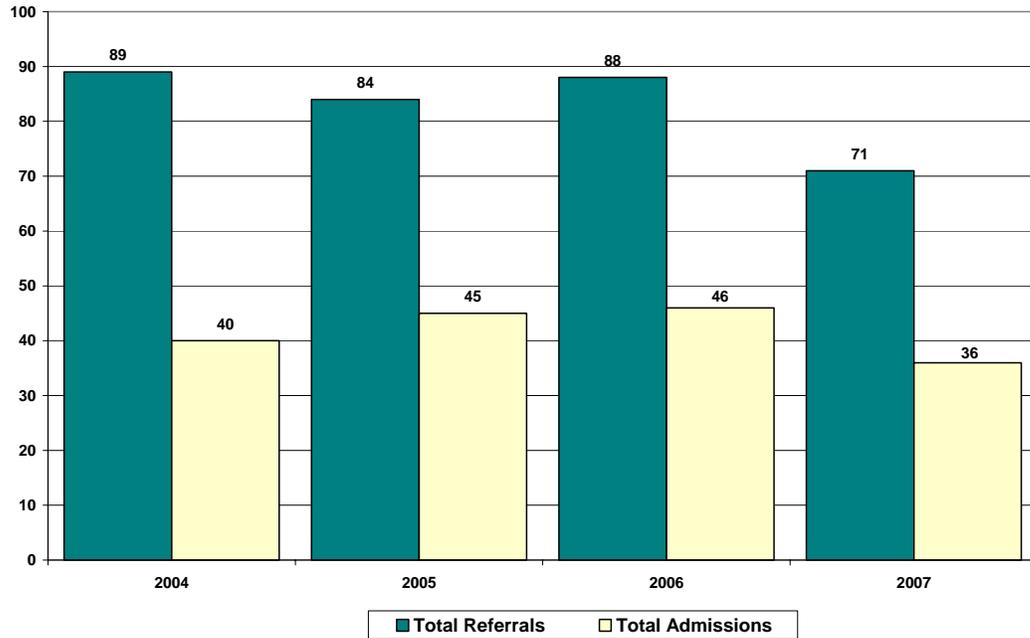
Figure 31: Cases Resulting in Secure Confinement: RRI Comparison 2004 - 2007



**insufficient number of cases for analysis

The Youth Treatment Center (YTC) is a community corrections facility that provides a diversion option to committing youth to ODYS. YTC referrals must meet criteria established by YTC for admission and must complete all phases of the three phase program to be successfully terminated. If a youth does not successfully complete the program, he/she is committed to ODYS. The current capacity of YTC is 44 beds. Youth Treatment Center (YTC) referrals and admissions are examined in Figure 32. These data suggest that referrals for YTC remained fairly stable from 2004 to 2006, and then dropped in 2007. Admissions to YTC were also at its lowest in 2007. It is important to note that YTC experienced structural damage in 2007 which reduced the capacity of the facility.

Figure 32: YTC Referrals and Admissions: 2004 - 2007



Youth Treatment Center (YTC) releases are examined in Figure 33. These data find that the number of successful discharges rose considerably from 2004 to 2007. However, the percentage of successful versus unsuccessful discharges was the same both years (75%). In 2005 and 2006, the rate of successful release was similar, at around 70%.

Figure 33: YTC Releases: 2004 - 2007

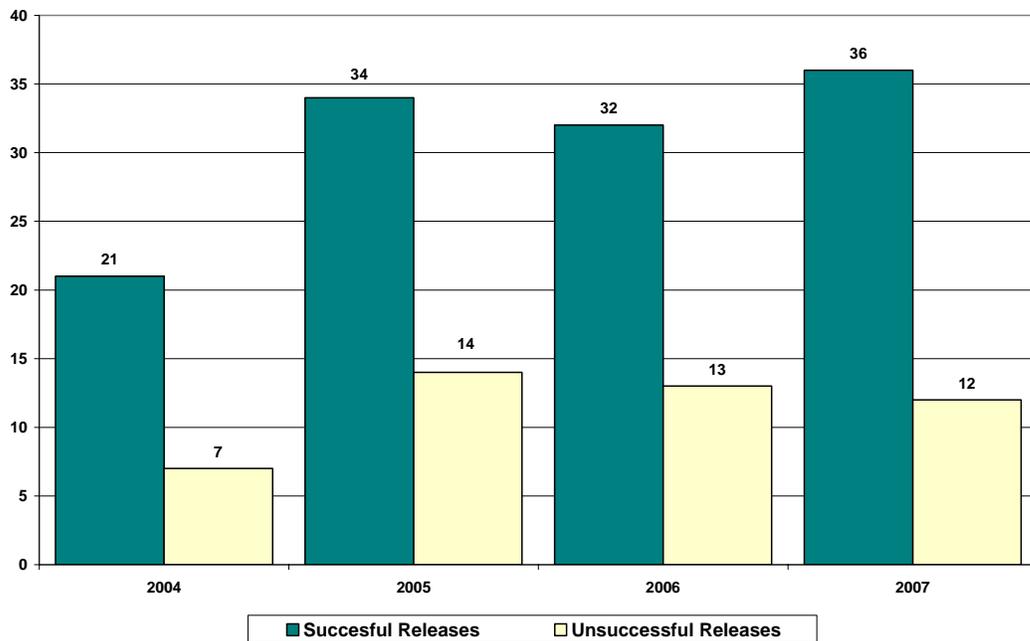
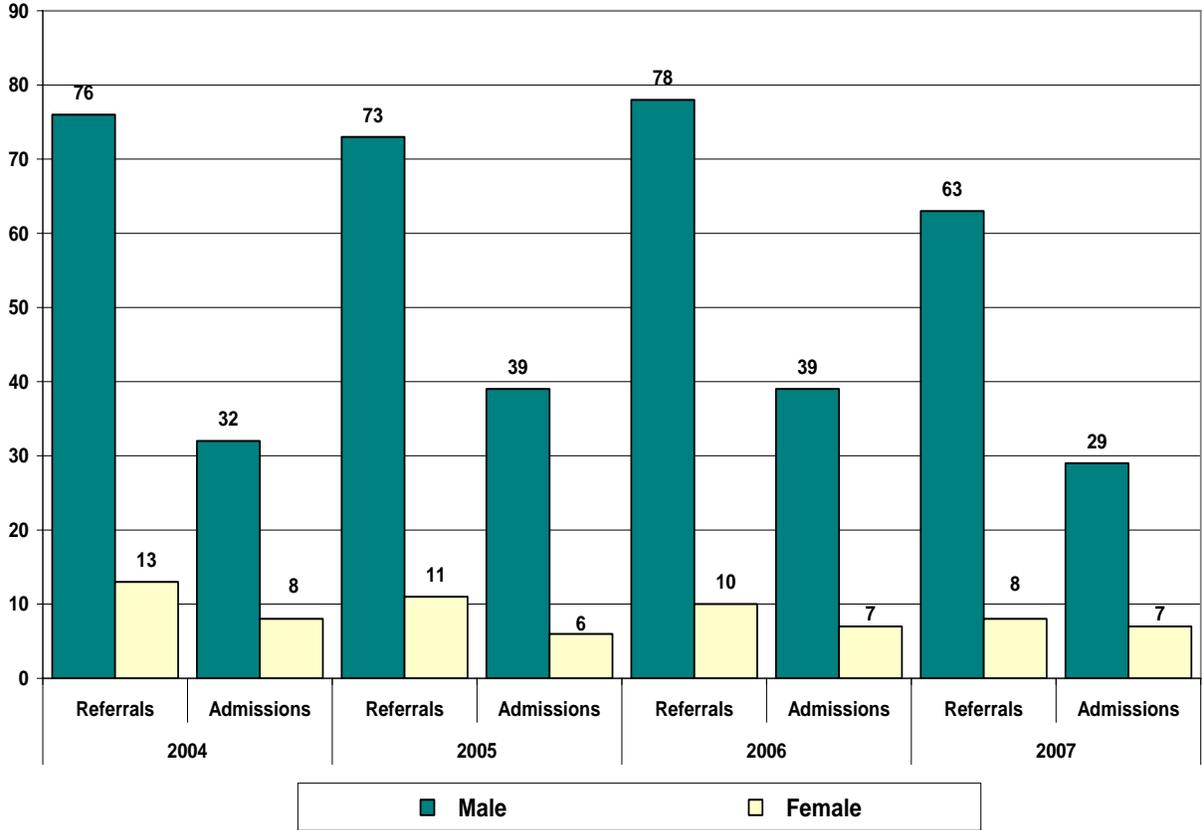


Figure 34 examines referrals and admissions to YTC by gender. Admission to YTC for females has remained fairly stable, with an average of 7 girls admitted per year within this time frame. Referrals for girls, however, have steadily decreased from 13 in 2004 to 8 in 2007. For boys, there was a drop in both referrals and admissions to YTC in 2007. It is important to note that in 2007 there was structural damage which reduced the capacity of the facility.

Figure 34: YTC Referrals and Admissions by Sex: 2004 - 2007



Releases from YTC by sex are examined in Figure 35. The rate of successful discharge was highest in 2006 (86%), and lowest in 2005 and 2007 (57%). The rate of successful discharge for boys increased slightly in 2007, from an average of about 70% in years 2004 through 2006 to 75% in 2007.

Figure 35: YTC Releases by Sex: 2004 - 2007

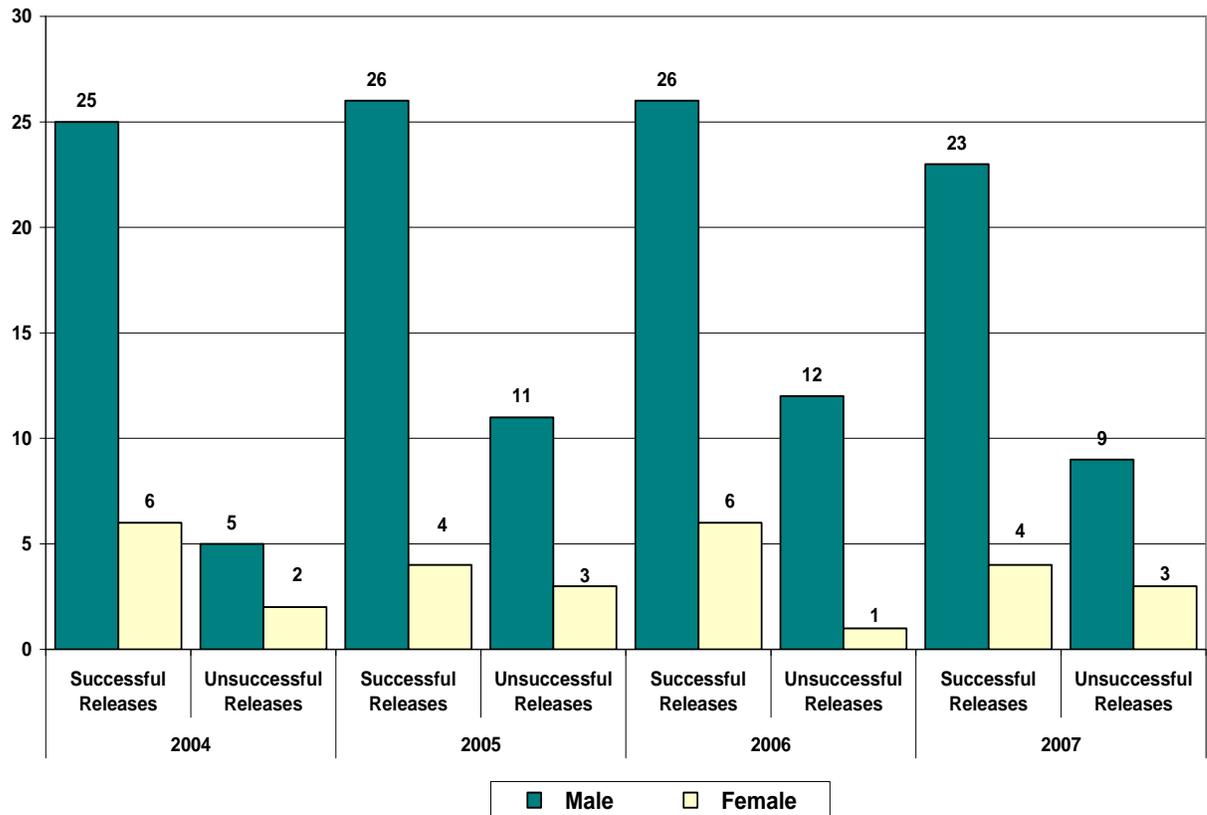
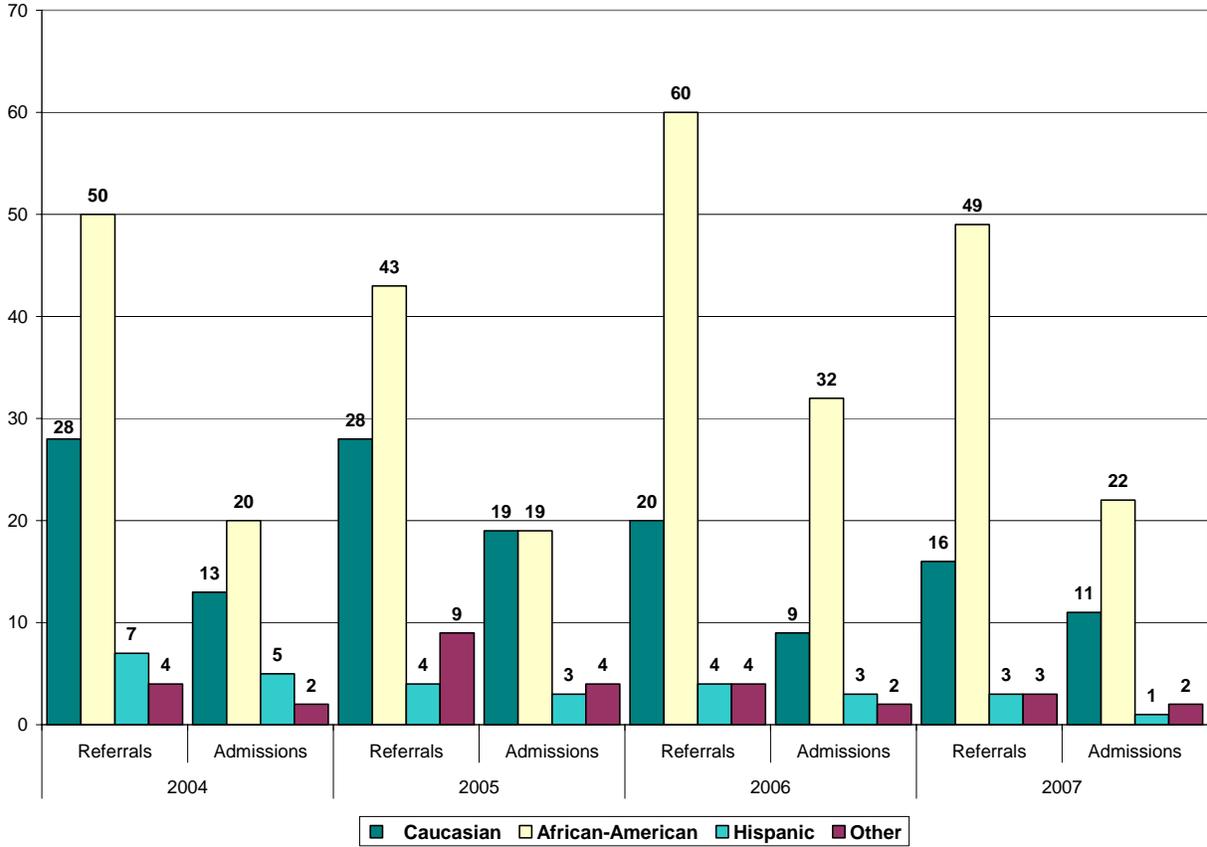


Figure 36 examines referrals and admissions to YTC by race. Admission to YTC for African-Americans was fairly stable from 2004 to 2007, with the exception of a jump in 2006. Accordingly, the rate of referrals also showed similar trends over the years with the exception of a jump in 2006 (indicating more African-American youth were both referred and admitted in 2006). To the contrary, the number of Caucasian youth referred to YTC decreased in 2006 and 2007, with a similar decrease in the number of Caucasian youth admitted to the program. Referrals and admissions for Hispanic youth remained low, but decreased slightly over the years.

Figure 36: YTC Referrals and Admissions by Race: 2004 - 2007



Releases from YTC by race are examined in Figure 37. The rate of successful discharge was highest for Caucasians (92%) and African-Americans (79%) in 2004. In 2007, African-Americans were successfully discharged at a rate of 69%, while Caucasians were discharged successfully at a 50% rate. African-Americans were successfully discharged at the lowest rate in 2006 (54%), while Caucasians were discharged successfully at its highest rate (100%) that same year.

Figure 37: YTC Releases by Race: 2004 - 2007

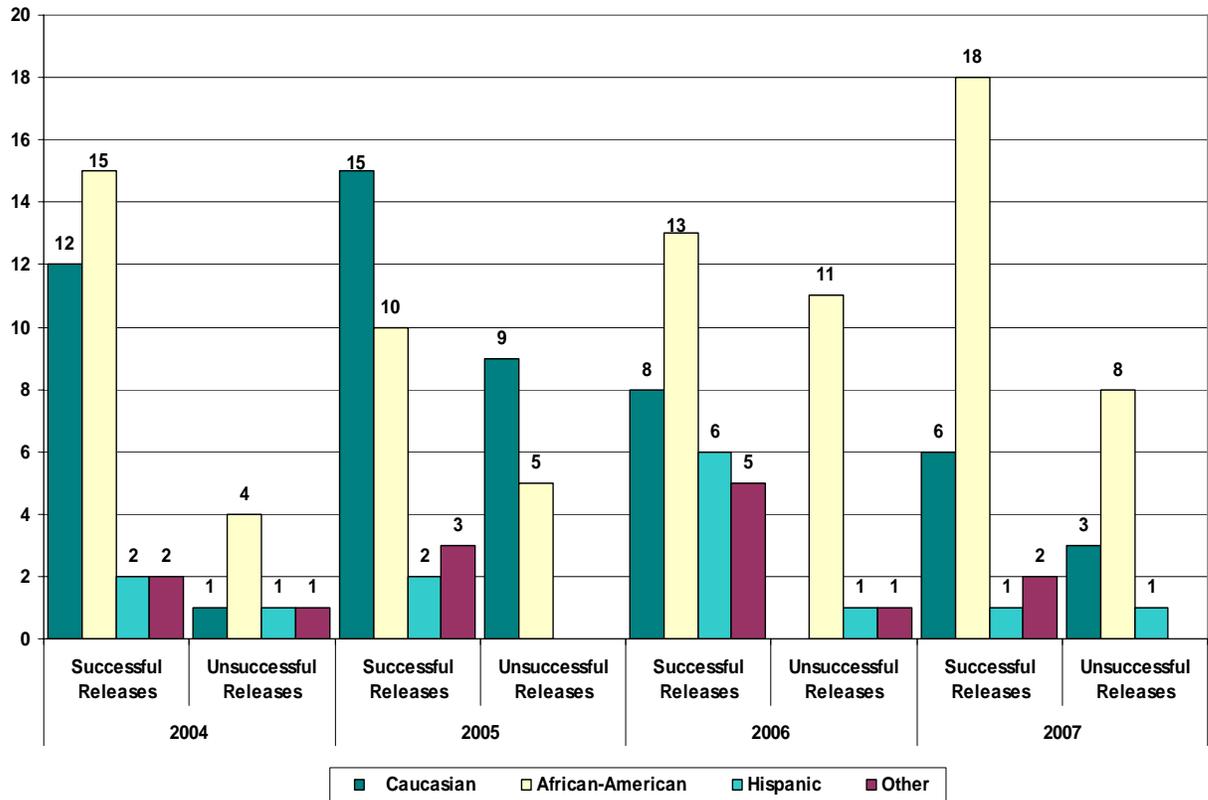
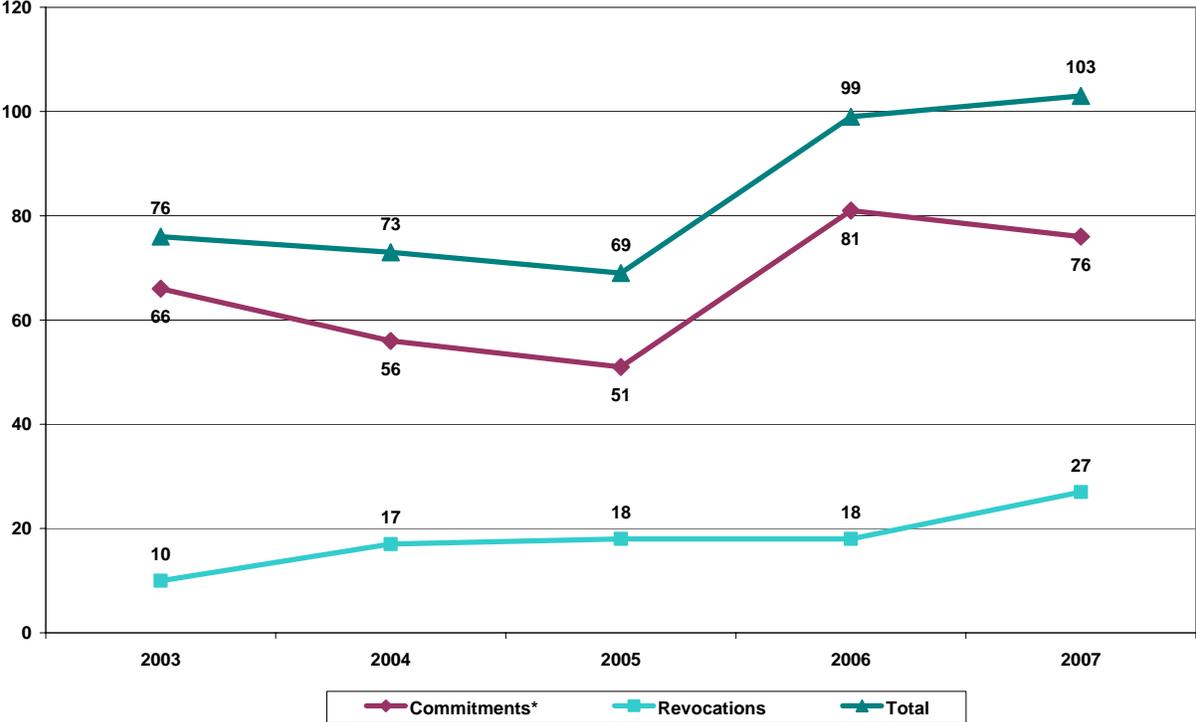


Figure 38 demonstrates that the number of youth committed to the Ohio Department of Youth Services (ODYS) has risen significantly the last two years from 69 in 2005 to 103 in 2007. Since 2003, commitments have increased 36% and revocations have increased 70%.

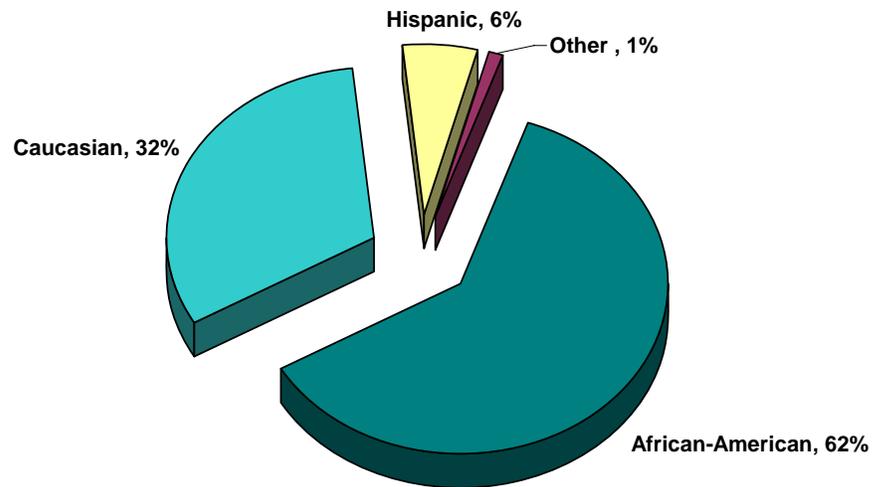
Figure 38: Commitments: 2003 - 2007



*includes recommitments

Demographic and legal data related to youth committed⁷ by Lucas County to the Ohio Department of Youth Services (ODYS) from 1996 through 2006 was reviewed.⁸ Figure 37 summarizes these commitments. During this timeframe, African-American youth represent 62% of all Lucas County commitments to the ODYS.

Figure 39: Youth Committed to ODYS by Race



⁷ Unless otherwise indicated, commitments include all youth transferred to the Ohio Department of Youth Services (ODYS) – new commitments, prior commitments (not currently on parole), recommitments (currently on parole), and revocations (technical violations).

⁸ 2007 data is incomplete, but when available will be noted.

Data from Figure 40 clearly shows a higher percentage of African-Americans being committed, with a significant increase beginning in 2002 and the highest rate of African-American commitments in 2006. However, the rate of commitments of Caucasian youth by Lucas County appears to be steadily decreasing, with the lowest rate of commitment occurring in 2006. Likewise, Hispanic commitments have remained low with little variation in the percent of youth committed over the years. Preliminary 2007 data indicate that African-American youth accounted for 73% of all commitments to ODYS and Hispanics accounted for 3%, showing a slight drop in minority commitments by Lucas County.

Figure 40: Percentage of Youth Committed to ODYS by Year and Race: 1996 - 2006

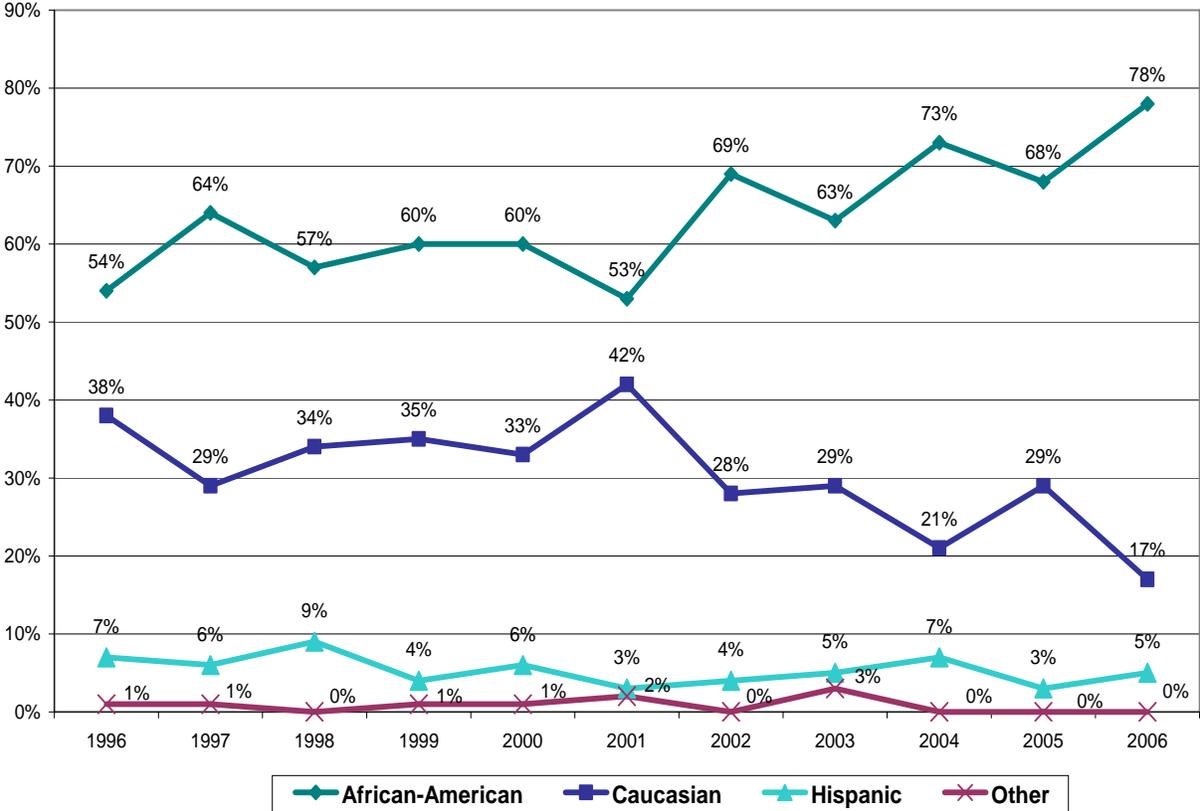


Figure 41 shows the breakdown of the number of Lucas County youth committed to ODYS by race. Although there has been a significant decrease (51%) in the total number of commitments over the past 10 years, the decrease in Caucasian youth (78%) has been significantly greater than that of African-American youth (30%). Similarly, while few in numbers; Hispanic youth experienced a 79% decrease in commitments from 1996 to 2006. This graph also represents a significant increase in African-American commitments to ODYS from 2005 to 2006.

Preliminary data for 2007 reports that a total of 103 youth were committed to ODYS; 75 of these youth were African-American, 25 Caucasian, and 3 Hispanic. The 2007 data suggests that the most notable change is in Caucasian youth commitments. The 2007 data is not included in the following figure.

Figure 41: Number of Youth Committed to ODYS by Race: 1996 - 2006

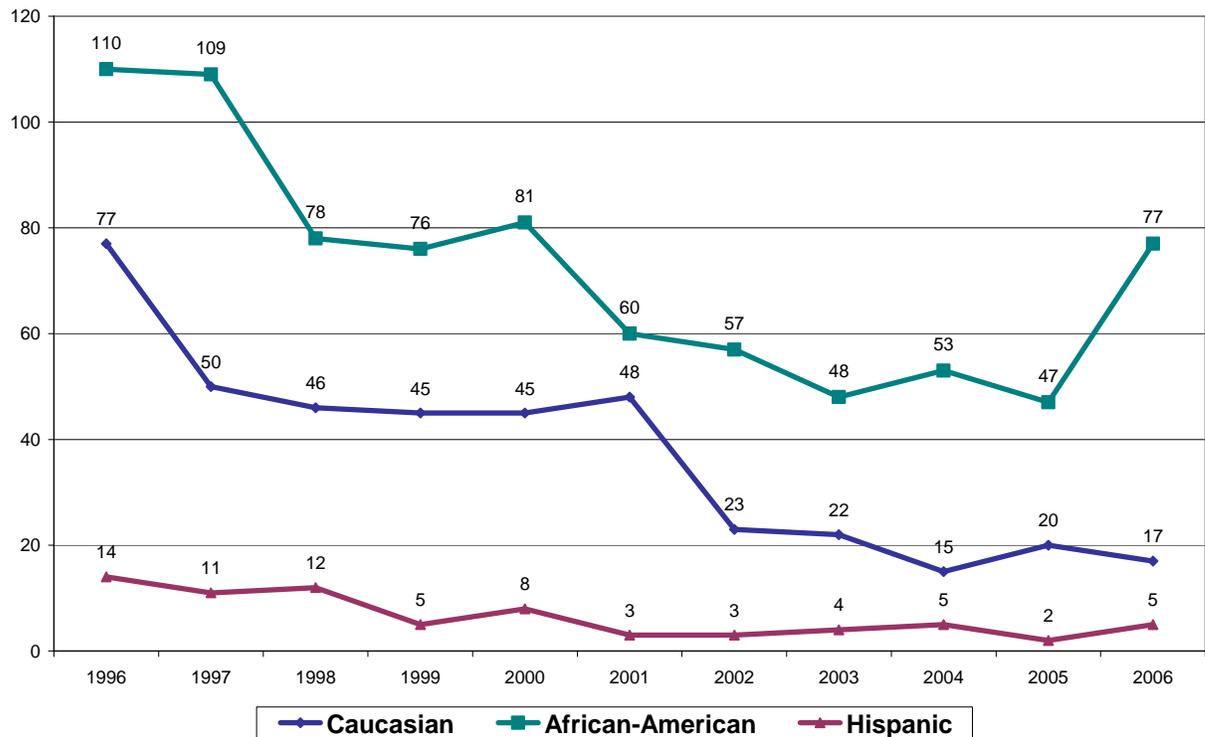


Figure 42 shows that the number of Caucasian and African-American youth committed for the first time to ODYS during 1996 was virtually the same (59 and 60 respectively). The number of Caucasian youth first committed over the years has gradually decreased to 11, a reduction of 81%. The number of African-American youth committed showed significant decreases from 2001 through 2005, but a dramatic increase in 2006. Hispanic numbers have remained low and stable. In general, aside from the year 2006, while African-American youth are still experiencing higher numbers of first-time commitments, the disparity with Caucasian youth is not as great as what is seen with overall commitments.

Figure 42: Number of New First Commitments by Race: 1996 - 2006

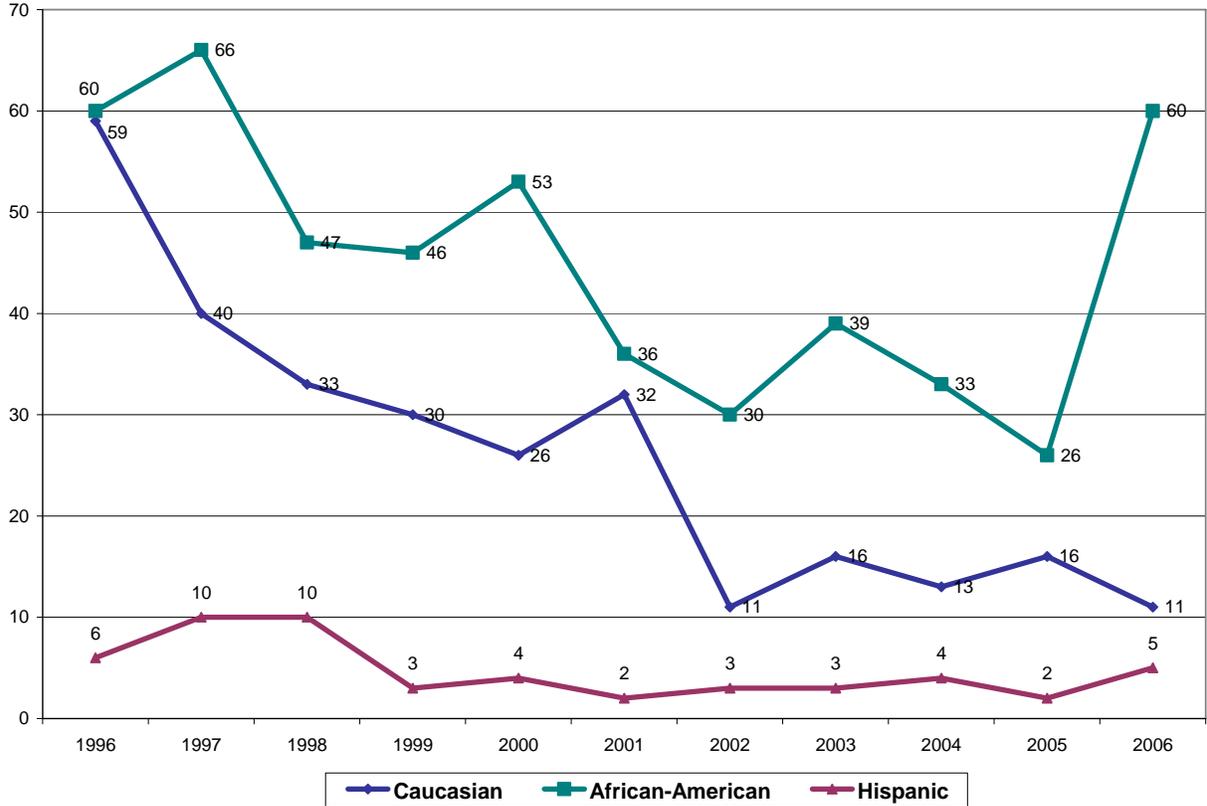
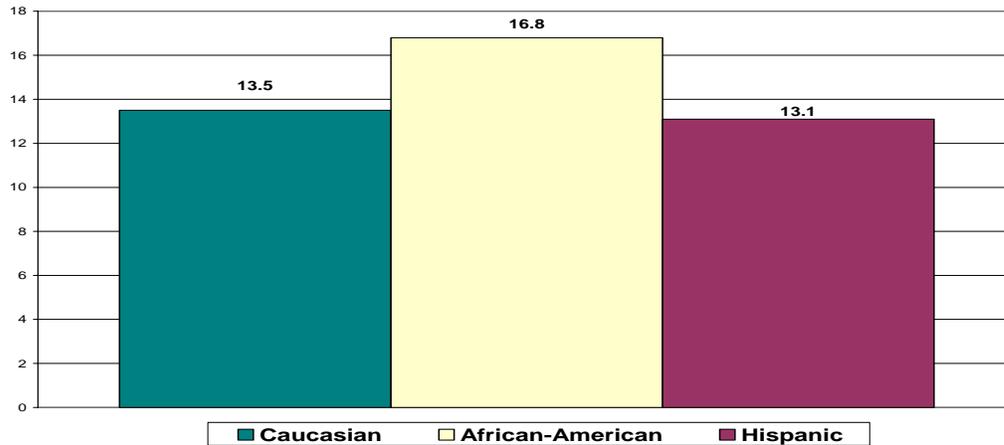


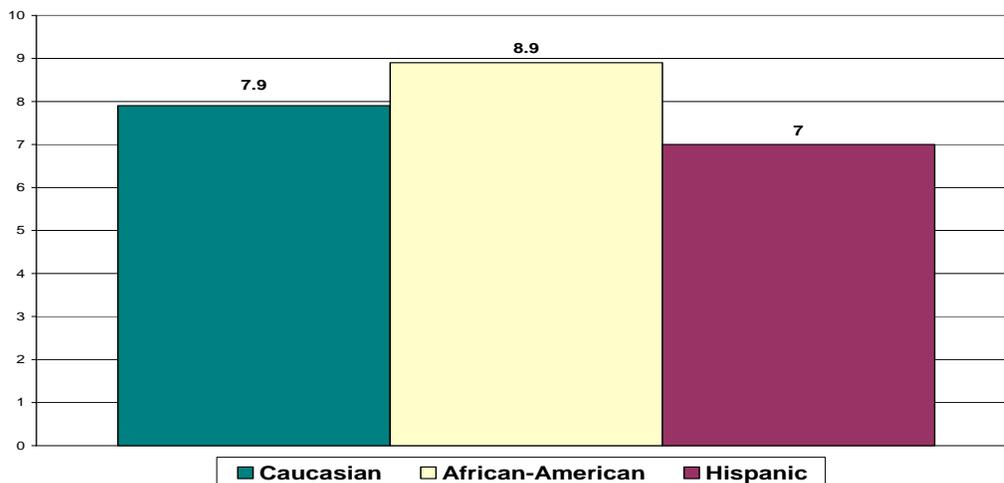
Figure 43 demonstrates that African-American youth have on average three more offenses in their criminal history at the time of their commitment to ODYS than do Caucasian youth. Hispanic youth had an offense history similar to that of Caucasian youth. A more extensive criminal history may be a contributing factor to the disparity in the rate of commitments between African-American and other youth.

Figure 43: Average Number of Prior Offenses of Committed Youth by Race



Similarly, Figure 44 suggests that Lucas County African-American youth have on average one more delinquency adjudication in their history at the time of commitment to ODYS than do Caucasian youth. Hispanic youth, however have an average of one less adjudication than Caucasian youth and two fewer than African-American youth. This, again, may contribute to the racial disparity in commitment rates for Lucas County youth.

Figure 44: Average Number of Prior Adjudications of Committed Youth by Race



Felony adjudications represent engagement in more serious criminal behavior. Figure 45 suggests that African-American and Caucasian youth have the same number of prior adjudicated felony offenses, while Hispanic youth have slightly lower numbers of prior felony adjudications. As such, the severity of prior crimes does not account for the racial disparity in ODYS commitments by Lucas County.

Figure 45: Average Number of Prior Felony Adjudications of Committed Youth by Race

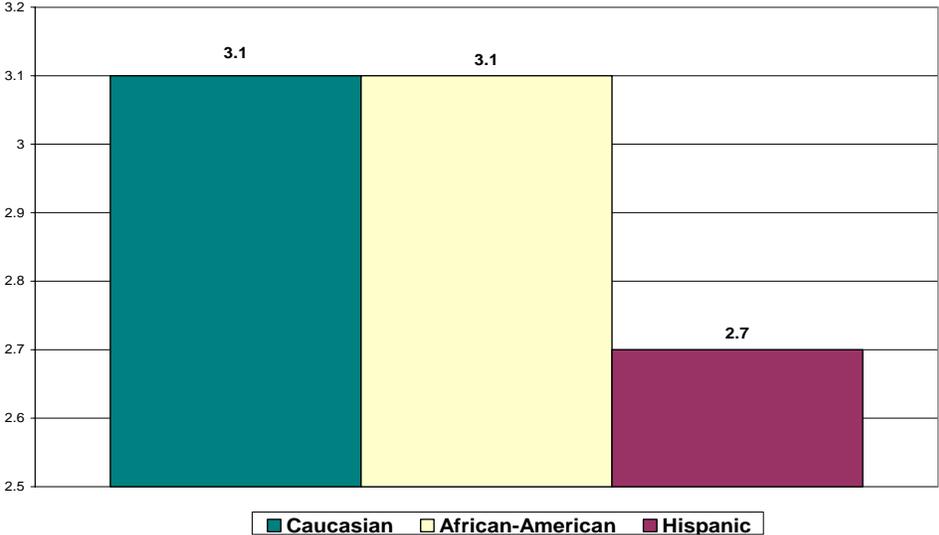


Figure 46 demonstrates that there is little difference between the three racial groups by way of average number of prior felony dismissals at the time of commitment. Thus, history of dismissed felony cases should not account for racial disparity in commitments.

Figure 46: Average Number of Prior Felony Dismissals of Committed Youth by Race

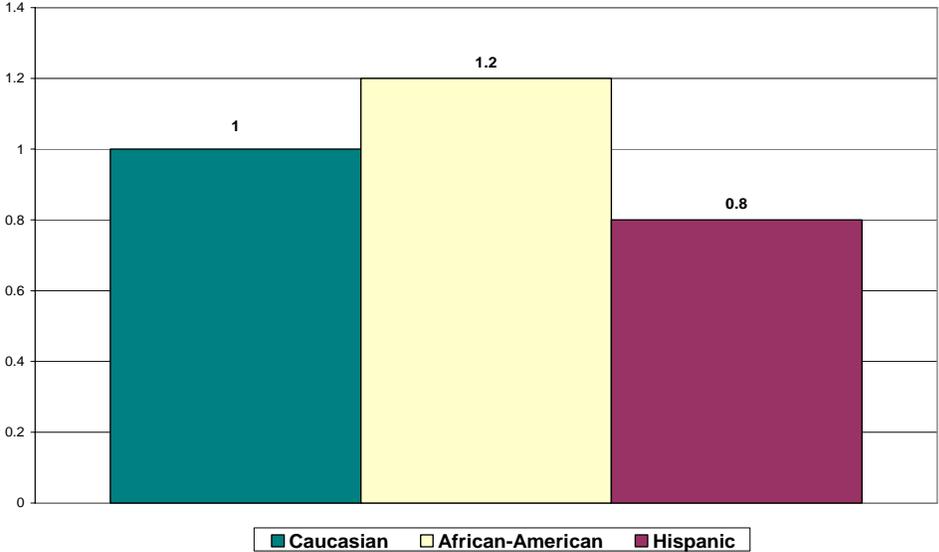


Figure 47 represents the felony level of the most serious offense(s) for which the youth was committed to ODYS. Due to plea bargaining or improper initial charging, this may not represent the initial filing level. This figure suggests that all youth, despite race, are most likely to be committed on a Felony 4 offense. Caucasian youth are more likely to be committed on a Felony 1 offense (19%), relative to African-American (15%) and Hispanic youth (10%). Hispanic youth are more likely to be committed on a Felony 2 offense (25%) than African-American and Caucasian youth (16% and 15% respectively). Finally, African-American youth are more likely than the others to be committed on a Felony 3 offense (20%). These data suggest that severity of the committing crime as measured by felony level does not clearly account for the higher percentage of commitments of African-American youth. In fact, among all the youth, about half are committed on a Felony 4 or 5 offense, regardless of their race.

Figure 47: Felony Level of Committing Offense by Race

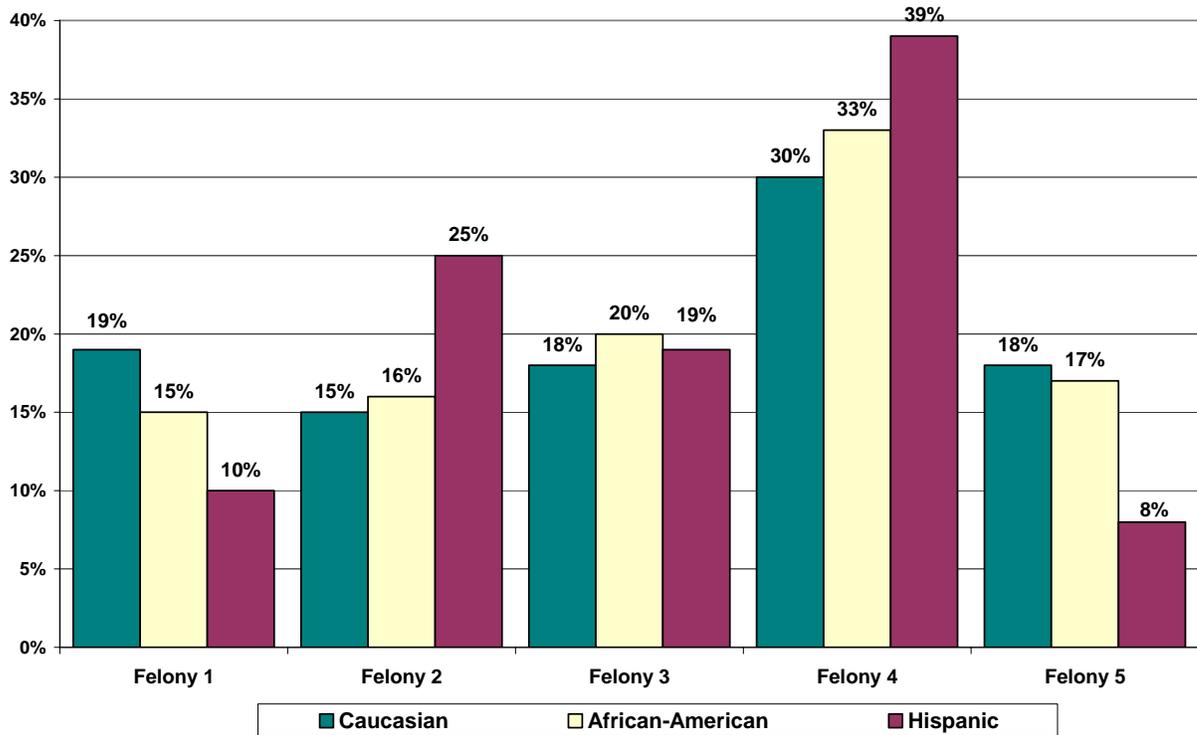


Figure 48 explores the impact of offense type on commitments to ODYS by race. Clearly, over half of all youth are committed on a theft/robbery offense, despite race. Caucasian youth are slightly more likely to be committed for an injury or sex offense. African-American youth have a slightly higher commitment rate for drug and public nuisance offenses. Hispanic youth are slightly more likely to engage in weapon and theft/robbery offenses. In all, there does not appear to be significant variation in the types of offenses committed by race.

Figure 48: Offense Type of Committing Offense by Race

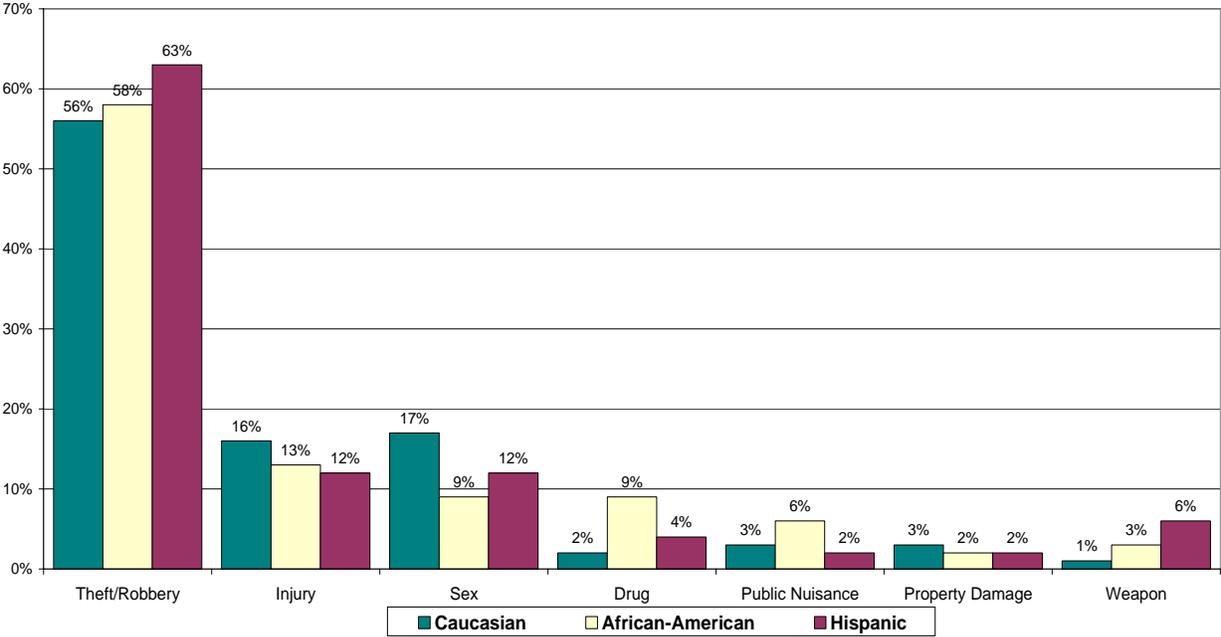


Figure 49 examines the percentage of chronic offender commitments by race. Chronic offenders are defined as having four or more adjudicated appearances in court for a delinquency or status offense (technical violations and motions excluded). At the time of commitment, 3/4 of African-American youth were deemed chronic offenders, while less than 2/3 of Caucasian or Hispanic youth held this designation. Chronic offender status may be a contributing factor to the higher percentage of African-American commitments.

Figure 49: Percentage of Chronic Offenders Committed to ODYS by Race

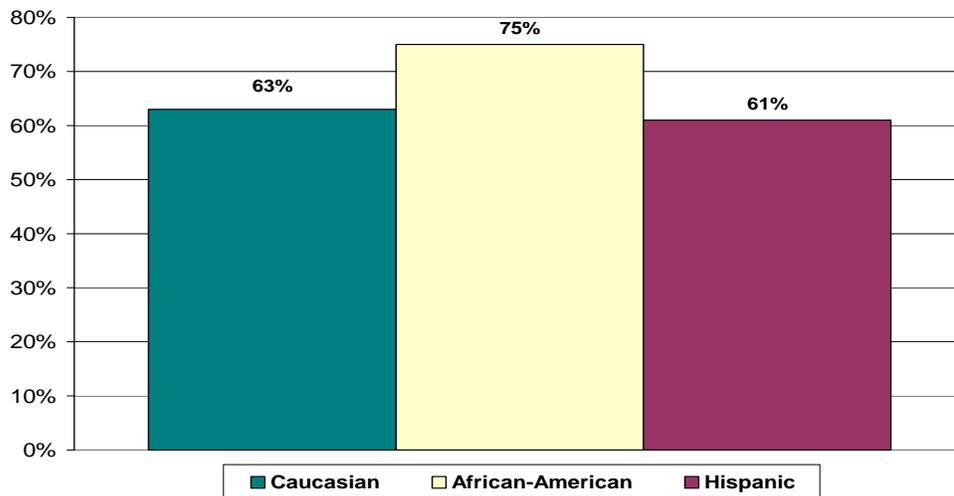


Figure 50 examines the race of violent offenders committed to ODYS. Violent offenders are defined as having been adjudicated for a homicide offense, aggravated robbery, robbery, felonious or aggravated assault, rape or felonious sexual penetration. These data suggest that approximately 1/4 of all youth had been adjudicated for a violent offense, with slightly higher rates among Hispanic youth.

Figure 50: Percentage of Violent Offenders Committed to ODYS by Race

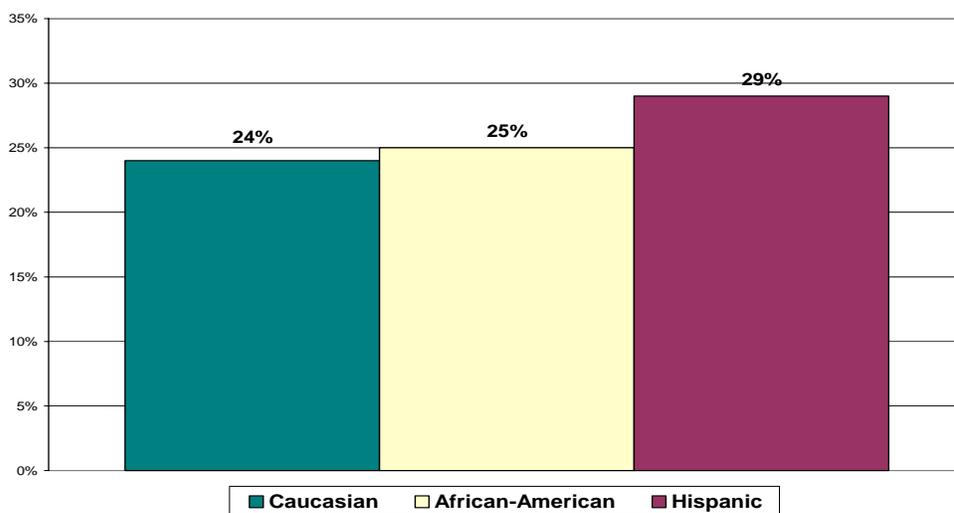
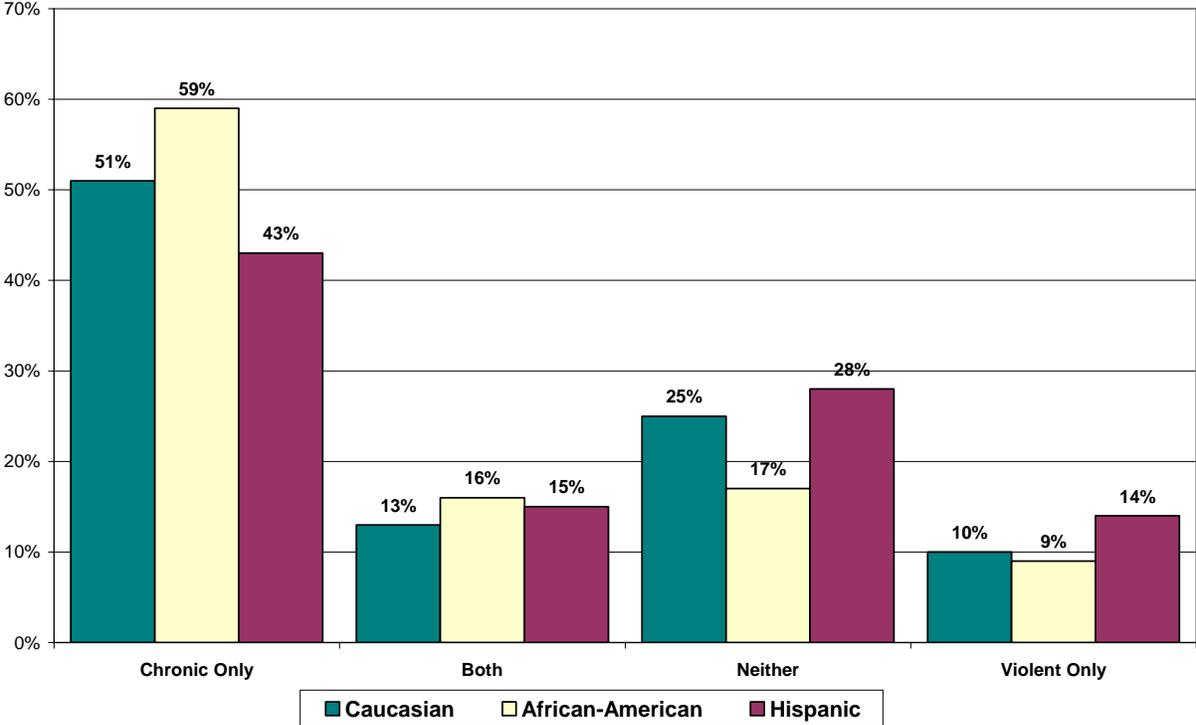


Figure 51 demonstrates that African-American youth have higher “chronic only” rates, while Hispanic youth are more likely to be violent only. Approximately ¼ of both Caucasian and Hispanic youth have neither a violent or chronic offender designation, which is slightly higher than that of the African-American youth (17%). Rates are similar among races for youth deemed both chronic and violent. These data suggest that an African-American youths’ higher likelihood of having a chronic offender designation and less likelihood of having neither a chronic or violent offender designation may attribute to some variation in the rates of commitment by race.

Figure 51: Percentage of Violent and/or Chronic Offenders Committed to ODYS by Race



Overall, Figure 52 suggests few substantial differences among the races in terms of level of offense at first contact. Caucasian youth have a slightly higher percentage of misdemeanor offending at first contact (60%) relative to African-American (56%) and Hispanic youth (54%). Likewise, Hispanic youth have a higher rate of entry into the juvenile justice system due to a status offense (28%) versus 20% for African-Americans and 16% for Caucasians. Hispanics also have a slightly lower rate of first contact due to a felony level offense.

Figure 52: Level of Offense at First Contact by Race

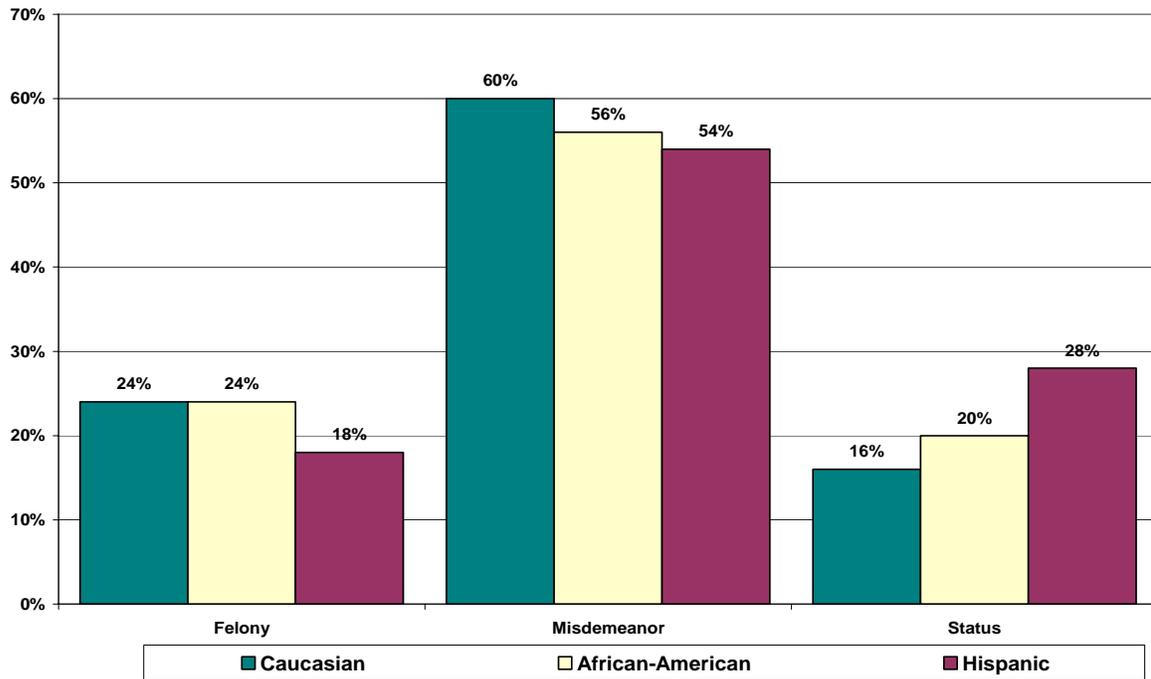


Figure 53 demonstrates that there are no significant differences between races in whether the initial case is processed officially or unofficially.

Figure 53: Handling of First Contact by Race

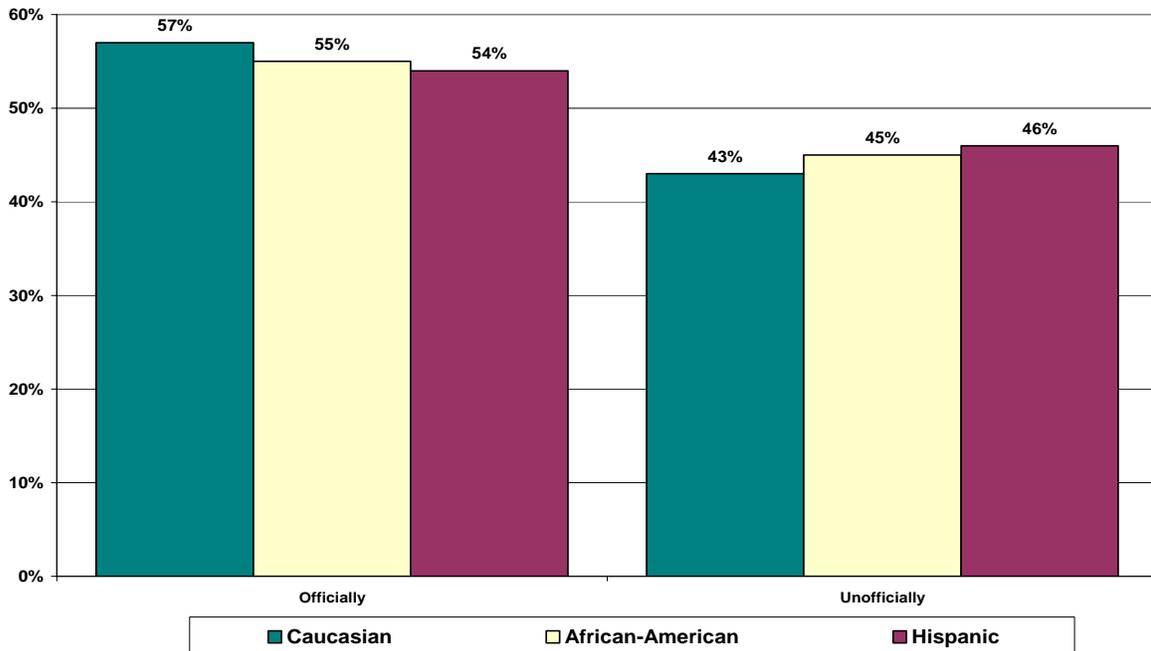


Figure 54 suggests that Caucasian youth are more likely to be adjudicated in their first contact with the system (46%) relative to African-American (39%) or Hispanic youth (35%). Similarly, Caucasian youth are less likely to have first offenses dismissed, and are slightly less likely to have first contacts handled unofficially. These data suggest harsher handling of first offenses for Caucasians relative to minority offenders.

Figure 54: Outcome of First Contact by Race

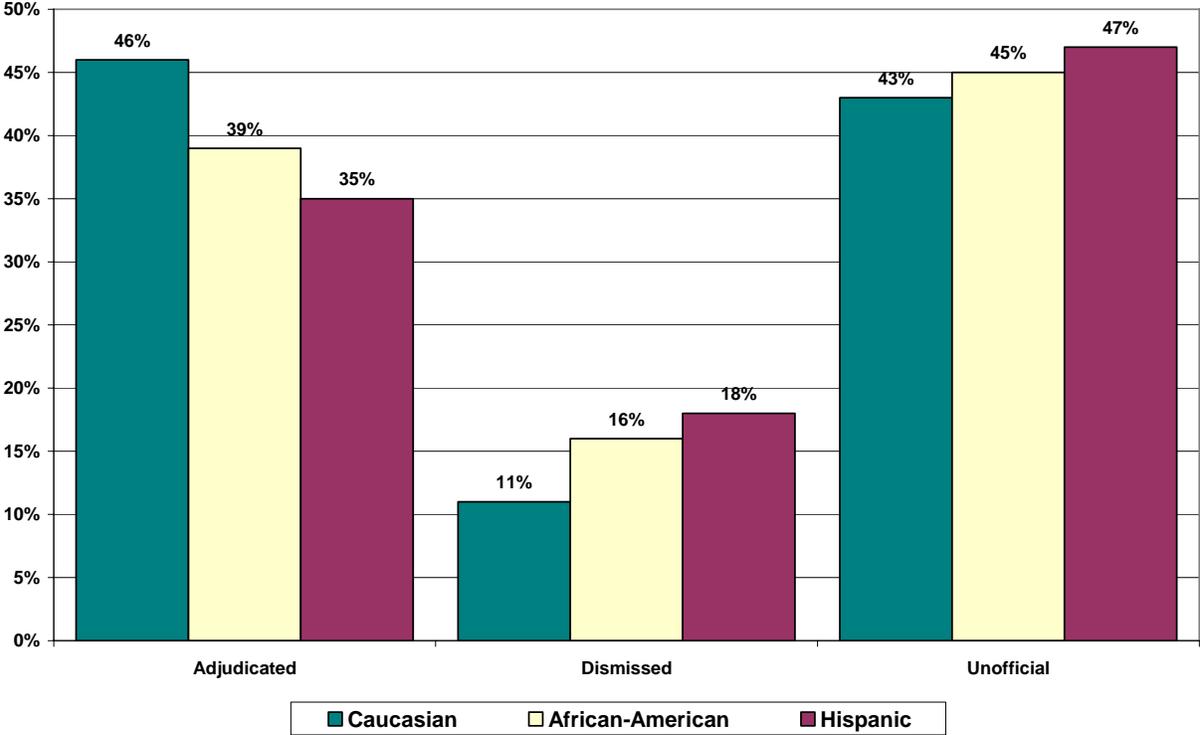


Figure 55 shows that nearly ¼ of Hispanic youth are referred to the court on an unruly charge as their first offense. However, safe school ordinance is the most common first referral offense followed by unruly for both African-American and Caucasian youth. Not surprisingly, most youth are entering the system on relatively minor offenses⁹.

Figure 55: Type of Offense at First Contact by Race

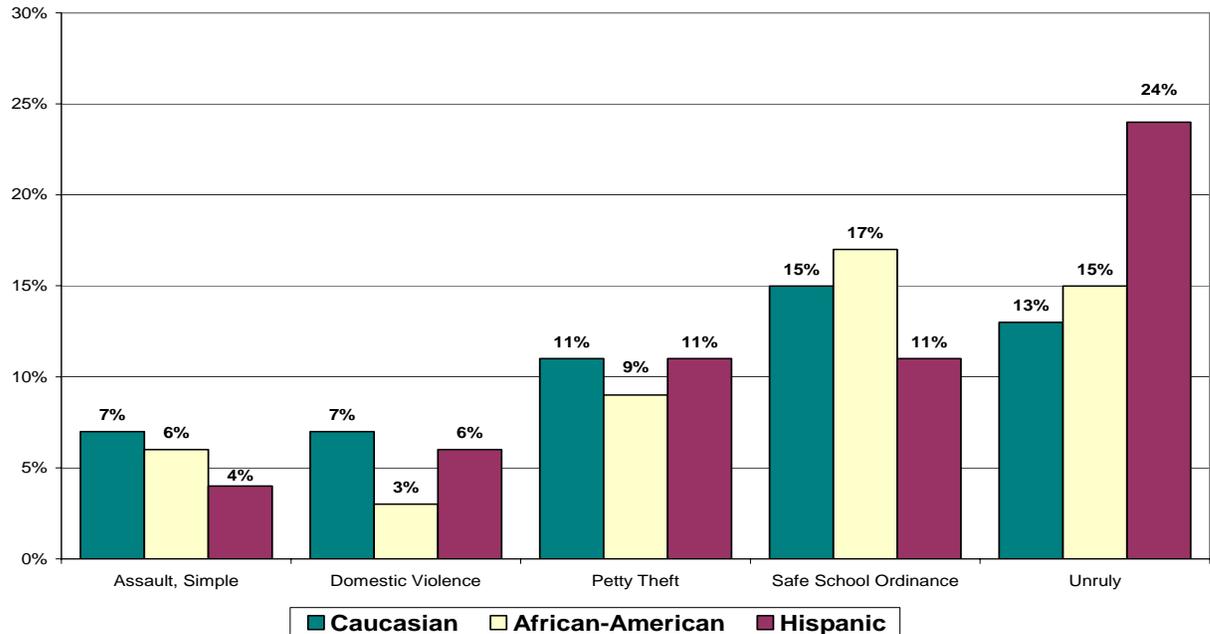
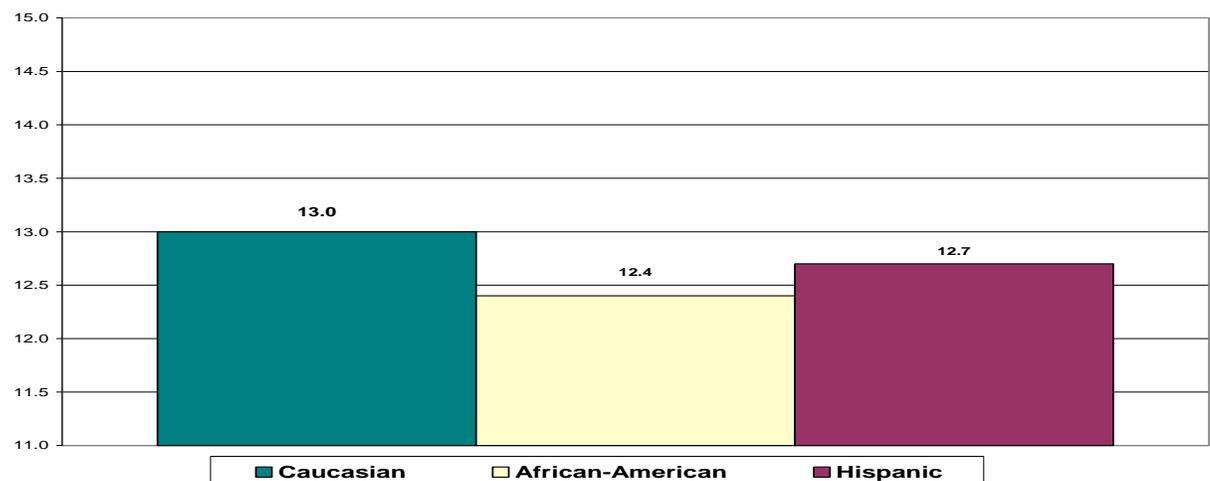


Figure 56 suggests that there is little variation in the age at which youth enter the system, with the average age of first contact ranging between 12.4 and 13 years of age.

Figure 56: Age at First Contact by Race



⁹ While unruly is a minor offense, a safe school ordinance can range in severity from disrespecting an authority figure to assault of a teacher. As such, one cannot assume that all safe school ordinances are minor offenses.

Court appearances are defined as the number of disposition contacts (adjudicated and dismissed) that the youth has in his or her record¹⁰. Figure 57 demonstrates that African-American youth on average have a higher number of court appearances (8.7) than either Caucasian (7.1) or Hispanic youth (6.8). This variation may also contribute to the disparity among races in commitments to ODYS.

Figure 57: Average Number of Court Appearances by Race

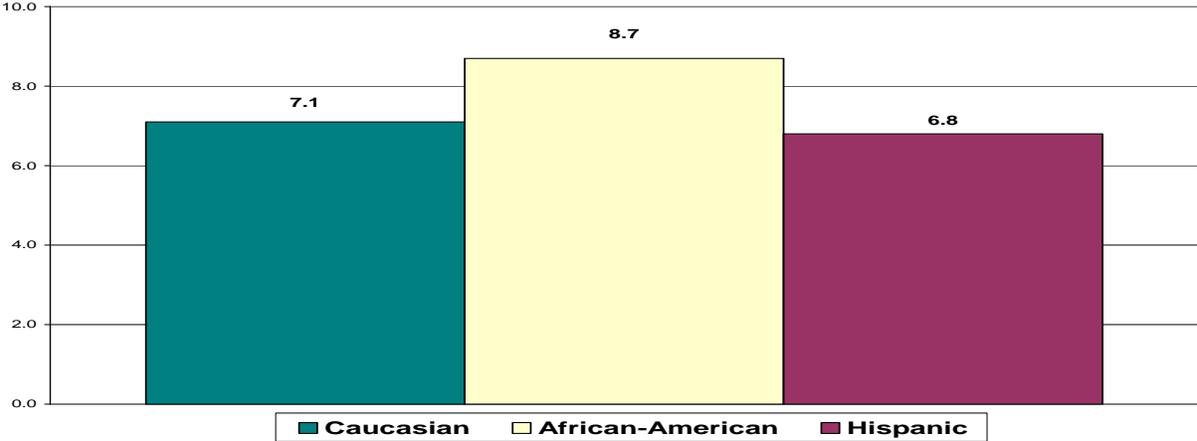
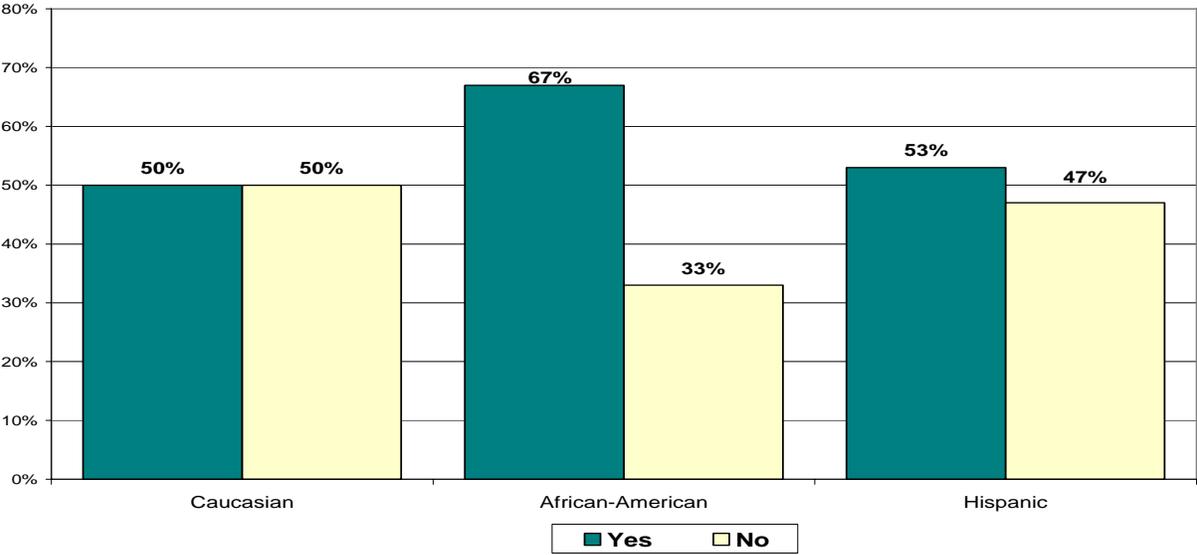


Figure 58 shows that while half of Caucasian and Hispanic youth have a history of a safe school ordinance referral at the time of commitment, 2/3 of African-American youth have at least one referral for a safe school ordinance offense. These data correspond with data from Figure 55 which suggest that the first offense for African-Americans is most likely to be for a safe school ordinance violation. As such, an appropriate target area for intervention for African-American youth may focus on decreasing the rate of safe school ordinance violations.

Figure 58: Percentage of Referrals for Safe School Ordinances by Race



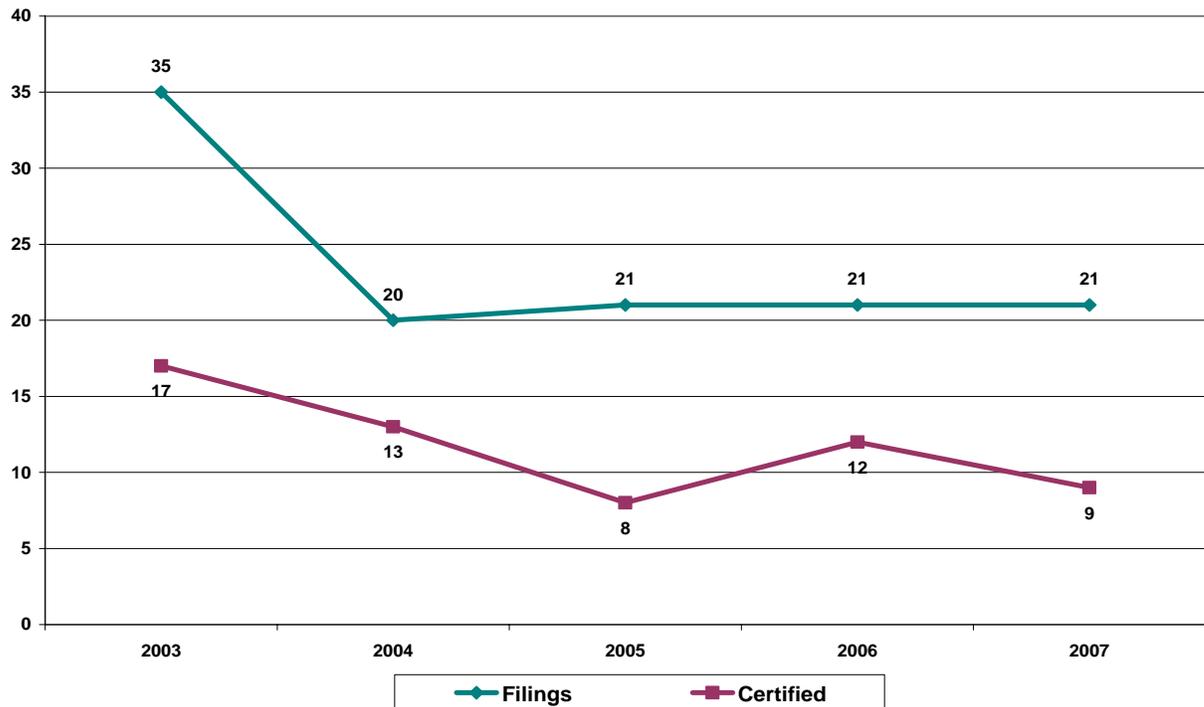
¹⁰ A dispositional contact may contain more than one case.

9. Cases Transferred to Adult Court

Cases transferred to adult court are all referrals certified for bindover to the General Trial Division in the reporting period. The RRI calculation for this decision point is the number of juveniles transferred to adult court per 100 petitions for certification. It should be noted that there were an insufficient number of cases for analysis to calculate this decision point.

The number of filings for certifications or bindovers to the General Trial Division has remained constant for the last four years, but has decreased by 40% since 2003. The number of youth bound over decreased by 25% from 2006 and 47% since 2003. It should be noted that these numbers are small and any fluctuation can lead to a significant percentage change.

Figure 59: Certifications: 2003 - 2007



Baseline RRI Assessment

Utilizing the RRI instrument, Lucas County initially developed the baseline RRI data for Disproportionate Minority Contact within the Lucas County Juvenile Justice System for 2005. Disproportionality between minority youth and Caucasian youth utilizing 2005 data at identified decision points is summarized below.

African-American

- 2005 baseline RRI data shows that African-American youth are more likely to be arrested (4.28 and more likely to have their cases petitioned (1.05). They were less likely (.85) to be diverted, and less likely to receive probation (.76) than Caucasian youth. African-American youth were also more likely than Caucasian youth to be involved in secure detention (1.34). The number of cases transferred to adult court was insufficient for analysis.

Hispanic

- 2005 baseline RRI data shows that Hispanic youth are less likely than Caucasian youth to be diverted (.95) and 1.30 times more likely to receive placement in secure detention. Hispanic youth were 1.07 times more likely to have their case petitioned and 1.17 times more likely to receive a delinquent finding than Caucasian youth. The number of arrests, referrals to juvenile court, cases resulting in secure confinement and cases transferred to adult court were insufficient for analysis.

All Minorities

- The combined 2005 baseline RRI data for all minority juveniles in Lucas County shows that minority youth were more likely to be arrested (3.52), and more likely to receive a commitment to secure detention (1.41). Minority youth were less likely to be diverted (.88) and less likely to be placed on probation (.79) than Caucasian youth. There were an insufficient number of cases transferred to adult court for analysis.

RRI Comparison 2004-2006

Utilizing the RRI instrument, Lucas County then compared the 2005 baseline RRI with 2004 and 2006 RRI data. The tables that follow highlight this comparison. From 2004 through 2006, petitions for African-American youth decreased while arrests and delinquent findings increased and confinement drastically increased. For Hispanic youth, from 2004 through 2006, arrests, cases involving secure detention, cases diverted and cases resulting in probation placement decreased while confinement drastically increased. Additionally, when looking at all minorities from 2004 through 2006, cases petitioned decreased while arrests, cases diverted, and cases resulted in delinquent findings, and cases resulting in confinement increased. The Lucas County workgroup will update the RRI Comparison chart to include 2007 RRI data and plans annual updates in the future. It should also be remembered that the workgroup decided to use court referrals as the most complete and accurate measure of juvenile arrests.

Table 2: Toledo/Lucas County RRI Comparison: 2004 - 2006

	African-American			Hispanic			All Minorities		
	2004	2005	2006	2004	2005	2006	2004	2005	2006
Juvenile Arrests (1)	3.84	4.28	4.49	1.41	1.21	1.20	3.24	3.52	3.67
Refer to Juvenile Court (2)	1.02	1.00	1.01	0.99	1.00	1.02	1.00	1.01	1.01
Cases Diverted	0.91	0.85	0.95	0.97	0.81	0.89	0.92	0.88	0.97
Cases Involving Secure Detention	1.38	1.33	1.34	1.40	1.37	1.12	1.38	1.31	1.31
Cases Petitioned	1.03	1.05	0.73	1.01	1.07	1.03	1.03	1.04	0.75
Cases Resulting in Delinquent Findings	0.95	0.97	1.47	1.09	1.17	1.07	0.96	0.98	1.41
Cases Resulting in Probation Placement	0.86	0.76	0.82	1.06	0.77	0.93	0.88	0.79	0.84
Cases Resulting in Confinement in Secure Juvenile Correctional Facilities (3)	1.32	1.34	2.28	1.24	1.30	2.07	1.37	1.41	2.28
Cases Transferred to Adult Court	**	**	**	**	**	**	**	**	**

(1) Lucas County Juvenile Court Reported Delinquent Referrals

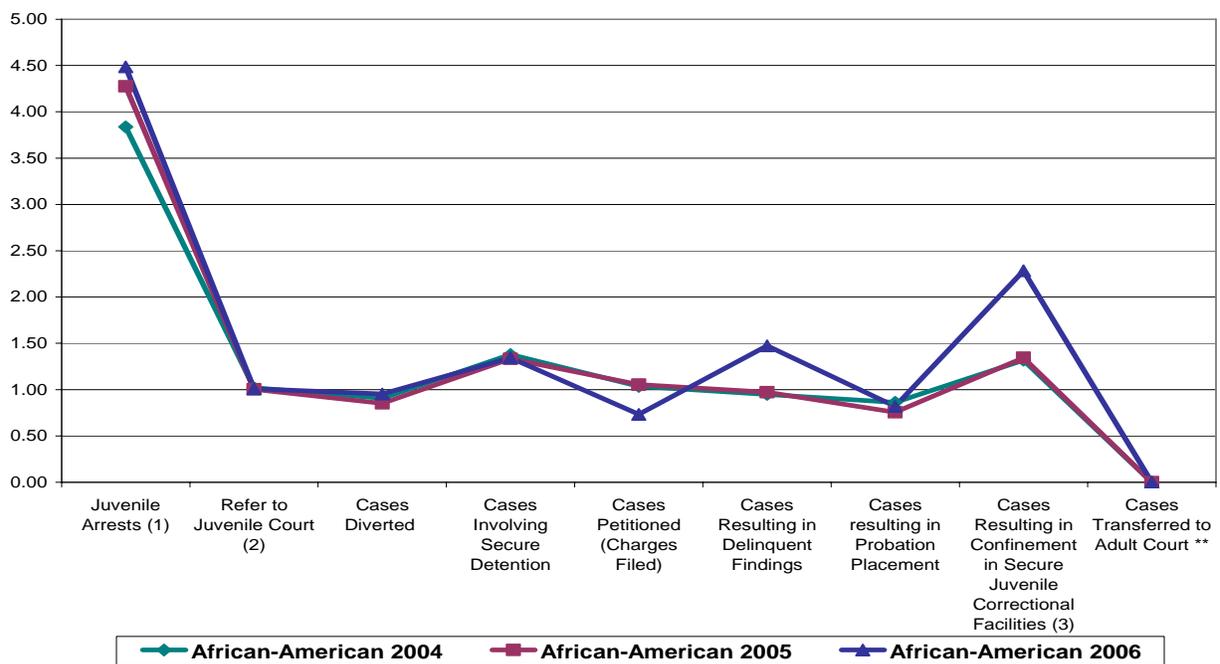
(2) Discrepancies may exist depending on when data sets were created.

(3) Includes commitments to ODYS and the Youth Treatment Center

** Insufficient number of cases for analysis

An RRI comparison of African-American youth in 2004 through 2006 is provided below. The disproportionality for African-American youth has increased from 2004 through 2006. In 2006, African-American youth were 4.5 times more likely to be arrested than Caucasian youth. Referrals reflect parity since the arrest rate is based on juvenile court filings. Cases diverted, cases involving secure detention, cases resulting in probation placements have remained relatively constant from 2004 through 2006. Cases petitioned (Charges Filed) decreased in 2006, and an African-American youth was .76 less likely to have a charge filed in juvenile court than a Caucasian youth. The disproportionality for cases resulting in delinquent findings and cases resulting in confinement also peaked in 2006 when an African-American youth was 1.47 times more likely to be found delinquent than a Caucasian youth and 2.28 times more likely to be confined than a Caucasian youth. Additionally, there were an insufficient number of cases to analyze the number of cases transferred to Adult Court.

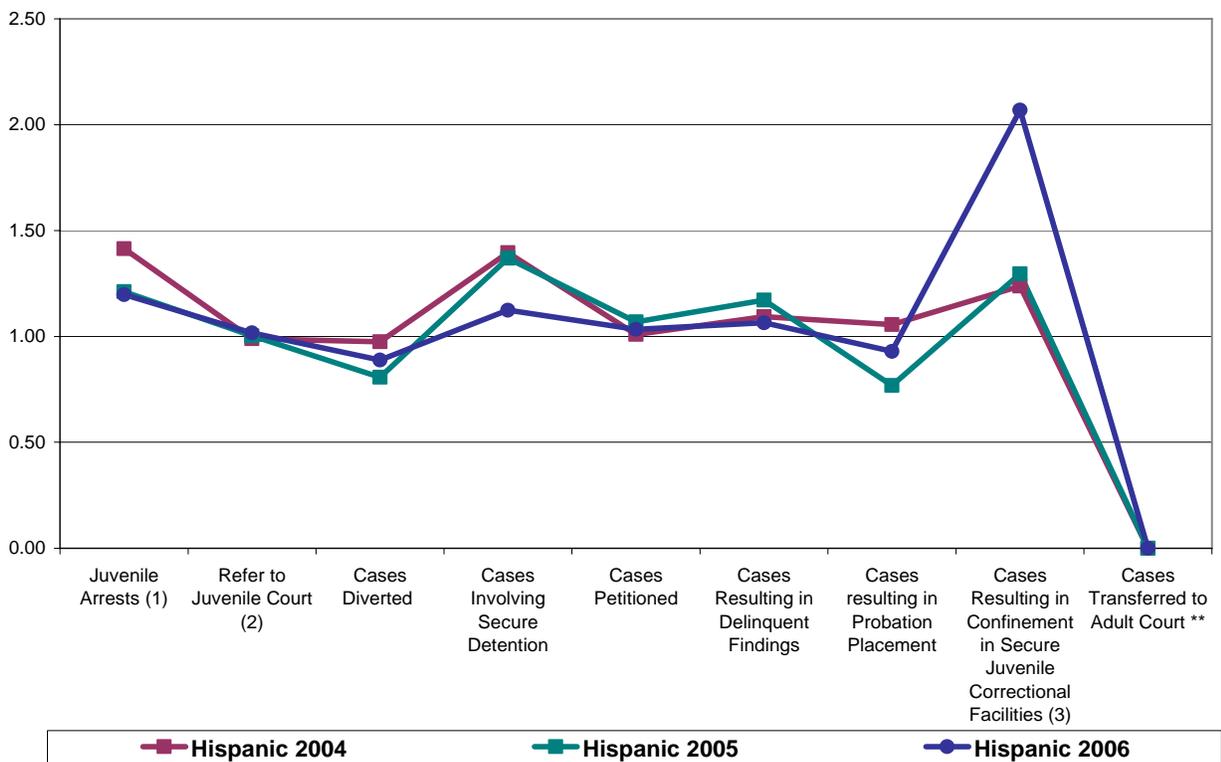
Figure 60: RRI Comparison of African-American Youth: 2004 - 2006



- (1) Lucas County Juvenile Court Reported Delinquent Referrals
- (2) Discrepancies may exist depending on when data sets were created.
- (3) Includes commitments to ODYS and the Youth Treatment Center
- ** Insufficient number of cases for analysis

An RRI comparison of Hispanic youth in 2004 through 2006 is provided below. The disproportionality for Hispanic youth has decreased from 2004 through 2006. In 2004, Hispanic youth were 1.4 times more likely to be arrested than Caucasian youth compared to 1.2 in 2006. Referrals reflect parity since the arrest rate is based on juvenile court filings. Cases diverted slightly decreased from 2004 through 2006. Cases resulting in secure detention had a noticeable decrease from 2004 through 2006. Cases petitioned (Charges Filed) and cases resulting in delinquent findings had a slight peak in 2005 followed by a slight decrease in 2006. Cases resulting in probation placement demonstrated a steady drop each year, with a significant drop in 2005, with a Hispanic youth being .77 less likely to be placed on probation than a Caucasian youth, however, the probation placement rate increased to .93 in 2006. Cases resulting in secure confinement also had significant increases from 2004 through 2006, with a Hispanic youth two times more likely to be confined than a Caucasian youth. Additionally, there were an insufficient number of cases to analyze the number of cases transferred to Adult Court.

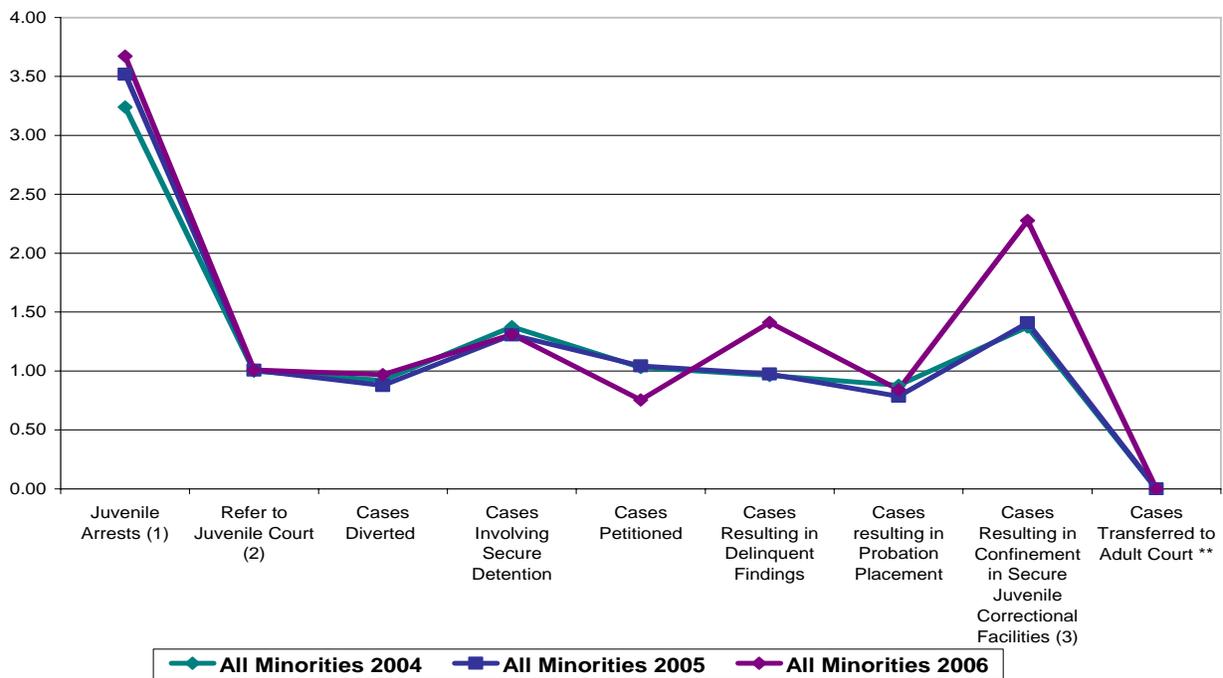
Figure 61: RRI Comparison of Hispanic Youth: 2004 - 2006



(1) Lucas County Juvenile Court Reported Delinquent Referrals
 (2) Discrepancies may exist depending on when data sets were created.
 (3) Includes commitments to ODYS and the Youth Treatment Center
 ** Insufficient number of cases for analysis

A comparison of all minority youth in 2004 through 2006 is provided below. The disproportionality for all minority youth slightly increased from 2004 through 2006. In 2006, minority youth were 3.7 times more likely to be arrested than Caucasian youth. Referrals reflect parity since the arrest rate is based on juvenile court filings. Cases diverted, cases involving secure detention, and cases resulting in probation placements have remained relatively constant from 2004 through 2006. Cases petitioned (Charges Filed) decreased in 2006, and a minority youth was .75 less likely to have a charge filed in juvenile court than a Caucasian youth. The disproportionality for cases resulting in delinquent findings and cases resulting in confinement also peaked in 2006, a minority youth was 1.4 times more likely to be found delinquent than a Caucasian youth and 2.28 times more likely to be confined than a Caucasian youth. Additionally, there were an insufficient number of cases to analyze the number of cases transferred to Adult Court. It is important to note that the patterns for all minorities reflect the patterns for African-American youth. Based on this information, it appears that African-American youth are driving the rates, as reflected in the RRI, for Lucas County.

Figure 62: RRI Comparison of Minority Youth: 2004 - 2006



- (1) Lucas County Juvenile Court Reported Delinquent Referrals
- (2) Discrepancies may exist depending on when data sets were created.
- (3) Includes commitments to ODYS and the Youth Treatment Center
- ** Insufficient number of cases for analysis

Contact Points to be Addressed in the Initial Phase of the Lucas County DMC Initiative

The local RRI data gathered for Lucas County since 2004 suggests that the point of contact with the highest disproportionality among minorities as a whole is arrest. Additionally, Lucas County Juvenile Court has been proactive in combating detention overcrowding and in detention reform. Based on these factors, Lucas County will begin their DMC initiative by focusing on the arrest point of contact. It is hoped that by addressing the point of contact with the highest disproportionality first, the other points of contact will also be affected. The Lucas County Workgroup will also address the following secondary points of contact, based upon the RRI: Cases Resulting in Confinement in Secure Juvenile Correctional Facilities, Cases Resulting in Secure Detention, Probation Placement and Cases Diverted. Progress on these points of contact will be monitored and will be examined more in depth as the initiative progresses. The remaining contact points (Referrals to Juvenile Court, Cases Petitioned, Cases Resulting in Delinquent Findings, and Cases Transferred to Adult

Court) will continue to be monitored, but will not be the focus of the initiative, based upon the RRI, unless future data indicate a change in disproportionality. In order to better understand the RRI, it is necessary to understand the local juvenile justice system and the changes that have already been implemented by the Lucas County Juvenile Court.

Detention Reform Initiatives

Before proceeding to the contact points that will be addressed in the Lucas County DMC Initiative, it is important to understand the reform initiatives that have already been implemented by Lucas County Juvenile Court and how they have had an impact in reducing Disproportionate Minority Contact in the detention setting. According to Hinton Hoyt, Schiraldi, Smith and Zeidenberg (2001), the implementation of core population management strategies should also include a focus on reducing disparity. The four core population management strategies are: objective admissions screening instruments, new or enhanced alternatives-to-detention programs, expedited case processing to reduce length of stay, and new policies and practices for probation violations, warrants and cases awaiting placement. Successful implementation of the core strategies should ultimately reduce minority youth in detention facilities resulting from the decrease in overall detention utilization. It is important to note that Lucas County has already implemented the core population management strategies, as summarized below, and will begin to focus further on reducing disparity as the evaluate and re-assess the core strategies that have been implemented.

In 1999, the need for expanded detention programming in Lucas County was identified in two assessments: the "Comprehensive Strategy for Serious, Violent and Chronic Offenders Assessment" funded by OJJDP, and an "Assessment of The Child Study Institute, Lucas County Juvenile Court," funded by the Ohio Department of Youth Services. "The Comprehensive Strategy for Serious, Violent Offenders Assessment" was charged with "developing strategies to strengthen the family, promote delinquency prevention and intervene immediately, effectively and in a cost effective manner when delinquency occurs." Over 85 key community leaders representing education, law enforcement, organized labor, private business, social services, government, media, medicine and corrections participated in the Comprehensive Strategy process. The Objective Decision Making Work Group concluded, "the court and community will need to develop a continuum of alternatives to detention in the initial procedure, (i.e. shelter care, community based detention with monitoring, night reporting centers and day treatment programming.)"

The Comprehensive Strategy Work Group's needs assessment was confirmed by the September 30, 1999, "Assessment of the Child Study Institute, Lucas County Juvenile Court," prepared by a nationally known technical assistance team headed by Earl L. Dunlap, Executive Director of the National Juvenile Detention Association. The assessment team observed that Lucas County Juvenile Court had no "non-secure" alternatives for youth who were at risk for failure to attend court hearings and for youth who needed more supervision than that available at home. Furthermore, there were no graduated sanctions available as dispositional detention alternatives for youths in need of more supervision than their families could provide, but less supervision than secure detention. Community Detention Programming was the first step in Lucas County's Detention Reform Initiative and has effectively reduced the population in Lucas County's secure detention facility (formerly known as the Child Study Institute, now known as the Lucas County Juvenile Detention Center). Since its inception, over 6,000 youth have been served.

In addition to establishing the Community Detention Program in which youth must either report to the Detention Reporting Center for daily programming or are monitored at home, Lucas County developed a Detention Intake Instrument that drives decisions about who should be held or admitted into detention. Since the implementation of Community Detention and the Risk Instrument, the average daily population in the Detention Center has dropped significantly (from approximately 85 in 1999 to 61 in 2005). Although minorities are booked at a disproportionate rate (70% minority compared to 30% non minority in 2005), they are admitted at approximately the same rate. In other words, once a youth is brought to Lucas County Juvenile Detention Center, 59% of all Caucasians are admitted after the Intake Assessment is conducted and 58% of all Minorities are admitted after the Intake Assessment is conducted. Lucas County Juvenile Court has also made a concentrated effort to expand its continuum of sanctions. Most recently, the court contracted with a mentoring program to mentor inner city youth in an effort to reduce the disproportionate number of minorities being committed to the Department of Youth Services. The following section provides an analysis

of committed youth based on the risk and needs assessment instrument implemented by Lucas county Juvenile Court.

RISK AND NEEDS CLASSIFICATION LEVELS OF COMMITTED YOUTH

The Probation Department utilizes a classification system as a management tool to allocate resources for offenders based on their different levels of risk and needs. The case load data, which is tracked through the management information system, has provided a valuable resource to study the pattern of juvenile offenders in the county. This is a benefit in the development of both internal and external programming directed toward the overall mission of rehabilitation of the juvenile offenders and the protection of the community.

The assessment process designed by the court requires the use of separate risk and need assessment instruments. The original instrument was developed in conjunction with assistance from the Federation for Community Planning in Cleveland. Donna Hamparian and Rick Wiebush of the Federation headed data collection and analysis and instrument development. The instrument has subsequently had minor modifications as a result of a validation conducted by the University of Cincinnati.

The risk assessment instrument was developed by analyzing the relationship between 150 social and offense variables and subsequent outcomes (new offenses) for a sample of youth who were placed on probation in Lucas County. The instrument consists of ten weighted variables which the research identified as the best set of recidivism predictors.

The needs assessment instrument was developed by a classification committee, consisting of probation officers, supervisors, and administrators, using a consensus approach for identification of the variables to be included and their respective weights (scores). This assessment device is descriptive rather than predictive, and consists of eleven items determined by the committee to be critical factors in case assessment and time management. Eight of the eleven items are variables not found on the risk predictor.

Scores from the two instruments are combined in a matrix/grid to determine an appropriate supervision level for each youth. (High, Regular, or Low). Reassessments are completed as needed to ensure that the most recent assessment is no more than six months old. Since time and resources are limited, the goal is to focus more resources on those youth (and families) who have both a higher risk of recidivism and higher need for service, than on those who are less likely to return to court.

Assessments were only available for youth on probation or under the custody or supervision of the Youth Treatment Center. No scores were available for 1996 commitments (n=126) and only 34% (40 of 117) were available for 1997. For the years 1998 through 2006, 434 of the 597 (73%) new commitments had classification information. From the years 1996 through 2006, classification data was available on 474 of the 840 (56%) new commitments.

Table 3: Risk Level at Time of Commitment

The large majority of youth committed to the Department of Youth Services (89%) scored high risk on their most recent (re)assessment. African-American youth were slightly more likely to score high on the risk assessment at the time of commitment.

	AFRICAN-AMERICAN		CAUCASIAN		HISPANIC	
	Frequency	Percentage	Frequency	Percentage	Frequency	Percentage
High	265	91%	130	87%	29	88%
Regular	21	7%	18	12%	4	12%
Low	5	2%	2	1%	0	
n=	291		150		33	

Table 4: School Attendance At Time Of Commitment

The percentage of youth who have dropped out of or failed to attend school is similar across the three race groups, that is one in three are not attending school at the time of their commitment. The percentage of minority youth who are exhibiting truancy issues is significantly higher than that of Caucasian youth.

	AFRICAN-AMERICAN		CAUCASIAN		HISPANIC	
	Frequency	Percentage	Frequency	Percentage	Frequency	Percentage
Dropped Out/Not Attending	89	31%	46	31%	10	30%
Truancy	148	51%	61	41%	18	55%
No Problem	54	19%	43	29%	5	15%
n=	291		150		33	

School Attendance Definitions

Drop Out/Not Attending:

- If the youth has officially dropped out of school or has been truant more than 80% of the available school days during the most recent assessment period

Truancy:

- If the youth has been truant seven or more days in the past three months (or since the last (re)assessment)

No Problems:

- If none of the above apply

NOTE: Scoring is based on the most recent 90 days of school

Table 5: Special Education Class At Time Of Commitment

African-American youth are more likely to be involved in special education (55%) than either Caucasian (52%) or Hispanic youth (33%). This suggests that special education as a need area is significant for both African-American and Caucasian youth. The unknown factor is the percentage of youth who have not been assessed, but are in need of special education.

	AFRICAN-AMERICAN		CAUCASIAN		HISPANIC	
	Frequency	Percentage	Frequency	Percentage	Frequency	Percentage
No	131	45%	72	48%	22	66%
Yes	160	55%	78	52%	11	33%
n=	291		150		33	

Special Education Definition

At any time during the past two semesters, the youth has been formally assessed as needing special education classes, been referred to special education classes or participated in special education classes. "Special Education" includes Learning Disabled (LD), Severe Behavioral Handicap (SBH), speech/hearing/language/visual/impairment and other disabilities that necessitate special education services.

Table 6: School Behavior Problems At Time Of Commitment

Caucasian youth (39%) are more likely to be classified as having major school problems, compared to African-American (31%) and Hispanic youth (24%). Hispanics are more likely to be classified as having some problem, while African-American youth are more likely to be classified as having no problem with school behavior on the risk/need tool. These data are interesting considering that African-American youth are more likely to be referred to the court for a safe school ordinance violations and no racial difference was found among youth not attending or having dropped out of school.

	AFRICAN-AMERICAN		CAUCASIAN		HISPANIC	
	Frequency	Percentage	Frequency	Percentage	Frequency	Percentage
Major Problem	89	31%	58	39%	8	24%
Some Problem	83	29%	37	25%	18	55%
No Problem	118	40%	52	35%	7	21%
Unknown	0		3	2%	0	
n=	291		150		33	

School Behavior Definition

Is this youth considered a behavior problem by school officials, and, if so, to what degree. This item asks for the perception of school officials; what do they say about the youth's behavior. Absent a clear-cut statement from school personnel, use the following criteria as guidelines in determining the youth's score on this item. Note that these criteria are different from those used to determine "School Behavior" problems on the needs assessment.

Major Problem:

- Youth gets into trouble frequently for serious infractions. Two or more suspensions for disruptive or illegal behavior excluding truancy.

Some Problem:

- Youth may get into trouble frequently, but rarely for serious infractions. Three or more suspensions for non-disruptive behavior and/or one suspension for disruptive or illegal behavior. Disruptive/illegal behavior including alcohol and/or drug abuse but excluding truancy.

No Problem

- Youth has had one to two suspensions since the last assessment and those suspensions have been for minor infractions (i.e. tardiness or class cuts). May also include the youth who has had one serious infraction, but it appears to be an isolated incident. Youth gets in trouble infrequently and only for minor infractions.

If there have been no available school days since the last assessment, score on the basis of the previous assessment period.

Table 7: Drug Use At Time Of Commitment

According to the risk assessment, Hispanic youth have the highest percentage of problem drug use at the time of commitment (73%) relative to 62% for Caucasian and 59% for African-American youth. Nonetheless, it should be noted that all races rank high in this area. Also of interest is that African-American youth were more likely than either Caucasian or Hispanic youth to be committed to ODYS for a drug offense, despite being ranked lowest among having a drug problem. However, drug dealing may account for the difference in drug use and offense type.

	AFRICAN-AMERICAN		CAUCASIAN		HISPANIC	
	Frequency	Percentage	Frequency	Percentage	Frequency	Percentage
No Problem	119	41%	57	38%	9	27%
Problem	172	59%	93	62%	24	73%
n=	291		150		33	

Drug Use Definition

No Problem:

- If none of the following minimum conditions exist

Problem:

- The use of drugs does not necessarily constitute a problem for the purpose of Risk Assessment

Consider use problematic if any of the following minimum conditions have existed since the last assessment:

- There have been repeated occasions in which use has resulted in displays of irrational/dysfunctional behavior
- There has been one or more instances of delinquent behavior associated with use
- Family members express substantiated concerns over use/potential abuse
- there has been a referral for treatment or an assessment has indicated need for same (exclude education/awareness programs)
- Frequency of use is once per week or more
- There has been any disciplinary action taken by school/work because of use
- There have been two or more positive urine screens
- Youth admits problems with use
- Former use but in recovery (after treatment) for fewer than six months

Note that these minimum criteria for what constitutes a problem are more tolerant of “occasional” use (less than one time per week) than on the Needs Assessment definitions. What might be scored as “Occasional Use/Some Interference” on Needs Assessment would not necessarily constitute a drug use problem for the Risk Assessment.

Table 8: Alcohol Use At Time Of Commitment

There is wide variation in risk for alcohol use at the time of commitment among races. Two-thirds of Hispanic youth are rated as having problematic use of alcohol at the time of their commitment. Half of Caucasian youth and less than 1/3 of African-American youth are rated with alcohol use being a problem.

	AFRICAN-AMERICAN		CAUCASIAN		HISPANIC	
	Frequency	Percentage	Frequency	Percentage	Frequency	Percentage
No Problem	203	70%	74	49%	11	33%
Problem	88	30%	76	51%	22	66%
n=	291		150		33	

Alcohol Use Definition

The definitions for what constitutes alcohol problem are the same as those for drugs.

Table 9: Family Problems At Time Of Commitment

All races rate very high relative to family problems, with little variation among the races. While this indicates a high need for family intervention among nearly all committed youth, it does not account for the disproportional commitment rates to ODYS.

	AFRICAN/AMERICAN		CAUCASIAN		HISPANIC	
	Frequency	Percentage	Frequency	Percentage	Frequency	Percentage
No Problem	12	4%	11	7%	2	6%
Problem	279	96%	139	93%	31	94%
n=	291		150		33	

Family Problems Definitions

No Problem:

- If none of the following conditions exist

Problem:

- If family conflict has existed since last assessment, or if there has ever been a referral for abuse, neglect or dependency to court or child protection agency

A. Family Conflict

- Conflict, arguments, disruption, and turmoil have occurred occasionally/frequently and caused some dysfunction during the past three months. Is not limited to youth/parent conflict; should not include minor youth/parent conflict over “normal” teenage issues (i.e. curfew or chores). Any sexual/physical abuse or family violence should be automatically scored.
- Note that Family Conflict uses different measures than “Family Disorganization/Stress” on the Needs Assessment. Family Conflict is a much more narrow area and focuses on overt interpersonal conflict that creates disruption/dysfunction.

B. Referral for Abuse, Neglect, Dependency to Court or a Child Protection Agency

- Referral for one of the above reasons, regardless of the result of the referral. Referral may have been in relation to this youth or any siblings. (Referral may have been at any time.)

Table 10: Family Relationships At Time Of Commitment

While more than 90% of youth, regardless of race, had family problems at the time of commitment, there was some variation relative to family relationships. Nearly ¾ of African-American and Caucasian youth and 58% of Hispanic youth are classified as having major disorder/stress in the area of family relationships. Most of the remaining youth are rated as having stable/supportive family relationships, the highest of which is with Hispanic youth.

	AFRICAN-AMERICAN		CAUCASIAN		HISPANIC	
	Frequency	Percentage	Frequency	Percentage	Frequency	Percentage
Major Disorder/ Stress	207	71%	108	72%	19	58%
Some Disorder	3	1%	1	1%	0	
Stable/Supportive	81	28%	40	27%	14	42%
Unknown	0		1	1%	0	
n=	291		150		33	

Family Relationships Definitions

Major Disorganization/Stress (prohibits adequate functioning)

- Child’s physical and emotional needs not being met. Parents rejecting of child. Child not wanted in home or wants out.
- Chronic, serious family problem, (i.e., financial, mental/physical illness, etc.), causing severe disorganization.
- Parent/parent or parent/child conflict occurs on consistent basis causing turmoil and disruption.
- Child’s residence frequently moved between parents, and/or other family members resulting in a non-stable environment for the child.
- Parental discipline and control is almost non-existent. Parents contribute to child’s delinquency or make excuses for inappropriate behavior.
- Parents currently have severe dysfunction (i.e., substance abuse, criminality, emotional instability - see below definitions).
- Any family violence. Any incident or pattern of sexual abuse. Any referral for abuse, neglect or dependency occurring less than two years ago.
- In alternative care situation and there is “some” or “major” disorganization or stress in that situation.
- Recent death, divorce, separation, re-marriage that has prohibited adequate functioning of a family member or has caused a family member major conflict within school, work or relationships at home.

Some Disorganization/Stress (interference with functioning)

- Single parent household where need for second parent (or partner) is experienced. Relationships affected by trauma which is diverting parent's or child's attention/energies.
- Parent/parent or parent/child conflict occurs occasionally and at times can be serious (i.e., results in some dysfunction).
- Parental control and discipline is sometimes inconsistent or ineffective.
- Two or more family moves (past year) due to inadequate financial management.
- Recent separation, divorce, death or re-marriage of parent. Recent death of significant other that has caused a family member some conflict within school, work or relationships at home.

Stable/Supportive Relationship:

- Parent and child role expectations are clear. Respect for roles and values is evident. Open communication. Physical and emotional needs of youth are met. Parental control and discipline is generally effective.

Table 11: Parental Problems At Time Of Commitment

This classification area deals with parental issues at the time of commitment. All three races rate high in the area of inadequate discipline. Caucasian parents rate highest in the area of emotional instability. Parental criminality is an issue with all youth despite race, with Hispanics and African-Americans having the highest percentage. Parental substance abuse is also an issue with all youth, with Hispanic parents having a higher percentage. Physical/sexual abuse is more predominant in Caucasian and Hispanic homes. Family violence and marital discord is more an issue in African-American and Hispanic families.

	AFRICAN-AMERICAN		CAUCASIAN		HISPANIC	
	Frequency	Percentage	Frequency	Percentage	Frequency	Percentage
Inadequate Discipline						
No	46	16%	25	17%	5	15%
Yes	245	84%	125	83%	28	85%
n=	291		150		33	
Emotional Instability						
No	218	75%	98	65%	25	76%
Yes	73	25%	52	35%	8	24%
n=	291		150		33	
Criminality						
No	120	41%	73	49%	13	39%
Yes	171	59%	77	51%	20	61%
n=	291		150		33	
Substance Abuse						
No	118	41%	61	41%	12	36%
Yes	173	59%	89	59%	21	64%
n=	291		150		33	
Physical/Sexual Abuse						
No	218	75%	97	65%	22	66%
Yes	73	25%	53	35%	11	33%
n=	291		150		33	
Family Violence						
No	169	58%	68	45%	16	48%
Yes	122	42%	82	55%	17	52%
n=	291		150		33	
Marital Discord						
No	252	87%	116	77%	25	76%
Yes	39	13%	34	23%	8	24%
n=	291		150		33	

Parental Problems Definitions (includes step-parents and parental figures, whether in home or not)

Discipline/Control

- Parent is currently unable to control child or makes minimal efforts to supervise or discipline. Parent does not accept responsibility or has given up. Parent contributes to, or makes excuses for, child's delinquent behavior.

Emotional Instability

- Parent diagnosed as having emotional disorder in the last three years, or there have been frequent displays of irrational, bizarre behavior or breakdowns in the last three years. Also, includes any referral to or participation in inpatient mental health facility.

Criminality

- Two or more misdemeanor or felony convictions (per parent) within the past three months. Any incarceration in the last three years (excludes pre-trial jail, and traffic offenses, except DUI).

Substance Abuse

- Use of alcohol or drugs results in intoxication more than once per week. Abuse results in irrational/bizarre/dysfunctional behavior. Any criminal act associated with intoxication within the past three months. Use is disruptive of family functioning. Diagnosis or admission of dependency, including recovery for less than three years.

Physical/Sexual Abuse

- Admission, conviction or substantiated allegations (ever) of abuse. Open case with Children Services Board (CSB) or under investigation. Parent was victim of abuse as a child.

Family Violence

- Admission, conviction or substantiated allegations of assaultive behavior within family. This includes any violence happening within the past three years. Also included, is any referral to CSB for violence during past three months, or any incident that happened in past which caused a dramatic change in the family (i.e., divorce, removal of child from home). Criteria should exclude any “one time” incident, unless it involved injury. Parental discipline techniques involving repeated use of any instrument are included. Exclude sexual abuse.

Marital Discord

- Severe persistent conflict between parents.

Table 12: Sexual Adjustment Issues At Time Of Commitment

Table 12 indicates that there are few differences among the racial groups relative to sexual adjustment issues. However, there was a problem indicated in this area for at least 40% of the youth.

	AFRICAN-AMERICAN		CAUCASIAN		HISPANIC	
	Frequency	Percentage	Frequency	Percentage	Frequency	Percentage
No	171	59%	88	59%	18	55%
Yes	117	40%	60	40%	14	42%
Unknown	4	1%	2	1%	1	3%
n=	291		150		33	

Sexual Adjustment Definitions

No Problem

- None of the following apply.

Prostitution (male or female)

- Child currently admits or has been convicted of prostitution since the last assessment.

Sex Offenses (Ever)

- Youth has been convicted or admits to any sex offense that is not aggressive or assaultive, or is receiving therapy in lieu of conviction of a sex offense (excluding prostitution or aggressive/assaultive sex offense).

Sexual Identity/Awareness Problems

- Sexual identity or behavior which results in conflict with self or family. May be promiscuous or need sexual education.

Pregnant or Has Child (Female Only)

- Pregnancy must be confirmed by a physician.

Aggressive/Assaultive Sex Offense (Ever)

- Convicted of rape, felonious sexual penetration or any other sex offense where threats of force are used.

Table 13: Involved In Structured Activity At Time Of Commitment

All racial groups rate as high risk in this area, indicating a lack of structured activity at the time of commitment. African-American (84%) and Hispanic youth (85%) classified as the highest risk, with 73% of Caucasian youth scoring as problematic in this domain.

	AFRICAN-AMERICAN		CAUCASIAN		HISPANIC	
	Frequency	Percentage	Frequency	Percentage	Frequency	Percentage
Involved	45	15%	40	27%	4	12%
Not Involved	245	84%	110	73%	28	85%
Unknown	1	1%	0		1	3%
n=	291		150		33	

Structured Activities Definitions

Involvement

- Regular ongoing participation in a structured activity during past three months. Normally this would be under adult supervision and would occur at least weekly. Examples include employment, school athletic teams or clubs, structured recreation programs and church groups. Non-supervised hobbies could be included if there is the “traditional” education/social value attached to them. Playground sports, occasional swimming or outings with family members and involvement in court ordered programs all would not be included.

No Involvement

- No constructive leisure time activities.

Table 14: Negative Peers At Time Of Commitment

Table 14 indicates that all youth have similarly high rates of negative peers at the time of commitment. This again suggests that peer relationships are a high need area, but does not account for differences in commitment rates by race

	AFRICAN-AMERICAN		CAUCASIAN		HISPANIC	
	Frequency	Percentage	Frequency	Percentage	Frequency	Percentage
No	25	8%	15	10%	2	6%
Yes	265	91%	135	90%	31	94%
Unknown	1	1%	0		0	
n=	291		150		33	

Negative Peers Definitions

No Problem

- If none of the following minimum conditions exist.

Problem

- The youth sometimes (or regularly) associates with others who have been arrested for delinquent/criminal activity or who have problems with drugs/alcohol. Parents have some evidence to support their belief that the youth’s peers are a “bad influence.” Has had a co-defendant in one or more complaints since last assessment.

Table 15: Support System At Time Of Commitment

Support System at the time of commitment varies little across racial groups. Overall, this is not a high need area any of the groups.

	AFRICAN-AMERICAN		CAUCASIAN		HISPANIC	
	Frequency	Percentage	Frequency	Percentage	Frequency	Percentage
No	48	16%	24	16%	5	15%
Yes	241	83%	126	84%	28	85%
Unknown	2	1%	0		0	
n=	251		150		33	

Support System Definition

No Family or External Support Available

- There is “some” or “major” disorganization in family and youth has no positive support person or organization he/she can turn to for support or guidance.

Youth Has External Support or None Needed

- There is some or major disorganization in family, but youth has person or people he/she can turn to for help or support. This might be a relative, neighbor, counselor or other individual.
OR
- Family relationships are described as stable/supportive.

Table 16: Emotional Stability At Time Of Commitment

There is some variation in emotional stability at the time of commitment among racial groups. This area was classified as a major problem for 49% of Caucasian youth, with only 10% of this population experiencing no problems with emotional stability. 33% of African-American youth were categorized as having a major problem in this area, while 55% were classified with some problem. Finally, only 27% of Hispanic youth had a major emotional stability issue, although over half had some issues in this area. Overall, the majority of youth were classified as having at least some emotional stability issues, but this appeared to be a greater problem for Caucasian youth. This may account for some of the difference in commitment rates by race as judges may be less likely to commit youth with major emotional stability issues.

	AFRICAN-AMERICAN		CAUCASIAN		HISPANIC	
	Frequency	Percentage	Frequency	Percentage	Frequency	Percentage
Major Problem	97	33%	74	49%	9	27%
Some Problem	159	55%	61	41%	17	52%
No Problem	35	12%	15	10%	7	21%
n=	291		150		33	

Emotional Stability Definition

Major Problems

- Clinical diagnosis of emotional/personality disorder (excludes adjustment reaction to adolescence). There are re-occurring displays of emotional/bizarre behavior. May be major disciplinary problems in school or home. More than one runaway in the past 90 days, (runaway: youth missing 24 hours or more without parental permission or knowledge of youth's whereabouts). Symptoms of severe depression. Breakdown in past year or suicide attempt which required medical treatment. Any referral to or participation in inpatient mental health treatment. Symptoms have had a significant disruptive impact on family. More than one assault in past 90 days. Victim of sexual or physical abuse - ever.

Some Problems

- Youth may be withdrawn/loner, have poor self-image, some communication problems or exhibits occasional/excessive responses (i.e., anxiety or anger). Outpatient mental health counseling may have been recommended. Any runaway in past 90 days. Any assaultive behaviors within the past 90 days. Has been successfully treated for what were "major problems."

No Problem

Appropriate adolescent responses, able to relate to adults and peers. Expresses remorse for anti-social actions. Sets goals and accepts responsibility for actions. May include successful termination from counseling for "some problems."

Data Drill Downs

A review of the local RRI data led the workgroup to identify additional questions to be answered and it was decided that sample data sets would be used to provide greater detail about the types of crimes being committed by local youth.

The workgroup was interested in what offenses were committed most frequently. A data snapshot of the Juvenile Violations (reported by Lucas County Juvenile Court) that were filed during the month of September 2006 by the Toledo Police Department is provided below. Because the Toledo Police Department accounts for the majority of all juvenile filings (67.3% in 2004, 71.8% in 2005 and 70.9% in 2006), it was decided that a subset using only this department's data would be representative and was easily obtained. The racial breakdown for the September 2006 sample is as follows:

Table 17: 2006 Sample: Demographics

Race	Number	Percent
African-American	285	69.68%
Caucasian	101	24.69%
Hispanic	21	5.13%
Other	2	0.49%
Total:	409	

Table 18: 2006 Sample: Offense Summary

Offense Summary	Number	Percent
Safe School Violations	133	32.5%
Against Peace	91	22.2%
Theft / Fraud	83	20.3%
Against Persons	65	15.9%
Drug Related	17	4.2%
Other	17	4.2%
Sex Related	3	0.7%
Total:	409	

Safe School Ordinance (SSO) violations, the highest offense category for the sample month, also represent a significant overall percent of Lucas County Juvenile Court's caseload (14% in 2006.) Local law enforcement began charging individuals with SSO violations shortly after initiating a School Resource Officer program in the local public schools. Toledo is one of the few communities in Ohio that have formalized this violation with a municipal ordinance.

A SSO violation may be filed for different types of behaviors. The following data snapshot identifies the type and frequency of behaviors for the September 2006 sample month. Clearly, assaults represent the most frequent type of SSO violation.

Table 19: Frequency of SSO Violations by Type

Safe School Violations	Number	Percent
Assault	95	71%
Disturbance	28	21%
Threat	4	3%
Riot	4	3%
Menacing	2	2%
Total:	133	

The workgroup then looked at the number of SSO Violations that were filed by school and the zip codes of the youth's residence and location of offense. Table 20 compares the frequency of violations to enrollment for each school including the school's corresponding zip code. Table 21 presents the number of SSO violating youth by their residential zip code. Finally, Table 22 compares the number of SSO violations committed during the sample period by zip code.

Table 20: Frequency of SSO Violations by School

School		Enrollment	Number	Percent	Zip
Scott	HS	1,275 *	30	22.6%	s 43620
Woodward	HS	862	29	21.8%	s 43608
Leverette	JH	547	14	10.5%	s 43608
Waite	HS	1,081	11	8.3%	s 43605
Deveaux	JH	917	9	6.8%	s 43613
East Broadway	MS	682	8	6.0%	43605
Whitmer	HS	2,172	6	4.5%	s w 43613
Libbey	HS	863 *	4	3.0%	s 43609
Robinson	JH	1,075	4	3.0%	s 43606
Jones	JH	264	4	3.0%	s 43609
Rogers	HS	1,075	4	3.0%	s 43615
Toledo Academy	EI-HS	362	1	0.8%	43602
Start	HS	1,623	1	0.8%	s 43613
Mayfair	JH-HS	115	1	0.8%	43612
Ryder/Devilbis Ach. Center	HS	UNK.	1	0.8%	43613
McKinley	EI	522	1	0.8%	43606
Pickett	EI	529	1	0.8%	43607
Jefferson	JH	538	1	0.8%	w 43613
Clay	HS	1,258	1	0.8%	o 43616
Bowsher	HS	1,375	1	0.8%	43614
Washington	JH	522	1	0.8%	w 43613
Total:			133		

Table 21: Residence of Youth by Zip Code

Zip Code	Number	Percent
43608	43	16%
43607	33	12%
43605	26	10%
43612	26	10%
43615	22	8%
43609	22	8%
43620	20	7%
43606	13	5%
43604	14	5%
43611	14	5%
43610	10	4%
43613	10	4%
43602	8	3%
Michigan	5	2%
43614	4	1%
Maumee	2	1%
43623	1	0%

s: School Resource Officer is located at this building
w: Washington Local School District
o: Oregon School District
* 2005/2006 school year data

Table 22: Offense Location by Zip Code

Zip Code	Number	Percent
43605	32	12%
43604	28	10%
43612	27	10%
43615	28	10%
43609	24	9%
43608	26	9%
43606	21	8%
43613	18	6%
43602	15	5%
43607	15	5%
43610	10	4%
43611	10	4%
43623	10	4%
43620	9	3%
43614	4	1%
Maumee	0	0%
Michigan	0	0%

A summary of the remaining offense categories for the September 2006 sample data set are presented in the following series of charts.

Table 23: Offense Categories Included in Crimes against Persons

Against Persons	Number	Percent
Domestic Violence (DV) Related	32	49.2%
<i>Assault – DV*</i>	28	43%
<i>Aggravated Menacing-DV*</i>	4	6%
Assault	15	23%
Aggravated Assault	8	12%
Menacing	5	8%
Assault Law Enforcement Officer	2	3%
Aggravated Menacing	2	3%
Felonious Assault	1	2%
Total:	65	

*Note: Assault – DV and Aggravated Menacing-DV are included in Domestic Violence Related total.

Offense reports for the 65 juvenile offenses included in the Crimes against Persons category were reviewed to determine if these incidents involved family members or strangers. Nearly one-half (49.2%) of the 65 incidents reviewed involved family, parents, caregivers or siblings.

Table 24: Offense Location of Domestic Violence (DV) Related Offenses

DV Assault & DV Menacing		
Zip Code	Number	Percent
43605	7	22%
43612	5	16%
43620	4	13%
43615	3	9%
43604	2	6%
43606	2	6%
43607	2	6%
43608	2	6%
43609	2	6%
43602	1	3%
43610	1	3%
43614	1	3%
Total:	32	

Table 25: Offense Categories Included in Crimes Against The Peace

Against Peace	Number	Percent
Obstruction Official Business	22	24%
Criminal Trespass	22	24%
Loitering	18	20%
Disorderly Conduct	16	18%
Falsification	5	5%
Criminal Damage	4	4%
Flee/Elude	1	1%
Resisting	3	3%
Induce Panic	0	0%
Total:	91	

Table 26: Offense Categories Included in Theft and Fraud

Theft / Fraud	Number	Percent
Burglary	24	29%
Shoplifting	16	19%
Aggravated Burglary	10	12%
Theft	10	12%
Petty Theft	7	8%
Robbery	6	7%
Auto Theft	3	4%
Grand Theft	3	4%
Receiving Stolen Property	2	2%
House Stripping	1	1%
Fraud	1	1%
Breaking & Entering	0	0%
Total:	83	

Table 27: Offense Categories Included in Other Crimes

Other	Number	Percent
Curfew Violation	7	41%
CCW	2	12%
Unruly	2	12%
Underage Consumption	2	12%
Cruelty to Animals	2	12%
Truancy	1	6%
Arson	1	6%
Total:	17	

Table 28: Offense Categories Included in Drug Related Crimes

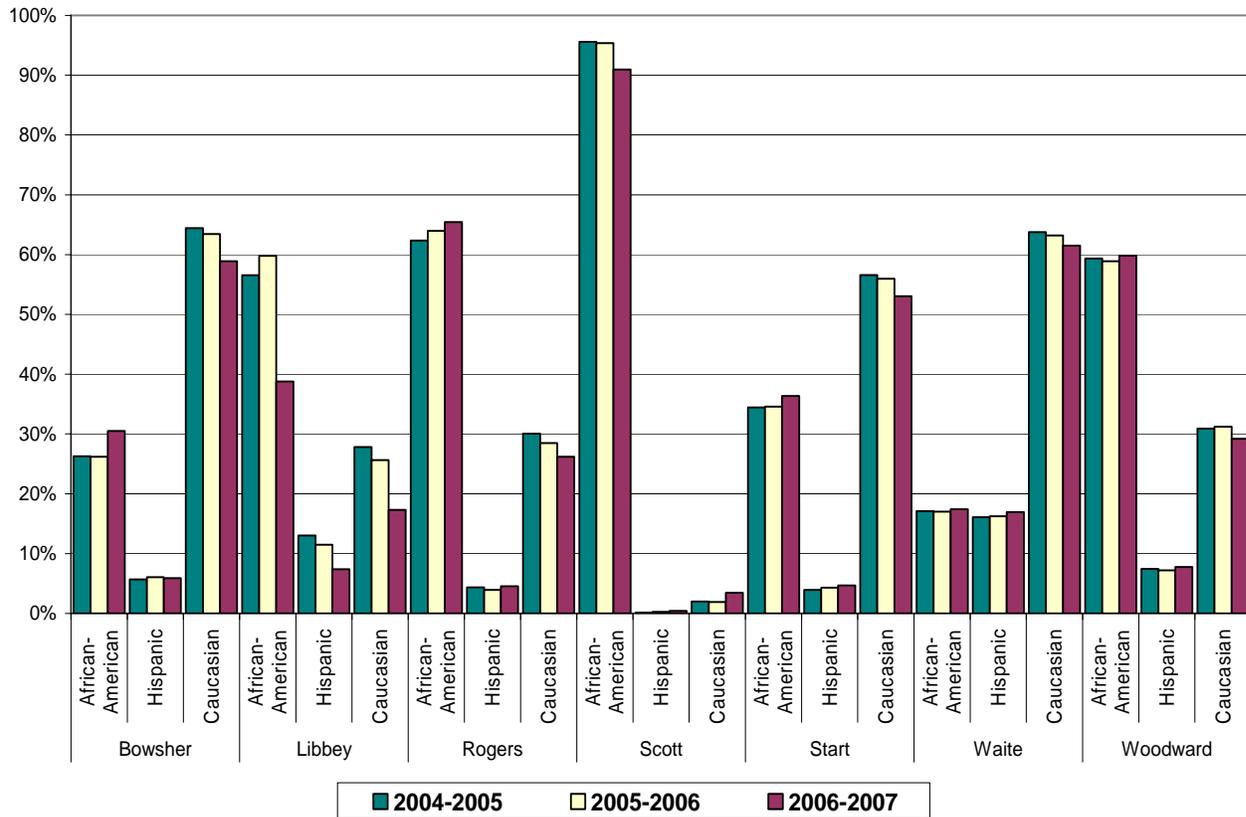
Drug Related	Number	Percent
Abuse	10	59%
Trafficking	4	24%
Paraphernalia	3	18%
Total:	17	

Table 29: Offense Categories Included in Sex Related Crimes

Sex Related	Number	Percent
GSI	2	67%
Sexual Battery	1	33%
Total:	3	

When looking at the number of Safe School Ordinance violations, it is important to take into account the enrollment and racial composition of the schools. The following figure presents the racial composition within each feeder pattern of the Toledo Public School (TPS) system. A feeder pattern consists of the elementary and junior high schools that feed into each high school. Scott feeder pattern has the highest percentage of African-American students, 94.0% average for school years 2004 through 2007, followed by Rogers (63.9% average) and Woodward (59.3% average). Waite feeder pattern has the largest Hispanic population, with an average of 16.4% for school years 2004 through 2007, followed by Libbey (10.6% averages) and Woodward (7.46% average). Waite feeder pattern also has the largest population of Caucasian students, 62.8% average for school years 2004 through 2007, followed by Bowsher (62.3% average) and Start (55.2% average).

Figure 63: Toledo Public Schools: Race by Feeder Pattern¹¹



It is important to note that TPS is currently undergoing restructuring through its Building for Success Program. The Building for Success program involves building new schools and closing some existing schools. For the 2006-2007 school year there was no enrollment information for Libbey High School, but information was available for the junior high and elementary schools.

Number of Youth Committed to ODYS Charged With a Safe School Ordinance

The workgroup wanted to know if there was any connection between youth being charged with an SSO violation and further criminal behavior that resulted in a commitment to ODYS. Between the years 1996 and 2006, a total of 1,284 youth were committed from Lucas County to the Ohio Department of Youth Services (ODYS). A total of 779 (61%) of those youth had been charged with at least one Safe School Ordinance violation at some point in time before they were committed to ODYS.

¹¹Source: Ohio Department of Education

For purposes of the DMC project, race was used as a controlling factor with the following results:

Table 30: Number of Youth Committed to ODYS with an SSO Violation

	African-American	Caucasian	Hispanic
Number committed to ODYS*	796 or 62%	408 or 32%	72 or 6%
Number committed to ODYS with an SSO offense in their history	532 or 67%	205 or 50%	38 or 53%
Number of SSOs			
None	264 or 33%	203 or 50%	34 or 47%
1	206 or 26%	74 or 18%	11 or 15%
2	109 or 14%	69 or 17%	12 or 17%
3	73 or 9%	17 or 4%	4 or 6%
4	51 or 6%	13 or 3%	6 or 8%
5	28 or 4%	7 or 2%	0
6 or more	65 or 8%	25 or 6%	5 or 7%

*8 youth classified as other

A significantly higher percentage of the African-American youth have at least one Safe School Ordinance filing in their court history. A total of 41% of the African-American youth had more than one SSO in their history, 38% of Hispanics had more than one, compared to 32% for Caucasian youth. Given these findings, it is believed that addressing behaviors resulting in a youth formerly charged with an SSO violation may have a significant impact on future ODYS commitment rates.

A total of 208 youth (17%) committed to ODYS between 1996 and 2006 first appeared in Juvenile Court for a Safe School Ordinance offense. From a race perspective, the following breakdown occurred with a SSO violation being the first court referral:

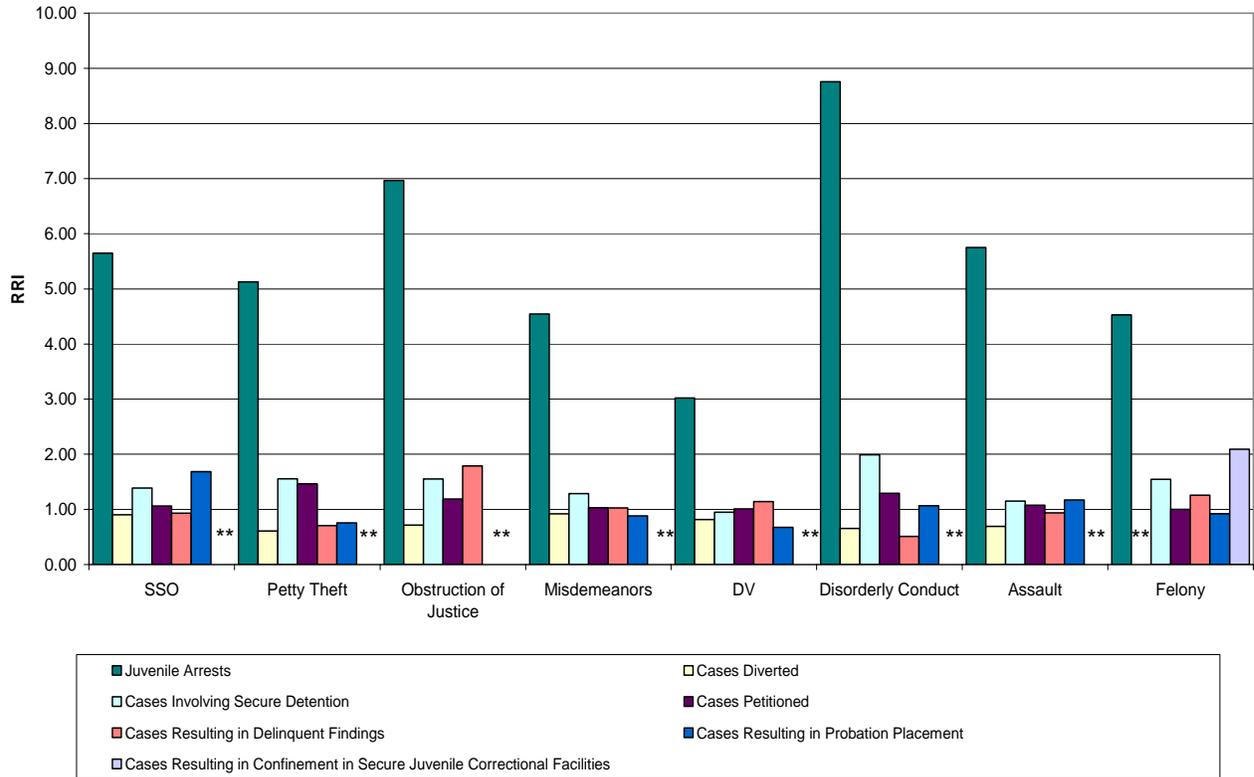
Table 31: Commitments to ODYS with an SSO Violation by Race

	Number of Youth with an SSO as their first offense	Number of Youth Committed to ODYS	Percentage of Youth with an SSO as their first offense
African-American	138	796	17%
Caucasian	62	408	15%
Hispanic	8	72	11%

As a next step the workgroup applied the information gained in reviewing the subset samples to develop an RRI by offense by contact point. The following figures present this information. Please note that the court referral decision point is not represented in the following Figures. By utilizing the number of cases filed at Juvenile Court as the arrest rate, the court referral RRI is 1.0 and is not useful for this analysis. Additionally, the cases transferred to adult court decision point are not represented on the following graphs. There were too few juvenile cases transferred to adult court to calculate the RRI.

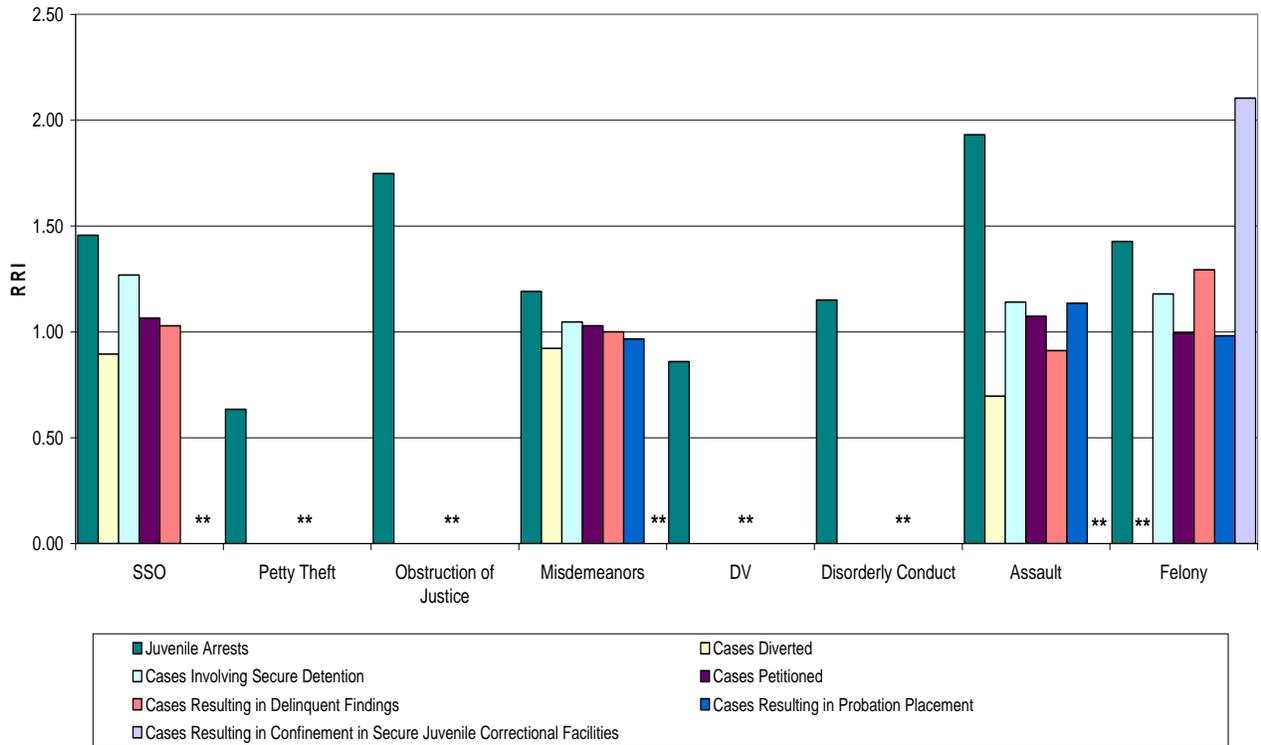
Figures 64 and 65 compare the RRI of African-American and Hispanic youth at each contact point for selected offense categories. The Referral contact point is not illustrated because the numbers are skewed based on using juvenile court filing data as the arrest data. Cases Transferred to Adult Court are not included since there were insufficient number of cases for analysis. When the RRI at each contact point is compared for African-American and Hispanic youth, it is interesting to note that African-American youth are almost nine times more likely to be arrested for disorderly conduct and seven times more likely to be arrested for obstruction of justice.

Figure 64: RRI: African-American Youth by Offense



**insufficient number of cases for analysis

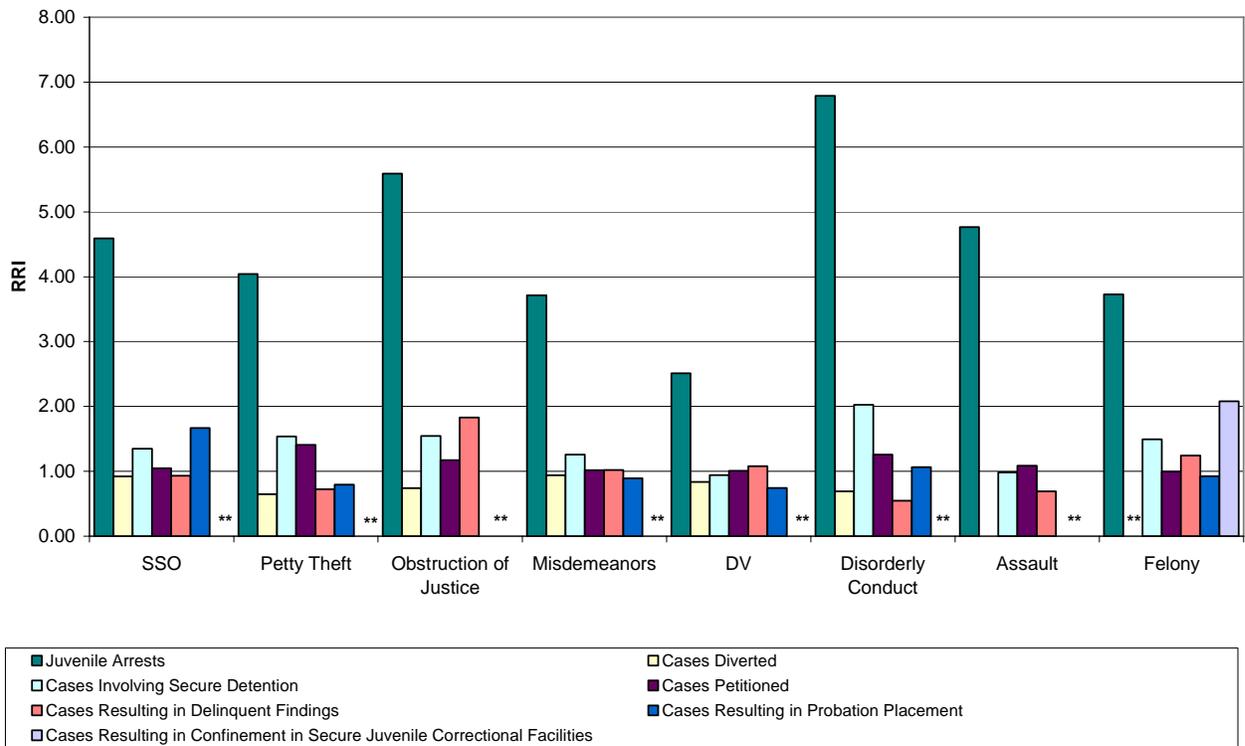
Figure 65: RRI: Hispanic Youth by Offense



**insufficient number of cases for analysis

Figure 66 presents combined RRI rates at each contact point for all minority youth. Figures 64 through 66 demonstrate clearly that African-American youth drive the DMC rates in Lucas County. Cases Transferred to Adult Court are not included since there were insufficient number of cases for analysis. The Referral contact point is also not illustrated because the numbers are skewed based on using juvenile court filling data as the arrest data.

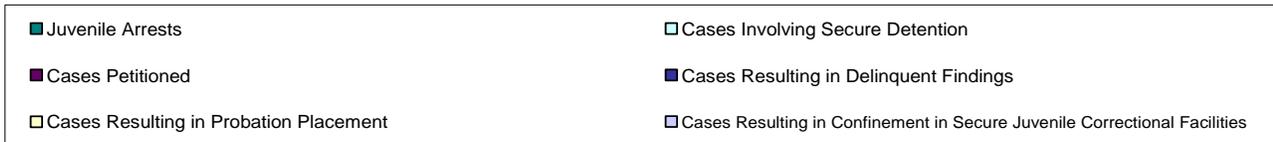
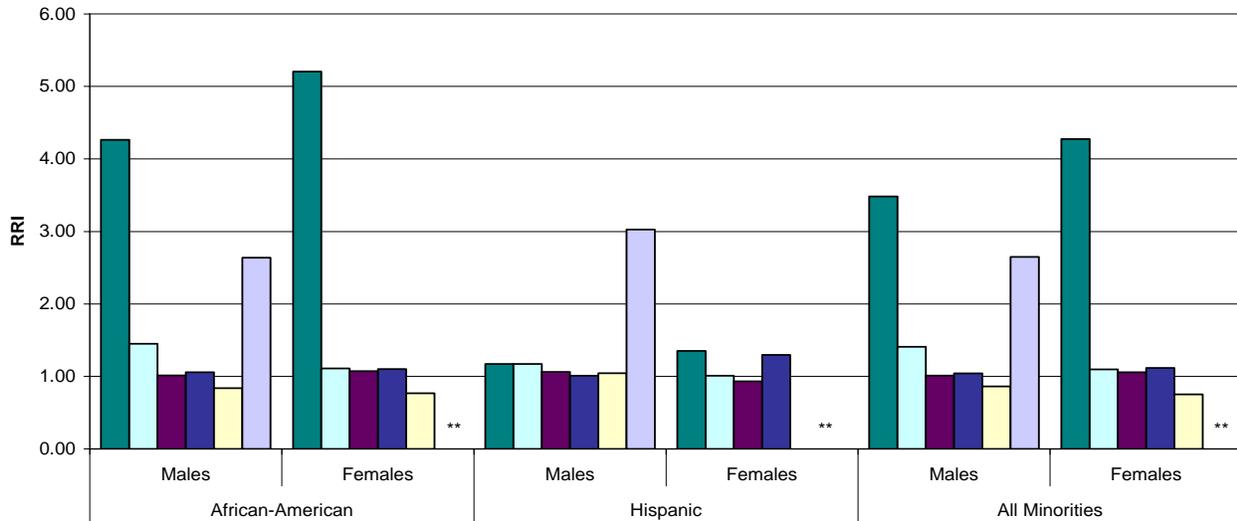
Figure 66: RRI: All Minority Youth by Offense



**insufficient number of cases for analysis

The workgroup was also interested in reviewing local RRI data by gender. Lucas County's RRI by Race by Gender is presented in Figure 67. Again, African-American youth drive DMC in Lucas County and interestingly, this figure demonstrates that African-American females are arrested at even higher rates than African-American males. Cases Transferred to Adult Court are not included since there were insufficient number of cases for analysis. The referral contact point is not illustrated in the below figures because the numbers are skewed based on using juvenile court filling data as the arrest data.

Figure 67: RRI: Race by Gender



**insufficient number of cases for analysis

Assessment Phase 1: Summary

Based upon the data drill downs and the overall juvenile court caseload volume, the Lucas County DMC Workgroup decided to initially focus its efforts on understanding SSO violations within the City of Toledo. In an attempt to more fully understand the issue, one local high school feeder pattern was selected for further data collection and analysis with its selection based upon geographic location, number of SSO violations and racial composition. The school feeder pattern selected to study for purposes of this project is Woodward High School Feeder Pattern, which consists of Woodward High School, Leverette Junior High School, and Lagrange, Riverside, Sherman, Ottawa River and Chase Elementary Schools. Based upon the one-month snapshot, 21.8% of all SSO violations occur at the high school level and 14.5% of the violations occur at the junior high school level. Sixteen percent of the SSO violating youth reside within the same zip code as the high school and junior high school in this pattern.

While focusing on the Woodward feeder pattern, it is important to be cognizant of factors contributing to juvenile delinquent behavior. The greatest influences on a child's life, aside from individuals within his/her family structure, are the people that the child first comes into contact within the school system. On average, many children spend more time in school, after care, and extracurricular activities than they do with families. Involvement and attachment to school are two factors that impact juvenile delinquent behavior. Poor academic achievement and lack of involvement in school increases the chance that a child will drop out of school, lack employment skills and exhibit delinquent or deviant behaviors.

Several studies identify lack of academic achievement as a contributing factor of juvenile delinquency. In a Washington study focusing on middle school and high school students, commitment to school was found to be affected by involvement with substance use and violence/delinquency.

According to Mandell, Hill, Cater, & Brandon (2002), the study finds that in middle and high school, non-classroom aspects of the social environment (substance use, violence/delinquency and socio-demographics - poverty, gender, ethnicity/race) are strongly linked to academic achievement. The study finds that moderate levels of substance use and violence/delinquency among group (peer or social) members are linked to poorer academic performance.

Additionally, the Washington study found that middle school students with low involvement in substance use, violence and delinquency scored higher in math, reading and writing on standardized tests than students with moderate involvement in these behaviors. This study suggests that improving peer/social groups, commitment to school and providing social-skills training at schools in high-risk communities could significantly reduce factors and behaviors related to substance use and violence/delinquency and may be an effective way to prevent delinquency in high school.

School-based social-skills training have also demonstrated impressive results in both prevention and intervention programs. The development of social skills has been proven to reduce both substance use and violence/delinquency. School-based programs, designed to change the social climate of the classroom or school, are more effective than programs only addressing individual change.

The Juvenile Offenders and Victims: 2006 National Report found that "educational failure leads to unemployment or underemployment, and if educational failure and unemployment are related to law violating behavior, then patterns of educational failure over time and within specific groups may help to explain patterns of delinquent behavior" (Snyder & Sickmund, 2006).

Another study, completed in 2005, suggests that low academic achievement contributes to the initiation of delinquent behaviors. This study asserts that a majority of detained delinquents in their sample had low test scores in both reading and math achievement. Further, upon being detained, juveniles in grades 4 through 12, were randomly given a reading and writing test. The sample youth had low achievement scores with less than half placing at the elementary level (Zamora, 2005).

When looking at the Woodward feeder pattern, the Ohio 8th grade Achievement Test scores for 2006-2007 for Leverette of 44.9% for Reading; 24.2% for Mathematics, 18.3% for Science and 13.3% for Social studies are

well below the state requirement of 75% for Reading, Mathematics, Science and Social Studies. Providing effective interventions at Leverette will help improve academic success which will ultimately lead to a reduction in delinquent behaviors as discussed above.

It is also important to note here that, in 2001 the Lucas County Juvenile Court issued a study (Pompa, 2001) of 115 youth who were certified to stand trial as adults between the years 1994 and 1999. The results of this study further emphasize the critical relationship between academic performance and criminal behavior. Consistent in the findings is that juvenile offenders certified to stand trial for prosecution as adults present the following profile:

- Male
- Non-Caucasian
- Live in Toledo
- Are 17 years of age or older
- More than likely live with mother and natural parents were never married
- There is both parental and sibling criminality in the family
- Parental substance abuse is present
- Are not attending school, with 9th grade being the highest grade attended
- (Those in school are in the 9th grade in a regular classroom setting)
- Over half the cases involved using a weapon, usually a gun
- Over 80% were given a prison sentence averaging 13 years

After reviewing the available local data and the research summarized above, the workgroup began collecting intervention strategies for public schools that would reduce the number of law enforcement contacts and impact the RRI at point of juvenile arrest. The following best practice models were used in developing Lucas County's pilot intervention efforts.

Quantum Opportunities Program

Developed by the Eisenhower Foundation, the Quantum Opportunities Program (QOP) is a comprehensive youth development program for disadvantaged adolescents that provides education, development activities, community service and financial support over a four-year period for youth in grades 9-12. The youth enter this program in 9th grade and continue in the program through 12th grade. The success of this program can be attributed to the high levels of commitment of the participating youth and staff. QOP has been designated a program that works by the Promising Practices Network and a model program by the Blueprints for Violence Prevention.

The QOP was originally implemented at five sites that served 25 randomly selected youth from impoverished neighborhoods. The programming incorporates four prerequisites for successful youth development that work together to form a social bond between the individual and the socializing unit:

1. perceived opportunities for development or involvement in activities and interactions with others
2. a degree of involvement and interaction
3. skills to participate in the involvements and interactions
4. reinforcements they perceive as forthcoming from performance with activities and interactions (Blueprints for Violence Prevention, 2008).

The services provided by the youth include: 250 hours of educational activities; 250 hours of developmental activities and 250 hours of service activities. All participants in the program also share in performance-based incentives.

Dr. Andrew Hahn (Brandeis University) performed an evaluation of the pilot program and compared the results to a control group. Following two years of high school, 11 academic and functional skills of the program participants were higher than the control group. Twenty-seven percent of program participants had an average increase of three grade levels compared to 14% of the control group. Functional skill levels also increased by 20% for 38% of the program participants compared to 16% of the control group. Upon program completion (four years), participants were more likely to graduate from high school and less likely to drop out

compared to the control group. Additionally, the program participants were three times more likely to attend a four-year college and more than twice as likely to attend a two-year college compared to the control group. The program participants' expectations to attend post-secondary education were higher than those of the control group. Additionally, program participants were less likely to have children. Twenty-four percent of program participants had children compared to 38% of the control group. Program participants were also less likely to report trouble with police than the control group. In a study conducted by Taggart, two years after program completion, participants had half the arrests of the control group. Fewer participants had been arrested, and those participants that were arrested, averaged fewer arrests. The average number of convictions for the control group males was six times higher than male participants (Blueprints for Violence Prevention, 2008).

The successes illustrated above are contingent upon successful replication of QOP. Additionally, possible problems implementing the QOP include: establishing relationships with the high schools, finalizing details of the incentive structure, parental consent, transportation for participants, staff turnover, and staff management buy-in (Promising Practices Network, 2008).

Truancy Mediation Services

Truancy is the unexcused absence from school and has been linked to youth delinquent behavior and negative adult behavior. Truancy has also been found to be an indicator of substance abuse, gang activity and involvement in criminal activities. Additionally, it has been found that delinquency contributes to youth behavioral problems and more serious adult behavioral and adjustment problems. If truancy is not addressed, there may be significant negative effects on not only the student, but schools and society. OJJDP has identified the following correlates of truancy: family factors, school factors, economic influences, and student variables (Blueprints for Violence Prevention, 2008). It should also be noted that community factors also impact truancy but are spread throughout the four listed categories. It has been identified that truancy is an early indicator of delinquent activity, social isolation, and educational failure. Truancy has also been linked to later problems of violence, marital problems, job problems, adult criminality and incarceration. Studies have also shown that truants have the lowest academic performance and are most likely to drop out of school, which leads to fewer job prospects, lower salaries and unemployment. When looking at implementing truancy reduction programs, it is important to incorporate: parent accountability, services to address the factors underlying the truant behavior, and sanctions for non-compliance with the program (Blueprints for Violence Prevention, 2008).

Project Respect

Project Respect is a truancy reduction program in Pueblo, Colorado aimed at keeping youth in school. The program offers a variety of services including: mental health, family literacy, community advocacy, youth employment, GED classes, mentoring and parenting classes. Extracurricular activities like karate, arts and crafts, and a Rare Breed football program with NFL players are also offered.

The goals of Project Respect are to decrease school days missed due to suspension and truancy, to improve student achievement and test scores, to provide wrap around services to the students and their families, and to promote safe and healthy schools. The outcomes of a pilot study of this program that began in 2005 are:

- 51% of students improved math grades
- 44% improved reading
- 61% improved language arts
- 44% improved attendance
- 82% involved with law enforcement did not recidivate (Project Respect Brochure, 2008)

Project Respect engages the community, the family, the school and the student. Support advocates are available inside the schools to track the children from point of contact to graduation. Once the student is stabilized, services continue for three months. Any time the student's performance declines, he/she is immediately re-engaged in the program.

Project Respect: Minority Family Advocate Program is also an identified DMC Reduction Best Practice. The DMC points of contact impacted are: referral, detention, delinquent findings, diversion, petitioned/charge filing and probation. The contributing mechanisms are: differential offending, differential processing, legislation, policies, legal factors with disproportionate impact, differential opportunities for prevention and treatment, justice by geography and accumulated disadvantage.

This program provides culturally sensitive, strengths-based, family-centered, collaborative services to minority youth transitioning out of adjudication and/or commitment and their families. The Minority Family Advocate works with the family and courts to meet the needs of the family, improve compliance and complete court orders. Project Respect: Minority Family Advocate Program was implemented at a high-risk alternative school. The program documented outcomes for students over a two year period. First year outcomes were that out of 35 students:

- 2 received technical violations
- 3 had law enforcement contact during the one-year follow-up period
- 80% improved attendance and tardiness
- 83% improved core academics
- 63% had improved behavior with 60% fewer suspensions (OJJDP DMC Reduction Best Practices Database, 2008)

The outcomes produced in the second year of program implementation were similar. Out of 38 students:

- 3 received technical violations
- 4 were arrested
- 50% improved attendance
- 81% improved reading performance
- 62% improved math performance
- 76% improved in language arts
- 50% improved their behavior (OJJDP DMC Reduction Best Practices Database, 2008)

Truancy Prevention Through Mediation

The Truancy Prevention Through Mediation Program was implemented in the following Ohio counties: Butler, Delaware, Franklin, Lucas, Ross and Stark. The program requires a collaboration of families, schools, juvenile courts and social service agencies to work together to address truancy and chronic absenteeism of the child. A child is identified for program services if they have five or more absences in a grading period or 10 or more absences in the school year. Once the student has been selected, the parents or guardian are notified of the scheduled mediation session. The parent/guardian, trained mediator, school representative, and sometimes the student will participate in the mediation session. The mediator is the neutral third party that will facilitate discussion of the underlying issues of the child's absenteeism and will work with the participants to develop a resolution to the problems that satisfies the parents/guardians and the school. If, following the mediation, the student has additional unexcused absences, the parents are referred to juvenile court and are given a warning that the child may be charged with a unruly or delinquency offense, and the parents/guardians may be charged with contributing to the delinquency of a minor.

During the 2000-2001 school year, the program was implemented in 58 elementary and middle schools with over 1,700 truancy mediations scheduled. When families participated in the program, there was a significant reduction in absences and tardiness. Additionally, participants were satisfied with their experience with mediation. On average, appropriate resolutions for all issues between the parties were reached on 86% of the mediations and appropriate strategies were reached 90% of the time (Ohio Commission on Dispute Resolution & Conflict Management , 2008).

After considering these existing strategies, the workgroup decided that it will be critical to develop prevention and early intervention strategies for elementary, junior high and high school youth. The initial focus of the workgroup is on the junior high youth. To this end, the workgroup compared data from Leverette Middle School to Jones Junior High School to be sure there were not discrepancies in the administration of SSO

violations between Toledo Public School feeder systems. Data on the type of SSO violation charged was examined to determine the strongest area of need. The data set used in this analysis included all SSO violations by school as well as other demographic variables such as age, race, gender, and zip code of youth for whom a SSO violation was filed between January 2004 and December 2006.

Several points of interest emerged from a comparison of youth attending Jones and Leverette, the target junior high school. In terms of gender, Leverette had a significantly higher number of males charged with SSO violations (64.6%) than Jones (55.1%). This may indicate that girls at Leverette were less likely to receive a SSO charge or that Leverette simply has fewer female students than Jones during the time period of interest. With regard to race, a higher proportion of the SSO violations were committed by African-Americans at Leverette and Jones had a higher proportion of SSO violations committed by Hispanic youth. Again, this may reflect differences in the population at each school, or differences in how SSO violations are filed. There were no significant differences in the filing of SSO violations by way of age between Leverette and Jones.

A second question posed was what type of SSO violation occurred most frequently. Insight into this question would aid in determining what school-based intervention might have the biggest impact on reducing the number of SSO violations filed on minority youth. The data suggest that the proportion of assaults at both Leverette and Jones is significantly higher than any other offense category (60.8% and 70.5% respectively.) The second highest category at Leverette is Threat while it is Disturbance at Jones. This suggests that aggression might be a key area of interest. This information was valuable for the workgroup as they considered the types of services to be included in a local intervention strategy.

Assessment Phase 2: Identifying Contributing Factors of DMC

In addition to the significant influence of family and school, the workgroup agreed that it would be important to collect additional background information about the neighborhoods where these target youth live. Local adult crime data also identifies certain areas within the city that have the highest rates of violent and drug related crime.

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 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. It is important to note that the Woodward feeder pattern is located primarily in the 43608 zip code. The target area report will build upon baseline community profile information prepared by the DEN in its 2004 report on the Status of Families and Children. In-depth health, marriage and divorce, crime (juvenile, adult, and child abuse/neglect), economic, employment, public assistance, business and neighborhood profile, transportation, social services and education data will be collected and reviewed. The goal of the Family Council report is to identify the risks and protective factors present in the areas of Lucas County. The DEN report will supplement the Phase 1 Assessment Report by analyzing factors that contribute to DMC and will constitute the Phase 2 Assessment Report. 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.

Table 32 identifies the targeted zip codes by offender that correlate with the upcoming DEN study. The information is based on juvenile court records from 2004 through 2007.

Table 32: DEN Study Zip Codes by Offender: 2004-2007

Zip Code of Offender									
	2004		2005		2006		2007		
	Male	Female	Male	Female	Male	Female	Male	Female	
City Total	5,463	2,573	5,478	2,467	6,395	2,556	6,287	2,624	
% of All Offenders	88.3%	85.9%	89.3%	90.3%	88.1%	89.1%	90.1%	87.6%	
43604	116	69	115	41	130	58	189	58	
43605	650	359	595	306	690	304	673	292	
43608	761	371	775	353	950	413	931	357	
43609	658	280	587	248	654	244	662	231	
Target Zip Code Subtotal	2,185	1,079	2,072	948	2,424	1,019	2,455	938	
% of City Total	40.0%	41.9%	37.8%	38.4%	37.9%	39.9%	39.0%	35.7%	
County Total	573	201	520	178	657	227	553	261	
% of All Offenders	9.3%	6.7%	8.5%	6.5%	9.1%	7.9%	7.9%	8.7%	
Total All Offenders	6,188	2,995	6,132	2,733	7,255	2,870	6,980	2,994	

Note: Unknown omitted

At this point in the process, the local DMC workgroup developed recommendations for next step actions. These recommendations are:

- Develop a pilot response for one TPS feeder district and monitor the impact on SSO violation 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 ODYS commitment

Pilot Response Status

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.

Profile of Leverette Junior High School and the Community

According to the Ohio Department of Education, in the 2006-2007 school year there were 293 discipline actions per 100 African-American students, 161 discipline actions per 100 Hispanic students, 179 actions per 100 multiracial students and 119 actions per 100 Caucasian students. For all students, there were 238 discipline actions per 100 students. In 2006, a youth drug and alcohol survey recorded prevalence by zip code for use of cigarettes, alcohol and marijuana. The results displayed low usage beginning in 7th and 8th grade for 43608, a Leverette feeder zip code; however a sharp increase results by the 9th and 10th grade level. Two to three times as many students increase their usage at this time (2006 ADAS Youth Survey).

The socio-economic factors for this area hold similar disparity. The 2000 U.S. Census identifies the zip code 43608 as having a per capita income of \$12,897, with 23% of families below poverty level and only 55% of the population participating in the workforce. The median family income for this area is \$29,643 and median housing value for the area is \$42,700.

ISRP Status Summary

Between April 1, 2008 and the end of the 2007-2008 school year, HOE staff were available on site to screen youth referred by Leverette school administration and provide intervention and support services. As part of the pilot startup phase, HOE agreed to serve all youth referred by Leverette administration and received 40 youth referrals. These youth will remain in the program during the summer months and into the beginning of classes in September. HOE program staff is also collecting baseline data on the referred youth. Baseline information is being collected on school attendance and tardiness, number and type of disciplinary absences, law enforcement contact, behavior and academic performance. Table 33 provides profile data on these youth.

Table 33: ISRP Preliminary Statistics: April - June 2008

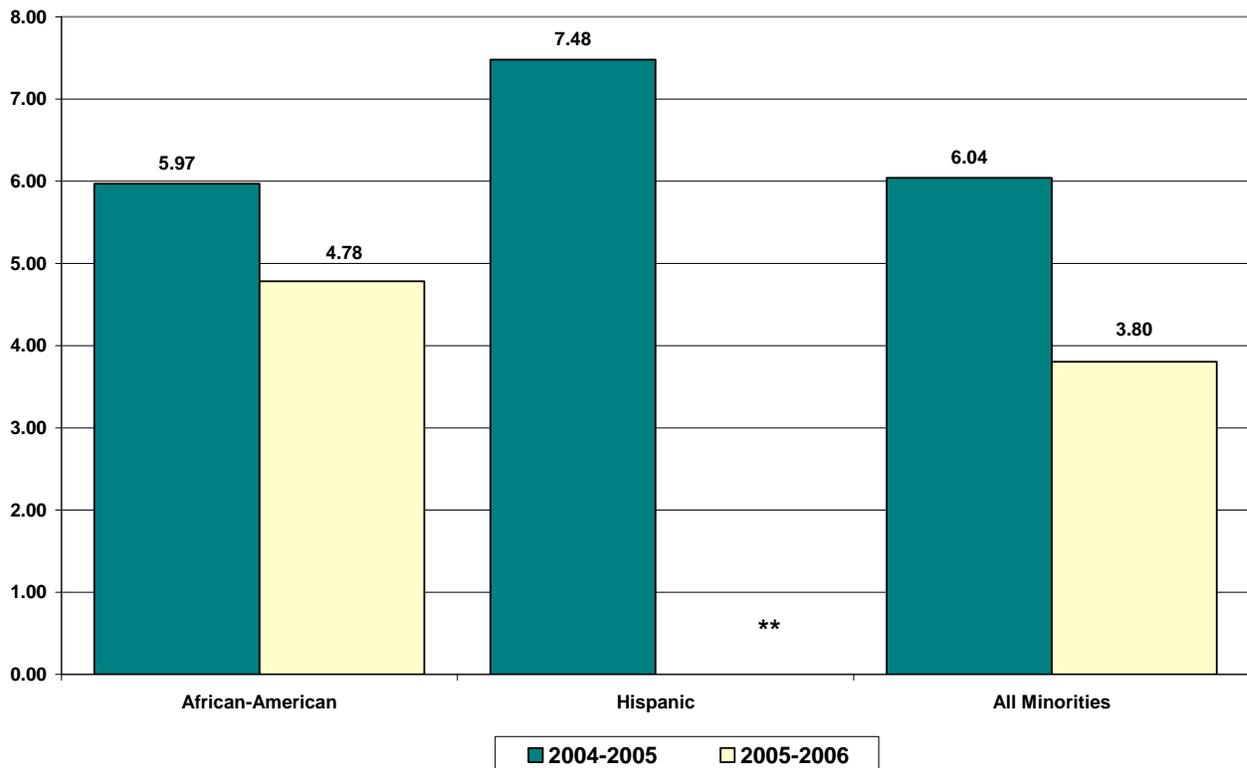
Total Youth Referred:	40	
Male	40	
Race:		
African-American	34	85%
Bi-Racial	2	5%
Arabic	1	3%
Caucasian	3	8%
Grade Level:		
7th	21	53%
8th	19	48%
Age:		
13	8	20%
14	23	58%
15	8	20%
16	1	3%
Parents: as reported by student		
both	14	35%
mother only	25	63%
father only	1	3%
Probation Officer Assigned		
yes	2	5%
no	38	95%
Days Missed (January - June)		
7th	417	
Avg. per youth	19.9	
8th	382	
Avg. per youth	20.1	

The objectives of the pilot program are to assist at-risk students and their families in maintaining school attendance with minimal to no severe behavioral disruption and to prevent these students from being excused, suspended and/or expelled from school. Expected outcomes for referred youth are prompt school attendance, reduction or elimination of the number of SSO events, improved academic performance and improved peer/staff interpersonal communications. During the summer months ISRP will be providing mentoring and referral services to these youth and their families as well as finalizing the monitoring and evaluation components of this pilot project.

The workgroup continues to review information as it is collected, monitor startup activities and will help develop an effective program evaluation. Additionally, the workgroup decided to calculate an RRI specific to SSO violations filed at Leverette Middle School. The workgroup will continue to monitor this RRI to help

determine success of the pilot activity. Figure 68 illustrates the RRI for SSO violations filed at Leverette for a two year period. This baseline data will be compared to future RRI rates for SSO violations to measure program impact and DMC reduction. As illustrated in Figure 69, an African-American youth was 6.0 times more likely to be arrested than a Caucasian youth at Leverette Junior High School in 2004-2005 school year. This decreased slightly in the 2005-2006 School year to 4.8. In the 2004-2005 school year, Hispanic students were 7.5 times more likely to be arrested than Caucasian students. Minority youth were 6.0 times more likely to be arrested than a Caucasian youth at Leverette Junior High School in 2004-2005 school year. This decreased significantly in the 2005-2006 school year to 3.8, which is driven by the insufficient number of Hispanic cases.

Figure 68: Leverette SSO Arrest RRI: School Year 2004/2005 - 2005/2006



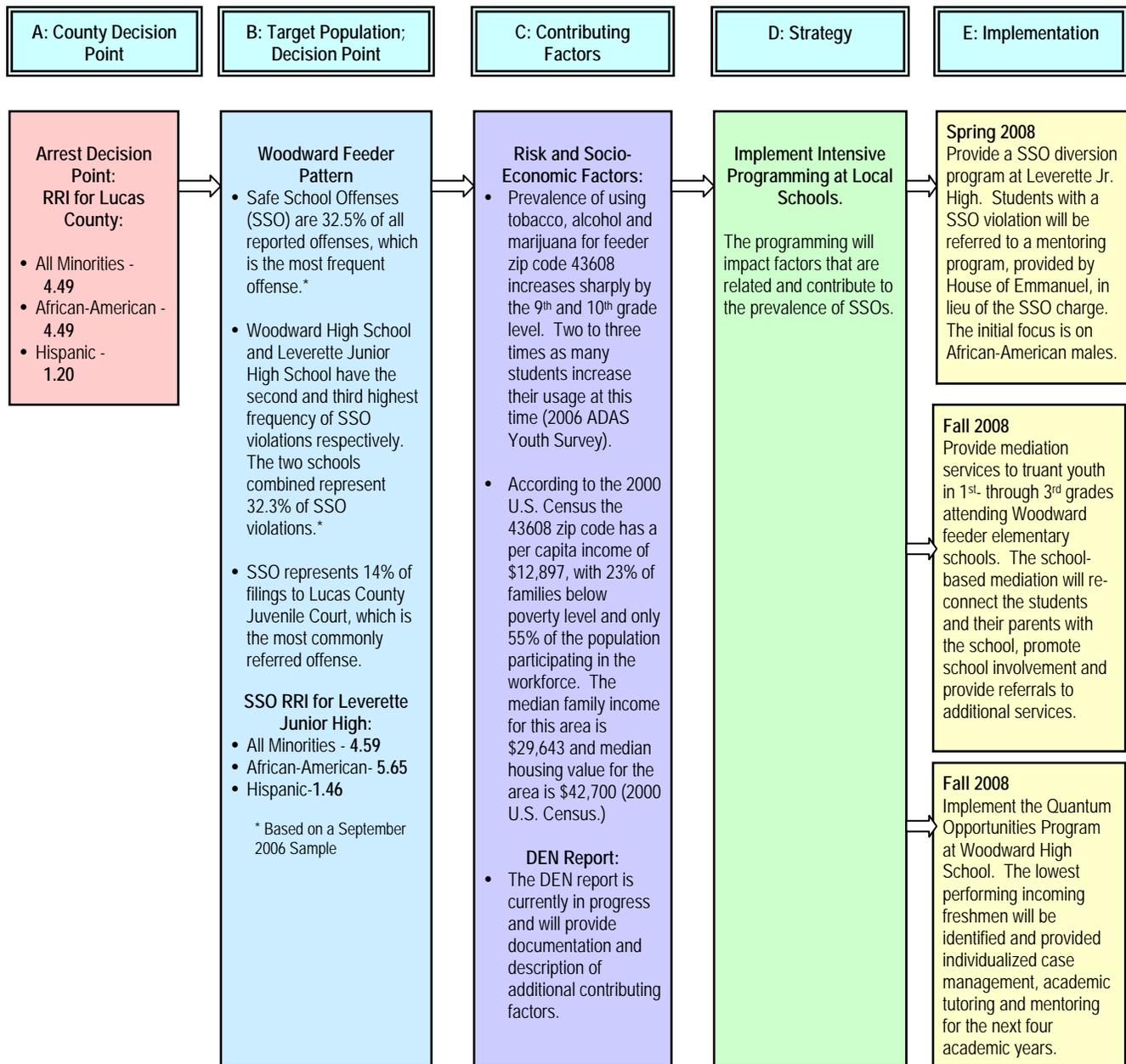
** Insufficient number of cases for analysis

Next Steps

With the assessment phase nearing completion, the Lucas County DMC project will focus on developing an effective strategy to engage the local community. It is the intent of the workgroup that the local community will ultimately take ownership of this initiative. The local workgroup will also begin developing an effective communication strategy. The goal of the communication strategy will be to educate the community on DMC related issues in a non-threatening manner. Additionally, the DMC Workgroup will begin identifying existing resources, evaluating their effectiveness and identify which resources will be able to implement effective DMC reduction strategies.

The following logic model will facilitate the implementation of new initiatives and the evaluation and monitoring of the current pilot program.

Figure 69: Lucas County DMC Logic Model



Quantum Opportunities Program

The Quantum Opportunities Program is a widely recognized development program for socio-economically disadvantaged youth. Quantum uses a comprehensive case-management method of providing year-round services throughout the four years of high school. While the primary goal of the Quantum program is to improve academic deficiencies, the program also emphasizes establishing meaningful long-term relationships with program staff (the mentoring component) as well as involvement with and commitment to school and community. Youth will participate in 250 hours of educational, developmental and community service activities each year that they participate in the program.

Eighth grade students ranked at the bottom of their class will be selected for participation at the start of high school. Questionnaires will be used to collect comprehensive background information on demographics, work and school experience, health knowledge, personal attitudes and personal opinions for each youth.

Academic and functional skill levels of youth will also be assessed using standardized academic measures. The standardized tests as well as the personal questionnaires will be re-administered throughout the four-year period. Local implementation of the Quantum program will also collect baseline information on school attendance and tardiness, number and type or disciplinary absences and law enforcement contact.

The Quantum Opportunities Program is scheduled to begin in the 2008-2009 school year at Woodward High School. Additionally, truancy mediation programs will begin in the 2008-2009 school year at the elementary schools in the Woodward feeder pattern.

Truancy Prevention through Mediation Program

In the fall of 2008 (school year 2008-2009), the Toledo Public schools will partner with Lucas County Juvenile Court to combat truancy in elementary schools. The pilot project, Truancy Prevention through Mediation Program, will be implemented in the Woodward High School elementary feeder school system: Lagrange, Riverside, Sherman, Ottawa River and Chase Elementary Schools.

Based on the initial evaluation outcomes for this program, it is believed that early intervention in truancy cases will create a community expectation that children must attend school and give parents assistance in dealing with issues that interfere with school attendance.

Truancy at an early age is one of the signs teachers and school officials often recognize as an indication of neglect or other underlying family crises. This pilot program will target elementary school children who have ten or more unexcused absences per semester. The families of these children are then referred into the mediation project and mediation is scheduled at the school.

The parents and teacher (the child is optional) are present at the mediation. During the course of the mediation, issues within the family and at school which impede or prevent regular attendance are identified and the parties work as a team to determine appropriate solutions and/or community resources to address the particular issues.

Baseline information will be collected on school attendance and tardiness, number and type or disciplinary absences, law enforcement contact, behavior and academic performance.

Closing Thoughts

Participating in Ohio's DMC reduction initiative has been both challenging and rewarding for the Lucas County Workgroup. While the task seemed almost overwhelming at the beginning, the structure and format of the OJJDP model proved to be extremely helpful at those times when it would have been easy to become lost in all the questions that emerged and the endless possible information that could have been collected and reviewed. Data drill downs on most of these questions helped the workgroup to focus on the importance and impact of selecting a starting point to address our local DMC issues. Reflecting back to their first meeting, the workgroup has not only developed an impressive knowledge of local issues but also a rewarding sense of accomplishment in building new working relationships and in preparing this report.

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