

THE FRANKLIN COUNTY, OHIO
DISPROPORTIONATE MINORITY CONTACT
(DMC) REPORT

Developed for

THE UNITED WAY OF CENTRAL OHIO

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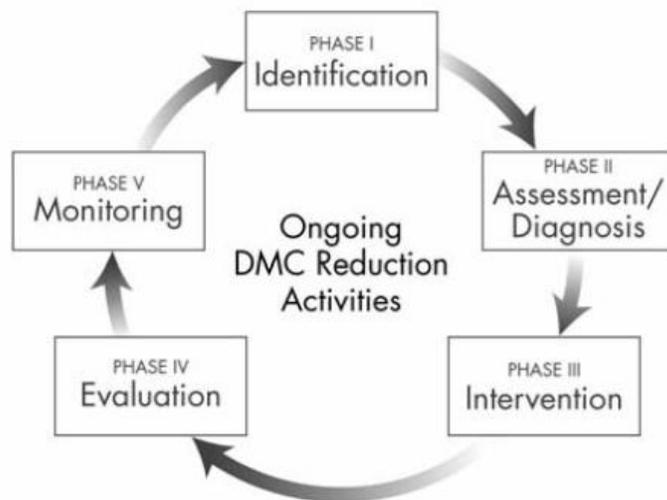
Acknowledgments

As noted in the body of this report, key support to the Franklin County, Ohio Juvenile Justice Community Planning Initiative was provided by the United Way of Central Ohio and the Franklin County Office of Homeland Security and Justice Programs. First and foremost, I wish to express my indebtedness to Subha Lembach, the Juvenile Justice Project Coordinator for the United Way of Central Ohio, whose diligent work made this report a straightforward and uncomplicated effort. In addition, the ongoing support and feedback given by Melissa Pierson, Grants Administrator for the Franklin County Office of Homeland Security and Justice Programs, is gratefully acknowledged.

Overview

The United Way of Central Ohio commissioned the compilation of the Franklin County, Ohio Disproportionate Minority Contact (DMC) Assessment Report in order to fulfill the minimum content requirements as stipulated by the Ohio Department of Youth Services (see Appendix A). To meet and exceed these minimum standards, the assemblage of this report closely adhered to guidelines offered by the Office of Juvenile Justice and Delinquency Prevention (OJJDP) Technical Assistance Manual (3rd edition). The content of the OJJDP manual¹ is organized around the DMC Reduction Cycle as depicted in the Figure below.

The DMC Reduction Cycle



¹ The entire OJJDP manual can be found at: <http://www.ncjrs.gov/html/ojjdp/dmc%5Fta%5Fmanual>

The present report primarily highlights information generated by a variety of Franklin County sources on the first two phases of the DMC Reduction Cycle: the Identification Phase and the Assessment Phase. In addition, various recommendations made as the result of Franklin County's Identification and Assessment processes will be assembled as well. Where possible, these recommendations reference the remaining three DMC Reduction phases (Intervention, Evaluation, and Monitoring).

The author, an expert on human development and family studies who is widely published in the area of delinquency and other adolescent problem behaviors, has compiled this report with the broadest possible readership in mind. The primary reason behind this approach resides within the "lessons learned" about the DMC effort that have been covered in various OJJDP publications. To wit, while OJJDP recognizes that DMC reduction "requires support from the top," meaning that top administrators must be solidly behind all activities, there is also the acknowledgment that DMC reduction will only occur at the local level, and then only as the result of strong partnerships among *all* public and private stakeholders. Hence, wherever necessary the time and space is taken to break down information to its most basic level in order to ensure that interested parties have user-friendly information at their immediate disposal.

Identification Phase Information

As recommended by OJJDP, the Information Phase of DMC activities should be centered on calculation efforts regarding the Relative Ratio Index (RRI). According to the OJJDP manual:

“The method that OJJDP has selected to use for the identification stage is termed the Relative Rate Index (RRI). This method involves comparing the relative volume (rate) of activity for each major stage of the juvenile justice system for minority youth with the volume of that activity for white (majority) youth. The method of comparison provides a single index number that indicates the extent to which the volume of that form of contact or activity differs for minority youth and white youth.”

As noted in the quote above, there is a calculation for each major stage of the juvenile justice system, or “decision points.” In all, there are nine (9) decision points addressed through the RRI:

1. Juvenile arrests
2. Juveniles referred to juvenile court
3. Cases diverted
4. Cases involving secure detention
5. Cases petitioned (charge filed)
6. Cases resulting in delinquent findings
7. Cases resulting in probation placement
8. Cases resulting in confinement to secure juvenile correctional facilities
9. Cases transferred to adult court (bindovers)

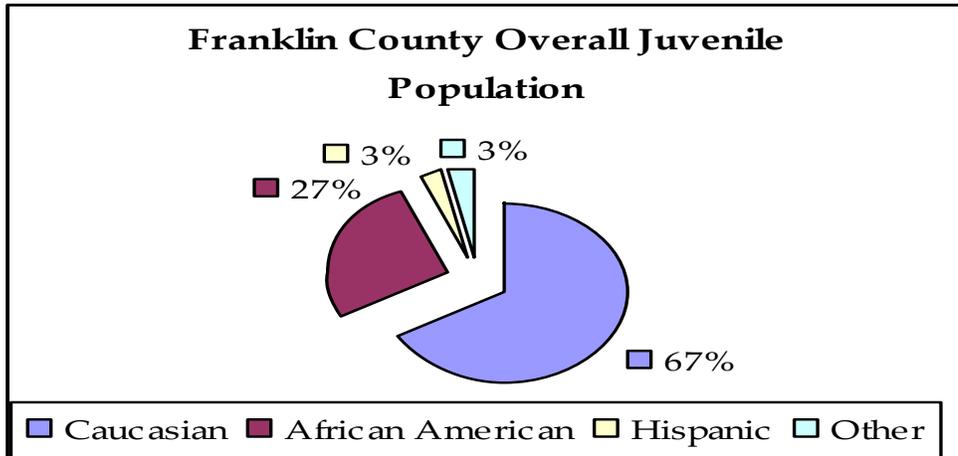
Most generally, for each decision point the number of “events” for minority² youth is counted and compared against the number of events for White youth. However, the OJJDP formula additionally employs a strategy whereby the number of events is translated into “rates of activity” by dividing the number of events in a given stage by the number of events in the preceding stage. The following illustration is provided by OJJDP:

“For example, one divides the number of probation placements by the number of “convictions”—situations in which youth were found delinquent—to determine the rate of probation placement. This calculation is performed separately for each minority group in which the size of that group’s youth population is at least 1 percent of the total youth population in the jurisdiction. The rates for minority groups are compared to the rate for white (majority) youth by dividing the rate for minority groups by the rate for white youth. This creates an RRI, which provides a numeric indicator of the extent to which the rate of contact for minority youth differs from the rate of contact for white youth. “

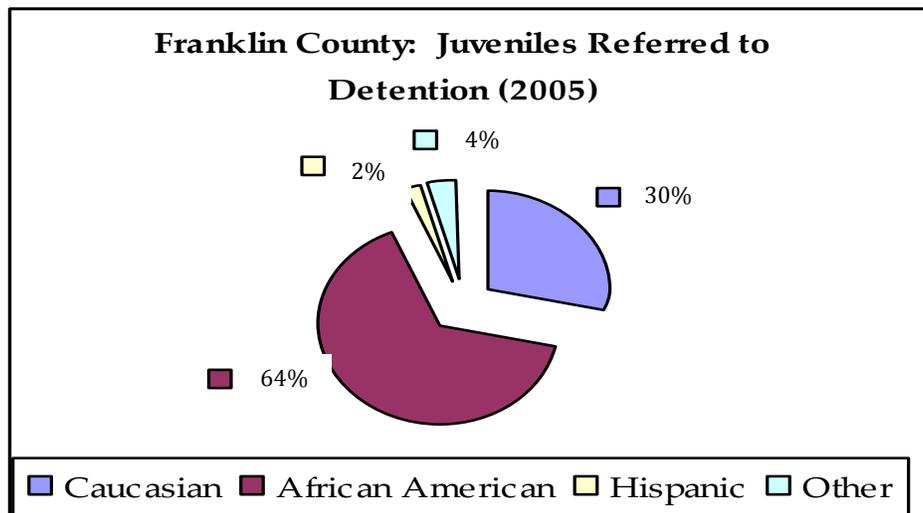
There are a few cautions that the reader must have in mind when thinking about the RRI method. First, the RRI compares rates of events between minority youth and White youth that are based on the *relative size of the overall populations of youth* in a given geographical location (in the present case, Franklin County, Ohio) as evidenced in census databases. This means that the RRI rates can be influenced by size differences in the samples and populations, as well as the possibility that certain sub-groups may be under-counted in the census data (a known problem in minority samples). This is particularly relevant for the RRI calculated at the first decision point of arrest. That said, the 2000 U.S. Census figures indicate that the Franklin County overall juvenile

² Generally, these groups include African American, Hispanic/Latino, Asian American, Native Hawaiian and other Pacific Islanders, Native Alaskan and American Indian youth

population is made up of approximately 67% White youth and 33% minority youth. African American youth are the predominant minority population in Franklin County.



Second, beyond this initial decision point, the RRI calculations are based on numbers gleaned from preceding decision points. This means that numbers calculated at each decision point are only as good as the numbers that preceded them. In related fashion, if the sources of information for various decision points are not uniform and/or the method for deriving counts of events is not the same, then there is an increased risk of comparing “apples to oranges.” Even so, there are clearly ways in which even a casual observer would discern large discrepancies; as an example, the reader can compare the percent of African American youth (27%) in the overall Franklin County, Ohio population and the number of African American youth (64%) referred to detention.



Third, the RRI method does not involve tracking *individual* youth through the decision points nor across time, and the preferred method for counting events specifically asks for the inclusion of duplicated youth (i.e., youth arrested more than one time in a given reporting period). Hence, the warning here is that the RRI is *not calculating an odds ratio per se*, but rather is comparing relative rates of events for aggregate samples over a specifically defined time period.

With those caveats under consideration, the RRI remains the overwhelming method of choice for state and federal efforts surrounding DMC efforts. In order to create the best possible use of this method, OJJDP recommends a total of seven (7) recommended steps be used when calculating the RRI:

- Step 1: Understanding System Elements*
- Step 2: Defining Data Elements*
- Step 3: Determining Racial/Ethnic Categories*
- Step 4: Entering Information in the Data Tool*
- Step 5: Determining Availability of Data for Racial/Ethnic Groups*
- Step 6: Determining Availability of Base Numbers*
- Step 7: Examining the Results*

The present report utilized the step-by-step instructions offered in the OJJDP Technical Assistance Manual as a platform for the assessment of the quality of information used to calculate the RRI in the Franklin County data collection and analysis efforts to date.

What follows next is a narrative about what was discovered in the process of gathering information about the DMC efforts within Franklin County, Ohio.

First, a comparison was made between Franklin County's juvenile justice system and the OJJDP general model (see Appendix B) regarding the main data elements that correspond to each of the decision points. It was determined that, like most juvenile courts operating in Ohio, the case disposition flow within the Franklin County Juvenile Court system generally matches the OJJDP model. That said, however, it should be noted that a new "services model" (see Appendix C) began to be discussed by the Franklin County juvenile judges in October of 2007. Among other things, this effort was being undertaken in order to improve screening methods to better determine youth's needs in ways that would enhance the Court's ability to make more informed disposition decisions. Hence, the development of this new model potentially could have had some impact on decision point data in the last months of the 2007 RRI. As well, the present report notes that this potential shift in policy could affect future DMC issues as the new services model is implemented in practice.

Next, a standard set of definitions given by OJJDP for each data element were compared with those used by the Franklin County Juvenile Court. Attention also was given here to the "operationalization" of these definitions, meaning that consideration was given to the process of how each definition was made measurable in terms of what data would be used in the counting of events. The source of the data regarding events also was considered. Further, categories of race and ethnicity that are available for each

data element were considered, as well as the informant used to supply these racial and ethnic categorizations (self-identification by the youth, record review, etc.).

Taken together, this next section of the report includes a number of component parts that follow the decision points. First, a synopsis of the OJJDP definition for each decision point is stated (the full standard definitions are contained in Appendix D), followed by the Franklin County protocol regarding the compilation of information for each decision point. Where possible, duplication of youth in the data (the preferred OJJDP method for calculating the RRI) was noted. Next, the source of event information is specified in order to provide the reader with an understanding of the relative uniformity of the method for deriving counts of events. In addition, the categories of race/ethnicity available at each decision point and how that information was derived is catalogued.

Decision point #1: Juvenile Arrests

OJJDP Definition: Youth are considered to be arrested when law enforcement agencies apprehend, stop, or otherwise contact them and suspect them of having committed a delinquent act.

Franklin County protocol: Not applicable. This information is generated by the Ohio Department of Youth Services (ODYS).

Source of event information: ODYS compiles information from law enforcement agencies with Franklin County (law enforcement agencies are surveyed once a year as a condition of the Title II Formula Grant funding award from OJJDP) and compares these numbers to U.S. Census data about youth who are between the ages of 10-17. In Franklin County, there are 32 law enforcement agencies surveyed annually, and the number of respondents varies year by year. As a point of comparison, in 2007 a total of 25 law enforcement agencies (78%) responded to the annual DYS survey of juvenile arrests.

Youth duplication in the database: assumed, but not verifiable.

Categories of race/ethnicity: African American, Hispanic/Latino, Asian American, Native Hawaiian and other Pacific Islanders, Native Alaskan and American Indian youth

Race/ethnicity informant: how information is gathered in each law enforcement agency is not verifiable through present reporting methods. The widespread assumption is that there is some combination of self-report and visual identification.

Decision point #2: Referral to Juvenile Court

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

Franklin County protocol: There are three sets of numbers that are used to compile this information: 1) Juvenile Detention Center referrals from the “Active and Archived” database, including all held and house arrest referrals regarding delinquency cases (and specifically excluding violations, motions, warrants, testifies, and detainers); 2) non-lock up prelim data of delinquency cases (excluding unruly, incorrigible, and violations of court orders [VCOs]); and 3) diversion referrals from prosecutors and police referrals (excluding incorrigible and school truancy cases).

Source of event information: The three sets of numbers come from three Juvenile Court sources: 1) Juvenile Detention Center database; 2) Family Assessment database; and 3) Intake Department Database.

Youth duplication in the database: For all three sets of numbers, there is duplication across contact points (i.e., youth brought to the detention center on two different occasions for two different incidents will count as two events).

Categories of race/ethnicity: African American, Hispanic/Latino, Asian American, Native Hawaiian and other Pacific Islanders, Native Alaskan and American Indian youth
Race, White and unknown/not verifiable.

Source of race/ethnicity data: In the first set of numbers from the Detention Center, staff members rely on visual identification. Source of race/ethnicity data in the second source comes from the Franklin County Clerk of Courts database. In the third set of numbers from the Intake Department, staff members rely on paperwork from the referral source (e.g., the police report or the school complaint) that provides race/ethnicity information.

Decision point #3: Cases Diverted

OJJDP Definition: The diversion population includes all youth referred for legal processing but handled without the filing of formal charges.

Franklin County protocol: Diversion data on all referrals to the Intake Department.

Source of event information: Juvenile Court Intake Department database.

Youth duplication in the database: As noted above, the Intake Department database does account for duplication across contacts.

Categories of race/ethnicity: African American, Hispanic/Latino, Asian American, Native Hawaiian and other Pacific Islanders, Native Alaskan and American Indian youth White and unknown/not verifiable.

Race/ethnicity informant: As noted above, the Intake Department relies on third-party paperwork to identify race/ethnicity.

Decision point #4: Cases Involving Secure Detention

OJJDP Definition: Detention refers to youth held in secure detention facilities at some point during court processing of delinquency cases (i.e., prior to disposition).

Franklin County protocol: Juvenile Detention Center with admission dates for the reporting year for all delinquency cases (and specifically excluding violations, motions, warrants, testifies, and detainers).

Source of event information: Juvenile Detention Center database.

Youth duplication in the database: As noted above, the Juvenile Detention database does account for duplication across contact points.

Categories of race/ethnicity: African American, Hispanic/Latino, Asian American, Native Hawaiian and other Pacific Islanders, Native Alaskan and American Indian youth White and unknown/not verifiable.

Race/ethnicity informant: The staff of the Juvenile Detention Center relies on existing documentation from referral sources and also uses visual identification.

Decision point #5: Cases Petitioned (Charge Filed)

OJJDP Definition: Formally petitioned (charged) delinquency cases are those that appear on a court calendar in response to the filing of a petition, complaint, or other legal instrument requesting the court to adjudicate a youth as a delinquent or status offender or to waive jurisdiction and transfer a youth to criminal court.

Franklin County protocol: All youth who have delinquency cases filed with the juvenile court during the calendar year.

Source of event information: The Ohio Supreme Court database, the Ohio Court Network (OCN), relies on information supplied by the Clerk of Courts. An interface called WebFocus is used to query the Ohio Court Network database.

Youth duplication in the database: yes.

Categories of race/ethnicity: African American, Hispanic/Latino, Asian American, Native Hawaiian and other Pacific Islanders, Native Alaskan and American Indian youth White and unknown/not verifiable.

Race/ethnicity informant: Various, including departments within Juvenile Court/Detention Facility, law enforcement and prosecutor's office.

Decision point #6: Cases Resulting in Delinquent Findings

OJJDP Definition: Youth are judged or found to be delinquent during adjudicatory hearings in juvenile court.

Franklin County protocol: All youth who receive delinquent adjudications from the juvenile court during the calendar year.

Source of event information: The Ohio Supreme Court database, the Ohio Court Network (OCN), relies on information supplied by the Clerk of Courts. An interface called WebFocus is used to query the Ohio Court Network database.

Youth duplication in the database: yes.

Categories of race/ethnicity: African American, Hispanic/Latino, Asian American, Native Hawaiian and other Pacific Islanders, Native Alaskan and American Indian youth White and unknown/not verifiable.

Race/ethnicity informant: Various, including departments within Juvenile Court/Detention Facility, law enforcement and prosecutor's office.

Decision point #7: Cases Resulting in Probation Placement

OJJDP Definition: Probation cases are those in which a youth is placed on formal or court-ordered supervision following a juvenile court disposition.

Franklin County protocol: All Active and Archived Juvenile Probation Department cases with start dates for the reporting year.

Source of event information: Juvenile Probation Department database.

Youth duplication in the database: The Juvenile Probation database does account for duplication across contact points.

Categories of race/ethnicity: African American, Hispanic/Latino, Asian American, Native Hawaiian and other Pacific Islanders, Native Alaskan and American Indian youth White and unknown/not verifiable.

Race/ethnicity informant: The staff of the Probation Department rely on existing documentation from police department and prosecutor's office and also uses visual identification.

Decision point #8: Cases Resulting in Secure Confinement

OJJDP Definition: Confined cases are those in which, following a court deposition, youth are placed in secure residential or correctional facilities for delinquent offenders.

Franklin County protocol: This information is generated by examining the Juvenile Court's Department of Youth Services database.

Source of event information: The Juvenile Court's Department of Youth Services database .

Youth duplication in the database: yes.

Categories of race/ethnicity: African American, Hispanic/Latino, Asian American, Native Hawaiian and other Pacific Islanders, Native Alaskan and American Indian youth White and unknown/not verifiable.

Race/ethnicity informant: The Clerk of Court's database (FCJS).

Decision point #9: Cases Transferred to Adult Court

OJJDP Definition: Waived cases are those in which a youth is transferred to criminal court as a result of a judicial finding in juvenile court.

Franklin County protocol: Source of event information: The Ohio Supreme Court database, the Ohio Court Network (OCN), relies on information supplied by the Clerk of Courts. An interface called WebFocus is used to query the Ohio Court Network database.

Source of event information: The Ohio Court Network (OCN).

Youth duplication in the database: yes.

Categories of race/ethnicity: African American, Hispanic/Latino, Asian American, Native Hawaiian and other Pacific Islanders, Native Alaskan and American Indian youth White and unknown/not verifiable.

The 2005-2007 RRI numbers for Franklin County, Ohio

The minimum standards set by the Ohio Department of Youth Services regarding the DMC Assessment Report include the following:

- Include year(s) of data being assessed and RRI (s)
- Provide a rationale for any decision points not assessed
- Address all 9 decision points and provide a synopsis of each
- Provide a rationale for decision points selected for assessment

Before these items are addressed, some commentary about the present RRI data is offered. With the reminder that the RRI is best calculated when there is consistency in the way that events are counted and race/ethnicity is determined, the reader should note that the present data is difficult to interpret due to the inherent variability in data-gathering methods. There are at least five different databases being utilized to construct the events, with differing confidence levels in whether or not duplication counts occur from these sources, and with differing informants generating data on the race/ethnicity. Also, the initial decision point – arrests – does not contain information from all police

departments within Franklin County, yet the total county census figures are used to compute the RRI for that category; the reader is reminded that the numbers calculated for each of the subsequent decision points are based in part on each preceding number. With these provisos in mind, the report moves on to the minimum content standards.

Years of data being assessed and RRIs:

The years of data for the present report include 2005-2007, and can be found in Appendix E.

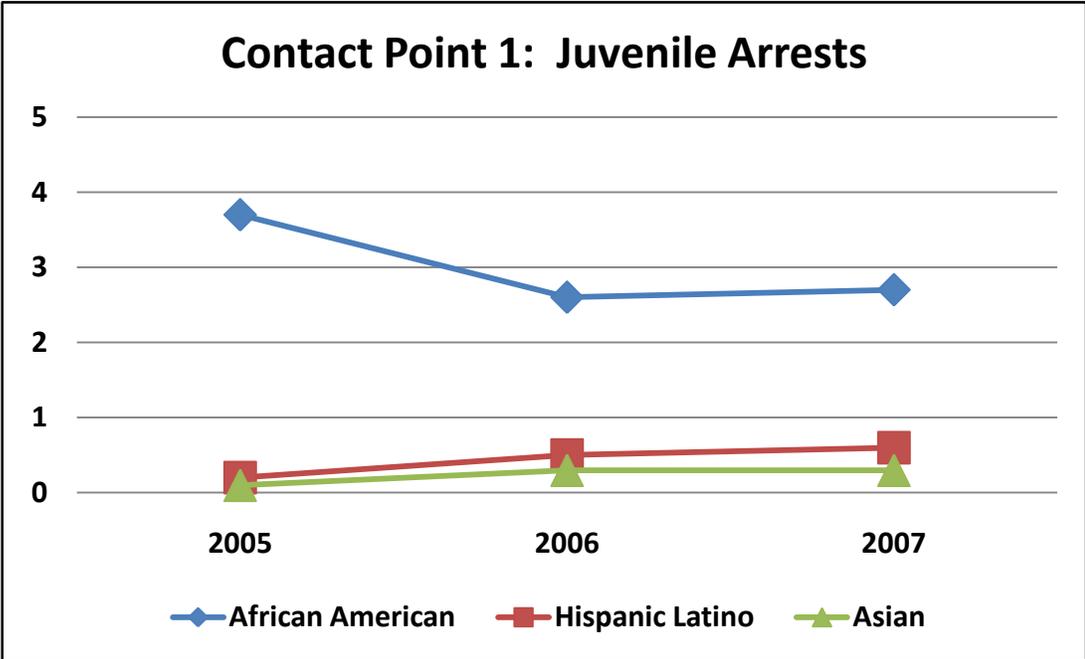
Provide a rationale for any decision points not assessed:

Information on all decision points is provided.

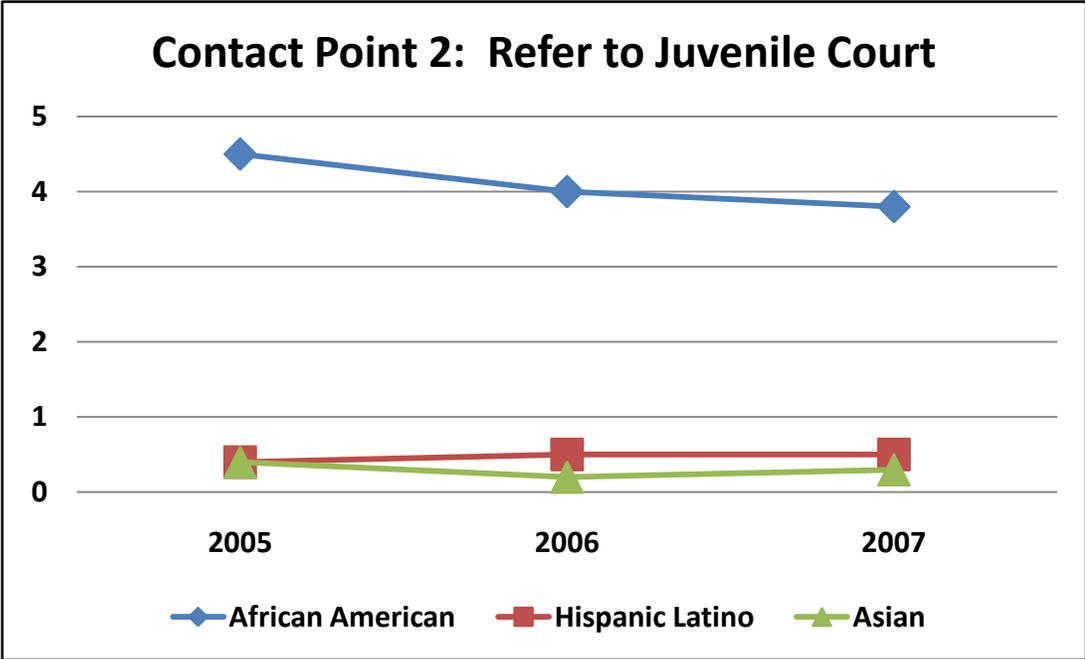
Address all 9 decision points and provide a synopsis of each:

All minority racial/ethnic groups that meet the 1% threshold regarding population size are targeted for further consideration in DMC efforts. It is important to note that a significant change in reporting occurred between 2005 and 2006. Between these reporting years, the category of “other/mixed” was dropped from usage for Decision Point 1. While this category passed the 1% threshold in 2005, these numbers were not computed in subsequent years. Therefore, this report is confined to three primary racial/ethnic groups: Black/African American, Hispanic/Latino, and Asian youth.

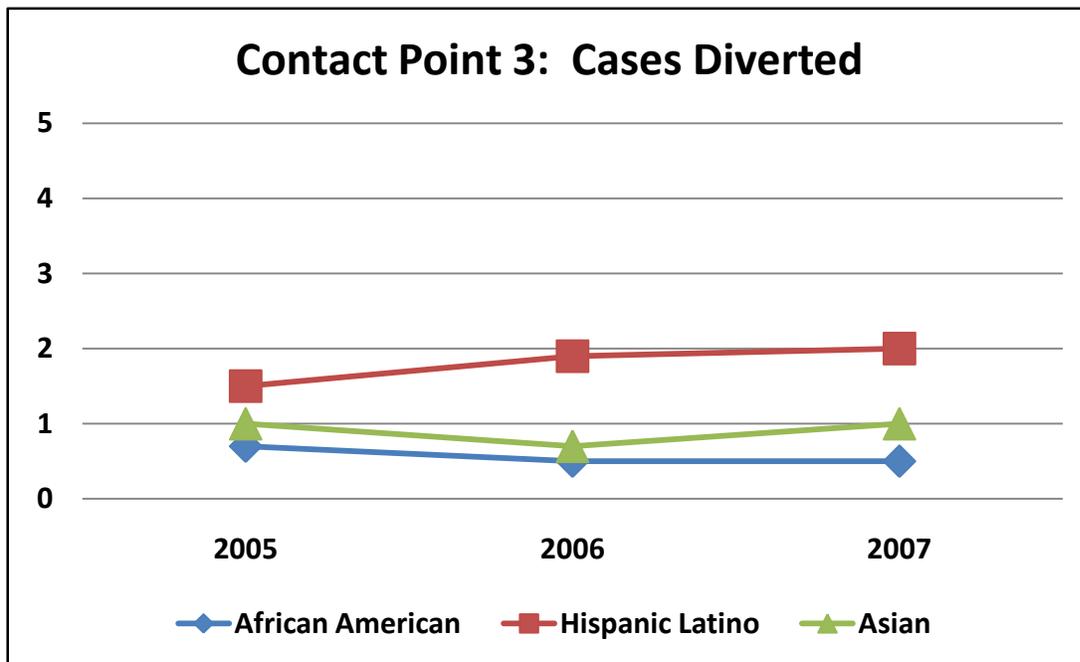
In Decision Point 1 (juvenile arrests), the trend lines reflected substantial but generally decreasing DMC issues for African American youth. These same trend lines reflected no concern about Hispanic/Latino and Asian youth.



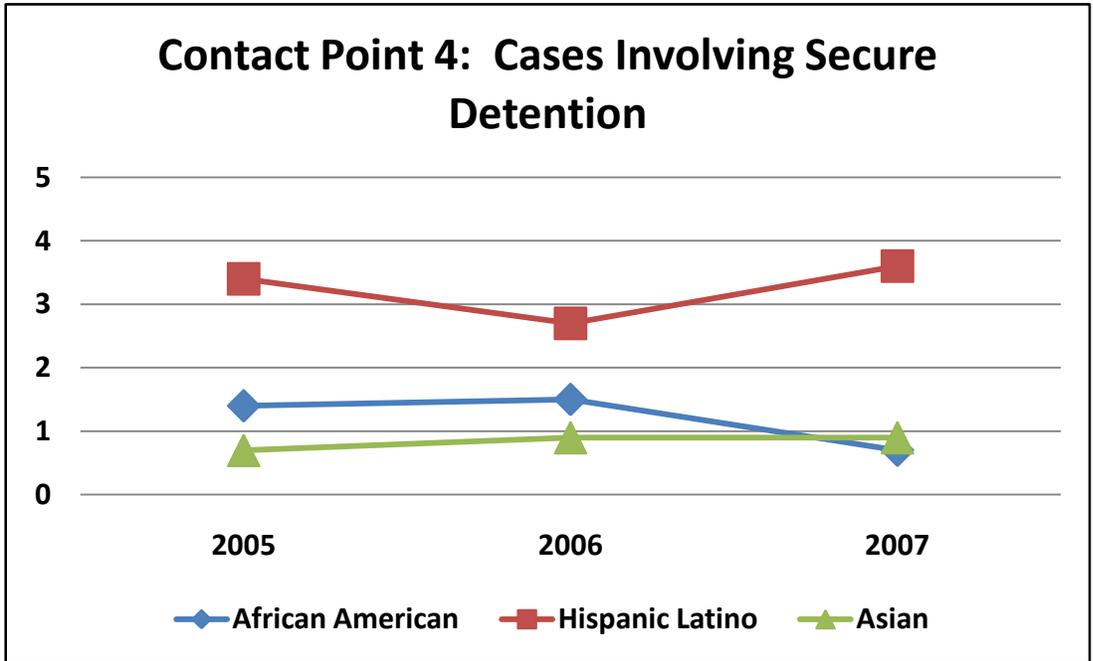
In Decision Point 2 (referrals to juvenile court), the trend lines reflected substantial but generally decreasing DMC issues for African American youth. These same trend lines reflected no concern about Hispanic/Latino and Asian youth.



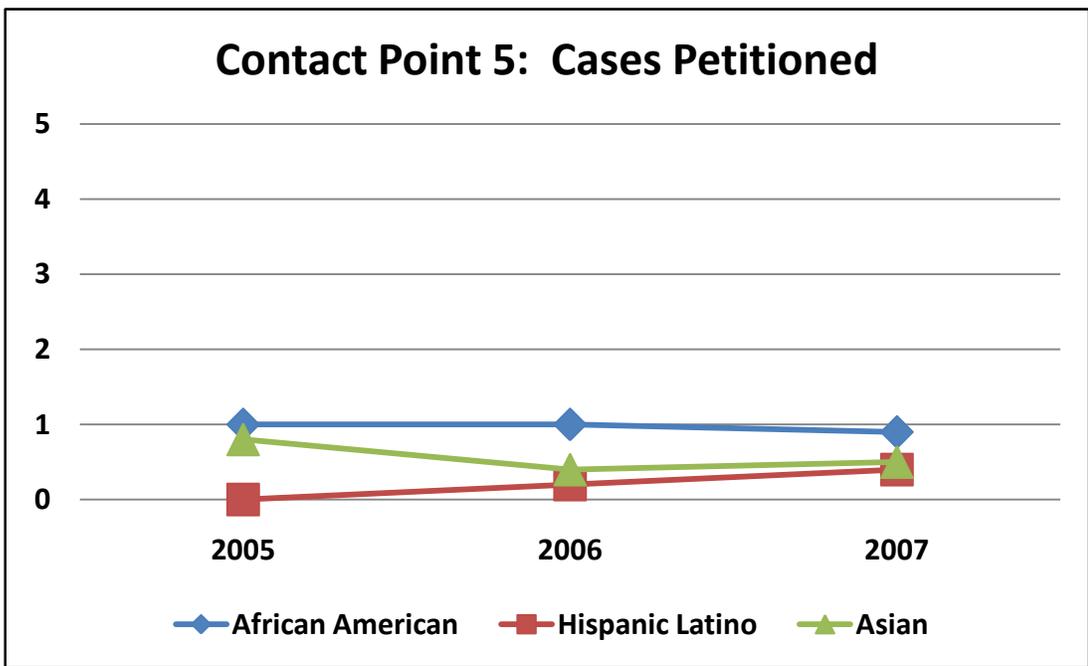
In Decision Point 3 (cases diverted, where unlike all other RRI indices the lower scores are indicative of DMC issues), the trend lines reflected some concern for DMC issues for African American youth. Asian youth rates indicated some concern in 2006 but not in the preceding or subsequent years. These same trend lines reflected no concern about Hispanic/Latino youth, with RRIs exceeding 1.0.



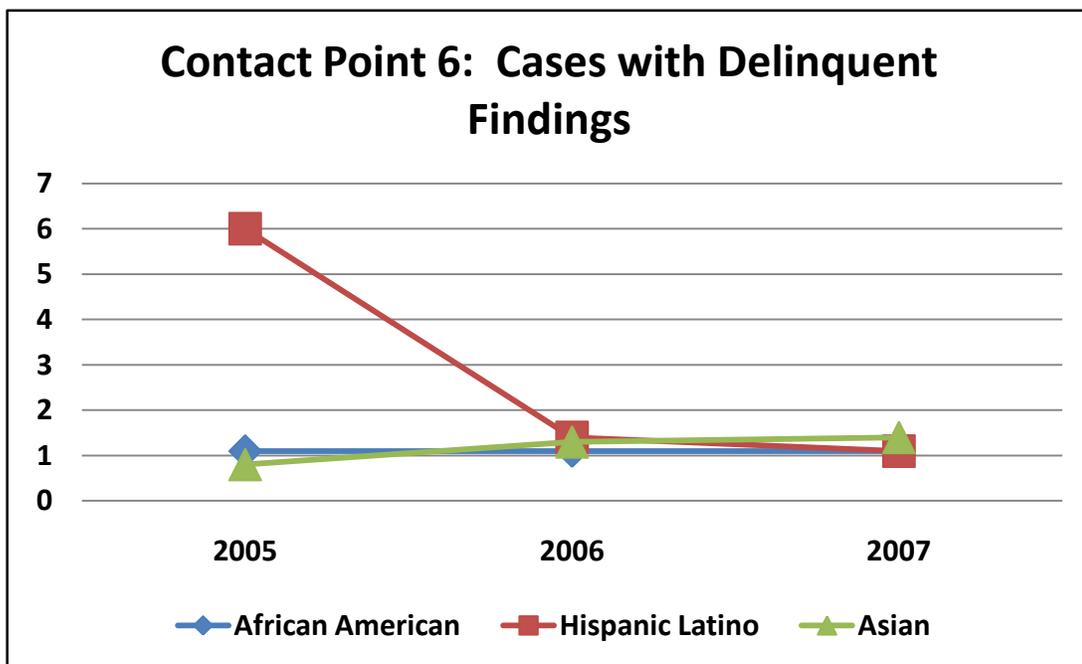
In Decision Point 4 (secure detention), the trend lines reflected RRIs that dipped below 1.0 in 2007 for African American youth, and elevated and consistent DMC issues for Hispanic/Latino youth. These same trend lines reflected no concern about Asian youth.



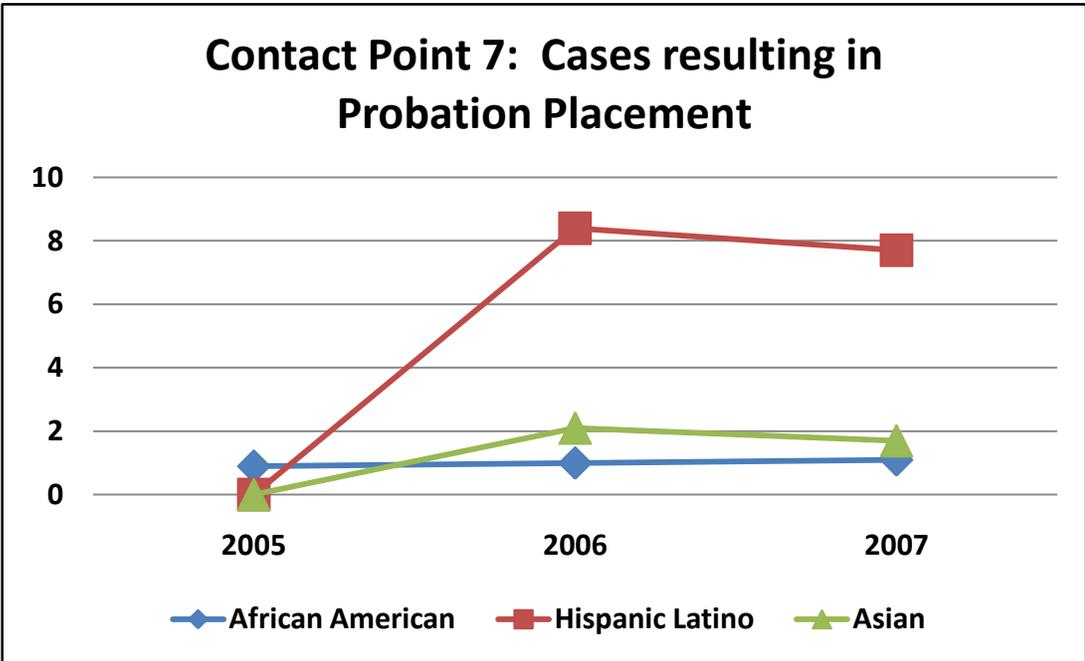
In Decision Point 5 (cases petitioned) the trend lines reflected RRIs at 1.0 or below for all racial categories across all years.



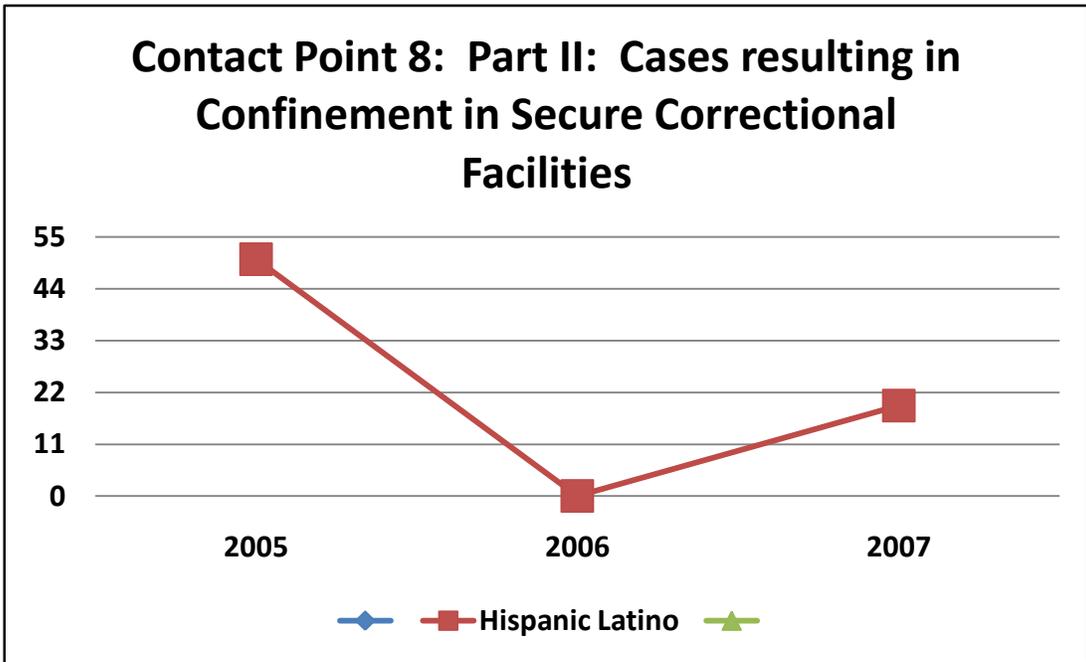
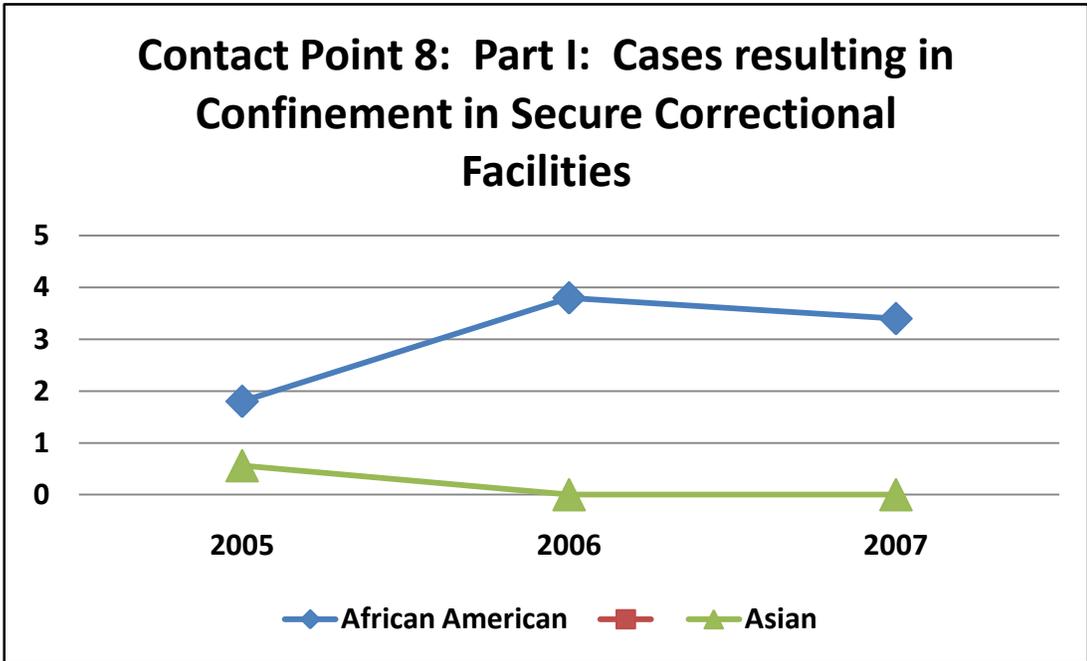
In Decision Point 6 (cases with delinquent findings) the trend lines reflected RRIs around 1.0 for all racial groups, except for Hispanic/Latino. Hispanic/Latino had a high RRI in 2005 (6.0) that dropped consistently across the subsequent two years. Note along the y axis that RRIs range from 0 to 5 in the first six charts, but increased to 0 to 7 in this chart.



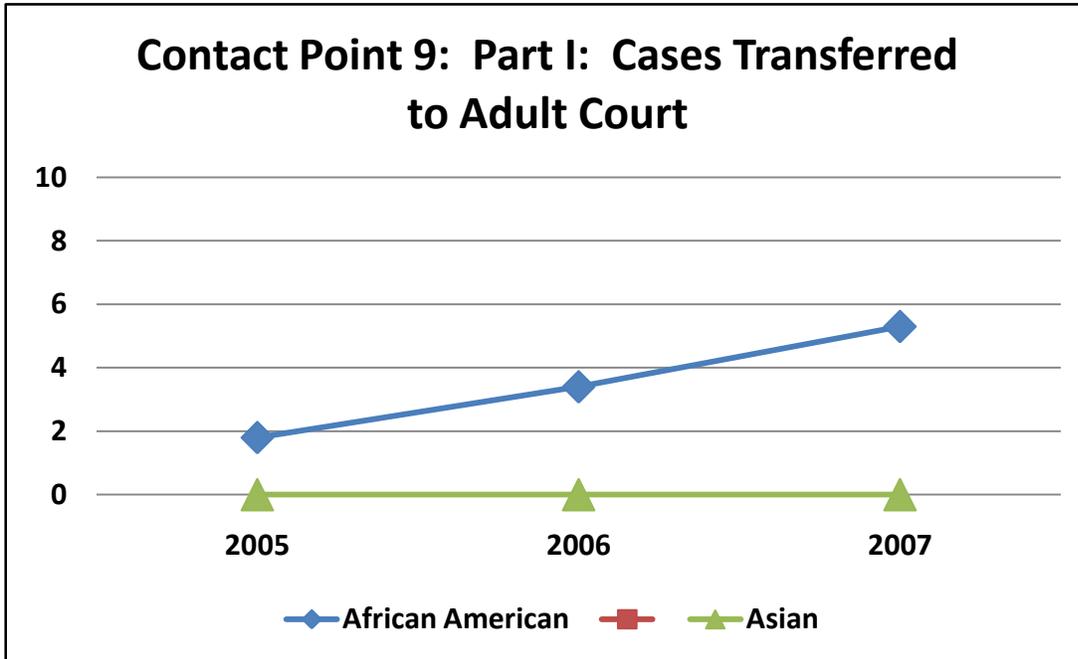
In Decision Point 7 (probation placement), the trend lines reflected RRIs of near 1.0 for African American. The trend lines suggest little concern with a slightly elevated RRI for Asians, but increasing DMC issues for Hispanic/Latino youth. Note along the y axis that RRIs range from 0 to 10 in this chart.



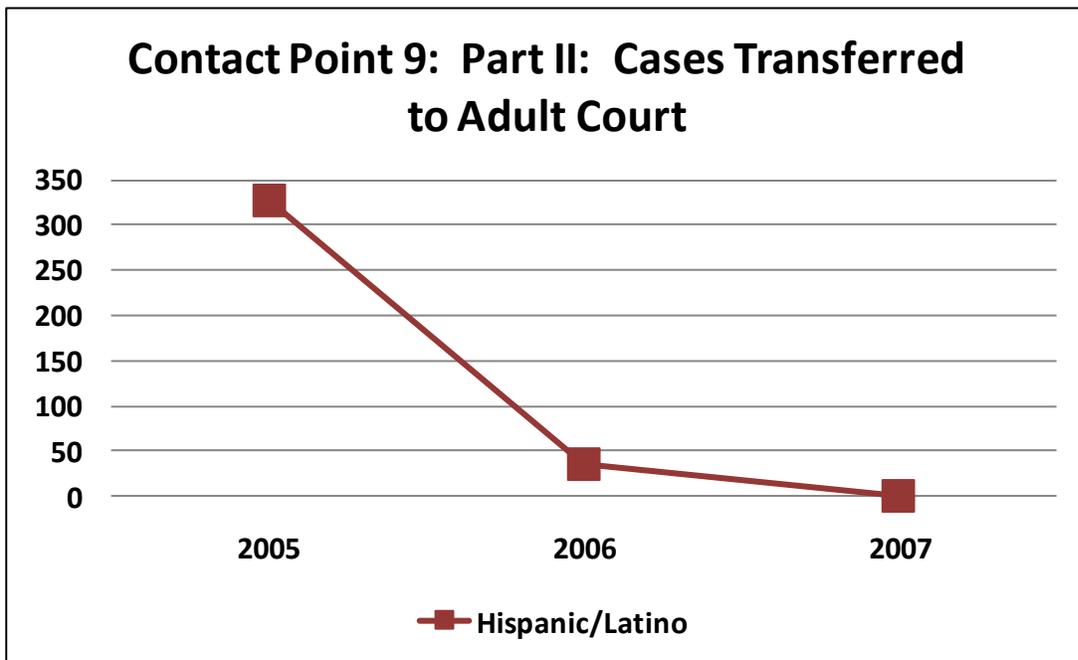
In Decision Point 8 (secure confinement), the trend lines reflected substantial DMC issues for African American youth , and no concern about Asian youth. For Hispanic/Latino youth (2nd chart for Point 8), the line erratically swings between high extreme (RRI = 50) and low extreme (RRI = 0). See comments in Recommendations.



In Decision Point 9 (bindovers to adult court), the trend lines reflected substantial and increasing DMC issues for African American youth. These same trend lines reflected no concern about Asian youth. (y axis = 0 to 10).



Meanwhile, Hispanic/Latino RRIs for Decision Point 9 (bindovers to adult court), reflected a dramatic decrease from 327.4 in 2005 to 0 in 2007.



Summary of Data

For African American youth in Franklin County, substantial DMC issues exist at four (44.4%) of the nine (9) decision points. In terms of trends, there was *substantial but generally decreasing* DMC issues in Decision point 1 (juvenile arrests) and Decision Point 2 (referrals to juvenile court); *substantial and increasing* DMC issues at Decision 8 (secure placement) and DecisionPoint 9 (bindovers); *slight and consistent* DMC issues in Decision Point 3 (cases diverted); *initially slight but now stable lack of* DMC issues at Decision Point 4 (secure detention); and *stable* lack of DMC issues at Decision Point 5 (cases petitioned), Decision Point 6 (delinquent cases) and Decision Point 7 (probation placement).

For Franklin County Hispanic/Latino youth, substantial DMC issues exist at four (44.4%) of the nine (9) decision points. In terms of trends, there were *elevated and consistent* DMC issues in Decision Point 4 (secure detention), and in Decision Point 7 (probation placement); and *erratic and sometimes substantial* DMC issues in Decision Point 8 (secure confinement) and Decision Point 9 (bindovers). In addition, there was *initially significant but now eliminated* DMC issues in Decision Point 6 (delinquent findings); and *stable* lack of DMC issues at Decision point 1 (juvenile arrests), Decision Point 2 (referrals to juvenile court), Decision Point 3 (cases diverted), and Decision Point 5 (cases petitioned). Note that the dramatic RRI levels and fluctuations seen for Hispanic/Latino youth are probably largely due to two artifacts of flawed data collection and low base rate of occurrences: 1) the identification of these youth varies greatly across different systems, with early identification less reliable than identification that occurs later in the process (since RRIs are built from previous Decision Points, this lack

of consistency threatens the reliability of the RRI), and 2) the absolute numbers of these youth identified are rather low, making these fluctuations more dramatic.

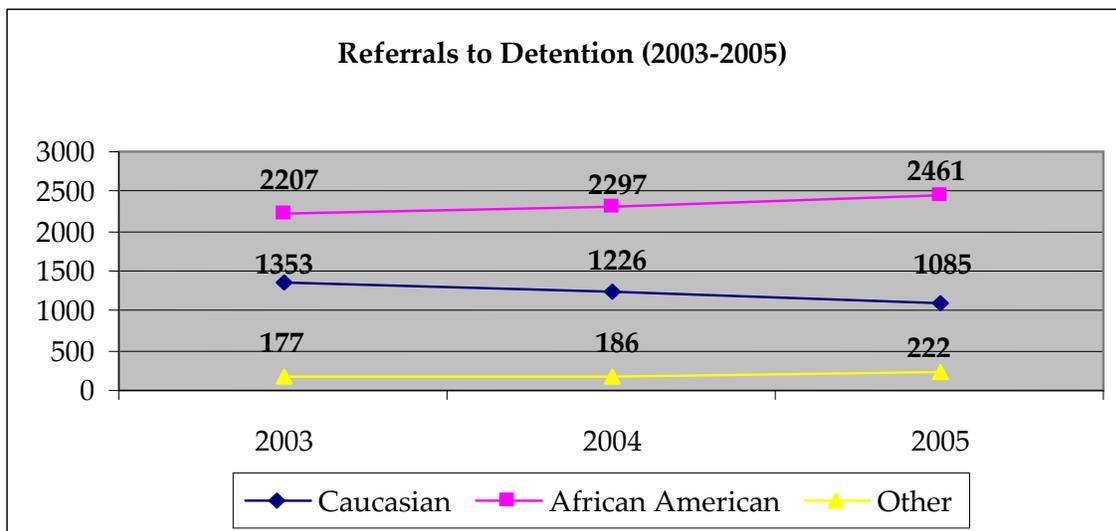
For Franklin County Asian youth, there was no concern (0%) about DMC issues at any of the nine (9) decision points, with the exception of Decision Point 3 (cases diverted) rates in 2006.

Provide a rationale for decision points selected for assessment:

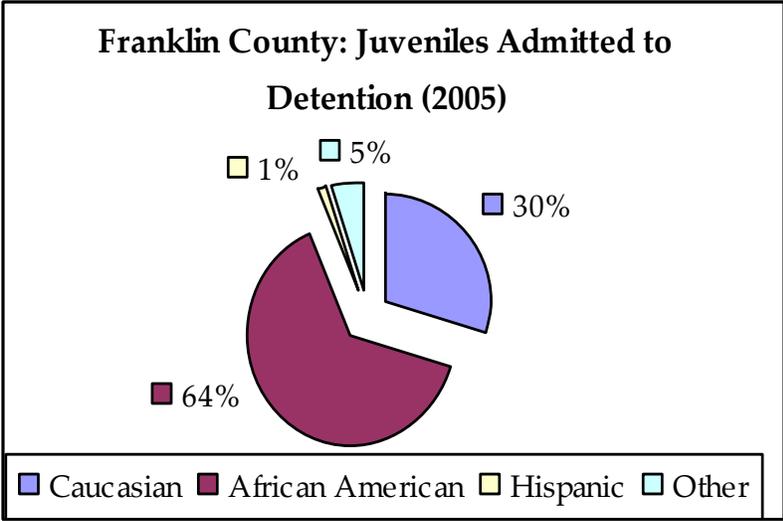
In order to address DMC issues in Franklin County, a Juvenile Justice Community Planning Initiative (JJCPI) was initiated in order to assemble stakeholders representing various aspects of the courts, law enforcement, social service agencies, and the community at large. The JJCPI was co-chaired by Administrative Judge Jim Mason of the Franklin County Court of Common Pleas, Division of Domestic Relations and Juvenile Branch, and Mitchell Brown, Director of Public Safety for the City of Columbus. In addition to assistance provided by the Governor's Council on Disproportionate Minority Contact and the Ohio Department of Youth Services, leadership was provided by the United Way of Central Ohio and the Franklin County Office of Homeland Security and Justice Programs.

The JJCPI did not center its DMC Information Phase activities on calculation efforts regarding the RRI. Instead, the JJCPI efforts were focused largely on a process that was facilitated by the W. Haywood Burns Institute. As will be explained in further detail in the next section on the Assessment Phase, the process used by the Burns Institute to address DMC issues contains three elements or focal points: geographical areas, types of offenses (and especially those offenses leading to secure detention), and community profiles. Because of the particular focus on types of offenses leading to

secure detention, Decision Point #4 was a known selection for assessment due to the nature of the process itself. This was bolstered by the JJCPI committee’s analysis of trend data provided by the Franklin County juvenile court, whereby the number of African American youth admissions to the Detention Center had been increasing since 2003, while the number of Caucasian youth admissions into the detention center had been decreasing in that same time period (see graph below).

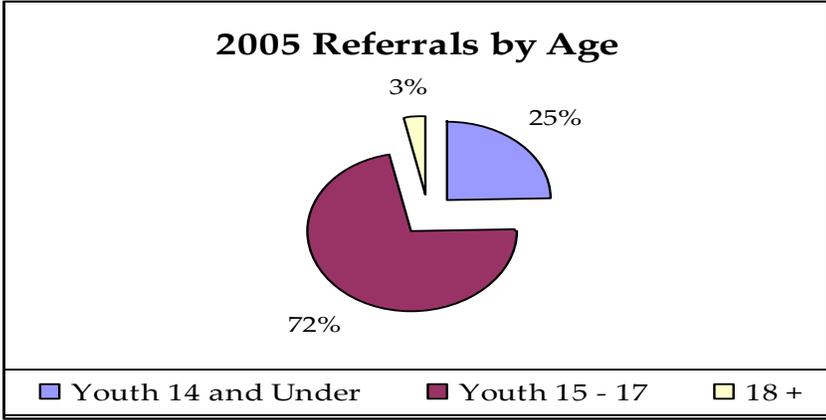


In addition, the JJCPI committee members also had compared the 2004 population data on African American youth in Franklin County (27% of the youth population) with the 2005 Franklin County juvenile court data that indicated a total of 64% of the youth referred into the system (Decision Point #2) were African American youth.

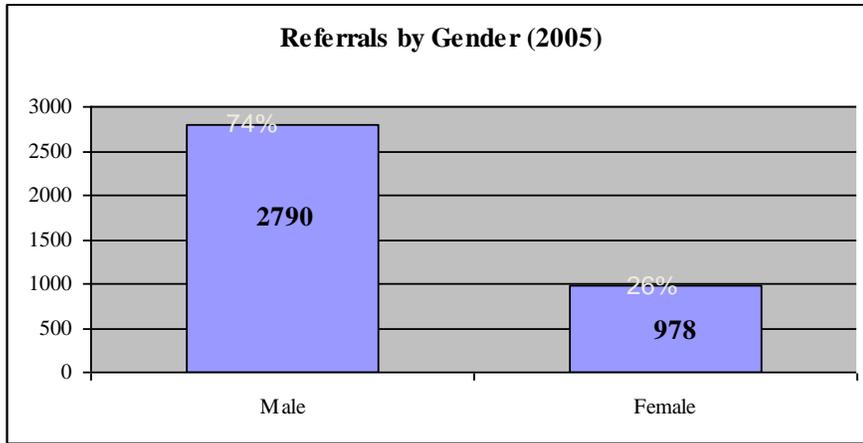


Other factors that were considered at the outset included the age and gender of the youth. Approximately 72% of all youth referred to the Juvenile Detention Center were between the ages of 15 and 17 and 74% of the juveniles referred were male.

Referrals by Age



Referrals by Gender (2005)



Finally, because Decision Point #2 and Decision Point #4 are sequentially and logically connected to the issue of cases diverted (Decision Point #3), all three decision points were selected for further examination by the JJCPI committee.

Assessment Phase Information

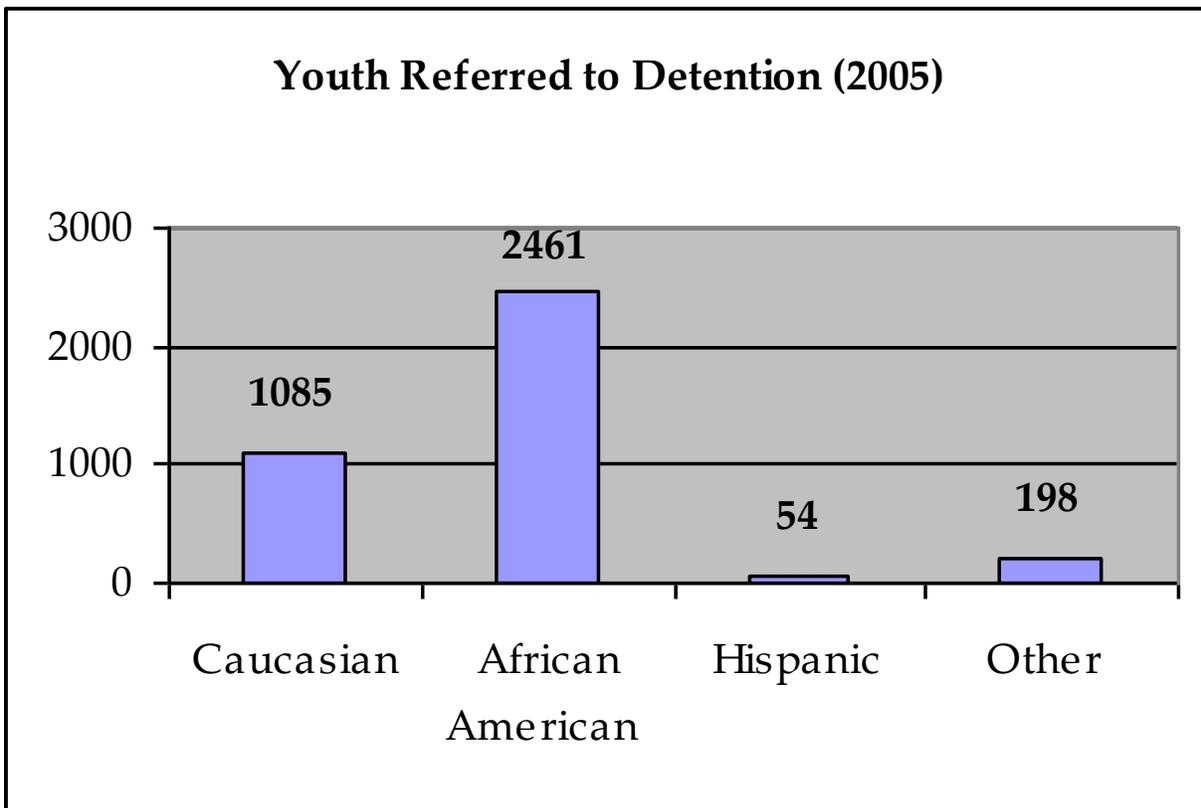
According to OJJDP:

“The assessment process looks more carefully at the decision points that the identification process has targeted to determine how DMC is created or amplified, specifying the mechanisms at work in a particular jurisdiction. The outcome of the assessment study should result in an understanding of the DMC process that will permit policymakers to make choices about strategies for reducing DMC.”

During this phase of activities, the OJJDP Technical Assistance Manual recommends the use of four stages. In brief, the first stage involves the generation of possible explanations as to why DMC is occurring in the selected decision points. The second stage involves planning for the types of data need to test the hypotheses generated in the first step, and the third stage involves the actual collection of necessary data to support or disconfirm those explanations. Fourth and finally, the analysis of the resulting data is undertaken, and the results are to be used in targeting those mechanisms most likely contributing to the DMC issues that will become the focus of the next stage (intervention).

As noted in the previous section, the JJCPI was not focused on the RRI in the identification phase. In turn, the JJCPI efforts were not guided by the OJJDP recommended steps in any direct manner, although the results of their assessment phase work can be linked to the spirit of those suggestions. Rather, both the identification and assessment phases of DMC work in Franklin County, Ohio initially were guided by a process facilitated by the W. Haywood Burns Institute. However, the Burns Institute ended their facilitation of this process on December 31, 2007. As noted below, the severance of this association coincided with a lack of follow-through on several issues.

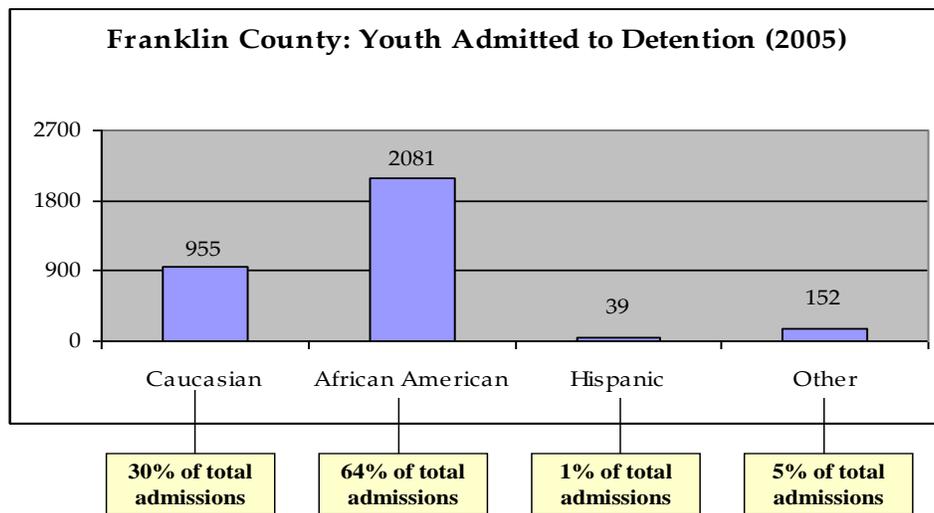
The process used by the Burns Institute to address DMC issues contains three elements or focal points: geographical areas, types of offenses, and community profiles. Geographic areas are identified that have the highest numbers of youth coming into contact with the justice system. The examination of types of offenses, and particularly those offenses that lead to secure detention, also are examined. Community profiles are developed in order to provide stakeholders with an idea of the risks and assets contained in those geographic areas that might be contributing to youth contact with the justice system. Recommendations for addressing these DMC issues – including action plans and the monitoring and evaluating of recommended activities – are supposed to flow from these elements. Hence, the JJCPI assessment phase efforts are best understood through an examination of their work on these three focal points. Further, as the JJCPI committee was clearly focused on youth referred to detention, much of the resulting data collection and analysis originally was focused on Decision Point #4; as the graph below indicates, this focus is clearly justified.



Geographical areas

Similar to the graph depicting the disproportionate representation of minority youth in the numbers of youth referred to detention, similar DMC issues exist with regard to actual admissions, as the graph below illustrates.

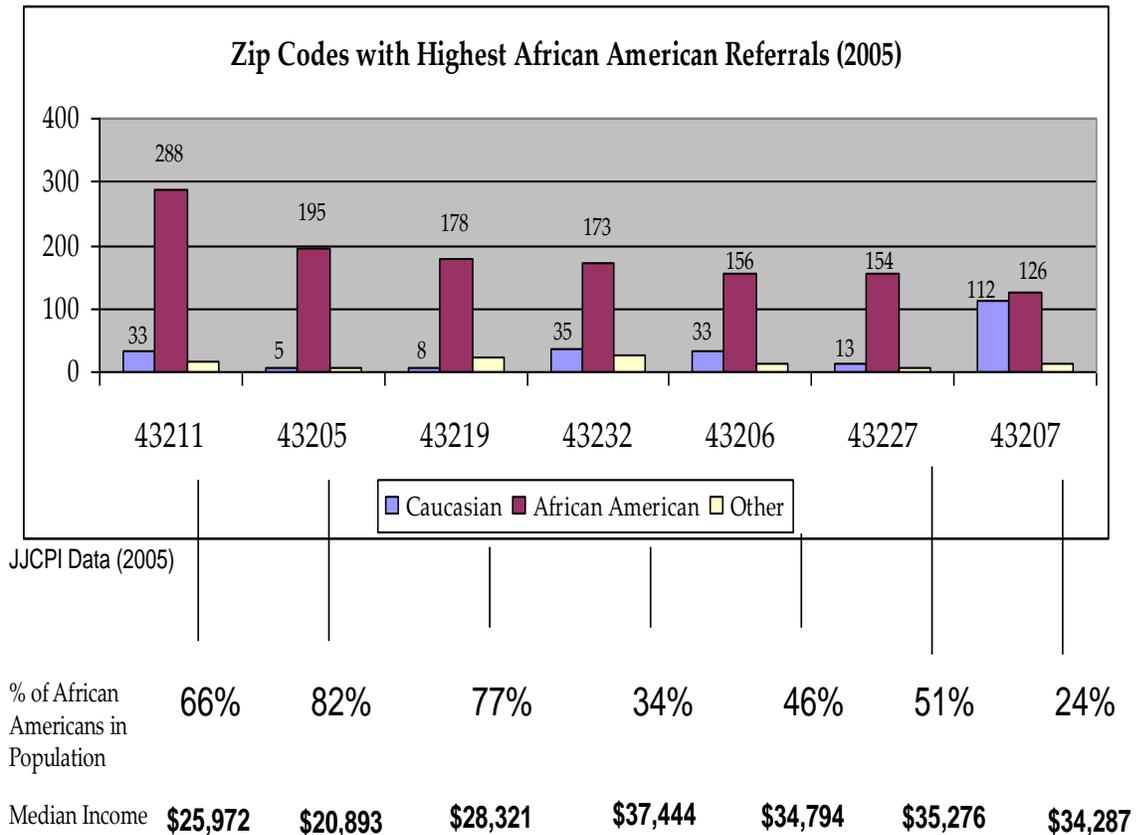
Admissions by Race



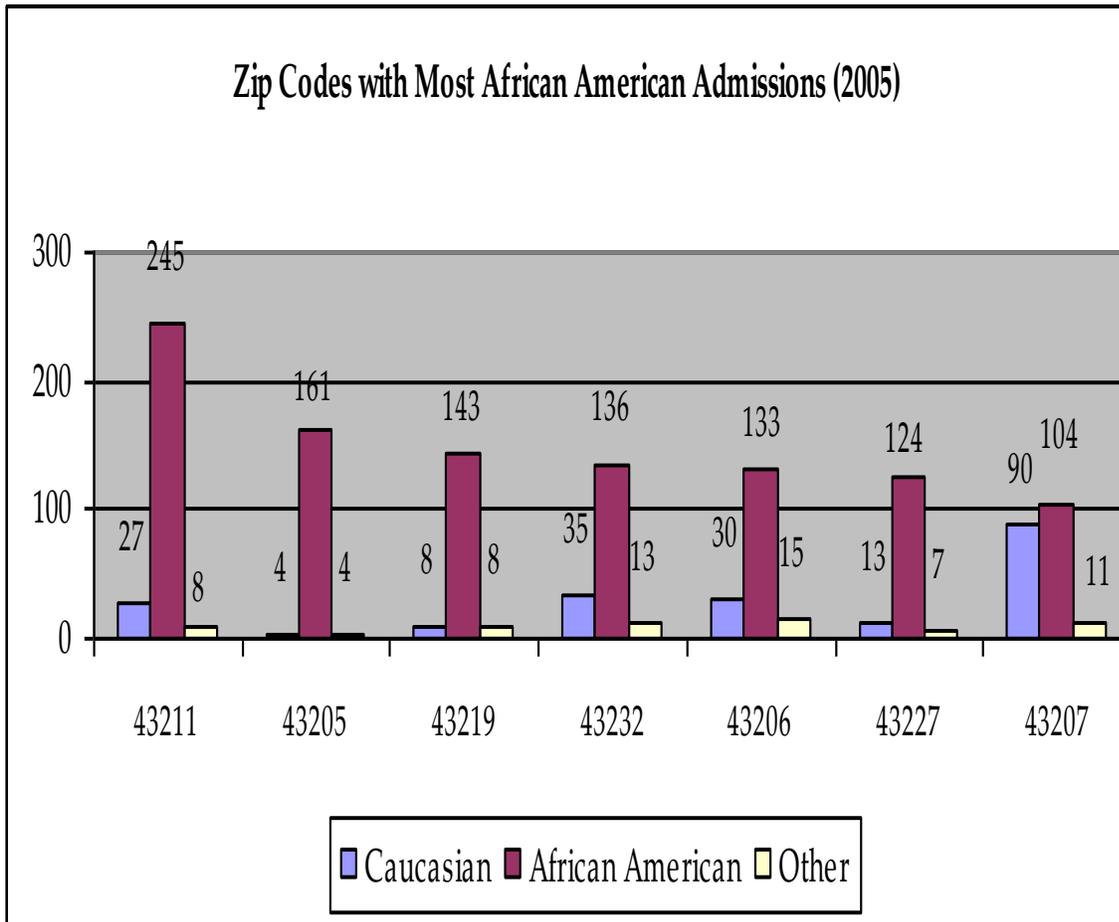
Hence, using 2005 juvenile court data on residence of arrested youth, the JJCPI committee members were interested in examining the geographical representation of youth who were experiencing admissions into the Detention Center. These efforts led to the identification of two zip codes – 43211 and 43205 – as the geographical areas containing the most youth who had contact with the juvenile justice system.

The 43211 zip code corresponds to the South Linden area of Columbus, and the 43205 zip code is known as the Near East side area of Columbus. These two zip codes account for the greatest numbers of both referrals to and admissions into the Detention Center in 2005. These zip codes are the most impoverished zip codes as indicated in by median income figures in the graph below.

Zip Codes with Most African American Referrals to Detention (2005)

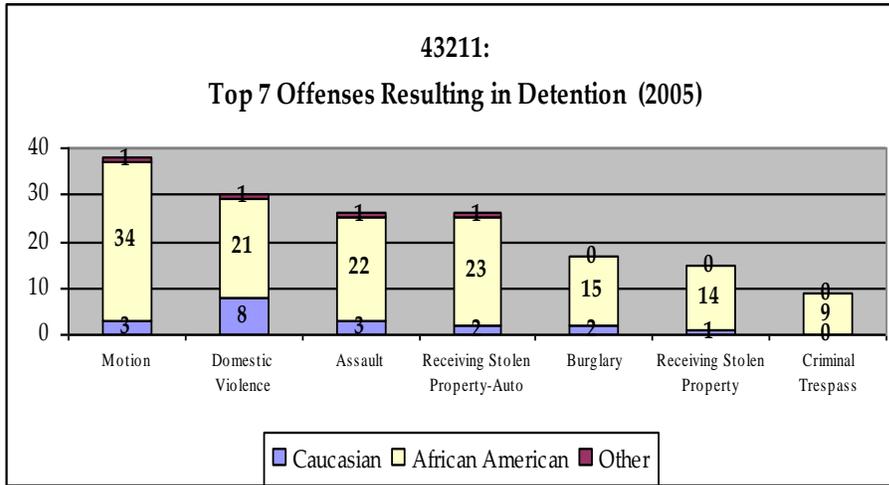


The 43219 zip code area has the second highest percentage of African Americans and the third highest number of referrals and admissions in 2005.

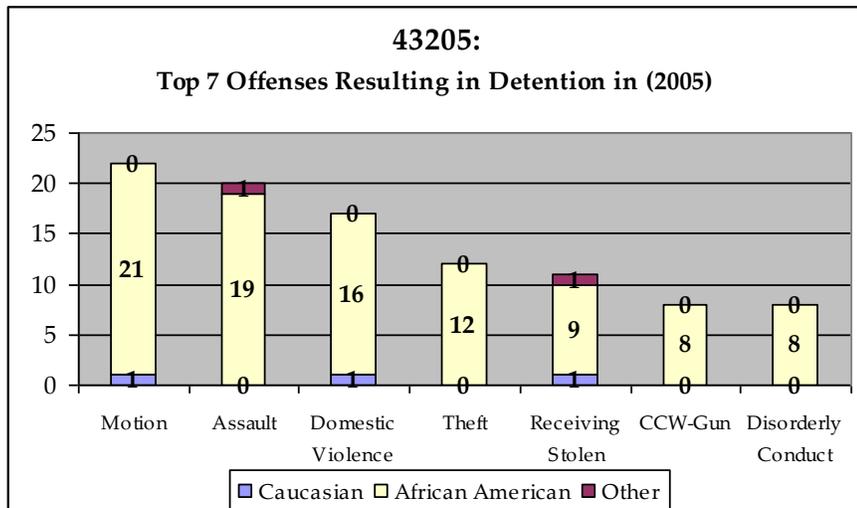


The types of offenses resulting in detention in these two zip code areas closely matched the overall sample of Franklin County youth.

Zip Code Analysis: 43211



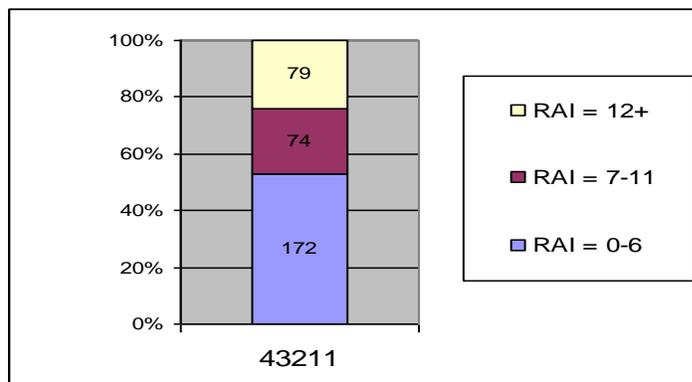
Zip Code Analysis: 43205



Further work was conducted by the Data Subcommittee of the JJCPI through an examination of risk assessment scores of those juveniles admitted to the Detention Center (Decision Point #2) in 2005 from the 43211 and 43205 zip code areas. The Franklin County Detention Center uses the Risk Assessment Instrument (RAI) to determine hold/no hold decisions; that is, whether juveniles should be held in secure detention or released back into the community. The RAI scores were examined in three categories: low risk (0-6), medium risk (7-11), and high risk (12 and above). Youth who score 12 and above on the risk assessment instrument used by the Franklin County Juvenile Detention Center will typically be held in detention, but youth who score below a 12 may be held, released into the custody of their parents, or placed on house arrest.

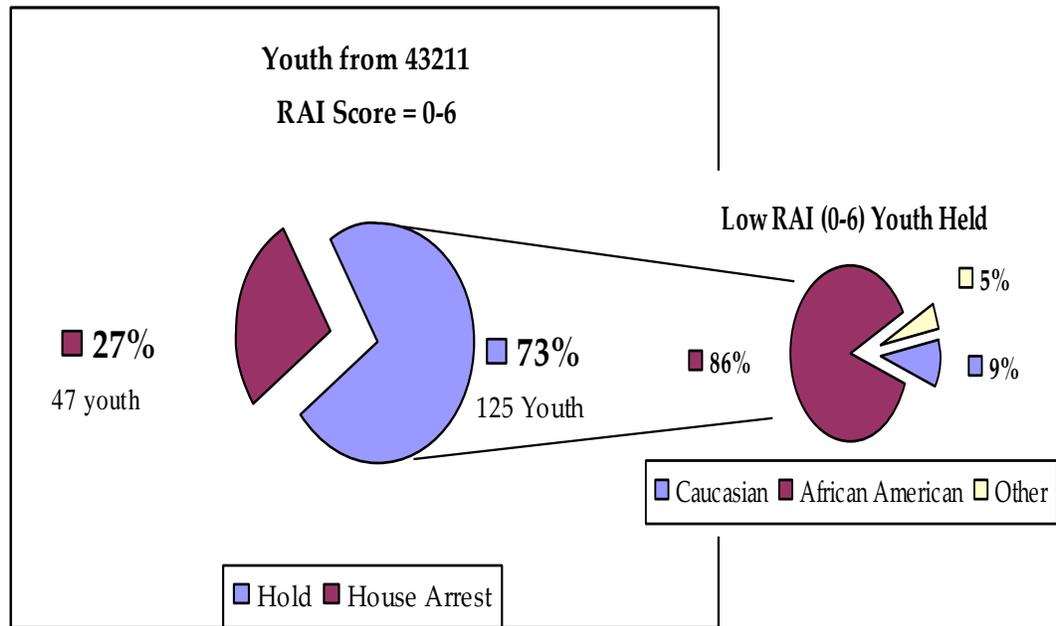
There were a total of 325 youth referred to secure detention in 2005 from the 43211 zip code. Of these, 79 (24%) were in the highest risk category, 74 (23%) were in the medium risk, and 172 youth (53%) were in the lowest risk category as measured by the RAI. These scores are represented in the chart below.

Number of Youth Referred to Detention From 43211



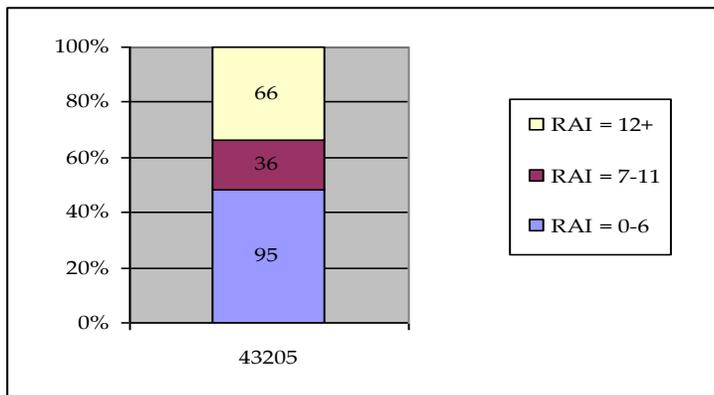
Importantly, 125 (73%) of those 172 youth in the lowest risk category were placed in secure detention, and 86% of those youth were African American.

How many youth who receive a “release” score, a score of 0-6, are held?



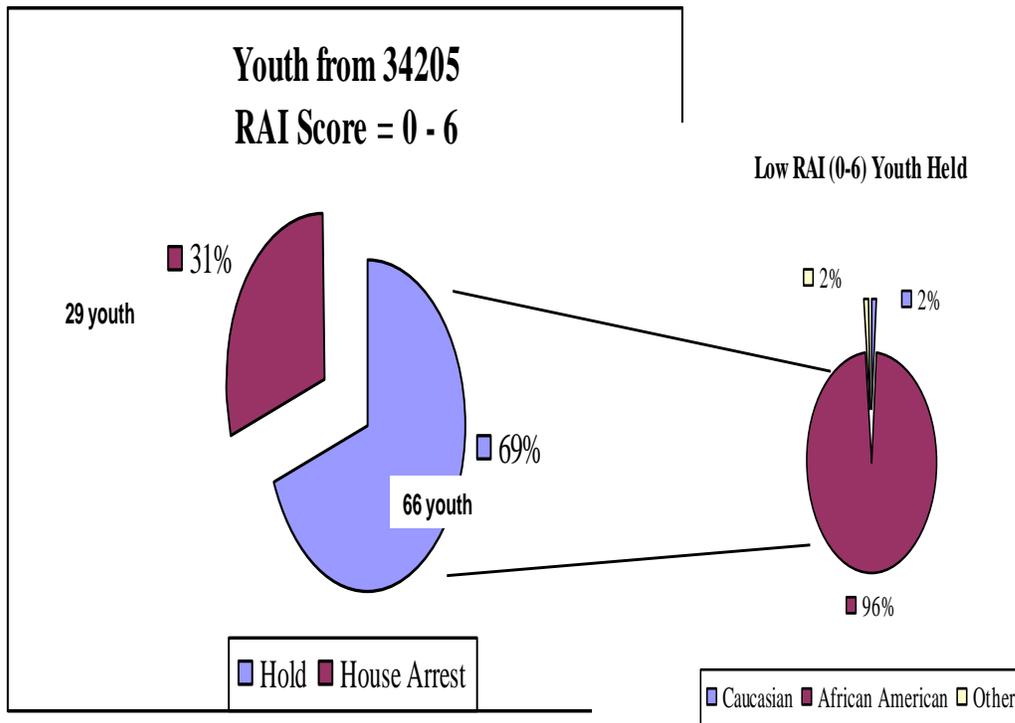
There were a total of 198 youth referred to secure detention in 2005 from the 43205 zip code. Of these, 66 (33%) were in the highest risk category, 36 (18%) were in the medium risk, and 96 youth (49%) were in the lowest risk category as measured by the RAI. These scores are represented in the chart below.

Number of Youth Referred to Detention From 43205



Importantly, 66 (69%) of those 96 youth in the lowest risk category were placed in secure detention, and 96% of those youth were African American.

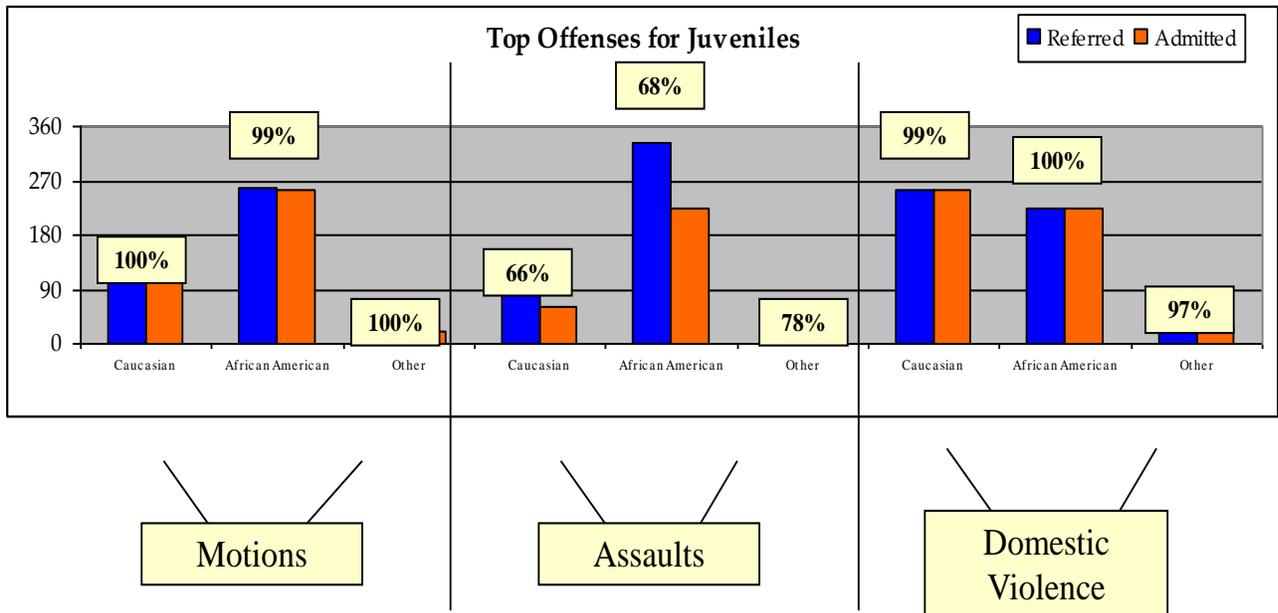
How many youth who receive a “release” score, a score of 0-6, are held?



Types of offenses

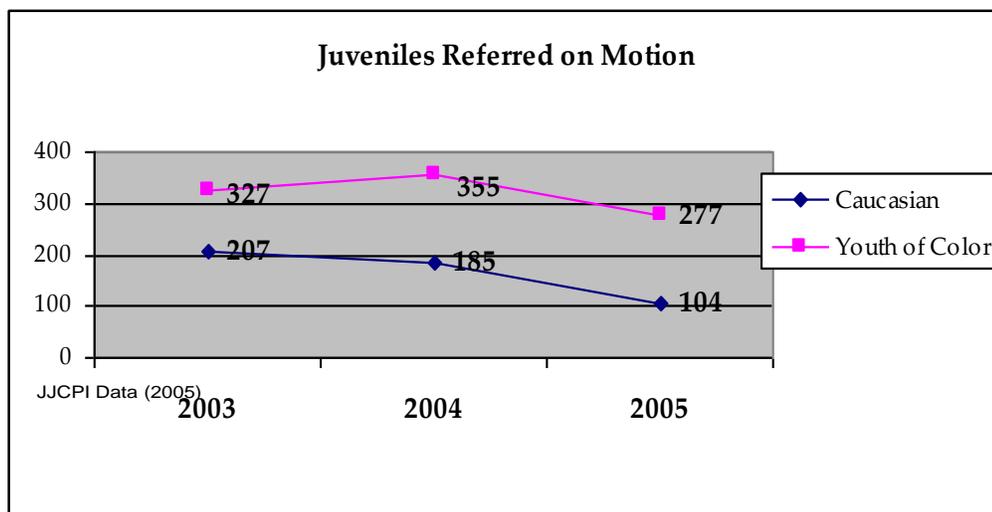
Again using 2005 juvenile court data, the JJCPI committee members identified the three most common offenses for juveniles coming into contact with the Detention Center: assaults, domestic violence, and motions. In the latter case, motions are an offense most likely to result from technical violations of probation. Also, while motions most typically are filed by Probation Officers, they also may also be triggered through complaints filed by parents or the schools.

Comparison of Juveniles Referred and Admitted to the Juvenile Detention Center for Top Three Offenses



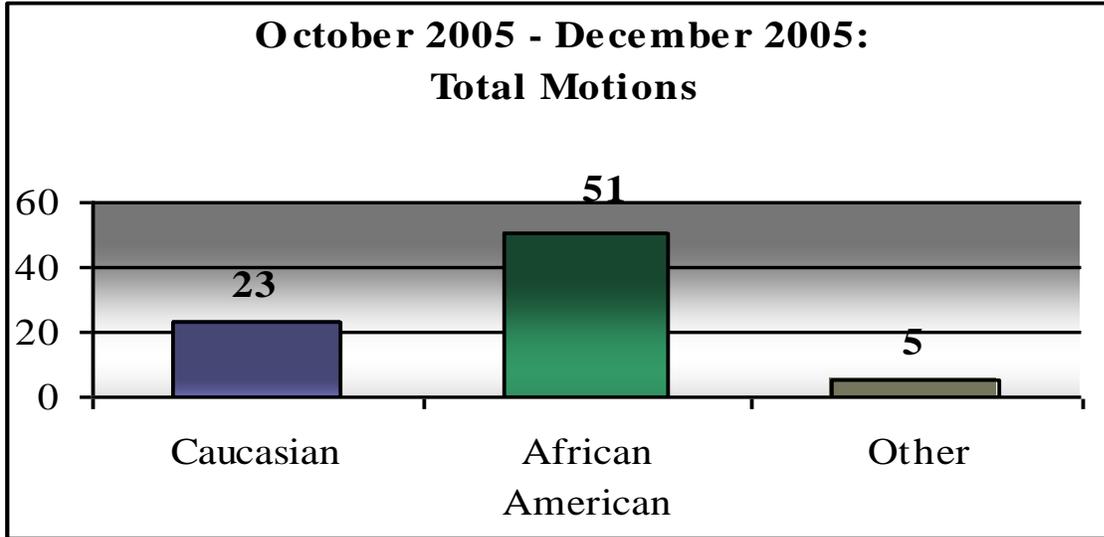
The JJCPI committee decided to form a Motions Subcommittee in order to examine how motions data might shed further light on DMC issues. The overall data from 2003 to 2005 (see graph above) indicated greater numbers of minority youth at all three time points; at the same time, the trend lines indicated that the number of juveniles referred to detention on motion declined over this time period for both White and minority youth.

Juveniles Referred to Detention on Motions From 2003 to 2005

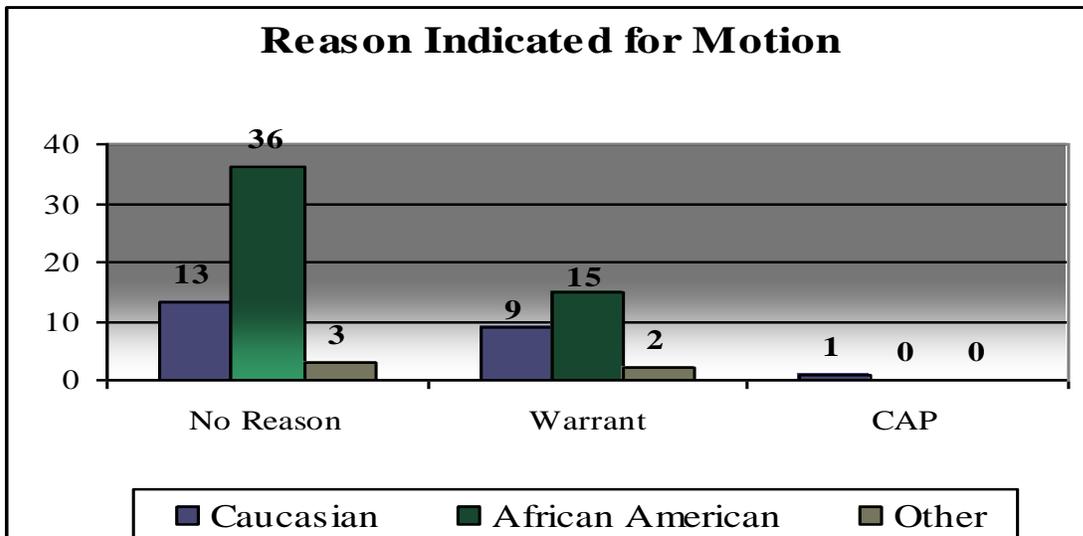


One of the main reasons for this decline can be connected to the fact that, until September 2005, youth referred to the Detention Center for motions were automatically held. However, from September 2005 on those motions were no longer automatic holds. Hence, the Motions Subcommittee conducted some additional analyses on fourth quarter 2005 juvenile court data only. A total of 79 motions were issued between

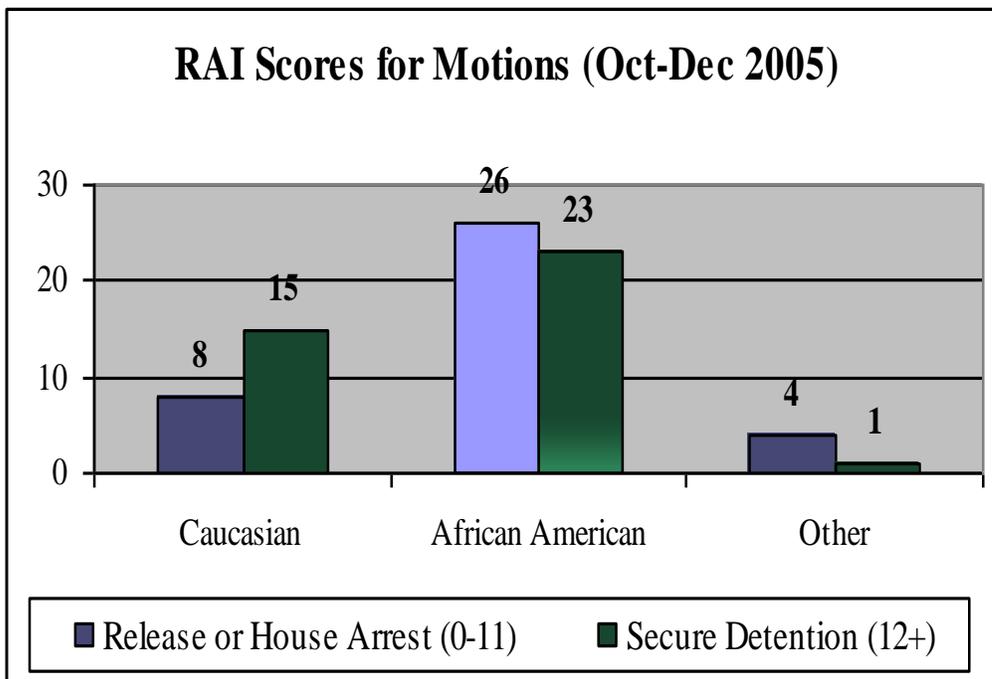
October and December 2005, with 51 (65%) filed specifically on African American youth.



Of the 79 motions issued, there was no reason specified for 66% of the motions, while outstanding warrants accounted for 33% of the remaining motions. Out of the 52 non-specified motions, 69% involved African American youth as compared to 25% of White youth. These figures can be compared to the 26 motions for outstanding warrants, where 58% involved African American youth and 35% involved White youth.

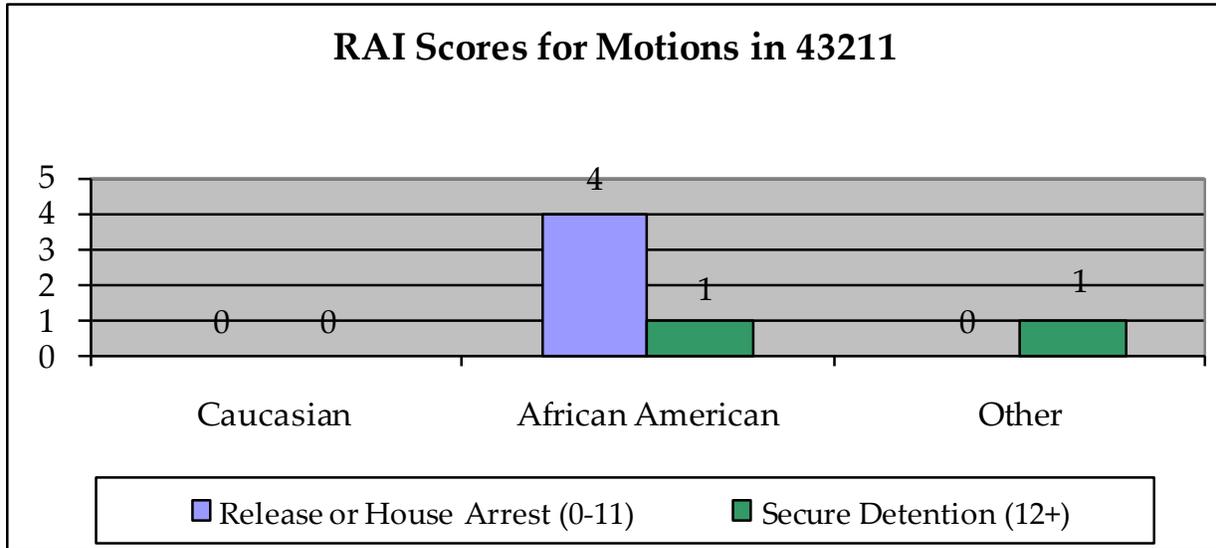


Further, the JJCPI Motions Subcommittee examined the RAI scores of youth referred for motions during the fourth quarter of 2005. Of the 49 African American youth¹ with motions issued during this time period, 47% scored in the 12+ range, indicating a secure detention stay, while 53% scored in the range indicating release or use of house arrest. Of the White youth, 65% scored in the 12+ range, indicating a secure detention stay, while 35% scored in the range indicating release or use of house arrest. Regardless of race, youth in general were admitted less often as a result of the change in policy. However, the change differentially affected African American youth, whose numbers would have more than doubled if motions triggered an automatic hold.

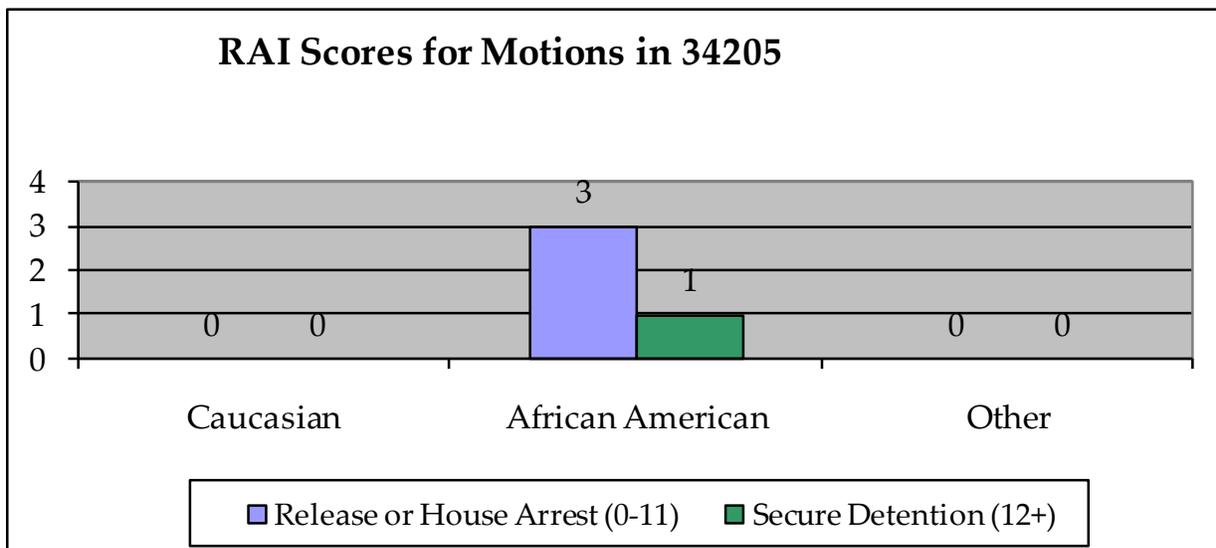


¹ Two African American youth did not have RAI scores available for this analysis

The impact of this policy change also was seen more locally in the 43211 and 43205 zip codes.



During this time period, there would have been an 80% increase in detentions for youth from the 43211 geographic area, and a 75% increase in detentions for youth from the 43205 geographic area.



Community profiles

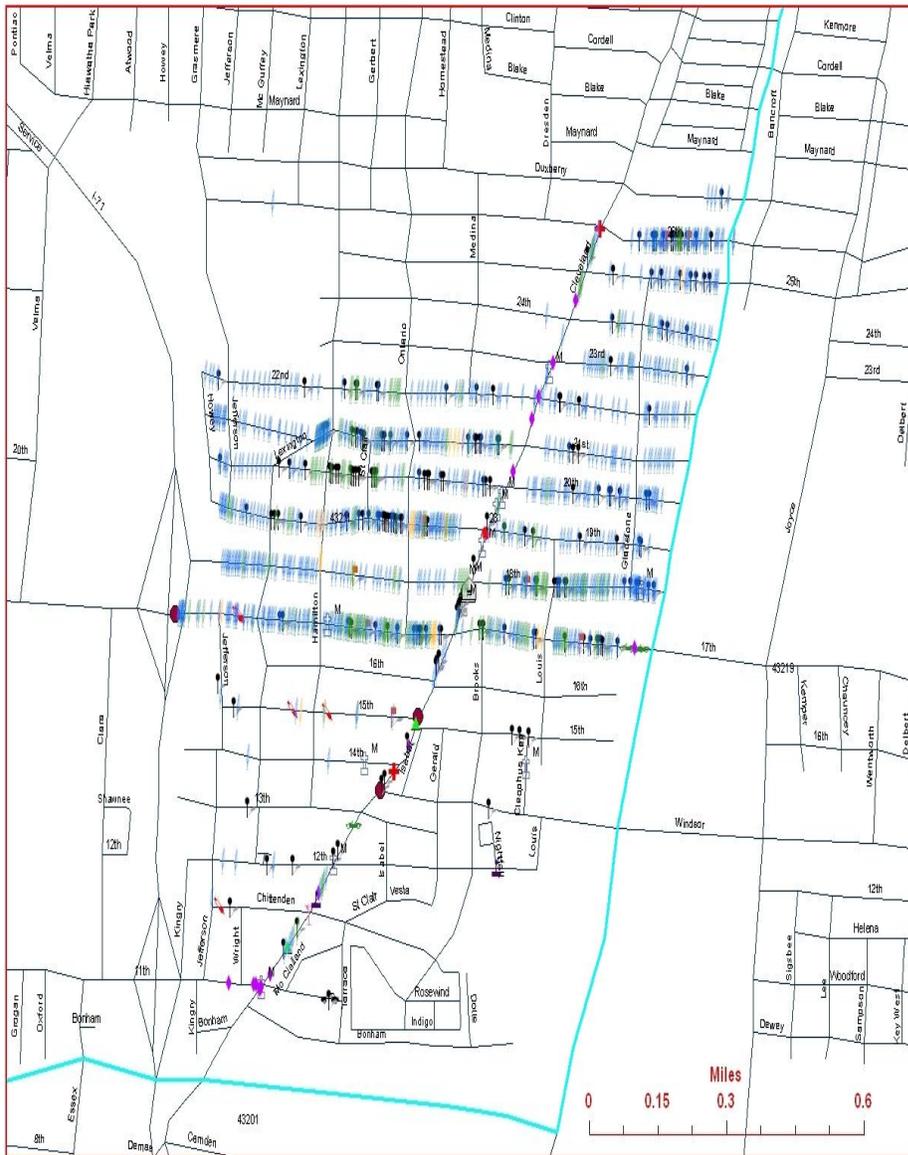
The JJCPI formed a Community Profile Subcommittee in order to more closely examine the 43211 and 43205 geographical areas. Most specifically, the work of this committee centered on two efforts: community mapping and the development of a community matrix. Community mapping involved the physical mapping of the 43211 and 43205 zip code areas through a block-by-block inventory of community resources such as existing churches and community organizations, as well as challenges such as vacant houses, drug corners, and drug houses.

The Community Profile Subcommittee partnered with St. Stephen's Community House to map the 43211 zip code area, and the Central Community House to map the 43205 zip code area. All of the data from the 43211 area was gathered over the course of three full day community mapping sessions conducted with the assistance of over 80 adult and youth volunteers. Although there was an effort to similarly focus on the 43205 zip code area, there was evidence that the mapping information gathered in that geographical areas had data quality issues and hence was disregarded by the JJCPI committee.

The Community Profile Subcommittee sought to use the results of the mapping exercise in the 43211 area (see next page) to increase community member participation, and it has been reported that this was a successful endeavor. No such effort was able to be undertaken in the 43205 zip code area, and with the withdrawal of the Burns Institute, there are no present plans to undertake any further work in this geographical area.

Community Mapping

ZIP Code 43211 ~ E. 11th Avenue to Duxberry Avenue
Housing and All Layers



Legend

- Single family
- Multifamily
- Apartment
- Drug house
- Vacant lot
- Vacant bldg
- Beauty/Barbershop
- Car Repair
- Church
- Gvmt Bldg
- Library
- Liquor store
- Medical bldg
- Misc business
- Police
- Rec center
- School
- Supermarket

Prepared by:
Sharon Fiddler
Research, Evaluation
& Information Management
March 1, 2007

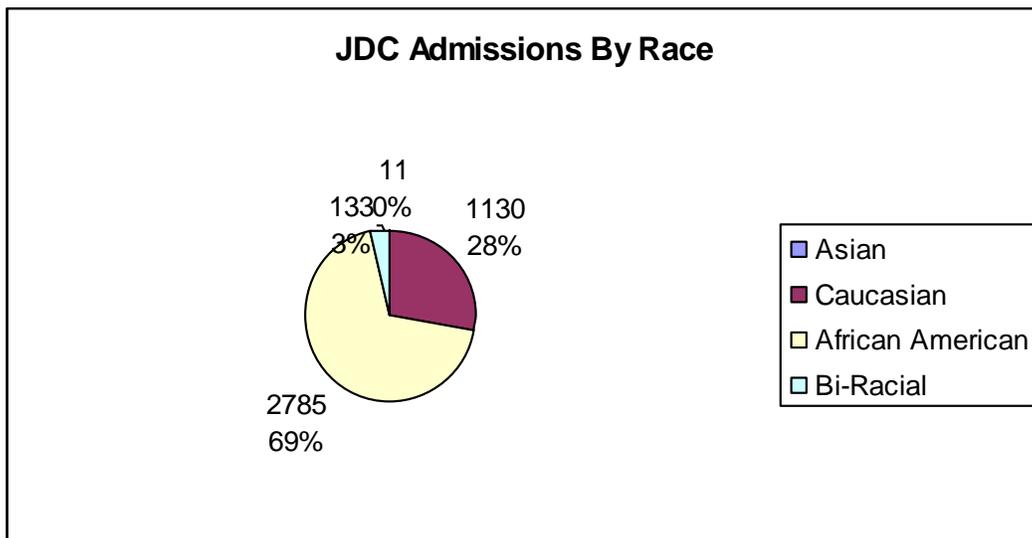


The Community Profile Subcommittee also sought to develop a community matrix questionnaire and developed a list of agencies and organizations that serve families residing in the 43211 and 43205 zip code areas. Again, however, the withdrawal of the Burns Institute coincided with a lack of further efforts in this regard.

Other Assessment Data

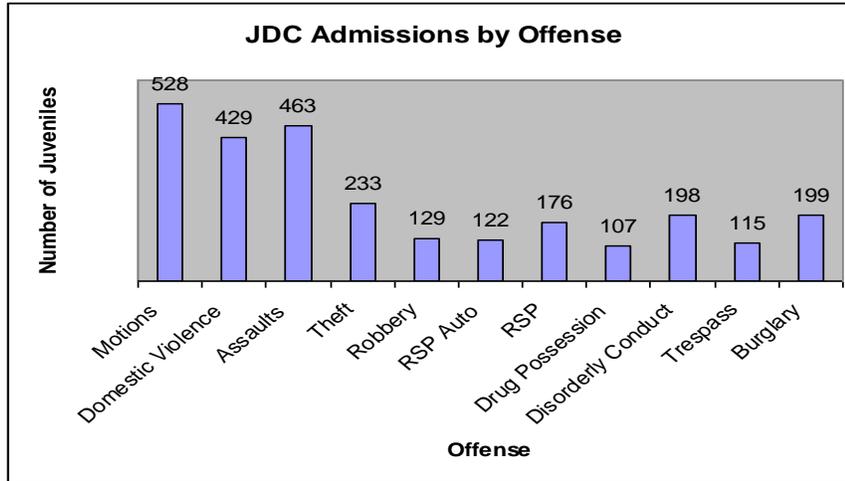
Additional work was done by the JJCPI committee in order to update some of the initial assessment data derived from the 2005 database. Examining the 2007 database, for instance, indicated that DMC issues remained a prevalent issue in terms of Detention Center admissions, as minority youth were 72% of the entire sample.

2007 JDC Admissions



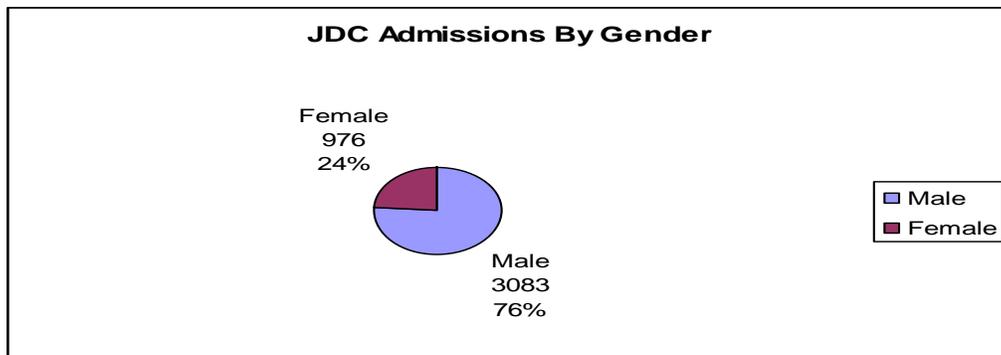
In addition, an examination of the 2007 data substantiated that the top 3 offense types leading to admissions into the Detention Center remained motions, assaults, and domestic violence.

Top Offenses in 2007 JDC Admissions



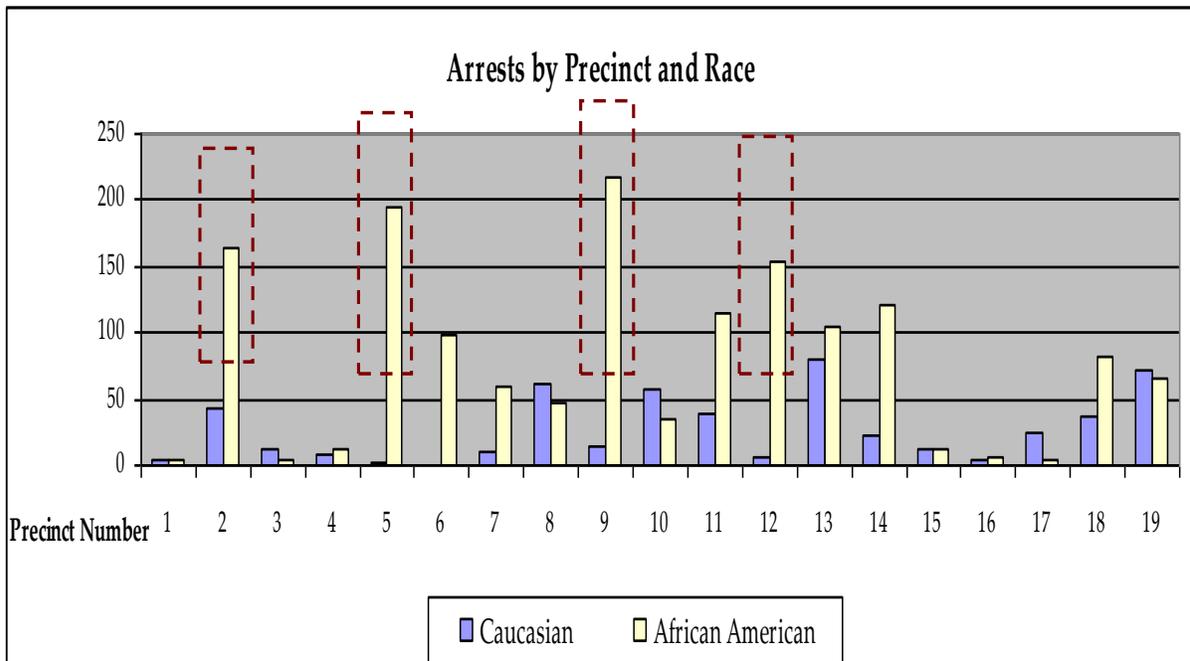
Gender imbalances continued to be displayed in the 2007 database.

2007 JDC Admissions By Gender



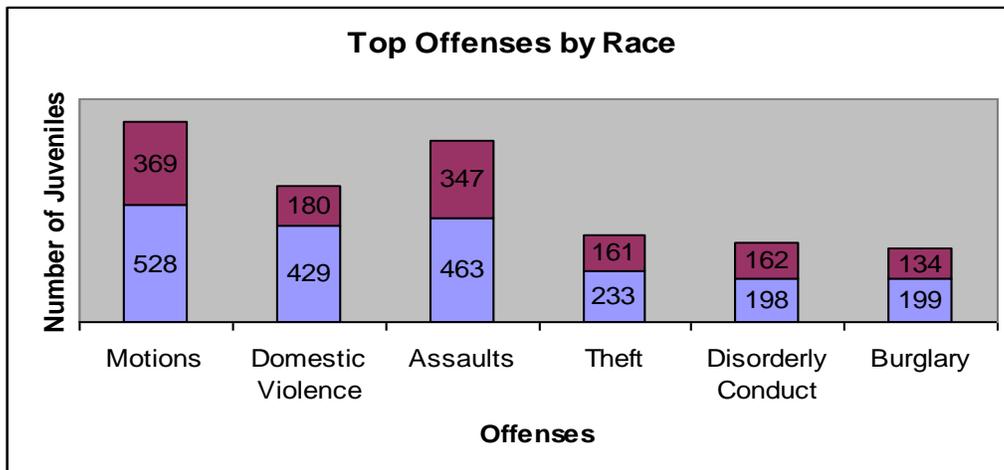
Additionally, questions about arrests as a function of precinct and race began to be addressed. Analyses of data related to these factors indicated that the highest rates of arrests of African American youth were located in precincts 2, 5, 9, and 12.

Where are youth getting arrested?



Interestingly, the work on the 2007 database also indicated differential degrees of DMC issues being present in those top three offenses. For instance, African American youth represented 43% of all assaults and 41% of all motions in 2007. However, during that same reporting period African American youth represented only 30% of all domestic violence cases.

Top Offenses By Race

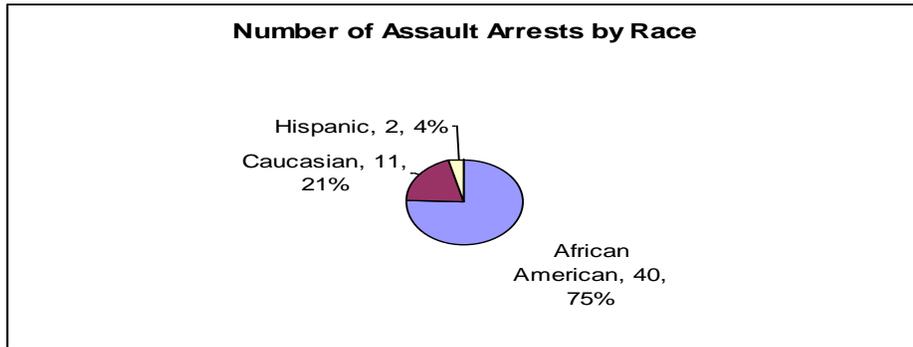


Further work was undertaken by the JJCPI committee members on each of the three top offenses. In order to drill down into certain issues for more detailed analyses, offense data from the time period of March 10th through April 21st was selected for further inspection.

Assault data

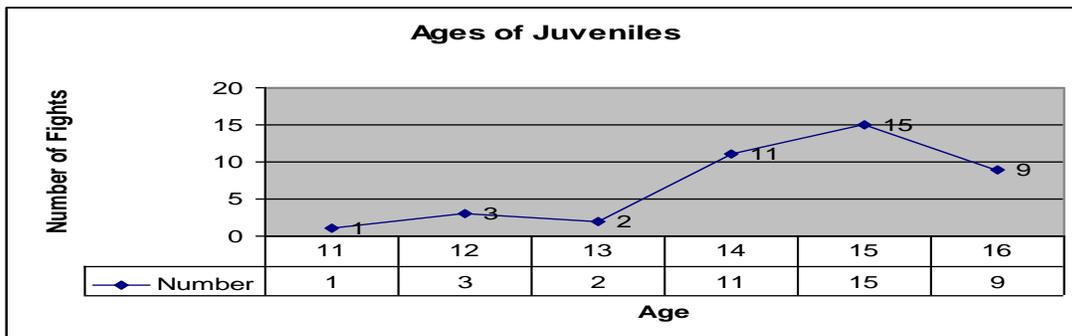
Regarding assault data during the time period of March 10th through April 21st 2007, African American youth comprised three-quarters of all arrests for that type of offense.

Race of Juveniles Arrested for Assaults From 3/10 to 4/21



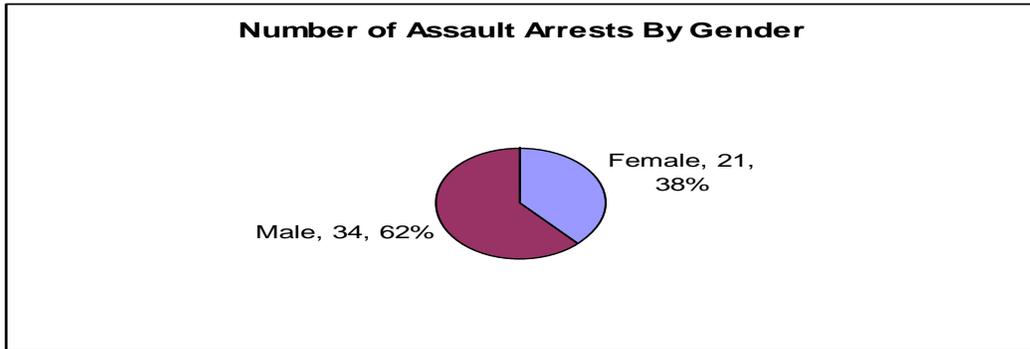
Factors related to the age and gender of youth arrested for assaults also was examined. The median age of youth arrested for assaults over this time period was 15 years.

Ages of Juveniles Arrested for Assaults From 3/10 to 4/21



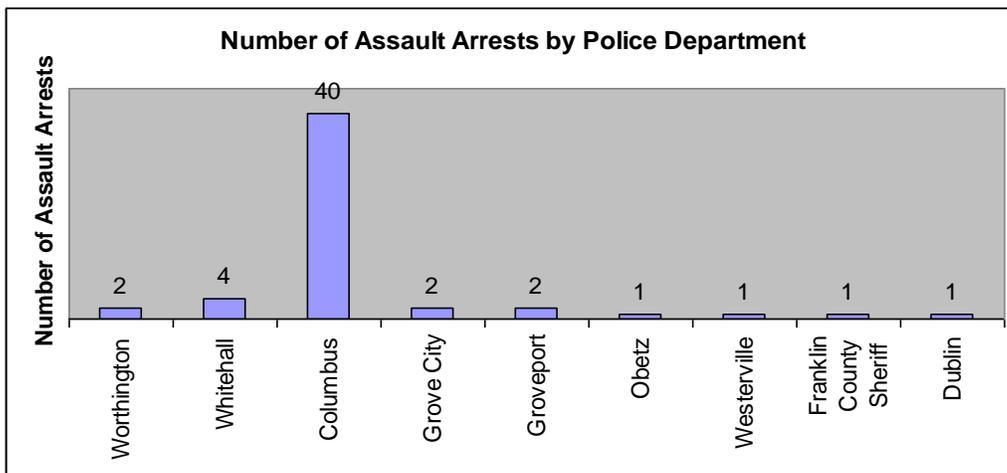
Males represented twice the number of females in this sample during this time period.

Gender of Juveniles Arrested for Assaults From 3/10 to 4/21



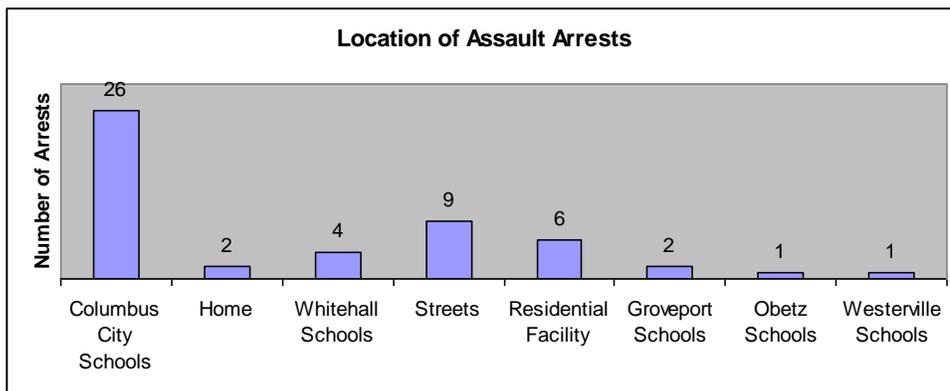
Factors related to the specific police department and the location of the assault arrests also was examined. The arrests predominantly were made by the Columbus Police Department.

Assault Arrests by Police Department From 3/10 to 4/21



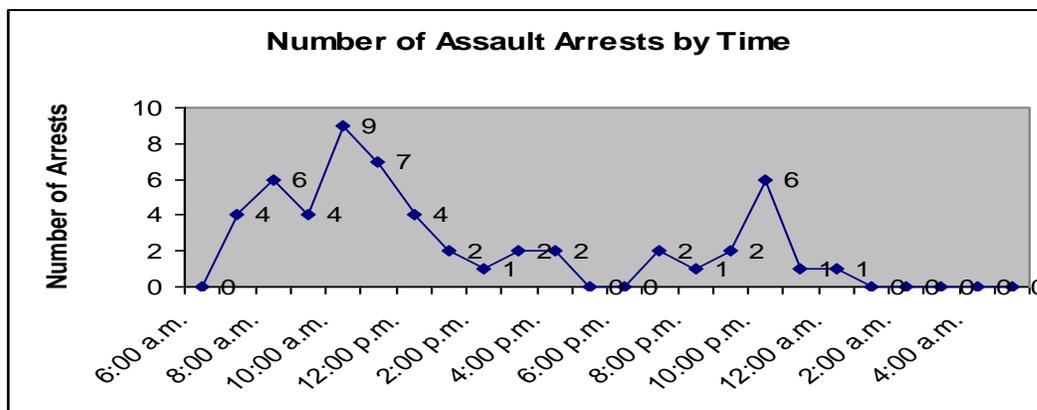
Interestingly, the majority of assaults took place on location at the Columbus City Schools, which triggered an examination of school-related data on all types of problems as reported below in a separate section.

Assault Arrests by Location From 3/10 to 4/21



Finally, data on assaults by time of day also were examined during this time period. The top two times of arrest were 11:00 a.m. and 12:00 noon.

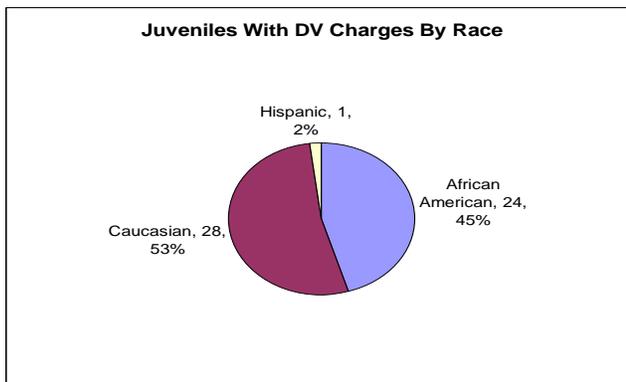
Assault Arrests by Location From 3/10 to 4/21



Domestic Violence

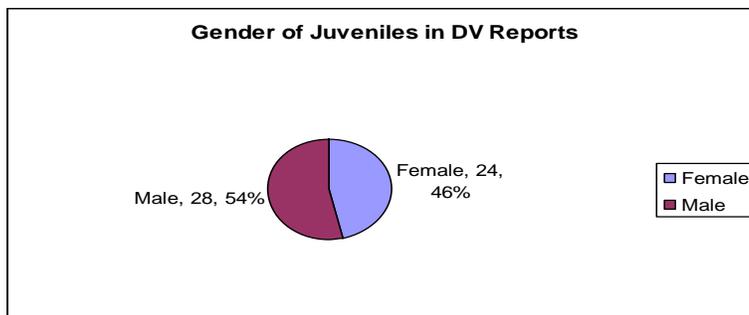
As noted above, in the 2007 reporting period African American youth represented only 30% of all domestic violence cases. In the time period of March 10th through April 21st, that figure was 45%.

Juveniles Arrested for DV by Race From 3/10 to 4/21



In addition, females were 46% of the cases involving domestic violence offenses.

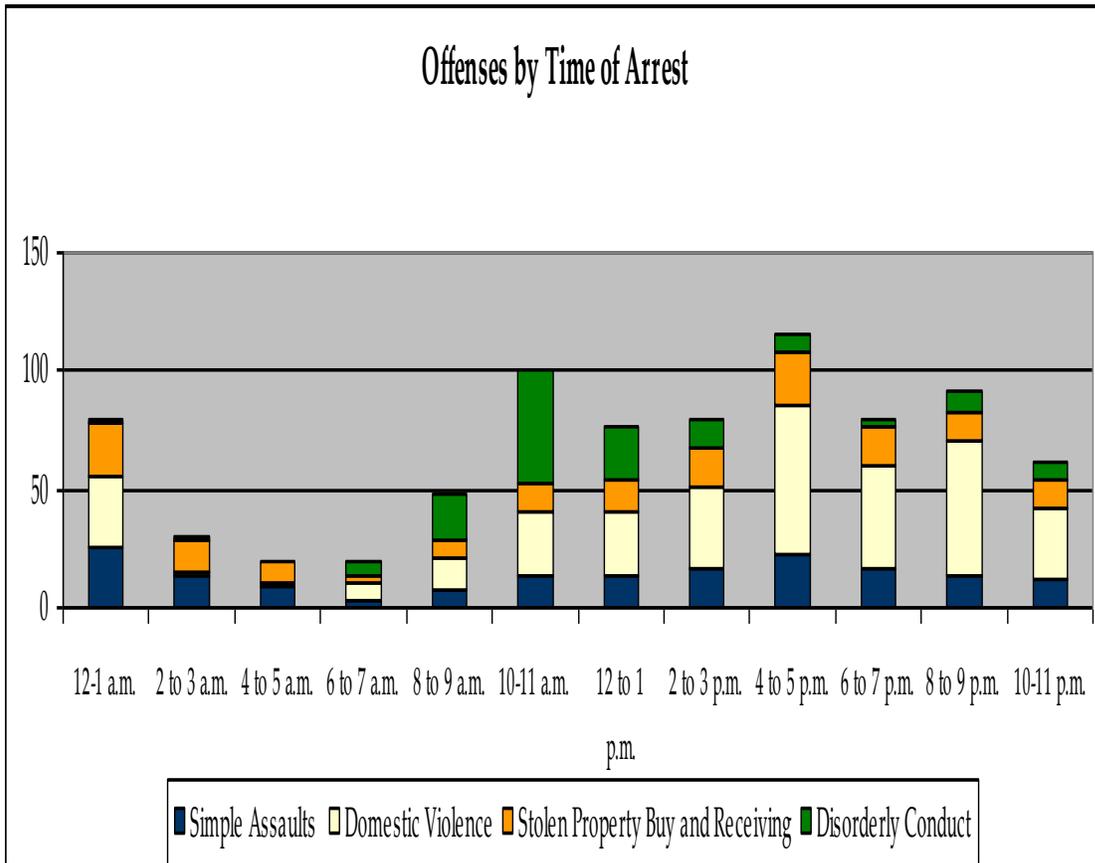
Gender of Juveniles Arrested for Domestic Violence From 3/10 to 4/21



Offense by Time of Arrest

Offenses also began to be examined by the time of day that the arrests were made.

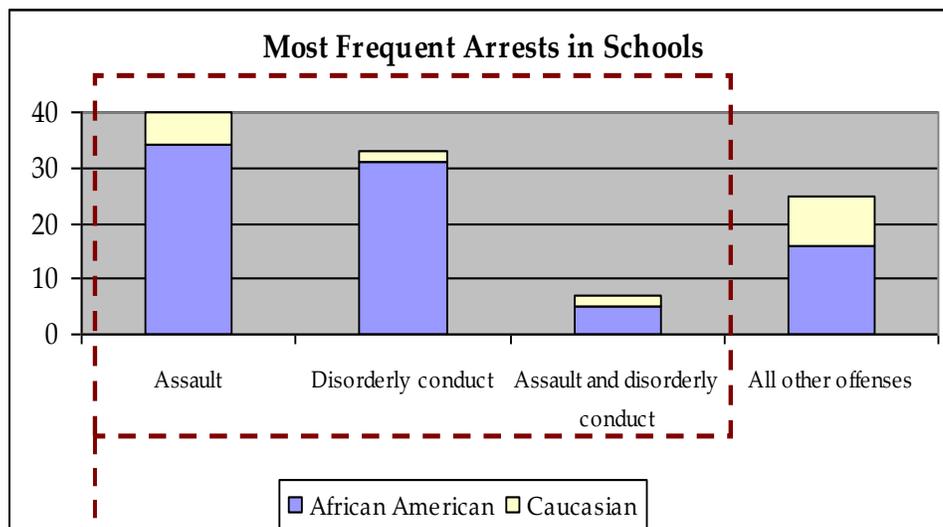
Offense by Time of Arrest



School Issues

As noted above, the majority of assaults during the time period of March 10th through April 21st took place on location at the Columbus City Schools. This led to an examination of school-related data on a variety of factors. First it is clear that assault and disorderly conduct comprise over three-quarters of all arrests in schools, and that these arrests are usually made on African American youth.

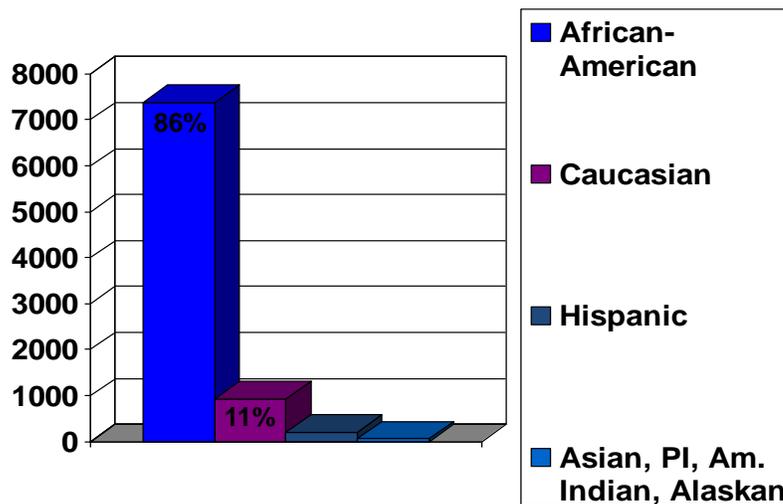
What are youth arrested for most frequently in school?



Assaults, Disorderly Conduct, or a combination of the two make up 80 out of the 105 arrests in schools (**76%**) in November 2006.

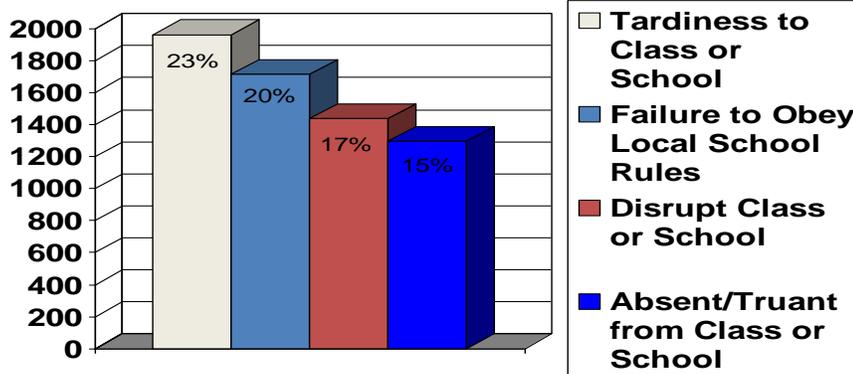
School records for 2006 in Columbus Public Schools pulled by United Way of Central Ohio from the Ohio Department of Education's Educational Management Information System (EMIS) database indicate that the vast majority (86%) of discipline cases overall are African American.

Discipline Cases by Race



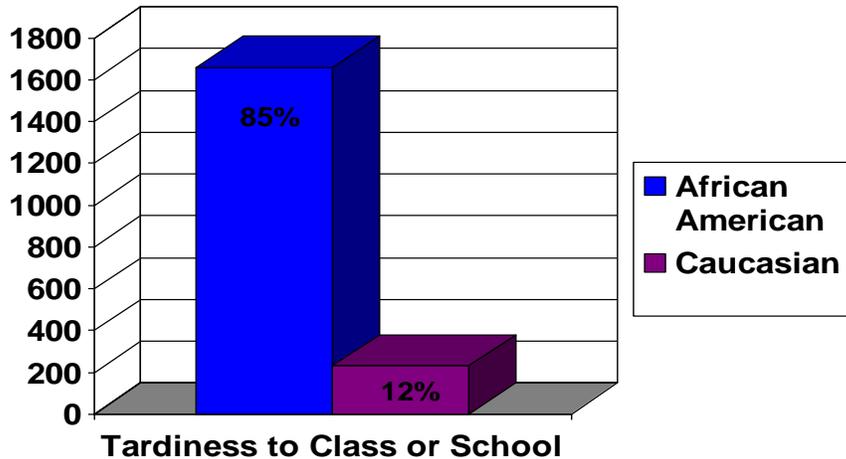
Behind tardiness, the school data indicates that all of the other top discipline problems could potentially involve police actions.

Top 4 Offenses for School Discipline Cases

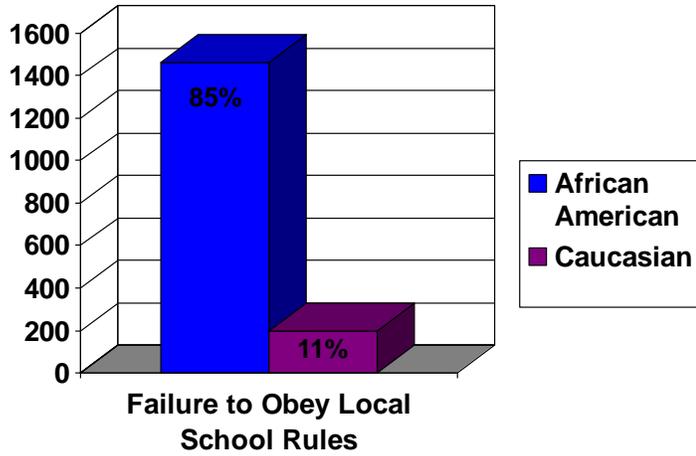


The school data also indicate that there are no real differences by race with regard to the reasons for disciplinary action. In each case, African American youth are involved in the vast majority of the cases.

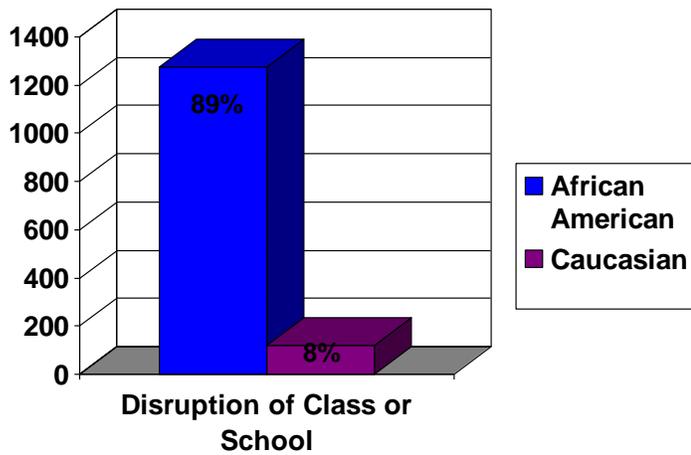
Discipline Cases by Race and Offense Tardiness to Class or School



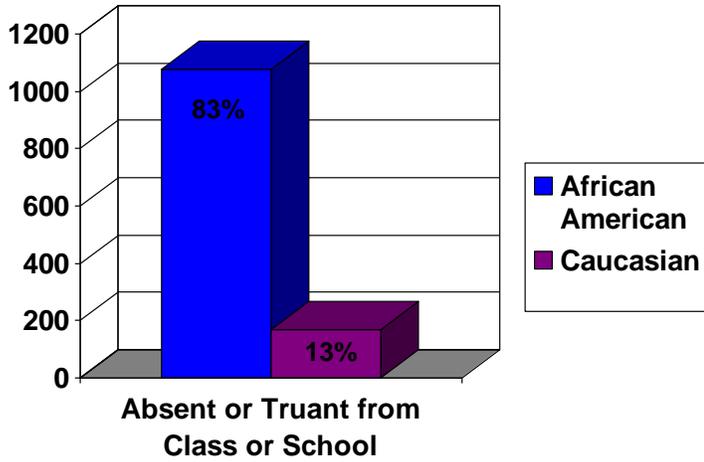
Discipline Cases by Race and Offense Failure to Obey Local School Rules



Discipline Cases by Race and Offense Disruption of Class or School

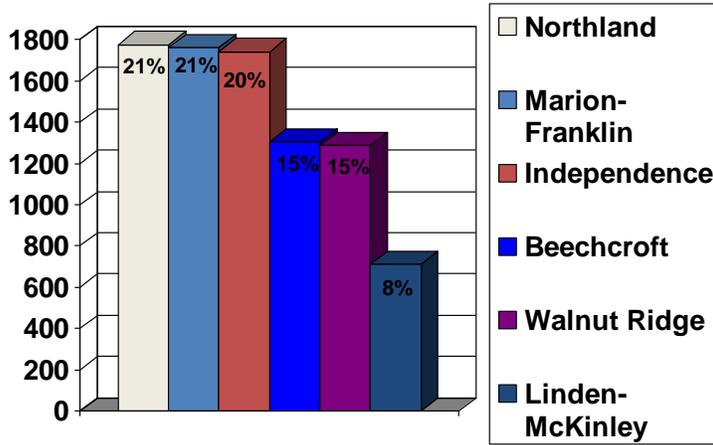


Discipline Cases by Race and Offense Absent or Truant from Class or School



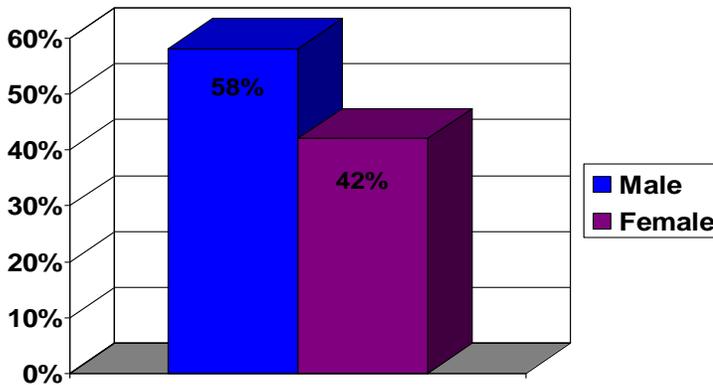
The JJCPI committee also examined school data in order to better understand the specific schools that were involved in the discipline cases.

Schools and Discipline Cases



The school data also indicated that there were gender differences in that males were involved in 58% of the discipline cases.

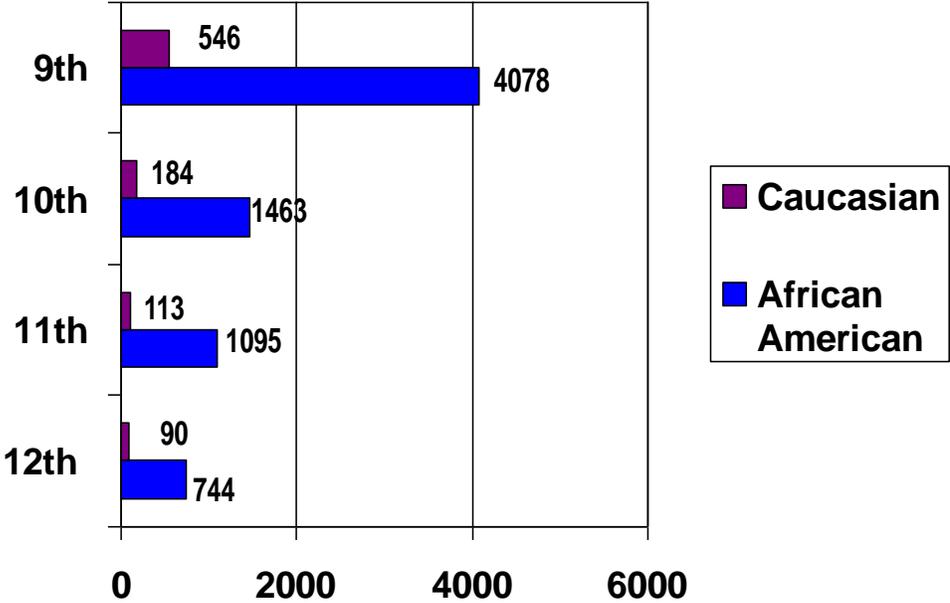
Discipline Cases by Gender



Interestingly, the school data also indicated that the youth involved in discipline cases were at their peak in the 9th grade, and then began a steady decline through 12th grade.

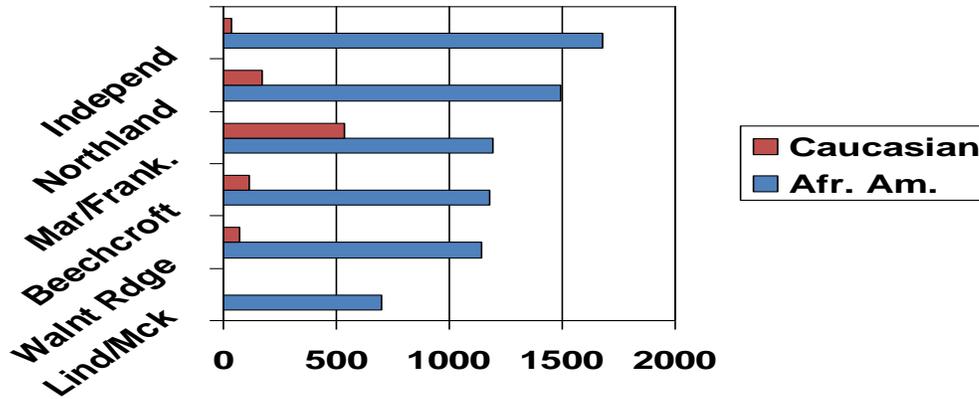
No discernable differences in the racial composition of youth involved in discipline cases were present across grade levels.

Discipline Cases by Grade and Race



School data indicated that there were some differences in the racial composition of schools overall.

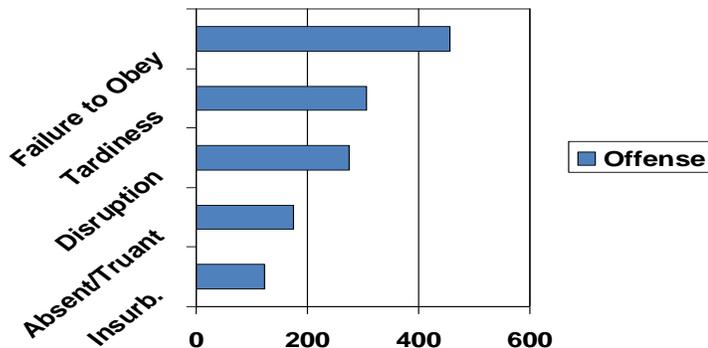
Where are the African-American Youth Coming From?



The school data indicated some relative differences in the types of discipline cases in each of the three schools with the most discipline activities.

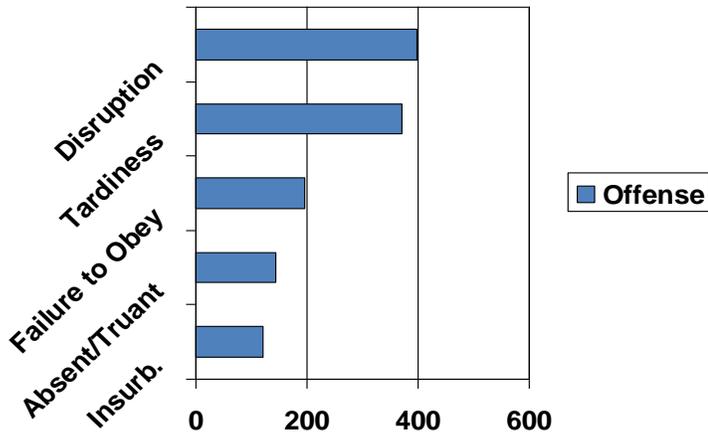
Independence High School

Top 5 Offenses for African-American Youth



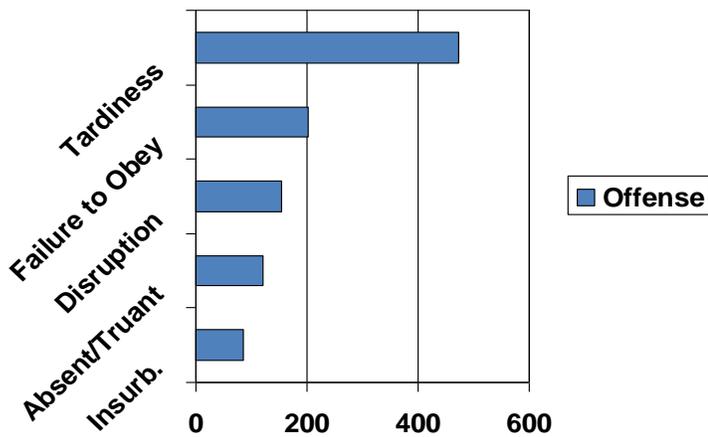
Northland High School

Top 5 Offenses for African-American Youth



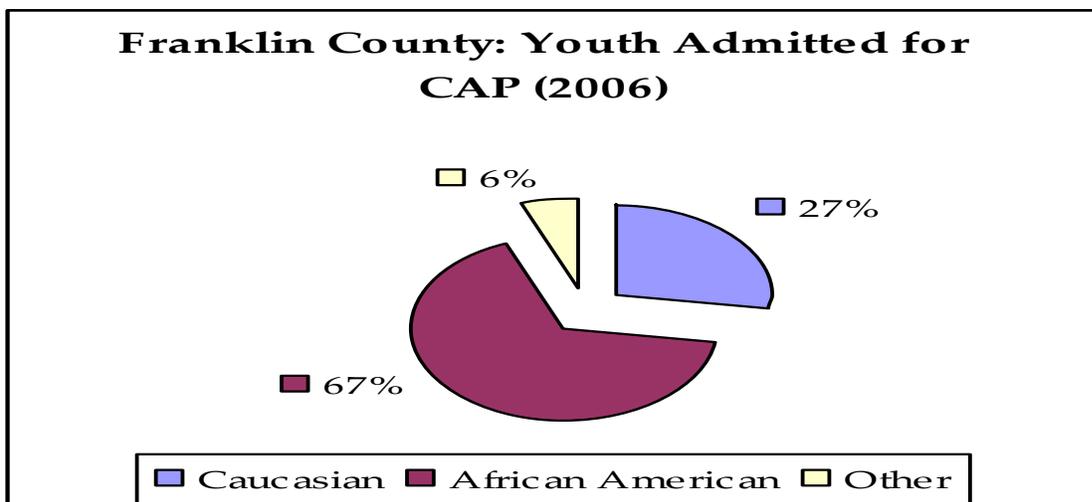
Marion-Franklin High School

Top 5 Offenses for African-American Youth



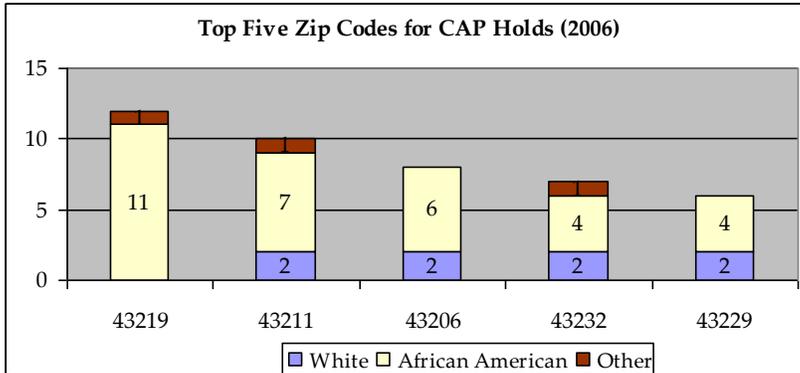
Community Assessment Program

Finally, the last additional area to be examined by the JJCPI in terms of assessment phase activities involved the Community Assessment Program (CAP). CAP is a program that is used to detain adjudicated youth for intensive services when they are deemed to be not treatable in the community. Overall, the number of African American youth admitted into CAP is remarkably similar to the overall detention statistics, which means that DMC issues are just as prevalent in this program.



Youth referred to CAP are most likely to come from the 43219 zip code area, which the reader will remember as the geographical area containing the second largest African American population of youth overall in the county. Youth from the 43211 zip code area – one of the two geographical areas targeted by the JJCPI committee for further analysis – are the next most frequently referred youth to CAP.

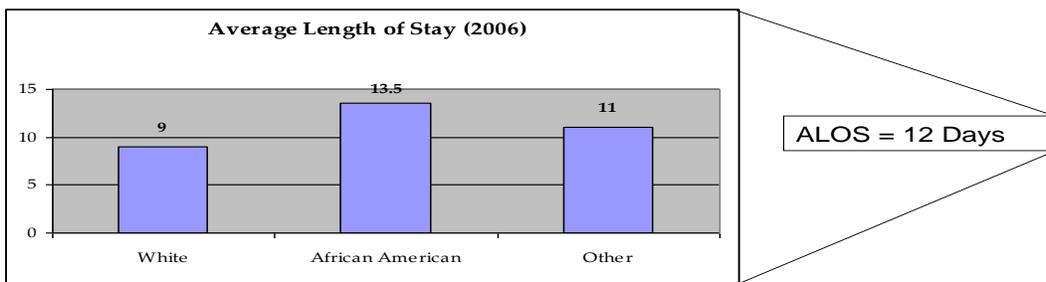
CAP: Zip Codes



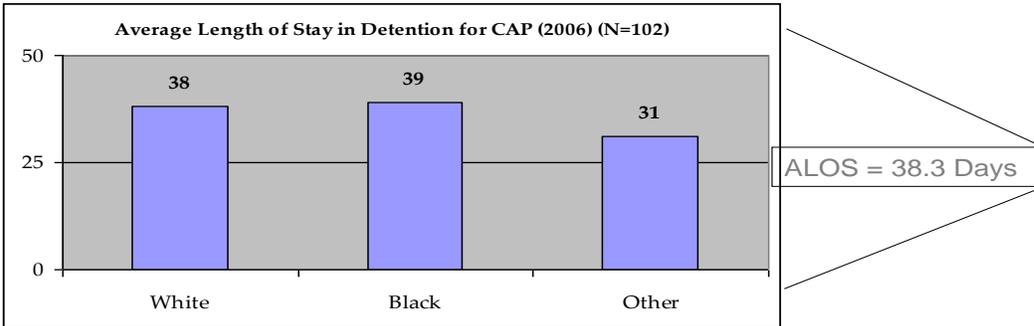
The Zip Code contributing the largest number of African American youth to detention for CAP is 43219.

The overall length of stay in the overall detention population is 12 days. In CAP, the average length of stay is over three times that amount (38.3 days).

Average Length of Stay in Detention

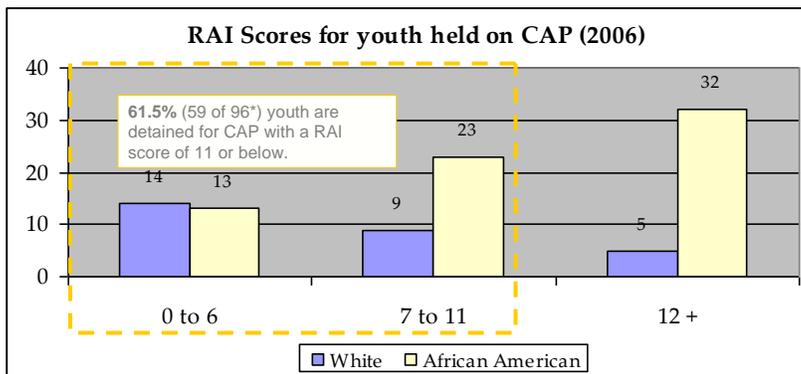


CAP: Length of Stay



Of interest to the committee was the fact that over 60% of all of the youth referred to CAP had RAI scores that would normally indicate release or house arrest instead of detention.

CAP: RAI Scores



Recommendations

Recommendations from the Data

A number of initial recommendations come directly from certain issues that emerge directly from the data gathered in the Identification and Assessment phases. These issues and the subsequent recommendations are given not in order of importance, but rather in terms of their relative appearance in the previous sections of this report.

Issue #1 is methodological in nature. Data-driven processes and decisions can only be as good as the data on which they are based.

Recommendation #1: Race and ethnicity data used to calculate RRIs are gathered and recorded by numerous county entities, and every effort should be made to ensure that these entities gather the data by allowing the youth to self-identify race and ethnicity. Additionally, clerks entering data should be held to high standards of accuracy.

Issue #2: The RRI data indicated that, across all years, across all minorities (combined) the largest RRIs appear at the following decision points: 1 (juvenile arrests); 2 (referrals to juvenile court); 8 (cases resulting in confinement) and 9 (bindovers). Because the JJCPI committee selected Decision Points 2, 3, and 4, it should be noted here that, at the present time, there will be a lack of attention given to DMC issues facing minority youth at key Decision Points 1, 8, and 9.

Recommendation #2: The JJCPI Committee should give attention to future planning around the remaining decision points not currently being targeted in present efforts to deal with DMC issues.

Issue #3: Regarding Decision Point 4, the examination of the geographical representation of where youth who were experiencing admissions into the Detention Center reside within the county led to the identification of two zip codes – 43211 and 43205 – as the residential areas containing the most youth who had contact with the juvenile justice system. The 43211 and 43205 zip codes are the most impoverished zip codes as indicated by median income figures, and have the highest and third highest percentages of African Americans.

Recommendation #3: Target DMC funded programming to serve youth and families in the 43211 and 43205 areas. Additionally, the JJCPI committee should insist that programs contain a component that deals directly with issues surrounding the poverty status of youth residing in these geographical areas.

Issue #4: Substantial numbers of youth – and especially youth living in the 43211 and 43205 zip codes – who scored in the lowest risk category of the detention center’s assessment screen nevertheless were placed in secure detention. In addition, data from the Community Assessment Program (CAP) – a residential program for youth in the detention facility – indicated that over 60% of all of the youth referred to CAP had assessment scores that would normally indicate release or house arrest instead of detention. This is all the more remarkable because the overall length of stay in the overall detention population is 12 days, whereas the average length of stay in CAP is over three times that amount.

Recommendation #4: Examine the reliability and validity of the assessment device used in the detention center, as well as the reasons for referral to CAP.

Issue #5: The JJCPI committee members identified the three most common offenses for juveniles coming into contact with the Detention Center: assaults, domestic violence, and motions (usually resulting from technical violations of probation). Data indicated a decline in motions resulting in detention, however, due in large part to a shift in policy as of September 2005 (when motions were no longer automatic holds).

Recommendation #5: Continue to monitor this and other policy-centered changes in terms of their impact on DMC rates.

Issue #6: Additional analyses of motions indicated that 65% were filed specifically on African American youth, and no reason was specified for 69% of those motions involving African American youth (as compared to 25% of White youth).

Recommendation #6: Demand a better accounting of the reasons for motions. In addition, there should be further investigation into the reasons behind the substantial racial differences regarding lack of documented reasons for motion filings.

Issue #7: Beyond race, there were other factors examined by the JJCPI committee in their Assessment Phase. For instance, factors related to the age and gender of youth arrested for assaults indicated that the median age of youth arrested for assaults was 15 years, and males represented twice the number of females. Also, data on assaults by time of day indicated that the top two times of arrest were 11:00 a.m. and 12:00 noon.

Recommendation #7: Further examine the role that gender, age, and time of day play in assaults.

Issue #8: The highest rates of assault arrests of African American youth were located in precincts 2, 5, 9, and 12.

Recommendation #8: Further examine the role that characteristics of specific precincts may be playing in DMC issues.

Issue #9: Factors related to the specific police department and the location of the assault arrests also were examined. Assault arrests predominantly were made by the Columbus Police Department, and the majority of assaults took place on location at the Columbus City Schools. Assault and disorderly conduct comprise over three-quarters of all arrests in schools, and that these arrests are usually made on African American youth. The school data also indicated that there were gender differences in that males were involved in 58% of the discipline cases, and that the youth involved in discipline cases were at their peak in the 9th grade.

Recommendation #9: Further examine school-related data that disaggregates information about types of discipline problems and their associations with demographic factors related to race, age, gender, school location, time of day, etc.

Recommendation #10: Work directly with Columbus City Schools to obtain and utilize data instead of relying on the EMIS database maintained by ODE.

Issue #11: Data indicated that African American youth are much less over-represented in domestic violence cases, and females made up almost half of these cases.

Recommendation #11: Further examine the role that gender plays in domestic violence, including the possibility of female victims becoming perpetrators as they strike out at their assailants.

Further Recommendations from the OJJDP Manual and DMC Literature

Beyond the recommendations coming directly from data gathered in the Identification and Assessment Phases, additional suggestions can be gleaned from the OJJDP Technical Assistance Manual. In particular, OJJDP urges consideration of explanations as to why DMC is occurring. There are thought to be seven possible explanations that emerge from the literature on DMC, including:

1. differential offending (differential behavior)
2. differential opportunities for prevention and intervention
3. differential handling
4. legislative, policy, and legal factors
5. justice by geography
6. indirect effects
7. accumulated disadvantage

Each of these possible explanations conceivably can help to guide and direct intervention efforts. Hence, the JJCPI committee is urged to thoughtfully consider these explanations as plans are made to deal with DMC issues in Franklin County, Ohio. More information about each of these explanations is provided below in order to help the JJCPI committee begin the task of addressing these possible explanations.

Differential Offending/Differential Behavior

Studies have highlighted the need to examine how rates of delinquent activity may vary as a function of racial/ethnic subgroups, differences that may contribute to DMC issues. According to OJJDP, a variety of factors may contribute to these differential rates, including:

- Involvement in a different set of offense categories (often including more serious activities such as possession or sale of controlled substances)
- Involvement in gang-related activity, and more frequent involvement in offenses generally and in offenses with higher levels of severity.
- Involvement in delinquent activities at an earlier age.
- Involvement with other social services or justice-related systems, such as the child welfare system (dependency or neglect cases).

In addition, OJJDP also suggests that there are other factors that should be examined as possible additional contributing factors to local DMC issues. These factors include:

- Mobility effects, including seasonal mobility (due to such factors as holiday and vacation travel), “attractive nuisance” (due to the presence of commercial and entertainment facilities), and immigration and migration issues
- Institutional effects, whereby a geographical location containing a juvenile justice facility may artificially inflate the local rate
- Indirect effects associated with demographic factors such as socioeconomic status, educational attainment, and insurance coverage, that in turn become tied to the differential offending behavior rates

Differential Opportunities for Prevention and Treatment

The OJJDP manual discusses a variety of ways in which prevention and treatment resources may vary in ways that contribute to DMC issues. Barriers to treatment and prevention opportunities are thought to result as a result of four factors:

1. Access: barriers can exist as a function of geographical distance from services, limited hours of operation, transportation issues, etc.
2. Eligibility: exclusion criteria for youth accepted into programs and services
3. Implementation: includes characteristics of the physical location of the program, staff attitudes, staff race/cultural background, language barriers, etc.
4. Effectiveness: variables affecting the ability of a program to achieve its intended outcomes (such as the cultural adaptiveness of a program)

Differential Processing/Inappropriate Decision-making Criteria

Issues can arise that raise the specter of differential or unfair decisions are made that disadvantage minority youth. OJJDP asserts that there are “fundamental questions” that can be used in determining whether or not unfair or improper decisions are being made that impact DMC issues. These questions include:

1. What are the bases or criteria on which decisions are made?
2. Are those criteria applied consistently across all groups of youth?
3. Are the criteria structured in a manner that places some groups at a disadvantage?

Justice by Geography

This section deals with the possibility that different jurisdictions handle the same type of case or offense in significantly different ways. While this issue would seem to be fairly straightforward, it is sometimes easier said than done, especially in a home-rule state like Ohio that allows for tremendous variation in the application of state-level rules, regulations, and policies. This impacts DMC issues when the geographic distribution of minority youth populations correlates strongly with the variation in rates of juvenile justice system activity. From the OJJDP Technical Assistance manual:

“The identification of justice by geography as a mechanism leading to DMC is particularly difficult in a system of government that embraces local variation and adaptation. The recognition that these variations may have unintended consequences may lead to discussions within and across jurisdictions about the basis for local variations in practice. This does not mean that any particular local practice is “wrong,” simply that policymakers need to be aware of the consequences of the differences in policy and practice across communities.”

Legislation, Policies, and Legal Factors

This section focuses attention on those laws, policies, and procedures that may create or contribute to DMC issues. OJJDP asserts that such attention should especially be given to situations where the following are present:

1. Policies that target certain types of offenses or offense characteristics

2. Policies that target location issues (e.g., certain types of offenses near schools or public housing areas)
3. Policies that mandate specific handling (e.g., moving a case to adult court) may have eligibility or threshold criteria based on prior delinquency or offense histories.

Accumulated Disadvantage

Whether or not DMC issues “accumulate” as minority youth pass through the juvenile justice system is described at two different levels:

1. “Simple accumulation,” where higher arrest rates for minority youth translate into more formal processing, fewer opportunities for diversion, and so on throughout various decision points.
2. “Impacts on later decisions,” whereby earlier decisions (for instance, to detain rather than release) can influence more negative outcomes at a later point (for example, at disposition).

Taken together, the notion of accumulated disadvantage can be used to support efforts that attempt to intervene at the earliest possible decision points.

Building an Intervention Plan

Once stakeholders are clear about the reasons underlying DMC issues in their locale, the OJJDP manual presents a set of five guidelines for the building on an intervention plan. These guidelines include the following:

- (1) using an approach that is both comprehensive and multimodal

- (2) prioritizing strategies in order to focus on the most critical decision points
- (3) choosing interventions that the community is ready to implement
- (4) using evidence-based strategies
- (5) evaluating the effectiveness of the strategy

The first guideline (a comprehensive and multimodal approach) can be further discussed in terms of the three different types of strategies that are described by OJJDP in terms of organizing DMC efforts: 1) services offered directly to youth; training and technical assistance for law enforcement and juvenile justice personnel; and 3) system change that targets policies, procedures, and laws of the juvenile justice system. If possible, the guideline asserts that efforts be undertaken in all three areas. The second guideline is based on the use of the RRI itself, which has been amply underscored in previous sections of this report. As well, the third guideline concerning community readiness also has been touched upon in earlier sections concerning the need to have community stakeholder involvement.

The fourth and fifth guidelines present new material heretofore not discussed in this report. Interestingly, the call for the use of evidence-based strategies in the fourth guideline co-exists with a lack of evidence in the current literature regarding programs that effectively reduce DMC issues (something readily admitted in the OJJDP manual). Hence, it is inferred here that the hope is that current evidence-based strategies used for other purposes might translate to the DMC effort. While logical, this presumption underscores the need to implement a solid evaluation effort as called for in the fifth guideline. To wit, there is no guarantee that a program designed with one intention in mind will automatically address other objectives. Hence, this report next focuses

attention on the ability to gather important and useful data about DMC programming efforts.

Performance Measurement and Evaluation

Performance measurement uses output and outcome measures in order to improve the delivery and design of a program. Output measures gather information about activities, products, and services that are provided as part of the program. Outcome measures gather information about the degree to which a program has an impact on the factors it was designed to affect. Evaluation efforts also use outcome measures; however, the goal of evaluation activities surround efforts to understand the degree to which outcomes can be attributed to the program itself in comparison to other factors outside of the program and its activities, products, and services.

Because the study of DMC reduction efforts is in its infancy, OJJDP is emphasizing the need for programs to be centrally focused on performance measurement and not evaluation per se. Accordingly, the OJJDP Technical Assistance Manual presented information culled from various sources (including most prominently the Fairfax County, Virginia 2002 *Manual for Performance Measurement*) in order to highlight the most important characteristics of good performance measurement, which are thought to include the following:

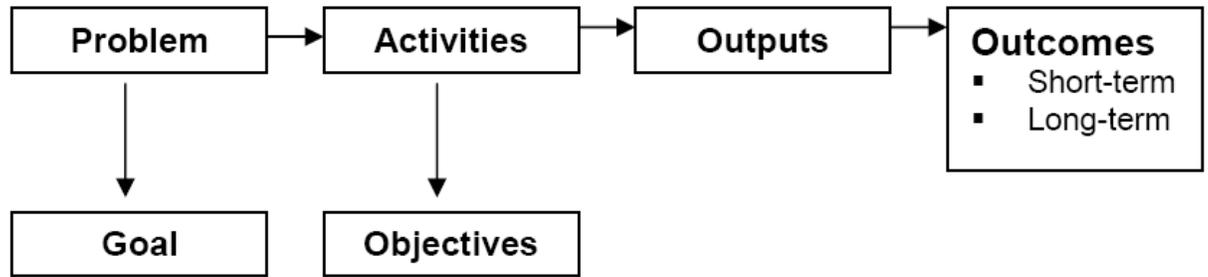
1. Performance measures should be results oriented. Select measures that are focused on what your program is supposed to do.
2. Performance measures should be important. Select variables to measure that reflect the value of your program.

3. Performance measures should be reliable. Select measures that will inspire confidence in their consistency.
4. Performance measures should be useful both in terms of creating immediate feedback to program staff as well as generating longer-term data for policy and decision makers
5. Performance measures should be quantitative wherever possible. What you measure should be countable and able to be expressed in rates and percentages.
6. Performance measures should be realistic to use.
7. Performance measures should be cost-effective.
8. Performance measures should generate information that is easy to use and interpret.
9. Performance measures should be comparable. What you measure should be able to be put side by side with other information from your own program and other programs measuring similar variables.
10. Performance measures should be valid. Use measures that are credible, including those that have been employed by other respected programs wherever possible.

The Use of Logic Models

An additional important component of such efforts to design, implement, and evaluate programs to reduce DMC issues involves the use of logic models. The OJJDP logic model appears below:

OJJDP Logic Model Elements



The use of logic models are strongly encouraged in the OJJDP manual, as can be seen in the following excerpt:

“Logic models are an important and valuable strategy for prevention program planning. They provide a way to tie program results to program inputs or resources and are needed for a well-structured program. A logic model is a graphic representation that clearly lays out the logical relationships among the problem, program activities, outputs, and outcomes. It describes how the program theoretically works to achieve benefits for participants and stresses the importance of ensuring that a logical relationship exists among an organization’s goals, what it wants to accomplish, and how it uses resources.”

Franklin County has developed its own logical model (see Appendix F). This logic model should prove to be a useful tool in guiding program development, implementation, the development of performance measures, data gathering procedures, and the subsequent analysis and reporting of information concerning the county’s DMC reduction efforts.

Summary of Additional Recommendations

In summary, the JJCPI committee is urged to consider the following additional recommendations that spring from the OJJDP Manual and DMC literature:

Recommendation #12: Consider specific explanations as to why DMC is occurring that correspond to the OJJDP review of the DMC literature, and build an intervention plan that is based on those explanations

Recommendation #13: The intervention plan should employ a combination of strategies that provide direct services to youth, training and technical assistance for law enforcement and juvenile justice personnel, and system change that targets policies, procedures, and laws.

Recommendation #14: Prioritize the support of evidence-based strategies over untested programming.

Recommendation #15: Employ performance measures in order to improve the delivery and design of a program.

Recommendation #16: Pay close attention to the logic model that has been constructed, including its use in the development of your intervention and performance measurement plans.

Concluding Comments

The RRI data from 2005 through 2007 indicated that substantial DMC issues exist for at least four decision points for minority youth in Franklin County. The JJCPI committee has selected three decision points to begin the DMC reduction effort in Franklin County, Ohio. This work should be seen as a significant yet circumscribed initiation of activities that necessarily will need to be expanded to target additional decision points.

In addition to strong recommendations to use performance measures that will generate information about shorter-term outputs and outcomes, the JJCPI committee is urged to pay close attention to RRI fluctuations over the longer term. The caution here is that the RRI calculations demand uniformity in terms of sources of information and methods for deriving counts of events at each decision point. Currently there is little uniformity, and thus there is increased risk of comparing “apples to oranges.” Hence, members of the JJCPI committee should leverage their individual and collective influence in order to support efforts to synchronize databases within the court system. While such an endeavor may be financially challenging, the ensuing ability to create data-informed policy decisions that are both reliable and valid will more than offset the initial monetary investment in the IT infrastructure needs of the juvenile court.

Appendices

APPENDIX A

Disproportionate Minority Contact Assessment Report Minimum Content

Introduction Page

- Title of assessment
- Name of County Juvenile Court
- Name of assessors

Overview

- Include year(s) of data being assessed and RRI (s)
- Address all 9 decision points and provide a synopsis of each
- Provide a rationale for any decision points not assessed
- Provide a rationale for decision points selected for assessment (could be all 9 decision points)

Assessment Method

- Describe additional data sources for Identification Phase (if applicable)
- Describe data collected to assess decision point(s)
- Describe other process used to determine why DMC exists
- Describe how data was analyzed

Assessment Results

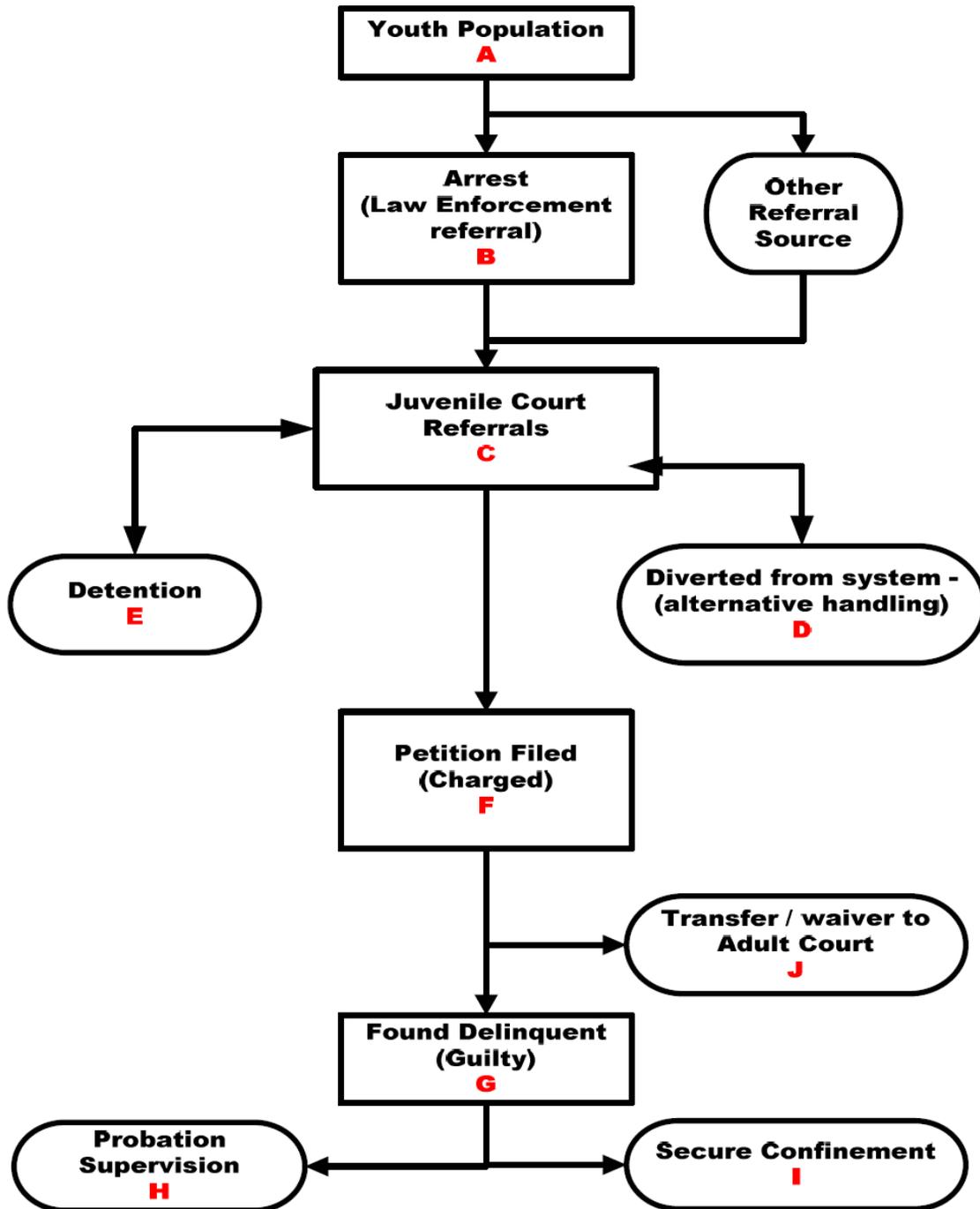
- Describe major findings, in detail, on why DMC exists at the selected decisions points
- Describe the most likely explanations including graphics and tables when possible
- Describe feedback methods and stakeholder reactions to findings

Recommendations

- Discuss recommendations for intervention(s) that could address the findings
- Describe the link between the recommended intervention and the assessment findings
- Identify objectives and expected outcome for intervention
- Describe resources needed to implement intervention

APPENDIX B

OJJDP Model of Main Data Elements for Decision Points

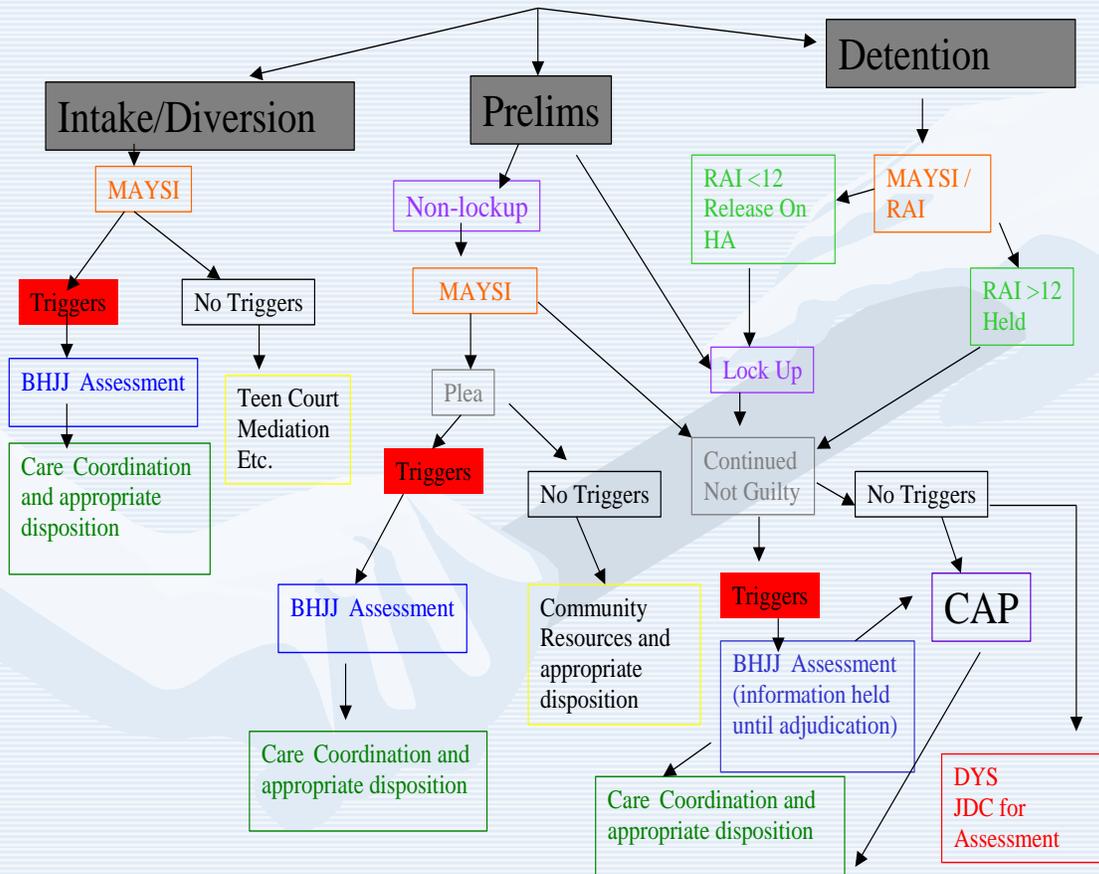


APPENDIX C

The Franklin County Domestic Court & Juvenile Branch Services Model

The New Model

Youth Arrested/ Complaint Filed Unruly and Delinquent



APPENDIX D

OJJDP Standard Definitions for Decision Points

Stage	Definition
Arrest	Youth are considered to be arrested when law enforcement agencies apprehend, stop, or otherwise contact them and suspect them of having committed a delinquent act. Delinquent acts are those that, if an adult commits them, would be criminal, including crimes against persons, crimes against property, drug offenses, and crimes against the public order.
Referral	Referral is when a potentially delinquent youth is sent forward for legal processing and received by a juvenile or family court or juvenile intake agency, either as a result of law enforcement action or upon a complaint by a citizen or school.
Diversion	Youth referred to juvenile court for delinquent acts are often screened by an intake department (either within or outside the court). The intake department may decide to dismiss the case for lack of legal sufficiency, resolve the matter informally (without the filing of charges), or resolve it formally (with the filing of charges). The diversion population includes all youth referred for legal processing but handled without the filing of formal charges.
Detention	Detention refers to youth held in secure detention facilities at some point during court processing of delinquency cases (i.e., prior to disposition). In some jurisdictions, the detention population may also include youth held in secure detention to await placement following a court disposition. For the purposes of DMC, detention may also include youth held in jails and lockups. Detention should not include youth held in shelters, group homes, or other nonsecure facilities.
Petitioned/charges filed	Formally charged (petitioned) delinquency cases are those that appear on a court calendar in response to the filing of a petition, complaint, or other legal instrument requesting the court to adjudicate a youth as a delinquent or status offender or to waive jurisdiction and transfer a youth to criminal court. Petitioning occurs when a juvenile court intake officer, prosecutor, or other official determines that a case should be handled formally. In contrast, informal handling is voluntary and does not include the filing of charges.

(continued)

APPENDIX D (continued)

OJJDP Standard Definitions for Decision Points

Stage	Definition
Delinquent findings	Youth are judged or found to be delinquent during adjudicatory hearings in juvenile court. Being found (or adjudicated) delinquent is roughly equivalent to being convicted in criminal court. It is a formal legal finding of responsibility. If found to be delinquent, youth normally proceed to disposition hearings where they may be placed on probation, committed to residential facilities, ordered to perform community service, or various other sanctions.
Probation	Probation cases are those in which a youth is placed on formal or court-ordered supervision following a juvenile court disposition. Note: youth on “probation” under voluntary agreements without adjudication should not be counted here but should be part of the diverted population instead.
Confinement in secure correctional facilities	Confined cases are those in which, following a court disposition, youth are placed in secure residential or correctional facilities for delinquent offenders. The confinement population should not include all youth placed in any form of out-of-home placement. Group homes, shelter homes, and mental health treatment facilities, for example, would usually not be considered confinement. Every jurisdiction collecting DMC data must specify which forms of placement do and do not qualify as confinement.
Transferred to adult court	Waived cases are those in which a youth is transferred to criminal court as a result of a judicial finding in juvenile court. During a waiver hearing, the juvenile court usually files a petition asking the juvenile court judge to waive jurisdiction over the case. The juvenile court judge decides whether the case merits criminal prosecution. When a waiver request is denied, the matter is usually scheduled for an adjudicatory hearing in the juvenile court. If the request is granted, the juvenile is judicially waived to criminal court for further action. Juveniles may be transferred to criminal court through a variety of other methods, but most of these methods are difficult or impossible to track from within the juvenile justice system, including prosecutor discretion or concurrent jurisdiction, legislative exclusion, and the variety of blended sentencing laws.

APPENDIX E

The Franklin County, Ohio RRI Numbers 2005-2007

2005

Population Based Relative Rate Index Values								
State : OHIO				Reporting Period 01-JAN-2005				
County: FRANKLIN				through 31-DEC-2005				
	White	Black or African- American	Hispanic or Latino	Asian	Native Hawaiian or other Pacific Islanders	American Indian or Alaska Native	Other/ Mixed	All Minorities
1. Juvenile Arrests	1.00	3.69	0.24	0.13	0.13	---	---	2.67
2. Refer to Juvenile Court	1.00	4.52	0.44	0.40	0.40	1.42	0.09	3.71
3. Cases Diverted	1.00	0.69	1.46	0.41	1.02	---	---	0.66
4. Cases Involving Secure Detention	1.00	1.44	3.44	0.29	0.72	5.69	---	1.36
5. Cases Petitioned	1.00	1.01	0.02	0.45	0.79	---	0.92	0.96
6. Cases Resulting in Delinquent Findings	1.00	1.07	5.98	--	0.82	---	1.99	1.05
7. Cases resulting in Probation Placement	1.00	0.92	---	0.50	---	---	---	1.01
8. Cases Resulting in Confinement in Secure Juvenile Correctional Facilities	1.00	1.81	50.27	0.56	2.15	---	---	1.81
9. Cases Transferred to Adult Court	1.00	1.82	327.44	--	---	---	---	1.78
Group meets 1% threshold?	Yes		Yes	Yes	No	No	Yes	
<i>release 2/16/04</i>								

APPENDIX E (continued)

The Franklin County, Ohio RRI Numbers 2005-2007

2006

Population Based Relative Rate Index Values								
State : OHIO					Reporting Period 01-JAN-2006			
County: Franklin					through 31-DEC-2006			
	White	Black or African-American	Hispanic or Latino	Asian	Native Hawaiian or other Pacific Islanders	American Indian or Alaska Native	Other/ Mixed	All Minorities
1. Juvenile Arrests	1.00	2.57	0.53	0.28	---	0.10	0.00	2.18
2. Refer to Juvenile Court	1.00	3.96	0.45	0.20	0.00	0.26	0.00	3.63
3. Cases Diverted	1.00	0.54	1.86	0.73	---	---	0.23	0.52
4. Cases Involving Secure Detention	1.00	1.46	2.73	0.85	6.52	1.09	0.72	1.40
5. Cases Petitioned	1.00	0.96	0.19	0.44	---	---	0.83	0.94
6. Cases Resulting in Delinquent Findings	1.00	1.08	1.42	1.31	---	---	0.85	1.06
7. Cases resulting in Probation Placement	1.00	1.04	8.39	2.10	---	---	1.15	1.08
8. Cases Resulting in Confinement in Secure Juvenile Correctional Facilities	1.00	3.82	---	---	---	---	3.95	3.81
9. Cases Transferred to Adult Court	1.00	3.38	36.07	---	---	---	---	3.14
Group meets 1% threshold?		Yes	Yes	Yes	No	No	No	
<i>release 2/16/04</i>								

APPENDIX E (continued)

The Franklin County, Ohio RRI Numbers 2005-2007

2007

Population Based Relative Rate Index Values								
State : OHIO	Reporting Period 01-JAN-2007 through 31-DEC-2007							
County: Franklin								
	White	Black or African- American	Hispanic or Latino	Asian	Native Hawaiian or other Pacific Islanders	American Indian or Alaska Native	Other/ Mixed	All Minorities
1. Juvenile Arrests	1.00	2.71	0.55	0.28	---	0.11	0.00	2.28
2. Refer to Juvenile Court	1.00	3.80	0.48	0.27	0.00	0.04	0.00	3.46
3. Cases Diverted	1.00	0.45	2.00	1.03	---	---	0.44	0.48
4. Cases Involving Secure Detention	1.00	1.68	3.58	0.88	---	---	0.74	1.61
5. Cases Petitioned	1.00	0.93	0.36	0.49	---	---	0.71	0.90
6. Cases Resulting in Delinquent Findings	1.00	1.10	1.11	1.38	---	---	1.07	1.10
7. Cases resulting in Probation Placement	1.00	1.10	7.72	1.72	---	---	0.95	1.13
8. Cases Resulting in Confinement in Secure Juvenile Correctional Facilities	1.00	3.40	19.16	---	---	---	2.13	3.37
9. Cases Transferred to Adult Court	1.00	5.27	---	---	---	---	8.50	5.47
Group meets 1% threshold?		Yes	Yes	Yes	No	No	No	
<i>release 2/16/04</i>								

APPENDIX F

The Franklin County, Ohio Logic Model

APPENDIX G

RATIONALE FOR AMENDMENTS

Rationale of Amendments

The Relative Rate Index can be calculated solely as a comparison to the racial and ethnic make-up of the known population (Method I), or it can be calculated as described in this text, using the population parameters at Decision Point 1, and then using the data from the preceding contact point for calculations of Decision Points 2 through 9 (Method II). The RRIs that appeared in the original text of this report were calculated using Method I, while the intent of the assessment was to examine the RRIs calculated by using Method II. Therefore, Dr. Stephen Gavazzi agreed that a third party would effect changes in this report to reflect the preferred calculation method (II) for RRIs.

In the intervening months since the original report, an additional source of data (the Supreme Court's Ohio Court Network) became available through the WebFocus interface. This innovation allowed the harvest of data for Decision Points 5 and 6 that were not available to Dr. Gavazzi. As a result, a complete report that considers Method II RRIs for all decision points could be produced.

The result is this amended edition of the Franklin County DMC Report which is primarily the work of Dr. Stephen Gavazzi, but includes amendments as discussed above. Text, graph, discussion and recommendation changes center on the Identification Phase and in Appendix E. The OJJDP Excel Workbook was used to calculate the Relative Rate Indices based upon Franklin County's complete raw data. Wherever possible, Dr. Gavazzi's interpretations were left unchanged.

The author of these amendments – Dr. Bev Seffrin – is well-qualified to perform these revisions based upon her doctorate in Industrial/Organizational Psychology (Minor, Quantitative Psychology) and because of her experience in the Franklin County Juvenile Justice System.