

Disproportionate Minority Contact in the Maryland Juvenile Justice System



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Executive Summary

Introduction

More than at any time in its past, Maryland is devoting resources to reducing racial and ethnic disparities in its juvenile justice system. Numerous statewide and locally targeted initiatives have been prompted in part by studies that have uncovered disparities at virtually all stages of the system, from juvenile arrest through disposition and placement. This report, which provides the first comprehensive look at the nature and extent of disproportionate minority contact (DMC) in Maryland, as well as initiatives aimed at reducing DMC, is one product of the state's increased efforts. Unfortunately, the report repeats much the same message as earlier studies: DMC remains an entrenched problem in the state. Despite expanded efforts to reduce disparities, the state continues to struggle—and in some areas is falling further behind—in providing equal treatment of African American, Latino, and White youth involved in the juvenile justice system.

But there is some good news: Certain DMC reduction programs do appear to be effective. And the research reported here represents a substantive advance in knowledge about DMC in Maryland. With results and recommendations in hand, state and local experts and practitioners have the beginnings of a road map for improving current efforts and targeting the additional resources that will surely be needed if the state is serious in its commitment to DMC reduction. Hopefully, the report will also help spur the sense of urgency and assiduous engagement and monitoring that must accompany these expanded efforts.

The report and underlying research were prepared and conducted by the Institute for Governmental Service and Research at the University of Maryland, College Park, with funding from the Governor's Office of Crime Control and Prevention (GOCCP). GOCCP staff, the statewide DMC coordinator, and members of the State Juvenile Council contributed valuable input to the report, and the Department of Juvenile Services commendably provided data that underlie much of the report. The report's presentation and some of its terminology follows from constructs advanced by the federal Office of Juvenile Justice and Delinquency Prevention (OJJDP), which makes states' receipt of certain federal funds contingent on fulfilling DMC-related reporting and program mandates.

Following the Introduction, the report's sections (and this Executive Summary) roughly parallel OJJDP's "DMC Cycle"—identification (of the extent of DMC at different stages in juvenile case processing), assessment (of factors that underlie and contribute to DMC), and program assessment (of the state's current efforts to reduce DMC). Results from a statewide survey of juvenile justice stakeholders on DMC issues are also included in the full report and this summary. In all sections of the report and summary, statewide information is first presented, followed by available results from the state's five largest jurisdictions (Baltimore City, and Baltimore, Montgomery, Prince George's, and Anne Arundel Counties). Results and observations on other counties are presented when numbers are sufficiently large to appear stable and reliable. In the full report, key findings and recommendations are included in each of the chapters. In the summary, results from each of the three primary components of the DMC Cycle are

presented and then followed by a discussion of recommendations and priorities for immediate and ongoing DMC-related interventions and monitoring.

Summary of Results

Identification: Where Disparities are Found

Terminology, Stages of Contact, and Measuring Disparities

Reinforced in part by an extensive literature produced by and for OJJDP, a common nomenclature has emerged around DMC and is used in this report. OJJDP refers to nine different *points of contact* where the juvenile justice system may act on youth. Arrest is the first point of contact with the system. Most of the others are decision points that lead to further involvement in the system and include referral, diversion, detention, petitioning, delinquency finding, probation, residential placement and confinement, and transfer to adult court.

Racial and ethnic groups may be *overrepresented* at any of these contact points, meaning that they appear at a greater proportion than would be expected given their frequency in the population. If African American youth account for 40 percent of all youth who are referred to DJS but account for 70 percent of the juveniles who are detained, they are overrepresented at the detention stage; if White youth also account for 40 percent of the referrals but only 30 percent of those detained, African American youth are also *disproportional* to White youth at detention. This statistical difference also can be said to represent a *disparity*, although this term is not tied to quantities and can also refer to actions or policies (e.g., a policy that requires a parent to appear at intake for youth to avoid detention) that may lead to a disproportionality.

The Relative Rate Index (RRI) is the measurement approach employed by OJJDP and the states to assess disproportionate minority contact in the juvenile justice system. RRIs are calculated such that a score of 1.00 indicates that minorities and Whites have the same level or rate of contact. RRIs above 1.00 mean the group in question has a higher (and disproportional) rate of contact compared to Whites, while an RRI below 1.00 means the group has a lower rate of contact than Whites. The size of the RRI indicates the magnitude of difference between the two groups—if the RRI for one group is 3.0 and the other group is 1.5, both groups show disproportional rates of contact compared to Whites, and the first group in this example has twice the DMC rate as the second group. All RRIs in the report are tested for their statistical significance and this summary notes as differences only those RRIs that have less than a 5 percent chance of being a measurement error. A more extensive explanation of RRIs, along with an example calculation, is provided in Appendix A of the report.

Maryland Calculations. In accordance with federal mandates, GOCCP has arranged for DJS to report RRIs to OJJDP on an annual basis. As discussed more fully in the report and the recommendations section of this summary, the RRI results presented here expand and improve on those reported previously by DJS in several respects, most notably in including arrest RRIs, providing a separate analysis of females in the juvenile system, and considering results for jurisdictions outside the five largest counties.

- Based on the statewide RRI analyses, disparities exist for both African American and Latino youth at the diversion (RRI = .83 & .88, respectively),¹ detention (2.42 & 1.92), and secure confinement (2.71 & 2.56) stages.
- African American youth are particularly subject to disparate levels of contact and are also significantly overrepresented at arrest (2.54), referral to DJS intake (2.44), and the case petitioning stage (1.41). Statewide, there was no pattern of trends up or down on RRIs for African Americans between 2004 and 2008. Disparities at the detention and secure confinement levels among Latinos remain a concern; generally, however, levels of disproportionate contact for Latino youth have improved since 2004.
- When assessed separately, statewide data on African American girls show the same pattern of disparities as the overall results, with disproportionate levels of contact at referral (2.22), diversion (.93), detention (1.60), and petitioning (1.18). Latinas generally do not show different levels of contact than White girls except at referral (.71), where their rates are significantly lower than Whites.
- Jurisdiction-level analyses showed that African American youth in Baltimore City have extraordinarily high rates of arrest (7.05) and referral (4.83) compared with White youth. They also show disproportionate levels of diversion (.81), detention (1.94), and petitioning (1.44). In the gender-based analyses, African American girls in Baltimore City also showed the same highly disproportionate referral rates (4.93). Most of these results, both overall and for girls, have trended worse since 2004, when overrepresentation at referral, diversion, and petitioning was less severe.
- The pattern of disparity regarding African American youth at nearly all stages of the system—arrest, referral, diversion, detention, and petitioning—was also observed in Baltimore, Montgomery, and Anne Arundel Counties. In Prince George’s, disparities between African Americans and Whites were evident at the referral and detention stages. African American girls were also referred at disproportionate rates in Baltimore, Montgomery, and Anne Arundel Counties. While comparisons with 2004 results showed variation across the jurisdictions and points of contact, on balance, overrepresentation of African American youth in particular has increased in the state’s largest counties recent years.
- With two jurisdictional exceptions, Latino youth had contact rates that were similar to Whites at those stages where sufficient numbers were available for analysis. Montgomery was the lone county showing disparities for Latinos at nearly all stages, including referral (1.92), diversion (.82), detention (3.97), and petitioning (1.70); the detention RRI was over twice that of the state detention RRI for this group. In Prince George’s, Latino youth were referred (1.87) and detained (2.63) at disproportionate rates.
- Analyses of counties outside the five largest jurisdictions showed that three counties stood out with highly disproportionate rates of referral among African American youth: Wicomico (3.23), Washington (3.26), and St. Mary’s (3.02). Howard, Frederick, Harford, Caroline, Allegany, and Talbot Counties were also notable for having RRIs at both the referral and detention stages that

¹ Note that diversion is the one stage where an RRI *below* 1.0 represents an unfavorable finding for the group and means that compared to White youth, the group has lower rates of diversion from the juvenile justice system. RRIs at all the other stages are unfavorable if they are above 1.0, representing more contact relative to Whites.

were considerably higher than the state averages. Of these, all but Caroline also had significantly high RRIs at the petitioning stage.

- Several of these counties were further revealed to have substantial disparities between African American and White girls at the referral and petitioning stages. Wicomico (3.94), Allegany (3.89), Howard (3.66), and Washington (3.11) Counties had referral RRIs for African American females above 3.0, and Wicomico (2.22) and Howard (1.71) also showed significant overrepresentation of these females at petitioning.

Survey Findings on DMC Identification. Response to the DMC survey allowed us to compare perceptions of disparities and DMC with the objective findings from RRI analyses. The DMC survey conducted as part of this research was administered over the Internet and targeted juvenile justice stakeholders throughout the state. As expected, participation in the survey was substantially higher in the “Big Five” (B5) jurisdictions where there are state-supported DMC committees. In these counties, 72 of 87 (82.7 percent) targeted respondents returned surveys, while responses in the smaller counties included 147 of 315 (46.7 percent) targeted respondents.² With regard to acknowledging disparities, a little over half of all survey participants agreed that DMC was a significant issue in their jurisdiction, with about one-fourth expressing real concern about the problem (i.e., “strongly agreed” it was a significant issue).

Stakeholders in the five largest counties were more likely to view DMC as a problem than those outside the B5, who on average were neutral as to whether there were significant racial/ethnic disparities in their local juvenile systems. Overall, there was a gap between the pervasive levels of DMC shown in the RRI analyses and perceptions of disparity expressed in the survey; however, the B5 respondents appeared more attuned to the disparities in their counties, and this gap was substantially wider in the smaller jurisdictions (with the exception of Wicomico). Additional findings from the survey are discussed below.

Assessment: Underlying Factors that Contribute to Disparities

A variety of analyses were conducted to look more closely at DMC issues at both the statewide and local levels. These analyses were guided in part by OJJDP-sponsored literature on the possible causes of disproportionate minority contact and factors underlying DMC, and more directly by available data. The results can be organized around the different stages of juvenile case processing, beginning with arrest and referral to the system.

Arrest and Referral Stage Findings

Data were available from DJS’ MCASP (Maryland Comprehensive Assessment and Service Planning) Risk Screen at Intake that permitted comparisons of the profiles of African American and White youth assessed at intake to the system (data on Latinos were not sufficient for analysis).

- The delinquency history data showed a clear pattern of differences, with African American youth showing more extensive histories and greater prior involvement in the juvenile justice system compared to White youth. Racial differences on social history risk factors (e.g., substance abuse, mental health problems, school performance) were less clear; generally the risk screen data showed

² The original email solicitation to take part in the survey was sent to 361 persons outside the five largest counties; however, 46 of these recipients returned emails to us saying they were not appropriate candidates for the survey (most explained that they were uninformed about DMC and juvenile case processing generally).

lower prevalence of these factors among African American youth compared to Whites, however these results are much more subject to self-report bias than the delinquency data. These statewide findings were for the most part repeated in jurisdiction-level analyses of the five largest counties.

The patterns of findings on the delinquency and correctional history factors suggest the mechanisms of accumulated disadvantage and differential behavior are the most likely explanations for the high rates of DMC observed for African American youth at the referral stage in Maryland. In this context, differential behavior simply refers to the notion that these youth begin committing delinquencies at an earlier age, commit a greater number of delinquent behaviors, and commit more serious offenses. Accumulated disadvantage exacerbates the effect of these behaviors, as with each referral, individual youth become more familiar to police and other referral sources, and become the object of their enforcement activities. An extensive literature has also linked delinquent behavior as reflecting “indirect effects” of poverty, lower educational attainment, unemployment, and family disruption that are generally more prevalent in minority populations.

Arrest data from police sources in several of the large counties were sought for the assessment; however, Baltimore City was the only jurisdiction where data were made available in time for the report.³ Analyses were conducted on offense-specific data found in the BCPD’s *Juvenile Arrest/Charge End of Year Data Report* for the years 2006–2009, and on arrest and census data by police district (obtained directly from the BCPD website). Given the low numbers of White youth represented in the Arrest/Charge report, the analyses combined data from the years 2008 and 2009.

- The arrest charge data showed exorbitantly disproportionate rates of arrest for drug crimes between African American and White youth in Baltimore City. Compared to an overall arrest RRI of 6.76 across all charge types, the RRI for charges involving heroin and cocaine was 17.59, and the disparity in numbers for heroin-related charges—of 1,464 arrests in 2008 and 2009, 10 were White youth—is extraordinary. These figures contrast with the RRI for marijuana-related charges of 5.52; collectively, the drug-related charges RRI is 10.23.
- Although involving fewer youth, low level charges of trespassing, loitering, and disorderly conduct-failure to obey (aggregate RRI = 9.23) also showed higher disparities, while overall RRIs for property (4.54) and against-person offenses (4.67) were generally much lower.
- Statistical tests showed a strong relationship ($r = .72$) between the volume of arrests in Baltimore City Police districts and the proportion of youth in these districts that are African American. Baltimore City also has an exceptionally high referral rate (8.7 percent) compared to the other large jurisdictions in Maryland (which ranged from 2.4 percent to 5.3 percent).

It is evident that disproportionate rates of arrest for drug crimes among African American and White youth play an overriding role in driving up DMC at the arrest stage in Baltimore City. The district and referral rate results also suggest a “justice by geography” mechanism contributing to the excessive DMC found in the City at the arrest and referral stages. The concentration of African American youth in districts with higher arrest rates and the generally higher rates of referral by police and other sources (such as schools) also likely contributes to the overrepresentation found at these stages in Baltimore. An analysis of “mobility effects” that examined whether the high Baltimore City arrest RRI could be partially attributed to nonresident youth travelling to the city showed no such effects.

³ We are grateful for the cooperation of the Baltimore City Police Department’s Juvenile Booking Unit in providing this information.

Detention Stage Findings

One analysis at the detention point of contact considered the possible role of DJS' Detention Risk Assessment Instrument (DRAI)—specifically staff overrides of the recommendation that is generated by scoring the tool. Detention was also one of two stages that were analyzed using multivariate statistical techniques that can help isolate the role of race in decision making by controlling for other factors that have been known to affect those decisions (such as current charge and youth delinquency history).

- As expected, the great majority of staff overrides of the DRAI recommendation were “up” to a more restrictive outcome (e.g., to detention from a recommendation to release the youth to a community-based detention alternative). Results showed that overall, upward overrides were applied at equivalent rates for African American, Latino, and White youth. A small but significant difference was found with downward overrides, with more of these given to White youth (6.3 percent) than African Americans (3.9 percent).
- The logistic regression of DRAI data at the state level showed that African American youth do not differ from Whites in the likelihood of being detained when controlling for other factors that predict detention. The analysis found Latino youth were still significantly more likely to be detained while controlling for these factors. As expected, the analyses showed there were a number of other predictors of detention, including delinquency history, type of current offense, and DJS status.

Case Petitioning Stage

Multivariate analyses were also done to assess the role of race and other factors in predicting the decision to forward cases from intake to the State's Attorney for prosecution.

- The state-level regression analysis revealed that African American youth were more likely to have their cases forwarded than were their White peers when other factors were controlled.

Both the detention and petitioning regression analyses should be interpreted with the caveat that they were limited to available data and did not include some factors that are likely predictors of these outcomes. Further reservations apply to the detention analysis due to its exclusion of certain youth on whom no DRAI data are collected; it will be important to see if the finding of no effect for race will be upheld when all youth involved in these decisions are included in the analyses.

Secure Confinement Stage

Analyses at this stage involved a refinement of the criteria for secure confinement, so youth commitment to the full range of secure facilities was considered (previous RRIs reported by DJS for this stage were restricted to a few most secure facilities).

- Results showed that the level of overrepresentation of African American and Latino youth was lower (but still significant compared with White youth) when all secure facilities were included in the analysis. The analysis further showed that disproportionality is most prominent in the highly secure facilities; the RRI for these facilities alone is roughly double the figure calculated for all secure facilities.

Program Assessment: Maryland's DMC Reduction Activities

The program assessment involved descriptive and qualitative analyses of state and local-level DMC reduction activities, focusing primarily on initiatives funded by GOCCP but also on efforts independent

of this funding source. The information informing the assessment was derived from a variety of sources including interviews, reviews of active and historical documents, and observations of stakeholder meetings.

DMC Leadership

Central to the long-term success of DMC reduction strategies in Maryland is effective and supportive leadership. Within Maryland, there are several state and local-level structural supports for direct service providers who implement DMC initiatives. The Juvenile Grant Planning and Review Council, typically referred to as the Juvenile Council, serves as the steward of the state's DMC funding from OJJDP. In this role, the Council oversees Maryland's DMC reduction efforts by monitoring funds directed at DMC initiatives, as well as by outlining focal areas for DMC activities via Maryland's three-year strategic plan (mandated by OJJDP) and by providing technical support to localities. Part of its monitoring efforts includes entrusting DMC reduction activities to coordinators, as mandated by OJJDP. The statewide DMC coordinator serves as a liaison between the Juvenile Council and the local DMC-funded jurisdictions. The statewide coordinator is responsible for monitoring local DMC reduction efforts and provides technical support to the local jurisdictions.

Local DMC committees have been established in five jurisdictions: Baltimore City, and Baltimore, Montgomery, Prince George's, and Anne Arundel Counties. These committees are comprised of county-based juvenile justice stakeholders who volunteer to meet on a monthly or bi-monthly basis to discuss and monitor local DMC reduction strategies. The local DMC coordinators are responsible for coordinating the local DMC committees' activities, by directing attention to the focal areas identified by the Juvenile Council as well as by leveraging the committees' power into effecting change across county programs and policies as they affect minority youth.

In its three-year plan, the Juvenile Council and DMC subcommittee have established goals, objectives, and standards of performance for DMC reduction activities across the state. What is encouraging about the three-year plan is that this high-level framework articulates clear-cut strategies and approaches to DMC reduction. Additionally, the plan is the product of consensus building across a broad and diverse swath of juvenile justice system stakeholders. Our assessment showed, however, that there have been significant challenges in implementing the plan.

- State-level vision is strong but is not communicated to the local levels. While Maryland has a high-level framework for DMC reduction, it continues to be challenged in translating that framework to the local jurisdictions in the form of support and role clarification. There are limited infrastructure capabilities and personnel to translate the high-level frameworks to the local coordinators or to provide the coordinators with feedback about the extent to which they are achieving either program-level objectives or goals related to the three-year plan.
- The power of local DMC committees is rooted in the occupational diversity of its membership and in the strength of its leader. The five local DMC committees are similar in that they are all represented by committed and enthusiastic juvenile justice stakeholders. However, key differences among the committees exist around leadership and their relationship to local DMC programs. In the counties where leadership is derived outside the Local Management Board, the power base of the committee appears broader, with the committees accessing other resources for DMC reform.
- While some DMC coordinators have achieved successes in advancing DMC initiatives, the broader picture is that the local and state-level coordinators are poorly equipped to fulfill their duties,

lacking financial, human capital, and technical resource supports. The DMC coordinators juggle several roles in finding support for DMC reduction efforts among a diversity of community stakeholders. Their primary duty, however, is to move the DMC committee from a group that talks to a group that acts, requiring skills that are practiced to varying degrees of proficiency across the coordinators.

- The coordinators are also challenged to articulate a compelling DMC message to juvenile justice stakeholders in the community while, for the most part, lacking the institutional authority to create or modify programs. Further, while the coordinators are responsible for monitoring DMC-funded programs, generally they do not access the data necessary to determine the programs' effects on DMC. It is unclear whether the lack of access to data occurs because the programs do not authorize access to the coordinator, the programs do not collect the data, or the coordinators choose not to access the data.

DMC-Funded Strategies

Our assessment of Maryland's DMC-funded strategies is structured according to the categories of DMC-reduction strategies as presented in OJJDP's *DMC Technical Assistance Manual, 4th ed.* These categories include the following: *direct service programs*, which include prevention and early intervention, diversion, alternatives to confinement, and youth service coordination advocacy programs; *training and technical assistance*, which include cultural competency training and culturally competent programs; and *systems change*. Maryland's DMC reduction efforts have focused predominantly on direct service programs, and local DMC efforts in Maryland are concentrated around the Juvenile Council's targeted stage of intervention, which is detention. The majority of DMC-funded programs focus on community-based detention alternatives, either in the form of direct service provision or youth service coordination advocacy programs enhancing community-based options.

- The focus on community-based detention alternatives has not translated into increased resources for even the most successful of the alternative-to-detention (ATD) programs, or in any other DMC reduction programming, for that matter. Given that more successful interventions include descriptors such as "intensive, holistic, and individualized," the lack of sufficient funding necessarily results in a trade-off between the scope and comprehensiveness of a program and number of youth served. The DMC committees and coordinators oversee a small number of activities, averaging two to three strategies per county. The small number of strategies makes it challenging for the committees to employ a diversity of DMC reduction tactics in addressing the different causes of DMC.
- Further challenging local efforts is the lack of coordination between the different counties in adapting and sharing their respective strategies. For example, Baltimore City is the only county actively engaged in outreach work through their "DMC 101" training. Given that this program is endorsed by the Juvenile Council as fulfilling a statewide DMC objective, it would seem to make sense for all of the DMC-funded counties to be employing this strategy.
- The DMC strategy with the greatest impact on youth in Maryland has been systems change. Systems change efforts have occurred in Baltimore City, Baltimore County, and Montgomery County. Perhaps the most successful of all the DMC strategies is the writ protocol policy/Caller Notification Program in Baltimore County. At the program's inception in 2007, close to 40 percent of all detentions were due to writ FTAs (failure to appear). Three years later, that proportion

reduced to 5 percent. Not only has this initiative demonstrated the power of a DMC committee to effect change, but also that systems changes do not necessarily require substantial fiscal resources.

- The individual and collective impact of Maryland’s strategies on reducing DMC is uncertain, due to the lack of systematic data on programs’ performance and outcomes and the broad nature of RRI as a measure of DMC. Linking DMC strategies to measureable reductions in RRI has two major challenges. First, most of Maryland’s DMC strategies affect too few youth to result in a statistically significant change in a county’s RRI. Second, an individual DMC strategy will not likely address all of the potential causes of DMC, making it very difficult to isolate the strategy’s independent effects on DMC.
- Not only are available data too limited to determine a DMC strategy’s effects on reducing DMC, but the data are also too limited to measure direct service programs’ performance and effects on the population served. DMC experts have identified a range of indicators for defining successful interventions. However, Maryland’s DMC-funded direct service interventions do not systematically collect or report the majority of these indicators to the DMC coordinators. There are a few notable exceptions, including the PACT program in Baltimore City and the Caller Notification Program in Baltimore County, both of which report sufficient data to inform some impact analyses. Evidence suggests that both of these programs have been successful in reducing adolescent detention, although the differential impact of these programs, in terms of also reducing DMC at the detention stage, is unconfirmed.

Survey Findings on DMC Reduction Initiatives

The statewide DMC survey of stakeholders was intended in part to gauge views about the efforts of their local agencies, committees, and programs to reduce racial and ethnic disparities. Results were compiled at the state and county level.

- In rating local agencies on their awareness of and commitment to DMC reduction, survey participants gave the highest marks to Local Management Boards and DJS and the lowest ratings to local elected officials. Survey participants in Montgomery, Worcester, and Queen Anne’s Counties gave the highest ratings to local agencies on DMC awareness and commitment. Interestingly, in Baltimore City stakeholder respondents were nearly universal in strongly agreeing that DMC was a significant problem in their jurisdiction, while giving low ratings to their local stakeholders’ sense of urgency, and to local agencies’ awareness of and commitment to reducing DMC.
- Within the B5 jurisdictions, participants were lukewarm in their views about the effectiveness of their local DMC committees. Close to half the respondents were neutral or negative when asked if their committee members agreed on goals or were held accountable for committee actions, and fewer than one-third said the committee was effective in producing changes necessary to reduce DMC.
- Outside the DMC-funded jurisdictions, about half of the survey participants expressed interest in establishing a local DMC committee. Only about one-quarter said local stakeholders discuss racial and ethnic disparities in their local juvenile system, or were in agreement on local DMC issues. Roughly half of the survey participants expressed interest in increased stakeholder training in DMC reduction programming and data analysis.
- Generally, survey participants had a modest level of knowledge about local DMC reduction programs. Within the DMC-funded jurisdictions, slightly more than one-half of survey respondents

were able to identify a single DMC reduction program, and outside the B5 jurisdictions only about one-third could name a program. Survey respondents were uncertain about the effects of DMC reduction programs on the different stages of the juvenile justice system such as arrest, detention, and confinement.

Setting Priorities: Implications and Recommendations

In considering the implications of these results for immediate and future efforts at DMC reduction, it is useful to review the state's progress in addressing recommendations from prior DMC assessments. The most recent comprehensive statewide assessment was issued by DJS (then the Department of Juvenile Justice [DJJ]) in 1995.⁴ Rather than focusing on particular decision points or initiatives, this report provided broadly-stated recommendations for improving DMC awareness and enhancing the response to DMC within DJJ, the juvenile court, and among relevant stakeholders and community agencies. Recommendations specific to DJJ entailed developing DMC-focused working groups and research within the agency. A more targeted recommendation included having case managers track their decisions more closely. Other recommendations focused on improving collaboration among juvenile justice agencies, expanding cultural diversity programs, reviewing policies and procedures to determine whether there are elements of cultural bias, and expanding fundraising to support DMC-related research. Progress in these areas has been mixed. The establishment of a statewide DMC coordinator position and local DMC committees represent notable advances. Judges, Masters, and DJS representatives have contributed significantly to these and related efforts in some jurisdictions. Any impact of the committees on attention to cultural diversity and reducing bias is less clear. Within DJS, efforts to raise awareness about DMC issues have been scant; however, advances have been made in implementing structured decision-making tools, and with sufficient support, the Department appears poised to finally carry out longstanding recommendations (repeated below) to conduct systematic DMC-focused assessments of decisions and program outcomes.

As with this and other, more limited prior DMC assessments, results of the present research make evident that Maryland must mount an extensive, enduring effort if it is to reduce disproportionate minority contact among juveniles in its justice system. Unfortunately, perhaps even more so now than in 1995, the magnitude of this problem continues to be at odds with the public resources made available to devote to its solution. In the discussion that follows, we acknowledge where comprehensive interventions are needed while focusing on those that address the most urgent concerns, or where efforts are likely to obtain desired outcomes quickly or efficiently.

Targeting Areas for DMC Reduction

Target populations and stages of contact present useful structures for organizing recommendations and identifying priorities for next steps. Where results on local jurisdictions were available, we also pull together findings to suggest areas of concern for specific localities.

⁴ Iyengar, L. (1995). *The Disproportionate Representation of African American Youth at Various Decision Points in the State of Maryland*. Baltimore: Maryland Department of Juvenile Justice.

Populations

- *Focus on African American Youth.* There is much more cross-jurisdictional consistency in RRI results for African American youth than for Latino youth, suggesting that state-level priorities should be focused on strategies for reducing overrepresentation of African American youth.

Intake results indicate that diversion efforts aimed at DMC reduction should focus on improving African American youths' community ties, engaging in pro-social activities, and violence prevention.

- *Expand Assessments and Interventions Focused on African American Females.* The findings from the RRI analyses of African American females were distressing. Stakeholders statewide should be made aware of the DMC issues with this group and urged to develop strategies for reducing their disparate treatment at all stages of the system.

Local jurisdictions should give priority to examining factors underlying DMC among African American females, particularly at the referral stage in Baltimore City, and Montgomery, Anne Arundel, Wicomico, Allegany, Howard, and Washington Counties. The impact of the absence of ATDs on detention rates for girls also deserves assessment. The low number of girls involved in the system at the jurisdictional level should simplify these assessments and the targeting of local DMC reduction efforts.

Stages of Contact and DMC Reduction Initiatives

- *Reduce disparities in the juvenile justice system by reducing disparities in access to quality schools, employment, health care, and housing.* Stabilizing families and communities, and providing pro-social opportunities are essential to redirecting youth from delinquency. Results pointing to differential offending and the mechanisms of indirect effects and accumulated disadvantage are consistent with the notion that DMC is not merely a juvenile justice problem, but a reflection of wider systemic issues.
- *Give priority to efforts to reduce DMC at the “front end”—arrest, referral, and diversion—while maintaining the focus on detention.* Our findings suggest the need for expanding evidence-based early intervention and prevention programs, and programs aimed at diverting youth from the juvenile justice system in early stages of processing.

The state should support implementation of a pilot effort in one or two jurisdictions aimed at reducing police arrests of youth of color. The pilot should be built on an existing, research-based model, and assessed, refined, and considered for expansion.

Current local efforts (such as those begun in Baltimore City and Baltimore County) to examine and reduce referrals to DJS from schools and school-based police are responsive to this priority and should be supported, closely monitored, and considered for expansion to other jurisdictions.

- *Expand initiatives modeled on the Juvenile Detention Alternative Initiative (JDAI) in Baltimore City to other jurisdictions.* While reassessments of the detention and case forwarding stages with improved data and samples are needed, our preliminary findings that race affects decisions at case forwarding and not detention are consistent with the fact that detention has long been the focus of stakeholders concerned with reducing reliance on the system; workgroups in various jurisdictions—the Baltimore City JDAI group in particular—have devoted close attention to detention decision

making. JDAI-like initiatives throw a spotlight on each detention decision, and effectively provide regular, ongoing DMC assessments of this stage of contact.

Local Priorities and Targeting Initiatives

- *In majority minority jurisdictions such as Baltimore City and Prince George’s County, expand and make more accessible effective diversion initiatives and alternative-to-detention programs that serve large numbers of African Americans.* The kind of programming delivered in the PACT ATD would appear to serve as a model for expanded programming that is responsive to the needs of African American youth made evident in the MCASP data.
- *Reduce DMC at the arrest stage in Baltimore City by reducing drug-related arrests of African American youth.* Multiple efforts aimed at factors that lead youth to become involved in the drug trade, and improving the effectiveness of police and community responses to drug-related delinquency will be needed to change the arrest disparities found in the City. More modest, but important and immediate benefits could be achieved by strategies targeting the disparities in low level offenses such as loitering and disorderly conduct.
- *Raise awareness of DMC and a sense of urgency among Baltimore County stakeholders.* This need was evident from results of the DMC survey and high RRIs at the arrest, referral, and detention stages.
- *Heighten the sense of urgency among local stakeholders in Montgomery County to address DMC among Latino youth at all stages of the system, particularly detention.* RRI results on Latino juveniles could help focus this attention, which should also extend to the excessive levels of disproportionate contact among African American youth at referral and detention. Montgomery should be a target for JDAI expansion.
- *Urge Prince George’s County stakeholders to focus efforts on reducing overrepresentation of both African American and Latino youth at detention.* More generally, DMC survey results indicate the need to sensitize Prince George’s County stakeholders to disparities regarding Latino youth. Further assessment is also needed in Prince George’s and Montgomery Counties to examine the discrepancies between arrest and referral RRIs in these jurisdictions.

If GOCCP and the Juvenile Council elect to devote resources to developing DMC committees in counties outside the five largest jurisdictions (see recommendation below), Frederick, Harford, and Howard (and possibly Wicomico) Counties should be leading candidates based on the identification results and size of their minority populations. Any expansion efforts should take into consideration the jurisdictional-level results from the present research, including the DMC survey.

- *Under the leadership of the Juvenile Council and statewide DMC coordinator, undertake an initiative to identify key juvenile justice stakeholders in each county outside the B5 and seek to raise awareness of DMC* by, at minimum, disseminating and discussing RRI results with these stakeholders. Awareness of these objective indicators of disparity, combined with some basic education on mechanisms that underlie DMC, may spur these communities to develop reduction efforts without requiring further state investments. Priority targets for this initiative include Allegany, Caroline, St. Mary’s, Washington, and Wicomico Counties.

Organizing to Reduce Disproportionate Minority Contact

Findings from the program assessment indicated the need for enhancing the various current state-directed and funded structures for addressing DMC. In addition to strengthening and clarifying coordinator and committee roles and functions, better systems are needed to monitor the impact of DMC reduction strategies.

Enhancing Leadership and Improving Organizational Structures

- *Clearly establish the leadership role of the statewide DMC coordinator.* GOCCP, the Juvenile Council, and DMC subcommittee should enhance the statewide coordinator's role as disseminator of higher-order directives and programming strategies.
- *Through concerted efforts by GOCCP and the statewide DMC coordinator, elevate the accountability of the local DMC committees* and provide them with technical assistance and other resources needed to improve their effectiveness. The statewide coordinator should be a member of the local committees. All members should receive training on DMC reform, how to discuss culturally sensitive issues, basic protocols for monitoring DMC-focused interventions, and special topics as they arise.

GOCCP and the Council should clarify the role of state-level support and mechanisms for information exchange with the local jurisdictions and establish protocols for monitoring local performance and progress.

GOCCP and the Council should consider devoting additional resources to strengthening the role and capacities of the statewide DMC coordinator and to improving the effectiveness of extant committees and DMC initiatives before investing in extensive new efforts outside the B5 counties.

DMC committees should be developed with a focus on promoting chairpersons who have influence across the major stakeholder agencies, such as a member of the Judiciary or a community non-profit leader.

DMC committees should engage in active outreach efforts to promote inclusion of all key stakeholders. committees should make efforts to include residents of the community and consider holding meeting times outside of business hours.

Existing DMC coordinators should receive ongoing trainings on facilitating action among their committees, framing the DMC message, and data collection, analysis, and interpretation. New DMC coordinators should receive formal introductory training that outlines their roles, responsibilities, and how to frame the DMC message.

Improving and Expanding Local Monitoring of DMC-Related Performance

- *Encourage local DMC coordinators and committees to consider including the full scope of DMC-relevant programs and systems change initiatives under their purview* and not just local programs receiving DMC funding; they should take stock of their portfolio of DMC reduction strategies to ensure they employ a spectrum of approaches. The coordinators and committees should collaborate with DJS and local service providers to monitor DMC-related impacts of community conferencing programs and those that are ostensibly intended to reduce out-of-home placements such as Multi-Systemic Therapy and Functional Family Therapy.

Local DMC-funded programs and other initiatives should be required to report the full range of data elements necessary for DMC coordinators and committees to assess their performance and outcomes. These data should follow guidelines in the OJJDP’s DMC Technical Assistance Manual.

DMC committees and coordinators should qualitatively assess whether a given strategy or intervention is contributing to or failing to alleviate the causes of DMC. Questions to explore include: Does the strategy target specific risk factors associated with youth of color? Is this strategy indirectly biased against minority youth participation through its eligibility criteria, geographic location, or lack of culturally competent programming?

Improved State-Level Monitoring, Identification, and Assessment

Monitoring

- *Provide support from GOCCP and the statewide coordinator to local DMC coordinators and committees in implementing systems to collect performance data on DMC interventions using indicators outlined in OJJDP’s Technical Assistance Manual. GOCCP should ensure access to data relevant for DMC monitoring efforts.*

Identification

- *Improve the ways that RRIs are calculated and reported. RRIs should be calculated based on case counts rather than youth counts and on the county of jurisdiction rather than the youth’s county of residence, and data should be limited to 10 to 17 year olds. RRIs calculated for the secure confinement stage should employ the more inclusive facility criterion. These refinements are all in accordance with monitoring practices promulgated by OJJDP.*

In future reporting and interpretation of Maryland RRIs, it is critical to separate findings for African American and Latino youth given the different patterns of results for these groups. While OJJDP reporting requires entering and calculating RRIs for “all minorities,” these aggregated results mask important findings unique to each group.

Currently, the petition stage RRI is based on cases forwarded to the State’s Attorney. Separate RRIs should also be routinely calculated based on youth formally petitioned by the SAO in each jurisdiction to identify any disproportionality related to race or ethnicity in petitioning decisions.

- *Undertake annual systematic collection of arrest data from local police jurisdictions for the purpose of calculating RRIs at the arrest stage. With the wide discretion police have in recording and reporting arrests, and the variable level of resources departments have for compiling data, it would be realistic to first identify jurisdictions that have the capacity to provide these data and target analyses to these areas. Priority should be given to collecting arrest data from jurisdictions where referral results show high levels of disproportionality, including Baltimore City, and Baltimore and Anne Arundel Counties.*
- *Include the adult transfers stage in annual systematic data collection and RRI reporting. It is essential that this include data on cases waived due to statutory criteria, as these appear to account for the great majority of juveniles processed as adult offenders in Maryland. Arrangements should be made for the Maryland Department of Public Safety and Correctional Services (and if necessary, local courts) to provide data on juveniles entering the adult system from both statutory transfers and judicial waivers. An annual report on adult transfers should include information on these cases as*

well as reverse waivers that are processed in the juvenile system. Analyses should examine racial/ethnic disparities in the different types of transfers and the processing of these cases by jurisdiction. Once these routines are in place, periodic analysis and reporting on these data should not be difficult or costly.

DMC Assessment and Research

- *Expand assessments on referral source.* DJS should develop and implement a statewide policy on the definition of referral source and a protocol for recording this information in the Department's automated information system, ASSIST. Reliable and valid data on this variable would afford analyses of race and ethnic differences among the various sources of referrals to the Department, which would in turn suggest areas for targeting DMC reduction strategies.
- *Implement ongoing monitoring of DJS overrides.* DJS should routinely conduct jurisdiction-level assessments of the use of overrides by staff with particular attention to downward overrides to determine whether youth race and ethnicity are influencing decisions. Systematic monitoring of DJS' implementation of the MCASP Risk Screen at Intake and case forwarding guidelines should also be conducted. Local validation of the risk assessment, which is based on validation studies conducted in other states, is imperative.
- *Gather systematic data on diversion initiatives at all stages of case processing.* At present, the diversion RRI is limited to calculations on cases that are resolved or placed on informal supervision at intake. However, other diversion initiatives (e.g., police programs, teen court, community conferencing) operating both before and after DJS intake serve to divert youth from the system. Assessments focusing on the racial and ethnic differences in the use and impacts of these initiatives are needed.
- *Include gang research in DMC assessments.* For the present analysis, data on youth involvement in gangs were not readily available. Given anecdotal reports from juvenile justice practitioners around the state, and the attention paid to gangs by the media, politicians, and law enforcement, it seems likely that gang activity—and in particular the system response to gang activity—may be contributing to DMC, and future assessments would benefit from including gang involvement information in analyses.
- *Conduct assessments to examine the source of the especially high disparities found in placements made to the most secure facilities* to isolate the role of decision making from factors such as current offense and delinquency and system history.
- *Support research on the cost effectiveness of ATDs and diversion programs at DJS intake.* Underlying much of the ongoing discourse on public funding for these programs are claims about the savings (or lack thereof) they can generate in trimming the juvenile detention, supervision, and processing infrastructure. Rigorous research using Maryland programs and cost structures is needed to assess the benefits of these programs relative to their costs and to inform future investments in the state juvenile justice system.

Introduction

According to the 2008 census, African Americans, Latinos, and other young people of color account for 46 percent of persons between the ages of 10 and 18 in Maryland. That same year they accounted for 62 percent of youth referred to the state Department of Juvenile Services (DJS) and 80 percent of youth held in the state's juvenile detention centers. In Baltimore City, African American youth represent 75 percent of the city's juvenile population, but 93 percent of youth referred to the juvenile justice system; compared to their numbers in the city population, the rate of referral of African Americans are nearly five times (4.8) the referral rate of white youth. Latino youth account for 16 percent of juveniles in Montgomery County but 27 percent of all youth detained in that county, and their detention rate is four times the rate of white youth. The causes that underlie these racial and ethnic disparities are numerous and complex. This report details the extent of racial and ethnic disparities at all stages of juvenile justice case processing in Maryland, and begins to explore and explain some of the reasons they exist. It also describes and assesses efforts that have been undertaken to reduce these disparities at the state and local level, and includes a number of recommendations for their improvement, as well as suggestions for further research needed in this area.

This report and the research it is based upon was funded by the Governor's Office of Crime Control and Prevention (GOCCP) as one of several ongoing initiatives aimed at reducing disproportionate minority contact (DMC) in the state's juvenile justice system. Since passage of the 1988 Juvenile Justice and Delinquency Prevention Act, states have been required to document and address DMC (the mandate was broadened from disproportionate minority *confinement* to *contact* at all stages of case processing in 2002), and since 1992, federal disbursement of a portion of formula grant funds has been contingent on compliance with the Act. Pursuant to these requirements, Maryland established the Juvenile Grant Planning and Review Council as its State Advisory Group and subsequently created a DMC subcommittee out of that body. This group decided to disperse federal funds to support county-level DMC committees and coordinators in the state's five largest jurisdictions (as detailed in Chapter 4). The state has also provided data required of the Office of Juvenile Justice and Delinquency Prevention (OJJDP) showing the rates at which different minority groups are over-represented at seven different points of contact in the juvenile system, from referral to DJS through secure confinement of youth found delinquent (see Chapter 2). This report is the first attempt to pull together information on these various initiatives, while also updating and extending our understanding of the extent and nature of DMC in the state. At the end of this introductory chapter we provide a more detailed overview of our approach and the report's content. Also as part of this introduction we summarize prior research and reports that have been done on DMC in Maryland's juvenile justice system.

Previous DMC Research and Reporting in Maryland

Limited studies of DMC in Maryland appeared in the early 1990s. Altschuler (1992) found that African American and Whites were arrested at approximately the same frequency (51 percent to 48 percent respectively), however 62 percent of those formally processed were African American. Similar results were found when the study was replicated two years later (Altschuler, 1994). Iyengar (1995) used

data from 1990–1992 to address disproportionate minority contact at six decision points in the Maryland juvenile justice system: intake/referral, formalization, probation, detention, residential placement, and secure commitment. This study found that, while African American youth comprised approximately 34 percent of the population at the time, they accounted for 51 percent of those referred to the Department of Juvenile Justice (now known as the Department of Juvenile Services), 63 percent of those with formal petitions, 53 percent of those placed on probation, 69 percent of those who were detained, and most alarmingly, 79 percent of those committed to secure confinement. It was concluded that minorities are disproportionately represented at all points in the juvenile system, especially in secure commitment.

In light of these findings, it was recommended that Maryland address the areas with the most disparities (Anne Arundel, Baltimore City, Baltimore County, Montgomery, and Prince George’s) and focus on secure commitment. Efforts were made to address the five counties with the largest disparity by enlisting the help of the Annie E. Casey Foundation and the California-based Burns Institute to work with local agencies. This work is discussed in more detail below.

The most recent study to address DMC at the state level was conducted in 2004 by University of Baltimore researchers under a National Institute of Justice grant. Smith and colleagues (2004) sought to replicate and improve on previous methodologies by extending the six decision points in Iyengar’s (1995) study to include waivers and youths’ entry into the adult system. Smith et al. mapped out different waiver pathways by which a juvenile can move into or out of the adult system and included assessments at adult detention, prison, and parole and probation. They also compiled data from multiple sources, including electronic and paper-based records from juvenile intakes, prison, and parole and probation. A disproportionate stratified sampling technique was used to ensure adequate representation by race and locality. Analyses included legal factors (e.g., amenability to treatment, crime seriousness) and extra-legal factors (e.g., demographics, school attendance). Results showed that disparity existed at virtually every decision point in the system, and that it had worsened over the seven to nine years since the last assessment. African American males were overrepresented at all of the decision points studied previously, and they were more likely to be waived to the adult system and overrepresented in prison at a rate five times more than their representation in the at-risk population.

In addition to these findings, analyses revealed disparities in Baltimore City, however the disparity rates were lower than those shown in the statewide results. These results were echoed in a report by the Baltimore City DMC Advisory Board (2005) which concluded there were disparities at all stages of juvenile case processing in the local system, and that the magnitude of disparity increased incrementally, leading to the greatest disproportionality at the “deep end” of the system.

Maryland sought to address disparities found in the largest counties by contracting with the Burns Institute and Casey Foundation in 2005 to conduct assessments and work collaboratively with stakeholders and agencies to reduce disproportionate minority contact in Anne Arundel County, Baltimore City, Baltimore County, Montgomery County, and Prince George’s County. The assessments included interviews with stakeholders and basic data analysis. Although the assessments and recommendations were tailored to individual jurisdictions, general recommendations included the collection of better data, increased communication and collaboration between and among agencies and the DMC committees, and greater accountability by the committees in addressing local DMC issues. Additional recommendations included focusing on special detention cases and continuing widespread use of objective instruments such as DJS’ Detention Risk Assessment Instrument (DRAI) to guide decision making at key points of youth contact in the juvenile justice system.

Approach and Organization of the Report

Terminology

Reinforced in part by an extensive literature produced by and for OJJDP, a common terminology has emerged around DMC and is used in this report. OJJDP refers to nine different *points of contact* where the juvenile justice system may act on youth. Arrest is the first point of contact with the system; most of the others represent decision points that can lead to the juvenile’s further involvement in the system, including a decision to incarcerate them or transfer their case to the adult system. Racial and ethnic groups may be *overrepresented* at any of these contact points, meaning that they appear at a greater proportion than would be expected given their frequency in the population. If African American youth account for 30 percent of all young people between the ages of 10 and 18 in Maryland but account for 50 percent of the juvenile arrests in the state, they are overrepresented at this point of contact. Another term often used here is *disproportionality*. In this example, arrest rates for African American youth are disproportional to their numbers in the population. Disproportionality is also used to compare groups; if for every 1000 White youth in the population, 50 are arrested, while for every 1000 African American youth, 100 are arrested, the arrest rate for African American juveniles is disproportional to (and in this example twice) the rate for Whites. This statistical difference also can be said to represent a *disparity*. A disparity is an inequality. While disproportionality always refers to a quantitative finding or observation, disparity can refer both to a statistical inequality or to an event that may cause the disproportionality, such as certain arrest practices or unequal access to programs that divert youth from arrest or prosecution. Disparities in the way youth of different racial and ethnic groups are treated at various points of contact lead to disproportionality (Chapin Hall Center for Children, 2008).

Employing terms that appear preferred in the current discourse, we use African American, Latino, and White throughout the text of the report to refer to young people belonging to these racial and ethnic groups. Collectively, African American, Latino, and other non-White groups (such as Asians, Native Americans, and Pacific Islanders—none of which occur in large enough numbers to be included in state statistical analyses reported in Chapter 2) are referred to as youth of color, or following the OJJDP usage, minority groups or simply minorities.

Report Approach and Limitations

OJJDP has articulated a “DMC cycle” that states are encouraged to follow that moves through five phases. The first phase, identification, refers to documenting where racial and ethnic disproportionalities occur in the juvenile justice system, and the extent of those disproportionalities. Assessment, the second phase, is aimed at investigating the various factors that underlie the findings from the identification phase, and using data to find the causes of over-representation of a particular racial or ethnic group at different points in the system. Results from the first two phases help inform efforts planned and undertaken in the third intervention phase. Evaluation of these interventions is the fourth phase, and the final phase, monitoring, refers to continued tracking of the effects of DMC reduction efforts and cycling back to phase one, with ongoing, updating efforts at identification.

Formally, our work was titled by GOCCP the “statewide assessment of DMC” and many of our activities and much of this report concern the kinds of assessment envisioned in the second phase of the DMC cycle. However, in proposing to conduct the project we observed that there was a need to improve the level of information and understanding around DMC identification, and to describe and assess the

various DMC reduction efforts undertaken to date. Our year of work on the project served to reinforce the need to advance knowledge in these areas, and the value of gathering, updating, and summarizing in one place information about juvenile DMC in Maryland that, to now, has been largely scattered in data submissions to OJJDP and assorted individual program and committee reports.

Further, while we do include a considerable amount of assessment analyses in this report, these represent the mere beginnings of efforts that should be made to “drill down” into the possible causes of disproportionality in Maryland’s juvenile justice system. With the time and resources allowed, we focused our assessment analyses on data that were already available to us, or could be obtained somewhat readily through a longstanding partnership we have had with DJS. Future, more extensive analyses will require information from police agencies and the courts, as well as DMC reduction programs—all data sources we explored over the course of this and related work, and have found challenging. With a few notable exceptions (such as the use of a statewide assessment tool to inform detention decisions), disproportionate minority contact is largely a local issue, and assessment analyses are also limited by the small numbers of cases processed and the low prevalence of minority populations in many Maryland counties. The quantitative identification and assessment analyses are thus mostly limited to statewide data and those from the five largest jurisdictions, Baltimore City, and Baltimore, Montgomery, Prince George’s, and Anne Arundel counties. We sought to expand our qualitative assessments of DMC reduction initiatives outside these usual limits, and included programs in three other counties, Howard, Charles, and Wicomico. We also report results from a statewide survey of juvenile justice stakeholders that was aimed in part at gathering information from regions and counties that have received little attention in DMC matters.

Overview and Organization of the Report

Following this introductory chapter, Chapter 2 of the report addresses DMC identification, presenting and discussing detailed data on disproportionality statewide, in each of the five largest counties, and a few of the smaller jurisdictions. Although Maryland has reported much of these data in the form of “relative rate indices” (RRIs)—the federally-mandated disproportionality statistic—to OJJDP in recent years, this is the first time these findings have been gathered, described, compared, and discussed in a single account. The chapter also goes beyond previously reported data in several ways: It includes information at the point of arrest (until now, reporting has always begun at the next stage of contact, referral to DJS); updates and improves the accuracy of RRIs at the diversion stage; provides more meaningful analyses of RRIs at the point of secure confinement; presents more detailed data on RRIs for Latinos; and assesses trends in disproportionality between 2004 and 2008. The chapter presents the first gender-specific analysis of disproportionality in the state’s juvenile system, reporting and discussing RRIs for girls statewide and in jurisdictions with sufficiently large populations. As with the other chapters of the report, this second chapter includes a number of specific recommendations to the state about improvements to DMC identification, primarily through more accurate and complete reporting of RRIs, and ongoing monitoring and reporting both at the state and local level.

Chapter 3 discusses results of analyses that examine factors underlying DMC at various stages of juvenile case processing. Using available data from DJS’ management information system and police department data from one jurisdiction, these include analyses looking at disparities at arrest relating to type of offense; differences in risk profiles for African American and White youth and their role in referral to the juvenile system; differential use of overrides to a detention decision-making tool and youth race/ethnicity; levels of secure confinement and race/ethnicity; and multivariate analyses assessing the

effects of race and ethnicity in diversion and detention decisions controlling for such factors as age, gender, current charge, delinquency history, and prior system involvement. The chapter includes discussion of the implications of these various analyses for future, ongoing DMC assessment and targeting, improving, and extending DMC reduction efforts.

Chapter 4 focuses on efforts at the state and local level to organize stakeholders to address DMC and various initiatives and programs that have the goal of reducing disproportionate minority contact. The chapter includes sections covering the range of DMC reduction activities in Maryland: state-level efforts to lead, organize, and fund DMC-related initiatives; locally-based DMC committees and coordinators; assorted DMC reduction strategies, including direct service programs, training and technical assistance, systems change; and measuring the performance and outcomes of these strategies. Chapter recommendations address state- and local-level areas for improvement in coordination, communication, and training of stakeholders, as well as suggestions for monitoring DMC reduction strategy performance.

The final chapter describes results from a survey of juvenile justice stakeholders across the state that we conducted as part of the assessment. The survey enabled us to gather and report on perceptions of the extent of DMC at the local level, the sense of urgency and level of effort made to reduce DMC, and local programs that target DMC. Findings from the survey help to identify gaps between objective data on racial and ethnic disparities and stakeholder views, and suggest priorities for targeting future efforts for DMC reduction efforts, including improving the effectiveness of DMC committees, and engaging local agencies working in the juvenile justice system so they are more responsive to DMC issues.

Identification of Racial and Ethnic Disparities in Maryland’s Juvenile Justice System

The identification stage of OJJDP’s DMC reduction cycle is focused on specifying where disparities exist in the various stages of juvenile justice case processing, and the extent of those disparities. This chapter summarizes what is known about DMC identification in Maryland, based on information that has been reported previously by the state to OJJDP as well as new findings from analyses we conducted for this project. Following a description of the procedures used to measure DMC in the juvenile justice system, results of analyses conducted on statewide data and that from each of the five largest local jurisdictions, as well as a findings from other, smaller counties, are presented. In the final section of the chapter we provide recommendations for improvements to measuring DMC in the state, and priorities for further analysis and DMC reduction initiatives based on the identification results.

Measuring Disproportionality with the Relative Rate Index

The Relative Rate Index (RRI) is the measurement approach employed by OJJDP to assess disproportionate minority contact in the juvenile justice system. RRIs provide a way for comparing the volume of activity for youth of color and White youth at each stage or point of contact in the juvenile justice system, and to readily identify where significant disproportionalities exist. RRIs are calculated to take into account the rate of activity for youth at each preceding stage, thereby adjusting for the dynamic nature of juvenile justice processing across different parts of the system. The equation for calculating the RRI is:

$$\text{Relative Rate Index} = \frac{\text{Minority Rate of Activity}}{\text{White Rate of Activity}}$$

An RRI of 1.00 indicates that minorities and Whites have the same level or rate of contact, while RRIs above or below 1.00 mean that differences in rates of contact exist between the groups. An RRI of 2.5 for African Americans at the arrest stage, for example, would mean that African American youth are 2.5 times as likely to be arrested as White youth, given each group’s numbers in the population. The size of the RRI indicates the magnitude of difference between the two groups—if the RRI for one group is 3.0 and the other group is 1.5, both groups show disproportionate rates of contact compared to Whites, and the first group in this example has twice the DMC rate as the second group (see Appendix A for a more complete explanation and an example of an RRI calculation). All RRIs reported here are tested for their statistical significance; significant differences appear in bold in the RRI tables and indicate there is less than a 5 percent chance that the observed difference is a measurement error. OJJDP mandates states to report RRIs on an annual basis. DJS has taken responsibility for calculating and submitting RRIs to OJJDP for all Maryland counties. RRIs are calculated for those groups representing at least 1 percent of the total population. In Maryland, Asian, Native Hawaiian or Pacific Islander, and Native American populations do not meet this criterion and thus are not discussed separately in this report; they are

collectively included in the “other/mixed” minorities group, following OJJDP conventions. The key used for interpreting the results for each of our RRI tables is shown in Table 2.1 below.

Table 2.1. Key for All RRI Tables

Statistically significant results:	bold
Results that are not statistically significant:	regular font
Insufficient number of cases for analysis:	**

Overview of Points of Contact in Maryland’s Juvenile Justice System

States are asked to report RRIs for nine different juvenile justice points of contact identified by OJJDP: arrest, referral, diversion, detention, petitioning, delinquent finding, probation, residential placement and secure confinement, and transfer to adult court. A brief summary of each of these stages is provided below. At the end of the chapter, we present a table listing each point of contact, how DJS has calculated RRIs at each stage, and how these calculations can be improved in the future.

Arrest: As defined by OJJDP, youth are arrested when they are apprehended, stopped, or otherwise contacted by law enforcement agencies and suspected of having committed a delinquent act.

Referral: In Maryland, potentially delinquent youth are referred when they are received at DJS intake as a result of action by law enforcement or complaints by schools, citizens, or other sources.

Diversion: While diversion can occur at multiple points of contact, for purposes of RRI reporting OJJDP defines diversion as occurring prior to adjudication. Accordingly, youth in Maryland are counted as diverted when DJS elects to dismiss the case at intake because it is lacking legal sufficiency (i.e., disapproved), resolve the matter without filing charges and release the child to the community, or place the youth on an informal 90-day supervision period (after which the charges are dropped if the supervision conditions—typically no new referrals—are met).

Detention: Detention occurs when youth are held in secure facilities prior to disposition of their cases; in Maryland, the total number of detained youth excludes “pending placement” youth who are held in these facilities to await placement following a court disposition.

Petitioning: Cases that are petitioned are those that are forwarded by DJS to the State’s Attorney’s Office (SAO) for formal processing.

Delinquent Finding: Youth are found delinquent during adjudicatory hearings in juvenile court.

Probation: Probation cases are those cases placed on formal, court-ordered supervision following a juvenile court disposition.

Residential Placement and Secure Confinement: Youth are considered confined when they are placed out-of-home in secure residential facilities for delinquent offenders following a court disposition.

Transfer to Adult Court: Transfers to adult court occur in Maryland either as a result of a finding in juvenile court in which the judge decides that the case warrants criminal prosecution or because the nature of charges against the youth meet the statutory criteria for automatic transfer to adult court.

Maryland RRI Calculations

DJS has routinely reported RRIs for seven of the contact points; they exclude calculations on arrests or adult transfers because these require data that are not part of DJS' Automated Statewide System of Information Support Tools (ASSIST) information system. We have sought data from Maryland State Police and the Department of Public Safety and Correctional Services to fill these information gaps. These efforts have met with mixed success, and some limited analyses of arrests and adult transfers are reported following the next section, which summarizes and discusses results from the seven contact points covered by DJS data.

There are a few things to keep in mind when assessing the RRIs for the various contact points. First, the referral and diversion RRIs in this report may differ slightly from the RRIs reported for Maryland on the OJJDP website. Maryland's calculations for OJJDP include data for all youth referred to DJS, regardless of age, but the results reported here on referred and diverted cases include only those youth aged 10–17. This adjustment provides for a more accurate computation of the RRIs at these stages, as the baseline population total includes only those youth falling into this age range. We also made further refinements to the RRI calculation at the diversion stage to improve the accuracy of these figures.⁵ Another area where we chose to deviate and expand on the RRI calculations as reported to OJJDP concerned the secure confinement stage. In this analysis we extended the confinement criterion used by DJS (which has been limited to only hardware-secure facilities) to include additional staff-secure facilities in the state.⁶ The results of this analysis are reported in the assessment chapter of the report; the tables in the present section show secure confinement results reported so far to OJJDP, employing the more limited criterion.

There are also some points to note about the arrest analysis. Arrest data are reported by police agencies to the FBI by *case count*, meaning that each time a youth is arrested (regardless of whether it is the same youth arrested multiple times), it is counted as a separate case. This differs from data provided by DJS for other stages in the juvenile justice process, which are in a *youth count* format, meaning that a single youth's involvement in the system is counted only once even if s/he is referred multiple times during the reporting year. Given that the great majority of referrals to DJS are made by police, the RRIs for arrest and referral contact points should be similar, and RRI results at the referral contact point largely reflect police activities at arrest and between arrest and referral (such as police diversion programs).

Reporting Results by Racial/Ethnic Group and Yearly Trends

Appendix A shows the full RRI tables following the reporting format mandated by OJJDP. To ease reading and interpretation, the RRI tables shown in this chapter are limited to the seven contact stages for which Maryland data are routinely available. In these tables, we have also chosen to eliminate the "All Minorities" column, since aggregating results across the multiple racial/ethnic groups serves only to obfuscate the unique patterns of findings associated with each group—particularly the different results for

⁵ The numbers previously reported for the diversion stage were calculated by subtracting the number of cases that were petitioned from the total number of youth referred to DJS. We recalculated the number of diversion cases to include only: (1) cases that were resolved at intake; (2) those that received informal, pre-court supervision; and (3) cases that failed their prior pre-court supervision but were resolved with no formal action taken.

⁶ The secure confinement stage data reported to OJJDP was limited to the Redirect Program at Cheltenham, Victor Cullen, Waxter secure placement, and hardware- and some staff-secure facilities outside of the state that are used to house Maryland youth. We extended the criterion in the analysis to encompass eight additional staff-secure facilities within and outside the state, including the four youth centers operated by DJS in Western Maryland.

African American and Latino youth in Maryland.⁷ Elimination of this column may help to draw the attention that is deserved to each group. The number and percents of youth comprising the three groups (African American, Latino, and other/mixed) in the relevant jurisdiction, as reported in 2008 census estimates, are also included in the tables (number and percents of White youth appear in the table title).

We calculated RRIs for calendar years 2004 and 2008 in order to provide a longitudinal perspective on the findings. Due to space considerations, the RRIs for 2008 are the main focus of the chapter, with important differences between these years noted where they occur.

2008 Statewide Findings

Key Findings

- Based on the statewide RRI analyses, disparities exist for both African American and Latino youth at the diversion, detention, and secure confinement stages.
- African American youth are particularly subject to disparate levels of contact and are also significantly overrepresented at arrest, referral to DJS intake, and the case petitioning stage.
- At the state level, Latino youth and those classified as other minority or of mixed race are disproportionately less likely than White youth to be referred to the system.
- Disparities at the detention and secure confinement levels among Latinos remain a concern. Generally, however, levels of disproportionate contact for Latino youth have improved since 2004.
- When assessed separately, African Americans females show the same pattern of disparities as the overall results, with disproportionately high levels of contact at referral, detention, and petitioning, and lower rates of diversion than White girls. Latinas do not differ on rates of contacts when compared with White girls except at referral, where their rate is significantly lower.

Recommendations

- The magnitude and scope of disparities evident among African American youth indicate that priority should be given to further assessments and interventions aimed at reducing overrepresentation of these youth, particularly at the arrest, referral, detention, and secure confinement stages.
- The RRI findings on African American females were distressing. Stakeholders statewide should be made aware of the DMC issues with this group and urged to develop strategies for reducing their disparate treatment at all stages of the system.

⁷ The RRI tables shown in the Appendix make clear that the results for “all minorities” are a direct reflection of the proportion of the population comprised by each group. So in Baltimore City, for example, the “all minorities” results closely resemble the results for African Americans, since this group predominates, while the “all minorities” results in Montgomery County are closer to the mid-point of results between African American and Latino youth, given the proportionately larger Latino population in this county.

Referral through Secure Confinement Stage Results

The statewide RRI figures, shown in Table 2.2, reveal similar results across the three groups on some points of contact, but notable differences on others. Youth of color in all three groups were significantly less likely to be diverted (as indicated by the bolded and italicized RRIs, all below 1.0, in this row) and more likely to be held in secure detention and placed in secure confinement compared to White youth. (In the confinement stage there were too few youth in the other/mixed group to calculate an RRI.) In all three of these areas African American youth show the least favorable results (lower rates of diversion, higher rates of detention and secure confinement) compared to Whites and the other groups. African Americans were also the only group to be significantly overrepresented in referrals to the system and cases petitioned for adjudication. In the referral and secure detention and confinement stages, contact rates for African Americans were near or over 2.5 times the rates of Whites. Latinos and the other/mixed group were significantly less likely to be referred to DJS than White youth.

**Table 2.2. FY 2008 RRIs – Statewide Relative Rate Index
Compared with White Juveniles (N=330,581; 54.5%)**

	African American N=204,079 (33.6%)	Latino N=42,802 (7.0%)	Other/ Mixed N=30,179 (5.0%)
Referred to Juvenile Intake	2.44	0.91	0.49
Cases Diverted	0.83	0.88	0.93
Cases Held in Secure Detention	2.42	1.92	1.56
Cases Petitioned	1.41	1.07	0.95
Cases Resulting in Delinquent Findings	1.01	1.14	1.02
Cases Resulting in Probation Placement	1.05	1.01	0.88
Cases Resulting in Secure Confinement	2.71	2.56	**

Comparisons with the 2004 RRIs show mixed results. The referral stage RRIs for African American youth shows an increase in disproportionality (2004 = 1.99; 2008 = 2.44). At the secure confinement stage, the 2008 RRI for African Americans is substantial but represents an improvement over the 2004 results (2004 = 3.30; 2008 = 2.71). Results for Latinos generally showed improvements between 2004 and 2008. The referral stage RRI for Latino youth in 2008 represents a considerable change from 2004 (2004 = 0.14; 2008 = 0.91). In 2008 the detention rate for Latino youth was nearly twice that of Whites, but this represents a substantial improvement over their 2004 detention results (2004 = 3.13; 2008 = 1.92). The same pattern was observed at the case petitioning stage, where the 2008 RRI showed that Latinos and White youth were equally represented, while in 2004 Latinos were overrepresented at this stage (2004 = 2.03; 2008 = 1.07).

Arrest Stage Results

As noted above, to explore DMC at the arrest stage, we obtained arrest data from the Uniform Crime Reports (UCR) compiled by the FBI. We chose not to include the arrest RRIs from these data in

the tabled findings due to the incompatibilities between DJS data (youth count) and arrest data reported to the FBI (case count), as well as other unique characteristics of the FBI UCR data worth noting: they include only Index offenses (i.e., homicide and non-negligent manslaughter, robbery, forcible rape, aggravated assault, burglary, larceny, motor vehicle theft, and arson) and not the full range of offenses reflected in the DJS data; when multiple offenses are committed by one youth, only the most serious offense is counted in the UCR; they include youth under the age of 10 and they do not provide race by gender breakdowns. With these caveats in mind, the arrest stage RRI was calculated for African American youth statewide and in the local jurisdictional analyses. The statewide figure was 2.54, a significantly higher arrest rate than Whites (and very similar to the referral stage RRI for this group). The FBI data do not distinguish Latinos, so an arrest RRI could not be calculated for this group, and the UCR-based RRIs found for non-African American minorities appeared unstable and are thus not reported here.⁸

Juvenile Transfers to the Adult System

DJS has not previously reported RRIs for juvenile cases transferred to adult court. In Maryland, cases can be transferred to the adult system via a direct statutory waiver or through a waiver decision by the juvenile court. The first of these transfer types is not captured in the data maintained by DJS because these youth effectively bypass the juvenile justice system. It is most unfortunate no data are currently available to assess racial and ethnic differences on statutory waivers (also known as legislative waivers), as the most recent report data by Smith and colleagues (2004) indicate they account for over three-fourths of all juvenile transfers in the state.⁹ Judicial waivers are captured in DJS data, and they comprise a small piece of the juvenile transfer puzzle. We were able to calculate 2008 RRIs for the judicial waivers and found no significant differences between whites and blacks (RRI = 1.16); the small number of Latinos at the stage did not allow for RRIs to be calculated.

Female Youth

To achieve a better understanding of racial and ethnic disparities in Maryland, we also calculated the post-arrest RRIs for female youth (Table 2.3, next page). Girls represented nearly one-third of the DJS intake population in 2008. As female-specific juvenile justice resources are often lacking for girls, they represent a unique challenge to practitioners. Accordingly, it is important to identify those stages of the juvenile justice system in which racial disparities for girls are particularly elevated so that available resources can be targeted for intervention where it is needed most.

⁸ The UCR-based RRIs for this group were implausibly low (between 0.15 and 0.43) and showed no pattern of consistency with the referral data. In our view, these results, along with the low numbers of this “other/mixed” group in the UCR data, and the different measurement methods of the UCR and DJS systems (perhaps most notably in this case, how they record race/ethnicity) make any UCR-based arrest RRIs for this group uninterpretable and possibly neither valid nor reliable.

⁹ In response to our request, the State DPSCS has agreed to release to us data that are potentially relevant to the statutory waivers; however, due to the lengthy processing period (including separate IRB and DPSCS Research Committee reviews and approvals) we did not have access to this information in time for its inclusion in this report. We nonetheless intend to conduct analyses on these data once they are provided to us, and to report results to the GOCCP and other DMC stakeholders. To the extent possible, these analyses will also consider reverse waiver cases—juvenile cases that initiate in the adult system as statutory waivers and then are waived back to the juvenile system.

Table 2.3. FY 2008 RRIs – Girls, Statewide
Relative Rate Index Compared with White Girls (N=161,347; 54.2%)

	African American N=100,799 (33.8%)	Latino N=20,914 (7.0%)	Other/ Mixed N=14,869 (5.0%)
Referred to Juvenile Intake	2.22	0.71	0.44
Cases Diverted	0.93	1.00	0.96
Cases Held in Secure Detention	1.60	1.29	1.37
Cases Petitioned	1.18	1.00	1.09
Cases Resulting in Delinquent Findings	1.04	0.96	0.89
Cases Resulting in Probation Placement	1.03	0.97	**
Cases Resulting in Secure Confinement	**	**	**

These analyses showed African American females fare poorly, being overrepresented at referral to DJS intake, secure detention, and case petitioning, and significantly underrepresented at diversion. When compared with the 2004 results for girls, these RRIs indicate increases over time at both referral (2004 = 1.65; 2008 = 2.22) and secure detention (2004 = 1.48; 2008 = 1.60). Both Latinas and other/mixed females were significantly underrepresented at referral to intake, and these groups did not differ significantly from White females at other juvenile justice decision points. Improvement between 2004 and 2008 in the RRIs for Latinas was evident at both diversion (2004 = 0.64; 2008 = 1.00) and case petitioning (2004 = 2.50; 2008 = 1.00).

RRI Analyses of Local Jurisdictions

Key Findings

- Jurisdiction-level analyses showed that African American youth in Baltimore City have extraordinarily high rates of arrest and referral compared with White youth. They also show disproportionate levels of diversion, detention, and petitioning. In the gender-based analyses, African American females in Baltimore City also showed the same highly disproportionate referral rates. Most of these results, both overall and for girls, have become worse since 2004, when overrepresentation at referral, diversion, and petitioning was less severe.
- The pattern of disparity regarding African American youth at nearly all stages of the system—arrest, referral, diversion, detention, and petitioning—was also observed in Baltimore, Montgomery, and Anne Arundel Counties. In Prince George’s County, disparities between African Americans and Whites were evident at the referral and detention stages. African American girls were also referred at disproportionate rates in Baltimore, Montgomery, Prince George’s, and Anne Arundel Counties.

Key Findings (*continued*)

- With two jurisdictional exceptions, Latino youth had contact rates that were similar to Whites at those stages where sufficient numbers were available for analysis. Montgomery was the lone county showing disparities for Latinos at nearly all stages, including referral, diversion, detention, and petitioning. In Prince George's, Latino youth were referred and detained at disproportionately high rates. Montgomery County was found to have the highest levels of disproportionality at detention, and a detention RRI for Latino youth that was twice that of the state detention RRI.
- Analyses of counties outside the five largest jurisdictions showed that three counties stood out with highly disproportionate rates of referral among African American youth: Wicomico, Washington, and St. Mary's. Howard, Frederick, Allegany, and Caroline Counties were also notable for having RRIs at both the referral and detention stages that were considerably higher than the state averages. Of these, all but Caroline also had significantly high RRIs at the petitioning stage.
- Several of these counties were further revealed to have substantial disparities between African American and White girls at the referral and petitioning stages. Wicomico, Allegany, Howard, and Washington Counties had referral RRIs for African American females above 3.0, and Wicomico and Howard also showed significant overrepresentation of these girls at petitioning.

Recommendations

- Assessments should be conducted focusing on the discrepancy between the arrest and referral RRIs in Baltimore City and Montgomery and Prince George's Counties. These assessments should examine the extent to which these discrepancies are due to disparate referral rates from certain sources, diversion occurring prior to referral, or mobility issues.
- Local-level assessments and interventions focused on African American females should be targeted to those counties showing very high rates of disproportionality, particularly at the referral stage; these include Baltimore City, and Montgomery, Anne Arundel, Wicomico, Allegany, Howard, and Washington Counties. The low number of females involved in the system at the jurisdictional level in several of these counties should simplify these assessments and local targeting of DMC reduction efforts.
- Montgomery County findings should serve to heighten the sense of urgency among local stakeholders to address DMC among Latino youth at all stages of the system, particularly detention. Excessive levels of disproportionate contact among African American youth at referral and detention should also be priority concerns of Montgomery stakeholders. Prince George's stakeholders should particularly attend to overrepresentation of both African American and Latino youth at detention.
- Jurisdictions outside the five largest that should be targeted as priorities due to disproportionalities at multiple stages include Allegany, Frederick, Harford, and Howard counties. Washington, Wicomico, and St. Mary's should also be urged to address very high levels of DMC at referral for African American youth.

Historically, many of Maryland’s RRI reporting activities and DMC initiatives have been focused around the state’s five largest jurisdictions, Baltimore City, Baltimore County, Montgomery County, Prince George’s County, and Anne Arundel County. Detailed descriptions related to the 2008 RRIs for each of these five jurisdictions are provided below.

Baltimore City

In 2008, three-fourths of the youth in Baltimore City aged 10–17 were African Americans and a little over one-fifth were White; due to the low numbers of Latinos and other/mixed minority youth, RRI calculations for the latter two groups were limited to the early stages of case processing. The referral RRI for African American youth was very high, showing a rate almost five times the referral rate of White youth; this indicates a sizeable increase from 2004, when African Americans were referred at a rate three times higher than that of Whites. African American youth were diverted at significantly lower rates, detained at almost twice the rate of Whites, and had significantly higher rates of petitioning. Again, these RRIs indicate an increase in disproportionate treatment over time, as 2004 RRIs for African American youth in Baltimore City were not significant at diversion or petitioning. An exception to this pattern was seen in the delinquency findings stage, where a reversal in trends was evident between 2004 and 2008; while African American youth had significantly lower rates than Whites in 2008, they were actually significantly overrepresented at this stage in 2004 (2004 = 1.25; 2008 = 0.82). The few calculations that could be done for Latino and other/mixed minority youth in Baltimore City showed no particular pattern. The latter group was referred at significantly higher rates, while Latinos had similar rates of referral compared to White youth. Latino youth, on the other hand, were substantially underrepresented in cases diverted from the system.

Table 2.4. FY 2008 RRIs – Baltimore City
Relative Rate Index Compared with White Juveniles (N=14,073; 21.4%)

	African American N=49,286 (75.0%)	Latino N=1,588 (2.4%)	Other/ Mixed N=822 (1.2%)
Referred to Juvenile Intake	4.83	0.92	1.62
Cases Diverted	0.81	0.54	**
Cases Held in Secure Detention	1.94	**	**
Cases Petitioned	1.44	1.28	**
Cases Resulting in Delinquent Findings	0.82	**	**
Cases Resulting in Probation Placement	0.93	**	**
Cases Resulting in Secure Confinement	**	**	**

The FBI’s UCR data were used to calculate the arrest RRIs in Baltimore City, which showed an extraordinarily high figure, 7.05, for African American youth. The difference between the arrest and referral RRIs for this group in the City was unexpected and could be attributable to multiple factors. One is that the UCR data are limited to more serious Index crimes (and the most serious offense, if a youth has multiple arrest charges) and African American youth may be even more overrepresented in these data compared to the referral data, which include all offense types. The fact that the UCR data count youth according to the arrest jurisdiction, while DJS uses the youth’s residence in counts (including this referral

RRI) may also contribute to the discrepancy. If African American youth from outside Baltimore travel to the City to engage in crime and are apprehended, these youth would be counted in the arrest RRI but not the referral RRI. This discrepancy could also occur if large numbers of African American youth are being diverted between the arrest and referral stages, or if the number of White youth being referred to DJS from sources other than police attenuate the exorbitant disproportionality observed in police arrests.

Due to low numbers the 2008 RRI calculations for female youth in Baltimore City were mostly limited to African American girls. Referral to the system was the lone stage where contact rates were significantly higher than that of White girls. This referral RRI, 4.93, was similar to (and even slightly higher than) the referral figure of 4.83 for African Americans overall (and thus higher than the boys' RRI), and represented a significant worsening since 2004, when the referral RRI for African American girls was 2.52. The diversion, detention, and petitioning stages showed no significant differences in contacts between African American and White females. The only other RRI that could be calculated for females in Baltimore City was at the referral stage for the other/mixed group, and this showed no difference from the White referral rate.

Baltimore County

In 2008, 40 percent of the youth aged 10–17 in Baltimore County were youth of color, and about one-third of the youth population was African American. Similar to the statewide and Baltimore City data, African American youth in Baltimore County are significantly overrepresented at referral to the system, detention, and case petitioning, and underrepresented at the diversion stage. At all of these stages, the magnitude of disproportionality, while unacceptably high, is lower than that in Baltimore City and generally similar to that found in the statewide data. Additionally, although there was an increase since 2004 in the disproportionate treatment of African American youth at referral (2004 = 2.09; 2008 = 2.72), the 2008 RRI for secure detention showed improvement over 2004 results (2004 = 2.13; 2008 = 1.66). RRIs for Latinos show no significant disparities with Whites in the three stages where they could be calculated; this represents a change from 2004, when Latinos were significantly underrepresented at referral. The other/mixed group in Baltimore County was referred at significantly lower rates than White youth, again echoing the statewide results.

Table 2.5. FY 2008 RRIs – Baltimore County
Relative Rate Index Compared with White Juveniles (N=47,989; 60.0%)

	African American N=25,732 (32.2%)	Latino N=2,606 (3.3%)	Other/ Mixed N=3,632 (4.5%)
Refer to Juvenile Intake	2.72	0.83	0.38
Cases Diverted	0.94	0.81	1.04
Cases Held in Secure Detention	1.66	**	**
Cases Petitioned	1.13	0.75	0.90
Cases Resulting in Delinquent Findings	0.99	**	**
Cases Resulting in Probation Placement	0.95	**	**
Cases Resulting in Secure Confinement	**	**	**

RRI results for the arrest stage using the UCR data in Baltimore County showed a similar pattern to that seen in the City, with significantly high disproportionality in arrests of African American youth, with an RRI of 3.51, which was even higher than the referral RRI (2.72) for this group. It was possible to calculate RRIs for African American females for six stages, up through probation placement. With an RRI of 2.50, referral to DJS intake was the lone stage at which contact rates were significantly higher for African American girls when compared to White girls. This difference increased since 2004, when the referral RRI for African American girls was 2.16. Latina girls were significantly underrepresented at referral (RRI = 0.59), as were girls in the mixed and other minorities group (RRI = 0.35).

Montgomery County

In 2008, a little less than half the youth aged 10–17 in Montgomery County were minorities, and these were fairly evenly split between the three groups represented in the DMC data. Latino youth account for a larger proportion of youth in Montgomery, 16.1 percent, than in any other county in the state. As in the statewide and other local jurisdictional data, African American youth in Montgomery County show significantly higher rates at referral, detention, and petitioning, and lower diversion rates when compared with White youth. Unlike any other county assessed here (or the statewide data), however, Latino youth show this same pattern in Montgomery County. Montgomery is further distinguished by the highest detention RRIs of those we calculated and most notably, an RRI of 3.97 for Latino youth which is twice the statewide rate (1.92) for this group. The referral RRI for African American youth in Montgomery County (4.38) is also considerably higher than that found for this group in the other three counties we assessed, and approached that of Baltimore City (4.83).

Table 2.6 FY 2008 RRIs – Montgomery County
Relative Rate Index Compared with White Juveniles (N=53,697; 53.4%)

	African American N=17,211 (17.1%)	Latino N=16,227 (16.1%)	Other/ Mixed N=13,396 (13.3%)
Referred to Juvenile Intake	4.38	1.92	0.95
Cases Diverted	0.87	0.82	0.89
Cases Held in Secure Detention	3.22	3.97	2.62
Cases Petitioned	1.60	1.70	0.86
Cases Resulting in Delinquent Findings	1.04	1.11	0.94
Cases Resulting in Probation Placement	0.91	1.06	**
Cases Resulting in Secure Confinement	**	**	**

Several of these 2008 findings were markedly different from the 2004 results. The 4.38 referral RRI for African Americans was higher than the 3.11 figure for this group in 2004, and the Latino referral results showed an even greater increase, from a RRI in 2004 that showed a lower rate of referral (0.29) compared to Whites (when only 75 Latinos were referred to DJS), to the 1.92 figure for 2008. The other/mixed group showed a decrease during this period for the referral stage (2004 = 1.69; 2008 = 0.95). Although the detention RRI for Latino youth is very high, this actually represents an improvement over

2004 for this group (2004 = 4.54; 2008 = 3.97). Latino youth results also improved in regards to cases petitioned, from a 2004 RRI of 2.41 to the 2008 figure of 1.70.

RRIs for Montgomery County based on the UCR data showed a significant difference in the arrest rates of African American and White youth (RRI = 2.79). In this case, the arrest RRI is less than the referral RRI (4.38) for this group, suggesting disproportionate numbers of White youth are being diverted between arrest and referral, or that a disproportionate number of African American youth are being referred to DJS from sources other than police (since these non-police referrals would not be reflected in the UCR data). The notion of youth traveling to Baltimore and being arrested for a delinquent act, raised above as a possible factor contributing to the arrest-referral RRI discrepancy in Baltimore City, may also be working in reverse in Montgomery. That is, African American youth residing in Montgomery who are apprehended in Baltimore City are included in the Baltimore (UCR) arrest statistics while they are also counted in the (DJS) Montgomery referral statistics. This “mobility” hypothesis—one of the potential contributing mechanisms to DMC cited by OJJDP—is the subject of an analysis we present in the Assessment chapter.

The gender analyses showed that African American females were referred at a rate 4.69 times higher than that of White female youth in the county—a statistically significant RRI that was higher than the overall (or male) figure of 4.38 and again similar to the Baltimore City referral results. This is a marked worsening since 2004, when African American females were referred at a rate 2.89 times higher than that of White females. The other stage that showed significant disparities for African American girls was at petitioning, where the RRI was 1.63; this also showed an increase over the 2004 results (1.39) for this group. Latinas were also significantly overrepresented at referral (RRI = 1.43) in Montgomery County in 2008. This is a substantial change from 2004, when Latina girls were significantly underrepresented at referral (RRI = 0.13).

Prince George’s County

Like Baltimore City, Prince George’s County also has a majority minority population; in 2008, 88 percent of the youth between the ages of 10 and 17 in the county were youth of color. About 72 percent of the county’s youth are African American and next to Montgomery, Prince George’s has the largest population of Latinos, accounting for about 13 percent of youth in the county. Significant differences between Whites and both African American and Latino youth occur at the referral and detention stages in this county, with disproportionalities slightly higher for African Americans. The detention RRIs for African American and Latino youth are notably higher than the statewide figures and are exceeded only by Montgomery County in showing differences with Whites at this stage (Table 2.7 on next page).

Comparisons with the 2004 RRIs show a worsening of DMC in recent years. The referral RRI for African American youth in Prince George’s County increased from 1.32 to 2.40 between 2004 and 2008, while the rate among Latino youth went from being significantly lower than Whites in 2004 (RRI = 0.20) to 1.87 in 2008. In 2008, African American and Latino youth showed detention RRIs between 2.6 and 2.9 compared to RRIs around 2.0 in 2004.

Table 2.7. FY 2008 RRIs – Prince George’s County
Relative Rate Index Compared with White Juveniles (N=10,921; 12.0%)

	African American N=65,585 (71.8%)	Latino N=11,822 (12.9%)	Other/ Mixed N=2,979 (3.3%)
Referred to Juvenile Intake	2.40	1.87	0.81
Cases Diverted	0.94	0.94	1.03
Cases Held in Secure Detention	2.87	2.63	2.09
Cases Petitioned	1.52	1.23	0.87
Cases Resulting in Delinquent Findings	1.25	1.31	**
Cases resulting in Probation Placement	**	**	**
Cases Resulting in Secure Confinement	**	**	**

The UCR-based arrest RRI for African Americans in Prince George’s followed the pattern observed in Montgomery County, with a significant arrest RRI (0.88) that was substantially lower than the referral RRI for this group (2.40). Again, this suggests either that disproportionate numbers of White youth are being diverted prior to referral, or that referrals of African American youth to DJS are largely from non-police sources. The discrepancy could also be attributed to the mobility hypothesis advanced earlier.

Analyses of data on female youth in Prince George’s County showed African Americans were referred at a significantly higher rate (RRI = 2.08) than Whites in 2008. This is a significant worsening over the 2004 RRI for African American females in the county (1.10). The one other significant difference among females concerned Latinas at the referral stage, where their RRI was 1.78; this also showed a negative turn since 2004, when Latinas were significantly underrepresented at referral (RRI = 0.11).

Anne Arundel County

In 2008, a little over one-quarter of the persons aged 10–17 in Anne Arundel County were youth of color, with African American youth comprising the largest share of this population at about 19 percent. Anne Arundel results mirror other jurisdictions and the statewide data in showing disparities for African Americans at the referral, diversion, detention, and petition stages (see Table 2.8 on next page). Additionally, RRIs for African Americans in Anne Arundel were more consistent from 2004 to 2008 than were RRIs in other counties. This is the only local jurisdiction where enough youth were placed in secure confinement to calculate an RRI for African American youth; here, too, African Americans showed differences compared to Whites, with significantly higher placement rates. Latino youth were also significantly less likely to benefit from diversion from the juvenile justice system than White youth in Anne Arundel. Departing from the usual pattern, Latinos were petitioned at significantly lower rates than White youth in the county.

Table 2.8. FY 2008 RRIs – Anne Arundel County
Relative Rate Index Compared with White Juveniles (N=40,145; 73.2%)

	African American N=10,279 (18.8%)	Latino N=2,631 (4.8%)	Other/ Mixed N=1,763 (3.2%)
Referred to Juvenile Intake	2.80	0.85	0.45
Cases Diverted	0.92	0.85	0.99
Cases Held in Secure Detention	1.92	**	**
Cases Petitioned	1.18	0.53	**
Cases Resulting in Delinquent Findings	1.07	**	**
Cases Resulting in Probation Placement	1.04	**	**
Cases Resulting in Secure Confinement	2.40	**	**

Results from the FBI’s UCR data reinforce the referral stage findings, with a significant arrest RRI of 3.52 for African American youth. Analysis of data on female youth of color in Anne Arundel shows a significant overrepresentation of African Americans at referral to intake (RRI = 2.91) and significant underrepresentation at referral for Latinas (RRI = 0.64) and the other/mixed group of girls (RRI = 0.44). African American females were also significantly less likely to be diverted compared to White female youth (RRI = 0.93).

Other Jurisdictions

A central conclusion that can be drawn from the analyses of the largest jurisdictions is that DMC is ultimately a local issue. The need for a local focus in identification and assessment is evinced by the considerable variation in the significance and magnitude of RRIs across the different contact points and the different jurisdictions. In this section, we identify and discuss overrepresentation of African American youth in jurisdictions outside the five discussed previously; results here are limited to RRIs at the referral, detention, and petitioning stages. Too few Latino youth are processed in these counties to conduct analyses of this group, and more generally, too few youth of color are processed in these counties to assess later stages of processing.

**Table 2.9. FY 2008 RRIs – Other Counties
African American Youth at Three Stages**

Jurisdiction	Referral	Detention	Petition
Allegany	2.49 (N=59)	2.83 (N=11)	1.54 (N=26)
Calvert	1.44 (133)	1.45 (19)	1.13 (39)
Caroline	2.45 (72)	2.48 (10)	1.35 (19)
Carroll	1.68 (63)	2.3 (12)	1.36 (20)
Cecil	2.27 (99)	1.65 (14)	1.4 (37)
Charles	1.95 (676)	1.59 (99)	1.18 (168)
Dorchester	2.38 (195)	** (18)	1.98 (67)
Frederick	2.6 (245)	2.63 (40)	1.46 (105)
Harford	2.78 (422)	2.06 (53)	1.37 (142)
Howard	2.89 (389)	2.24 (31)	1.33 (153)
Kent	2.34 (58)	1.33 (11)	1.22 (27)
Queen Anne's	2.59 (49)	** (3)	1.13 (10)
Somerset	2.01 (98)	1.05 (13)	1.93 (36)
St. Mary's	3.02 (246)	1.28 (29)	0.83 (51)
Talbot	2.13 (65)	2.45 (9)	1.13 (19)
Washington	3.26 (189)	1.36 (34)	1.33 (92)
Wicomico	3.23 (554)	1.65 (81)	1.29 (125)
Worcester	2.75 (122)	1.29 (25)	1.89 (56)

Table 2.9 shows the RRIs for African American youth at the referral, detention, and petitioning stages for those counties with a significant finding at one or more of these points of contact. Notably, other than Calvert County (and possibly Garrett, which had too few African American or Latino youth to be included in analyses), every county in Maryland has at least one stage of contact with a significant racial disparity. At the referral stage, three counties stand out with RRIs above 3.0—Wicomico (3.23), Washington (3.26) and St. Mary's (3.02). The large number of African American youth referred in Wicomico—second most (behind Charles) of all the counties outside the five largest—is cause for greater concern about this county's findings. Other counties with referral RRIs above the state average of 2.44 include Howard (2.89), Harford (2.78), Worcester (2.75), Frederick (2.6), Queen Anne's (2.59), Allegany (2.49), and Caroline (2.45).

Noteworthy detention RRIs for African American youth include those found in Allegany (2.83), Frederick (2.63), Caroline (2.48), Talbot (2.45), Carroll (2.3), and Howard (2.24). Caution is needed in considering several of these RRIs where the number of African American youth detained totals less than 15 during FY08 (this includes all but Frederick and Howard). Some high petitioning RRIs in these counties also deserve attention, including those in Dorchester (1.98), Worcester (1.89), and Allegany (1.54).

**Table 2.10. FY 2008 RRIs – Other Counties
African American Girls at Referral and
Petitioning**

Jurisdiction	Referral	Petition
Allegany	3.89 (22)	** (8)
Charles	2.17 (219)	0.75 (29)
Frederick	2.71 (76)	1.34 (22)
Harford	2.23 (127)	1.51 (33)
Howard	3.66 (123)	1.71 (45)
Washington	3.11 (54)	1.07 (19)
Wicomico	3.94 (215)	2.22 (35)

Gender-specific analyses also reveal some RRIs for African American females at the referral and petitioning stages (too few girls were processed for assessments of other points of contact) that deserve the attention of local stakeholders and future assessment research. Table 2.10 shows the counties that have significant RRIs in this analysis. Referral rates for girls were exceedingly high—much higher than youth statewide, and local youth (mostly boys) overall—in some of these counties: Wicomico (3.94), Allegany (3.89), Howard (3.66), and Washington (3.11). RRIs for African American girls at the petitioning stage in the counties where these figures were statistically significant also deserve attention; they include Wicomico (2.22), Howard (1.71), and Harford (1.51).

Improving DMC Identification in Maryland

In addition to the findings and recommendations from statewide and local RRI analyses reported above, a number of recommendations emerged from the process of conducting these analyses that relate to future DMC identification analyses and reporting in Maryland.

Recommendations

- In future reporting and interpretation of Maryland RRIs, it is critical to separate findings for African American and Latino youth given the different patterns of results for these groups. While OJJDP reporting requires entering and calculating RRIs for “all minorities,” attention to these findings masks these important differences.
- RRIs should be calculated based on case counts rather than youth counts and on the county of jurisdiction rather than the youth’s county of residence, and data should be limited to 10 to 17 year olds.
- Annual systematic collection of arrest data from local police jurisdictions should be undertaken for the purpose of calculating RRIs at this stage. These data should include arrest information (date, time of day, location [minimally zip code], charges) and the age, gender, and race/ethnicity of the youth, and be based on case counts for comparing with case-counted data at other stages. With the wide discretion police have in recording and reporting arrests, and the variable level of resources that departments have to bring to these tasks, it would be realistic to first identify jurisdictions that have the capacity to provide these data and target analyses to these areas. Priority should also be given to collecting arrest data from jurisdictions where referral results show high levels of disproportionality, including Baltimore City, and Baltimore and Anne Arundel Counties.

Recommendations (*continued*)

- DJS should develop and implement a statewide policy on the definition of referral source and the protocol for recording this information in ASSIST. Reliable and valid data on this variable would afford analyses of race and ethnic differences among the various sources of referrals to the Department, which would in turn suggest areas for targeting DMC reduction strategies.
- Currently, the petition stage RRI is based on cases forwarded to the State's Attorney. Separate RRIs should be routinely calculated based on youth formally petitioned by the SAO in each jurisdiction. OJJDP acknowledges that the stages included in their RRI reporting system are not exhaustive, and they encourage states to add points of contact at other important decision points. In Maryland, two distinct decisions are made regarding petitioning, one by DJS (in forwarding the case for petitioning) and one by the SAO (in formalizing the petition). RRIs based on the latter would add a valuable layer of knowledge regarding disproportionality related to race or ethnicity in SAO decision making.
- Annual systematic data collection and RRI reporting should be expanded to include the adult transfers stage. It is essential that this include data on cases waived due to statutory criteria, as these appear to account for the great majority of juveniles processed as adult offenders in Maryland. Arrangements should be made for DPSCS and/or the judiciary to provide data on juveniles entering the adult system from both statutory transfers and judicial waivers on a routine basis. An annual report on adult transfers should include information on these cases as well as reverse waivers that are processed in the juvenile system. Data obtained on these cases should include youth demographics, the presiding jurisdiction and Judge or Master, offense charges, adjudication/conviction date and charges, placement/sentence, dates and locations (facilities) of admission and release in the adult system, and any probation or parole admission and release dates. Analyses should examine racial/ethnic disparities in the different types of transfers and the processing of these cases by jurisdiction.

Table 2.11. RRI Calculations – Maryland

Data Issue or Stage	OJJDP Recommendations	DJS’ RRI Calculations	UM Recommendations
All Data: Case Count vs. Youth Count	OJJDP recommends using case counts, as opposed to youth counts. “You count the person as many times as the person is arrested during the reporting period.” So if a youth has 13 petitioned offenses, was adjudicated delinquent 3 times, etc., all instances would count.	Youth count; thus each contact point includes each youth once per year	Calculate the RRIs based on the case count, rather than the youth count.
All Data: Offenses to Include	OJJDP designed the matrix for law violations. If you wish to address status offenses, it is suggested that you develop a second matrix to keep them entirely distinct.	Law violations	
All Data: Ages	10–17 year olds; significantly fewer children under 10 become delinquent and there is some consensus on the age of majority as being 18.	All ages	Limit to 10–17 year olds
All Data: County of Residence vs. Jurisdiction	County of jurisdiction (where the youth was arrested and processed) in order to focus on system responses.	County of residence *Note: Baltimore County recalculates the RRIs by jurisdiction to meet their needs.	Calculate RRIs based on the county of jurisdiction in order to facilitate an examination of disparities that might suggest system reforms, regardless of where the youth is from.
All Data: Calendar Year vs. Fiscal Year	Either is acceptable, so long as it is documented and is the period of time that makes the most sense for your programming purposes. If most of your State activity were reported on a fiscal year basis, then it would make sense for that basis to be used for this purpose.	Fiscal year (except for population data)	
Arrest	Juveniles Arrested—rate per 1000 population; youth are considered to be arrested when they are apprehended, stopped, or otherwise contacted by law enforcement agencies and suspected of having committed a delinquent act. Delinquent acts are those that, if committed by an adult, would be criminal, including crimes against persons, crimes against property, drug offenses, and crimes against the public order.	Based on youth referral data; official, aggregate level arrest data provided by the police cannot be matched to the individual level data provided by DJS for the other stages of juvenile case processing.	Use arrest data provided by police; present DJS data in the remaining stages in case count format to allow for comparisons across stages.
Referral	Referrals to Juvenile Court—rate per 100 arrests; referral to juvenile court 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.	Referrals by police, schools, citizens, and other sources.	

Continued on next page

Data Issue or Stage	OJJDP Recommendations	DJS' RRI Calculations	UM Recommendations
Diversion	Juveniles Diverted before adjudication—rate per 100 referrals; 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.	Youth who have been resolved at intake, placed on informal supervision, and disapproved.	
Detention	Juveniles Detained—rate per 100 referrals; 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 non-secure facilities.	Any new admission to secure detention, based on intake referrals. Youth pending placement are excluded.	Include pending placement youth in detention statistics.
Petition	Juveniles Petitioned—rate per 100 referrals; 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.	Youth forwarded by DJS to the State's Attorney's Office	Conduct additional RRI calculations of the SAO's formal decision to petition
Delinquency Findings	Juveniles found to be delinquent—rate per 100 youth petitioned (charged); youth are judged or found to be delinquent during adjudicatory hearings in juvenile court.	Youth adjudicated delinquent	
Probation	Juveniles placed on probation—rate per 100 youth found delinquent; 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.	Youth placed on probation, based on probation disposition	

Continued on next page

Data Issue or Stage	OJJDP Recommendations	DJS' RRI Calculations	UM Recommendations
Confinement in Secure Facility	<p>Juveniles placed in secure correctional facilities—rate per 100 youth found delinquent; confined cases are those in which youth <u>are placed</u> in secure residential or correctional facilities for delinquent offenders following a court disposition. 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.</p>	<p>DJS includes youth placed in Victor Cullen, Waxter, Cheltenham ReDirect, Out-of-State facilities (Enhanced and Intermediate Academy categories); excludes certain staff-secure facilities including the Youth Centers; calculation based on placement file</p>	<p>Include Youth Centers and other staff-secure facilities.</p>
Transfer to Adult Court	<p>Juveniles transferred to adult court—rate per 100 youth petitioned; 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.</p>	<p>DJS records judicial waiver dispositions, but these are not entered into the RRI system.</p>	<p>Obtain data needed to report on statutory waivers and routinely enter and report RRIs for each type (judicial and statutory waivers) and both combined.</p>

Assessment of Factors Underlying DMC

This chapter presents results from a number of analyses that were conducted aimed at gaining an understanding of the factors that are contributing to the racial and ethnic disparities documented in Chapter 2. The analyses reported here focused primarily on the referral and detention contact points, reflecting both the magnitude of disparities found at these stages of processing and the availability of data on these stages. At the end of the chapter we discuss additional assessment priorities and analyses that we recommend implementing when additional time and resources become available. Suggestions for targeting efforts to improve data collection and access are also discussed. Given the local nature of DMC, the web of interacting mechanisms that contribute to DMC at different stages of juvenile processing, and the number and diversity of jurisdictions in Maryland, any comprehensive statewide assessment of DMC will require ongoing analyses and monitoring over several years. The findings described in this chapter represent a substantive start at that assessment, with attention to areas that should be of concern to juvenile justice stakeholders and citizens.

In discussing results, we intentionally incorporate nomenclature employed and encouraged by OJJDP in sources such as the *DMC Technical Assistance Manual, 4th ed.* (Hsia, Bridges, and McHale, 2009). In addition to addressing the interests of this work’s sponsor, this has the advantage of familiarity to readers of DMC literature, as well as accuracy in terminology. Thus, while DMC assessment is occasionally described as an investigation of the causes of DMC, making a cause-effect determination requires a careful, longitudinal study design beyond the scope of most assessments. Instead, phrasings such as “identifying mechanisms leading to DMC” or “the probable or likely explanations for DMC” are those commonly employed in OJJDP texts and repeated here. OJJDP is also the source of the terms given to the mechanisms; differential behavior, indirect effects such as risk and decision making factors, and differential processing are all terms from the general DMC literature that are described and applied as needed below.

Arrest and Referral Stage Analyses

Key Findings

- Data from the risk screen instrument used at DJS intake indicate that African American youth referred to DJS have significantly more extensive delinquency histories and greater prior involvement in the juvenile justice system than White youth in Maryland. This finding holds true for four of the state’s five largest jurisdictions; in Montgomery County, Latino youth also have significantly higher delinquency history scores than their White peers.
- Results from the risk screen indicate that African American youth in Maryland have significantly lower social history scores than their White peers. Because social history items are reported by the youth and his/her parents/guardians, caution needs to be exercised when interpreting these results.

Key Findings (*continued*)

- These findings suggest that differential behavior and accumulated disadvantage may play a role in disproportionate minority contact at the referral stage. The indirect effects of poverty, lower educational attainment, unemployment, and family disruption are, in turn, likely to contribute to higher rates of delinquent behavior evident among African American youth.
- The lone jurisdictional analysis that could be conducted of the arrest stage concerned Baltimore City. It was evident from these data that exorbitantly disproportionate rates of arrest for drug crimes among African American and White youth play an overriding role in driving up DMC at the arrest stage. A simple inspection of raw numbers—for example, of the 1,464 youth arrested in 2008 and 2009 for heroin-related charges, 10 were White—illustrates how drug charges contribute to the disparities found in the overall arrest data.
- Disproportionalities between African American and White youth in charges of loitering and disorderly conduct-failure to obey were also found to be especially high in the Baltimore City data, while the RRIs for property and against-person offenses were lower and comparable to rates found in other local jurisdiction analyses.
- Statistical tests showed a strong relationship between arrest rates in Baltimore City Police districts and the concentration of African American youth in these districts. Similarly, this majority minority city was found to have high referral rates compared to other large jurisdictions in Maryland. Together, these findings suggest that a “justice by geography” mechanism may also be contributing to the excessive DMC found at the arrest and referral stages in Baltimore.

Recommendations

- Results pointing to differential offending and accumulated disadvantage among African American youth suggest the need for expanding evidence-based early intervention and prevention programs for these youth. The need to address fundamental criminogenic factors such as low quality education, unemployment, and income disparities are also suggested by these results.
- Diversion efforts at the arrest and referral stages aimed at DMC reduction should focus on improving African American youths’ community ties, engaging in pro-social activities, and violence prevention. The kind of programming delivered in the PACT ATD (discussed in Chapter 4) would appear to serve as a model for expanding diversion programming that is responsive to the needs evident among African American youth in the risk screen data.
- The DJS Risk Screen at Intake should be validated on Maryland youth and DJS should take the steps necessary to ensure that accurate information about youths’ social histories is provided at intake.
- DMC reduction at the arrest stage in Baltimore City will necessarily involve reducing drug-related arrests of African American youth. Multiple efforts aimed at factors that lead youth to become involved in the drug trade, and improving the effectiveness of police and community responses to drug-related delinquency will be needed to change the arrest disparities found in the City. More modest and immediate benefits could be achieved by strategies targeting the disparities in low level offenses such as loitering and disorderly conduct.
- For the present analysis, data on youth involvement in gangs were not readily available. Given anecdotal reports from juvenile justice practitioners around the state, and the attention paid to gangs by the media, politicians, and law enforcement, it seems likely that gang activity may be contributing to DMC, and future assessments would benefit from including gang involvement information in analyses.

Our RRI analyses indicate that significant contact disparities exist between Whites and youth of color at arrest and referral to DJS across the state. Unfortunately, for a variety of reasons, it is difficult to scrutinize the reasons for differential treatment at these stages. Most importantly, any full analysis of arrest or referral decisions would require information about juveniles who are contacted by police (or other potential referral sources, such as school administrators) and are *not* arrested or referred, as well those who do appear in arrest and referral statistics. Our analyses of these stages are thus substantially limited because we are bound to analyses of data collected and maintained on arrested and referred youth. As noted in Chapter 2, differences in the ways jurisdictions collect and make arrest data available further impede any statewide analyses of these data.

Fortunately, the intake risk assessment instrument, formally known as the Risk Screen at Intake (which is part of DJS' Maryland Comprehensive Assessment and Service Planning initiative, or MCASP) provides a rich source of information on the referral population. The risk screen uses the combination of two scores—social history and delinquency history—to produce case forwarding recommendations (i.e., resolve, informal supervision, or formal case processing) for all youth with approved referrals.¹⁰ The delinquency history score is produced using the youth's existing records in DJS' ASSIST data system, while the social history score is derived from items reported by the youth and his or her family at intake.

While analyses limited to DJS' risk screen data cannot provide explanations for disparities at the referral stage, exploring the different profiles of African American, Latino, and White youth at referral can point generally to some DMC mechanisms that are more or less probable, and thus help guide future data gathering and analysis. Examination of the youth profiles at the referral stage may also suggest types of diversion programs and other interventions that would help reduce disparities.

For the referral analysis, we use risk screen data for cases referred to DJS from September 2009 through February 2010.¹¹ As noted in Chapter 2, patterns of DMC in Maryland vary considerably between African American and Latino youth, and analyses combining these groups will mask these variations. Moreover, compared to Whites, Latino youth are *under*-represented at referral in the statewide data (Chapter 2, Table 2.1), and youth from other racial and ethnic groups do not occur in large enough numbers to afford separate analyses. Therefore, with one exception, analyses in this section are limited to comparisons of African American and White youth statewide and in each of the five largest jurisdictions; Latino-White comparisons are discussed for Montgomery County, as it was the only jurisdiction with sufficient numbers of Latino referrals to permit analysis.

Following this assessment of the referral stage, we present an analysis of arrest data for one jurisdiction, with data made available by the Baltimore City Police Department. Again, absent information on police contacts that did *not* result in arrest, as well as other potentially useful information about each arrest event, these analyses are limited to generating possible explanations that deserve further assessment. This jurisdictional analysis is nonetheless a useful first step and is illustrative of one type of simple analysis that other jurisdictions can conduct when these kinds of arrest data are made available.

¹⁰ Approved referrals are those cases that are not removed from the system due to inadequate evidence; disapproved cases are rare, accounting for 1 percent of all referrals. Also, the Risk Screen at Intake is not administered to youth in detention, who account for about 36 percent of approved referrals, nor is it administered to youth referred on CINS petitions, alcohol/tobacco citations, or non-incarcerable traffic offenses. Future analyses should examine whether substantive differences exist between those youth who receive the risk screen and those who do not.

¹¹ Although the focus of this report is on DMC disparities in 2008, the MCASP Risk Screen at Intake instrument was not implemented until February 2009. However, there is no reason to believe that the youth referred more recently differ significantly from those referred in 2008 in terms of their delinquency or social histories.

Referral Profiles of African American and White Youth

Comparisons of the delinquency and social histories between African American and White youth referred to DJS show clear patterns of differences. These differences, possible explanations for their causes, and their ramifications are discussed in detail below.

Delinquency History. The delinquency history score provided by the Risk Screen at Intake is a reflection of the youth's official record. The items factoring into the delinquency history score include: age at first offense; numbers of prior referrals for misdemeanors, felonies, weapons, against-person misdemeanors, and against-person felonies; and the number of prior detentions, prior commitments, referrals for escapes, and warrants for failure-to-appear in court.

Statewide, the average delinquency history score for African American youth (mean = 7.08) is significantly higher than the White average (mean = 4.83). Results of statistical tests of differences between African American and White youth on all risk screen items are shown in Appendix B. The tests of individual delinquency history items show that:

- African American youth exhibit greater prior delinquent involvement than do Whites, including significantly greater levels of past referrals for felonies, misdemeanors, and offenses involving weapons or committed against persons, and they committed their first offense at an earlier age.
- Indicators of prior involvement in the juvenile corrections system, including prior detentions, placements, escapes, and warrants for failures to appear are significantly more prevalent among African Americans youth than White youth.
- With regard to the type of offense that led to the current DJS referral, African American youth are more likely to be charged with against-persons' offenses and less likely to be charged with drug offenses when compared with Whites.¹²

Although statewide analyses are useful to paint a broad picture, referrals of youth to the juvenile justice system are largely driven by local patterns and factors involved in delinquency and practices reflecting decisions by each jurisdiction's police and other referral sources. Accordingly, we also investigate differences in the delinquency history profiles of African American and White youth referred in each of the five largest jurisdictions (numbers of referred youth in other counties are too few to submit to separate statistical analyses), in addition to Latino-White differences in Montgomery County (again, numbers are too small in other counties to warrant separate analyses). A table with the full results of these analyses can be found in Appendix B.

With the exception of Prince George's County, where statistically significant differences are not apparent, jurisdiction-specific results largely mirror the statewide results, with African American youth (and Latinos in Montgomery County) exhibiting significantly higher delinquency history scores than their White peers. When the types of offenses that led to the current DJS referral are examined, the local jurisdictional patterns diverge somewhat from statewide findings. Most notably, in contrast to statewide results and the results for the four other largest jurisdictions, African American youth in Baltimore City are more likely to be charged with drug offenses compared to White referrals. In both Baltimore City and

¹² Caution should be exercised in interpreting analyses of current offense type. In general, when more than one offense was associated with a given youth in the data, the most serious offense was chosen and coded as the "current offense," however, when all offenses were considered to be of the same seriousness level, the first offense was selected as the current offense.

Prince George's County, African American youth referred for proportionally fewer property offenses than their White peers, while the opposite pattern emerges in both Baltimore County and Montgomery County.

These findings offer evidence suggesting certain explanations for the racial disparities observed at referral. The patterns of findings on the delinquency and correctional history factors in both the statewide and local-level analyses suggest the mechanisms of differential behavior, accumulated disadvantage, and "indirect effects." In this context, differential behavior simply refers to the notion that African American youth begin committing delinquencies at an earlier age, commit a greater number of delinquent behaviors, and commit more serious offenses. Accumulated disadvantage exacerbates the effect of these behaviors, as with each referral, individual youth become more familiar to police and other referral sources, and become the object of their enforcement activities. An extensive literature has further linked delinquent behavior as reflecting indirect effects of poverty, lower educational attainment, unemployment, and family disruption that are generally more prevalent in minority populations.

Social History. The risk screen data also provide the youth's social history score, which is derived from items asked of the youth and his or her family during the intake conference. This information is also to be retrieved from or corroborated with the youth's file in the ASSIST system by DJS intake staff. Social history items include information regarding: alcohol/drug use and disruption, mental health diagnosis/treatment, school attendance and performance, physical and sexual abuse and neglect, the presence of anti-social friends, household member experiences with incarceration, compliance with guardian/caretaker rules, and history of running away from or being kicked out of the home.

Overall, statewide tests of differences between African American and White youth on social history items indicate significantly lower scores (mean = 2.16) for African Americans than for Whites (mean = 2.50; $p < .01$). A closer look at the individual items that make up the social history score reveals mixed results. Significantly fewer problems are reported for African American youth in regards to substance abuse, mental health, abuse and neglect, and school issues compared to their White counterparts. On the other hand, African American youth are more likely to have anti-social friends and companions, more instances of running away from or getting kicked out of home, and be more likely to have household members with histories of jail, prison, or detention. Jurisdiction-specific analyses further complicate the picture provided by these social history items, with no clear pattern emerging from the data.

Research suggests that differential offending is closely tied to criminogenic risk factors which are generally found to be more prevalent in minority youth. However, the social history profiles of African American and White youth are equivocal on these risk factors. One could infer that these results suggest that the mechanisms of differential processing and decision making may play some role in DMC at referral (e.g., police and others making DJS referrals may be more influenced by factors involving families and peers, and less by school performance, substance abuse, or mental health issues). However, because questions regarding social history are self-reported by the youth and his or her parents or guardians, these results should be interpreted cautiously. Youth may downplay their involvement in deviant activities such as alcohol/drug use, and they may be embarrassed or ashamed to admit instances of abuse, neglect, or mental illness. The MCASP Risk Screen at Intake instrument has not yet been validated for the state of Maryland, so future steps need to be taken to do so and to assure the quality of the social history data in particular.

Baltimore City Arrest Analysis

Arrests by Police District. Due to resource constraints, arrest analyses were limited to data that could be readily provided by local jurisdictions, and at the time of this writing, only Baltimore City Police Department (BCPD) was able to provide us with information that merited DMC analyses.¹³ One simple analysis concerned data on the Department's website that shows juvenile arrests for 2009 in the City's nine police districts. The last two columns of Table 3.1 (next page) display these data, including the number of juvenile arrests in each district, and the percentage of all juvenile arrests in the City accounted for by the district. We compared these with data from the 2009 census on the racial composition of the districts. As indicated in the tabled data, the three districts with the highest proportion of White residents (bolded rows in the table) and the most diversity are also those accounting for the lowest percentage of arrests. A correlational analysis confirmed there is a strong relationship between district arrest rates and the concentration of African American youth in these districts.¹⁴

One overriding caveat in considering these data is that they do not take into account calls for service or other indicators of crime levels in these districts; they also do not consider the raw number of residents in each district. Still, these results are consistent with other findings that suggest that a "justice by geography" mechanism may be contributing to the disproportionately high rates of arrest and referral of African American youth in this majority minority city. Support for this notion was also evident in a comparison of referral rates that we calculated using DJS referral figures and census data from 2008: Baltimore City's referral rate of 8.7 percent was significantly higher than rates for any of the other large jurisdictions (which ranged from 2.4 percent to 5.3 percent). The concentration of African American youth in districts with higher arrest rates and the generally higher rates of referral by police and other sources (such as schools) likely contribute to the overrepresentation found at these stages in Baltimore.

Mobility Analysis. These results do not address the possible role of mobility among African American youth residing outside the City in contributing to disproportionality at arrest or referral. We conducted an analysis to investigate this, which was also suggested as a possible explanation for discrepancies between arrest and referral RRIs in Baltimore City, and Montgomery and Prince George's Counties. Although we do not have arrest data to examine this issue, the FY08 referral data from DJS does include both county of jurisdiction and county of residence. In looking at intakes by jurisdiction, the vast majority (90.5 percent) of Baltimore City cases also have Baltimore City residences; 6.2 percent (n = 695) of Baltimore City intakes come from youth with Baltimore County residences and the county accounting for the next highest percentage is Anne Arundel, where 1.2 percent (n = 138) of the referrals reside. These data offer no support for the notion that Montgomery and Prince George's youth are contributing to Baltimore City RRIs. Inter-county mobility was also not in evidence in looking at cases where Prince George's County was the county of jurisdiction; here, only 2.3 percent (n = 179) of the

¹³ As with any action research, limits on the duration and funding of this project required us to make strategic decisions about where to target assessment activities and related data requests and analyses. We thus focused on DJS-maintained data and made only selected requests of police department data near the end of the project period. The police departments in Montgomery County and Prince George's were continuing to process our requests as the report deadline approached. As outlined later in this chapter, analyses of arrest data from these counties, as well as additional data from Baltimore City and other selected counties should be the focus of future efforts.

¹⁴ Unfortunately, the recorded data included only percentage of White residents in the census tracts for each police district and the correlational analysis was thus restricted to the relationship between the districts' arrest rates and percentage of White residents. The correlation between these vectors was very high and negative ($r = -.72$), confirming a strong race-arrest rate relationship. This analysis should be repeated using the percentage of African American residents (ideally, juvenile residents) in each of the districts.

intake referrals were from Montgomery County, 0.8 percent (n = 61) of intakes had Anne Arundel residences, and another 6.5 percent (n = 497) were from out-of-state (nearly all of which were likely from Washington, D.C. or Virginia).

Table 3.1. Baltimore City Arrest Rates of Whites by District

Police District	Percent White Residents	Percent White, Standard Deviation*	Juvenile Arrests 2009	
			N	%
Northern	36.6	37.0	374	7.0
Northwestern	18.5	28.7	554	10.3
Northeastern	28.0	27.0	588	11.0
Southern	55.0	32.3	492	9.2
Southwestern	20.1	29.9	642	12.0
Southeastern	50.4	32.7	471	8.8
Central	28.6	24.4	618	11.5
Eastern	12.5	20.5	914	17.0
Western	5.3	13.6	711	13.3
Totals	-	-	5364	100

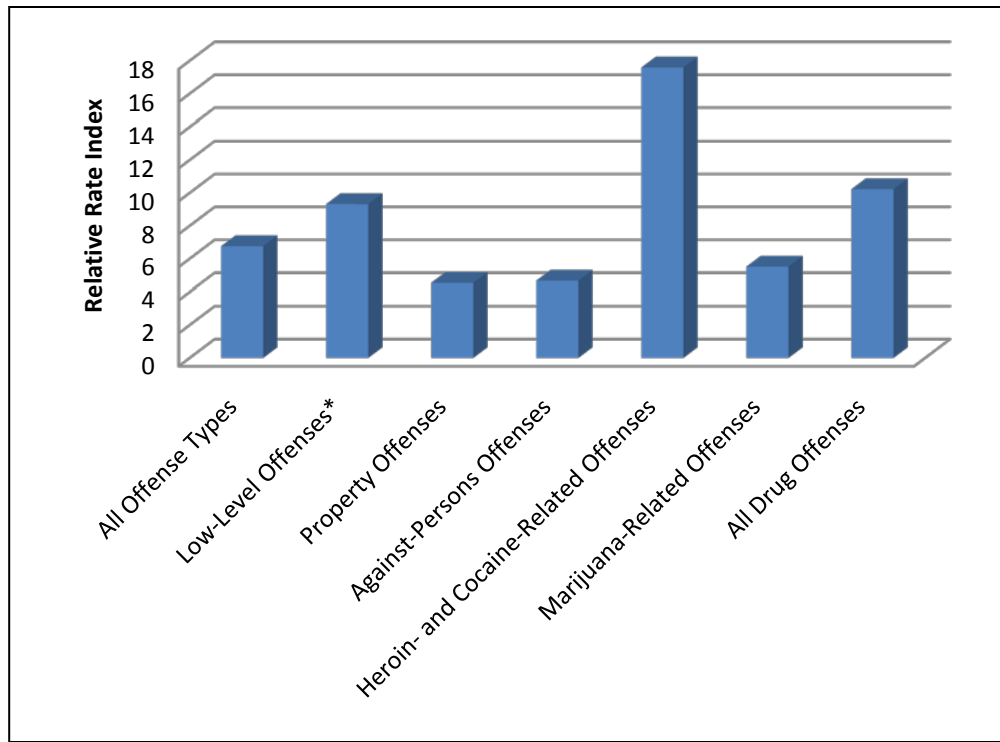
* Refers to the standard deviation of the percentage of White households among the census tracts in the District and serves as a measure of the racial diversity of the District.

Source: *Mapping: Interactive Statistical Mapping System. Baltimore Neighborhood Indicators Alliance*. Retrieved from <http://www.ubalt.edu/bnia/mapping/statistical.html>

Arrest Charge Analyses. Another set of analyses examined detailed arrest charge data found in the Baltimore City Police Department’s *Juvenile Arrest/Charge End of Year Data Report* for the years 2006–2009.¹⁵ The data provided by the Booking Unit yielded an RRI for African American youth for 2008 (7.19) that was very similar to that reported in Chapter 2 based on the UCR data from the City (7.05) (arrests of Latino youth were excluded from the analysis due to their very low numbers). Table 3.2 at the end of this section (page 35) shows the arrest figures for the most prevalent charge types for the three major offense categories—property, against-persons, and drug offenses—as well as those that did not fall into these categories grouped as “other” charge types (results for all charge types are shown in Appendix B). While it is possible to calculate RRIs for each of these arrest types by year, given the low numbers of White youth arrested in several categories, we calculated RRIs only after aggregating and averaging across the two years. Figure 3.1 (next page) displays the two-year RRIs for major offense categories and other notable offense groupings where numbers were adequate (i.e., there were at least 50 White youth arrested over the two-year period in the offense group).

¹⁵ We are grateful for the cooperation of the Department’s Juvenile Booking Unit in providing this information.

Figure 3.1. Baltimore City RRIs for Selected Charges



*Low-level offenses include loitering, trespassing, disorderly conduct, and disorderly-failure to obey.

The aggregate RRI across both years for all offenses (6.76, the first bar in the graph) provides a reference for comparing offense-specific RRIs; it will be recalled that this is an exceedingly high figure when compared to the UCR-based statewide RRI for the arrest stage (2.54) or even to the second highest county-level RRIs (3.52 and 3.51 for Anne Arundel and Baltimore counties, respectively). The graphed data make clear the marked variations in RRIs across offense types, and suggest that inequities in rates of charging for certain drug offenses play a large role in driving up the Baltimore City arrest RRI. The disproportionality in charges involving heroin and cocaine yielded an aggregate RRI of 17.59, and the disparity in numbers for heroin-related charges—of 1,464 arrests in 2008 and 2009, 10 were White youth—is extraordinary. These figures contrast with the RRI for marijuana-related charges of 5.52; collectively, the drug-related charge RRI is 10.23. Although involving fewer youth, low level charges of trespassing, loitering, disorderly conduct, and disorderly-failure to obey (aggregate RRI = 9.23) also show higher disparities, while overall RRIs for property (4.54) and against-person offenses (4.67) are generally much lower and more comparable to rates found in other populous jurisdictions in the state.

As with the analyses of the referral stage, definitive conclusions about the causes of DMC at arrest cannot be drawn from these findings. It is evident, nonetheless, that bringing down disproportionate arrest rates of African American youth in Baltimore City will necessarily involve reducing drug-related arrests of these youth, through a panoply of strategies that address both the factors that lead youth to become involved in the drug trade and the ways police respond to drug-related delinquency. The disparities in low level types of offenses, such as loitering and disorderly conduct, present less complicated challenges that police may be able to address through further study (regarding location, time of day, etc.) and changes to enforcement practices or policies.

Table 3.2. Baltimore City Juvenile Arrests by Charge Type for 2008 and 2009

Charge Type	African Americans 2008 (N=49,286)	Whites 2008 (N=14,073)	African Americans 2009 (N=43,331)	Whites 2009 (N=11,962)
<i>Property</i>				
Stolen Auto	409	15	301	11
Theft	297	21	308	24
Burglary Dwelling	157	13	151	8
Malicious Destruction	142	19	89	4
Trespassing	329	7	260	15
All Property*	1416	79	1225	80
<i>Against Persons</i>				
Assault Police	52	4	48	7
Assault First Degree	105	9	143	5
Assault Second Degree	427	35	396	24
Assault Robbery	264	2	254	15
All Against Persons*	966	56	943	59
<i>Drugs</i>				
Controlled Dangerous Substance: Heroin Distribution	299	2	217	2
CDS: Heroin Possession with Intent	366	1	270	2
CDS: Heroin Possession	170	2	132	1
CDS: Cocaine Distribution	342	5	245	1
CDS: Cocaine Possession with Intent	574	12	349	3
CDS: Cocaine Possession	309	13	232	12
CDS: Marijuana Distribution	44	1	58	3
CDS: Marijuana Possession with Intent	151	7	93	4
CDS: Marijuana Possession	685	38	520	26
All Drugs*	2991	83	2140	58
<i>Other</i>				
Disorderly-Failure to Obey	170	5	134	1
Disorderly Conduct	253	16	249	4
Loitering	159	2	104	0
Traffic Violation	92	2	75	3
All Other*	950	33	815	28
Total for all Charge Types	6323	251	5123	225

*The "all" totals include numerous additional charge types not shown in the table. Figures for all the charge types are shown in Appendix B.

Detention Stage Analyses

Key Findings

- An examination of decision outcomes involving the DJS Detention Risk Assessment Instrument (DRAI) showed that the great majority of staff overrides of the DRAI recommendation were “up” to a more restrictive outcome; it was further shown that upward overrides were applied at equivalent rates for African American, Latino, and White youth. There was, however, a small but significant difference in the percentage of downward overrides (i.e., those decisions resulting in a less restrictive outcome) between African American (3.9 percent) and White (6.3 percent) youth.
- Multivariate analyses using DRAI data at the state level showed that African American youth do not differ significantly from Whites in the likelihood of being detained when controlling for other factors that predict detention. The analysis found Latino youth were significantly more likely to be detained. As expected, a number of other factors were also found to predict detention including type of current offense and delinquency history and status.

Recommendations

- DJS should revise the list of detention admission reasons that can be selected by staff in the ASSIST information system so that racial/ethnic differences in the detention decision can be thoroughly examined for *all* youth receiving detention rather than solely for those who receive DRAIs.
- As more DRAI data are gathered, DJS should routinely conduct jurisdiction-level assessments of the use of overrides by youth race and ethnicity. Particular attention to downward overrides of African American youth is needed. Our results also reinforce the value of efforts DJS is making at reducing the overall use of overrides with the DRAI and other validated assessment tools.
- Additional assessments as well as targeted interventions are needed to address the finding that Latino youth are being detained at higher rates than White youth above and beyond the effects of current arrest charge, delinquency history or prior involvement in the system.
- JDAI initiatives should be expanded to jurisdictions outside of Baltimore City.

As detailed in Chapter 2, detention is one of the most serious sources of disproportionate minority contact in the juvenile justice system in Maryland. At the state level, African Americans were detained at a rate that was 2.42 times higher, and Latinos were detained at a rate that was 1.92 times higher, than White youth in 2008. As with the arrest and referral stages, investigations into differences between Whites and youth of color at detention are limited by the availability of data at this point of contact. While DJS maintains data in its ASSIST system on all youth who get detained, these data do not provide meaningful information regarding the reasons for detention.¹⁶ We used data from the Detention Risk Assessment Instrument (DRAI) for fiscal year 2009 to obtain such information. The DRAI is a validated instrument that is structured to yield a recommendation to DJS intake staff about whether to detain a youth after referral to the system. Similar to the Risk Screen at Intake instrument that was used for

¹⁶ The ASSIST system currently allows DJS staff members to select and record detention admission reasons from a rather limited list, causing some of the reasons provided to be used as catchalls. Although DJS has initiated the process of refining the list, this process has been delayed by other resource demands.

analyses at the referral stage, the DRAI database includes information on several youth risk factors, as well as the detention recommendation and actual decision. Unfortunately, use of the DRAI varies by jurisdiction and it is not administered to all youth who are detained; for example, recent analyses presented at monthly Juvenile Detention Alternatives Initiative (JDAI) meetings for Baltimore City suggest that roughly half of the City’s detention cases each month do not involve a DRAI.¹⁷ Accordingly, while serving as a useful initial step in examining disproportionalities that occur at the detention stage, the analysis presented below must be interpreted cautiously.

We took two paths in using the DRAI data to assess disparities at detention. First, we examined whether staff overrides of the DRAI recommendation were a significant source of disproportionate detention outcomes. Second, we used these data to perform more sophisticated statistical analyses to (a) determine if race has a direct impact on the decision to detain youth in Maryland after controlling for other factors predictive of detention; and (b) identify the other predictors of detention.

DRAI Override Analysis

The risk factors included in the DRAI and their scoring weights are based on actuarial analyses that predict risk of flight and risk to public safety. The tool generates one of three recommendations—that the youth be released, sent to an alternative to detention (ATD) program, or detained. Although staff members follow the recommendation in the majority (67.2 percent) of cases, they are permitted the opportunity to override the recommendation “up” to a more restrictive outcome (e.g., from ATD to detention) or “down” to a less restrictive one (e.g., from ATD to release) if special circumstances apply. For instance, an upward override may occur when a non-secure shelter (used as ATDs in Maryland) rejects the youth because she previously caused problems at that shelter, thus requiring her to be detained; the circumstances of the alleged offense, or something in the background of the youth, may also serve as a reason for staff to override the DRAI recommendation. If staff overrides are found to be related to youth race or ethnicity, this would be evidence of differential processing and decision making by these staff.

Table 3.3 (next page) displays the statewide DRAI decision outcomes by race/ethnicity. Not surprisingly, staff were much more likely to override cases upward (28.5 percent of all cases) than downward (4.3 percent). Differences in the use of overrides did not differ substantially based on youths’ race or ethnicity; however some of the comparisons were statistically significant. Overall, decision outcomes coincided with DRAI recommendations for significantly more African American youth (67.8 percent) than White youth (63.9 percent), while the rate of overrides for Latinos (67.2 percent) was very similar to Whites. The most noteworthy finding in the DRAI analysis was that African Americans received significantly fewer downward overrides than White youth. Although the difference between the two groups was just 2.4 percent, this difference was statistically significant and suggests that some staff members may be engaged in differential processing, opting for more lenient options for White youth, particularly when ATD is the recommended outcome. However, it is necessary to conduct analyses examining the override decision with controls for other factors in the youth’s background before definitive conclusions can be drawn. Additionally, future research efforts should assess and compare the justifications recorded by staff for downward overrides of White and African American youth in order to

¹⁷ In general, DRAIs are completed when police specifically request that a youth be detained; however, in some cases, youth who are brought in may bypass the DRAI completely and go immediately to court. A preliminary DJS examination of cases not receiving DRAIs in Baltimore City suggests that many of the cases bypassing the DRAI process involve writs or warrants. Further investigation is needed to determine whether similar patterns for those not receiving DRAIs are evident in other jurisdictions.

shed light on the appropriateness of decision making criteria that staff are applying when making overrides.

Table 3.3. Statewide Decision Outcomes by Race/Ethnicity

Decision Outcomes	African American	Latino	White	Total
Total Overrides Up	1,331 (28.3%)	26 (29.9%)	189 (29.8%)	1,546 (28.5%)
<i>ATD to Detention</i>	309* (6.6%)	14* (16.1%)	58 (9.1%)	381 (7.0%)
<i>Release to Detention</i>	280* (5.9%)	9 (10.3%)	80 (12.6%)	369 (6.8%)
<i>Release to ATD</i>	742* (15.8%)	3 (3.4%)	51 (8.0%)	796 (14.7%)
Total Overrides Down	186* (3.9%)	8 (9.2%)	40 (6.3%)	234 (4.3%)
<i>Detention to ATD</i>	68 (1.4%)	1 (1.1%)	5 (0.8%)	74 (1.4%)
<i>Detention to Release</i>	7 (0.1%)	1 (1.1%)	5 (0.8%)	13 (0.2%)
<i>ATD to Release</i>	111* (2.4%)	6 (6.9%)	30 (4.7%)	147 (2.7%)
No Override	3,192* (67.8%)	53 (60.9%)	405 (63.9%)	3,650 (67.2%)
Total Decisions	4,709 (100%)	87 (100%)	634 (100%)	5,430 (100%)

Note: Tabled data do not include youth with race listed as “Other/ Unknown” (N = 59) or cases where no decision was entered (N = 455).

*Indicates significantly different from Whites (z-test, 95 percent confidence interval).

When DRAI decision outcomes were examined for the five largest Maryland jurisdictions, results were largely consistent with statewide trends (see Table 3.4 on next page). In general, decision outcomes matched the DRAI recommendations in roughly two-thirds of cases. Consistent with the statewide results, there was no pattern suggesting differential rates of overrides up for African American and White youth for any of the jurisdictions (the lone White youth included in the DRAI data for Prince George’s County, and the small number of Latinos in all the counties, prevented any meaningful analyses of these data).

Overrides down presented a similar view with no pattern of differences between rates for African American and White youth (and even more limits to meaningful analysis of data on Latinos, and comparisons among the groups generally, due to low numbers). While the low numbers indicate the need for caution, the available data indicate that African American youth had proportionally fewer overrides down (compared to Whites) in Baltimore County, while Latino youth in Montgomery County had more overrides altogether, most of which appear to be overrides up.

Table 3.4. Decision Outcomes by Jurisdiction

Decision Outcomes	Balt. City	Balt. County	Mont. County	PG County	AA County	County Total
Overrides Up	1,125 (29.3%)	40 (13.7%)	50 (27.6%)	56 (30.6%)	30 (32.2%)	1,301 (28.5%)
<i>African American</i>	1,080 (29.1%)	30 (14.2%)	30 (24.8%)	54 (32.0%)	18 (31.0%)	1,212 (28.4%)
<i>Latino</i>	6 (42.9%)	0 (0.0%)	15 (38.5%)	2 (15.4%)	1 (33.3%)	24 (32.9%)
<i>White</i>	39 (34.2%)	10 (13.2%)	5 (23.8%)	0 (0.0%)	11 (34.4%)	65 (26.6%)
Overrides Down	120 (3.1%)	38 (13.0%)	13 (7.2%)	5 (2.7%)	5 (5.4%)	181 (3.9%)
<i>African American</i>	118 (3.2%)	23* (10.8%)	6 (5.0%)	5 (3.0%)	2 (3.4%)	154 (3.6%)
<i>Latino</i>	1 (7.1%)	1 (25.0%)	5 (12.8%)	0 (0.0%)	0 (0.0%)	7 (9.6%)
<i>White</i>	1 (0.9%)	14 (18.4%)	2 (9.5%)	0 (0.0%)	3 (9.4%)	20 (8.2%)
No Override	2,598 (67.6%)	214 (73.3%)	118 (65.2%)	122 (66.7%)	58 (62.4%)	3,110 (67.7%)
<i>African American</i>	2,517 (67.8%)	159 (75.0%)	85 (70.2%)	110 (65.1%)	38 (65.5%)	2,909 (68.0%)
<i>Latino</i>	7 (50.0%)	3 (75.0%)	19* (48.7%)	11 (84.6%)	2 (66.7%)	42 (57.5%)
<i>White</i>	74 (65.0%)	52 (68.4%)	14 (66.7%)	1 (100%)	18 (56.3%)	159 (65.2%)
Total Decisions	3,843 (100%)	292 (100%)	181 (100%)	183 (100%)	93 (100%)	4,592 (100%)

Note: Tabled data do not include youth with race listed as “Other/Unknown” (N = 50) or cases where no decision was entered (N = 372).

*Indicates significantly different from Whites (z-test, 90 percent confidence interval).

Detention Multivariate Analysis

This section describes results from a more complex statistical analysis we conducted to examine the relationship between race/ethnicity and the decision to detain youth in Maryland. The same kind of multivariate analysis was also done to assess the role of race/ethnicity in the case petitioning decision; results of that analysis are presented in the section following the detention results. In both analyses we conducted a logistic regression, which is the multivariate procedure typically employed for predicting a dichotomous outcome, and one that has become a standard analytic approach in DMC research (e.g., Leiber & Fox, 2005; Richetelli, Hartstone, & Murphy, 2009).

With multivariate models it is possible to isolate the relationship between a single predictor variable (such as race or ethnicity) and the outcome (e.g., the decision to detain) while controlling for other predictors that may affect the outcome (e.g., the youth’s offense charge or delinquency history). At the same time, it is possible to compare the predictors and identify which have the strongest relationship with the outcome decision. The goal of these analyses is to build statistical models that best explain the

outcome. This is assessed statistically—the more that the predictors can statistically account for the outcome, the stronger the model, and the more confidence one can ascribe to the results of the analysis.

As with the override analyses, the detention multivariate analyses also draw from the DRAI database. In addition to basic demographics, the database includes information on the youth's current offense as well measures of delinquency and social history, including current and prior involvement in DJS. Because the detention decision is largely based on public safety concerns, the emphasis of the DRAI is past and current delinquency, so there are fewer social history items than are found, for example, in the DJS risk screen database. The regression analysis uses DRAI data collected between July 1, 2008 and February 28, 2010. Descriptive statistics on all the variables included in the model are shown in Appendix B (for both this statewide analysis and jurisdictional analyses, below), as are the full model statistics. Summary results of the statewide model are presented in Table 3.5 (next page).

The statewide model indicates that the detention decision is not directly influenced by youth's African American race; that is, after accounting for other factors predictive of detention, there is no significant difference between African American and White youth in terms of the likelihood of being detained. The analysis did show that Latino youth are significantly more likely to be detained than White youth in Maryland, regardless of other predictive factors. The odds ratios (ORs) listed in the right-hand column indicate the direction and strength of the relationship between each variable in the model and the outcome. Values over 1.0 indicate a positive relationship between the variable and the likelihood of detention, while an OR below 1.0 indicates a negative relationship. The greater the OR differs from 1.0—either above or below—the stronger the relationship or effect size.

Aside from the variable indicating Latino group membership, virtually all of the variables with significant odds ratio were ones that would be expected to be related to detention. Examples include the variables with ORs as high as 2.0 or more, including: multiple offenses in the current referral; charged with an against-person offense; charged with an offense involving a weapon; charged with a felony; and currently under DJS supervision.¹⁸ The next highest odds ratio is for Latino ethnicity, ranking it in the middle of the variables in terms of importance. Not surprisingly, these results indicate that the factors that most predict getting detained are those associated with the current offense or with prior delinquent behavior. The statistically significant ORs that are less than 1.0 also revealed expected relationships—that is, detention is less likely to occur if the youth is attending school/participating in structured group activities, has no prior intakes, or was currently charged with a drug offense are less likely to be detained. Interestingly, these results also indicate that, even after controlling for current offense and offending histories, males are less likely than females to be detained in Maryland.

Multivariate regression analyses of the detention decision were also conducted at the jurisdictional level; however, they are not presented in detail here. Findings from these analyses were consistent with the picture presented at the statewide level, as all of these models indicated there was no difference in the probability of an African American or White youth being detained when controlling for the other predictors. However, the limited number of cases and a lack of racial and ethnic diversity within some jurisdictions make them less amenable to multivariate analytic techniques.¹⁹ Accordingly, future research

¹⁸ Having a current charge categorized as "Other/Missing" also had a very high odds ratio; given the wide range of offense types included here it is difficult to draw any conclusions about this variable. A total of 1575 cases (17.4 percent) fell in this category, which was comprised of status offenses or offenses that are not easily defined under property, drug, or against-person categories (e.g., conspiracy to commit any felony, violation of probation, unspecified misdemeanor).

will benefit from additional years of data to permit more complete investigations of differences between counties.

Table 3.5 Statewide Detention Regression Results (N = 9,055)

Variable	Odds Ratio
<i>Demographics</i>	
Race/Ethnicity (White is the reference category)	
African American	.88
Latino	2.05**
Other/unknown race	1.26
Male	.87
Age	1.03
<i>Current Offense</i>	
Current offense type (property offense is the reference category)	
Against-person offense	2.49**
Drug offense	.52**
Other/missing offense	3.92**
Multiple offenses in current referral	2.55**
Seriousness level of current offense (misdemeanor/other ref. cat.)	
Felony	2.38**
Missing	1.86**
Current offense involved the use of a weapon	2.46**
<i>Delinquency History, Current Status</i>	
Currently under DJS supervision	2.36**
No prior intakes	.77**
One or more felony CDS referrals within past three years	1.12
One or more referral and one or more complaint within past year	1.73**
History of assaultive behavior	1.23**
<i>Social History, Current Status</i>	
DSS involvement	.96
Attending school / participating in structured community activities	.44**

*p<.05;**p<.01

Case Petitioning Stage Analysis

Key Findings

- A state-level regression analysis of the decision to forward cases for petitioning revealed that African American youth were more likely to have their cases forwarded to the State's Attorney's Office than their White peers when other factors were controlled. The other variables that were found to be predictive of the case forwarding decision included several delinquency and social history items, having a current drug offense charge, and being male.
- Jurisdiction-level analyses of the case forwarding decision revealed significant differences between African Americans and Whites in Montgomery County; no race effect was observed in the other four large jurisdictions. These analyses also uncovered several differences in the patterns of predictors by jurisdiction.

Recommendations

- Additional assessment and interventions should be undertaken to address the finding that African American youth are forwarded for petitioning at greater rates than White youth. Comprehensive, systematic monitoring of DJS' implementation of the MCASP Risk Screen at Intake and case forwarding guidelines is imperative. Local validation of this instrument, which is based on validation studies conducted in other states, is also needed. Jurisdictional analyses indicated that further assessments and interventions of the petition stage should target Montgomery County.

We were able to perform an analysis of the petitioning stage by examining the case forwarding decisions made by DJS.¹⁹ We matched information on youths' delinquency and social history from the Risk Screen at Intake database to their case forwarding outcome recorded in DJS' management information system. In doing so, we were able to utilize logistic regression in order to identify factors that were predictive of a case being forwarded for petitioning to the State's Attorney's Office (SAO) as opposed to being diverted (i.e., resolved or given informal sanctions), including the race/ethnicity of the youth. The same broad categories of predictor variables used in the detention analysis (demographics, current offense, delinquency history, etc.) were included in this analysis; however, because the risk assessment database includes several social history factors that are not part of the DRAI, we were able to include more of these in the petitioning analysis.

Case Petitioning Multivariate Analyses

Results from the statewide analysis are presented in Table 3.6 (on page 44), employing the same format and odds ratio statistic. The full model statistics for the statewide analysis and descriptive statistics on the model variables for both statewide and jurisdictional analyses are shown in Appendix B. Findings from this model indicate that African American youth were significantly more likely than White youth to

¹⁹ As noted in Chapter 2, in Maryland there are two decisions that comprise the petitioning stage—the DJS decision to forward the case for petitioning to the SAO, and the SAO's decision to formally petition. The RRI's reported by Maryland to date for the case petitioning stage have been based solely on the DJS decision to forward the case and do not reflect the formal petitioning decision by the SAO. Keeping with the state's precedent, we report this regression analysis as a case petitioning assessment, but generally use the more accurate descriptor of "case forwarding" in the text.

be forwarded for petitioning, while neither Latino nor “other/mixed race” youth differed significantly from White youth in terms of this decision. As expected, delinquency history also played an important role in this decision, as youth with greater numbers of prior felony and weapons referrals were more likely to have their cases forwarded, while youth with greater numbers of misdemeanor referrals were less likely to have their cases forwarded. Several social history variables were also found to have significant and expected positive relationships with the petitioning outcome, including kicked out of or had run away from home, negative peer influences, and expelled or suspended from or dropped out of school. The assessment variable “youth obeys guardians’ or caretakers’ rules” also had a predictable and significant negative relationship with the outcome.

A few findings from this analysis were contrary to expectations and deserve further investigation. Greater numbers of prior detentions were significantly and negatively related to the case forwarding decision and certain social history factors (prior school conduct problems, below a C average in school, active drug or alcohol use) were also associated with a lower probability of being forwarded. While we can speculate about the reasons for these unexpected findings—for instance, it may be that youth who exhibit conduct problems or have a low grade average are still viewed as involved in school (compared to youth who have been expelled, suspended, or drop out) and this connection insulates them from being pushed further into the juvenile justice system—it should again be emphasized that information regarding the youth’s social history are reported at the intake conference by the youth and/or his/her family and therefore may be less credible than the information about the youth’s delinquency history officially captured in ASSIST. As noted previously, DJS should take steps to ensure that accurate information is being provided at the intake conference and that the Risk Screen at Intake is a valid assessment instrument for Maryland youth.

It is worth noting that, in the petitioning analysis, male gender was found to be a significant predictor, while this variable was not significant in the detention results. Generally, being male is associated with more punitive and severe sanctions or responses in the justice system, so it was somewhat surprising that gender was *not* significant in the detention analysis. The other difference between the two sets of regression results was that having a current drug offense charge was positively related to a decision to petition, while negatively related to detention. These results suggest that the decision to detain may be reserved for youth with the most serious histories and charges, while the criteria used for the petitioning decision is broader, and having a drug charge is regarded as serious enough to necessitate forwarding the case deeper into the system.

Because substantive social and organizational differences exist between jurisdictions in Maryland, we also examined the case forwarding decision separately for each of the five largest jurisdictions, and created and tested a model which combined all of the smaller jurisdictions. Interestingly, our results found significant differences between African Americans and Whites in the case forwarding decision solely in Montgomery County, where African Americans were more likely to have their cases forwarded to the SAO. Case forwarding differences between Whites and Latinos could only be examined in Montgomery, Prince George’s County, and the model combining smaller counties, and significant differences between these two groups were not found in any of these jurisdictions. Although predictors of the case forwarding decision were largely consistent between the statewide and jurisdiction-level models, some differences emerged in the analyses.

Table 3.6. Statewide Case Forwarding Regression (N = 13,486)

Variable	Odds Ratio
<i>Demographics</i>	
Race/Ethnicity (White is the reference category)	
African American	1.31**
Latino	1.08
Other/unknown race	.83
Male	1.68**
<i>Current Offense</i>	
Offense types (property offenses are the omitted category)	
Against-person offenses	1.15**
Drug offenses	1.34**
Other offenses	.68**
Age at first offense	.96**
<i>Delinquency History, Current Status</i>	
Prior misdemeanor referrals	.98*
Prior felony referrals	1.98**
Prior weapons referrals	1.68*
Number of past detentions	.66**
<i>Social History, Current Status</i>	
Below C average	.89*
School conduct problems	.68**
Expelled, suspended, or dropped out	1.41**
Current drug or alcohol use	.82**
Negative peer influence	1.42**
Out of home or shelter care placements	1.25**
Kicked out of or ran away from home	1.44**
Obeys guardian/caretaker rules	.61**

*p<.05; **p<.01

Summary and Limitations of the Multivariate Analyses

The absence of a significant effect for race in the statewide detention analyses provides support for the “indirect effects” explanation for DMC at this stage of contact. OJJDP describes indirect effects as the broad set of risk factors that research has shown to be related to race and ethnicity—examples include low economic status and educational attainment, and residence in high crime neighborhoods—which are themselves associated with delinquent behavior and contact with the juvenile justice system. Differential

offending follows from indirect effects. It is clear from the detention regression that a youth's delinquency history is a major influence on the detention decision, and the profile analysis of referral data shows a consistent pattern of higher delinquency history scores among African American youth. Accumulated disadvantage further heightens and contributes to differential offending among these youth..

The finding that Latino ethnicity does impact the detention decision when controlling for delinquency history and other predictive factors deserves further research—a need accentuated by the RRI results from Chapter 2 showing high disproportionalities at the detention stage for Latinos. As more data are compiled, separate analyses of Montgomery and Prince George's Counties are particularly needed, as those are the two jurisdictions with the largest Latino populations and, by far, the highest detention RRIs for Latinos.

Contrasting with the detention results, analyses of the initial petitioning decision found that African American youth were more likely to be forwarded than White youth, controlling for numerous delinquency, social history, and demographic factors. No effect was observed for Latino ethnicity in the case forwarding results. We can only speculate as to the reasons for the different findings from the detention and petition analyses. One intuitive explanation may be that the detention decision has been the object of more scrutiny than the case forwarding decision, and thus the kind of discretion that could lead to race influencing the decision is greater at case forwarding. The detention decision, which involves both DJS staff and the judiciary, is a more public act, and one that has drawn extensive attention from juvenile justice policymakers at the state and local level within both DJS and the judiciary, as well as stakeholder groups such as Annie E. Casey's JDAI. The case forwarding decision rests with a DJS intake staff person, and protocols for following assessment and decision guidelines have been less formalized for case forwarding than detention decision protocols.²⁰ Qualitative research involving the persons responsible for making the detention and case forwarding decisions, as well as analysis of data over a longer period of time, particularly at the jurisdictional level, are needed to refine our understanding of the disparities occurring at these contact points.

Limitations. Using prior research as a guide, the regression models above were designed to optimally explain the factors associated with detention and petitioning decisions. Although they provide a useful starting place for identifying factors that help shape these decisions, the statistics used to evaluate the strength of these regression models (known as “model fit” statistics) indicate that these models do not account for everything that influences who gets detained or whose case is forwarded to the State's Attorney. Because we used existing datasets to examine these decisions, we were limited to the variables included in each; this means that some of the variables that have been previously shown to influence juvenile justice decision making were unavailable to us. For instance, in their examination of juvenile detention, Lieber and Fox (2005) included measures of family status (e.g., one versus two-parent households), school-related problems, prior detention, and legal counsel. However, because the DRAI does not capture any of these variables, we were unable to include them as predictors in our models of the detention decision in Maryland. Additionally, some of the variables included in the risk assessment data set were not available in the DRAI data and vice versa, further limiting our ability to examine the same factors as predictors of decision making at both detention and petitioning. Moreover, it is likely that some of the factors influencing these outcomes are not easily quantified; future research should supplement

²⁰ DJS has made substantial strides in formalizing both the Risk Screen at Intake and DRAI protocol in recent years. During the time of this research, the case forwarding guidelines were still being incorporated in the computer routines employed by DJS intake staff and were not used systematically across the state.

these statistical analyses with information collected from the decision makers and qualitative data on their cases.

Another factor limiting these analyses was the number of cases in the jurisdictional-level data. That is, although the sample of cases was large when we examined the state as a whole, numbers were often too low at the county level to provide separate analyses, particularly in lesser populated areas of the state. Even for larger jurisdictions, smaller sample sizes often contributed to lower variability among cases, causing some variables to be dropped from jurisdiction-level models; for instance, jurisdictions other than Baltimore City had too few cases with prior weapons referrals to allow for inclusion of this variable into the model. Ultimately, smaller numbers of cases and the necessitated model adjustments mean that jurisdiction-level results should be interpreted more cautiously, while more credence can be given to state-level findings.

Secure Confinement Stage Analysis

Key Findings

- Reanalysis of statewide data using more complete criteria for the secure confinement stage showed that the level of overrepresentation of African American and Latino youth was lower when the full range of secure facilities was included in the analysis. While the RRI for African American youth remains significantly high, the Latino placement rate in these facilities is no different than rates for White youth. The analysis further showed that disproportionalities in the most secure facilities are roughly double that when all facilities are considered.

Recommendations

- Future DMC reporting at this stage should employ the more inclusive secure confinement criterion, making Maryland's results more in line with other states and the OJJDP guidelines. This change has the benefit of increasing the number of youth included in analyses at this stage and yielding RRIs at the jurisdictional level. Our assessment results further suggest that reduction of DMC at this stage should target the especially high disparities evident in placements made to the most secure facilities located both in and out of the state.

RRI results of the secure confinement stage were presented in Chapter 2 using the limited criteria employed up to now in reporting statewide and jurisdictional data to OJJDP. We conducted analyses employing more inclusive criteria that encompassed all secure confinement centers (including all staff secure facilities). This has the dual benefit of yielding more RRIs for this stage than have been reported up to now²¹ and providing rates that are more in line with the criterion specified by OJJDP (and used nationally). The statewide results of this analysis show marked differences with those reported previously, with RRIs of 1.3 for African Americans and 1.5 for Latino youth, compared to 2.7 and 2.6, respectively. Only the RRI for African American youth in the new calculation is statistically significant, and this is likely due to the large number of youth included in this calculation (small differences can be significant when based on large sample or population numbers).

²¹ When the narrow security criterion is used, fewer youth can be included in the analysis, making RRI calculations inappropriate for all but the statewide analyses and for large groups in a few most populous jurisdictions.

With the exception of Anne Arundel County, jurisdictional RRIs for secure confinement could not be calculated previously. Using the new criterion, it was possible to calculate RRIs for African American youth in Anne Arundel, Baltimore, and Montgomery Counties. The Anne Arundel result was similar to that reported using the previous criterion, with a significantly higher placement rate (RRI = 2.20) for this group compared to White youth. Montgomery also showed RRIs approaching 2 for both African Americans (RRI = 1.79) and Latinos (RRI = 1.98); however, these differences with White youth were not significant. The RRI for secure confinement in Baltimore County for African American youth under the more inclusive criterion also showed no differences between this group and White youth (RRI = .92).

The statewide results are most notable here, revealing differences in levels of disparity in the secure confinement stage related to the placement criterion. It is evident that DMC among African American and Latino youth is greater in the most highly secure facilities. While disparities between African American, Latino, and White youth when lower security placements are included is by no means negligible, these results suggest that efforts targeted to disproportionate placement rates in the most secure facilities would have the most beneficial impacts with regard to DMC reduction.

DMC Program Assessment

Introduction

In this program assessment, we discuss the development of Maryland’s formal DMC activities shepherded by GOCCP, as well as efforts independent of GOCCP funding. The assessment begins with a description of the state’s role in DMC reduction, as formal efforts to reduce DMC in Maryland are centralized at the state level. Not only are there state-level policies, procedures, and programs that have a direct effect on DMC reduction, but the state stimulates local efforts through funding and technical support. Next we assess the county DMC committees and coordinators, which monitor and coordinate DMC activities in the five local jurisdictions that receive DMC funds from GOCCP, Baltimore City and Anne Arundel, Baltimore, Montgomery, and Prince George’s Counties. We also examine the programs that address DMC, directly or indirectly, in these jurisdictions. We describe the types of services provided by the programs, potential and actualized program impacts, and challenges to reducing DMC. In the final section of this chapter, we discuss DMC-relevant programming activities outside the DMC-funded jurisdictions, focusing on three counties with substantial minority youth populations: Charles, Wicomico, and Howard. In all areas of the assessment, we discuss key findings in terms of promising approaches as well as areas for improvement.

Data informing this qualitative assessment were derived from a variety of sources. A key resource was the local DMC coordinators, who provided feedback through in-person interviews, as well as phone and email contacts. Additionally, the DMC coordinators provided active and historical documents detailing local DMC reduction activities. Further information was collected through phone and email contacts with the state-level DMC coordinator and local/regional service providers. Additionally, we observed and participated in local DMC committees’ bimonthly meetings, as well as state-level meetings of the Juvenile Council and the DMC coordinators. These data collection activities were augmented with reviews of DMC literature.

Background/State Development of Coordinated Response

Key Findings

- GOCCP’s three-year plan articulates clear strategies for statewide DMC reduction.
- Implementation of the plan has been hampered by a lack of resources for statewide coordination.
- The DMC Program Specialist position has the potential to enhance the translation of statewide goals and objectives to the local jurisdictions and promote meaningful dialogue.

Recommendations

- The Juvenile Council and the DMC sub-committee should clarify the role of state-level support and mechanisms for information-exchange with the local jurisdictions.
- The Juvenile Council should enhance the statewide coordinator's role as disseminator of higher-order directives and programming strategies to the individual counties.
- GOCCP should analyze current program performance criteria to ensure that they embody nationally-recognized performance standards, are interpretable and allow for cross-county comparisons, and can inform strategies for improving program performance.

Maryland's State Advisory Group: the Juvenile Council

The Juvenile Grant Planning and Review Council oversees Maryland's DMC reduction activities. In 2005, the body was authorized to serve as Maryland's State Advisory Group, a designation required by the Juvenile Justice and Delinquency Prevention Act of 2002. As Maryland's State Advisory Group, the Juvenile Grant Planning and Review Council, henceforth referred to as the Juvenile Council, is a leader in statewide juvenile justice programming. The Juvenile Council develops Maryland's strategic three-year plans, which outline focal areas for juvenile justice reforms in the state. The Juvenile Council membership consists of juvenile justice experts and professionals, advocates, community members, juveniles, and individuals with first-hand experience in the juvenile justice system, either currently or historically. Currently, the coordinator of DMC activities at the state level is a member of the Juvenile Council.

The Juvenile Council and DMC Reduction

The Juvenile Council directs Maryland's DMC reduction funds through a combination of strategic plans, technical support, and monitoring. In the Juvenile Council's current three-year strategic plan, active from 2009 through 2011, DMC reduction was highlighted as one of four focal areas for juvenile justice reform, the others being aftercare/reentry, jail removal, and juvenile system improvements. The plan's DMC reduction strategy emphasized a "comprehensive, community-based systems of change approach" with key reference to the Annie E. Casey Foundation's Juvenile Detention Alternatives Initiative (JDAI) as a preferred statewide approach. Consistent with JDAI reforms, the Juvenile Council recommended that DMC reduction interventions target alternatives to detention, as well as diversionary interventions at the referral and secure confinement stages of the juvenile justice system. In addition to specifying targeted strategies, the Juvenile Council's DMC sub-committee outlined broader goals for DMC activities for 2009–2011, including law enforcement training, community engagement/education, and a review of the process of waiving youth into the adult system. Specific implementation strategies included the adaptation of one-day cultural competency police training developed in Connecticut, presentation of "DMC 101" training sessions for relevant community members and law enforcement personnel, and development of a plan for assessing juvenile waivers.

State-Level DMC Activities: the Statewide Coordinator

The organizational structure developed by the Juvenile Council's DMC reduction strategy includes a statewide DMC coordinator to facilitate local compliance with statewide goals and objectives, with the assistance of local DMC coordinators and committees in the five DMC-funded jurisdictions. Unfortunately, the full extent of the statewide coordinator's roles and responsibilities has been unrealized in recent years due to as budgetary gaps. Essential coordinator job functions were absorbed by DJS's Director of Best Practices in 2007. While the Director of Best Practices is the state DMC coordinator, her broad range of duties has resulted in only a half-time dedication to DMC reduction. Fortunately, the gap in resources for statewide coordination activities has been filled, starting in Fiscal Year (FY) 2011, with a DJS-funded DMC Program Specialist position. This part-time employee will work with the Director of Best Practices to organize statewide DMC reduction efforts. Originally, the state coordinator position, like the local coordinator positions, was funded by GOCCP. However, since 2007, state coordination has been the responsibility, informally, of DJS. As of 2011, DJS formally accepted the role of managing the statewide DMC coordinator.

Even with limited resources, the state DMC coordinator has served a pivotal role in advancing DMC reduction activities in Maryland. She directs quarterly meetings with the local coordinators to discuss DMC trends and reduction activities and to expose the local coordinators to the national dialogue and effective practices in other states' DMC reduction activities. The state coordinator also provides technical assistance on data-informed strategies and facilitates information sharing among local coordinators. Further, given that the state DMC coordinator is a member of both the Juvenile Council and its DMC sub-committee, she reports on local activities to the executive committees and disseminates executive decisions to the local coordinators.

Funding for DMC Reduction Activities in Maryland

GOCCP directs the largest pool of resources addressing DMC reduction activities in Maryland, based substantively on recommendations from the Juvenile Council. Not only is GOCCP directly contributing to DMC reduction through funds earmarked exclusively for such activities in the five DMC jurisdictions, but other funds, such as Juvenile Justice Assistance Grants, have been used to address DMC issues throughout the state. Another critical source of DMC reduction funds in Maryland has been the MacArthur Foundation and its Models for Change initiative. This initiative supports the national DMC Action Network, a source of technical and fiscal resource assistance to local partner jurisdictions. Since 2007, Baltimore City has been a partner jurisdiction, and in 2009, Baltimore and Montgomery Counties began receiving funds to implement a DMC data collection strategy known as the Burns Institute Level 1 data collection template. While not a recipient of funds, Prince George's County was adopted as a learning site in the DMC Action Network in 2007. Another source of national funding has been the Annie E. Casey Foundation, which provides resources for Baltimore City to serve as a replication site for their Juvenile Detention Alternative Initiative (JDAI).

In addition to providing funding and programming resources, the Burns Institute, in concert with the JDAI, has contributed to Maryland's DMC reduction activities by conducting assessments of relevant juvenile justice reform efforts in four jurisdictions, Anne Arundel, Baltimore, Montgomery, and Prince George's Counties. The Burns assessments were released in 2006 and have served as a critical resource for the direction of subsequent reform efforts.

Explanation of Key Findings

In its three-year plan, the Juvenile Council and DMC sub-committee have established goals, objectives, and standards of performance for DMC reduction activities across the state. What is encouraging about the three-year plan is that this high-level framework articulates clear-cut strategies and approaches to DMC reduction. Additionally, the plan is the product of consensus building across a broad and diverse swath of juvenile justice system stakeholders.

While Maryland has a high-level framework for DMC reduction, it continues to be challenged in translating that framework to local jurisdictions in the form of support and role clarification. In the Burns assessment of DMC reduction activities, the evaluators concluded that DJS' central office and GOCCP were unclear as to their roles and the types of supports that they could provide the local jurisdictions. Unfortunately, that critique of Maryland continues to hold merit. In particular, the lack of sufficient resources for statewide coordination has resulted, thus far, in limited implementation of the three-year plan. There are limited infrastructure capabilities and personnel to translate the high-level frameworks to the local coordinators or to provide the coordinators with feedback about the extent to which they are achieving either program-level objectives or goals related to the three-year plan. Current oversight activities involve the local coordinators submitting quarterly data and Grant Project Reporting performance reports, attending quarterly meetings with the statewide coordinator, and reviewing annual RRI calculations. With the advent of the DMC Program Specialist position, statewide DMC coordination activities have the potential to improve the translation of statewide goals and objectives to the local jurisdictions, as well as to promote a meaningful dialogue between policy makers and program specialists.

DMC Committees

Key Findings

- DMC committees are comprised of committed and enthusiastic members.
- DMC committee members receive little training for their positions, and their role and functions on the committee are not clearly defined.
- A key difference among the committees is leadership. In the counties where leadership is derived outside the Local Management Board, the power base of the committee is broader, allowing the committee access to more opportunities for DMC reform.

Recommendations

- DMC committees should receive training on DMC reform, how to discuss culturally sensitive issues, how to monitor programs, and special topics as they arise.
- Future DMC committees should be developed with a focus on promoting chairpersons who have influence across the major stakeholder agencies, such as a member of the Judiciary or a community non-profit leader.
- DMC committees should engage in active outreach efforts to promote inclusion of all key stakeholders and, if the committees are committed to including residents of the community, consider setting meeting times outside of business hours.
- The state DMC coordinator or DMC Program Specialist should be a member of the local committees.
- GOCCP should assist the committees' access to relevant program data in order for all the committees to more accurately monitor activities.

Starting in FY 2004, the five funded jurisdictions created local DMC committees, comprised of stakeholders involved in the juvenile justice system. The committees are responsible for developing, implementing, and monitoring local DMC reduction strategies. Within this section, we offer a brief description of defining characteristics and analysis of these committees.

Leadership. In Montgomery, Prince George's and Anne Arundel Counties, the DMC committees are led by the director of the Local Management Board. In Baltimore County, the DMC chair is from the judiciary, and in Baltimore City, the chair is the director of a local non-profit organization and a community activist. Additionally, in Baltimore City, the DMC committee includes a steering committee comprised of its most active and engaged members, who provide additional structure and guidance for committee activities.

Membership. The DMC committees are similarly comprised of representatives from stakeholder agencies including the Juvenile Court, the Public Defender's Office, the State's Attorney's Office, DJS, mental health and other service provider organizations, Local Management Board members, education officials, and local community program administrators. While the committees struggle to maintain the full range of stakeholders, they are missing only one or two key stakeholder groups, for the most part. For example, Baltimore City has been missing active police representation, and Montgomery County is challenged to find committed school officials. One exception is Prince George's County, which lacks the depth and breadth of membership found in the other jurisdictions. An additional distinction in membership across the committees is that the statewide DMC coordinator is an official member of only one of the DMC committees, Baltimore City. While she routinely attends the meetings in other jurisdictions, she is not a member of their DMC committees.

Member Roles. All of the DMC committees review local RRI data on disproportionate levels of contact, generate ideas about underlying causes for disproportionalities, and identify potential solutions. One distinction across the local committees' functions is whether the committee has oversight over DMC-funded programs. In Anne Arundel County, Baltimore City, and Baltimore County, the DMC committees monitor the DMC-funded programs but do not control their purse strings. In contrast, the DMC committees in Montgomery and Prince George's Counties award the funding to the DMC programs, in addition to monitoring their program activities. In Montgomery County, the DMC committee and coordinator require organizations seeking DMC funds to respond to requests for proposals, and ad hoc committees then decide on the year's funding recipients. In Prince George's County, the decision-making process is more informal, with the entire DMC committee reviewing a range of programs about which they are individually or collectively aware. Regardless of whether a committee distributes the county's DMC funds or merely monitors the programs, the committees review limited data related to the DMC programs' activities. Notable exceptions include the Notification Caller Project in Baltimore County and the PACT program in Baltimore City, wherein both programs collect and share with the DMC coordinators a wide range of data.

Attendance and Commitment. A striking theme across all of the five jurisdictions is that the DMC committee members are engaged and interested in being a part of the committee and in reducing DMC. Attendance rates at the monthly or bimonthly meetings hover above 75 percent on a consistent basis, and anecdotally, the coordinators report that the majority of members have been a part of the committees since their inception. At the same time, most of the members' contributions are limited to meeting attendance. The coordinators expressed that when members are asked to provide specific contributions, they do so willingly, but they are less likely to initiate or make proactive contributions to the committee.

Training. While individual DMC committee members may have received ad hoc training in the early years of the committees' formations, there is no standard introductory training protocol for new DMC committee members or any on-going training sessions for existing members. The coordinators pointed to specific challenges that could be overcome through appropriate training, including translating enthusiasm into action, overcoming reservations to discussing racially-sensitive topics, and negotiating different agency cultures. While the DMC committees receive no formal training, members of Baltimore City's DMC committee developed a stakeholder training for jurisdictions interested in forming DMC committees. This training highlights the importance of strategic formation of a DMC committee filled with influential community members who get things done.

Explanation of Key Findings

The five local DMC committees have many similarities. All of them are filled with key stakeholder agencies and individuals who are committed to reducing DMC. The committees have been very stable, with the majority of members active since 2003. Additionally, all of the committees discuss RRI data, but consult individual program data to a less common degree. Further, while the committee members are committed, their enthusiasm has little direction. They receive little training in their roles as DMC reduction reformers, and there are no clear expectations outlining members' contributions beyond attending meetings.

Key differences among the committees exist around leadership and their relationship to local DMC programs. In the counties where leadership is derived outside the Local Management Board, the power base of the committee appears broader, with the committees accessing other resources for DMC reform. For example, in Baltimore City, the chair of the DMC committee is also a co-chair of the Baltimore City Juvenile Justice Center (BCJJC), the State's largest detention facility. This affiliation has contributed to the local DMC coordinator having access to BCJJC to promote a DMC pilot project placing youth in schools after release from detention. Another distinction among the DMC committees is whether the committee has direct oversight over DMC funds; however, the committees with oversight power do not appear to impose greater accountability over program activities than those committees without oversight authority.

Finally, many of the findings from the Burns Institute assessment of four of the DMC committees (excluding Baltimore City) continue to resonate. The evaluators commented that all of the committees excluded non-traditional stakeholders, that some of the committees were missing key stakeholders (Montgomery County), that committee leadership should be considered from outside the Local Management Boards (Prince George's County), and that stakeholders should receive formal training (Anne Arundel County).

DMC Coordinators

Key Findings

- DMC coordinators are given a challenging task to promote reform but without institutional authority to create or modify programs in line with their mission.
- DMC coordinators do not receive consistent and comprehensive training for procuring, accessing, and analyzing data for monitoring the progress of DMC reduction programs.

Recommendations

- New DMC coordinators should receive formal introductory training that outlines their roles, responsibilities, and how to frame the DMC message.
- DMC coordinators should receive on-going training on facilitating action among their committees, framing the DMC message, and data collection, analysis, and interpretation.
- The DMC coordinators and committees should have access to DMC performance measure data from the DMC-funded programs.

To coordinate the DMC committees' reform efforts, GOCCP began funding local DMC coordinator positions in FY 2006. Since FY 2008, all five jurisdictions have had full-time coordinators managing DMC reduction activities within the localities. The historical development of the coordinators' positions, along with their responsibilities and levels of training, vary by jurisdiction. Within this section, we offer a brief description of these defining characteristics of the coordinators and provide recommendations for future efforts.

Position Description and Development. Across all of the jurisdictions, the DMC coordinator is an employee of the Local Management Board, with the LMB director being the coordinator's direct supervisor. In three of the jurisdictions, Baltimore City, Montgomery County, and Prince George's County, an individual was hired specifically to fill the DMC coordinator position. In Anne Arundel and Baltimore Counties, after the original DMC coordinators left their positions in 2008, the coordinator duties were absorbed into the position descriptions of the staff member who was already handling juvenile service programs for the Local Management Board. Similar to the statewide coordinator duties being absorbed into the position of DJJ's Director of Best Practices, the commingling of positions in Anne Arundel and Baltimore Counties emerged because of limited county resources. As of early 2010, the coordinators in Anne Arundel and Baltimore Counties have maintained these added duties for one and a half years. As of early 2010, the other coordinators have been employed for over two years (Prince George's County) and three years (Baltimore City and Montgomery County).²²

Roles and Responsibilities. DMC coordinators facilitate changes that will lead to reductions in DMC within their jurisdiction. Their power to influence change is rooted in their ability to coordinate the actions of their DMC committee and to coalesce support for DMC-reducing programs and strategies among the other juvenile justice system stakeholders in the community. A chief component of managing the DMC committee is to perform administrative duties. All of the coordinators schedule the regular (monthly or bimonthly) DMC committee meetings, distribute agendas for the meetings, and perform tasks as agreed upon by the committee.

Beyond administrative duties and assigned tasks, the daily functions of the DMC coordinator job varies tremendously across the jurisdictions. One reason for the variation is that the coordinators have distinct relationships with the DMC-funded programs. As mentioned in the DMC committee description, in two counties, Montgomery and Prince George's Counties, GOCCP funds the DMC programs indirectly, with the DMC committees serving as the direct funding source. In the other jurisdictions, the programs receive their funding directly from GOCCP, meaning that the relationship between the DMC-funded programs and the coordinator is informal and ad hoc. In Baltimore City, the relationship between the DMC coordinator and the DMC-funded program is quite strong, with the DMC coordinator and

²² Just prior to this report's publication, Montgomery County filled its DMC coordinator position which had been open for much of 2010. At the time of his departure, the prior coordinator had served in the position for over three years.

committee assuming oversight positions. In Baltimore County, that type of relationship exists with one of the DMC-funded programs. However, with at least one of the DMC-funded programs in Baltimore County, as well as in Anne Arundel County, the coordinators' access to the programs, as a program monitor, appears superficial.

Related to the tasks of program monitoring are data collection and analysis. Data inform the DMC coordinators and committees about the abilities of an individual program to affect outcomes for at-risk and delinquent youth, including youth of color. The coordinators play different roles in terms of data—roles that are strongly influenced by organizational structure, funding, training, and committee expectations. In Montgomery County, for example, the Local Management Board's Director of Research and Data sits on the DMC committee and is the data specialist for DMC in Montgomery County. None of the other jurisdictions has this type of resource. However, Baltimore City has the added resource of external funds from the MacArthur Foundation, which have supported the DMC coordinator being trained on more sophisticated data management techniques. Beyond specific resources, differences in the degree of attention that the coordinators place on data are a function of the DMC committees' expectations and interest in data. Additionally, the coordinators' use of data is also a function of their own comfort level with the data and how to interpret the data that are available to them.

Another differentiating role among the DMC coordinators is their level of engagement in education and advocacy within the community. Baltimore City stands out for the DMC coordinator's emphasis on using education and advocacy to promote DMC reduction. This coordinator has participated in media outreach campaigns, primarily through public service announcements, and made presentations to community members.

Training. The local DMC coordinators receive limited formal training as a group, with most training occurring on an ad hoc basis over the years. In terms of national training, all of the coordinators have attended several one- or two-day conferences sponsored by the Annie E. Casey Foundation, the Burns Institute, and OJJDP. Coordinators from three jurisdictions, Anne Arundel County, Montgomery County, and Baltimore City, attended the most intensive national-level training on DMC reduction, the Burns Institute Training. The Baltimore City DMC coordinator has had additional training through the MacArthur Foundation's Models for Change DMC Action Network.

Within the state, training and technical assistance are provided on a routine basis at the quarterly statewide coordinator meetings. These meetings include the occasional speaker, updates, and resource information from the statewide coordinator and provide a platform for local coordinators to share information. On occasion, the statewide coordinator calls a meeting of the local coordinators to get updates on their progress and discuss issues of common interest.

Beyond the periodic conferences and the quarterly statewide coordinator meetings, the local DMC coordinators receive little ongoing training. Further, there is no standard training protocol for new hires. Fortunately, the new DMC coordinators in Anne Arundel and Baltimore Counties were legacy employees of the Local Management Board and had participated in DMC activities and training in prior years. In addition to training, the coordinators expressed interest in receiving additional technical assistance with data and advocacy. The statewide coordinator is the only consistent source of technical assistance, particularly in relationship to DJS data and program information. However, even within the areas around which the statewide coordinator provides assistance, at least some of the local coordinators require a level of assistance that exceeds the capacity of the statewide coordinator.

Explanation of Key Findings

The DMC coordinators juggle several roles in finding support for DMC reduction efforts among a diversity of community stakeholders. All of them proficiently handle the administrative components of managing the DMC committees. However, their ability to move the DMC committee from a group that talks to a group that acts requires skills that are practiced to varying degrees of proficiency across the coordinators. Additionally, the coordinators are challenged to articulate a compelling DMC message to juvenile justice stakeholders in the community. Not only are the coordinators given challenging tasks, but they lack, for the most part, the institutional authority to create or modify programs. Further, while the coordinators are responsible for monitoring DMC-funded programs, generally they do not access the data necessary to determine the programs' effects on DMC. It is unclear whether the lack of access to data occurs because the programs do not authorize access to the coordinator, the programs do not collect the data, or the coordinators choose not to access the data.

Training is a shortcoming for DMC coordinators. Even the best-trained coordinator, the Baltimore City DMC coordinator, received most of her training through resources external to GOCCP. For example, all of the coordinators have access to youth-level data in DJS' ASSIST system, but most have not been educated about how to access the kind of data that would be useful for program assessment and development. Further, the coordinators are encouraged to use the complicated BI-Level 1 data collection tool, but, with the exception of the Baltimore City DMC coordinator, lack sufficient training on how to use the tool.

The shortages of meaningfully applied data and community partnerships are long-standing issues for DMC coordination in Maryland. In the original DMC assessment conducted by Burns Institute evaluators, their recommendations for improving DMC reduction programs included greater utilization of existing data, in order to better understand the effectiveness of current alternatives to detention and to create monthly detention utilization and management reports. Further, the evaluators suggested that the DMC coordinators collaborate with community partners to create opportunities for new alternatives to detention.

Types of DMC-Funded Strategies

Key Findings

- DMC coordinators and committees are typically engaged in two or three DMC reduction initiatives at a time.
- Prevention and early intervention programs do not typically receive DMC funds, as they are outside the focal area for DMC reduction efforts.
- Most local efforts focus on alternatives to detention, but this focus has not resulted in increased programming resources for even the most successful alternatives.
- There is substantial variation among referral sources for diversionary programs, suggesting that protocols for use have not been standardized across all of the stakeholders.

Key Findings (*continued*)

- Budget cuts have eliminated youth service coordination advocacy programs that provided support over many years to families of youth involved in the juvenile system.
- All DMC-funded jurisdictions have held, or intend to hold cultural competency trainings, but existing training sessions have not employed the Juvenile Council's recommended training components.
- Systems change strategies have been highly successful and cost-effective.

Recommendations

- DMC committees should consider including the full scope of DMC-relevant programs within their counties and not just those that receive DMC funds; doing so will improve coordination among the programs and make them more effective at DMC reduction.
- DMC coordinators and committees should focus on integrating and adapting into their DMC-reduction portfolio current programs, such as MST, FFT, and Community Conferencing.
- DMC committees should take stock of their portfolio of DMC-reduction strategies to ensure that they employ a spectrum of approaches to address DMC.
- DMC committees and coordinators should qualitatively assess whether a strategy is contributing to or failing to alleviate the causes of DMC. Questions to explore include: Does this strategy target specific risk factors associated with minority youth? Is this strategy indirectly biased against minority youth participation, through its eligibility criteria, geographic location, or lack of culturally competent programming?
- DMC committees should consider requiring DMC-funded programs to report the entire range of data elements necessary to perform comprehensive performance and outcome evaluations. These data should follow guidelines in the OJJDP's DMC Technical Assistance Manual.
- DMC committees should focus on potential avenues for promoting systems change strategies, a particularly cost-effective method for high impact.
- DMC coordinators should collaborate in producing school-based diversion programs, perhaps by sharing agendas or strategies for addressing school-related issues or by collectively developing or identifying a curriculum for training school-based police officers.

In this section, we offer analyses of the strategies intended to reduce DMC within the GOCCP-funded jurisdictions. Analyses are structured according to the categories of DMC-reduction strategies as presented in OJJDP's *DMC Technical Assistance Manual, 4th ed.* (henceforth referred to as the DMC Manual) and include the following:

direct service programs, which include prevention and early intervention, diversion, alternatives to detention, and youth service coordination advocacy programs;

training and technical assistance, which include cultural competency training and culturally competent programs; and

systems change.

We offer a description and analysis of the landscape of initiatives, organized by program type and according to impact and performance outcomes. We conclude this section with an explanation of the key findings.

We selected for inclusion in this section programs and initiatives receiving DMC funds, those identified by the DMC coordinators as being part of their DMC-reduction strategy, and a comprehensive group of programs we identified as being DMC-relevant. The narrative discusses DMC strategies across the five jurisdictions collectively; the reader may review individual programs, by county, in Appendix C. The reviewed programs are comprehensive and representative of DMC reduction activities across the five jurisdictions, but are not intended to reflect the entirety of juvenile programming for high risk youth. An additional caveat to this review is that some of the DMC-reduction strategies could be incorporated into multiple categories. Therefore, the groupings of the strategies are not meant to represent boundaries, but rather to aid in the conceptual organization of the strategies.

Direct Service Programs

Prevention and Early Intervention. Consistent with other states, most programs targeting high-risk youth in Maryland are delinquency prevention and early intervention programs (Hsia, Bridges, and McHall 2004). These programs are defined as interventions that address factors known to contribute to future delinquent behaviors, such as a lack of education or employment opportunities, with the goal of modifying behavior before it leads to a pattern of delinquency. In the OJJDP nomenclature, prevention initiatives target youth who are at risk for delinquency, while early intervention programs serve youth who have been arrested.

In Maryland, limited DMC funds target prevention programs. The only exclusively prevention-focused program supported by these funds is the Pen or Pencil program in Prince George's County. Pen or Pencil is a school-based program described by its operators as an alternative social studies curriculum focused on culturally relevant history and community service.

DMC funds support early intervention programs and police diversion programs, in particular. Starting in Baltimore County in 2007 and expanded to Anne Arundel County in April 2010, the Juvenile Offenders in Need of Supervision (JOINS) program diverts first-time, non-violent delinquents to a community service program. Mandated components of the program include anger management, and typically, community restitution. While the JOINS program in Baltimore County receives DMC funds, the program in Anne Arundel County is funded by the Annapolis Mayor's Office.

Within the five counties, many other prevention and early intervention programs exist outside of the purview of DMC funding, some supported by GOCCP and others from alternate resources. Highlights of these include the Youth Empower Services (YES) program, an afterschool program in Anne Arundel County that includes a structured curriculum, homework, therapy, and community service; and Prince George's County's Delinquency Prevention Project, targeting reductions in delinquency among the Latino population.

Diversion. Diversion programs typically target youth who have been arrested for minor offenses, removing them from the traditional court system and processing their cases through informal means, often employing restorative justice forums. A popular diversion program is Teen Court, which allows non-violent delinquents to have their cases heard by a jury of their peers. Sanctions administered by teen courts involve restorative justice activities, focused on harm reduction and community building. In Maryland, DMC provides partial funding for the Teen Court in Anne Arundel County, but the teen courts in Montgomery County, Baltimore City, and Prince George's County operate independently of DMC funds. Although GOCCP funds the Teen Court coordinator in Prince George's County, this program is not considered to be part of the DMC-reduction initiative.

Another diversion program is community conferencing, which currently operates in Baltimore City and Montgomery, Prince George's, and Baltimore Counties, and is in the developmental stages in Anne Arundel County. This restorative justice program centers on conflict resolution through conferencing sessions involving all parties affected by the triggering incident; sessions are moderated by a trained facilitator. The outcome of the conferencing sessions is a contract outlining the restoration activities that the juvenile (or juveniles) who prompted the incident has agreed to complete. Community Conferencing's formal connection to DMC reduction in the five jurisdictions is limited to the addition of a community conferencing representative to the Baltimore County DMC committee in June 2010. Primarily through federal Juvenile Justice Assistance Grants, GOCCP has provided partial funds to community conferencing in most of its operating jurisdictions.

Alternative to Detention. Alternative to detention (ATD) programs divert juvenile offenders from secure detention facilities and place them in community-based supervision programs that provide avenues for rehabilitation and access to social services within the community.²³ In addition to providing juveniles with greater access to social resources, ATDs divert less serious offenders from overburdened juvenile confinement facilities. In Maryland's 2009–2011 strategic plan, the Juvenile Council identified alternatives to detention as being a primary focus for DMC reduction activities. Consistent with this message, the predominant focal area for the DMC committees and coordinators across the state has been on DMC reduction through alternatives to detention.

Maryland embraces the Annie E. Casey Foundation's Juvenile Detention Alternatives Initiative (JDAI) as the preferred statewide approach to reducing the use of detention, with Baltimore City leading that effort as an official JDAI site. Baltimore City's JDAI DMC program is the Pre-Adjudication Coordination and Training (PACT) Evening Reporting Center, a recipient of OJJDP's Best Practice Award in 2009. Operational since 2007, PACT is an ATD program in West Baltimore for court-referred male juveniles awaiting adjudication. The program centerpiece is an individualized service plan comprised of four dimensions of service including employment and schooling, social life, program progress, and staff recommendations. The other county with a DMC-funded Evening Reporting Center is Prince George's County. This program, operating in the southern part of the county, also targets court-referred pre-adjudicated males and offers a range of prosocial skill development activities.

The other ATD programs in Maryland are primarily community detention (CD) enhancements. DMC funds support a CD-enhancement project in Montgomery County, the Alternative to Detention Wraparound Program. This program is a hybrid of direct services, community detention, and advocacy, with a team of professionals and family members producing a coordinated social service plan for youth on CD. In Baltimore County, the DMC committee is similarly focused on enhancing community detention (and thus expanding use of CD) through advanced resource coordination. However, in Baltimore County the coordination efforts are managed by a single case worker, rather than a team as in Montgomery County.

Youth Service Coordination Advocacy Programs. Youth service coordination advocacy programs aim to assist juvenile offenders and their families in navigating the juvenile justice system and in obtaining the appropriate legal and social services. These programs do not involve direct interventions or supervision services, but link families to community service networks or provide families with case

²³ According to the DMC Manual, ATDs are part of a broader category of diversion programs, entitled Alternatives to Confinement (ATC). ATCs encapsulate diversion programs at the post-, as well as pre-, adjudication stage. However, within Maryland, ATD is the common lexicon used, whether as an alternative to detention or confinement.

management. Advocacy programs are common recipients of DMC funds in Maryland. As mentioned above, community detention enhancement projects in Montgomery and Baltimore Counties are hybrid direct service programs, linking ATDs with advocacy. In addition to CD enhancements, Montgomery County's DMC committee also supports another advocacy program, Families Linked to Advocacy and a Variety of Resources and Supports (FLAVORS). The FLAVORS program links parents of youth involved in the delinquency system with support services and provides logistical assistance, such as linking them with transportation options. Other youth service coordination advocacy programs in Montgomery County include Linking Youth with Diversion Options and MoCo ALL STARS, a peer-to-peer network to help youth navigate life challenges.

Another youth service coordination advocacy program is the Education Placement Team in Baltimore City. In this unfunded initiative co-directed by Baltimore City's DMC committee and the DMC Action Network, a committee of juvenile justice stakeholders coordinates the transition of youth from detention to an appropriate educational environment within the community. Based on preliminary successes, this initiative will be shared with other jurisdictions around the state in FY 2011.

Training and Technical Assistance

Cultural Competency Training. Cultural competency training seeks to reduce DMC by educating stakeholders on the traditions and practices of other cultures. Through recognition of the cultural barriers that lead to unintentional bias, juvenile justice stakeholders can more effectively relate to and understand the behaviors of youth in their communities. Cultural competency training is a targeted strategy identified in the Juvenile Council's 2009–2011 plan. Consistent with the plan, all of the DMC jurisdictions have either sponsored a cultural competency training session or are making future plans to do so. Prior activities include two cultural competency training sessions in Prince George's County, targeting enhanced police understanding of youth culture. Anne Arundel County's DMC coordinator facilitated a cultural competency training session for juvenile justice stakeholders in fiscal year 2010. In Baltimore City, the DMC coordinator and select DMC committee members provide ongoing "DMC 101" presentations to juvenile justice stakeholders. Additionally, they have conveyed this message through public service announcements distributed in television, print, and radio media outlets. With support from GOCCP and the Juvenile Council's DMC Subcommittee, the Baltimore County DMC committee is pursuing the integration of Connecticut's "Effective Police Interactions with Youth" curriculum into local police training sessions. With both "DMC 101" presentations and Connecticut's police training curriculum highlighted as recommended strategies in the Juvenile Council's plan, Baltimore City's and Baltimore County's DMC committees are actively engaged in their implementation.

Culturally Competent Programming. Culturally competent programming refers to the degree to which the direct service programs are designed to engage youth through culturally relevant programs. Within the five jurisdictions, the DMC committees and coordinators have been attentive to the cultural relevancy of their DMC programs, particularly among the alternative to detention programs, PACT and Evening Reporting Centers in Baltimore City and Prince George's County. There is less evidence of the extent to which the police diversion program JOINS and the Teen Court programs adapt their programming to be relevant for minority teens.

Systems Change

Systems change refers to the development or modification of policies or procedures to reduce biases in the juvenile justice system that disproportionately affect minority youth. All of the DMC committees contributed to a major systems change developed by DJS, the Detention Risk Assessment Instrument (DRAI). The DRAI is a standardized tool used by DJS to help inform their decision to detain a youth if the juvenile court is not in session and the detention recommendation made to the Court. DJS tailored elements of the DRAI to local jurisdictions, and the DMC committees provided feedback on the development of their jurisdiction's instrument. The Montgomery County DMC committee assumed a greater role in this systems change initiative, making more substantive changes to the DRAI instrument.

Other systems change efforts have focused on expediting youths' processing and transition through the juvenile justice system. In Montgomery County, the DMC committee facilitated a work group to ensure that the police department submits paperwork to DJS in a timely manner for expeditious movement through case processing. The committee also contributed to the development of a new policy mandating that youth on Community Detention are processed as speedy trial youth, meaning case resolution occurs within 30 days. Another process change was developed by Baltimore City DMC committee members, within the Education Placement Pilot Project. This program aims to implement a statewide mandate that youth are placed in an appropriate educational environment within five days of release from detention.

Of all the systems change initiatives, the most clearly successful is the writ protocol policy and Respondent Notification Program in Baltimore County. This intervention, the recipient of the Achievement Award from the National Association of Counties in 2008 (Department of Juvenile Services, 2008), was developed by the DMC committee in 2007. The new writ protocol policy includes the prevention protocol called the Respondent Notification Program, as well as a two-phased intervention protocol for arraignment cases. The goal of the new policy is to reduce juvenile detentions due to issuances of writ warrants for failures to appear (FTA) at court hearings. The Respondent Notification Program involves a DMC-funded staff member contacting parents/guardians to remind them of their youths' impending court appearance. Should the youth fail to appear for the scheduled court appearance despite the phone call reminder, the first phase of the intervention protocol stipulates that a writ will not be issued against the youth unless the Court deems otherwise. However, should the arraigned youth fail to appear for the rescheduled court appearance or if the youth was originally scheduled for a trial and fails to appear, the Court will either invoke the standard writ authorizing secure detention or a writ with authorization to release the youth upon arrest to the custody of parents or guardians.

Outcomes of DMC Strategies

The Imprecision of RRIs

The ultimate measure of success for a DMC strategy is reducing a county's DMC rate. However, a strategy's success in reducing DMC is not necessarily reflected in the county's RRI. Given that strategies involve varying levels of resources per youth served, the ability of a strategy to independently influence a county's RRI varies by type of strategy. For example, one alternative to detention program, the PACT program in Baltimore City, reaches only a small portion of the City's youth at the diversion stage and, consequently, may not have a significant effect on the diversion or detention stage RRIs. In contrast, a systems-change initiative, such as the writ policy in Baltimore County, has a greater capacity for comprehensive change and a measureable improvement in the RRI.

Even if an individual strategy is effective in serving the entire targeted population, the strategy's success could potentially not translate to an improvement in RRIs. The DMC Manual describes at least eight different mechanisms that may contribute to or cause DMC, and while a successful strategy will address at least one of these factors, other factors causing DMC at that particular stage may remain unaddressed. This means that a successful intervention could be reducing DMC during the same time period that other DMC factors increase in prevalence, thereby masking the intervention's success at reducing disproportionalities. A hypothetical example involves measuring the effect of an alternative to detention program on reducing recidivism during stressful economic times. While the program may address the DMC factor of differential opportunity for prevention and treatment, it does not address the indirect effects of the economic downturn's disproportionate effect on minority populations. To begin to differentiate a strategy's effects given the compounding nature of the multiple causes of DMC, evaluators can employ sophisticated statistical analyses, but these types of analyses require extensive amounts of data and technical expertise, and ultimately cannot control for all the possible factors that may affect a disproportionate outcome.

Despite the caveats involved with using RRIs to measure the success of DMC-reducing strategies, RRIs are useful for identifying focal areas for targeted interventions and for determining whether a county's collective approach to DMC reduction is having the intended effects. More valid ways to evaluate an individual strategy's success include measuring its direct impacts on the targeted population and program performance.

Direct Impacts of Strategies

Given the limitations of RRIs as the measure of success for DMC reduction strategies, evaluators must rely on other outcome measures, such as a program's success in achieving indicators of performance (e.g., participant retention, completion) and the impact of the program or larger system change strategy on the individual participants. Further, because DMC strategies have the added goal to reduce racial disparities independent of individual participant outcomes, another gauge of success is a qualitative and quantitative assessment of a particular strategy's level of congruence with mechanisms contributing to DMC.

In this section, we detail the range of indicators necessary to determine the DMC reduction strategies' success in terms of performance measures, impact on participants, and cultural sensitivity. Because of data limitations, we provide only preliminary assessments of these measures for Maryland's DMC strategies.

Assessing Impacts. The impact of a DMC-reduction strategy depends upon the type of intervention. For direct service interventions, such as prevention, early intervention, or diversion programs, impacts can be measured through traditional quantitative indicators. According to the DMC Manual, program success should be measured by the following indicators: program youth recidivism; program youth change in targeted behavior; program completion rates; program staff that are minority; participant family's satisfaction with program; youth participant's satisfaction with program; and non-program personnel's increased awareness of program areas. For training and technical assistance strategies, as well as systems change initiatives, indicators of success are individually tailored with the intended outcomes typically motivating the design of the strategy. For all strategies, impacts are measured in terms of effects on minority youth, in addition to all affected youth. Table 4.1 describes the indicators of success that the DMC committees and coordinators have specified for their various DMC-reduction strategies. In

contrasting this list with the OJJDP recommended indicators of success, there are several notable omissions including youth and parent satisfaction with the direct service programs, non-program staff's increased awareness of program area, and the proportion of program staff that are African American, Latino, or members of another minority group.

Table 4.1. DMC Reduction Programs' Indicators of Success, by Type of Strategy and County

Type of Strategy	Program Name	Indicators of Success
Prevention and Early Intervention		
Anne Arundel County	Youth Empowerment Service (YES)	<ul style="list-style-type: none"> • Enhanced school performance • Increase in the number of referrals to the program • Expansion to new jurisdictions
Prince George's County	Pen or Pencil	<ul style="list-style-type: none"> • Reduced behavior that leads to contact with the juvenile justice system • Increase in students' knowledge of cultural heritage
Diversion		
Anne Arundel County	Teen Court	<ul style="list-style-type: none"> • Successful completion of sanctions, which leads to diversion from DJS • Low rates of recidivism among participants
	Juvenile Offenders in Need of Supervision (JOINS)	<ul style="list-style-type: none"> • Connection of youth to social services • Increase in participant self-esteem • Successful completion of program • Low rates of recidivism among participants
Prince George's County	Neighborhood Youth Panel	<ul style="list-style-type: none"> • Successful completion of sanctions, which leads to diversion from DJS • Low rates of recidivism among participants
Alternative to Detention		
Baltimore City	PACT Evening Reporting Center	<ul style="list-style-type: none"> • Adherence to service plans and completion of program • Low FTA rates during program • Low rates of recidivism among participants
Montgomery County	Alternative to Detention Wraparound Program	<ul style="list-style-type: none"> • Increased referrals to social services for youth and families • Successful completion of program • Low rates of recidivism among participants
Prince George's County	Evening Reporting Center	<ul style="list-style-type: none"> • Reduction in the likelihood of rearrest while participants await their hearings • Increased life skills • Decreased FTA rates

Continued on next page

Table 4.1. DMC Reduction Programs' Indicators of Success by Type of Strategy and County
(continued)

Type of Strategy	Program Name	Indicators of Success
Youth Service Coordination Advocacy		
Baltimore County	Community Detention Enhancement Project	<ul style="list-style-type: none"> • Increased numbers of youth placed in school upon reentry into the community • Smooth administrative transition between the detention facility and school
Montgomery County	Families Linked to Advocacy and a Variety of Resources and Supports (FLAVORS)	<ul style="list-style-type: none"> • Increased referrals to social services for youth and families • Increased parental involvement
	Linking Youth with Diversion Options	<ul style="list-style-type: none"> • Increased diversions from DJS • Increased referrals to social services for youth and families
	MO County ALL STARS	<ul style="list-style-type: none"> • Increased work, school, and life skills • Increased mentor-mentee relationships among participants
Systems Change		
Baltimore City	Education Placement Team	<ul style="list-style-type: none"> • Increased referrals to social services for youth and families • Increased parental involvement
Baltimore County	Writ-protocol policy/ Notification Caller Project	<ul style="list-style-type: none"> • Decreased FTA rates at court hearings • Decreased detention rates due to writ-warrants

Currently, with a few notable exceptions, the DMC committees and coordinators do not avail themselves of the quantitative data necessary to evaluate the impacts of their strategies. Indeed, Maryland is similar to other states that have attempted to measure impacts of DMC-reduction strategies, only to determine that a lack of data precluded a proper outcome evaluation (Richardson et al., 2008). Some of the data necessary for an evaluation is being collected by some of the DMC reduction interventions. For example, for DMC-funded prevention programs, GOCCP requires the program to submit data on the number of program youth who changed targeted behaviors. GOCCP also requires that DMC-funded intervention programs submit data on youth recidivism rates. Unfortunately, the data collected on DMC-funded programs are not sufficient to measure the impact of the interventions on DMC reduction. This is due to both an incomplete number of indicators as well as a lack of consistency across the programs about how indicators are defined. Further, given that many of the DMC-reduction strategies within a county do not receive DMC funds from GOCCP and, consequently, are not subject to their reporting requirements, it is not possible to ascertain the collective impact of the DMC reduction efforts within the five jurisdictions.

That being said, two DMC-funded strategies report outcome data that are more comprehensive than the data reported by their counterparts. The two programs with more extensive data are the PACT program in Baltimore City and the Respondent Caller Notification Program in Baltimore County. As disclosed in Table 4.2 (next page), the PACT program reports that approximately 80 percent of the

program youth completed the PACT program between FY 2008 and 2010 without violating the terms of their release, and over 98 percent of program youth appeared for their court hearings (more detailed information on the PACT program can be found in Farrell, Young, & Betsinger, 2010).

Table 4.2. PACT Program Findings. FY2008-2010

Juvenile Participant Information	
Total Participants	401
Gender – Male	100%
Race – African American	99.5%
Program Outcomes	
Mean Length of Stay – days	26
Violations	20.9%
Failures to Appear at Court Appearances	1.5% (6)
Detentions between Program Admission and Release	13.5% (54)

Data compiled by the Baltimore County DMC coordinator show that the Respondent Caller Notification Program has had similar success with motivating youth to attend their court hearings. At the time of the program’s inception, 37.8 percent of detention admissions were due to writ-FTAs. By March 2010, that proportion had dropped to 5.1 percent. While this program has been enormously successful, its impact on reducing the disproportionate representation of minorities at the detention stage is less clear. While the number of detention admissions for writ-FTAs declined for both black and white youth from January 2008 through September 2009, the proportion of detention writ FTAs by race remained consistent, with 70–80 percent of these youth being African American and 20–30 percent of the youth being white.

Strategy Performance. Performance indicators employed in DMC assessment vary depending upon the type of strategy. However, the overarching focus is to include measures identified by prior research to be associated with successful outcomes. In terms of direct service interventions, the *DMC Manual* highlights program performance indicators including number of youth served and length of stay in program, as well as attention to staff training, planning activities, assessment studies, data improvement projects, objective decision-making tools, and policies and procedures manuals. As with the collection of indicators of outcomes, the DMC committees and coordinators review a small selection of program performance variables. One important performance variable, number of youth served, is displayed in Table 4.3 (next page). Not only is the number of youth served important to measuring the potential impact of an individual program, but it allows the coordinators and committees to assess the relative impact of one intervention strategy compared to another, as well as the collective reach of their programs.

Measuring Anticipated Impacts on Minority Youth. In addition to program outcomes and performance, DMC reduction strategies can be evaluated based upon whether the strategy is addressing at least one of the contributing mechanisms of DMC. In the *DMC Manual*, there were eight mechanisms highlighted, with those of particular relevance to DMC-reduction programming including differential behavior; mobility effects; indirect effects (socio-economic and environmental conditions); differential opportunity for prevention and treatment; differential processing or inappropriate decision-making criteria; and legislation, policies, and legal factors.

For direct service programs, important areas of focus in reducing DMC include differential opportunities for prevention and treatment and differential processing due to decision criteria. Research has found that certain eligibility criteria disproportionately exclude youth of color. For example, Leiber (1994) found that minority youth are less likely to admit guilt, so programs that require youth to admit guilt are likely to exclude minority youth disproportionate to majority youth. In Table 4.4 (next page), we show eligibility criteria for the DMC-reducing programs in the five jurisdictions. Program criteria are shown in bold if prior research has linked the criteria to causing DMC.

In Montgomery County, the Wraparound with Community Supervision program is an example of a program targeting underlying causes of DMC. In 2002, the Montgomery County Commission on Juvenile Justice issued the *Report on Minority Overrepresentation in the Juvenile Justice System*, identifying four underlying factors contributing to DMC in Montgomery County including racial and attitudinal bias, higher rate of minority offending, lack of assistance provided to families in crises, and lack of appropriate programs. The Wraparound program was subsequently created to address these underlying issues while ensuring youth of color would not be excluded due to constraining eligibility criteria.

Table 4.3. Number of Youth Served by DMC Reduction Strategies within Maryland by Jurisdiction and County

Jurisdiction	Program	Number of Youth Served on Average in FY 2010
Anne Arundel County	Juvenile Offenders in Need of Supervision (JOINS)	140
	Teen Court†	200
	Youth Empowerment Service (YES)	65
Baltimore City	Education Placement Team	All youth leaving secure detention are eligible
	PACT Evening reporting Center	134
Baltimore County	Community Detention Enhancement Project	All youth mandated to CD are eligible
	Juvenile Offenders in Need of Supervision (JOINS)	1,199
	Notification Caller Project	3,250
Montgomery County	Alternative to Detention Wraparound Program	50*
	Families Linked to Advocacy and a Variety of Resources and Supports (FLAVORS)	96
	Linking Youth with Diversion Options	200
	Teen Court†	200
Prince George's County	Delinquency Prevention Project†	258
	Evening Reporting Center (Southern Jurisdiction)	96
	Experience Learning Projects/Mentoring to Manhood†	96
	Neighborhood Youth Panel	50*
	Pen or Pencil	200–250
	Teen Court†	38

*Number of families

† Program not officially designated as a DMC-reduction initiative

**Table 4.4. Program Eligibility for DMC Reduction Strategies
within Maryland by Jurisdiction and Program**

Jurisdiction	Program	Eligibility Criteria
Prevention and Early Intervention		
Anne Arundel County	Youth Empowerment Service (YES)	<ul style="list-style-type: none"> • Referred through DJS • First time, non-violent offender • Deemed by the courts as being in need of supervision
Prince George’s County	Pen or Pencil	<ul style="list-style-type: none"> • Member of participating school district or organization
Diversion		
Anne Arundel County	Teen Court	<ul style="list-style-type: none"> • Charged with a minor crime • First offense • Admits guilt • All parties involved (and their parents) agree to participate
	Juvenile Offenders in Need of Supervision (JOINS)	<ul style="list-style-type: none"> • First-time, nonviolent offender • Arrested for misdemeanor • Admits guilt • Victim agrees to the diversion • Judged to have a good attitude
Baltimore City	PACT Evening reporting Center	<ul style="list-style-type: none"> • Court-ordered to attend • Agrees to electronic monitoring • Male
Baltimore County	Juvenile Offenders in Need of Supervision (JOINS)	<ul style="list-style-type: none"> • First time, non-violent offender or other youth deemed by the police to be in the early stages of delinquency • Arrested for misdemeanor • Admits guilt • Victim agrees to the diversion • Judged to have a good attitude
Prince George’s County	Neighborhood Youth Panel	<ul style="list-style-type: none"> • Referred to the program by DJS
Alternative to Detention		
Montgomery County	Alternative to Detention Wraparound Program	<ul style="list-style-type: none"> • Preadjudicated and adjudicated youth • Emphasis on minority youth arrested for misdemeanor offenses
Prince George’s County	Evening Reporting Center	<ul style="list-style-type: none"> • Pending court hearings • Male

Another criterion for evaluating the potential for a strategy to reduce DMC is whether the strategy is linked to evidence-based or promising practices in DMC reduction. In terms of direct service, there are scientifically established characteristics of successful programs. Key descriptors of successful programs include holistic, intensive and individualized treatment plans that are strength-based and allow for frequent feedback to youth, both positive and negative. The research finds that these types of programs are oriented to be culturally responsive to the youth’s environment and have committed and enthusiastic staff; programs that operate outside the formal juvenile justice system are also more likely to be effective.

Explanation of Key Findings

Types of DMC Strategies

Overview. Local DMC efforts in Maryland are concentrated around the Juvenile Council's targeted stage of intervention, which is detention. The majority of DMC-funded programs focus on community-based detention alternatives, either in the form of direct service provision or youth service coordination advocacy programs enhancing community-based options. At the same time, the concentrated attention and awareness of DMC in Maryland at the detention stage of the juvenile justice system has not translated to discernable increases in programming resources for ATDs, or in any other DMC reduction programming, for that matter. Given that more successful interventions include descriptors such as intensive, holistic, and individualized, the lack of sufficient funding necessarily results in either inadequate implementation or a very small number of youths served per program. In Maryland, the programs typically favor fidelity of implementation over quantity of youth served.

Additionally (and likely due, in part, to resource constraints), the DMC committees and coordinators oversee a small number of activities, averaging two to three strategies per county. The small number of strategies makes it challenging for the committees to employ a diversity of DMC reduction tactics in addressing the different causes of DMC.

Further challenging local efforts to maximize resources is the lack of coordination between the different counties in adapting and sharing their respective strategies. For example, Baltimore City is the only county actively engaged in outreach work through their "DMC 101" training. Given that this program is endorsed by the Juvenile Council as fulfilling a statewide DMC objective, it would seem to make sense for all of the DMC-funded counties to be employing this strategy.

Prevention and Early Intervention Programs. Prevention and early intervention programs target the arrest stage of DMC, but because this is not the focal area for DMC reduction in Maryland, these types of programs do not typically receive DMC funds. Most prevention and early intervention programs lie outside the purview of the DMC coordinators, except in Baltimore and Anne Arundel Counties, where the coordinators oversee these programs as part of their broader duties.

Diversion Programs. Not only do local jurisdictions focus current resources on diversion programs, but diversion programs are on the forefront of future DMC-reduction activities across the five jurisdictions. In particular, the DMC coordinators are focused on school-based diversion programs and the alternative dispute resolution strategy of community conferencing.

Alternative to Detention. Alternatives to detention and advocacy services linked to community-based detention are the most common recipients of DMC funds in Maryland. Maryland's most lauded DMC reduction program is the ATD program PACT. Even with its recognized success, PACT has encountered difficulties in embedding itself within the juvenile justice system in Maryland. In the recent PACT evaluation, researchers found that PACT was largely reliant on a single Master for Juvenile Causes making referrals to the program. Further, the protocol employed by DJS in recommending candidates for PACT usually rests with one DJS intake staff member. Therefore, the number of program admittees is directly correlated with the availability of either of these officials to make the necessary referrals.

Another troubling sign for ATDs in Maryland is the limited resources expended on them. Since 2007, the state has had the goal of statewide adoption of the JDAI initiative. An important first step to statewide adoption was the implementation of a validated detention risk assessment instrument, the DRAI. However, the capacity to divert youth to ATDs has not grown. Even the PACT program cannot

find fiscal support to replicate itself on the east side of Baltimore or to extend services to female delinquents. In a 2007 report, Governor O'Malley's Transition committee for Juvenile Services indicated that the JDAI initiative has not been more successful because of a failure to shift resources to community-based alternatives (O'Malley-Brown Transition Workgroups, 2007). Given that there has been no expanded funding to detention alternatives beyond Evening Reporting Centers in Baltimore City and Prince George's County, it appears that this critique is still relevant.

Youth Service Coordination Advocacy. All of the DMC-funded jurisdictions recognize the importance of youth service coordination advocacy programs in helping families navigate the juvenile justice system and increasing access to alternative programs. While the DMC coordinators and committees value advocacy programs, recent budget cuts have eliminated important ones, including Baltimore City's Community and Family Resource Center (CFRC). From 2005 through 2009, over 4,440 cases were referred from DJS to CFRC, which served as a resource center for all families coming into contact with the juvenile justice system. In addition to providing support groups for the families and referrals to other services, the CFRC staff contacted parents who expressed unwillingness or inability to pick up their detained children. Since the CFRC closed, the DMC coordinator reports that detentions have increased due to parents' refusing or being unavailable to pick up their children. Attentive to this emerging problem, the coordinator has facilitated the JDAI Executive committee adding Parental Refusal and Unavailability as a priority area of focus for the upcoming year. In recent months, Baltimore City has also lost funding for the Wraparound aftercare program. An additional budget cut occurred in Baltimore County, which lost funding for the Community Detention Resource coordinator for FY 2011.

Cultural Competency Training. In step with the Juvenile Council's interest in cultural competency training as a statewide focal area, all of the DMC jurisdictions have either sponsored or are researching the adoption of cultural competency training. For the jurisdictions that have already conducted cultural competency training with police officers, it appears that future trainings would be enhanced by targeting specific interactions with youth, such as within the school environment. The Juvenile Council has identified a validated cultural competency training for police in the most recent 3-year Plan, and one county, Baltimore County, has expressed commitment to adopting it.

Another area of cultural competency is community outreach. Baltimore City stands out for its commitment to communicating the "DMC 101" message to the public. Because Baltimore City is a majority-minority jurisdiction, articulating a DMC message to the community is particularly important.

Systems Change. Systems change efforts have occurred in Baltimore City, Baltimore County, and Montgomery County. Perhaps the most successful of all the DMC strategies is the writ protocol policy/Caller Notification Program in Baltimore County. At the program's inception in 2007, close to 40 percent of all detentions were due to writ FTAs. Three years later, that proportion reduced to 5 percent. Not only has this initiative demonstrated the power of a DMC committee to effect change, but also that systems changes do not necessarily require substantial fiscal resources. The more critical resources upon which systems change initiatives rest is the power and expertise of the DMC committees.

Impact of DMC Reduction Strategies

The impact of Maryland's DMC strategies on reducing DMC is uncertain. Part of this uncertainty is due to the imprecision of the RRI, but it is also due to a lack of systematic program impact and performance data. Linking DMC strategies to measurable reductions in RRIs has two major challenges. First, most of Maryland's DMC strategies affect too few youth to result in a statistically significant

change in a county's RRI. Secondly, an individual DMC strategy will not likely address all of the potential causes of DMC, making it very difficult to isolate the strategy's independent effects on DMC.

Not only are available data too limited to determine a DMC strategy's effects on reducing DMC, but the data are also too limited to measure direct service programs' performance and effects on the population served. DMC experts have identified a range of indicators for defining successful interventions. However, Maryland's DMC-funded direct service interventions do not systematically collect or report the majority of these indicators to the DMC coordinators. There are a few notable exceptions, including the PACT program in Baltimore City and the Caller Notification Program in Baltimore County, both of which report sufficient data to inform some impact analyses. Evidence suggests that both of these programs have been successful in reducing adolescent detentions, although the differential impact of these programs, in terms of also reducing DMC at the detention stage, is unconfirmed.

Beyond reliance on quantitative measures to determine the impacts of a strategy on DMC reduction, evaluators can also qualitatively assess performance based upon a strategy's level of congruence with factors contributing to DMC. These qualitative dimensions assess how a strategy's impact differentially affects minority youth. Questions motivating this assessment include:

Does this program or intervention target specific risk factors associated with youth of color?

Is this program or intervention indirectly biased against minority youth participation, through its eligibility criteria, geographic location, or lack of culturally competent programming?

DMC Activities Outside the Funded Jurisdictions

In this section, we offer analysis of strategies currently used in Charles, Howard and Wicomico Counties. Qualitative data were collected through interviews with representatives of the three counties' Local Management Boards, Sheriff's Departments, and community-based treatment providers. The narrative provides an overview of the DMC-relevant strategies across the three jurisdictions; the reader may review the complete list of individual programs, by county, in Appendix C.

Funding

Funding for DMC-relevant strategies is derived mostly from state and local entities such as the Local Management Boards, Sheriff's Departments, Howard County's Office of Children's Services Local Children's Board, private foundations and businesses, the Governor's Office for Children's Care Management Entities (CME), and DJS.

Type of Strategies: Direct Service Programs

Key Findings

- Prevention and diversion programs operate in all three counties and are typically joint efforts among the public schools, public libraries, county health departments, Sheriff's Offices, and the Courts.

Key Findings

- The DMC-relevant direct service programs share common goals to either prevent or divert youth from engaging in negative social behaviors with objectives ranging from re-engaging youth in school to diverting first-time teen offenders from a pattern of criminal behavior.
- Alternative to detention and advocacy programs exist in two of the three counties.

Recommendations

- Charles County should consider whether a diversion program for at-risk youth is needed.
- Howard County should explore the possibility of implementing advocacy services similar to those offered to families in Charles and Wicomico Counties.

Prevention and Early Intervention. The prevention programs operating in the three counties share common goals to prevent youth from engaging in negative social behaviors that include drug use, truancy, and violence with the objective to teach youth skills needed to appropriately manage stress and anger, deal with consequences of behavior, make appropriate decisions, and turn down drugs and alcohol. Prevention programs operating in the three counties are joint efforts between the public schools and the public library, County Health Department, Sheriff’s Department, or Court system. Examples of such programs are the Charles County Public Schools and Sheriff’s Office Summer Camp, Drug Abuse Resistance Education (D.A.R.E.) Program, and Just Say No Camp; Howard County Public Schools and Public Library’s Teen Time; and Wicomico County Public Schools and the First Judicial Circuit Court’s Better Foundations for Families, the Out of School Initiative, and CSAFE: Community Mobilization Against Crime.

Early intervention programs exist in all three counties. The overarching goal of these programs is to teach families new skills and provide services that maximize the families' strengths, ensuring that they remain together on a long-term basis. Methods for achieving this goal entail preventing or reducing future involvement in the juvenile justice system, reducing problem behaviors that accompany family relational patterns and increasing the family’s capacity to utilize community resources. Services are primarily offered by community-based mental health treatment providers or CMEs. In Charles County, Functional Family Therapy (FFT) is offered by The Center for Children, while group and individual counseling sessions are offered by the Charles County Youth Services Bureau. In Howard County, Way Station, Inc. offers the In-home Services Program and In-home Therapy Services Program, whereas Wicomico County’s CME offers services through programs such as Cares Intensive Navigation. Wicomico County also offers the Excel Academy, a gang intervention program for high risk youth who are out of school on expulsion, suspension, or dropped out, as well as the Truancy Reduction Pilot Program—Lower Eastern Shore. Operated by the Wicomico Juvenile Court, the program employs an evidence-based collaborative approach to reduce truancy in middle and high school. All programs noted above accept referrals from the public school system, DJS, and community-based organizations.

Diversion. Charles County has two diversion programs: (1) Juvenile Drug Court, funded by the Administrative Office of the Courts, Office of Problem Solving Courts, for youth 14 to 17 years of age at the time of offense, in need of treatment for drug/alcohol abuse and charged with a non-violent offense; and (2) Teen Court, funded by the Charles County Sheriff’s Department, a juvenile justice diversion program in which first-time offenders between the ages of 12 and 17 are judged by a jury of their peers

and offered the opportunity to accept accountability for their minor crimes without having to incur a permanent record.

Alternative to Detention. Alternative to detention programs exist in only two of the three counties. In Howard County, Way Station, Inc. operates two programs Keeping Youth in Community Care and the Interagency Family Preservation, which serves as an alternative to youth placement in group homes and is used for youth on community detention. In Wicomico County, the Wraparound and ReHAB Option serves as an ATD offering youth and their families a support system and life skills training; they provide these intensive community-based services as an alternative to placing youth in out-of-home facilities, with the goal of reducing risk of further involvement in the juvenile justice system.

Youth Service Coordination Advocacy. Youth service coordination advocacy programs are operational in both Charles and Wicomico Counties. Charles County has two such programs: Local Access Mechanism, funded by the Local Management Board and managed by the Center for Children assists parents and/or guardians of at-risk-youth to navigate the County mental health system and DJS; and Promoting Safe and Family Services, funded by DJS to provide health information to teen parents currently supervised by DJS. Wicomico has the Regional Family Leadership Conference, which provides leadership development workshops for families whose children are involved in the mental health system, DJS and/or Department of Social Services, to learn how to navigate the systems and advocate for their child's needs.

Type of Strategy: Training and Technical Assistance

Key Findings

- All three counties report targeting services to youth of color.
- There is little evidence that the targeted services offer culturally relevant programming.
- Participant and program data are not currently collected, making it difficult to determine the extent to which minority youth are being served.

Recommendations

- The counties should evaluate the cultural relevancy of their programs.
- Youth service programs should collect data on all participants, including measures necessary to evaluate DMC reduction.

Cultural Competency Training. All three counties indicated that as part of the State's professional licensing requirements, clinical staff and teachers are required to take a course on cultural competency. Cultural competency training is also a requirement for treatment agencies and public schools within the three counties.

Culturally Competent Programming. While all three counties reported that services within their respective counties provide for youth of color, there is little evidence that direct service programs operating in each of the counties engage youth through culturally relevant programming. Wicomico County has two initiatives that serve primarily African American and Latino populations—New Day Youth Development Initiative/New Day Youth Center and the Out of School Initiative—but participant

and program data are not currently collected. Thus, without the data it is difficult to confirm which programs actually deliver culturally competent programming in the three counties.

Type of Strategy: Systems Change

Although DMC-reduction strategies were described as “full of fits and starts” by representatives in all three counties, these stakeholders expressed an interest in improving their counties’ awareness of and responsiveness to DMC and to make the necessary changes needed to address DMC within their local juvenile justice systems. At the same time, however, some county representatives we spoke with reported that lack of funding is a major barrier to implementation of meaningful changes to program policies and procedures, stakeholder training, or the kind of data collection and analysis needed to identify DMC and to appropriately target DMC reduction strategies.

Strategies’ Outcomes: Impact and Performance

Key Findings

- Funding is a major barrier to effective program and policy implementation, training, and program data collection and analysis.
- Impact and performance data are not systematically collected across the three counties, making it difficult to assess each strategy’s impact and performance.

Recommendations

- Each county should pursue funding sources to enable modification of program policies, conduct relevant training, and initiate data collection and analysis activities.
- All three counties should develop a system to collect program impact and performance data using the indicators outlined in OJJDP’s Technical Assistance Manual.

Measuring performance is critical to determine whether short-term, intermediate, and long-term outcomes are achieved and whether a strategy has had an effect on the targeted problem. Collecting data to assess the impacts of local programs that target youth of color and may affect DMC would be important if GOCCP expanded DMC-related funding to any of these counties. While the three counties are cognizant of the importance of collecting program data, no such data are systematically collected at present. Examples of the utility of imposing data collection systems in these counties include assessing youth involvement with drugs and alcohol following participation in Charles County’s D.A.R.E. program and Just Say No Camp, or measuring changes in patterns of school suspensions and expulsions among African American youth taking part in Wicomico County’s New Day Youth Development Initiative/New Day Youth Center.

Strategy Direct Impacts and Performance

Assessing Impacts. As noted above, no systematic data collection exists in the three counties to measure program success; similarly, performance indicators identified in the *DMC Manual*, are not currently measured. Lack of data on these measures makes it difficult to assess impacts of any DMC reduction strategy, including any training, technical assistance, or systems-change initiatives within the three counties.

Chapter 5

Statewide DMC Survey

In-person and telephone interviews, participation in stakeholder meetings, and reviews of documents were the foundations of the program assessment presented in the previous chapter. We also sought to broaden the scope of inquiry beyond the limits of these intensive qualitative methods through a statewide survey of juvenile justice stakeholders, the results of which are presented in this chapter. Survey questions focused on perceptions of the extent of DMC, the status of local resources and efforts to organize around and address DMC, and programs with a goal of DMC reduction.

The survey served as a means of expanding input on these issues to stakeholders in the large jurisdictions who had not taken part in our interviews or meetings and particularly to persons involved in the juvenile justice system outside the state's most populous counties. Findings from the survey offer another perspective for gauging the progress that jurisdictions with DMC committees are making in identifying DMC and building a sense of urgency to reduce minority overrepresentation. Results may be useful in targeting areas of committee functioning that need improvement. Outside these jurisdictions, survey findings could help the state identify counties that are more and less ready and able to take advantage of any new resources for creating committees or other interventions aimed at DMC reduction. Across all jurisdictions, survey results can help assess the relative contributions of different local agencies to DMC reduction, and identify those that need to enhance their efforts in this area.

Survey Methodology

Survey Content

Sections of the survey addressed each of the areas described above. There were two versions of the survey. Both versions included the same questions with the exception of a section that concerned efforts of the jurisdiction to organize and address DMC. In the five jurisdictions where GOCCP has supported the development of local DMC committees, the questions in this section focused primarily on the committee. Outside these jurisdictions, this section was replaced by questions about other collective efforts among local stakeholders to address DMC. The full survey for the jurisdictions with committees, along with the set of questions unique to counties without committees, is shown in Appendix D.

Sample and Response Rates

Somewhat different strategies were employed to identify respondent samples in jurisdictions with and without DMC committees. In the former case, we drew from the committees' membership rosters to identify the stakeholders for the survey. For jurisdictions without a DMC committee, individuals from agencies and with job functions similar to those of the DMC committee membership were identified. These included, but were not limited to key individuals from Local Management Boards, local Department of Juvenile Service offices, the judiciary (judges), local police departments, local sheriff's offices, area schools and Boards of Education, government and community-based juvenile mental health services, local Department of Social Services offices, Child Protective Services, Public Defender's Office, the State's Attorney's Office, and faith- and community-based service providers.

As the survey was distributed over the internet through *Survey Monkey*, it was necessary to procure valid email addresses for targeted respondents. Email addresses were collected by a variety of means. The DMC coordinators supplied contact information for stakeholders within their affiliate counties. For the remaining nineteen counties, we conducted web searches and placed phone calls to find appropriate agency representatives and email addresses. Fortunately, the researchers were able to find valid email addresses for all but one of the 441 individuals initially targeted as survey participants.

Of the 87 persons in the “Big 5” (B5) jurisdictions with DMC committees (Baltimore City and Baltimore, Montgomery, Prince George’s, and Anne Arundel Counties) who were recruited to take part in the survey, 72 (82.7 percent) returned the survey and 58 (66.7 percent of the total) of these returned fully completed surveys. Response rates for the rest of the state were much lower, with 147 (40.7 percent) of the 361 in these counties who were sent emails returning surveys and 104 (28.8 percent) returning completed surveys. The low response rate for jurisdictions outside the B5 is due in part to our strategy of casting a wide net for potential respondents in these areas, which inevitably included some persons who had little or no knowledge of the juvenile justice system and/or DMC issues. This was evident in the 46 direct email responses we received from individuals in these counties who requested that we take them off the participant list because they felt they were not appropriate candidates for the survey (most explained that they were uninformed and unable to judge DMC and several indicated they weren’t familiar with juvenile case processing generally). Removing these persons from the target total yields a response rate of 46.7 percent for the non-B5. This latter response rate falls within the range of that typically found for internet surveys; the B5 rate is high, but perhaps not surprising given that the target sample in these jurisdictions was explicitly and consciously involved in DMC reductions activities, and in some cases had heard about our assessment and the survey through presentations or word-of-mouth.

Table 5.1. Survey Respondents by Jurisdiction

Jurisdiction	Sample Participants (N=219)
<i>B5 Jurisdictions</i>	
Baltimore City	12
Baltimore County	12
Montgomery	20
Prince George’s	10
Anne Arundel	18
Total	72 (32.9%)
<i>Non-B5 Jurisdictions</i>	
Allegany	9
Calvert	10
Caroline	11
Carroll	7
Cecil	10
Charles	5
Frederick	4
Garrett	5
Harford	11
Howard	5
Kent	9
Queen Anne’s	9
Saint Mary’s	1
Somerset	9
Talbot	7
Washington	11
Wicomico	16
Worcester	8
Total	147 (67.1%)

Survey Participants

Survey participants were most likely to be employees of county (42.1 percent) or state (33.8 percent) agencies.²⁴ Another 17.9 percent reported working for a private non-profit firm, 3.4 percent worked for a city/municipal agency, and 2.8 percent worked for a private for-profit agency. Over one-quarter (27.6 percent) of the participants were employees of the Local Management Board and a similar number (25.5 percent) were with a treatment or other type of service agency, including 6.1 percent of the total who worked a service agency that specialize in delinquent youth. About one in five respondents (20.4 percent) reported working for the Department of Juvenile Services, and smaller numbers worked for the State’s Attorney’s Office or the Public Defender (10.2 percent), the Police Department or Sheriff’s Office (9.1 percent), or the Juvenile Court (7.1 percent). The mean length of time participants had worked in their current agency was 6 to 10 years and a little over one-quarter (27.9 percent) of respondents said that they had been with the agency more than 20 years. When asked to describe their job title, about three-quarters (73.4 percent) of survey participants described themselves as a program or agency administrator. Other participants had a range of positions including Judge or Master (6.4 percent), planner (4.6 percent), police department officer (2.8 percent) or administrator (1.8 percent), or case manager (1.8 percent). When asked if they were a member of their local DMC committee, 34.4 percent of the participants replied they were and seven (4.5 percent) respondents said they were in a leadership position on the committee. The number of responses for each jurisdiction is shown in Table 5.1 (previous page).

Participants were about equally split among females (51.7 percent) and males (48.3 percent). Two-thirds (66.0 percent) reported they were White, 28.7 percent were African American, and small numbers reported being Latino (3.3 percent), Asian or Pacific Islander (1.3 percent), or multi-racial (.7 percent). Respondents checked year ranges when asked about age. The average range was 40-49 and the most common age range among participants (38.6 percent) was between 50 and 59 years of age. Only 4.6 percent were 29 years or less, 17.0 percent were between 30 and 39, and 18.3 percent were 60 or more years of age. When asked about their educational background, half of the respondents (50 percent) had earned a Masters degree, 13.0 percent had a J.D. and 5.2 percent had a Ph.D. or Ed.D.; about one-quarter (23.4 percent) had earned a Bachelor’s degree and 8.4 percent of the participants reported attending some college.

Perceptions of Disparities and Urgency to Address DMC Issues

Key Findings

- On average, survey participants agreed that DMC was a significant issue in their jurisdiction, with about one-fourth expressing real concern about the problem (i.e., “strongly agreed” it was a significant issue). Survey participants were less inclined to report stakeholders had a sense of urgency about DMC and only about 15 percent a high sense of urgency. Awareness and urgency concerning DMC was lower when asked about Latino youth as compared to African American youth.

²⁴ Due to variations in the number incomplete responses (“missing values”) to survey questions, viewing and comparing the actual numbers for specific answers to individual questions can be misleading, so in reporting most of the individual item results we rely on percentages of those responding to the item.

Key Findings (*continued*)

- There was consistency between the views of the B5 respondents on levels of disparity and urgency, and these jurisdictions' RRI results. Overall, participants from counties outside the B5 were neutral to the notion that there were significant racial/ethnic disparities in their local juvenile systems and did not see any real sense of urgency about DMC.

Recommendations

- Survey responses on perceptions of disparity and urgency indicate that efforts are needed to make Baltimore City and Baltimore County stakeholders more aware of and concerned about DMC regarding African American youth, and similar efforts should be made in Prince George's County regarding Latino youth.
- Efforts are needed across the state to inform smaller jurisdictions about DMC in their local juvenile justice systems and to build awareness and concern about minority overrepresentation. Washington and Allegany Counties in Western Maryland appear to be particularly in need of greater awareness and urgency about DMC in their systems.

Statewide Results

An initial set of questions addressed survey participants' views about disproportionate minority contact within their community at three different points of contact in the juvenile justice system—arrest, detention, and out-of-home placement. The same pattern of survey items was used for each of the three contact stages. At each stage, participants first rated the level of contact for all youth. At the arrest stage, a little over half the participants (53.8 percent) thought that the number of youth arrested (among all those committing delinquent offenses) was “about right.” Of the remainder, most (29.9 percent) thought that too many were arrested while just 16.3 percent said too few were arrested. In response to this question as applied to detention, 42.4 percent said that the right number were being detained, while 36.7 percent believed too many were detained, including 17 respondents (9.6 percent of the total) who indicated “way too many youth” are detained. About one in five participants (20.9 percent) said that too few youth are detained. A slightly different pattern was observed in responses to the question about out-of-home commitments, where 29.7 percent indicated too few youth were committed to out-of-home placements while 33.2 percent indicated that too many youth were committed; 37.2 percent of the participants said that the right number of youth were committed out-of-home.

They were then asked to indicate their level of agreement (1=strongly disagree, 5=strongly agree) with the statement that, “There is a significant disparity in the number of Black youth who are arrested in this jurisdiction.” A follow-up item stated, “There is a real sense of urgency among local stakeholders about the disparity in the number of Black youth arrested in this jurisdiction.” Using the same 5-point scale, participants indicated the extent of their agreement with similar statements about Hispanic youth. The first page of the survey provided definitions of DMC and disparity (“refers to an overrepresentation of the specified racial or ethnic group compared to the actual proportion of that group in the local population”).

Table 5.2 displays the mean ratings of all responses to these items in the first section of the survey. On average, survey participants agreed there were significant disparities in their jurisdiction for African American youth at all three stages. With mean scores of 3.5, disparities at the arrest and detention stages were viewed to be greater than at the placement stage (mean = 3.2).

Table 5.2. Ratings of Perceived Disparity and Urgency

	Arrest	Detention	Placement
African American			
<i>Disparity</i>	3.5	3.5	3.2
<i>Sense of Urgency</i>	3.2	3.1	3.1
Latino			
<i>Disparity</i>	3.0	3.0	2.8
<i>Sense of Urgency</i>	2.8	2.9	2.8

Note: Responses ranged from 1 (very low perceived disparity/urgency) to 5 (very high perceived disparity/urgency).

Further analyses indicated that a little over one-quarter of the participants (27.7 percent) strongly agreed there were significant disparities at arrest; 26.6 percent strongly agreed there were significant disparities at detention; and 17.4 percent strongly agreed with the statement applied to African American youth at placement. At the other end of the response distribution, 6.5 percent of respondents strongly disagreed that African American youth experienced significant disparities at arrest; 7.9 percent strongly disagreed with the statement as applied to detention; and 9.3 percent strongly disagreed with the statement applied to the placement stage.

When asked about Latino youth, the mean scores at or near 3.0 reflect the fact that participants were neutral in regards to perceiving significant disparities for this group. On the arrest question, 12.0 percent strongly agreed there was significant disparity for Latino youth, while 9.1 percent strongly disagreed with the statement. In terms of detention, 12.0 percent strongly agreed that there was a significant disparity and 9.6 percent strongly disagreed. When asked about Latino youth at the placement stage, 6.8 percent of respondents strongly agreed that there was a disparity while 11.1 percent strongly disagreed.

Responses to the statements about perceiving “a real sense of urgency” among local stakeholders about disparities at each stage followed a pattern similar to the first set of statements. On average, respondents expressed moderate agreement with the view that there as a sense of urgency about disparities among African American youth at all three stages (means ranged between 3.2 and 3.1). Similar percentages of survey participants strongly agreed there was a real sense of urgency about the arrest (17.1 percent) and detention (16.1 percent) stages; the percentages strongly disagreeing that there was a sense of urgency at arrest (10.5 percent) and detention (11.5 percent) were lower. Regarding disparities in out-of-home placement of African-American youth, 10.7 percent of respondents strongly agreed that there was a sense of urgency and 10.1 percent strongly disagreed.

Survey participants generally saw less urgency among stakeholders regarding disparities for Latino youth. As with the perceived disparity questions, scores here indicated slight disagreement with the view that there was a sense of urgency at all three contact stages (means ranged between 2.9 and 2.8). Concerning arrest, 7.6 percent strongly agreed stakeholders had a sense of urgency, while 10.5 percent strongly disagreed with this statement. Regarding the detention stage, 7.3 percent of respondents strongly agreed that there was a sense of urgency; 10.3 percent strongly disagreed with the statement. In terms of out-of-home placement, only 4.9 percent strongly agreed that there was a sense of urgency about disparities for Latino youth, while more than double that amount, 11.0 percent, strongly disagreed.

Jurisdictional Results

Presenting and interpreting findings at the jurisdiction level requires caution given the small number of survey participants in the individual jurisdictions. Because of the small sample sizes and to ease interpretation of the results, we aggregated and averaged responses across the arrest, detention, and placement stages to assess overall perceptions of disparity and urgency in each jurisdiction. The top part of Table 5.3 displays the average ratings of these dimensions for the B5 jurisdictions (sample sizes here ranged from 10 in Prince George’s to 20 in Montgomery County). Interestingly, perceptions of the level of disparities among the survey participants in these jurisdictions appear generally in line with the relative magnitude of disproportionalities presented in the Identification chapter. With an average rating of 4.7, the great majority of Baltimore City respondents appear to strongly agree that African American youth experience disparities in their jurisdiction—a view clearly consistent with the very high arrest RRI and other disproportionalities among African American youth evident in the City. Further, it was appropriate that Montgomery and Prince George’s participants had the highest ratings of perceived disparities concerning Latino youth given the RRI results from these counties. The lower ratings found among Anne Arundel and Baltimore County respondents also correspond with these counties’ somewhat lower RRI figures, although average scores below 4.0 (Baltimore County’s rating on African American youth, and Prince George’s rating on Latino youth) suggest a serious underestimation of the DMC problems in these jurisdictions.

Table 5.3. Perceived Disparity and Urgency by Jurisdiction

County	African American Youth		Latino Youth	
	Disparity	Urgency	Disparity	Urgency
Baltimore City	4.7	3.3	3.4	3.0
Baltimore County	3.5	2.7	2.6	2.4
Montgomery	4.3	4.1	4.1	3.9
Prince George’s	4.4	4.3	3.6	4.0
Anne Arundel	4.0	3.8	3.4	3.6
Highest	Wicomico-4.2	Queen Anne's-3.7	Queen Anne's-3.2	Queen Anne's-3.7
	Charles-3.5	Howard-3.0	Wicomico-3.2	Howard-3.0
	Queen Anne’s-3.3	Wicomico-3.0	Carroll-3.1	Wicomico-2.9
	Carroll-3.2	Worcester-3.0	Kent-3.1	Cecil-2.8
	Kent-3.1	Harford-2.8	Howard-2.8	Worcester-2.8
Lowest	Garrett-1.5	Garrett-1.6	Garrett-1.5	Garrett-1.5
	Washington-2.0	Carroll-2.0	Washington-1.8	Carroll-2.1
	Allegany-2.6	Allegany-2.3	Allegany-2.0	Allegany-2.3
	Harford-2.6	Washington-2.3	Somerset-2.2	Washington-2.3
	Cecil-2.7	Caroline, Cecil-2.5	Worcester-2.2	Somerset-2.4

Note: Responses ranged from 1 (very low perceived disparity/urgency) to 5 (very high perceived disparity/urgency).

As was evident in the statewide data, survey participants within these jurisdictions generally perceive the sense of urgency among stakeholders as not quite matching the actual levels of racial and ethnic disparities in their local juvenile justice systems. Baltimore City and Baltimore County participants appear especially concerned that stakeholders do not see the urgency of acting on DMC issues involving

African American youth, as urgency ratings in these jurisdictions were nearly a full point below their ratings of disparities.

The bottom section of Table 5.3 shows the five highest and five lowest average ratings on these survey measures for counties outside the B5. Caution in viewing these results is particularly needed given the very small numbers of respondents in many of these counties (results for any county with fewer than four respondents are not shown in the table). Perhaps the most notable finding from these jurisdictions is the low ratings on these measures of perceived disparity and urgency, even among the counties shown here with the highest ratings. With very few exceptions, mean ratings here were below 3.5, meaning that on average respondents in these counties were neutral to or disagreed with the notion that there were racial or ethnic disparities in their jurisdiction, or that there was any sense of urgency among stakeholders on DMC issues.

Comparing these results with the findings reported in Chapter 2 on RRIs in the smaller counties, there is an unfortunate discrepancy between the high rates of disproportionality found in Washington and Allegany Counties, and respondents' perceptions in these counties that disparities are viewed as insignificant and not deserving of urgency. While Wicomico and Howard Counties also showed relatively high RRIs among the smaller jurisdictions, it is perhaps more hopeful that respondents from these counties reported local awareness and concern about DMC.

Local Agency Responsiveness to DMC

Key Findings

- Among stakeholder agencies, survey participants rated LMBs and DJS as having the highest level of awareness and commitment to DMC reduction and local elected officials as having the lowest.
- By jurisdiction, survey participants rated stakeholder agency awareness and commitment lowest in Baltimore City and highest in Montgomery, Worcester, and Queen Anne's Counties.

Recommendations

- High priority should be given to engaging Baltimore City's local juvenile justice agencies in DMC issues and gaining their commitment to develop and implement strategies to reduce DMC. Local stakeholders should take a lead role in these efforts to improve agency responsiveness to DMC.

Statewide Results

The survey solicited participants' views about local agencies' awareness of disproportionate minority contact and the commitment of these agencies to reduce DMC. On a 1 to 5 scale (1 = very low, 5 = very high), participants were asked to rate the agencies (or boards or legal entities—referred to as agencies for the sake of this discussion) shown in Table 5.4 (next page) on these two dimensions.

Average scores on these items indicated that most agencies were ranked between the “neither agree nor disagree” neutral response (3) and “high” (4) awareness and commitment. The two agencies with the highest ratings were the Local Management Board and the Department of Juvenile Services, with about two-thirds of the survey participants indicating these agencies had high or very high awareness (LMB =

63.9 percent; DJS = 67.7 percent). About the same percentage of respondents (64.2 percent) also judged the LMB as having high or very high commitment to reducing DMC; about half the respondents (49.4 percent) said this about DJS commitment. Given that these were the same two agencies which were most represented among the survey participants, we were interested in how these respondents rated their own agencies. Generally LMB members gave ratings of their own agency that were similar to those of other survey participants. The same was true with DJS staffs' ratings of their agency's awareness; their self-ratings on commitment was higher than most respondents, with 80 percent of them giving DJS high or very high scores on this dimension. Just below the local LMB and DJS on these ratings, the Juvenile Court, Public Defenders, and local youth service agencies had scores that averaged 3.4 on DMC awareness and commitment to reduce DMC. The local State's Attorney Office and police department had slightly lower ratings, particularly on the commitment dimension where their average scores were 3 and 2.9, respectively. Elected officials received the lowest ratings, including a DMC awareness score that was nearly a full point below the next lowest rated agency.

Table 5.4. DMC Awareness and Commitment of Local Agencies

	Awareness	Commitment
Local Management Board (LMB)	3.8	3.8
Department of Juvenile Services (DJS)	3.8	3.5
Judiciary/Juvenile Court	3.6	3.2
Office of the Public Defender	3.5	3.3
Local youth service agencies	3.4	3.4
Office of the State's Attorney	3.3	3.0
Police Department	3.3	2.9
Local elected officials	2.5	2.6

Note: Responses ranged from 1 (very low awareness/commitment) to 5 (very high awareness/commitment).

Jurisdictional Results

As with the perceived disparity and urgency questions, responses to items in this section were aggregated and averaged for purposes of the jurisdiction-level analyses. The top part of Table 5.5 (next page) shows the average ratings of survey participants in the B5 jurisdictions on local agency awareness and commitment, averaged across the eight agencies. Notably, respondents consistently rated local agency awareness and commitment to addressing DMC below their own perceptions of the level of disparity in their jurisdiction. This was particularly exaggerated in Baltimore City, where participants effectively rated agency awareness at 2.7 and commitment at 2.3 on a 5-point scale, while their own view of disparity regarding African Americans in the City was 4.7 on a comparable scale. With one exception, the other B5 counties showed a difference of about one-half point between their agency ratings and their own perceptions of racial disparities. Baltimore County results were unusual in that these respondents' ratings of local agency awareness and commitment were higher than the scores representing their own views about the level of disparity in the county. Baltimore County respondents also gave seemingly inconsistent responses to the questions rating local stakeholders' sense of urgency (mean = 2.6) and local agency awareness (mean = 3.7) and commitment (mean = 3.4) that were not readily explainable.

In broad terms, the jurisdiction-level ratings of local agencies followed a pattern similar to that found in the perception section of the survey. Baltimore City participants had the most negative views about both the awareness and commitment of agencies in their jurisdiction concerning DMC issues. The 2.3 rating by Baltimore City respondents on the commitment dimension reflects that more of them felt their local agencies were *not* committed to addressing DMC issues than those who just felt neutral and undecided about this question. Among the B5 jurisdictions, Montgomery participants gave their agencies the highest ratings on both awareness (3.8) and commitment (3.6). Baltimore and Prince George’s Counties had similar, slightly lower ratings, with Anne Arundel participants slightly below these.

Table 5.5. Agency Awareness and Commitment by Jurisdiction

Jurisdiction	Awareness	Commitment
Baltimore City	2.7	2.3
Baltimore County	3.7	3.4
Montgomery	3.8	3.6
Prince George’s	3.7	3.3
Anne Arundel	3.4	3.0
Highest	Worcester - 3.9 Queen Anne’s - 3.7 Calvert - 3.6 Wicomico - 3.6 Somerset – 3.5	Queen Anne’s - 3.7 Washington - 3.6 Worcester - 3.6 Charles - 3.5 Calvert – 3.4
Lowest	Allegany - 3.0 Charles - 3.0 Garrett - 3.0 Cecil - 3.1 Howard - 3.1 Kent - 3.1 Washington - 3.1	Wicomico - 2.9 Allegany - 3.0 Cecil - 3.0 Howard - 3.0 Somerset – 3.1 Carroll – 3.1

Note: Responses ranged from 1 (very low awareness/commitment) to 5 (very high awareness/commitment).

Counties with the highest and lowest aggregated and averaged awareness and commitment rankings are shown in the lower part of Table 5.5. Generally, the non-B5 county ratings of local agencies were somewhat higher than their own perceptions of the level of disparity and stakeholders’ sense of urgency in their counties; even counties with the lowest agency ratings were neutral, with nearly all at 3.0 or 3.1. The ratings of agencies in the non-B5 counties were also less variable than others in the survey, with the highest agency ratings at or below 4.0.

Activities of the DMC Committee and Local Stakeholders

Key Findings

- Within the B5 jurisdictions, participants were lukewarm in their views about the effectiveness of their local DMC committees. Close to half the respondents were neutral or negative when asked if their committee members agreed on goals or were held accountable for committee actions, and less than one-third said the committee was effective in producing changes necessary to reduce DMC.
- Outside the DMC-funded jurisdictions, about half of the survey participants expressed interest in establishing a local DMC committee. Only about one-quarter said local stakeholders discuss racial and ethnic disparities in their local juvenile systems, or were in agreement on local DMC issues.
- Roughly half of the survey participants expressed interest in increased stakeholder training in DMC reduction programming and data analysis.

Recommendations

- DMC committees must make renewed efforts to build consensus and clarify roles and a sense of accountability among members. coordinators and stakeholders would benefit from further training designed to improve committee effectiveness.
- Trainings should also focus on the relationship between DMC strategies and stages of the juvenile justice system, and on protocols for assessing the effectiveness of DMC reduction strategies.

Statewide Results

DMC Committee. The survey distributed to the B5 jurisdictions included a series of questions about their local DMC committee. Two-thirds of the respondents in these jurisdictions reported that their committee met monthly, while the remainder said meetings were held once every two months or quarterly. Views about DMC coordinators were generally favorable, with 38.6 percent of B5 respondents agreeing that the coordinator was effective, and 19.3 percent strongly agreeing with this statement. Other responses about the DMC committees were mixed and generally suggested they had more work to do to be effective in DMC reduction. Just over half (55.1 percent) of the B5 participants indicated that their DMC committee was held accountable for its actions, and an even smaller majority (52.6 percent) reported that there is agreement among members on the goals of the committee. Less than one-third (31.6 percent) expressed support for the statement that their DMC committees was “productive in making the changes needed in our jurisdiction to reduce racial/ethnic disparities in the juvenile justice system.” Perhaps related to these views was the belief shared by 61.4 percent of the respondents that the committee did not have enough resources to make a difference in reducing these disparities. Perceived lack of productivity is also likely tied to the finding that 65 percent agreed with, or were neutral to, the statement that “there is uncertainty within our DMC committee about the roles and functions of committee members.” These findings are highly consistent with this report’s Program Assessment chapter which found the DMC committee members to be enthusiastic for change, but lacking the avenue to translate their enthusiasm to action.

Establishing a DMC Committee. Counties outside the B5 were surveyed about the conditions in their jurisdiction for establishing a local DMC committee. Half of the participants responding to these

Table 5.6. DMC Committee and Stakeholders Ratings

Jurisdiction	Mean Rating
<i>B5 Jurisdictions</i>	
Baltimore City	3.0
Baltimore County	3.8
Montgomery	3.4
Prince George’s	3.1
Anne Arundel	3.1
<i>Non-B5 Jurisdictions</i>	
<i>Five Highest</i>	
Queen Anne’s	3.2
Harford	3.2
Worcester	3.1
Carroll	3.1
Wicomico	3.1
<i>Five Lowest</i>	
Garrett	2.8
Cecil	2.8
Allegany	2.9
Kent	3.0
Somerset	3.0

Note: Responses ranged from 1-5, with the higher number meaning a more favorable rating.

questions (49.5 percent) agreed with the statement that “there is a clear need in my jurisdiction for a committee that would address” DMC in the juvenile justice system. A similar proportion (47.2 percent) also indicated their belief that key stakeholders in their jurisdiction would be willing to participate in such a committee. The need to organize stakeholders and make other efforts to address DMC was evident in other responses to this section of the survey. Only one in four participants (25.5 percent) said local stakeholders frequently discuss racial and ethnic disparities in the juvenile justice system and an even smaller percentage (22.4 percent) reported that there was agreement among their stakeholders on this subject. Consistent with this view a clear majority of participants in these jurisdictions (73.8 percent) either disagreed with or were neutral to the notion that local stakeholders had made the changes needed to reduce DMC in their local system.

Training Needs. Survey participants throughout the state were asked questions about the need for training on DMC issues. Consistent with findings from the program assessment chapter about the lack of sufficient DMC training in Maryland, the majority of respondents in jurisdictions outside the B5 (56.6 percent) reported that they need more training regarding DMC programs and interventions; a somewhat smaller percentage of respondents in the B5 counties (47.4 percent) thought they needed more training on programs and interventions. When asked about the need for training on DMC analyses and statistics, participants reported similar views, with 56.2 percent of respondents from non-B5 counties and 46.5 percent of respondents from B5 counties expressing the need for more training in these areas. Disregarding those with neutral views on these questions, about 11 percent of respondents in the non-B5 counties said that stakeholders do not need more training about DMC programs or DMC statistics and analyses, while 22.8 percent of those in the B5 jurisdictions said committee members do not need more training about programs and 26.8 percent said this about training on analyses and statistics.

Jurisdictional Results

For purposes of the jurisdiction-level analyses of the committee and stakeholder section of the survey, we aggregated and averaged responses across the several items that addressed (1) DMC committee functioning and effectiveness (in B5 jurisdictions) or (2) local stakeholders’ readiness to organize and address DMC issues (in non-B5 counties). Table 5.6 shows the aggregated ratings for the B5 jurisdictions and those non-B5 counties with the highest and lowest scores on the averaged stakeholder items (counties with fewer than four respondents are not shown). Viewing results across the jurisdictions, it is evident that there was relatively little variation on these items, with average scores in B5 sites falling between 3.02 (Baltimore City) and 3.79 (Baltimore County), and the lowest and highest scores from non-B5 counties ranging only between 2.75 (Garrett) and 3.2 (Queen Anne’s). When ratings were compared with the RRI results, Wicomico was the one jurisdiction with high minority overrepresentation that fell into the high score group on these ratings of stakeholder readiness. Allegany was the one county that had high disproportionalities but fell in the low score group.

DMC Reduction Programs

Key Findings

- Generally, the juvenile justice stakeholders taking part in the survey had a modest level of knowledge about local DMC reduction programs. Within the DMC-funded jurisdictions, slightly more than one-half of survey respondents were able to identify a single DMC reduction program and outside the B5 jurisdictions, only about one-third could name a program.
- Survey respondents were uncertain about the different effects of DMC reduction programs on the different stages of the juvenile justice system (i.e., arrest, detention, and confinement).

Recommendations

- The DMC survey results served to reinforce the need to implement recommendations outlined in Chapter 4 concerning improved program targeting, monitoring, and accountability.

The final part of the survey asked respondents to name local programs that were aimed at DMC reduction and to answer questions about target population and effectiveness for up to three of the programs.²⁵ Less than one half (42.5 percent) of all survey participants could identify one or more programs. As expected, considerably more (55.6 percent) of B5 respondents were able to name at least one program, while just over one-third (36.1 percent) of non-B5 respondents could identify one or more programs. Across all participants, 16.9 percent could name two programs, 5.5 percent named three, and 3.7 percent of the respondents identified four or more programs. Given that each of the B5 counties has only two or three active DMC reduction programs, these low numbers are unsurprising.

Consistent with the Program Assessment chapter's finding that DMC committees have limited exposure to the quantitative data necessary to adequately evaluate reduction strategies, survey results similarly suggested a lack of clarity regarding target population, as respondents did not appear to be able to distinguish whether these programs addressed DMC at the arrest, detention, or confinement stages. Just under half of the programs (48.8 percent) identified by participants were reported to target African American youth, and a little over one-third (35.7 percent) were said to target Latinos (respondents could indicate that both populations were served). When asked to rate the effectiveness of these programs, the most common response was "somewhat effective." Slightly over one quarter (27.2 percent) rated the program as "very effective" at reducing racial and ethnic disparity in the juvenile justice system, and a similar percentage (25.6 percent) said the program was very effective in addressing youth delinquency.

²⁵ Recall that in the Program Assessment discussion in chapter 4 indicated that DMC direct service programs are appropriately regarded as one of several strategies that can be employed to reduce DMC. The survey questions were intentionally limited in referring to "DMC reduction programs" because we felt that survey respondents outside the B5 jurisdictions who were less familiar with OJJDP and DMC terminology might not understand a reference to DMC reduction "strategies."

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APPENDICES

Appendix A

Relative Rate Index (RRI) Reference Sheet

The Relative Rate Index (RRI) is the measurement approach employed by OJJDP to assess disproportionate minority contact (DMC) in the juvenile justice system. RRIs provide a way to compare the volume of activity for youth of color and White youth at each stage or point of contact in the juvenile justice system. RRIs readily show if there is a difference in the rate at which a given minority group of youth is “contacted” (arrested, detained, petitioned, etc.) relative to the contact rate for White youth. RRIs are calculated to take into account the rate of activity for youth at each preceding stage, thereby adjusting for the dynamic nature of juvenile justice processing across different parts of the system. The equation for calculating the RRI is:

$$\text{Relative Rate Index} = \frac{\text{Minority Rate of Activity}}{\text{White Rate of Activity}}$$

An RRI of 1.00 indicates that the minority group(s) included in the calculation has the same rate of contact for the given stage —arrest, detention, petitioning, etc.—as the White group in the calculation. An RRI above 1.0 means the group of color has proportionally more contact, below 1.0 means less contact. The size of the RRI also indicates the magnitude of difference between the group of color and White group used in the calculation. An RRI of 2.0 means the minority group has twice the rate of contact as Whites at that stage. If the RRI for one minority group is 3.0 and another group is 1.5, both groups show disproportion rates of contact compared to Whites, and the first group has twice the disproportionality or rate of DMC as the second group.

In calculating the RRI, the “minority” in the equation can refer to a specific group of color, such as African American or Latino, or two or more groups combined. To make the comparison, the minority and White groups are typically drawn from the same time period and jurisdiction, such as all African American youth and White youth detained in the state of Maryland in 2008. To calculate Maryland’s statewide detention RRI, we must first consider the base group that would be eligible to be detained. These are all youth in the stage preceding detention, referral to juvenile intake. In 2008, there were 17,825 African American youth and 11,846 White youth referred to DJS intake. Of these youth, 3,185 African Americans and 876 Whites and were detained. These numbers are entered into the RRI equation and multiplied by 100 (to make the result easier to read and understand):

$$\text{RRI} = \frac{(3,185 \text{ detentions} / 17,825 \text{ African American referrals}) \times 100}{(876 \text{ detentions} / 11,846 \text{ White referrals}) \times 100} = \frac{17.87}{7.39} = 2.42$$

The 2008 RRI for African American youth at the detention stage is 2.42 (see Table 2.2 in Chapter 2). This means that African American youth are 2.42 times more likely to be detained than White youth, given each group’s numbers in the referral population.

All RRIs presented in the report are tested for their statistical significance. Significant differences appear in bold in the RRI tables and indicate there is less than a 5% chance that the observed difference is a measurement error. RRIs are calculated for those groups representing at least 1% of the total population. In Maryland, Asian, Native Hawaiian or Pacific Islander, and Native American populations do not meet this criterion and thus are not discussed separately in this report; they are collectively included in the “other/mixed” minorities group, following OJJDP conventions.

Table A.1. 2008 RRI's - Statewide

Relative Rate Index Compared with White Juveniles, Reporting Period 7/1/2007 through 6/30/2008

	Black or African-American	Hispanic or Latino	Other/Mixed	All Minorities
Referred to Juvenile Intake	2.44	0.91	0.49	1.99
Cases Diverted	0.83	0.88	0.93	0.83
Cases Involving Secure Detention	2.42	1.92	1.56	2.36
Cases Petitioned	1.41	1.07	0.95	1.38
Cases Resulting in Delinquent Findings	1.01	1.14	1.02	1.02
Cases Resulting in Probation Placement	1.05	1.01	0.88	1.04
Cases Resulting in Confinement in Secure Juvenile Correctional Facilities	2.71	2.56	**	2.69
Cases Transferred to Adult Court	—	—	—	—
Group meets 1% threshold?	Yes	Yes	Yes	

Table A.2. 2008 RRI's for Girls, Statewide

Relative Rate Index Compared with White Juveniles, Reporting Period 7/1/2007 through 6/30/2008

	Black or African-American	Hispanic or Latino	Other/Mixed	All Minorities
Referred to Juvenile Intake	2.22	0.71	0.44	1.80
Cases Diverted	0.93	1.00	0.96	0.93
Cases Involving Secure Detention	1.60	1.29	1.37	1.58
Cases Petitioned	1.18	1.00	1.09	1.17
Cases Resulting in Delinquent Findings	1.04	0.96	0.89	1.03
Cases resulting in Probation Placement	1.03	0.97	**	1.02
Cases Resulting in Confinement in Secure Juvenile Correctional Facilities	**	**	**	**
Cases Transferred to Adult Court	—	—	—	—
Group meets 1% threshold?	Yes	Yes	Yes	

Table A.3. 2008 RRIs - Anne Arundel County

Relative Rate Index Compared with White Juveniles, Reporting Period 7/1/2007 through 6/30/2008

	Black or African-American	Hispanic or Latino	Other/Mixed	All Minorities
Referred to Juvenile Intake	2.80	0.85	0.45	2.17
Cases Diverted	0.92	0.85	0.99	0.92
Cases Involving Secure Detention	1.92	**	**	1.78
Cases Petitioned	1.18	0.53	**	1.12
Cases Resulting in Delinquent Findings	1.07	**	**	1.09
Cases Resulting in Probation Placement	1.04	**	**	1.02
Cases Resulting in Confinement in Secure Juvenile Correctional Facilities	2.40	**	**	2.26
Cases Transferred to Adult Court	—	—	—	—
Group meets 1% threshold?	Yes	Yes	Yes	

Table A.4. 2008 RRIs for Girls, Anne Arundel County

Relative Rate Index Compared with White Juveniles, Reporting Period 7/1/2007 through 6/30/2008

	Black or African-American	Hispanic or Latino	Other/Mixed	All Minorities
Referred to Juvenile Intake	2.91	0.64	0.44	2.22
Cases Diverted	0.93	**	**	0.94
Cases Involving Secure Detention	1.30	**	**	1.28
Cases Petitioned	1.18	**	**	1.14
Cases Resulting in Delinquent Findings	0.97	**	**	0.99
Cases Resulting in Probation Placement	**	**	—	0.89
Cases Resulting in Confinement in Secure Juvenile Correctional Facilities	**	—	—	**
Cases Transferred to Adult Court	—	—	—	—
Group meets 1% threshold?	Yes	Yes	Yes	

Table A.5. 2008 RRIs - Baltimore County

Relative Rate Index Compared with White Juveniles, Reporting Period 7/1/2007 through 6/30/2008

	Black or African-American	Hispanic or Latino	Other/Mixed	All Minorities
Refer to Juvenile Intake	2.72	0.83	0.38	2.30
Cases Diverted	0.94	0.81	1.04	0.94
Cases Involving Secure Detention	1.66	**	**	1.62
Cases Petitioned	1.13	0.75	0.90	1.11
Cases Resulting in Delinquent Findings	0.99	**	**	1.00
Cases Resulting in Probation Placement	0.95	**	**	0.95
Cases Resulting in Confinement in Secure Juvenile Correctional Facilities	**	**	**	**
Cases Transferred to Adult Court	—	—	—	—
Group meets 1% threshold?	Yes	Yes	Yes	

Table A.6. 2008 RRIs for Girls, Baltimore County

Relative Rate Index Compared with White Juveniles, Reporting Period 7/1/2007 through 6/30/2008

	Black or African-American	Hispanic or Latino	Other/Mixed	All Minorities
Referred to Juvenile Intake	2.50	0.59	0.35	2.11
Cases Diverted	1.03	**	**	1.03
Cases Involving Secure Detention	1.11	**	**	1.13
Cases Petitioned	0.97	**	**	0.96
Cases Resulting in Delinquent Findings	0.88	**	**	0.91
Cases resulting in Probation Placement	0.85	**	**	0.84
Cases Resulting in Confinement in Secure Juvenile Correctional Facilities	—	—	—	—
Cases Transferred to Adult Court	—	—	—	—
Group meets 1% threshold?	Yes	Yes	Yes	

Table A.7. 2008 RRIs – Baltimore City

Relative Rate Index Compared with White Juveniles, Reporting Period 7/1/2007 through 6/30/2008

	Black or African-American	Hispanic or Latino	Other/Mixed	All Minorities
Referred to Juvenile Intake	4.83	0.92	1.62	4.66
Cases Diverted	0.81	0.54	**	0.81
Cases Involving Secure Detention	1.94	**	**	1.93
Cases Petitioned	1.44	1.28	**	1.44
Cases Resulting in Delinquent Findings	0.82	**	**	0.82
Cases Resulting in Probation Placement	0.93	**	**	0.93
Cases Resulting in Confinement in Secure Juvenile Correctional Facilities	**	**	**	**
Cases Transferred to Adult Court	—	—	—	—
Group meets 1% threshold?	Yes	Yes	Yes	

Table A.8. 2008 RRIs for Girls, Baltimore City

Relative Rate Index Compared with White Juveniles, Reporting Period 7/1/2007 through 6/30/2008

	Black or African-American	Hispanic or Latino	Other/Mixed	All Minorities
Referred to Juvenile Intake	4.93	**	1.56	4.73
Cases Diverted	0.91	**	**	0.91
Cases Involving Secure Detention	1.16	**	**	1.17
Cases Petitioned	1.53	**	**	1.53
Cases Resulting in Delinquent Findings	**	—	**	**
Cases resulting in Probation Placement	**	—	**	**
Cases Resulting in Confinement in Secure Juvenile Correctional Facilities	**	—	**	**
Cases Transferred to Adult Court	—	—	—	—
Group meets 1% threshold?	Yes	Yes	Yes	

Table A.9. 2008 RRIs – Montgomery County

Relative Rate Index Compared with White Juveniles, Reporting Period 7/1/2007 through 6/30/2008

	Black or African-American	Hispanic or Latino	Other/Mixed	All Minorities
Referred to Juvenile Intake	4.38	1.92	0.95	2.55
Cases Diverted	0.87	0.82	0.89	0.86
Cases Involving Secure Detention	3.22	3.97	2.62	3.35
Cases Petitioned	1.60	1.70	0.86	1.54
Cases Resulting in Delinquent Findings	1.04	1.11	0.94	1.05
Cases Resulting in Probation Placement	0.91	1.06	**	0.94
Cases Resulting in Confinement in Secure Juvenile Correctional Facilities	**	**	**	**
Cases Transferred to Adult Court	—	—	—	—
Group meets 1% threshold?	Yes	Yes	Yes	

Table A.10. 2008 RRIs for Girls, Montgomery County

Relative Rate Index Compared with White Juveniles, Reporting Period 7/1/2007 through 6/30/2008

	Black or African-American	Hispanic or Latino	Other/Mixed	All Minorities
Referred to Juvenile Intake	4.69	1.43	0.88	2.47
Cases Diverted	0.96	0.92	0.99	0.95
Cases Involving Secure Detention	1.99	1.53	**	1.80
Cases Petitioned	1.63	1.33	**	1.45
Cases Resulting in Delinquent Findings	1.25	**	**	1.23
Cases resulting in Probation Placement	**	**	**	**
Cases Resulting in Confinement in Secure Juvenile Correctional Facilities	**	**	**	**
Cases Transferred to Adult Court	—	—	—	—
Group meets 1% threshold?	Yes	Yes	Yes	

Table A.11. 2008 RRIs – Prince George’s County

Relative Rate Index Compared with White Juveniles, Reporting Period 7/1/2007 through 6/30/2008

	Black or African-American	Hispanic or Latino	Other/Mixed	All Minorities
Referred to Juvenile Intake	2.40	1.87	0.81	2.26
Cases Diverted	0.94	0.94	1.03	0.94
Cases Involving Secure Detention	2.87	2.63	2.09	2.83
Cases Petitioned	1.52	1.23	0.87	1.48
Cases Resulting in Delinquent Findings	1.25	1.31	**	1.26
Cases resulting in Probation Placement	**	**	**	**
Cases Resulting in Confinement in Secure Juvenile Correctional Facilities	**	**	**	**
Cases Transferred to Adult Court	—	—	—	—
Group meets 1% threshold?	Yes	Yes	Yes	

Table A.12. 2008 RRIs for Girls, Prince George’s County

Relative Rate Index Compared with White Juveniles, Reporting Period 7/1/2007 through 6/30/2008

	Black or African-American	Hispanic or Latino	Other/Mixed	All Minorities
Referred to Juvenile Intake	2.08	1.78	1.01	2.00
Cases Diverted	1.11	1.08	**	1.10
Cases Involving Secure Detention	**	**	**	**
Cases Petitioned	1.21	1.36	**	1.24
Cases Resulting in Delinquent Findings	**	**	**	**
Cases resulting in Probation Placement	**	**	—	**
Cases Resulting in Confinement in Secure Juvenile Correctional Facilities	**	**	—	**
Cases Transferred to Adult Court	—	—	—	—
Group meets 1% threshold?	Yes	Yes	Yes	

Table A.13. 2008 RRI – Central Region

Relative Rate Index Compared with White Juveniles, Reporting Period 7/1/2007 through 6/30/2008

	Black or African-American	Hispanic or Latino	Other/Mixed	All Minorities
Referred to Juvenile Intake	2.69	0.88	0.43	2.12
Cases Diverted	0.87	0.77	1.02	0.87
Cases Involving Secure Detention	1.77	1.29	0.88	1.72
Cases Petitioned	1.34	0.86	1.00	1.31
Cases Resulting in Delinquent Findings	0.88	0.98	1.04	0.88
Cases Resulting in Probation Placement	1.01	**	**	1.01
Cases Resulting in Confinement in Secure Juvenile Correctional Facilities	**	**	**	**
Cases Transferred to Adult Court	—	—	—	—
Group meets 1% threshold?	Yes	Yes	Yes	

Table A.14. 2008 RRI – Eastern Shore Region

Relative Rate Index Compared with White Juveniles, Reporting Period 7/1/2007 through 6/30/2008

	Black or African-American	Hispanic or Latino	Other/Mixed	All Minorities
Referred to Juvenile Intake	2.84	0.83	0.60	2.42
Cases Diverted	0.96	0.90	**	0.95
Cases Involving Secure Detention	1.63	**	**	1.58
Cases Petitioned	1.33	1.00	**	1.32
Cases Resulting in Delinquent Findings	0.97	**	**	0.98
Cases Resulting in Probation Placement	0.88	**	**	0.88
Cases Resulting in Confinement in Secure Juvenile Correctional Facilities	**	**	**	**
Cases Transferred to Adult Court	—	—	—	—
Group meets 1% threshold?	Yes	Yes	Yes	

Table A.15. 2008 RRI – Southern Region

Relative Rate Index Compared with White Juveniles, Reporting Period 7/1/2007 through 6/30/2008

	Black or African-American	Hispanic or Latino	Other/Mixed	All Minorities
Referred to Juvenile Intake	2.36	0.63	0.43	1.93
Cases Diverted	0.97	0.87	0.96	0.97
Cases Involving Secure Detention	1.69	**	**	1.63
Cases Petitioned	1.10	0.59	0.93	1.07
Cases Resulting in Delinquent Findings	1.07	**	**	1.08
Cases Resulting in Probation Placement	0.99	**	**	0.99
Cases Resulting in Confinement in Secure Juvenile Correctional Facilities	2.68	**	**	2.60
Cases Transferred to Adult Court	—	—	—	—
Group meets 1% threshold?	Yes	Yes	Yes	

Table A.16. 2008 RRI – Western Region

Relative Rate Index Compared with White Juveniles, Reporting Period 7/1/2007 through 6/30/2008

	Black or African-American	Hispanic or Latino	Other/Mixed	All Minorities
Referred to Juvenile Intake	2.52	0.66	0.92	1.80
Cases Diverted	0.80	0.83	0.98	0.81
Cases Involving Secure Detention	2.18	1.33	**	2.00
Cases Petitioned	1.50	1.11	0.96	1.42
Cases Resulting in Delinquent Findings	0.92	**	**	0.92
Cases Resulting in Probation Placement	1.02	**	**	1.03
Cases Resulting in Confinement in Secure Juvenile Correctional Facilities	**	**	**	**
Cases Transferred to Adult Court	—	—	—	—
Group meets 1% threshold?	Yes	Yes	Yes	

Appendix B

Table B.1. Differences between African American (N=8992) and White (N=4544) Youth on Delinquency History Items at Referral: Statewide

MCASP Delinquency Items	Group with Higher Number or Incidence
<i>Delinquency History Items</i>	
Age at first offense (group had lower age)	African American
Misdemeanor referrals	African American
Felony referrals	African American
Weapon referrals	African American
Against-person misdemeanor referrals	African American
Against-person felony referrals	African American
Detentions	African American
Placements	African American
Escapes	African American
Warrants for failure to appear in court	African American
<i>Most Serious Current Offense Charge</i>	
Against-person offense	African American
Drug offense	White

Note: Items shown were statistically significant in chi-square and t-tests comparing African American and White youth ($p < .05$). The only MCASP item that showed no difference was the current charge being a property offense.

Table B.2. Differences between African American (N=8992) and White (N=4544) Youth on Social History Items at Referral: Statewide

MCASP Social History Items	Group with Higher Number or Incidence
Youth diagnosed with or treated for a mental health problem	White
Current alcohol use	White
Current drug use	White
Alcohol or drug use contributes to current/recent delinquent behavior	White
Alcohol or drug use disrupts other areas of youth's life	White
Problems related to school enrollment, attendance, conduct, or performance	White
Victim of physical or sexual abuse	White
Anti-social friends/companions (in last 3 months)	African American
Number of times youth has run away or gotten kicked out of home	African American
Current household members with history of jail/prison/detention	African American

Note: Items shown were statistically significant in chi-square and t-tests comparing African American and White youth ($p < .05$). MCASP items that showed no differences included number of out-of-home and shelter care placements lasting more than 30 days; youth's compliance with guardians'/caretakers' rules (in last 3 months); and victim of neglect.

Table B.3. Differences between African American and White Youth at Referral on Delinquency History Items: Five Largest Jurisdictions

MCASP Delinquency Items	Balt. City	Balt. County	Mont. County	P.G. County	A.A. County
<i>Delinquency History Items</i>					
Age at first offense (group had lower age)			AA		AA
Misdemeanor referrals			AA		AA
Felony referrals	AA	AA	AA		AA
Weapon referrals					
Against-person misdemeanor referrals			AA	AA	AA
Against-person felony referrals	AA	AA			AA
Detentions	AA	AA	AA		AA
Placements			AA		AA
<i>Most Serious Current Offense Charge</i>					
Property offense	W	AA	AA	W	
Against-person offense			AA	AA	AA
Drug offense	AA	W	W	W	W
Other offense	W				AA

Note: AA = African American youth had significantly higher number or incidence compared to White youth; W = White youth had significantly higher number or incidence compared to African American youth; results based on chi-square and t-tests (p<.05).

Table B.4. Differences between African American and White Youth at Referral on Social History Items: Five Largest Jurisdictions

MCASP Social History Items	Balt. City	Balt. County	Mont. County	P.G. County	A.A. County
Diagnosed with or treated for a mental health problem	W	W	W		W
Current alcohol use	W	W	W		W
Current drug use	W	W	W		W
Alcohol or drug use contributes to current/recent criminal behavior	W	W	W		W
Alcohol or drug use disrupts other areas of youth's life		W	W		W
Problems related to school enrollment, attendance, conduct, and performance	W	W			
Victim of physical or sexual abuse	W	W			
Anti-social friends/companions (last 3 months)	AA	W	AA	AA	
Number of out-of-home and shelter care placements lasting more than 30 days					AA
Current household members with history of jail/prison/ detention	W	W	W		
Youth's compliance with guardians'/caretakers' rules (last 3 months) (group less likely to comply)		AA			
Victim of neglect		W			AA

Table B.5. Baltimore City Juvenile Arrests by Charge Type for 2008 and 2009

Charge	Total Black 2008	Total White 2008	Total Black 2009	Total White 2009
Other				
AAA see unlisted data	3	0	8	2
Alcohol violation	9	0	8	2
BB gun violation, fireworks possession	27	2	15	2
Conspiracy	17	0	31	2
Cruelty animals, dog fighting	4	0	4	0
Deadly weapon, deadly weapon school property, discharging firearm	39	4	42	0
Disorderly conduct, disorderly fail to obey, disturbing peace, obstruct justice, resisting arrest	433	21	403	6
Escape , escape attempt	1	0	2	0
Explosive device man/possession	6	0	0	5
False pretense, false report, false statement to officer	11	0	8	0
Gambling other	30	0	38	0
Handgun carry/wear, handgun in crime, handgun in vehicle	38	0	35	0
Harass course of conduct	1	0		
Hindering police officer	21	1	13	1
Indecent exposure	6	0	1	0
Littering	6	0	1	1
Loitering, rogue and vagabond	177	2	107	0
Prostitution, prostitution solicitation	7	1	12	3
Regulated ammunition	1	0		
Traffic violation	92	2	75	3
Unauthorized use	7	0	6	1
Warrant arrest, community detention violation	14	0	6	0
All other	950	33	815	28

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**Table B.5. Baltimore City Juvenile Arrests by Charge Type for 2008 and 2009,
continued**

Charge	Total Black 2008	Total White 2008	Total Black 2009	Total White 2009
Property				
Arson, Arson attempt	12	0	4	0
Burglary commercial, burglary commercial attempt, burglary storehouse, burglary storehouse attempt	24	2	50	13
Burglary dwelling, burglary dwelling attempt	163	14	164	8
Burglary misdemeanor, breaking and entering railroad car	22	1	30	2
Counterfeit currency	3	0	1	0
Malicious destruction, malicious destruction	143	19	89	5
Grand theft auto, stolen auto, stolen auto attempt, Tampering with auto	423	15	317	12
Theft	297	21	308	24
Trespassing, vandalism	329	7	262	15
All Property	1416	79	1225	80
Against Persons				
Abduction, false imprisonment, unlawful detention	3	0		
Assault aggravated			4	0
Assault first degree	105	9	143	5
Assault police	52	4	48	7
Assault robbery, assault robbery attempt, assault with intent to rob	299	3	288	16
Assault second degree	427	35	396	24
Assault threat	5	0	7	0
Carjacking, carjacking armed	12	0	14	1
Child abuse	3	0	1	1
Deadly weapon w/ intent to injure , assault weapon possession	6	0	2	0
Manslaughter	1	0		
Murder attempt	1	0		
Rape, rape attempt	2	0	5	1
Reckless endangerment	5	2	2	1
Sex offense, sex offense 4 th degree	42	3	32	1
Sodomy	3	0	1	2
All Against Persons	966	56	943	59

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**Table B.5. Baltimore City Juvenile Arrests by Charge Type for 2008 and 2009,
continued**

Charge	Total Black 2008	Total White 2008	Total Black 2009	Total White 2009
Drugs				
CDS conspiracy	38	1	10	0
CDS distribution cocaine	342	5	245	1
CDS distribution counterfeit drug	1	0		
CDS distribution heroin	299	2	217	2
CDS distribution marijuana	44	1	58	3
CDS distribution with firearm	1	0		
CDS distribution other			4	2
CDS paraphernalia	1	1	2	0
CDS possession cocaine	309	13	232	12
CDS possession heroin	170	2	132	1
CDS possession marijuana	685	38	520	26
CDS possession other	5	0	5	1
CDS possession synthetic narcotic	1	0		
CDS possession with intent cocaine	574	12	349	3
CDS possession with intent counterfeit drug			1	1
CDS possession with intent heroin	366	1	270	2
CDS possession with intent marijuana	151	7	93	4
CDS possession with intent other	4	0	2	0
All Drugs	2991	83	2140	58
Total for all Charge Types	6323	251	5123	225

Table B.6. Statewide Detention Regression Results (N = 9,055)

Variable	B (SE)	Odds Ratio
<i>Demographics</i>		
Race/Ethnicity (White is the reference category)		
African American	-.13 (.08)	.88
Latino	.72 (.21)	2.05**
Other/unknown race	.23 (.27)	1.26
Male	-.14 (.07)	.87
Age	.03 (.02)	1.03
<i>Current Offense</i>		
Current offense type (property offense is the reference category)		
Against-person offense	.91 (.07)	2.49**
Drug offense	-.65 (.07)	.52**
Other/missing offense	1.37 (.09)	3.92**
Multiple offenses in current referral	.94 (.14)	2.55**
Seriousness level of current offense (misdemeanor/other ref. cat.)		
Felony	.87 (.06)	2.38**
Missing	.62 (.1)	1.86**
Current offense involved the use of a weapon	.9 (.13)	2.46**
<i>Delinquency History, Current Status</i>		
Currently under DJS supervision	.86 (.06)	2.36**
No prior intakes	-.26 (.1)	.77**
One or more felony CDS referrals within past three years	.11 (.06)	1.12
One or more referral and one or more complaint within past year	.55 (.06)	1.73**
History of assaultive behavior	.21 (.05)	1.23**
<i>Social History, Current Status</i>		
DSS involvement	-.04 (.07)	.96
Attending school / participating in structured community	-.83 (.07)	.44**

Model statistics: -2 Log likelihood = 10384.97; model $\chi^2=2163.10$; Nagelkerke $R^2 = .28$
 $p < .001$ (one-tailed significance test)

Table B.7. Statewide Case Forwarding Regression (N = 13,486)

Variable	B (SE)	Odds Ratio
<i>Demographics</i>		
Race/Ethnicity (White is the reference category)		
African American	.27 (.04)	1.31**
Latino	.08 (.11)	1.08
Other/unknown race	-.18 (.17)	.83
Male	.52 (.05)	1.68**
<i>Current Offense</i>		
Offense types (property offenses are the omitted category)		
Against-person offenses	.14 (.05)	1.15**
Drug offenses	.29 (.06)	1.34**
Other offenses	-.38 (.07)	.68**
Age at first offense	-.04 (.01)	.96**
<i>Delinquency History, Current Status</i>		
Prior misdemeanor referrals	-.02 (.01)	.98*
Prior felony referrals	.68 (.02)	1.98**
Prior weapons referrals	.52 (.22)	1.68*
Number of past detentions	-.42 (.03)	.66**
Current drug or alcohol use	-.2 (.06)	.82**
<i>Social History, Current Status</i>		
Below C average	-.12 (.06)	.89*
School conduct problems	-.38 (.05)	.68**
Expelled, suspended, or dropped out	.34 (.08)	1.41**
Negative peer influence	.35 (.05)	1.42**
Out of home or shelter care placements	.22 (.08)	1.25**
Kicked out of or ran away from home	.37 (.07)	1.44**
Obeys guardian/caretaker rules	-.49 (.04)	.61**

Model statistics: -2 Log likelihood = 15478.06; model $\chi^2=2656.91$; Nagelkerke $R^2 = .24$
 $p < .001$ (one-tailed significance test)

Table B.8. Descriptive Statistics for Detention Regression Models

	Statewide (N=9,055)		Baltimore City (N=6,328)		Baltimore County (N=451)		Montgomery (N=302)		Prince George's (M=469)		Anne Arundel (N=146)		Smaller Counties (N=1,359)	
	Mean	S.D.	Mean	S.D.	Mean	S.D.	Mean	S.D.	Mean	S.D.	Mean	S.D.	Mean	S.D.
Dependent Variable														
Detained	0.49	0.5	0.42	0.49	0.72	0.45	0.76	0.43	0.85	0.36	0.73	0.45	0.54	0.5
Independent Variables														
<i>Demographics</i>														
White	0.11	0.31	0.03	0.18	0.24	0.43	0.09	0.29	0.01	0.09	0.32	0.47	0.45	0.5
African American	0.86	0.34	0.96	0.2	0.73	0.44	0.65	0.48	0.91	0.29	0.62	0.49	0.52	0.5
Latino	0.02	0.13	0	0.06	0.02	0.15	0.21	0.41	0.06	0.23	0.03	0.18	0.02	0.12
Other/Unknown Race	0.01	0.09	0	0.07	0.01	0.09	0.06	0.23	0.02	0.15	0.02	0.14	0.01	0.11
Male	0.87	0.34	0.88	0.32	0.86	0.35	0.86	0.35	0.94	0.24	0.86	0.35	0.79	0.41
Age	15.69	1.44	15.71	1.42	15.74	1.4	15.82	1.49	15.81	1.33	15.49	1.42	15.57	1.56
<i>Current Offense</i>														
Felony Offense	0.5	0.5	0.55	0.5	0.45	0.5	0.54	0.5	0.52	0.5	0.34	0.48	0.29	0.45
Misdemeanor/Other Off.	0.32	0.47	0.34	0.47	0.19	0.39	0.15	0.35	0.15	0.36	0.35	0.48	0.38	0.49
Missing Offense Level	0.11	0.31	0.05	0.21	0.18	0.39	0.31	0.46	0.23	0.42	0.29	0.45	0.28	0.45
Property Offense	0.19	0.39	0.19	0.39	0.26	0.44	0.18	0.39	0.26	0.44	0.16	0.37	0.18	0.39
Against-Person Offense	0.23	0.42	0.21	0.41	0.26	0.44	0.4	0.49	0.34	0.47	0.36	0.48	0.23	0.42
Drug Offense	0.31	0.46	0.41	0.49	0.04	0.19	0.03	0.18	0.03	0.17	0.09	0.29	0.13	0.33
Other/Missing Offense	0.26	0.44	0.19	0.39	0.45	0.5	0.38	0.49	0.38	0.48	0.38	0.49	0.46	0.5
Offense with a Weapon	0.05	0.22	0.05	0.22	0.03	0.17	0.07	0.25	0.09	0.29	0.05	0.23	0.03	0.18
<i>Delinquency History</i>														
No Prior Intakes	0.08	0.28	0.09	0.29	0.05	0.21	0.1	0.3	0.1	0.31	0.03	0.16	0.07	0.25
Assaultive Behavior	0.32	0.47	0.36	0.48	0.13	0.34	0.09	0.29	0.07	0.26	0.24	0.43	0.33	0.47
Felony CDS Referrals	0.43	0.5	0.53	0.5	0.28	0.45	0.11	0.31	0.08	0.28	0.16	0.37	0.23	0.42
Ref/Complaint in Last Yr.	0.61	0.49	0.65	0.48	0.7	0.46	0.41	0.49	0.43	0.5	0.58	0.5	0.49	0.5
DJS Supervision	0.49	0.5	0.5	0.5	0.42	0.49	0.38	0.49	0.42	0.49	0.53	0.5	0.53	0.5
Mult. Offenses in Ref.	0.04	0.19	0.02	0.14	0.09	0.28	0.06	0.23	0.03	0.16	0.05	0.23	0.1	0.3
<i>School & Social History</i>														
DSS Involvement	0.14	0.35	0.18	0.38	0.03	0.17	0.02	0.13	0.03	0.16	0.05	0.21	0.09	0.29
School/Comm. Activities	0.14	0.35	0.14	0.35	0.04	0.2	0.05	0.22	0.03	0.18	0.07	0.25	0.27	0.44

Table B.9. Descriptive Statistics for Case Petition Regression Models

	Statewide (N=13,486)		Baltimore City (N=2,223)		Baltimore County (N=2,277)		Montgomery (N=964)		Prince George's (N=1,748)		Anne Arundel (N=1,578)		Smaller Counties (N=4,696)	
	Mean	S.D.	Mean	S.D.	Mean	S.D.	Mean	S.D.	Mean	S.D.	Mean	S.D.	Mean	S.D.
Dependent Variable														
Forwarded to SAO	0.4	0.49	0.73	0.44	0.43	0.5	0.36	0.48	0.28	0.45	0.33	0.47	0.3	0.46
Independent Variables														
<i>Demographics</i>														
White	0.32	0.47	0.04	0.19	0.27	0.44	0.17	0.38	0.05	0.21	0.45	0.5	0.56	0.5
African American	0.63	0.48	0.95	0.21	0.7	0.46	0.58	0.49	0.87	0.34	0.5	0.5	0.41	0.49
Latino	0.04	0.19	0	0.06	0.02	0.13	0.21	0.41	0.07	0.26	0.03	0.17	0.01	0.12
Other/Unknown Race	0.02	0.12	0.01	0.08	0.01	0.1	0.04	0.2	0.01	0.11	0.02	0.13	0.02	0.12
Male	0.72	0.45	0.86	0.35	0.67	0.47	0.77	0.42	0.72	0.45	0.66	0.48	0.7	0.46
<i>Current Offense</i>														
Property Offense	0.37	0.48	0.21	0.41	0.49	0.5	0.38	0.49	0.38	0.49	0.41	0.49	0.36	0.48
Against-Person Offense	0.32	0.47	0.32	0.47	0.3	0.46	0.28	0.45	0.34	0.47	0.32	0.47	0.34	0.48
Drug Offense	0.17	0.38	0.35	0.48	0.12	0.33	0.19	0.39	0.1	0.31	0.13	0.34	0.14	0.35
Other Offense	0.14	0.35	0.11	0.32	0.09	0.29	0.16	0.36	0.18	0.39	0.14	0.35	0.15	0.36
<i>Delinquency History</i>														
Age at First Offense	14.28	2.22	13.77	2.1	14.24	2.19	14.89	2.03	14.82	1.99	14.23	2.25	14.23	2.33
Past Misdemeanor Referrals	2.55	2.86	3.38	3.96	2.63	2.81	1.9	1.8	2.01	2.39	2.51	2.71	2.48	2.55
Past Felony Referrals	0.82	1.52	2.14	2.28	0.77	1.26	0.55	1.04	0.66	1.13	0.54	1.22	0.42	1.08
Past Weapons Referrals	0.01	0.1	0.04	0.19	0	0.07	0	0.03	0.01	0.08	0	0.04	0	0.07
No. of Past Detentions	0.34	1.19	0.92	1.92	0.29	1.03	0.19	0.69	0.27	0.93	0.24	0.95	0.19	0.95
Past Out of Home Plcmnt.	0.07	0.26	0.11	0.32	0.04	0.19	0.07	0.25	0.0	0.13	0.08	0.27	0.08	0.27
<i>School & Social History</i>														
Expel/Suspend/Drop Out	0.08	0.27	0.09	0.28	0.06	0.24	0.05	0.22	0.08	0.27	0.09	0.29	0.08	0.27
School Conduct Problem	0.25	0.44	0.21	0.41	0.14	0.35	0.15	0.36	0.18	0.38	0.25	0.43	0.38	0.49
Below C Average	0.17	0.38	0.14	0.35	0.16	0.37	0.2	0.4	0.19	0.39	0.16	0.36	0.19	0.39
Negative Peer Influence	0.32	0.47	0.53	0.5	0.2	0.4	0.27	0.45	0.14	0.35	0.24	0.43	0.38	0.49
Kicked Out/ Run Away	0.1	0.3	0.13	0.33	0.09	0.28	0.07	0.25	0.05	0.22	0.09	0.29	0.11	0.32
Obeys Caretaker's Rules	1.7	0.58	1.56	0.64	1.82	0.47	1.74	0.52	1.84	0.42	1.71	0.58	1.65	0.62
Current Drug/Alcohol Use	0.16	0.37	0.15	0.36	0.14	0.35	0.2	0.4	0.09	0.28	0.16	0.37	0.2	0.4

Appendix C

Table C.1. DMC Reduction Strategies within the DMC-Funded Jurisdictions

Baltimore City

Program Name	Description	Funding History	GOCCP Funding?	Youth Served	Program Goals
Pre-Adjudication Coordination and Training (PACT) Evening Reporting Center	PACT is an afterschool diversion program for court-referred male juveniles in West Baltimore, lasting roughly 4-6 weeks or until the youth's case is adjudicated. The core of the program is an individual service plan, consisting of four domains (employment and schooling, social life, progress, and recommendations). Specific activities include reading lab, fitness, recording studio, and "cultural enrichment activities." Program staff transport the youth to and from the center and provide a meal.	Funding sources have included the MacArthur Foundation, GOCCP, and the Open Society Institute.	Yes	With a program capacity of fifteen, males, ages 14-17, are eligible to participate if court ordered. 99% of participants have been African American.	<ul style="list-style-type: none"> To develop Individual Service Plans for 100% of participants To ensure youth appear in court as scheduled To ensure the youth do not recidivate during the program To serve at least 122 youth per year
Education Placement Team	The DMC Steering Committee, created an interagency body to assess and place youth within 5 days of reentry into an appropriate educational environment. The team consists of representatives from DJS, Baltimore City Public Schools, Maryland's Department of Education, the Chesapeake Center, East Baltimore Community Corporation, Baltimore City Juvenile Justice Center Advisory Board, and the Family League of Baltimore City.	This initiative receives no funding.	No	All youth leaving secure detention are recipients of this service.	<ul style="list-style-type: none"> That youth leaving detention continue their education That youth are placed in a school within five days of reentry That records are successfully transferred from the detention facility to the school environment
Community Conferencing	Developed in 1998 by Dr. Lauren Abramson, Community Conferencing is a restorative justice initiative based in Baltimore City. It brings together parties affected by a conflict incident to agree upon a contractual resolution. If the youth fulfills the terms of the agreement, within the allotted time frame, the volunteer facilitator recommends that the judge or other deciding party will discontinue the case.	Since 1998, the program has received funds from a variety of sources, including Maryland's Mediation and Conflict Resolution Office, and through GOCCP's JBAG and Byrne Justice Recovery Act Grants.	Yes	Over 2,500 youth have participated in Community Conferencing in Baltimore City from 2004-2009. Of those, 96.8% were minority youth.	<ul style="list-style-type: none"> To divert youth from DJS To reduce recidivism rates To expand the program's capabilities

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Baltimore County

Program Name	Description	Funding History	GOCCP Funding?	Youth Served	Goals
Respondent Notification Project	The Respondent Notification Project places a phone call to remind parents/ guardians of their youths' impending court appearances, whether for an arraignment or an adjudication scheduled to occur within 48-72 hours of the call date.	The program is funded through GOCCP's DMC funds.	Yes	From July 2009 through March 2010, over 2,444 calls were placed to juveniles' homes.	<ul style="list-style-type: none"> To reduce detentions due to writ-FTAs
Juvenile Offenders in Need of Supervision (JOINS) Program	JOINS is a diversion program targeting first-time, nonviolent offenders and other youth deemed by the police as being at the early stages of delinquency. Once the officer determines eligibility, the youth admits guilt, and the victim agrees to the diversion, the JOINS youth is linked to a DJS case manager. The case manager assesses the needs of the youth to determine appropriate diversion services and is responsible for monitoring the youth during the program, which typically lasts 90 days. There is a JOINS hearing during which the victim can express an impact statement and the terms of the Program are established. There are a number of JOINS program requirements, including a Jail Tour (Reasoned Straight), anger management programs, and community restitution hours.	This program began in 2007 and is funded by the Police Department in Baltimore County.	No	1,199 youth diverted in 2009 and 1,086 in 2008. This represents 15% of all juvenile cases involving a youth that is charged. 58.3% of the youth diverted in 2009 were minority and 57% were male.	<ul style="list-style-type: none"> To reduce recidivism rates by targeting threshold offenders To reduce minority over-representation in the juvenile justice system To support families and youth with counseling and appropriate referrals to community resources To promote atonement and self-esteem through community restitution and accountability To restore victims through prompt payment of restitution and program participation on the part of the victim, if desired
Community Detention / Community Detention Enhancement Project	This project was created to help link youth with appropriate services once placed on Community Detention (CD) and to liaise between courts and youth once on CD.	The program is funded through GOCCP's DMC funds.	Yes	All youth on Community Detention are served.	<ul style="list-style-type: none"> To link youth in CD with appropriate services To ensure that the CD placement process is timely and efficient To enhance communication between DJS and the courts
Community Conferencing	The general program description is described above in the listing under Baltimore City.	The program has received funds from a variety of sources, including the Local Management Board and GOCCP's JJAG Grants.	Yes	The program served 430 youth in FY2009 and FY2010. 72.4% of the participants are African American.	<ul style="list-style-type: none"> To divert youth from DJS To lower recidivism To expand the program

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Anne Arundel County

Program Name	Description	Funding History	GOCCP Funding?	Youth Served	Goals
Teen Court	First-time, misdemeanor offenders undergo the sentencing phase of their adjudication process in front of a jury of their peers. The sentences are based on principles of restorative justice.	This program is funded primarily through the Anne Arundel County Police Department and GOCCP's DMC funds.	Yes	In FY09 there were 140 youth at intake, and 131 who successfully completed the program.	<ul style="list-style-type: none"> • That participants fulfill program requirements • That participants engage in little to no recidivism
Youth Empowerment Service	This 16-week afterschool prevention program targets nonviolent, first-time offenders and at-risk youth. Youth are referred from schools, parents, and the community, sent to DJS for screening, and then referred to one of the two YES programs in the county. The program consists of structured activities including homework, therapy, the Reconnecting Youth Program, community service projects, recreational activities, and a meal.	Program has been operational for approximately 4 yrs. It is funded by GOCCP, but not as a DMC-specified program.	Yes	In FY09, 65 youth completed the program. 75% of participants have been minorities.	<ul style="list-style-type: none"> • To reduce the rate of recidivism for juvenile offenders • To increase participants' school performance • To reduce delinquent behaviors • To increase the number of DJS referrals to the program • To open a third location in Glen Burnie
Community Conferencing	This branch of Community Conferencing is operated by the American Association of Children's Residential Centers (AACRC). A program description is described above in the listing under Baltimore City.	This program has received funding from a variety of sources, and most recently from the Governor's Office for Children.	No	This program has only been recently reactivated (FY2011).	<ul style="list-style-type: none"> • To divert youth from DJS • To reduce recidivism rates • To expand the program's capabilities
Juvenile Offenders in Need of Supervision (JOINS)	This program, modeled after the JOINS program in Baltimore County, started in April 2010. This is a police diversion program wherein eligible youth are diverted to a community service program. The programs are individualized and could include community service hours or participation in the police department's Explorers' Program, where teens learn about police work.	It is funded by the Annapolis Mayor's Office and is part of Capital City Safe Streets program.	No	First time offenders, misdemeanor offenses, youth, ages 7-17, who admit guilt and who are judged to have a good attitude.	<ul style="list-style-type: none"> • That participants complete the 90-day program • That participants' records are expunged

Montgomery County

Program Name	Description	Funding History	GOCCP Funding?	Youth Served	Goals
Alternative to Detention Wraparound Program	This program is designed to be a short-term intervention, typically 30 days, in which eligible youth and his or her family are assigned a Care and Family Team who coordinates a service plan, linking the family to services. Additionally, all of the youth are fitted with electronic monitoring devices.	The program is operated by Maryland Choices, Inc, and has been receiving GOCCP's DMC funds since 2007.	Yes	Pre-adjudicated and adjudicated youth who are referred to CD are eligible. The program capacity is approximately 8 families, averaging to 50 families a year.	<ul style="list-style-type: none"> • To divert youth from DJS involvement • To link youth and their families to appropriate services

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Program Name	Description	Funding History	GOCCP Funding?	Youth Served	Goals
Families Linked to Advocacy and a Variety of Resources and Supports (FLAVORS)	The FLAVORS program provides support to parents and family members of youth involved in the juvenile justice system with information and logistical support, such as transportation to DJS meetings or to counseling sessions. Specific program components include Juvenile Justice Consumer Information; Parent to Parent Support and Education, and Leadership Development and Advocacy.	This program is operated by the Montgomery County Federation of Families for Children's Mental Health and has been funded through DMC since 2007.	Yes	At least 75 parents have received assistance through the program. The majority of the assisted families are African American or Hispanic.	<ul style="list-style-type: none"> To enhance parental participation in services and with their child's case
Linking Youth with Diversion Options	In this program, a Juvenile Case Manager assists the Montgomery County Police Department's Family Crimes Division and the Montgomery County Department of Health and Human Services in engaging with parents/guardians of youth who are likely eligible for diversion but who have not taken steps to engage in the diversion process.	This program is operated by Lead4Life, Inc.DMC funding for this program began in 2008.	Yes	The target for this program is at least 60 youth per year, but in the first quarter of 2010, 33 youth were diverted from the system.	<ul style="list-style-type: none"> To divert youth from DJS
Mo County ALL STARS	The program is a peer-to-peer network designed to empower youth through advocacy, leadership, and dynamic life skills training. The program promotes strength through activities, resources, and successful accomplishments.	This is a program affiliated with FLAVORS and is run by Montgomery County Federation for Children's Mental Health.	No	Youth ages 14 to 22 with emotional needs and life challenges.	<ul style="list-style-type: none"> That youth are successful in school, work, and life situations
Community Conferencing	The general program description is described above in the listing under Baltimore City.	The county's program began in 2002 with 3 years of funding from Mediation and Conflict Resolution Office. Since then, funding has been piecemeal, from varied sources including GOCCP.	Yes	The program has served 61 youth, 57 of whom were minorities.	<ul style="list-style-type: none"> To divert youth from DJS To lower recidivism rates To expand the program's capabilities
Teen Court	First-time, misdemeanor offenders ages 12-18 undergo the disposition phase of their adjudication process in front of a jury of their peers. The dispositions are based on principles of restorative justice.	The program is funded by the State's Attorney's Office.	No	Approximately 375 youth were served this year. The program has been operational for 13 years.	<ul style="list-style-type: none"> To reduce recidivism To divert youth from the juvenile justice system To provide education about the legal system for respondents and volunteers
Youth Mediation Service	Participants in the Youth Mediation Service volunteer to resolve their issues with through a mediator. This restorative justice program removes youth from the juvenile justice system and teaches them conflict resolution skills that they can take into other situations.	The program is funded by the State's Attorney's Office.	No	The program has mediated 12 cases since its inception in 2010.	<ul style="list-style-type: none"> To reduce recidivism To divert youth from the juvenile justice system To provide participants with conflict resolution skills

Prince George's County

Program Name	Description	Funding History	GOCCP Funding?	Youth Served	Goals
Neighborhood Youth Panel	The Neighborhood Youth Panel is a forum that allows offenders to resolve cases without court involvement. Youth are referred to this program from DJS, where panels of trained, certified community volunteers hear cases and impose sanctions on youth. The panel can order youth to receive community based services (e.g., counseling); youth who fulfill their sanctions do not go back to DJS.	This program is funded through the Governor's Office for Children and operated by the Community Public Awareness Council.	No	The program capacity is approximately 8 families, serving an average of 50 families in a year.	<ul style="list-style-type: none"> To divert youth from DJS
Pen or Pencil	Pen or Pencil is an afterschool social studies program designed to reduce youth criminal involvement through culturally-relevant education and service/learning.	There are no funds for this program.	No	Annually, approximately 200-300 youth, ages 8-17 years old, have participated, across 4 sites.	<ul style="list-style-type: none"> To deter antisocial behavior To educate youth on their cultural heritage
Evening Reporting Center (southern Prince George's County)	The Evening Reporting Center (ERC) in southern Prince George's County is a detention alternative designed to interrupt delinquency and develop pro-social skills among at-risk youth. Program activities include educational services, recreational therapy, life and social skills, field trips, and service learning/community service. In addition, ERC staff conduct curfew checks, school and home visits, and provide meals to the youth.	This ERC programs is funded through GOCCP's DMC funds.	Yes	The target population are males, ages 12-17 year old, who have been court-ordered to this youth detention alternative. Approximately 24 youth are served on a quarterly basis.	<ul style="list-style-type: none"> To reduce participants' recidivism rates while awaiting hearings To develop participants' life skills To ensure participants' attendance at court hearings
Experience Learning Projects	This program focuses on building the youth's character and self esteem, by engaging participants in service learning and community service activities.	Mentoring to Manhood has received funding for this program from a variety of sources, including GOCCP funding in FY10.	Yes	In the first quarter of 2010, 24 males, ages 14-18, received services.	<ul style="list-style-type: none"> To prevent entry into the juvenile justice system To increase youth educational opportunities To establish mentorship relationships To promote life skills
Delinquency Prevention Project	The Delinquency Prevention Project is aimed at preventing juvenile crime in the Latino community. Services include a support group for Latino students and parents, and school-based gang prevention workshops.	Maryland Multicultural Youth Center (MMYC) has received funding from a variety of sources, including GOCCP funding for FY10.	Yes	Between October 2009 and April 2010, 151 youth in 9th and 10th grades have participated in support groups or gang prevention workshops.	<ul style="list-style-type: none"> To prevent contact with the juvenile justice system among Latino youth To reduce gang membership To provide family support services
Community Conferencing	Community Conferencing began in Prince George's County in 2009. The general program description is described above in the listing under Baltimore City.	Community Conferencing has received a variety of funding, including Calendar Year 2010 funds from GOCCP through the Byrne Justice Recovery Act	Yes	60 youth served between January and June 2010.	<ul style="list-style-type: none"> To divert youth from DJS To lower recidivism rates To expand the program's capabilities To increase the number of school police who refer incidents to Community Conferencing

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Program Name	Description	Funding History	GOCCP Funding?	Youth Served	Goals
Teen Court	The Prince George's County State's Attorney's Office's Teen Court program is a diversion program designed to develop pro-social skills and deter delinquency among at-risk youth.	The program receives funds from GOCCP for the role of the Teen Court Coordinator.	Yes	From July 2009 through April 1, 2010, 33 teens have completed the teen court program.	<ul style="list-style-type: none"> • To reduce recidivism • To divert youth from the juvenile justice system
Take Charge	Take Charge is a juvenile diversion mentoring program for non-court ordered and adjudicated youth. Programs include gang prevention, family counseling, parenting classes, family crisis management, parent outreach services, education, and job placement.	The program is funded by the county, as well as by the Maryland Vehicle Theft Prevention Council.	No		<ul style="list-style-type: none"> • To divert youth from the juvenile justice system • To reduce gang membership • To provide family support services

Table C.2. DMC Reduction Strategies within Three Selected non-DMC-Funded Jurisdictions

Charles County

Program Name	Description	Funding History	GOCCP Funding?	Youth Served	Goals
Charles County Public Schools and Sheriff's Office Summer Camp	In a summer camp setting, a team from the public schools and the sheriff's department provide at-risk-youth ages 10–14 with prevention services that target negative social behaviors, drug use, and violence. Youth participate in field trips, classroom lectures, and other activities geared toward promoting and encouraging pro-social behavior.	The program receives funding from LMB	No	In FY 2010, 70 at-risk-youth were served.	<ul style="list-style-type: none"> • That at-risk youth are provided with tools to keep them from engaging in negative behavior and future criminal justice system involvement.
Functional Family Therapy (FFT)	The Center for Children is a mental health treatment agency that provides Functional Family Therapy (FFT) to two groups of youth ages 10–18 and their families. The first group is referred to the Center primarily by the Charles County Public Schools, while the second group is referred by DJS.	<p>Group 1: Receives funding from the Governor's Office for Children.</p> <p>Group 2: Receives funding from DJS.</p>	No	<p>Group 1: In FY 2010, 10 families were provided mobile services at the Center. In FY 2011, this number will increase to 15 families receiving in-home services.</p> <p>Group 2: In FY 2010, 119 youth were served.</p>	<ul style="list-style-type: none"> • To motivate youth and their families to engage in positive interactions. • To reduce and eliminate problem behaviors and accompanying family relational patterns through individualized treatment. • To increase families' capacity to utilize multi-systemic community resources adequately, and to engage in relapse prevention.
Local Access Mechanism	Offered by the Center for Children, this program is an information and referral service for parents and/or guardians of at-risk-youth. The service is housed at the Charles County shopping mall, and helps families navigate the County mental health system and DJS.	In FY 2011, the LMB will provide funding to the Center for Children.	No	Data is not available for the number of parents and/or guardians served.	<ul style="list-style-type: none"> • To help families navigate the County mental health system and DJS.
Charles County Youth Services Bureau	This program offers group and individual counseling sessions to the county's youth, focusing on anger management, etiquette, and decision making. The program receives referrals from the public schools, police, courts, DJS, and also accepts walk-ins.	The program receives funding from the Governor's Office for Children.	No	In FY 2010, 737 youth were served.	<ul style="list-style-type: none"> • To encourage and promote pro-social behavior • To reduce involvement in the criminal justice system. • To encourage school attendance
Promoting Safe and Family Services	Provided by DJS, this service promotes healthy behaviors among teen parents currently supervised by DJS.	The program receives funding from DJS.	No	In FY 2010, 65 DJS involved youth were served.	<ul style="list-style-type: none"> • To teach at-risk youth how to care for their infants.

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Program Name	Description	Funding History	GOCCP Funding?	Youth Served	Goals
D.A.R.E. (Drug Abuse Resistance Education) Program	The D.A.R.E program curriculum is taught to all Charles County 7 th graders, teaching youth how to increase self esteem, manage stress and anger, deal with the consequences of their behavior, make appropriate decisions, and turn down drugs and alcohol. The program is offered as an optional two-week curriculum for fifth graders in Charles County Elementary Schools.	Since 2009, the program has been funded by the Sheriff's Office Annual budget.	No	All seventh grade students residing in Charles County either attending public or private school. Data is not available for the number of students served.	<ul style="list-style-type: none"> To prevent substance abuse and violence among school-age children.
Truth and Consequences Education Program	Offered to ninth grade students attending Charles County Public School, this program seeks to help students create alternatives to gang involvement, youth violence and substance abuse. Youth are informed about available community based vocational and mentor programs. The program's curriculum is taught by the school resource officer and available to private school students as a one-week curriculum format.	Since 2009, program funded by the Sheriff's Office Annual budget.	No	All ninth grade students attending Charles County public or private schools. Data is not available for the number of students served.	<ul style="list-style-type: none"> To provide education on early warning signs of violence. To instruct on the dangers of negative peer pressure. To teach conflict resolution and problem solving skills. To demonstrate how to be accountable and responsible for personal behavior.
Safe Schools Program	This adult education program is available to Charles County Public and parochial school employees, parents, and other community members interested in learning about trends in youth violence and the availability of community outreach programs. Classes are taught by the Charles County Public Schools educational instructors.	Since 2009, the program has been funded by the Sheriff's Office Annual budget.	No	Charles County middle school, high school, and parochial school employees; parents; and other community members. Data is not available for the number of students served.	<ul style="list-style-type: none"> To educate parents, employees, and community members on the current trends in youth violence, substance abuse, and crime.
Charles County Crime Solvers Student Program	This program provides students with a "tip box, a safe and confidential way to report crime activity in their schools. If the information results in a school consequence and/or arrest, the reporting student is eligible for a cash reward ranging from \$20.00 to \$500.00, depending on the seriousness of the incident. The program is endorsed and monitored by the Charles County Public Schools and the Charles County Sheriff's Office and managed by the a resource officer assigned to the school.	The program receives funding from the Charles County Crime Solvers, a non-profit organization.	No	Individual student participation is not tracked at the 14 secondary schools where the program is operational. However, in FY 2009, 447 tips were received. Of those, 134 resulted in monetary rewards totaling \$3,740.00.	<ul style="list-style-type: none"> To protect students' safety. To promote pro-social behavior among students. To teach students how to be accountable and responsible to their school community. To resolve incidents quickly so that evidence is not lost.

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Program Name	Description	Funding History	GOCCP Funding?	Youth Served	Goals
Just Say No Camp	This 32-hour program reinforces the D.A.R.E. curriculum in a summer camp setting. The program's lesson plans teach at-risk-youth how to increase self esteem, effectively manage stress and anger, deal with consequences of behavior and gain the confidence to turn down drugs and alcohol. The curriculum is taught by the school resource officer. Students are referred by the Charles County Public School system and the County's <i>Just Say No</i> Clubs.	Since 2009, the program has been funded by the Sheriff's Office Annual budget.	No	Approximately 30 middle school aged youth residing in Charles County.	<ul style="list-style-type: none"> To reduce substance abuse among school age children.
Summer Youth Achievement Program	This program provides tutoring in reading, substance abuse and health education, and recreational activities for Charles County middle school youth. The program is taught by the school resource officer.	Receives funding from the Local Management Board.	No	Charles County middle school students in the 6th, 7th, and 8th grades. Data is not available for the number of students served.	<p>To achieve community outreach, vocational and employment training, arts and culture, and recreation by:</p> <ul style="list-style-type: none"> Encouraging pro-social behavior. Improving reading skills. Teaching goal setting, decision making, and conflict resolution skills. Increasing self-esteem through improved communication skills. Educating on violence, gang and anti-gun prevention. Instructing on HIV/AIDS awareness and nutrition skills. Providing vocational training and employment opportunities.
Vocation and Mentor Based Programs	The Sheriff's office provides community-based youth programs such as the Annual Three-on-Three basketball tournament; Kids and Cops (Georgetown basketball ticket giveaway); the Bicycle Giveaway Program; Community Service Projects as an Alternative Sentencing Initiative for Minor Youth Crimes; Community Clean-Up Projects; and support of school sponsored Just Say No and SADD (Students Against Destructive Decisions) clubs. (<i>Note: These programs are not designed as prevention or enforcement efforts. They are not evaluated as to their effect on at-risk behavior and juvenile crime.</i>)	Since 2009, the program has been funded by the Sheriff's Office Annual budget.	No	Data is not available for the number of youth served.	<ul style="list-style-type: none"> To encourage and promote pro-social behavior among the county's youth.

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Program Name	Description	Funding History	GOCCP Funding?	Youth Served	Goals
The Alcohol and Tobacco Enforcement Program	Under the auspices of the Charles County Sheriff's Office, the Alcohol and Tobacco Enforcement program runs a number of initiatives intended to reduce youth alcohol and tobacco use. Specialized enforcement programs include Project Graduation, which encourages high school seniors to graduate in a substance-free environment; and two programs—Cops and Shops and The Compliance Check Program—that aim to reduce the sale of tobacco and alcohol to minors. The Agency also receives information from the public about underage parties and other alcohol or tobacco violations through the use of the Charles County Crime Solvers TIPS line.	The program receives funds for enforcement efforts from the Tobacco Industry's settlement to the State of Maryland; funds for prevention initiatives come from the Drug Free Communities Grant Program.	No	In FY2009, the Agency's coordinated efforts resulted in the issuance of 62 alcohol citations and 65 tobacco citations for underage use and/or possession. In 2009, the Compliance Check Program successfully conducted 177 compliance checks on liquor establishments.	<ul style="list-style-type: none"> To reduce underage drinking incidents and tobacco use within Charles County.
Teen Court Program	<p>First-time, misdemeanor offenders age 12-17 undergo the sentencing phase of their adjudication process in front of a jury of their peers. The Charles County Teen Court utilizes the "community judge" model, where adult community leaders sit as judges, and the sentences are based on principles of restorative justice.</p> <p>The Charles County Teen Court Program began in 2001 as a grant-funded pilot program, and is a cooperative juvenile justice initiative of the Charles County Sheriff's Office, the Charles County District and Circuit Courts, the Maryland Department of Juvenile Services, the Charles County State's Attorney's Office, and the Charles County Public Schools.</p>	Since 2001, the program has been funded by the Sheriff's Office Annual budget.	No	Since inception, Teen Court has successfully diverted more than 1,206 juveniles from formal criminal justice. Teen Court juries have sentenced juveniles to more than 23,568 hours of community service, and the youth and adult volunteers have performed more than 32,469 hours of community service hours in roles such as jurors, attorneys, bailiffs and judges.	<ul style="list-style-type: none"> To divert first-time teen offenders from a pattern of criminal behavior. To offer youth offenders an important "second chance" without the high cost and stigma of a permanent juvenile criminal record.

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Program Name	Description	Funding History	GOCCP Funding?	Youth Served	Goals
Charles County Juvenile Drug Court Program (JDC)	Established in May 2006, this Judicial Intervention program provides intensive services to juveniles involved in substance abuse by utilizing a phase system approach, which monitors participants with frequent drug testing, community supervision, and judicial intervention. This intensive, 12-18 month treatment program serves youth ages 14-17 with prior criminal justice contact who are formally diagnosed with a substance abuse issue. The JDC uses a comprehensive, integrated, and coordinated community based approach. The Charles County Sheriff's Office is an active participant and standing member of the Juvenile Drug Court Planning Team.	Since FY 2006, the program receives funding from the Maryland Office of Problem Solving Court Administration of Courts, County funds from Asset Forfeiture (money from drug arrests), Charles County Community Foundation, Office of Juvenile Justice Delinquency Prevention (OJJDP) and Governor's Office of Crime Control and Prevention (GOCCP) Byrne Justice Recovery Grant.	Yes	Since inception, the program has served nearly fifty youth and their families; nineteen youth have successfully completed the program.	<ul style="list-style-type: none"> To offer youth and their families a support system and life skills training. To assist youth in leading substance- and crime-free lives.

Howard County

Program Name	Description	Funding History	GOCCP Funding?	Youth Served	Goals
Teen Time	A library-based after-school program held at the East Columbia Branch in Howard County operates provides at-risk youth, ages 11-14 with high quality academic programming. Staff from the Cradle Rock school provides the curriculum instruction while guest speakers such as the county executive, representatives from the county health, and local police departments enhance the instruction. Parents are required to work with the library staff free of charge.	Started with funding from Horizon Foundation and the Local Children's Board.	No	35 youth are Served.	<ul style="list-style-type: none"> To turn leadership qualities among at-risk-youth into focused leadership skills To encourage healthy life styles by providing health service referrals such as primary and dental care To teach conflict resolution skills. To help youth make successful decisions To educate youth to be financially responsible.
Keeping Youth in Community Care (Way Station, Inc.)	This alternative to group home placement program provides 12-15 hours a week of face-to-face mental health counseling services to court ordered youth who are under 60 days of community detention. An individualized plan is created to address issues such as anger management, teach pro-social relationship skills, and encourage positive decision making. Youth are mandated to attend a minimum of 60 days, but can stay up to 6 months. Family involvement is required for youth participation.	The LMB provided funding for the pilot project, encompassing its first year of operation. GOCCP funded the program for the 2 nd and 3 rd years, and DJS has provided the 4 th year funding.	Yes GOCCP funded the program in its 3 rd year of operation; LMB reapplies for GOCCP funds every year.	In FY2010, 6 youth were served.	<ul style="list-style-type: none"> To connect youthful offenders and their families to the community by providing community-based services. To divert youth from out of home placement. To reduce risk of further involvement in the criminal justice system. To improve socialization skills among youth and their families. To teach youth respect for their school and community.

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Program Name	Description	Funding History	GOCCP Funding?	Youth Served	Goals
Interagency family preservation – Statewide program (Way Station, Inc.)	This program provides in-home services 5 hours a week for 6 weeks to help families learn how to better manage their home life. Clinicians work with families to identify goals and maintain long-term changes. In order to qualify, youth must be at high risk for out-of-home placement. Referrals to Interagency Family Preservation may come from the Department of Juvenile Services, the Department of Social Services, The Mental Health Association, the public school system, community providers, the local Community Service Agency, or families themselves.	The program receives funding from Department of Juvenile Services and the Department of Social Services.	No	Of families served between 2006 and 2010, approximately 90% of children were retained at home. Number of families served not available, Number of families served not available.	<ul style="list-style-type: none"> To teach families new skills and services that will maximize their strengths to ensure that they remain together on a long term basis.
In-Home Therapy Services Program	The program provides in-home therapy to children and families. A licensed clinician works directly with the family to address any clinical areas of concern. Most in-home sessions are approximately 2 hours in duration; length of program and frequency of appointments are individualized.	Therapy is billable through Medical Assistance or Private Pay.	No	Maintain a maximum case load of 15 families.	<ul style="list-style-type: none"> To teach families new skills and services that will maximize their strengths to ensure that they remain together on a long term basis.
In-Home Services for Families (Way Station, Inc.)	The program provides in-home intervention and support to help families learn how to better manage their home life. A Senior Family Services Worker works with the family for six months to identify family-based goals and maintain long-term changes. The SFSW maintains a minimum of one contact with each family per week for the duration of the program. In order to qualify, the identified child must be receiving Medical Assistance (exceptions can be made through the Howard County Mental Health Authority for children who have private insurance).	This is a grant-funded program and there is no charge to the families.	No	Data is not available regarding the youth and families served.	<ul style="list-style-type: none"> To teach families new skills and services that will maximize their strengths to ensure that they remain together on a long term basis.

Wicomico County

Program Name	Description	Funding History	GOCCP Funding?	Youth Served	Goals
Family Connection Center (LAM)	Launched in FY2006, this program is the action group for the Parent Empowerment Initiative, which seeks to establish a peer-to-peer network of 'Family Leaders' to provide parenting/caregiver education and family support services that are community-based, ongoing, high-quality, affordable, empowering, family-centered, and accessible. The program serves a wide range of families, including at-risk families and caregivers of children with and without special needs. Culturally targeted curriculums serve diverse families, relatives raising children as parents, and parents with special needs.	Since 2007, the program has been funded by the Governor's Office for Children with LMB overseeing the grant.	No	In FY 2010, 189 families were served.	<ul style="list-style-type: none"> • That babies are born healthy • That children are healthy • That children enter school ready to learn and are successful in school • That children complete school • That children are safe in their families and communities • That families are stable and economically independent • That communities support family life
Community Cares Intensive Navigation	This program delivers services to maintain children with complex needs in family or family-like settings (including the youth's residence, neighborhood, and school), through the efficient and effective use of funds. The target population is families with children and youth ages 4 to 21 who have severe behavioral or emotional disorders and would be at risk for out-of-home placement without intervention.	From 2007 to 2010, the program has been funded by the Governor's Office for Children with LMB overseeing the grant.	No	In FY 2010, 45 families were served.	<ul style="list-style-type: none"> • That children are healthy • That children are successful in school. • That children complete school. • That children are safe in their families and communities • That families are stable and economically independent
Wraparound	This program reduces out-of-home placement by providing care coordination services to families with children who have intensive mental health, behavioral, and/or emotional needs. It focuses on helping children with intensive mental health and/or behavioral needs and who are at risk of out of home placement (One of the State Care Management Entities (CME) was developed in Wicomico County by LMB.)	Since 2001, the program has been funded by the Governor's Office for Children. The LMB Controlled funds from 2001-Dec 2009, but in FY2010, the State launched a statewide System of Care Initiative. Funding is now direct from Governor's Office for Children to Care Management Entities (CME) for services.	No	In FY 2010, 61 families were served.	<ul style="list-style-type: none"> • That children are healthy • That children are successful in school. • That children complete school. • That children are safe in their families and communities • That families are stable and economically independent

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Program Name	Description	Funding History	GOCCP Funding?	Youth Served	Goals
ReHAB Option	This program provides funding for community-based services and out-of-home placements for children with mental or developmental disabilities not in State custody, regardless of eligibility for the State Medical Assistance program. ReHAB Option focuses on children with a mental illness or a developmental disability who is not in State custody and who is: (1) in an out-of-home placement and is recommended for discharge but the child's family is unwilling or unable to have the child return home; or (2) remains in the home but the child's family is unable to provide appropriate care without additional services, placing the child at risk of requiring an out-of-home placement.	Since 2008, the program has been funded by Governor's Office for Children, and is controlled by the LMB.	No	In FY 2010, 7 children and their families were served.	<ul style="list-style-type: none"> • That children are healthy • That children are successful in school. • That children complete school. • That children are safe in their families and communities • That families are stable and economically independent
Better Foundations for Families (Elementary School Truancy Prevention)	This program provides truancy prevention by linking school-based social workers with students and their families. The target population is truant elementary students and their families at Beaver Run, East Salisbury, Prince Street, Chipman, and Glen Avenue Elementary schools. Family engagement training with school personnel is also provided.	Since 2007, the program has been funded by Governor's Office for Children, and is controlled by the LMB.	No	In FY 2010, 50 families were served.	<ul style="list-style-type: none"> • That children are successful in school. • That children are safe in their families and communities • That families are stable and economically independent
New Day Youth Development Initiative	The New Day Youth Center is a voluntary program open to middle school youth who were expelled or suspended from school. It provides conflict resolution counseling, guest speakers, art therapy, and team building activities. Additionally, GOCCP funding supported training and implementation of a School Climate Improvement Plan.	In 2006, the program was launched through the GOCCP Youth Strategies Initiative and the Governor's Office for Children's (GOC) Community Partnership. From FY 2006–2010, the program has been funded by Governor's Office for Children, and is controlled by the LMB.	Yes	In FY 2010, 31 youth at the Center were served, while 15,000 were served as part of School Climate Improvement Plan.	<ul style="list-style-type: none"> • That children are successful in school. • That children are safe in their families and communities • That the high rate of recidivism in suspensions among primarily African American middle school is addressed and lowered
Out of School Initiative	The Out of School Initiative aims to maintain a network of safe havens in communities with high levels of poverty and community violence, serving primarily African American & Hispanic populations. The program provides care, food, and development programs for at-risk youth in the hours when school is not in session.	Funding began in 2000 and has been from sources including GOCCP, GOC, Maryland State's Attorney's Office, DOJ, OJJDP, and community organizations. Major funding is from the Governor's Office for Children, and it is controlled by the LMB.	No	In FY 2010, 235 children were served through LMB/GOC funding. In addition, 1500 children participated in programs funded through other grants & fees.	<ul style="list-style-type: none"> • To increase academic performance • To increase social bonding • To engage youth in creative learning opportunities after school • To build a support network for at-risk youth

Continued on next page

Program Name	Description	Funding History	GOCCP Funding?	Youth Served	Goals
Parent Empowerment Initiative	The Family Empowerment Initiative coordinates a team of volunteer Family Leaders who offer Active Parenting® workshops in the community. The workshops focus on parent involvement in school, positive discipline, and youth development. With an innovative mobile classroom and through utilizing community partnerships with agencies, nonprofit organizations, faith based organizations, and businesses, the program increases its outreach each year.	Since 2006, the program has been funded by Governor's Office for Children, and is controlled by the LMB.	No	In FY 2010, 148 parents attended Active Parenting workshops.	<ul style="list-style-type: none"> To provide Family Empowerment Workshops that strengthen relationships between parents/care givers and children To bring information and resources to families on a county-wide basis, in their neighborhoods To offer quality parent education programs in accessible community-based locations
CSAFE: Community Mobilization Against Crime	This program focuses on reducing gang activity by coordinating neighborhood crime prevention and intervention efforts with community and law enforcement.	From FY2002–2010, GOCCP funded the initiative, and it was controlled by the LMB. FY2011, funding transitioned to the City of Salisbury.	Yes	In FY 2010, 25,000 residents in Salisbury were served.	<ul style="list-style-type: none"> That children are safe in their families and communities That gang membership and gang-related violence is reduced
Excel Academy: Gang Intervention	Excel Academy is an intervention program for youth who are, or are at risk for gang involvement and have been expelled, suspended, or have dropped out. The program provides educational support, life skills training, and job placement.	Funding has come from the Maryland State's Attorney's Office and is controlled by the LMB. GOCCP/ BYRNE funding is pending for FY2011.	No	In FY 2010, 24 youth were served.	<ul style="list-style-type: none"> That youth complete school. That children are safe in their families and communities That gang membership is reduced
Drug Free Community	This is a coalition for drug use prevention organizations and coordination of such efforts for Wicomico County.	Funded through a SAMSHA grant provided to the local Health Department. In FY 2009, the LMB contracted for coordination for one year.	No	In FY 2010, 85,000 county residents were served.	<ul style="list-style-type: none"> To reduce drug use in the community To promote efforts focused on reducing drug use
Regional Family Leadership Conference (MDCF)	MCDF hosts a leadership development workshop to help families involved with mental health services, DJS, and/or DSS learn how to navigate the systems and advocate for their child.	Funded by GOC with additional funding in FY 2006, 2007, and 2020 from Rural Maryland. The project is LMB-controlled.	No	In FY 2010, 20 families with children with mental health needs were served.	<ul style="list-style-type: none"> To help families navigate the systems To help families become advocates for their children
Youth Leadership Academy	Youth participate in a three-day conference on setting goals for success and engaging in community-focused service projects. A collaboration between Salisbury's Promise, Kids of Honor, and LMB brings youth leaders together in addressing community issues.	Program started through a \$20,000 award as one of 100 Best Communities for Youth in FY 2005. In FY 2007, GOCCP provided funding for a speaker, and The Governor's Office for Children provided funding in FY 2008-2010. The program also receives funding from local donors, and is LMB controlled.	Yes	In 2010, 60 at-risk youth participated.	<ul style="list-style-type: none"> That youth engage in community responsibilities That youth develop leadership skills

Continued on next page

Program Name	Description	Funding History	GOCCP Funding?	Youth Served	Goals
Giraffe Project	The Giraffe Project is a series of summer programs that engage youth in positive development activities through designing and participating in service projects in their own communities. Projects include developing community gardens, swimming lessons at Salvation Army, quilting with senior citizens, participating in food drives, and reading stories to younger students. In FY 2011, the program will be piloting a new after school curriculum.	In FY 2008, GOCCP provided funding for curriculum development and the first training workshop. The United States Attorney's Office then provided a grant for a second training. In FY 2011, the Governor's Office for Children will fund this program as part of the Out of School Initiative.	Yes	In 2010, 150 at-risk youth participated in summer programs.	<ul style="list-style-type: none"> • To teach youth about civic responsibility • To encourage youth to participate in community service projects
Truancy Reduction Pilot Program	This project provides an evidence-based, collaborative approach to reducing truancy among middle and high school students. The target population is high-risk youth, and interventions are through the Wicomico County Circuit Court.	The program started in 2005, when GOCCP provided a 3-year grant for family services using the 'wraparound' delivery model. That funding has ended but Judiciary grants sustain model developed as part of the LMB's System of Care Initiative.	Yes	In 2010, 50 referrals were made in Wicomico County.	<ul style="list-style-type: none"> • To assess and re-engage youth into school • To prevent delinquency and dropping out of school.

Appendix D

D.1. Survey for Jurisdictions with DMC Committees

Juvenile Justice Stakeholder Questionnaire

Purpose: The purpose of this questionnaire is to gather information about racial and ethnic disparities in Maryland's juvenile justice system and efforts to address these disparities.

Completeness and candidness: The questionnaire is designed for people in different agencies and positions, and it is important that all the different perspectives elicited in the survey are included in the results. Missing information could result in findings that are skewed to one type of agency or position. We therefore ask you to be careful to answer all questions, though you are free to not answer questions if you so wish.

Confidentiality: This survey is anonymous and voluntary. Your response will be combined with others and it will not be possible to identify any survey respondent in the reported results.

Terms and definitions: The terms used in this questionnaire for specific racial and ethnic groups are those used by the federal Office of Juvenile Justice and Delinquency Prevention. For purposes of the questionnaire, please use the following definitions for key terms:

1. **Disparity** refers to an overrepresentation of the specified racial or ethnic group compared to the actual proportion of that group in the local population.
2. **DMC** stands for Disproportionate Minority Contact, and refers to racial and ethnic disparities at any of several points of delinquency case processing.
3. **Local DMC Stakeholders** refer to people like yourself and others who are involved in making or potentially influencing decisions about how youth are handled by the juvenile justice system in your jurisdiction. If you have a local DMC committee, it includes this group as well as others in your jurisdiction who influence or make juvenile justice practice and policy.

The survey should take about 30 minutes to complete. If it is not completed in one sitting, you can finish it at a later time on the same computer. Please note that your Internet browser must be set to accept "cookies" to save a partially-completed survey. Your responses will be saved for two weeks, at which time the survey will delete previous responses and start from the beginning.

If you have any questions or comments about the questionnaire, please contact the survey coordinator, [Megan McCloskey](#), 301-405-1681, or the project director, [Douglas Young](#), 301-405-3297.

*** Before beginning the survey, please indicate the county where your office (place of work) is located.**

Juvenile Justice Stakeholder Questionnaire

A. Disproportionate Minority Contact in Your Jurisdiction

The following section includes a series of repeated questions applied to three different points in juvenile case processing, moving from arrest to adjudication and placement. Please answer the questions as they apply to your *jurisdiction*.

1. For this first series of questions please consider the number of youth that are *arrested* in your jurisdiction.

1a. Among all the youth actually committing delinquent offenses in your jurisdiction, do you believe there are too many or too few of these youth who are arrested and charged with a delinquent offense?

- Too few
- About the right number
- Too many

1b. Please indicate the extent to which you agree or disagree with the following statements about the point of arrest. (Check one for each row. If there are too few youth of the racial/ethnic group in your jurisdiction to answer the question check N/A.)

	Strongly disagree	Disagree	Neither agree nor disagree	Agree	Strongly agree	N/A
There is a significant disparity in the <i>number of Black youth who are arrested</i> in this jurisdiction.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
There is a significant disparity in the <i>number of Hispanic youth who are arrested</i> in this jurisdiction.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
There is a sense of urgency among local DMC stakeholders about the need to reduce the disparity in the <i>number of Black youth arrested</i> in this jurisdiction.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
There is a real sense of urgency among local DMC stakeholders about the disparity in the <i>number of Hispanic youth arrested</i> in this jurisdiction.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Juvenile Justice Stakeholder Questionnaire

2. For this next series of statements consider the number of juvenile cases that are *detained while awaiting adjudication*.

2a. Among all the youth in your jurisdiction who are arrested, do you believe there are too many or too few youth of these youth who are detained (held in secure detention)?

(Check one)

- Much too few
- Too few
- About the right number
- Too many
- Way too many

Please indicate the extent to which you agree or disagree with the following statements about youth who are detained/held in secure detention. (Check one for each row. If there are too few youth of the racial/ethnic group in your jurisdiction to answer the question check N/A)

	Strongly disagree	Disagree	Neither agree nor disagree	Agree	Strongly agree	N/A
2b. There is a significant disparity in the <i>number of Black youth who are detained</i> in this jurisdiction.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
2c. There is a significant disparity in the <i>number of Hispanic youth who are detained</i> in this jurisdiction.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
2d. There is a sense of urgency among local DMC stakeholders about the need to reduce the disparity in the <i>number of Black youth detained</i> in this jurisdiction.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
2e. There is a real sense of urgency among local DMC stakeholders about the disparity in the <i>number of Hispanic youth detained</i> in this jurisdiction.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Juvenile Justice Stakeholder Questionnaire

3. For this next series of statements consider the number of juvenile cases that are committed to an out-of-home residential placement.

3a. Among all the youth who have charges sustained in your jurisdiction, do you believe there are too many or too few youth who are committed to an out-of-home residential placement? (Check one)

- Much too few
- Too few
- About the right number
- Too many
- Way too many

Please indicate the extent to which you agree or disagree with the following statements about youth who are committed to an out-of-home residential placement. (Check one for each row. If there are too few youth of the racial/ethnic group in your jurisdiction to answer the question check N/A)

	Strongly disagree	Disagree	Neither agree nor disagree	Agree	Strongly agree	N/A
3b. There is a significant disparity in the number of Black youth who are committed in this jurisdiction.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
3c. There is a significant disparity in the number of Hispanic youth who are committed in this jurisdiction.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
3d. There is a sense of urgency among local DMC stakeholders about the need to reduce the disparity in the number of Black youth committed in this jurisdiction.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
3e. There is a real sense of urgency among local DMC stakeholders about the disparity in the number of Hispanic youth committed in this jurisdiction.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Juvenile Justice Stakeholder Questionnaire

B. Local Agencies Involved in the Juvenile Justice System

4. For each of the agencies listed below, please use the scale to show the extent to which you believe this agency is *AWARE* of Disproportionate Minority Contact in your jurisdiction. (Check one for each row)

	Very low awareness	Low awareness	Neutral/Unsure	High awareness	Very High awareness
4a. Department of Juvenile Services	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
4b. Police Department	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
4c. Judiciary/Juvenile Court	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
4d. Office of the State's Attorney	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
4e. Office of the Public Defender	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
4f. Local Management Board (LMB)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
4g. Other youth service agencies	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
4h. Local elected officials	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

5. Now please use the scale to show the extent to which you believe each agency is *COMMITTED TO REDUCING* Disproportionate Minority Contact in your jurisdiction.

(Check one for each row)

	Very low commitment	Low commitment	Neutral/Unsure	High commitment	Very High commitment
5a. Department of Juvenile Services	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
5b. Police Department	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
5c. Judiciary/Juvenile Court	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
5d. Office of the State's Attorney	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
5e. Office of the Public Defender	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
5f. Local Management Board (LMB)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
5g. Other youth service agencies	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
5h. Local elected officials	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

6. Please use the space below to explain your answers or to make any comments about the efforts of agencies in your jurisdiction to address DMC issues.

Juvenile Justice Stakeholder Questionnaire

7. Please indicate the extent to which you agree or disagree with the following statements about the efforts of your county's local DMC committee and other local juvenile justice stakeholders to reduce DMC in your jurisdiction. (Check one for each row)

	Strongly disagree	Disagree	Neither agree nor disagree	Agree	Strongly agree
7a. Our DMC committee membership includes all of the key people in my jurisdiction who are needed for addressing our local DMC issues.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
7b. We get very good attendance at our DMC committee meetings.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
7c. There is uncertainty within our DMC committee about the roles and functions of committee members and how each can contribute to the committee.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
7d. The goals of our DMC committee are clear.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
7e. Sometimes members of our DMC committee have problems communicating with each other.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
7f. Our DMC committee is adept at using data to identify disparities in our jurisdiction and to create strategies that address them.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
7g. Members of our DMC committee are in agreement about where racial/ethnic disparities exist in the local juvenile justice system.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
7h. Our DMC committee has been productive in making the changes needed in our jurisdiction to reduce racial/ethnic disparities in the juvenile justice system.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
7i. Our DMC committee does not have enough resources to make a difference in reducing disparities in our local juvenile justice system.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
7j. Members of our DMC committee communicate with each other frequently outside our scheduled meetings about DMC issues.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
7k. There is disagreement among the members of our DMC committee about the committee's goals.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
7l. The coordinator of our local DMC committee is very effective in his or her role.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
7m. Members of our DMC committee need more training about DMC <u>programs and interventions</u> before we can be productive in dealing with disparities in our local juvenile justice system.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
7n. Members of our DMC committee need more training about DMC <u>analyses and statistics</u> before we can be productive in dealing with disparities in our local juvenile justice system.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Juvenile Justice Stakeholder Questionnaire

8. How often does your DMC committee meet? (Check the single closest answer)

- Once a month
- Once every two months
- Quarterly / once every three months
- Other (please specify)

9. Is your DMC committee accountable to any specific person(s) or agency? (Check one)

- No, we are not held accountable to anyone
- Yes, we are accountable to (please specify the person(s) and/or the agency):

Juvenile Justice Stakeholder Questionnaire

C. DMC Reduction Programs (Program 1)

10. Please enter the name of the largest program serving youth in your jurisdiction that has reduction of DMC disparities as one of its goals, or that you believe might help to reduce disparities in the juvenile justice system. (If there are multiple programs and you do not know which is the largest, enter the name of the one that you think is most effective.)

If you do not know of any programs like this that serve youth in your jurisdiction, please check the box below and continue to the next page of the survey.

I do not know of any programs like this that serve youth in my jurisdiction.

Juvenile Justice Stakeholder Questionnaire

C. DMC Reduction Programs (Program 1), *continued*

10a. Would you say this program is primarily aimed at reducing disparities in *(Check all that apply)*

- the proportion of Black youth who are *arrested*
- the proportion of Black youth who are *placed in detention while awaiting adjudication*
- the proportion of Black youth who are *placed in secure confinement at disposition*
- the proportion of Hispanic youth who are *arrested*
- the proportion of Hispanic youth who are *placed in detention while awaiting adjudication*
- the proportion of Hispanic youth who are *placed in secure confinement at disposition*

10b. How would you rate the program in terms of its effectiveness in reducing disparities in the local juvenile justice system? *(Check one)*

- Not effective
- Somewhat effective
- Very effective

10c. How would you rate the program in terms of its effectiveness in preventing future delinquency in your jurisdiction? *(Check one)*

- Not effective
- Somewhat effective
- Very effective

Additional comments about this program:

Juvenile Justice Stakeholder Questionnaire

C. DMC Reduction Programs (Program 2)

11. Please enter the name of the second largest program serving youth in your jurisdiction that has reduction of DMC disparities as one of its goals, or that you believe might help to reduce disparities in the juvenile justice system. (If there are multiple programs and you do not know which is the next largest, enter the name of the one that you think is second most effective.)

If you do not know of any more programs like this that serve youth in your jurisdiction, please check the box below and continue to the next page of the survey.

I do not know of any more programs like this that serve youth in my jurisdiction.

Juvenile Justice Stakeholder Questionnaire

C. DMC Reduction Programs (Program 2), *continued*

11a. Would you say this program is primarily aimed at reducing disparities in: *(Check all that apply)*

- the proportion of Black youth who are *arrested*
- the proportion of Black youth who are *placed in detention while awaiting adjudication*
- the proportion of Black youth who are *placed in secure confinement at disposition*
- the proportion of Hispanic youth who are *arrested*
- the proportion of Hispanic youth who are *placed in detention while awaiting adjudication*
- the proportion of Hispanic youth who are *placed in secure confinement at disposition*

11b. How would you rate the program in terms of its effectiveness in reducing disparities in the local juvenile justice system? *(Check one)*

- Not effective
- Somewhat effective
- Very effective

11c. How would you rate the program in terms of its effectiveness in preventing future delinquency in your jurisdiction? *(Check one)*

- Not effective
- Somewhat effective
- Very effective

Additional comments about this program:

Juvenile Justice Stakeholder Questionnaire

Copy of page: C. DMC Reduction Programs (Program 3)

12. Please enter the name of the third largest program serving youth in your jurisdiction that has reduction of DMC disparities as one of its goals, or that you believe might help to reduce disparities in the juvenile justice system. (If there are multiple programs and you do not know which is the next largest, enter the name of the one that you think is third most effective.)

If you do not know of any more programs like this that serve youth in your jurisdiction, please check the box below and continue to the next page of the survey.

I do not know of any more programs like this that serve youth in my jurisdiction.

Juvenile Justice Stakeholder Questionnaire

C. DMC Reduction Programs (Program 3), *continued*

12a. Would you say this program is primarily aimed at reducing disparities in: (Check all that apply)

- the proportion of Black youth who are *arrested*
- the proportion of Black youth who are *placed in detention while awaiting adjudication*
- the proportion of Black youth who are *placed in secure confinement at disposition*
- the proportion of Hispanic youth who are *arrested*
- the proportion of Hispanic youth who are *placed in detention while awaiting adjudication*
- the proportion of Hispanic youth who are *placed in secure confinement at disposition*

12b. How would you rate the program in terms of its effectiveness in reducing disparities in the local juvenile justice system? (Check one)

- Not effective
- Somewhat effective
- Very effective

12c. How would you rate the program in terms of its effectiveness in preventing future delinquency in your jurisdiction? (Check one)

- Not effective
- Somewhat effective
- Very effective

Additional comments about this program:

Juvenile Justice Stakeholder Questionnaire

C. DMC Reduction Programs

13. Please list below the names of any more programs that are aimed at DMC reduction:

Juvenile Justice Stakeholder Questionnaire

D. Stakeholder Information

14. Which of the following best describes the type of program/agency you work for?

(Check one)

- State
- County
- City/Municipal
- Private non-profit
- Private for profit
- Other (please specify)

15. What kind of program/agency do you work for? (Check one)

- Local Management Board agency
- Treatment or other service agency specializing in delinquent youth
- Treatment of other service agency serving all youth or youth and adults
- Department of Juvenile Services
- Juvenile Drug Court
- Juvenile Court
- Police Department, youth services division
- Police Department, other division
- State's Attorney's Office
- Public Defender Agency/Office
- Sheriff's Office
- Other (please specify)

Juvenile Justice Stakeholder Questionnaire

16. Please check the following category that is closest to your job title or position. (Check one)

- Program/Agency Administrator
- Program/Agency Planner
- Counselor
- Case Manager
- Judge or Master
- Public Defender
- State's Attorney
- Police Officer
- Police Administrator
- Other (please specify)

17. How long have you worked for this agency? (Check one)

- 2 years or less
- 3-5 years
- 6-10 years
- 11-15 years
- 16-20 years
- more than 20 years

18. Are you a member of your county's DMC committee? (Check one)

- No, our county does not have a DMC committee
- No, I do not currently participate in the DMC committee in our county
- Yes, I am a DMC committee member
- Yes, and I am in a leadership position on our county's DMC committee

Juvenile Justice Stakeholder Questionnaire

19. What is your highest level of education? (Check one)

- Some college, no degree
- Associate degree
- Bachelor's degree
- Some graduate studies
- MSW
- MBA or other Master's degree
- J.D.
- Ph.D./Ed.D.
- Other (please specify)

20. How would you describe yourself? (Check all that apply)

- White/Caucasian
- Black/African-American
- Hispanic/Latino
- Asian/Pacific Islander
- American Indian/Alaska Native
- Other (please specify)

21. What is your gender? (Check one)

- Male
- Female

22. What is your age? (Check one)

- Under 25
- 25-29
- 30-39
- 40-49
- 50-59
- 60+

D.2. Item Included in Survey for Jurisdictions without DMC Committees

Juvenile Justice Stakeholders Questionnaire

7. Some jurisdictions have committees comprised of local stakeholders to address the racial and ethnic disparities that exist in their jurisdiction's juvenile justice system. Please indicate the extent to which you agree or disagree with the following statements about establishing a DMC committee in your jurisdiction. (Check one for each row)

	Strongly disagree	Disagree	Neither agree nor disagree	Agree	Strongly agree
7a. There is a clear need in my jurisdiction for a committee that would address racial and ethnic disparities in the juvenile justice system.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
7b. All of the key stakeholders in my jurisdiction would be willing to participate in a DMC committee.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
7c. Local stakeholders have expressed interest in collaborating to reduce racial and ethnic disparities in the juvenile justice system.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
7d. Sometimes local stakeholders have problems communicating with each other.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
7e. Stakeholders in our jurisdiction are in agreement about where racial/ethnic disparities exist in the local juvenile justice system.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
7f. Our stakeholders have already made changes needed to reduce racial/ethnic disparities in the local juvenile justice system.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
7g. Our stakeholders do not have enough resources to make a difference in reducing disparities in the local juvenile justice system.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
7h. Our stakeholders frequently discuss racial and ethnic disparities in the local juvenile justice system.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
7i. Our stakeholders need more training about DMC programs and interventions before we can be productive in dealing with disparities in the local juvenile justice system.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
7j. Our stakeholders need more training about DMC analyses and statistics before we can be productive in dealing with disparities in the local juvenile justice system.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>