

Sedgwick County, Kansas
2009 Annual Report of Activities To Reduce
Disproportionate Minority Contact in the Juvenile Justice System

Growing overrepresentation of minority youth in secure facilities across the nation in the 1980's led to efforts to examine and address the problem. Sedgwick County Juvenile Detention Facility became involved in 1992, when amendments to the Juvenile Justice and Delinquency Prevention Act elevated DMC to a core protection for minority youth, tying funding eligibility to states' compliance. At this time the detention facility was faced with rapid growth in population in response to law enforcement crackdowns on gang violence in the community. The prevalence of gangs at this time was largely African American, and that was reflected in the detention population.

Sedgwick County responded to the growth in demand for secure detention beds by developing detention alternatives consistent with the juvenile detention reform movement that was emerging in the field. By June 1994, a continuum of programs composed of secure beds, non-secure residential beds and home-based supervision with and without electronic monitoring was established.

In 1996 the Detention Utilization Committee was formed to provide oversight of the utilization of juvenile detention and detention alternative programs and planning future needs. Reports were created to track admissions, admission reasons, length of stays and to profile the juvenile population by legal status, race, gender and age. Through these reports, it was documented that there was a higher percentage of minorities represented in the detention population. As a result, each year steps were taken to further study and reduce minority representation at the facility and in 2003 the initiative was expanded to measure and analyze contacts at eleven decision points in our local system.

In 2007, Sedgwick County was selected to join the Models for Change DMC Action Network funded by the MacArthur Foundation. This is a four year funded project to expand and support efforts to make system reforms to reduce minority overrepresentation in the juvenile justice system. A detailed year-by-year narrative documenting our journey making continuous improvements to our local system may be viewed on the Corrections department website at www.sedgwickcounty.org. The remaining pages of this document reflect our work in CY 2009 and plans for CY 2010. Our DMC strategies are aimed at reducing overrepresentation at the point of arrest through prevention and early intervention programming, community engagement and advocacy lead by a coalition of concerned citizens, reducing penetration into the system of youth assessed to be at low risk to commit further offenses, use of secure detention for dangerous youth and detention alternatives and community-based graduated sanctions with evidence-based programming for youth that can be safely and effectively served in the community.

At the close of CY 2009 the following progress was made on planned activities:

Data Collection and Analysis

- Secondary and tertiary programs to prevent delinquency served 3,552 members of the community in SFY 2009, a 12.3% drop from the previous year. The decline may be due to economic conditions and a shift to serving higher risk youth for offending. Race and ethnicity of the clients served was 23% African American, 21% Latino, 3% Asian, 1% American Indian, 43% Caucasian, and 9% Other / Unknown. Overall, 78% of Caucasians and 77.3% of minority youth (African American 75.3% and Latino 79.8%) had successful completions of services. Mapping arrests and clients served by the prevention programs by zip codes shows services are reaching youth in the high arrest areas that drive minority overrepresentation. Detailed information is available in the Program Evaluation Report for State Fiscal Year 2009 that can be accessed on the Corrections department website (http://www.sedgwickcounty.org/corrections/tj_reports.html).
- The relative rate index for arrest of minority youth in 2009 was 2.73; the rate for African American youth was 4.17 and for Latino youth was 2.22. The rate for minority youth admissions to detention, 1.33, has not changed significantly in this period; the rate for African American youth was 1.48 and for Latino youth was 1.13. This confirms our need to continue to focus on the arrest decision point for DMC reduction.
- The Burns Institute completed detailed analysis of arrest data for Sedgwick County. Arrests have declined each year from 2003 to 2008 (-14.7%). The most frequent type of offenses youth are arrested for are minor crimes and status offenses. The percentage of youth arrested for violent crime is consistently only about 10%. Youth of color are more disproportionately represented for minor crimes and violent offenses.
- The local policy team directed further analysis of arrests for status and minor crimes where the rate per 1000 arrests for White youth was 18.2, Black youth 78.3 and Latino youth 42.7. The specific offenses identified for further analysis were Theft<\$1000 and Disorderly Conduct. Detailed reports were prepared and presented for use in identifying intervention strategies.
- Data collection was enhanced on admissions to detention to separate new offense admits from administrative orders for violations (writs to detain) in 2007, 2008 and 2009. Detailed analysis by race, ethnicity, age, gender and referral source will begin early in 2010. Preliminary findings for 2008 show the Top 5 new offense admits (only the most serious offense per admit is counted) were for Agg. Assault (25), Agg. Robbery (20), Agg. Battery (17), Burglary-Dwelling (14), Agg. Burglary (14). Juveniles admitted on writs to detain for various administrative violations were under court jurisdiction for the following Top 5 offenses: Battery (80), Theft<\$1000 (60), Truancy (41), Theft<\$500, Drug Possession (33). Admissions on writs to detain account for 56% of all admissions to secure detention (2008).

- Data reports revealed significant changes in the way the detention programs were being used at mid-year 2009. Admissions were increasing dramatically, length of stay was going way down, average daily population steadily climbing in secure detention, remaining stable in the alternatives, and dropping in the detention advocacy case management program. Through data analysis and review with the detention utilization policy team, the cause was found to be a change in sanctioning practices by new judges requiring probation violators for truancy to serve sanctions on multiple weekends in secure detention. The change required modifications to the database to accurately reflect detention use in our reports. Through collaboration it was agreed a new non-residential weekend alternative detention program option could better address this need and mitigate use of secure detention. The new program will begin operations in January 2010.
- Secure detention utilization has declined for females to 9% of all detention days and 27% for post-dispositional youth awaiting placements with no hearings pending. These are the lowest levels on record going back to 1996. The highest rate for females was 25% in 2004 and 59% in 1996 for youth awaiting placements.

Community Engagement / Cultural Competence

- A competitive grant program to assist community-based service providers interested in serving juveniles assessed to be at high or moderate risk for offending with evidence-based programming was implemented. The program provided up to \$9,000 per agency for staff training and materials. State funding awarded for this purpose was distributed by the Corrections department in January 2009. The grant program has served to increase information of what works with juvenile offenders and resulted in more access to effective services across the County. Agencies offering these services are used by staff at juvenile intake and assessment, diversion and court services probation as referral sources.
- Three New Communities Initiative strategy groups to reduce DMC have continued to meet and carryout action plans. A federal grant application was submitted to expand Strategy One (cross-agency gang intervention project) but was not awarded funding. This initiative was disbanded by the City of Wichita at the end of 2009.
- A local faith based organization, Youth for Christ, has developed a program called City Works, modeled after the Homeboy Industries program in Los Angeles, to serve those in the Northeast community. The program is up and running; representatives attended the Governor's conference and visited Father Boyle in LA to learn more about their program. A second local team visited Homeboy Industries in November to increase knowledge and support for efforts to assist youth in leaving gangs.

- Work began to organize the Latino community in zip code 67203 to develop a Weed and Seed grant application. The DMC Project Director is a member of the steering committee and shared our work on DMC and juvenile justice. This group has potential to expand the DMC initiative within the Latino community. The grant was submitted in November and the City of Wichita provided funding to continue working on specific neighborhood strengthening activities in 2010.
- The African American Coalition (AAC) provided a workshop at the Governor's conference on community engagement including their activities getting organized and plans for advocacy to reduce DMC. They participated in a series of community meetings with various groups including the Racial Profiling Advisory Board, NAACP, and Juvenile Corrections Advisory Board (Team Justice). The Coalition is using information obtained from the Burns Institute to work with traditional and non-traditional stakeholders to address DMC and racial disparities in the Wichita Public Schools as well as the target area.
- The Board of Sedgwick County Commissioners appointed Emile McGill, AAC Project Manager to the Juvenile Corrections Advisory Board (Team Justice) to increase community voice at the policy level. The meeting agenda at each monthly meeting includes a report on DMC activities and discussion of the work of the AAC.
- Community engagement sessions facilitated by the Burns Institute were carried out with the AAC leadership team, Wichita Police department officials from each division of the field services section, Detention Utilization Committee and Team Justice. Burns Institute analysis report of Sedgwick County arrest data was professional and extremely useful in telling our story. They also participated in a day-long workshop sponsored by the AAC in the community that was attended by 90 citizens, including youth. It was a very successful event with participation by City Council and School Board members. It set the stage for the AAC to evolve to the next level to advocate for DMC reduction.
- In October, AAC leaders (State Representative Miller and Emile McGill) participated in training at Burns Institute in San Francisco along with DMC Project Director Mark Masterson, Defense Attorney Karen Palmer, Deputy Police Chief Terri Moses, Juvenile Field Services Administrator Steve Stonehouse, and DOC diversity program leader Bridgette Franklin to work intensively on DMC reduction. Since returning, a snapshot measuring rates in use of detention for probation violators by juvenile field services officers by race and ethnicity has been done and will set the baseline for comparisons in Year 3.
- The officer-training curriculum in Pennsylvania was secured and is being evaluated by Wichita Police department for possible use here. Representatives from Pennsylvania presented their work in developing the curriculum at the Governor's conference and met with our local team (AAC representatives, DMC Project Director, Team Justice Chair and Wichita Police Department) at the conference.

- Sedgwick County has received substantial benefits by participating in DMC Action Network conference calls, and using funds for targeted site visits to Pierce County, WA Juvenile Court, Burns Institute in San Francisco and Homeboy Industries in LA. The site visits engage key local people in direct learning activities and help build momentum to facilitate and sustain making continuous improvements in our local systems.
- Title II funding expired for the school-based DMC intervention project focused on closing the achievement gap in test scores of minority and majority youth at two middle schools in Wichita. After three years the school district made the decision to sustain the program without grant funding and to replicate the model at three more schools. The project served 1,442 students with targeted services including tutoring, mentoring, presentations, parent education, and home visits to promote more learning-friendly home environments. Detailed analysis of the scores on math and reading assessments showed overall positive results at both schools in closing the gap.
- The juvenile court formally established a multidisciplinary staffing team procedure for key agency leaders to meet and develop realistic and creative case plans and service solutions for child welfare and/or juvenile justice youth who have complex needs and barriers to accessing necessary services that cross-systems. After one year of team planning meetings, the typical profile are youth with needs that cross foster care, mental health, developmental disability and mental retardation, education and juvenile justice systems in various combinations. A cost study was completed and found the State is spending an average of \$91K annually for each youth under current practices (not counting medical card expenses). It was concluded that we can and must do better. The local team agreed to meet whenever needed and to provide the juvenile court with detailed recommendations addressing the current situation and integrated and coordinated service plans for the short and long term. Significant systemic barriers exist in meeting the service needs of this population. We are hopeful that lessons learned working individual cases together by policy level agency leaders will result in system improvements in our continuum of care.
- The Corrections department delivered Phase III diversity trainings to 342 staff members in a one-day format of 20-25 per session. Introductory training is provided to all new hires by the County's Human Resources department. The department developed a written diversity plan with a set of goals, objectives and measures and incorporated it in the strategic plan. Through these actions the department strives to become a culturally competent organization which demonstrates inclusion and an employer of choice for a diverse workforce. After several years of targeted minority recruitment efforts, department staff closely matches the percent of Sedgwick County youth population ages 10-17 (32% minority).

Graduated Sanctions

- Wichita State University completed work on the detention screening instrument revalidation study and presented the report and results to the Detention Utilization Committee. It was determined the instrument we put in place in 1997 and validated in 2000 is working well and no changes were made in the criteria or scoring.
- The Sedgwick County Juvenile Intake and Assessment Center (JIAC) continued to field test a brief screen predictive of scoring on the Youthful Level of Service Case Management Inventory (YLSCMI). Wichita State presented the results to the Detention Utilization Committee which supported conditional validation of the instrument. The results were strong for up to 90 days. Additional sampling is being done to measure the reliability of the scores between 90 and 180 days.
- Juvenile Court Probation Services is using the YLSCMI for standard probation and a review was conducted to evaluate progress. The results supported a funding decision to continue the project in SFY 2010. A glitch in criteria was discovered and addressed to reduce up to 8 weeks time in detention and addressed in the new contract. Specifically, a first time probationer for a minor offense does not qualify for an YLSCMI unless ordered by the Judge. If they violate probation and are ordered detained, the Judge was ordering the assessment and setting the case over for docket in 8 weeks. It was agreed the new brief screen would be done upon admission to detention and provided at the detention hearing within 48 hours. If the Judge wanted a full assessment, the court services officer would complete it and the case would be docketed within 10 days. The new probation supervisor completed certification training in the use of the instrument and orientation to evidence-based practices in supervising probationers. We have started work to secure buy-in for use of the graduated sanctions grid approved and in use by Juvenile Field Services for those on intensive probation and those youth under community supervision in state's custody.
- A sanctions and rewards grid was approved by the Juvenile Court and implemented by Juvenile Field Services in addressing violations of probation and supervision conditions from correctional facilities.
- A two-tiered warrant policy and procedure was approved and implemented to provide the option for custodial and non-custodial orders.
- Detention admission data by offense, race and ethnicity was refined to distinguish those admitted on administrative orders from new offenses. Previously these were combined in the Top 10 offense data report. The Burns reports have been rerun for 2007, 2008 and 2009 YTD to capture the new data for our use in Year 3.
- Information from a site visit to Pierce County Juvenile Court was presented to the Juvenile Court Judges and policy teams. Our local team included a Juvenile

Judge, Cross-Systems Team Coordinator, Youth Services Administrator over detention population management, and the DMC Project Director. Replication of their weekend alternative detention program was planned and approved for funding and implementation in January 2010.

- Burns Institute analysis report of Sedgwick County arrests for 2005-08 was presented to the policy teams at both Team Justice and the Detention Utilization Committee. The Wichita Police department requested Burns to present it to their division head in field services which was done and well received. This led to further discussion of our analysis of disorderly conduct arrests at school. They committed to follow up with their school resource officers and the head of security of the USD 259 school system to continue refining the processes (which produced significant reductions in arrests the past two years). This is the second year we have been able to do meaningful and productive work to reduce this practice.
- Two new judges have assumed positions at Juvenile Court. Orientation and activities to measure and secure buy-in are time consuming but critical to our mission. It is a work in progress but the availability of data and research helps considerably.

Statewide Replication / Statewide Impact Efforts

- Kansas Governor Sebelius appointed a sub-cabinet team to study the disproportionate numbers of minority youth in the child welfare and juvenile justice systems. This was done in response to pressure/advocacy from the NAACP and other advocates to examine the issue more closely. The goals for the work groups were understanding the causes of disparity, identifying counties experiencing large racial inequalities, exploring poverty's role in the issues, and crafting solutions to recommend to the Governor by fall 2009; Don Jordan, Secretary of the Social and Rehabilitation Services (SRS) was appointed to lead the team. DMC Program Director Masterson, AAC leaders Miller and McGill served on the local team and completed work for Sedgwick County in September. A final statewide report was submitted in December.

Planning Activities to Replicate the Site's SI Model and/or DMC Best Practices

- Counties in two judicial districts expressed interest and accepted invitations to learn more about the DMC project; Seward (Liberal) and Shawnee (Topeka). The DMC Project Director met with advisory boards in three counties about the project. Representatives from Seward, Shawnee and Lyon counties participated in the 3rd Annual DMC Action Network Meeting on May 13th-15th. After assessing their readiness for DMC work, Shawnee withdrew and Seward and Lyon counties were accepted to participate in the project. Lyon will be a learning site and Seward a replication site.

Activities to Share Information and Assist Other Jurisdictions

- The annual Kansas Governor's Conference on Juvenile Justice was held in Wichita on June 21-24. Mark Soler delivered a keynote address and a workshop about DMC and Models for Change. Father Boyle from Homeboy Industries in Los Angeles, California, was a featured speaker and presented on gang intervention. Six workshops on DMC and another track of workshops on mental health and juvenile justice were presented. Erin Espinosa presented a workshop about the mental health/juvenile justice Models for Change initiative. The conference had 596 attendees and was very well received. The DMC Project Director presented a workshop on the Sedgwick County DMC Initiative and the DOC diversity goals, objectives and performance measures.
- Corrections Director Mark Masterson was selected to join a newly formed Juvenile Justice Leadership Network created by Georgetown University Public Policy Institute's Center for Juvenile Justice Reform, in partnership with the Council of Juvenile Correctional Administrators and the Public Welfare Foundation. The Institute focuses on working across systems to create a more comprehensive continuum of care for youth. The Network (12 members) has been created to bolster the work of top leaders in the juvenile justice field, increasing the probability of their successes in undertaking progressive reforms, while also potentially contributing to the work of the field as a whole. Leaders accepted to the Network have demonstrated ability to lead a progressive reform agenda and stability in their current roles. Network meetings will be scheduled twice a year at Georgetown University starting in 2010.

Planned activities for CY 2010:

- We will receive technical assistance from the Burns Institute (BI) on community engagement strategies. The work plan will focus on increasing community voice on Team Justice and working with the African American Coalition (AAC) to develop advocacy strategies to reduce DMC at the point of arrest.
- The AAC will continue developing funding and sustainability plans as an organization, carryout a communications plan of activities to build support for system improvements and service connections to reduce DMC, and complete capacity assessments of service organizations in the DMC target areas.
- Data collection, analysis, intervention, evaluation and reporting activities will continue to be published in the Benchmark Report in April and Evaluation Report in October. This will be accomplished by the Corrections department with professional consultation services from Wichita State University, School of Community Affairs. All work will be presented and discussed with key policy and community leaders at the Detention Utilization Committee, DMC committee and with the County Commissioners as deemed appropriate.

- Graduated sanctions work will focus on data collection, analysis and intervention in responding to probation violations and use of secure detention. Promising practices will continue to be identified from other communities and presented to the policy teams for consideration as system improvements. These practices will include sanctions and rewards grids, objective screening instruments and evidence-based practices to prevent youth at low risk to reoffend from moving more deeply into the justice system.
- Approved work plans will be carried out in Seward and Lyon/Chase counties as replication sites in Kansas for DMC reduction activities. Sedgwick County will provide technical assistance and cultural competence training to staff at each site.
- Validity testing of the local brief screening instrument in use at Juvenile Intake and Assessment will be completed by Wichita State University. The focus in this phase is to measure the strength of the risk scores (findings) between 90 and 180 days.
- Attendance at the DMC Action Network mandatory meetings by the Project Director and other designees selected based upon the topic areas the meetings will address.
- Attendance and participation in the newly created Juvenile Justice Leadership Network at Georgetown University by Corrections Director Masterson.
- Collaboration with other DMC Action Network sites and the Mental Health and Indigent Defense Action Networks to support and enhance our local initiatives.
- Attendance of a three member team to the Models for Change joint action networks meeting in Washington, DC. Our team will include local representatives working on DMC, detention advocacy and mental health/juvenile justice.
- Wichita State University will continue to evaluate differential success rates by race and ethnicity of prevention and intervention programs and offer technical assistance in areas where effectiveness and access should be improved.
- Complete Phase III diversity training with remaining employees of the Department of Corrections and design Phase IV.
- Continue minority recruitment activities and measurement of hiring of new employees to maintain representative workplaces in the Corrections department programs.
- The Corrections department will improve customer service to youth and family members when English is not their primary language by implementing the Language Line subscription and translation services.

Submitted January 2010 by:

Mark Masterson, Director
Sedgwick County Department of Corrections
mmasters@sedgwick.gov