

Disproportionate Minority Contact Sedgwick County, Kansas

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, steps were taken to further study and reduce minority representation at the facility.

One of the first strategies to decrease admissions and minority overrepresentation in detention was to develop, implement and validate an objective screening tool, called the Juvenile Detention Risk Assessment Instrument (JDRA). This proved a success, and subsequent studies have shown that the likelihood of detention in Sedgwick County is predictive by the following factors: severity of the offense (.814), gender (.341), age at arrest (.279), and then race (.203).

While the JDRA was helpful, it was determined through the local community planning process in 1998, overseen by the Sedgwick County Juvenile Corrections Advisory Board (Team Justice), that still more could be done. The Detention Advocacy Service (DAS) program was funded in FY 2000 and provides specialized legal representation with case management services to minority and low-income youth detained pending a detention hearing. The legal defense team represents the youth at the detention hearing to provide the juvenile court with choices and alternatives to consider releasing the youth pending the court process. DAS is serving about 160 new clients a year with case management services and has a successes rate around 80%. By race the clients are 68% minority (50% African American, 17% Hispanic and 1% Asian) and 32% Caucasian.

During this same time period, new database programs were developed to keep more accurate count of juveniles entering the system through the Juvenile Intake and Assessment Center and the Juvenile Detention Facility. These databases have been shared through the locally developed Juvenile Information Sharing System (JISS) to facilitate faster processing of juveniles in the juvenile justice system.

The DMC numbers have still not decreased as much as planned. To help the County find other ways to lower these numbers, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) was contacted for technical assistance. A meeting was held with a team from Development Services Group, Inc. on January 12, 2004. From this, a report was generated with the following recommendations:

- Re-examine the various means by which juveniles are admitted to detention.
- Re-examine the practice of holding pre-adjudicated offenders with post-adjudicated offenders by treating each as a separate and distinct population for DMC purposes.
- Re-examine DMC-related reports from the local information management system to analyze each of the separate populations currently in detention by:
 - Completing the OJJDP matrix using the Disproportionate Representation Index.
 - Completing the OJJDP matrix using the Disproportionate Relative Rate Index.
 - Documenting minority youth involvement at major decision points in Sedgwick County's juvenile justice system as depicted in the 18th Judicial District adjudication flowchart.
- Consider more active involvement of local racial and ethnic groups in the Department of Corrections annual strategic planning process.

Based on these developments of DMC efforts in Sedgwick County, the following activities were planned and implemented during 2004:

- Refine the data to more accurately measure DMC under the OJJDP Relative Rate Index as suggested by the technical assistance team.
- Schedule a follow-up meeting with the OJJDP consultants to discuss the refined data for the sub-populations within the detention facility.
- Participate in the Juvenile Justice Authority sponsored DMC Committee activities as part of the State of Kansas DMC Pilot Project by serving as one of three pilot sites for a three year demonstration project.
- Contract with Wichita State University (WSU) Self-Help Network to design and carryout a process to mobilize the community by raising awareness about the issues, our assets such as the prevention programs that are available and possible new interventions and strategies.
- Continue to regularly review collected data and its measurement process.

- Work with the Detention Utilization Committee and Team Justice to implement new interventions, evaluate and report the results to maintain and sharpen our focus on DMC.

At the close of CY 2004 the following progress was made on the planned activities:

- Base data was collected for 2003 and 2004, analyzed and discussed with consultants from OJJDP at a second site visit conducted on September 10, 2004.
- The data for arrests was organized by zip code and compared with service availability data from prevention resources prepared for Sedgwick County by WSU to highlight risk factors and service gaps.
- Based on the data, three zip codes were selected by Team Justice in NE Wichita, an area with a predominately African American population, to begin the process of community mobilization and engagement on the DMC initiative.
- The WSU Self-Help Network team was hired and began holding design meetings with neighborhood stakeholders for community mobilization activities in that area of Wichita.

At the close of CY 2005 the following progress was made on planned activities:

- Preliminary data analysis for two years showed African Americans are the minority group most disproportionately seen in the juvenile justice system; the greatest disproportionate index numbers were observed at arrest (RRI 3.63) and referral to juvenile correctional facilities (RRI 2.95). Further analysis of arrest data showed African Americans represent 35% of our juvenile crime arrests and 50% of violent crime arrests. This explains the higher rate of juvenile correctional facility commitments. Based upon this data, we have decided to focus our primary DMC efforts working on community mobilization to raise awareness and identify strategies to reduce the overrepresentation of minorities being arrested. A study is planned to analyze arrest data for disorderly conduct where a high number of arrests occur but few juveniles are charged.
- Community mobilization and engagement activities in the NE Wichita area were approved, carried out and evaluated; linkages of local resources were made to provide a series of community meetings focused on strengthening families and bridging the education gap; a group of interested community members will continue meeting and planning ways to reduce DMC; an African American Roundtable has been established with local agencies, businesses and churches participating in developing a strategic plan for the area; and, contracting was completed with the WSU Self-Help Network to design and carryout engagement in the next neighborhood of greatest opportunity to impact DMC, which is in zip codes 67203 and 67204 where high numbers of Hispanic youth reside.
- Cultural diversity training sessions were carried out and continue using the new curriculum materials with all corrections department and new county staff from all

departments to raise awareness and skills in understanding and working with diverse populations.

- The Detention Utilization Committee was offered and approved new strategies identified at a recent national conference on DMC to reduce detention use by implementing a sanctions grid for use by court services officers in handling technical violations of probation; revision of the commitment order form to include showing the prior interventions and internal sanctions that have been employed by the supervision officer for the Judge to consider before signing the order to detain the juvenile; and use of discretionary warrants permitting bonds to be used instead of detention in certain cases.
- The first year project results were presented at the state conferences for Court Services Officers and the Governor's Conference on Juvenile Justice.
- Supplemental funding was provided to support the Detention Advocacy Service program that provides specialized legal representation at detention hearings with case management to detained juveniles in order to provide the court with options to confinement.
- A local five member team attended the National DMC conference in November and brought information back to the DMC committee on factors that have been shown to contribute to DMC and evidence-based strategies to address it.
- Grant activities and interventions to continue the DMC Pilot Project in 2006 were designed and funding was approved for year two.
- The Kansas Advisory Group (KAG) has approved continuing DMC as a priority for 25% of Title II juvenile justice funds that come into the state from the federal government.
- **What we know about reducing DMC includes:**
 - **Prevention and equal access to prevention programs is critical.**
 - **Hispanic youth and families need to be treated as a distinct group.**
 - **Use of confinement in detention needs to be a last resort.**
 - **DMC tracking and reporting must be part of every program design.**
 - **Contributing factors include socio-economic status, family, education and juvenile justice systems.**
 - **Evidence-based strategies that have proven successful include prevention and early intervention programs (we have 16 programs in Sedgwick County established in 1998 and 2000), alternatives to secure detention (we have a model system with alternative programs established in 1990, 1994, and 2000), administrative rule modifications (Detention Utilization Committee established in 1996 and meets monthly to review and address issues and opportunities), cultural competency training (new curriculum and initiative is in place and ongoing), development of objective decision-making tools (detention screening tool was implemented in 1997, reviewed and validated in 2000 by WSU to prevent unnecessary use of confinement).**

At the close of CY 2006 the following progress was made on planned activities:

- Data collection, refinement, analysis and reporting were expanded to include unduplicated counts of clients served by prevention and early intervention programs (4,263), number of juvenile intakes (4,173), analysis and comparisons of each by zip codes, race and ethnicity, and differential success rates of prevention and early intervention services by age, race and ethnicity. This baseline data showed that 8 programs got essentially the same success rates for minority and majority participants, 3 got better rates for minority participants, and 7 got greater success rates for Caucasian participants. Overall, clients served by prevention and early intervention programs were 43% Caucasian, 27% African American, 22% Hispanic, 3% Asian, 2% Native American, and 3% other. The numbers are in balance with the percentages of youth being arrested by zip codes for new crimes. The information was published and distributed in the annual evaluation report of prevention programs done by WSU.
- The legal services component of the Detention Advocacy Service program was funded with DMC Pilot Project grant funds (Title II).
- Diversity trainings were carried out with all new hires to Sedgwick County by the Division of Human Resources with curricula provided by the DMC Pilot Project grant funds in CY 2005. Phase II training content was developed for delivery to supervisors and employees of the Department of Corrections. The supervisors will receive training during the 1st quarter of CY 2007, and all employees will be trained by the end of the year. The required training will be 8 hours for each employee.
- Community mobilization activities were carried out in targeted neighborhoods in the Hispanic community and existing prevention and early intervention programs were marketed and monitored to ensure juveniles and families living in those zip codes (67203 and 67204) as well as the NE Wichita neighborhoods (67208, 67214, and 67219) are being appropriately informed and served.

Sedgwick County Department of Corrections contracted with the WSU Self-Help Network to plan the work. A planning team of key individuals from the community was formed and informed about the issues and opportunities to become involved in this work. Several meetings focused on understanding the DMC history, our local numbers and mapping the key individuals and agencies in their neighborhoods (67203 and 67204) that could be helpful to the cause. A local roundtable of key people from the Hispanic community meets regularly, and is called La Mesa Redonda. This group agreed to take on this issue for the next year. A series of events were carried out to educate the members about DMC and local preventions programs participated in a systems fair to discuss services and cultural issues in serving this population. State Representatives Delia Garcia and Melody McCray-Miller are involved and very helpful in getting the right people to the meetings and participating. Both agreed that Hispanic and African American groups would join forces to address these issues in the community and in the Legislature on a continuing basis. La Mesa Redonda is working on strategies they will employ to address the risk factors for delinquency in their community.

- In January 2006, representatives from the Wichita Police Department and USD 259 met to discuss situations where disorderly conduct is the most serious offense that led to an arrest at school. Both entities agreed to make efforts to reduce school arrests for this reason through a thorough review of cases. Data analysis was attempted but the specific location of the arrest was not part of the intake database. That has been corrected and analysis will be attempted again in CY 2007.
- Minority recruitment activities were made a priority in 2005 at the Sedgwick County Department of Corrections. A total of 96 new employees were hired and 39% were members of racial or ethnic minority groups. Specifically, 25% were African American, 11% Hispanic, 2% Asian, and 1% American Indian. Minority hiring was 23% in 2003 and 37% in 2004. In 2006, 126 new hires were composed of 35% minority members: 22% African American; 5% Hispanic; 5% Asian; 3% Native American. Sedgwick County minority population ages 10 – 17 is 28%. Minority recruitment continues to be a priority and results will be tracked and reported annually.
- A national consultant was provided by OJJDP to present information on DMC to members of the community. Francisco Villarreal, a professor from Michigan State University and author, met with community members from La Mesa Redondo on June 1st, and our Juvenile Corrections Advisory Board (DMC committee) on June 2nd. Representatives from our 16 prevention programs also attended. Dr. Villarreal is an expert on DMC and working in Hispanic communities. The information he presented was very informative and the discussions with him were lively. He was also able to tour our juvenile detention facility and visit with staff and school personnel during his visit and offer helpful suggestions to improve our cultural competence and services.
- The director participated in the Governor's Conference on July 31st and presented our DMC project activities in the community at a workshop with the keynote speaker.
- A five member community team attended the national DMC conference September 7-10, 2006 in New Orleans. The conference was titled "Law Enforcement Solutions for Reducing Racial Disparities & Disproportionate Minority Contact in Juvenile Justice". The team presented the information learned at the conference to the Juvenile Corrections Advisory Board (DMC committee) and the Detention Utilization Committee.
- Work has begun with WSU to develop an objective screening tool for detention population management staff to use in selecting youth to present to the Court for alternative detention programs. The target date for completion of the instrument has been extended to the 1st quarter of 2007.
- On May 4, 2006 Kansas Governor Kathleen Sebelius signed into law a bill expanding the role of the Kansas Advisory Group to study the effectiveness of juvenile justice continuum programs (prevention, alternatives to detention and incarceration, and intake and assessment) in reducing racial, geographic, and other biases that may exist. This new law was championed by Representative Melody McCray-Miller and will take the DMC initiatives statewide.

- A grant application for a DMC intervention project at two middle schools in Wichita was approved with Title II and Sedgwick County Crime Prevention funding totaling \$41,658. The project focuses on closing the achievement gap in test scores between minority and white students. The project plans to serve 300 minority youth during the grant period (10/1/06 – 9/30/07). The interventions will include tutoring, mentoring, presentations, parent education, and home visits to promote more learning-friendly home environments. The grant will also provide technical assistance to the schools and additional project staff to carryout project activities.

At the close of CY 2007 the following progress was made on planned activities:

- WSU completed matched case studies of juveniles involved in the system to look for any disparities based upon race and/or ethnicity. The studies were reviewed with key justice system stakeholders at the Detention Utilization Committee meetings. Detailed reports were prepared, analyzed and discussed. The case study featured 162 cases. Youth with first time intakes/arrests for battery, possession of marijuana, and level 9 non-person felony were matched and tracked through the system and for subsequent arrests. The overall pattern was encouraging because of the similarities in handling in the system. The data showed youth charged for a first offense of battery are not detained (0/54 youth) and not often charged (15%), but 54% had subsequent intakes/arrests (Caucasian 44%, African American 61%, Hispanic 56%). The data suggests that an early intervention in battery cases might be a worthwhile strategy. In cases related to marijuana possession, African American youth were twice as likely to be processed through the system as Caucasians, and if they were diverted, they were more likely to fail and move to standard probation. Youth adjudicated for possession cases had a recidivism rate of 77%, compared to 37% of non-adjudicated cases. In level 9 non-person felony cases the only obvious pattern was the greater likelihood of Caucasians being granted diversion and successfully completing it. Recidivism rates were 31% for adjudicated and 65% for non-adjudicated cases. There was no particular pattern by race. The case study shows approximate equality in these crime sets, but it also shows high recidivism rates.
- WSU completed a study to develop an objective screening tool to aide staff in juvenile detention with selection of residents for placement into detention alternative programs. This study focused on selecting residents who would be safely managed in alternative residential settings and show up for court. The methodology employed in the study to predict absconders from residential was essentially to review the characteristics of the absconders, searching for any patterns. Once variables we thought might distinguish the absconders from all residents, a Chi Square statistic to search for variables with differences (beyond chance) between all residents and absconders was applied. The results showed threshold significance for divorced parents, but nothing else really set apart the absconders. That is not enough to justify a risk assessment, just a caution note for kids with divorced parent when recommending residents for alternatives. Race was not a predictor of absconding.
- Arrests at school for disorderly conduct have been collected. Discussions with Wichita Police Department and USD 259 are planned for the spring semester of 2008. The data shows the following numbers of youth arrested and percentages by race and ethnicity in

2007: Caucasian 72/38%; African American 69/36%; Hispanic 44/23%; Asian 3/1%; Native American 1/.5%. The number of arrests dropped significantly in 2007 (189 from 258). Analysis by individual schools will be done to determine any significant differences in practices.

- A grant application to continue the DMC intervention project at two middle schools in Wichita was approved with Title II funding totaling \$40,000. The project focuses on closing the achievement gap in test scores between minority and Caucasian students. The project serves minority youth during the grant period (10/1/07 – 9/30/08). The interventions include tutoring, mentoring, presentations, parent education, and home visits to promote more learning-friendly home environments.
- Strategies developed through community meetings to address DMC were prioritized and funded with DMC Title II funds. The projects included two positive youth development summer camp projects serving youth from the target areas. The YMCA planned and carried out a Job Prep 101 project and the Atwater Summer Camp provided science and math enrichment activities for elementary and middle school aged children focused on robotics. Directors from both projects prepared detail reports of their activities and presented the results in a public meeting to the DMC Committee. A supplemental appropriation for \$10,000 (matched state and local funding) provided summer jobs for 8 youth and a crew chief sponsored by the Urban League. The crew performed high profile clean up and landscaping on two blocks in the DMC target area suffering from neglect and blight. The project served to “kick off” the New Communities Initiative (urban redevelopment) and was covered by the media and attended by many state and local political leaders.
- OJJDP provided technical assistance by Francisco Villarreal on DMC issues with Latino youth in 2006. One recommendation was to increase Spanish speaking staff. Analysis of staff in our home based detention alternative revealed no staff who could speak Spanish and this was a limiting factor for access to this alternative. This was addressed and corrected by placing a Spanish speaker on the staff team. The change has significantly increased access to and utilization of the detention alternative program for this population.
- Differential success rates by race and ethnicity for clients served by delinquency prevention and early intervention programs were tracked and reported in the annual “outside” program evaluation report done by WSU. This was the second year of analysis of this information. The success rate for minorities was virtually the same as those for Caucasians. Six programs showed greater success with minorities while five showed greater success with Caucasians. The evaluation report was presented to the DMC Committee, County Commissioners and is posted on the department website. These programs served 4,255 clients in SFY 2007; 43% Caucasian, 27% African American, 20% Hispanic, 2% Asian, 2% Native American, and 6% other/unknown. Providers were encouraged throughout the year to analyze their differential success rates and work towards improvement of their success with whichever group requires some remedy.

- Program monitoring of the service contracts of the two DMC intervention programs was carried out and the results were tracked, reported, and reviewed with the Juvenile Correctional Advisory Board (DMC committee). The DMC intervention programs are the Detention Advocacy Service (DAS) and the USD 259 middle school project called Closing the Gap, Reducing DMC. The legal representation component of the DAS program (Title II funds) has been recommended for expansion to provide continuity of legal representation to clients accepting DAS services at detention hearings. The proposed expansion (SFY 2009) will target youth detained in juvenile detention with new offenses that are not already under post-dispositional supervision. The target population represents 16% of youth represented at detention hearings.
- Diversity Phase II training was carried out with all employees of the Department of Corrections. Twenty training sessions were held with a total of 398 department staff participating. This training refreshed use of the M.E.E.T. model and expanded upon the expectation that staff use it to recognize, respond to, and address workplace situations where co-workers feel disrespected. New components included emotional intelligence, generational differences, personal experiences, DMC initiative and data review, departmental key initiative and strategic plan. The integration of diversity into the entire fabric of the corrections department and services drew the attention of county management. A presentation was requested and delivered to the senior leadership team of Sedgwick County. A plan is being developed to consider expanding use of the M.E.E.T. model to all county departments.
- Minority recruitment continues to be a priority for the Corrections department. A profile of all 111 new hires in 2007 shows 37% were members of racial or ethnic minorities. Department staff was 32% minority at the end of 2007. The 2006 census data shows Sedgwick County population as 25% minority overall and 31% in the youth population ages 10 - 17. Minority hiring the last five years was 23%, 37%, 39%, 35%, and 37%. Breakdowns of staff representation to general population are: Caucasian 68%:75%; African American 21%:9.7%; Hispanic 7%:10.3%; Asian 2%:4.1%; Native American 2%:1%. The youth population ages 10-17 is Caucasian 69.1%, African American 12.2%; Hispanic 13.5%; Asian 4.1%; Native American 1.1%.
- DMC data at each decision point was collected, reported, analyzed and acted upon to continue to monitor and ensure equal justice and to attempt to reduce, where appropriate, the overrepresentation of minorities in the juvenile justice system. Data tables from 2003-2007 were calculated using the 2000 census data and with the updated census data for 2003-2006 (2007 census data is not yet available). We plan to begin using the more accurate tables with the updated census data in 2008.
- Analysis of the RRI data for CY 2007 compared to the prior year shows slight reduction in disparity for minority youth at the point of arrest (2.49 from 2.63) and admissions to detention for new offenses (1.35 from 1.63). The change is driven by reduction in the rates for African American youth (arrests 3.69 from 4.16; detentions 1.46 from 1.85). The rates for Hispanic youth rose slightly in arrests (2.06 from 1.90) and declined slightly in detentions (1.20 from 1.26). Minority youth are getting consistent and appropriate access to detention alternatives, diversion and standard probation. They continue to be

overrepresented in admissions to intensive probation (1.90), state custody for placement (1.98) and juvenile correctional facilities (2.42). Overall the RRI is moving in a more positive direction. This is the first time the RRI at arrest has gone down.

- Arrest statistics from Wichita Police Department for 2007 were analyzed for severity of offenses. Arrests for violent crimes (murder, forcible rape, robbery, agg. assault) shows far higher rates for minority youth when compared to their representation in the population. Arrests for violent crimes by race (including Hispanic and Non-Hispanic youth) are as follows: Caucasian 47%; African American 47%; Asian 6%. Arrests for violent crimes by ethnicity are as follows: Hispanic 20% and Non-Hispanic 80%. For comparison, the percentages of youth in the population ages 10-17 are: Caucasian 69.12%; African American 12.21%; Hispanic 13.47%; Asian 4.05%; American Indian/Alaskan Native 1.15%. Minority youth accounted for 37% of all arrests and 53% of arrests for violent crimes. The data supports the need to continue targeting our prevention efforts in the communities and neighborhoods where high numbers of minority youth are being arrested. The primary zip codes for African American youth are in the NE and SE quadrants of Wichita. The primary areas for Hispanic youth are the NW and SE quadrants. Strategies will be developed and implemented to engage members of these neighborhoods in crime prevention work.
- The DMC project director participated in a workshop at the Governor's Conference on July 30th by presenting results of the DMC pilot project.
- The 3-Year DMC Pilot Project funded by the Kansas Juvenile Justice Authority (JJA) ended 9/30/07. A detailed report for our site was prepared and presented to JJA, Board of Sedgwick County Commissioners, DMC Committee, and is posted on the department website. An addendum was prepared and posted on the website when the CY 2007 data became available.
- Based largely on the accomplishments, commitment and leadership displayed by Sedgwick County in the DMC Pilot Project, we were encouraged by JJA to apply for acceptance into the Models for Change DMC Action Network Initiative, funded by the MacArthur Foundation. We were accepted into this national project and started work October 1, 2007. The MacArthur Foundation has agreed to provide at least \$100,000 for each of the next three years to sustain and expand our DMC work. State Representative Melody McCray-Miller, County Commissioner Tom Winters, Presiding Juvenile Court Judge James Burgess, and DMC Project Director Mark Masterson attended the inaugural meeting of the DMC Action Network in Washington, DC, on October 24-25. A detailed work plan is under development to devise strategies to reduce DMC at the point of arrest and to plan expansion of DMC work locally and statewide.
- A local DMC team of six members attended the national conference on DMC in Denver, CO. Members of the team presented a workshop on the development of the local system and the processes for continuous improvements that have been employed over the past decade on October 26th. The presenters included Dr. Delores-Craig Moreland, WSU professor and program evaluator, Mark Masterson, Corrections Director, and State Representative Melody McCray-Miller.

- Sedgwick County DMC Initiative was nominated and selected as an OJJDP DMC-Reduction Best Practice and included on the OJJDP Model Programs Guide Web site. This national recognition was announced at the DMC national conference. We were nominated by the Kansas Juvenile Justice Authority.

At the close of CY 2008 the following progress was made on planned activities (the format is changing to match reporting as part of the DMC Action Network):

Local Commitment to the Models for Change DMC Action Network

Fair and equal justice for all youth is a shared value of the State of Kansas, Sedgwick County, City of Wichita, District Court and the communities they serve. The overrepresentation of minority youth in the juvenile justice system is a disturbing and persistent problem that Sedgwick County has taken the lead in measuring and addressing with stakeholders. The Juvenile Corrections Advisory Board (Team Justice) serves as the DMC Committee for Sedgwick County. Advisory boards are mandated in state law to plan, coordinate, oversee and advocate for juvenile justice services and needs at the local level. State law requires representation of key justice system stakeholders and community representatives appointed by elected governing bodies of Sedgwick County, City of Wichita, District Court, and Sheriff. The law requires membership to be balanced by gender, race and ethnicity to fairly represent the community at-large. The Board serves in an advisory capacity to the Board of Sedgwick County Commissioners. The Corrections Director is assigned responsibility for staffing the advisory board and serving as the administrative point of contact for Sedgwick County with the Kansas Juvenile Justice Authority.

Team Justice has 16 members and meets monthly to conduct business. DMC updates are part of each meeting agenda. The meetings are open to the public and the agenda's and meeting minutes are posted on the Corrections website (<http://www.sedgwickcounty.org/corrections>). A separate policy level committee composed of key juvenile justice system stakeholders also meets monthly focusing on juvenile detention utilization. Most significant system improvements originate from these meetings and DMC is regularly analyzed. Buy-in of key leaders to DMC and our work on the justice system is a clear strength in Sedgwick County.

Overview of Year One Network Activities

A significant part of our work in Year 1 involved implementing a strategy to better engage the community in work to reduce DMC at the point of arrest. An agreement was launched with the African American Coalition (AAC) to focus their attention and efforts on DMC. The Burns Institute (BI) was hired for technical assistance. Staff from BI made a site visit to gather data and conduct interviews with key people to learn about our system and community. A written report is expected in October that will become the foundation for the ACC work in Year 2. The Project Director reached out to the Kansas Juvenile Justice Authority to plan statewide expansion of strategies that have worked in Sedgwick County. The director serves as the representative of the central region of Kansas on the statewide Community Advisory Committee on Juvenile Justice. The members provide recommendations to the Commissioner of Juvenile Justice each July. Statewide expansion of DMC work was a top priority and the Commissioner agreed and is launching the work with releases of district level data at several decision points in October 2008.

In Sedgwick County, the New Communities Initiative is a comprehensive revitalization project to strengthen the neighborhood where the highest numbers of minority youth are arrested (67214). The director proposed three strategies that were accepted by the policy group led by the City of Wichita. The strategies include a cross-agency gang offender supervision partnership, a training program to change stereotypes and reduce fears of the police and youth of color, and development of partners and plans to develop a faith-based gang intervention program to help youth in leaving gang life (Homeboy Industries Model).

Within the juvenile system, new strategies were identified and resources secured to improve several practices. State and local funds were leveraged to implement an objective decision-making instrument (YLSCMI) to measure risk to reoffend and target service needs at the pre-sentence phase of the juvenile court process. National expert Dr. Edward Latessa provided consultation and training to community-based service providers, system stakeholders and local funders on “What Works” in reducing recidivism. State grant funds were secured to assist local service providers with the transition to evidence-based practices and expansion of legal representation by the Detention Advocacy Service for the duration of the court process (not just for the detention hearing). Title II funding was obtained to provide specialized tutoring and mentoring to help close the achievement gap for students at two middle schools, send a community team to a national DMC conference, and to pay for curriculum supplies for the Corrections department in meeting diversity plan goals. The department is also participating in a state-funded mental health/juvenile justice project focused on new procedures and practices to identify and divert youth with symptoms of mental illness to community resources early in the justice system process (juvenile intake and detention).

Data Collection and Analysis

The Burns Level One data elements were successfully programmed, collected and reported. A consultant from BI has the data reports and will be using them in designing technical assistance. Sedgwick County was the first partner site in the DMC Action Network to produce all the BI data for CY 2007 and the first half of CY 2008. Ongoing data collection and analysis activities were carried out throughout the year while the Burns data work was being organized. This work includes a follow up study of disorderly conduct arrests at school (25% reduction from 2006 to 2007) and a DMC matched case study of arrests and system handling for first time offenders by race and gender for the offense of battery, possession of marijuana, non-person felony and person felony. The results were analyzed, processed with stakeholders, used for planning and published in our annual Benchmark Report in April. This report can be found at: (http://www.sedgwickcounty.org/corrections/tj_reports.html). A study is underway to revalidate the detention screening instrument (implemented in 1997 and validated in 2000) and a brief screening instrument modeled off the YLSCMI at juvenile intake. Ongoing data collection and analysis to measure the relative rate index at each decision point, arrests and targeting of prevention services by race, ethnicity and zip codes and detention continuum utilization continues to keep policy and operations teams focused on the DMC issue.

Implementation of Strategic Innovations

In addition to the information cited above, the AAC has begun working on various community engagement activities. They have developed a partnership with the Racial Profiling Advisory Board to promote community education with a series of seminars that focus on citizens constitutional rights. The Board has developed an informational brochure and distributed it at community events titled “Know Your Rights.” Community police officers are also teaching sessions to students in the schools titled “Rap With A Cop.” Another partnership has been formed with a local community organization to facilitate an evidence-based gang prevention/intervention program. Through this partnership, service gaps with females who have become involved in gang activity have been identified. The AAC has also developed a resource directory that identifies programs and services located in the DMC target zip code areas. The directory will be continually updated and shared to reflect available services and resources for youth and families in the area.

Work on graduated sanctions is focused on implementing objective decision-making tools at each decision point in the juvenile justice system process. Research clearly shows that youth that are low risk to re-offend are made worse by imposing traditional supervision sanctions and mixing them with moderate and high risk youth. Objective tools are being implemented at juvenile intake and juvenile court services for use at the pre-sentence stage and standard probation. Use of these tools at the earliest stages of the process addresses a gap in the system and completes the strategy to have objective instruments in use at each decision point. The use of objective decision-making will help to ensure fair and equal treatment for all youth throughout the system of graduated sanctions.

Significant progress in Year 1 includes agreements to fund work by the African American Coalition which includes hiring a Coalition Manager and focusing work in support of DMC reduction. The Corrections department hired a DMC Community Outreach Coordinator to sustain and expand it’s work on DMC. The individuals hired have participated in DMC Action Network meetings in June and September to learn the issues and goals of the Models for Change Initiative. The positions add capacity to sustain and expand DMC work in the community. The Project Director has led efforts to have three collaborative strategies with the potential to impact DMC at the point of arrest accepted for implementation by the New Communities Initiative. This effort has been successful and work has begun on each strategy. An area of improvement is in the average daily population in secure detention that has declined from 73 to 65 (2007 to 2008) and down to 58 for the last six months of 2008. Our data over time shows use of objective detention screening, alternatives to detention and detention advocacy with case management has produced and sustained a 45% reduction in secure detention days.

Significant challenges include the amount of time it takes to get buy-in for developing, implementing and sustaining new strategies. Lack of funding for new direct service alternatives to detention and/or community-based graduated sanctions continue to be barriers. An increase in gang violence is a cancer that needs attention by community leaders and a comprehensive strategy to address it. Work to unite and engage the faith community and key leaders in this issue has been painfully slow. There is high interest for a short time following youth homicides but no sustained support has emerged to address the violence in a comprehensive and coordinated way. Work will continue toward this goal.

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

Year 2 DMC Action Network and Related Activities (2009)

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 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 a training institute 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 a 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 lead 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 they 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.

This update was provided by DMC Project Director Mark Masterson on 1/01/2010.