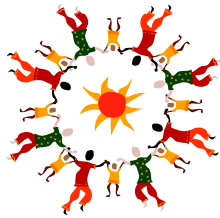


Pima County Juvenile Court Center



DMC
JDAI

Disproportionate Minority Contact Juvenile Detention Alternatives Initiative

PIMA COUNTY JUVENILE COURT DMC/JDAI ANNUAL REPORT July 2007

Consistent with the previous two years, this annual report is presented to inform our community stakeholders of the status of the collaborative effort to eliminate disparate treatment (DMC) and the inappropriate use of detention (JDAI) and to improve outcomes for youth involved in the juvenile justice system. The DMC/JDAI Executive Committee, which provides leadership for these initiatives, continues to implement a strategic plan which is reviewed and renewed annually. This annual report presents highlights of the successes, describing in brief detail the work completed and identifies the work still to be done from the strategic plan.

HIGHLIGHTS

In Year 2006-2007, a discernible shift occurred from the previous year. We went from data collection to inform planning processes, to that of implementation of system changes. This year's highlights reflect this shift towards implementation of new policies and practices and alternatives to detention. The highlights are:

- Sustained reduction in average daily population (ADP) in detention from 173 in 2004 to 127 in 2006
- Development and implementation of the Graduated Responses Grid to determine appropriate responses for youth who have violated probation
- Completion of a validation process for the Risk Assessment Instrument (RAI)
- Expedited case processing to shorten length of stay from the County Attorney & Public Defenders offices for youth detained on probation violations
- Completion of the Community Profile process and recommendations report
- Development of the Sunnyside "Community Support Program," an evening center for male probation violators
- Implementation of the Court Hearing Notification program
- Development of the Domestic Violence Alternative Center
- Tucson Police Departments engagement of the W. Haywood Burns Institute to conduct a self-assessment process

Other notable successes include the consistent participation of the collaborative members in their commitment towards DMC/JDAI. The collaborative recently received a Judicial Award from the Administrative Office of the Courts for their work in DMC/JDAI.

THE 2006-2007 STRATEGIC PLAN

In July, 2006 the DMC/JDAI Executive Committee developed the 2006-2007 strategic plan which can be seen at our website: www.pcjcc.gov . Court staff, in partnership with staff from our stakeholders, provided countless hours reviewing, deliberating on policies and practices and collecting, analyzing and reporting on critical data that continues to inform and direct the goals and objectives of this plan. The strategic plan has five goals with

numerous objectives. This report provides a brief description of each goal, provides our progress to date, and identifies work that is ongoing.

Goal I: All key decisions affecting minors in the juvenile justice system are based on criteria that are demonstrably objective and race-neutral.

Key Decision Points

The series of decisions made, once a youth is involved in the juvenile justice system, is paramount to the outcome for that youth. As has been observed from preliminary data collection, at any one of these decision points, the way in which decisions are made can have a negative impact on a particular group of race or ethnically diverse youth. The ongoing goal has been to conduct an in-depth review and analysis of the previously agreed-upon key decision points in the continuum from arrest to disposition. This past year the focus has been on the arrest and detention decision points. Various juvenile justice stakeholders have been collaborating to bring their particular departmental data for review and discussion. Of particular interest has been to differentiate what decisions are driven by statute, policy, standard and/or practice. Tucson Police Department arrest data has been reviewed and further findings are pending given that TPD has engaged the W. Haywood Burns Institute to conduct a self assessment process that will provide further information for this key decision point. The committee has agreed to postpone further work until the Tucson Police Department self-assessment process is complete. The Haywood Burns Institute will then have the opportunity to develop a process or template that other key stakeholders will be able to replicate. For example, the County Attorney, Public Defender, Child Protective Services, Schools and the Community Partnership of Southern Arizona will be able to conduct their own internal self-assessment using the template or process.

The Decision to Detain

The key decision point of “detention,” or the admissions decision, already an area of much attention in previous years, continues to be monitored and reviewed for ongoing improvement to decrease its impact on DMC. As noted above, PCJCC has been able to sustain its ADP reduction from 173 juveniles in detention in 2004, to 127 ADP in 2006. The data for July, 2007 shows a further reduction of 116 ADP. Of concern to PCJCC is that although our overall raw numbers indicate this reduction, the actual percentages of youth of color have increased and remain persistent. The commitment from PCJCC is to continue reviewing the data, dig deeper into the numbers and take decisive action in policy and practice to improve reduction of inappropriate use of detention and/or reduction of DMC. Of particular interest is the Risk Assessment Instrument (RAI) validation process that provided encouraging results that the instrument in fact, does differentiate between low and medium risk youth for those being released, as well as those released at a detention hearing. The RAI, as hoped, has been modified and will continue to be monitored to assure that low risk youth are released and medium risk youth are released to alternatives to detention.

Goal II: Only those minors who meet the criteria for detention are detained.

Sustain Defined and Articulated Purpose of Detention

Given last year’s progress in having adopted a statement that supports the use of detention for juveniles charged with a crime only under narrowly prescribed circumstances while simultaneously developing less restrictive alternatives in the community and that, consistent with our restrictive philosophy on the use of detention, one of our objectives was to place this consequence in the context of a full spectrum of graduated responses, combining increasingly or decreasingly severe sanctions with increasingly or decreasingly intensive therapeutic support. In October, 2006, a formal system of graduated response options was developed by a probation supervisors’ workgroup. This formal system consisted of the GREAT tool which is used to determine the juvenile’s risk to re-offend, the Probation Violation Severity Category chart, which is used to determine the severity of the violations and the Response Grid which is used to determine appropriate responses. Probation and the IT department developed an electronic form of the graduated response tool and a pilot test was

conducted. The PCJCC Graduated Responses instrument went “live” on July 1, 2007 and all probation teams are currently using the instrument when determining responses to probation violators. The IT Department will collect data and future monitoring reports will be forthcoming.

Length of Stay

Given that slow processing can greatly increase the use of juvenile detention beds even though the number of admissions has decreased, PCJCC, the County Attorney’s and Public Defender’s staff have been increasingly focused on ways to expedite case processing time. The court is working to eliminate unnecessary advisory hearings and expedite probation violation proceedings for detained youth. In addition, PCJCC has filled the position for the Detention Expeditor, which is anticipated to have a key role in assisting the process of shortening length of stay and expediting case processing.

While juveniles are in detention, their release is expedited in part by their successful participation in behavior education programs. Currently, detention staff is measuring the impact of the “Step-Up” program by conducting youth surveys. Detention staff and our Senior Research and Evaluation Specialist will be developing evaluation tools for specific detention programs in the coming year.

Goal III: Develop alternatives to detention in collaboration with families, youth and community stakeholders.

Safe Release of Medium Risk Youth

One of the Eight JDAI Core Strategies states that upon utilization of an RAI, theoretically, low risk youth are to be released outright, medium risk youth are released to alternatives to detention and high risk youth are detained. As stated last year, many medium risk youth can safely be released to the community with the right services and supervision in place. In the past year, PCJCC focused much attention to the 68% of low risk/high need population that were being detained and most recently, initial identification and some preliminary analysis of the medium risk population was conducted. A recent report, completed in May 2007, provides a demographic breakdown of the medium risk youth screened to include the residence zip code, the most severe offense and length of stay in detention. Among this particular cohort of medium risk population, the majority were male and mainly Latino youth with 9% African American and 6% Native American youth. The three major findings revealed from this preliminary review included the following: youth of color were referred to intake at higher rates than Anglo youth were, ethnicity does not appear to be a factor in length of detention stay, and older youth (17 yrs) were significantly more likely to be detained than younger youth (10-14 yrs). The RAI Validation Report provides additional demographic information that identifies medium risk youth. Further review of data will be conducted to proceed with development of alternatives to detention for medium risk youth populations.

Child and Family Teams

One of the significant achievements from last year, headed by the Probation Department and the Community Partnership of Southern Arizona, has been the implementation of the Child and Family Team (CFT) process in detention for every child eligible for federally-funded behavioral health services. This year the CFT committee has expanded its membership to include clinical directors from the three Networks and PCJCC. While a specific task of the work group was the utilization of the CFT to develop collaborative treatment plans and viable alternatives to detention for detained youth eligible for Network services prior to release from Detention, reports of CFT’s being implemented had varying degrees of loyalty to the model. This year, the stakeholders have

developed guidelines to insure consistency in how CFT meetings are facilitated. They have also developed a tracking process to determine if recommended services have been implemented.

Alternatives to Detention

In September 2006, we began using the Prevention Academic Technology (PAT) program for JIPS probation violators. This program is an evening reporting center that provides additional structure and supervision for juveniles who have violated their intensive probation conditions and would otherwise be detained. The Tucson Urban League is the contracted service provider for the PAT program. The PAT program has been well received by JIPS staff and participants. Two JIPS probationers are now paid employees of TUL working as mentor/tutors for PAT. Pending is outcome data on numbers of youth attending the program, ALOS, and tracking whether there have been new offenses committed and failures to appear in court. An exit survey to be completed by participants concerning their experience in PAT has been developed and will be implemented.

Progress has also been made on development of an evening reporting center for male probation violators on standard probation. A facility within the Sunnyside Unified School District has been identified to provide a location for the program. Several community providers will partner with Probation staff to implement a developed curriculum. Pima Prevention Partnership will provide Life Skills Training, Pima County One Stop will provide pre-vocational training and Southern Arizona Center Against Sexual Abuse will provide Healthy Relationships training. Tutoring and meals will be provided along with supervision and transportation by PCJCC staff. Pending approval from the Sunnyside Unified School District Board the program is scheduled to begin the end of August 2007. Efforts to develop a similar program in the 85713 and/or the A' Mountain Neighborhood area continue. Pending will be monitoring of current (conditions of release and electronic monitoring) and new alternatives to detention, particularly, focusing on data of re-offense rates and failures to appear.

Detention Utilization

The Library/Learning Resource Laboratory opened as scheduled in January, 2007. It is a computer-based learning experience for detained youth, and includes excellent library services.

The Presiding Judge and County Superintendent of schools have established a Detention Education Advisory Board to review educational programming in detention. This multi-symptom group is focusing on improved assessment and access to records, and the development of a transition plan and portfolios to insure that youth enroll in an appropriate education program upon release of detention.

Neighborhood Pilots

The Community Profile process, conducted in partnership with the 'A' Mountain and Sunnyside/Elvira neighborhoods and other stakeholders has been completed. The partnership, built with the goal of developing community-based alternatives to detention that will have the most beneficial impact, particularly on youth of color, completed the Community Profile Report and Recommendations in March 2007. As acknowledgement of all the efforts made by hundreds of individuals, the Ad Hoc organized an appreciation dinner that took place on May 9, 2007. Listed are the four major recommendations of the report.

The collaborative:

1. should establish a deliberative forum to collect, analyze and report data
2. should address the issues of RAI low scoring youth and the appropriate use of detention as well as establish a range of alternatives to detention that meet the target population needs
3. should conduct an internal audit of their policies to determine if they contribute to racial disparities
4. should examine its court processing time for special detention cases and youth being processed out of custody

The Data Ad Hoc committee has been established by the collaborative in part to address the first recommendation with the development of 5-7 reports that will track relevant data on an ongoing basis and inform stakeholder decision making.

Goal IV: Engage the community in the DMC/JDAI initiative

The desire to increase awareness of DMC/JDAI among juvenile justice stakeholders and the public in general drove the need to develop a communications plan. The plan includes activities on how to raise awareness among court staff (internal) and among the staff of our various stakeholders as well as the general public (external). The new DMC/JDAI brochure completed in March 2007 is being used to increase general awareness of the initiatives. A revision of the DMC/JDAI website is being completed and several new features to the already existing website will be added such as links to Annie E. Casey's JDAI helpdesk, a link to W. Haywood Burns Institute and OJJDP's website and links to various seminal articles regarding detention reform and DMC. Internally, a presentation on DMC/JDAI is included in the new employee orientations. Externally, the various stakeholder Public Information Officer's will be meeting to discuss a communications strategy to raise awareness among stakeholder's staff about DMC/JDAI.

Youth and parent involvement in the initiatives, as members of the collaborative and/or to provide consumer input is still in the initial stages. Last year, an MSW intern directed most of her time to development of a "youth run youth group" with limited success. Cholla High School's classes on "Social Justice" and Sunnyside and Desert View High School's Jobs for Arizona Graduates (JAG) classes were involved in various activities, such as a tour of detention, a 101 class on the Juvenile Justice system, and a 101 class on DMC/JDAI. Cholla High School students showed such strong motivation and interest in the topic, that they produced a video and continue to work on it to raise awareness among other Pima County youth on the issues of DMC/JDAI.

Goal V: Develop and implement an outgoing plan for detention self-assessment.

An important piece of this initiative is ensuring that juveniles who must be detained are placed in a setting that is safe, secure and implements professional standards of best practices in working with detained youth. The recommended detention self-inspection was completed in 2006, and the results were reported in 2007. As part of the process, the self-inspection report detailed an action plan recommending changes in policy and procedures that have been implemented. The court has committed to a periodic review and additional self-inspections will be scheduled when deemed necessary.

OTHER ACCOMPLISHMENTS

Native Youth Standing Committee

The Native Youth Standing Committee, developed out of the need to address DMC among Native youth and the particular issues associated with working with the two tribal nations of Pascua Yaqui and Tohono O'odham, was established with the general goal of increasing positive outcomes for Native youth in the Juvenile Justice system. While the committee met quarterly, court staff launched a series of meetings with tribal court staff for each nation and began developing a deeper understanding of the complexity of need and coordination of services to address the above mentioned goal. Intentionality really takes on a new meaning when working with issues related to Native youth in the Juvenile Justice system. The desire to partner or collaborate as a response to Native youth DMC, or to the lack of services and/or complexity in coordination of services between county and tribal services is complicated by the lack of understanding of how systems work in both jurisdictions, what

are the opportunities and/or limits for collaboration and what are the implications of sovereignty as we move towards opportunities of collaboration. PCJCC is in the process of organizing a seminar that will address these issues, deepen an understanding of the tribal government and court systems and discuss issues of sovereignty as they pertain to youth in the Juvenile Justice system. Our goal is to develop a true partnership between PCJCC and the two tribal court systems and potentially bring resources to Pima County to assist in the building of alternatives to detention for Native youth.

Model Delinquency Court

In its first year as a National Council of Juvenile and Family Court Judges Model Delinquency Court, Pima County Juvenile Court adopted a very ambitious set of goals and objectives. The goals themselves came from three different sources. First, from our Bureau of Justice Administration (BJA) grant, we committed to apply the problem-solving court strategies of the Juvenile Delinquency Guidelines (JDG) to improve outcomes in domestic violence cases. Second, in its 2006 strategic planning session, the probation department chose Juvenile Delinquency Guidelines Key Principles 2, 11 and 14 as their priorities for implementation. Third, the court committed to examining and improving case processing times, consistent with the goals and timeframes established in the JDG. Five subcommittees were formed to identify specific activities in each area. These activities, together with others identified by the larger Model Court Working Committee, were then grouped together under six general goals. The PCJCC Model Delinquency Court, 2006-2007 report describes the organizational process for the Model Court Project, and then discusses the progress to date of each of the five subcommittees. This report is available on our website at www.pcjcc.pima.gov.

BJA Domestic Violence Grant

The BJA grant required the development of collaborative strategies both to develop alternatives to arrest and entry into the juvenile justice system and to expedite the processing of cases once a youth was under the jurisdiction of the court. The domestic violence coordinator put together collaborative committees that included representatives of all six county law enforcement agencies, probation and community behavioral health providers. The group developed common criteria for offenses and youth that could be diverted to community resources rather than being arrested and brought to the detention center. The behavioral health providers developed a protocol for providing emergency intervention services to families in conflict to avoid the necessity of removing a youth from the home. The court contracted with a community provider to create a domestic violence alternative center where probation will staff a receiving center for youth where safety indicates the need for removal from the home. The facility may serve both youth who have been diverted from arrest by law enforcement, as well as some youth released from detention intake. Court staff and law enforcement officers have been provided with a resource guide with contact information for all community service providers. The Domestic Violence Alternative Center opened August 1, 2007.

The committee continues to work with probation on the assignment of specialized evaluation officers and the development of a specialized Domestic Violence Contract for evaluation and diversion cases. They will also work with behavioral health providers to ensure the prompt creation of child and family teams for youth charged with domestic violence. Ongoing efforts will include tracking case data to monitor rates of compliance with diversion contracts and completion of behavioral health services.