



# Coalition for Juvenile Justice Development Services Group, Inc. Strategic Planning and the Comprehensive 3-Year Plan

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## *Introductions and Training Objectives*

- Introductions of presenters
- What we hope to accomplish today:
  - The 3-Year Plan requirement
  - The State Advisory Group's (SAG's) role in the 3-Year Plan
  - Integration of your strategic plan in your 3-Year Plan
  - Integrating your DMC Assessment in your 3-Year Plan



## *The 3-Year Plan Requirement and the Role of the Juvenile Justice Specialist*

- What the Act requires:
  - To receive Formula Grants funds, a state must submit a comprehensive 3-Year Plan.
  - The SAG shall participate in the development, review, and approval of the Plan.
  - This Plan must be updated annually in accordance with the state's identified priorities.



## *The 3-Year Plan*

- To receive Formula Grants (Title II), a state must submit a Comprehensive 3-Year Plan.
- The SAG shall participate in the development and review of the Plan.
- This Plan must be updated annually in accordance with the state's identified priorities.



## *Requirements of the 3-Year Plan*

- Description of the state juvenile justice system
  - Usually coordinated by the Juvenile Justice Specialist
- Analysis of juvenile crime problems and prioritized needs
  - Analysis is generally initially conducted by the Juvenile Justice Specialist but can be directed and reviewed by the SAG



## *Requirements of the 3-Year Plan (cont'd)*

- Plans for compliance with the Deinstitutionalization of Status Offenders (DSO), separation, and jail removal core requirements
  - Plans may be drafted by both the Juvenile Justice Specialist and the SAG—especially where the SAG has a strategic plan
- Plans for compliance with Disproportionate Minority Contact (DMC)
  - Same as above—more later in this presentation



## *Requirements of the Three-Year Plan (cont'd)*

- Coordination of child abuse, neglect, and delinquency programs
  - Usually Juvenile Justice Specialist
- SAG composition
  - Usually Juvenile Justice Specialist
- Technical assistance needs
  - Usually Juvenile Justice Specialist, with assistance from SAG through strategic planning process



## *Requirements of the 3-Year Plan (cont'd)*

- Staff of the Formula Grants Program
  - Usually Juvenile Justice Specialist
- SF424 and budget summary
  - Usually Juvenile Justice Specialist





## *Summary of the Juvenile Justice Specialist Role*

- Ensures 3-Year Plan components are addressed
- Ensures meaningful engagement by the SAG in the Plan development
- Ensures Plan is submitted
- Provides annual data analysis and engages SAG in process of data analysis



# *Roles and Responsibilities of SAG Members in the 3-Year Plan*





## *SAG Roles and Responsibilities Within the 3-Year Planning Process*

- Participate in the crime data analysis annually
- Develop an internal strategic plan for the SAG to help drive the 3-Year Plan and annual updates
- Advise the state agency on areas of improvement (through this planning process); allocate grants to 3-Year Plan areas



## *SAG Roles and Responsibilities (cont'd)*

- Assist in the development of technical assistance requests.
- Review annually the flow of the state's juvenile justice system.
- Review funding progress of 3-Year Plan priorities and adjust plan accordingly.



## *Using Strategic Planning to Develop the 3-Year Plan*

- Though based on the data analysis, a strategic plan addresses outcome areas like the 3-Year Plan *and* the internal operations of a SAG.
- A strategic plan can be used as a template for identifying the purpose areas for the 3-Year Plan and for developing the problem statements.
- Regular review of these plans assists the Juvenile Justice Specialist in his/her work and helps to achieve SAG accountability.



## *SAG Strategic Planning*

- Develop list of ideas (brainstorm) to underscore the plan based on observed needs of the SAG, data analysis, and emerging areas of interest.
- Group ideas into broader themes.
- Break down each theme into specific goals and objectives.
- Develop action steps within each objective.



## *Elements of a SAG Strategic Plan*

- **Goal:** A statement that addresses how we will look when we have accomplished what we set out to do.
- **Objective:** The necessary areas of focus to allow us to reach our goals.
- **Steps:** The activities we undertake, moving step by step to accomplish the objective. These should be time-specific, identify responsible parties, and be measurable.



## *Elements of a SAG Strategic Plan (cont'd)*

### Sample goal statement:

*In Christian County, there will be a reduction in the relative rate index in arrests of one third, or 1.156 from 3.47.*





## *Elements of a SAG Strategic Plan (cont'd)*

### Objectives:

*Objective 1: Improve and expand law enforcement and school resource officer training.*

*Objective 2: Improve and expand various alternatives for youth in the community (Boys and Girls Clubs, Challenge House, Faith Community, better parental support).*

*Objective 3: Improve the options a judge has in dealing with juveniles—explore extended release or field release programs.*



## *Elements of a SAG Strategic Plan (cont'd)*

### Steps in an objective:

*Objective: Improve and expand law enforcement and school resource officer training.*

**Step 1.** Identify current training standards for both agencies.

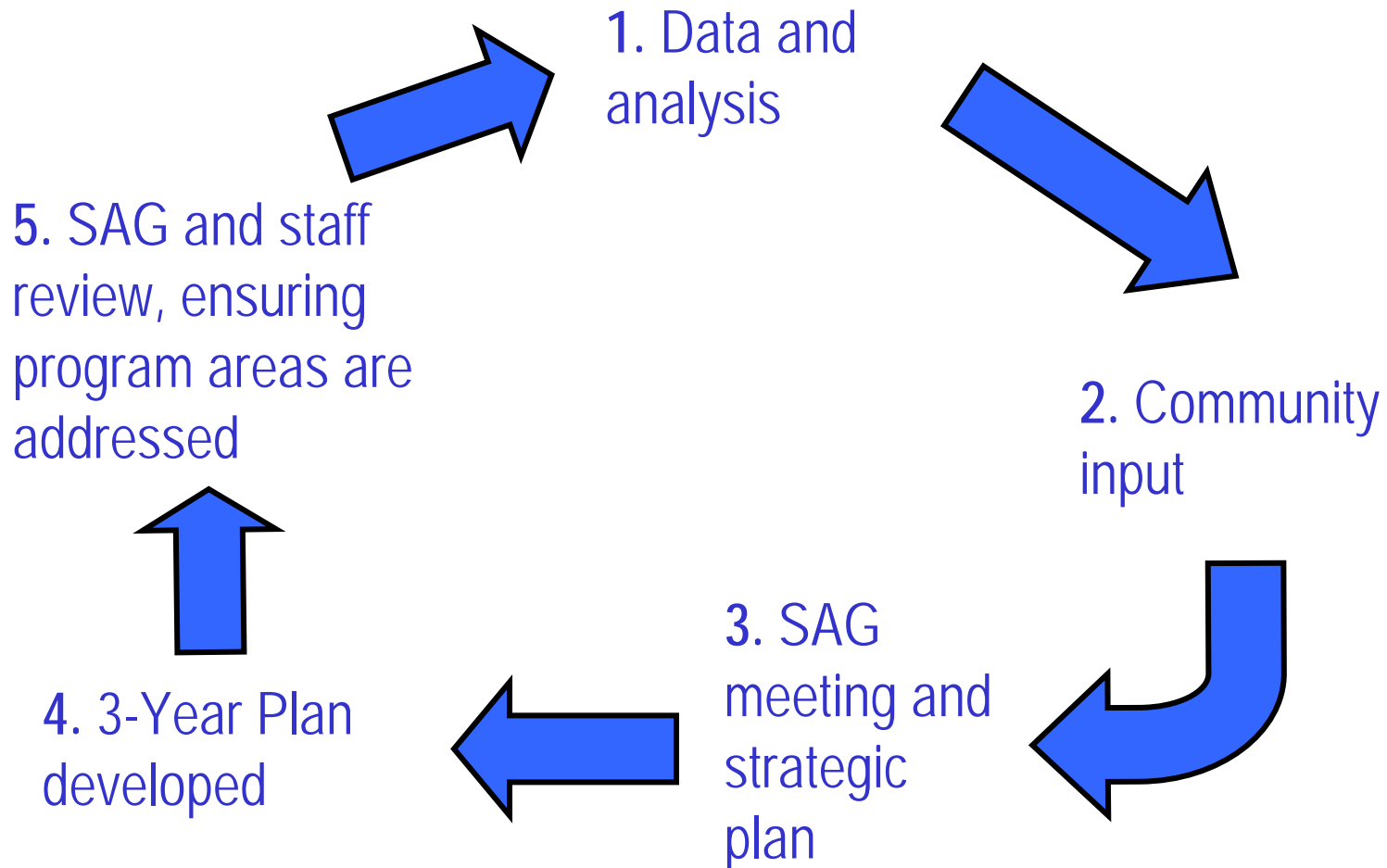
*Who: Mary Kathryn/Steve Tucker*

*When: May 2011*

*Measure: Obtain information to suggest across-the-board and collaborative training. Current training provided to School Resource Officers is listed by Mary Kathryn and Steve and provided to the Committee.*



## *Integrating a Strategic Plan With the 3-Year Planning Cycle (one version)*





## *The 3-Year Plan Problem Statement*

### Example:

*Based on the data, and the SAG member experience, the Juvenile Justice Committee has identified the need for clear school resource and law enforcement officer training in cultural competency and youth development as one of its top priorities.*



# *The 3-Year Plan and the SAG Role— Summary*

- Collect and analyze data.
- Review 3-Year Plan.
- Identify gaps in current Plan.
- Consider the use of technical assistance.
- What else do we need?



# *The DMC Assessment and the 3-Year Plan: The Role of the SAG*



## *History of DMC*

- The original goals of the Juvenile Justice and Delinquency Prevention (JJDP) Act of 1974:
  - Help state and local governments prevent and control juvenile delinquency and improve the juvenile justice system.
  - Protect juveniles in the system from inappropriate placements and from the physical and psychological harm that can result from contact with adult inmates.
  - Provide community-based treatment for juvenile offenders.



## *History of DMC (cont'd)*

- The evolution of the four JJDP Act Core Requirements:
  - DSO: 1974
  - Separation: 1974
  - Jail Removal: 1980
  - Disproportionate Minority Confinement: 1988
    - Became a Core Requirement: 1992
    - Expanded to Disproportionate Minority Contact (DMC): 2002





## *History of DMC (cont'd)*

- 1988 Annual Report to Congress by the Coalition for Juvenile Justice (then the National Coalition of State Juvenile Justice Advisory Groups), *A Delicate Balance*
- DMC as a requirement in the JJDP Act of 1974, as amended in 1988:
  - Began requiring states participating in the JJDP Act's Part B Formula Grants program to "address efforts to reduce the proportion of juveniles detained or confined in secure detention facilities, secure correctional facilities, jails, and lockups who are members of minority groups if such proportion exceeds the proportion such groups represent in the general population."



## *History of DMC (cont'd)*

- DMC as a Core Requirement in the JJDP Act of 1974, as amended in 1992:
  - Twenty-five percent of that year's Formula Grants allocation was tied to state compliance.



## *DMC as a Core Requirement in the JJDP Act of 2002*

- Required states participating in the JJDP Act's Part B Formula Grants program to "address *juvenile delinquency prevention efforts and system improvement efforts* designed to reduce, without establishing or requiring numerical standards or quotas, the disproportionate number of juvenile members of minority groups, who *come into contact with the juvenile justice system.*"



## *DMC as a Core Requirement in the JJDP Act of 2002 (cont'd)*

- *Twenty percent* of the state's Formula Grants allocation in the subsequent year is tied to the state's compliance status.



# *Disproportionate Minority Contact*

- Disproportionate
- Minority
- Contact



## *From DMConfinement to DMContact*

- The purpose of the DMC Core Requirement remains the same: *to ensure equal and fair treatment for every youth in the juvenile justice system, regardless of race and ethnicity.*



## *What DMC Is Not*

- Does not establish or require an approximate number of minority youth to not have contact with the juvenile justice system
- Is not only due to intentional biases/differential treatment
- Is not a general juvenile justice strategy/program
- Does not point blame at the different decision-making points in the juvenile justice system



## *What DMC Is Not*

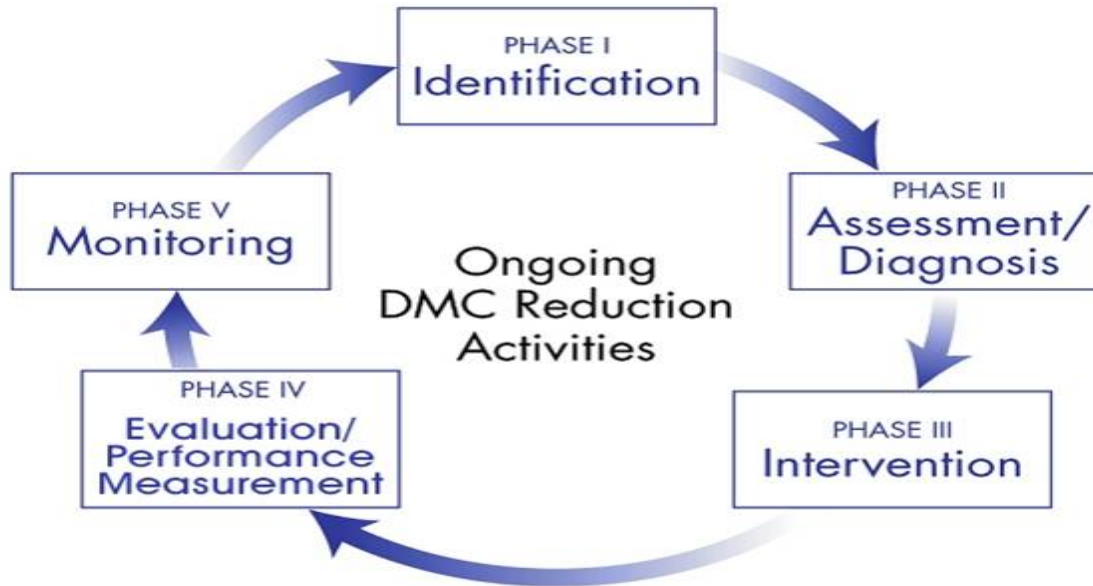
- Does not seek to directly “change” a delinquent youth’s family or community
- Does not blame minority youth for their rates of contact

*Interventions in minority communities do not necessarily reduce DMC.*





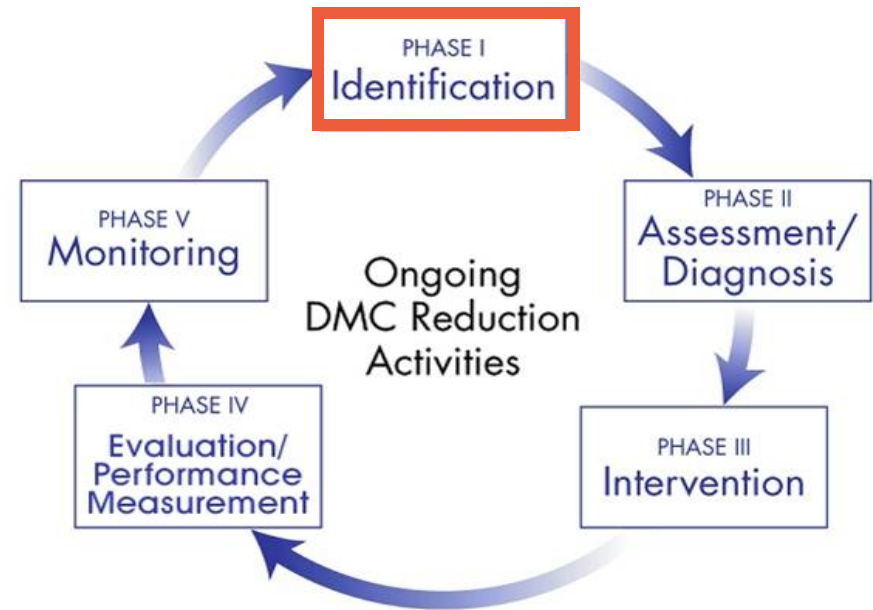
# *OJJDP's DMC Reduction Model*





## *Phase 1. Identification*

- Answers the questions:
  - Does DMC exist?
  - If so, where on the juvenile justice continuum?
  - And with what minority population?
  - To what extent?





## *Disproportionate*

A *rate* of contact with the juvenile justice system among juveniles of a specific minority group that is significantly different from the *rate* of contact for whites (i.e., non-Hispanic Caucasians) *or* for other minority groups.



## **Relative Rate Index Formula** **When Compared With White Rate** **(Most Frequently Used Formula)**

$$\begin{aligned} &\text{Relative Rate Index} \\ &= \\ &\text{Minority rate} \div \text{White rate} \end{aligned}$$



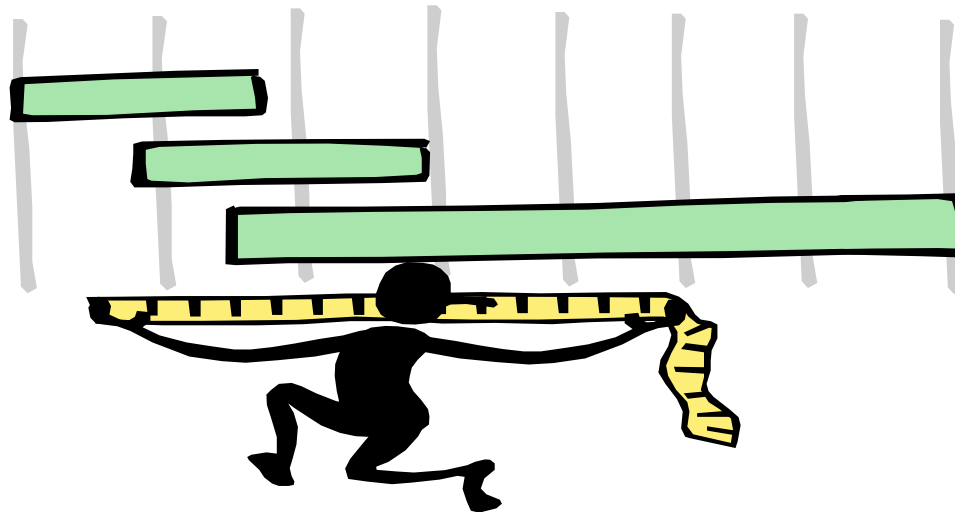
## **Relative Rate Index Formula When Compared With Another Minority Rate**

$$\begin{aligned} & \text{Relative Rate Index} \\ & = \\ & \text{Minority rate} \div \text{Another minority rate} \end{aligned}$$



## *Rates*

Total number of units measured by the indicator in relation to some base (population or volume of activity at the juvenile justice system contact points).





## *Relative Rate Index (RRI)*

The RRI is a single index number that indicates the volume of contact or activity with the juvenile justice system that differs for minority youth compared to white non-Hispanic youth.



## *Identifying the Numerical Bases for Rate Calculations*

State/Contact Point	Preferred Base for Rate
Arrest	Rate per 1,000 population
Referral to juvenile court	Rate per 100 arrests
Diversion (prior to adjudication)	Rate per 100 referrals
Detention	Rate per 100 referrals
Petition/charges filed	Rate per 100 referrals
Delinquency finding	Rate per 100 petitions/charges filed
Placement in probation	Rate per 100 delinquency findings
Placement in secure correctional facility	Rate per 100 delinquency findings
Transfer to adult court	Rate per 100 petitions filed





# *Juvenile Justice System (JJS)*

## *Contact Points*

Area of Concern	Decision Stage or Contact Points
More than 1.00	Arrests Referrals to juvenile court Cases involving secure detention Cases petitioned Cases resulting in delinquency findings Cases resulting in confinement in secure juvenile correctional facilities Cases transferred to adult court
Less than 1.00	Cases diverted Cases resulting in probation placement
<b>Note:</b> RRI values that cause DMC concern can be greater than 1 or less than 1.	



## *A Simple Example*

- A state with nearly 1.1 million (1,100,000) white non-Hispanic youths has 22,175 arrests in 2002 involving such youths. What is the rate of arrests per 1,000 white non-Hispanic youths?
- The same state has nearly 185,000 non-Hispanic black or African American youths and, in 2002, 12,700 arrests. What is the rate of arrests per 1,000 non-Hispanic black or African American youths?
- What is the RRI, indicating what the relative volume of arrests involving black or African American youth is compared with that of white youth?



## *A Simple Example (cont'd)*

- A state with nearly 1.1 million (1,100,000) white non-Hispanic youths has 22,175 arrests in 2002 involving such youths. What is the rate of arrests per 1,000 white non-Hispanic youths?*

$$22,175/1,100,000 \times 1,000 = 20.2$$



## *A Simple Example (cont'd)*

- The same state has nearly 185,000 non-Hispanic black or African American youths and, in 2002, 12,700 arrests. What is the rate of arrests per 1,000 non-Hispanic black or African American youths?*

$$12,700/185,000 \times 1,000 = 68.6$$



## *A Simple Example (cont'd)*

- What is the RRI, indicating what the relative volume of arrests involving black or African American youth is compared with that of white youth?*

$RRI = 68.6/20.2 = 3.40$ , indicating that the relative volume of arrests involving black/African American youth was more than 3 times as high as for white non-Hispanic youth.



## Minority: Race and Ethnicity Categories

- **White (non-Hispanic)**: A person having origins in any of the original people of Europe, the Middle East, or North Africa.
- **American Indian or Alaska Native (non-Hispanic)**: A person having origins in any of the original peoples of North and South America (including Central America) and who maintains tribal affiliation or community attachment.
- **Asian (non-Hispanic)**: A person having origins in any of the original peoples of the Far East, Southeast Asia, or the Indian subcontinent including, for example, Cambodia, China, India, Japan, Korea, Malaysia, Pakistan, the Philippine Islands, Thailand, and Vietnam.



## Minority: Race and Ethnicity Categories (cont'd)

- **Black or African American (non-Hispanic)**: A person having origins in any of the black racial groups of Africa.
- **Hispanic or Latino**: A person of Cuban, Mexican, Puerto Rican, South or Central American, or other Spanish culture or origin, regardless of race.
- **Native Hawaiian or other Pacific Islander (non-Hispanic)**: A person having origins in any of the original peoples of Hawaii, Guam, Samoa, or other Pacific islands.

Source: <http://www.whitehouse.gov/OMB/fedreg/1997standards.html>



## *Using Race and Ethnicity Categories*

- Counts for all other groups should remove Hispanic/Latino (e.g., “African American” should really be “non-Hispanic African American”).
- Groups *more* specific than the six major groups may be defined *if* they may be aggregated into the six major groups.



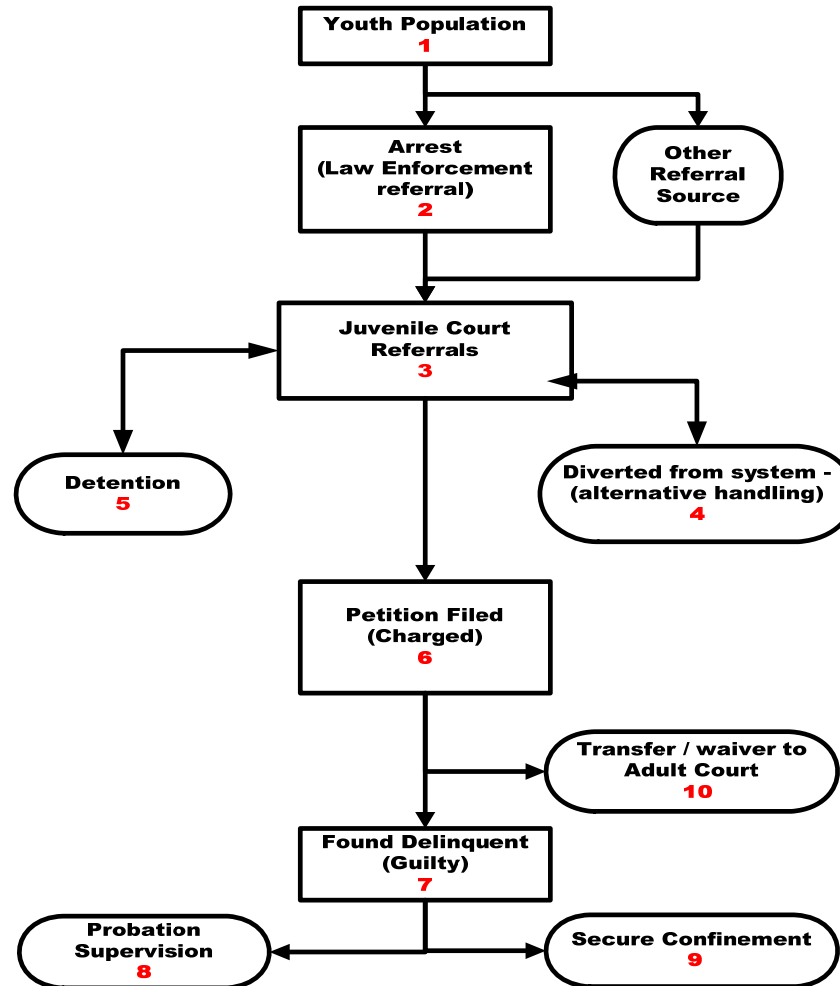


## *Using Race and Ethnicity Categories*

- Any of the six groups consisting of *1 percent or more* of the juvenile population in a specific jurisdiction (subject to juvenile justice contact and processes) should be assessed independently.
- Reports should describe the categories and allocation rules used. *Be consistent* within a state report.



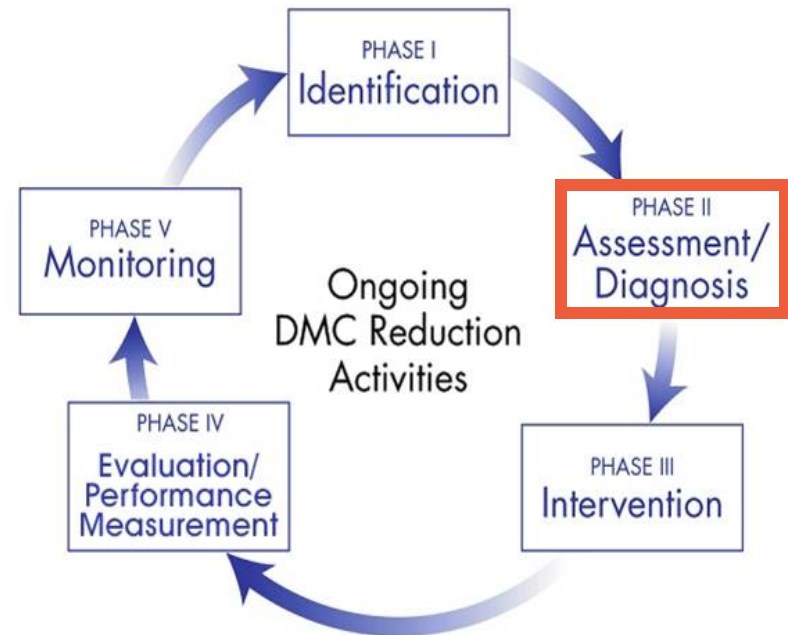
# Juvenile Justice System (JJS) Contact Points





## *Phase 2. Assessment*

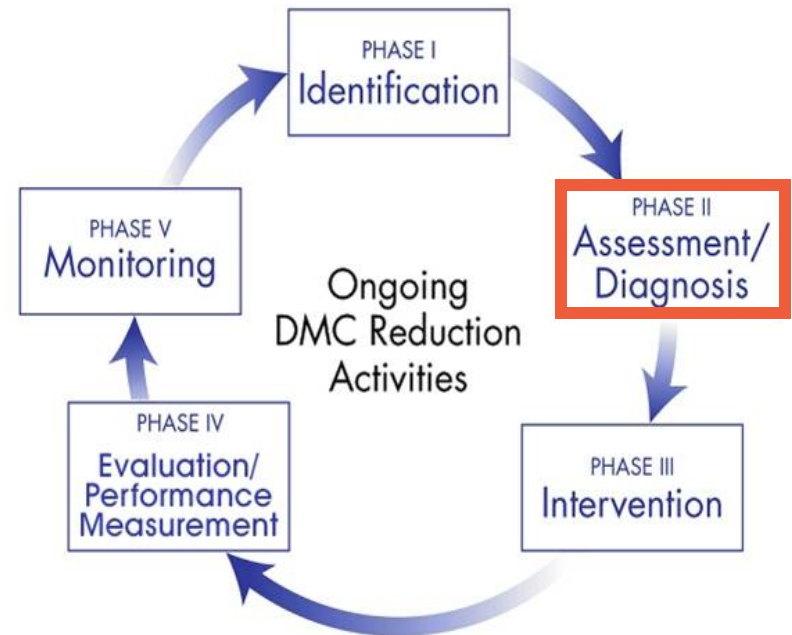
- Answers the questions:
  - Given the knowledge we have about our community, what probable explanations may be generated about DMC in the areas of focus?
  - What are the types of data and patterns of results needed to support the possible explanations generated?





## *Phase 2. Assessment (cont'd)*

- Answers the questions:
  - What are the sources of the needed data?
  - Based on analyses of data obtained, what are the most likely mechanisms creating DMC in the areas of focus based on data analysis?
  - What are the mechanisms that the community decides to address with intervention strategies?





## *Intervention Strategies and Contributing Mechanisms*

Contributing Mechanisms		Direct Services	Training & Technical Assistance	Systems Change
	Differential offending	X		
	Differential treatment		X	X
	Mobility	X	X	
	Indirect effects	X		X
	Differential opportunities for prevention and treatment	X	X	X
	Differential handling/ inappropriate criteria		X	X
	Justice by geography		X	
	Accumulated disadvantage	X	X	X
	Legislation, policies, & legal factors		X	X
	Statistical aberrations		X	X



## *Statutory Authority*

- Per Formula Grants Consolidated Regulation 28 CFR Part 31 Section §31.303(j)(2), "state's... Formula Grant plans must provide a completed assessment of DMC."
- Assessments must, at minimum, identify and explain differences at:
  - Arrest
  - Diversion
  - Adjudication rates (i.e. petitions/charges filed)
  - Court dispositions other than incarceration (i.e. cases resulting in delinquent findings)



## *Assessment Overview: Statutory Authority (cont'd)*

- Rates and periods of prehearing detention in the secure dispositional commitments to secure correctional facilities.
- Transfers to adult court.
- According to the regulation, if a completed assessment is unavailable, states must submit a time-limited plan (not to exceed 12 months from submission of the Formula Grants Application) for completing the assessment.



## *OJJDP's Expectations*

- States will submit completed assessments with the 2012 3-Year Plan.
- If an assessment is not completed before 2012 and a time-limited plan was provided in previous plans/updates, states may only have one additional extension, not exceeding 12 months.
- States will be required to conduct an assessment and/or update the most recent study within 5 years of the date of publication. If a previous study was published *in or before 2003, it will not fulfill the requirement.*





## *OJJDP's Expectations (cont'd)*

- The statewide requirement can be waived only if more than 50 percent of the state and/or local jurisdictions minority population does not meet the "1 Percent Rule." Waivers must be requested in writing and a response from OJJDP must be received before proceeding with conducting the study.
- Intervention activities must be based on the assessment study findings. If other activities are implemented, states must provide justification of how and why they were implemented.



# *The Wisconsin Experience*





# *Marching Orders*

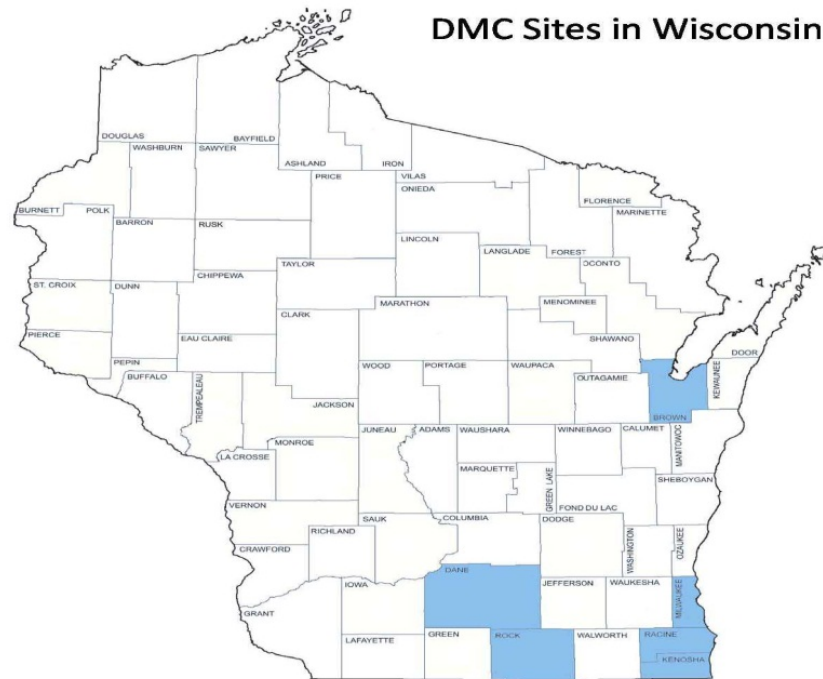
"Start where you are.  
Use what you've got.  
Do what you can."

*—Arthur Ashe*



# *The Initial Strategy*

## *2002-08*





## *County-Led Initiatives*

- During 2002–08, the statewide Wisconsin DMC–reduction effort centered around the six selected counties, with each being asked to assemble an advisory board of community stakeholders who would help craft the local strategy.
- Based on the belief that the individual jurisdictions had the best insight into their particular needs, the SAG allowed the jurisdictions to develop and implement their own programs, using funds allocated by the Governor’s Juvenile Justice Commission (GJJC).



## *Determination of Strategy*

- Typically, the advisory boards of the respective jurisdictions included
  - The judiciary
  - Prosecution
  - Law enforcement
  - Defense counsel
  - Social services
  - Educational services
  - Mental health system
  - Service providers



## *Identification of Projects*

- Data was collected at the nine contact points and analyzed to provide a comprehensive look at the representation of juveniles in the justice system.



## *Locally Identified Strategies*

- Areas addressed were primarily program-based, including
  - Funding a dedicated full-time juvenile prosecutor (Brown County)
  - Meeting regularly with stakeholders to discuss areas of need (Each site)
  - Having local universities analyze District Attorney's Office and other local data (Kenosha County, Dane County)
  - Developing a "detention intervention specialist" position to follow-up on youth released from custody (Kenosha County)





## *Office of Justice Assistance Activities*

- To assist the respective sites in the implementation of their projects and coordinate the statewide efforts, the Office of Justice Assistance...
  - Convened an October 2005 training conference of sites and interested stakeholders in Oconomowoc, Wis.
  - Conducted a separate *Disproportionate Minority Contact in Indian Country* conference in Lac du Flambeau, Oct. 9–10, 2006
  - Teamed with the Johnson Foundation and brought together site stakeholders, OJJDP representatives, OJA employees, and court officials to develop project “next steps,” April 19–20, 2007



## *Some Limited Successes*

- At the national conference of OJJDP in Denver, Colo.:
  - The Milwaukee County Firearms program, an alternative to correctional commitment run through the Running Rebels organization, was named the 2007 Juvenile Accountability Block Grant program of the year.
  - The Rock County Detention Alternatives program was designated as an addition to the DMC *Best Practices* database. In 2007, the John D. and Catherine T. MacArthur Foundation also added the Rock County program to its *Models for Change* initiative.



## *Milwaukee County 2002 RRI Data*



## *Implementation of Alternatives to Correctional Commitment*

- *Firearms Project* for juveniles charged with Possession of a Deadly Weapon, providing engagement in positive activities and intensive monitoring in
  - Home
  - School
  - Community
- *FOCUS Program*: a residential program with wraparound services to support community reentry



## Milwaukee County RRI Trends

1. All Minorities	2007	2006	2005	2004	2003	2002
2. Juvenile Arrests	<u>1.34</u>	<u>1.34</u>	<u>1.20</u>	<u>1.28</u>	<u>1.30</u>	<u>1.25</u>
3. Referrals to Juvenile Court	<u>2.78</u>	<u>2.37</u>	<u>2.63</u>	<u>1.94</u>	<u>2.14</u>	<u>2.07</u>
4. Cases Diverted	<u>0.78</u>	<u>0.68</u>	<u>0.68</u>	<u>0.66</u>	<u>0.67</u>	<u>0.55</u>
5. Cases Involving Secure Detention	<u>1.82</u>	<u>1.99</u>	<u>1.81</u>	<u>2.49</u>	<u>1.83</u>	<u>1.95</u>
6. Cases Petitioned	<u>1.16</u>	<u>1.30</u>	<u>1.28</u>	<u>1.39</u>	<u>1.30</u>	<u>1.28</u>
7. Cases Resulting in Delinquent Findings	<u>1.13</u>	<u>1.17</u>	1.09	1.08	<u>1.13</u>	0.97
8. Cases Resulting in Probation Placement	<u>0.92</u>	<u>0.85</u>	<u>0.93</u>	<u>0.92</u>	<u>0.93</u>	<u>1.01</u>
9. Cases Resulting in Confinement	0.82	0.78	<u>2.55</u>	<u>2.94</u>	<u>1.81</u>	<u>2.14</u>
10. Cases Transferred to Adult Court	<u>0.39</u>	**	**	**	**	1.60

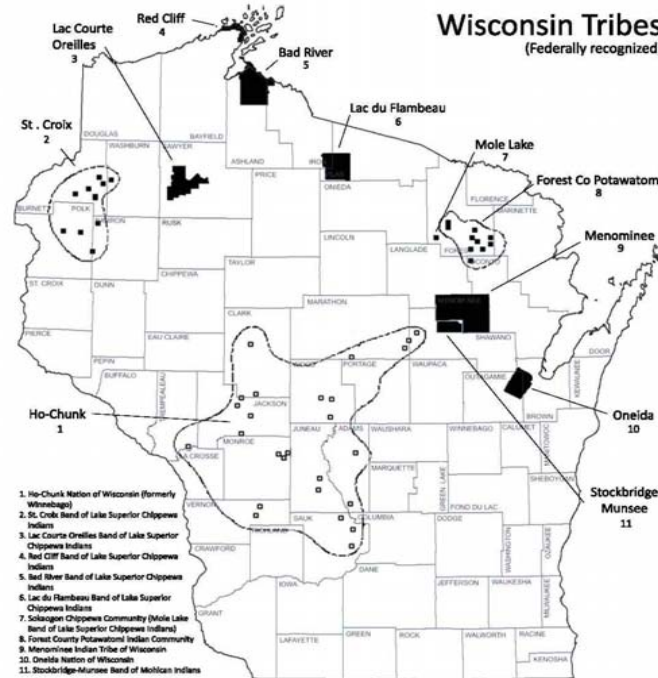


## *Need for Change*

- Despite national recognition and some local successes, the overall state rates showed no significant impact due to these efforts. As a result, in 2008, the GJJC had a program evaluation done of the respective sites, and...
- Invited Dr. Feyerherm and others involved in the national DMC effort to examine the evaluation and statewide Relative Rate data, and...
- Decided a modification of the statewide approach to address DMC-reduction was necessary.



# Additional Effort at Inclusion





## *As a Result of the Evaluation and Training*

- Using the information obtained as a result of the assessment and technical assistance, the GJJC, for purposes of its 2009 grants, decided to implement
  - Funding eligibility revision
  - Further evaluation of existing programming/sites
  - Mandate for “system change” efforts



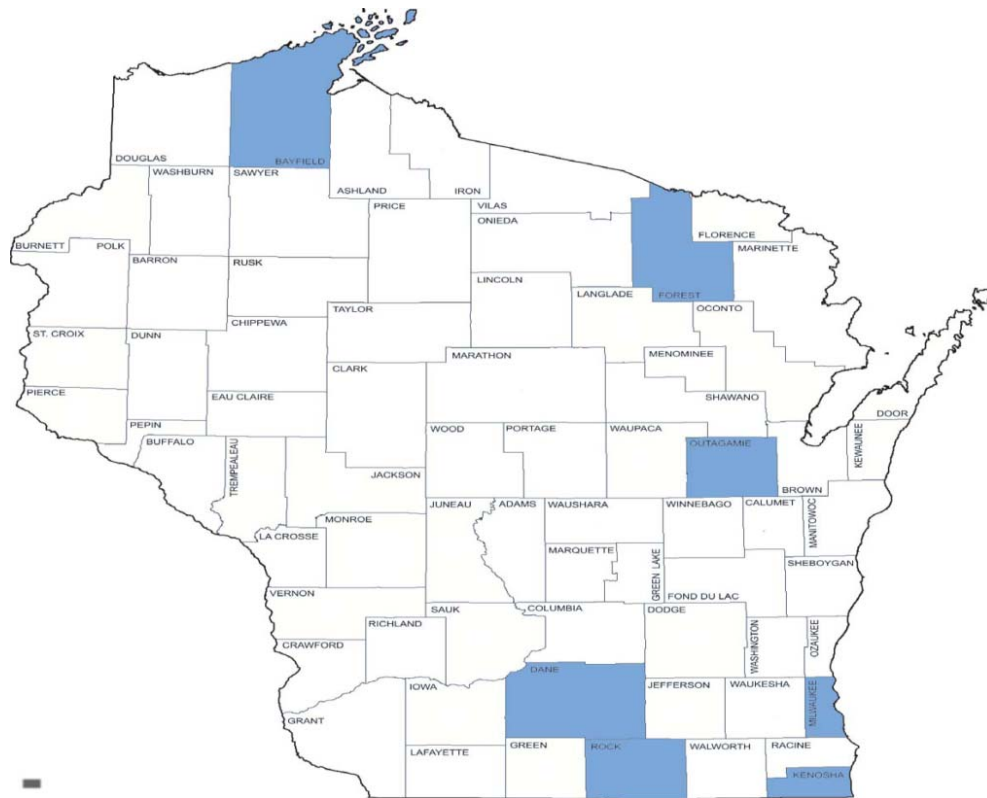


## *Eligibility Revisions*

- The GJJC decided that, instead of limiting funding to the six previously designated counties, a competitive process would be implemented, with funding opportunities open to
  - Counties
  - Tribes
  - Local units of governments
  - Non-profit agencies



# *Location of Funded Sites After 2009*





## *An Additional Mandate*

- Having established DMC reduction as one of its priorities, the GJJC examined the statewide RRI data and identified the point of arrest as being a concern statewide.
- In its Call for Proposals, the GJJC mandated that point of arrest be addressed as either a focus of the initiatives of each applicant or discussed as to why an alternative point was the focus.