

Plan for Compliance with the Disproportionate Minority Contact Core Requirement



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PREFACE

The Alabama Department of Economic and Community Affairs' (ADECA) Law Enforcement and Traffic Safety Division (LETS) submits this Three-Year DMC Compliance Plan to identify the goals, objectives, activities, measurable outcomes, time frames, and responsibilities the State is planning and implementing in compliance with the OJJDP core requirements in order to better address a reduction of the incidence of disproportionate minority contact statewide. The plan includes a review and analysis of Relative Rate Index (RRI) data for calendar year 2016 and RRI trends from 2014-2016. The RRI reports required for this application are submitted in accordance with the process described beginning on Page 52 of the Title II Formula Grant solicitation. In addition, the plan discusses steps the state will take over the next three years to put measures into place to accurately assess the extent of DMC in the state, identify contributing mechanisms to DMC, and implement strategies to assist the juvenile justice system in reducing the incidence of DMC. Although the plan addresses DMC on a statewide basis, its focus will be on the three largest counties in the state; Jefferson, Mobile, and Montgomery counties, but will also address other urban and rural areas based on data and information provided by the Administrative Office of Courts, local law enforcement, Alabama KidsCount, focus groups of stakeholders, and local DMC committees.

PHASE I: IDENTIFICATION

Alabama addresses DMC continually through identifying the extent to which DMC exists, assessing the factors that contribute to DMC, and intervening by implementing strategies to reduce DMC. Data provided by various formal and informal sources have been collected and analyzed to determine the extent to which DMC exists. Comparisons are made between races within Jefferson, Mobile, and Montgomery counties and statewide. The analysis of RRI values revealed the contact points within the state and in the three target county jurisdictions that drive decision-making. Some data were not available for every contact point in the targeted counties. This data will be collected and analyzed before the submission of the next three-year plan through improved communication and collaboration with AOC and other source data providers.

(1) Updated DMC Identification Spreadsheets.

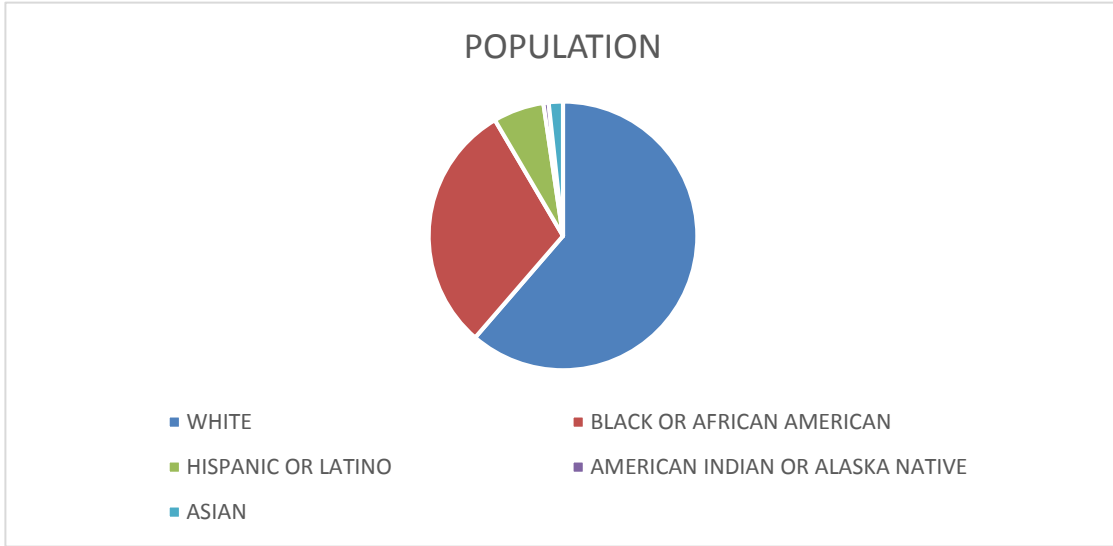
Data were collected, analyzed, and entered into the DMC web-based Data Entry System for 2016. The RRI spreadsheets will be exported to OJJDP's Compliance Tool and entered into the DMC Relative Rate Index (RRI) System for Jefferson, Montgomery and Mobile counties, and Statewide for calendar year 2016.

(2) DMC Data Discussion.

Population

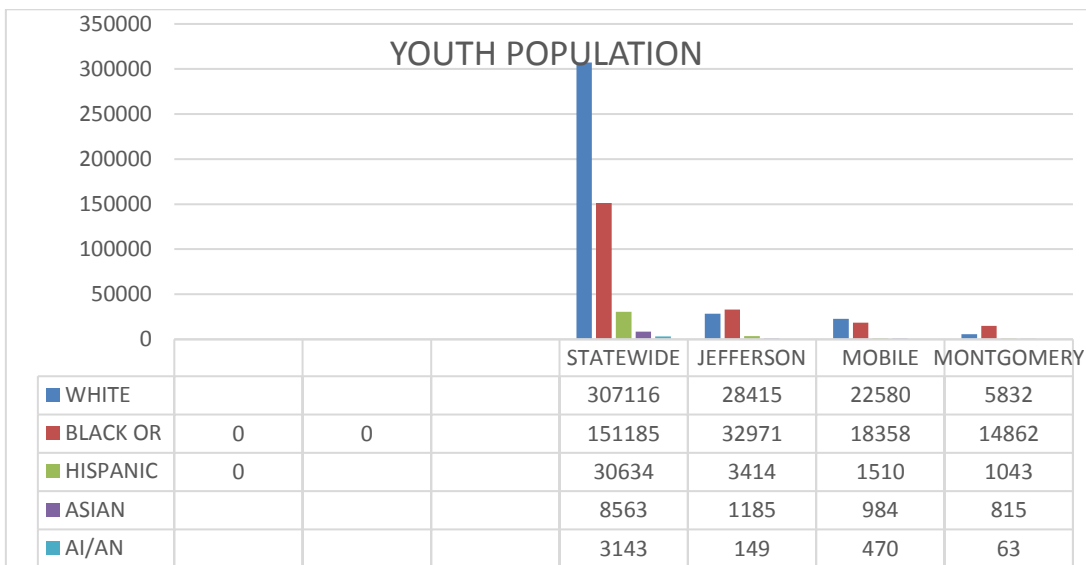
Youth aged 10 through 17 years of age accounted for 500,641 of the Statewide population in Alabama in 2016 with 307,116 (61.3%) White, 151,185 (30.2%) Black or African American, 30,634 (6.1%) Hispanic or Latino, 8,563 (1.7%) Asian, and 3,143 (.6%) American Indian or Alaska Native. (*Figure 1*).

Figure 1 – Youth Population – Statewide



The youth population distribution varies significantly in the three target counties. Jefferson County has 42.9% White and 49.78% Black or African American with 5.2% Hispanic or Latino, 1.8% Asian, and .4 % American Indian or Alaska Native, while Mobile County is 51.3% White and 41.8% Black or African American with 2.2% Asian, 3.4% Hispanic or Latino, 1.1% American Indian and Alaska Native, and Montgomery County is 25.8% White and 65.7% Black or African American with 4.6% Hispanic or Latino, 3.6% Asian, and .3% American Indian or Alaska Native. (Figure 2)

Figure 2 – Youth Population Statewide and Three Target Counties



A) RRI'S and Comparison with FY 2015-2017 Comprehensive Plan

The RRI Analysis Tracking Sheets were completed for Statewide, Jefferson, Mobile, and Montgomery as target counties. These sheets were used to interpret and analyze the values that drive decision-making. Comparisons of the RRI values in 2016 were compared with those in the 2014 data used for the FY 2015 – 2017 3-Year Comprehensive Plan. These comparisons reflect areas where a reduction in DMC has been accomplished. However, even with reductions in RRI values at some contact points, it is evident that there is still much work to do, especially in addressing the disproportionate arrests of African American youth statewide and in all three target counties. This was verified by participants in the focus groups conducted in 2017. This information guides the current plan to support the overall need for better interagency communication and collaboration at the local and state levels at every contact point. The facilitation of local DMC teams to impact policies, procedures, and programs in their communities should drive these numbers toward the goal of reducing the disproportionate minority contacts.

Statewide

African American Youth

All contact points except *Cases Petitioned* were statistically significant in 2016. A comparison of the 2014 data and the data for 2016 reveals that the RRI's for Black or African American youth have favorably decreased slightly for *Arrests* (2.34), *Cases Diverted* (1.09), *Cases Involving Secure Detention* (1.26) and *Cases Involving Delinquent Findings* (1.04). However, *Cases Resulting in Probation Placement* have unfavorably decreased to 0.77 compared to 0.84 in 2014 and *Cases Transferred to Adult Court* have increased significantly from 0.56 in 2014 to 1.51 in 2016.

Hispanic or Latino Youth

Data for 2016 show that *Arrests*, *Cases Diverted* and *Cases Involving Secure Detention* were statistically significant for Hispanic or Latino youth. A comparison of the data with 2014 data reveals that *Arrests* (0.15) and *Cases Involving Secure Detention* (0.36) decreased while the RRI for *Cases Diverted* (2.02) increased.

Asian Youth

In 2014 three of the statewide RRI values for Asian youth were statistically significant; *Juvenile Arrests, Cases Diverted, and Cases Involving Secure Detention*. Of the three RRI values, only the *Cases Involving Secure Detention* showed unfavorable disproportionality (2.01). In 2016 only *Juvenile Arrests* (0.12) was statistically significant, but reflected a decrease in RRI value from 2014.

Jefferson County

African American Youth

In 2016 there are six statistically significant RRI values for Jefferson County: *arrests, referrals, secure detention, probation, and secure confinement*. In 2014, all contact points except referrals and delinquency were statistically significant with no data available for transfer to adult court. Comparing the data, only arrests decreased while the other contact points statistically significant increased.

Mobile County

African American Youth

The statistically significant RRI values for Mobile are in *Arrests, Referrals and Secure Confinement*. These values are virtually unchanged since 2014.

Montgomery County

African American Youth

Five of Montgomery County's RRI values in 2016 were statistically significant, *Juvenile Arrests, Referrals, Cases Diverted, Cases Involving Secure Detention, and Cases Petitioned*. From 2014-2016, Alabama's RRI values for Black and African American youth improved in three contact points- *Cases Diverted, Cases Petitioned, and Cases Transferred to Adult Court*. However, the values worsened for *Juvenile Arrests, Cases Involving Secure Detention, Cases Resulting in Delinquent Findings, and Cases Resulting in Probation* with values for *Referrals to Juvenile Court and Cases Resulting in Confinement in Secure Youth Correctional Facilities* remaining unchanged.

B) Interpreting and Analyzing RRI Values: The *Relative Rate Index Analysis and Tracking Sheets* have been included for 2016 for Jefferson, Mobile and Montgomery Counties, and Statewide. Numbers provided are a combination of duplicated and unduplicated. For all except Probation, the numbers reflect the total number of juveniles (not cases) processed through the system. Probation numbers reflect the number of cases (not juveniles) placed on probation.

The Administrative Office of Courts (AOC) provided the data for this plan through the Juvenile Probation Intake Treatment Integrated Resource (JUPITIR) system, which is available for all 67 counties in the State. The AOC data may not reflect a complete picture of the contacts youths encounter with the juvenile justice system. Specifically:

- **Arrests** – the JUPITIR system only captures data on youth who actually reach the juvenile court system. It is possible the current collected data results in an under reporting of arrest figures. Furthermore, it must be noted that law enforcement field contact data is not being captured. Building relationships with law enforcement will make these numbers more accurate.
- **Referrals to Court** – It is unclear how AOC pulls this data from the JUPITIR system. Counterintuitively, the data reflect a much higher rate for referrals than arrests. There are more referrals than arrests because the court receives referrals from schools, victims and other sources outside law enforcement.
- **Delinquency** – AOC reported possible issues with this data due to system error during calendar year 2016 that resulted in incorrect markings for this contact point
- **Probation** – Both formal and continued probation are included in this calculation causing youth whose probation was continued to be counted twice.

The information derived from the data in the JUPITIR system is used with data from the DMC assessment completed in December 2015 and information collected through a series of six focus groups around the State to analyze the status of DMC. The DMC Assessment provides the information needed to identify the touchpoints in the juvenile justice system where DMC is most pronounced, and where resources need to be applied.

Statewide

African American Youth

1. All contact points were statistically significant except Cases Petitioned. (*Table 1*)
2. Those with the greatest magnitude are Arrests, Secure Detention, Probation, Secure Confinement, and Transfers to Adult Court. (*Table 1*)
3. Those with the greatest volume of activity are Arrests, Secure Detention, Probation, Secure Confinement, and Transfer to Adult Court. (*Table 1*)
4. Three of the Statewide RRI values for African American youth fall favorably outside median of RRI values nationally. One, Arrests, indicates that fewer African Americans are arrested relative to the rest of the country. *Cases diverted*, indicates that more African Americans are Diverted relative to the rest of the country, and that fewer Alabama's African American youth were placed in Secure Confinement or Transferred to Adult Court (*Figure 3*).
5. The selection of areas to focus assessment and intervention efforts statewide is based on the involvement of ADECA in the decision points, the funds or resources available, local leadership engaged, support within the affected minority group, and any media issues.

Hispanic or Latino Youth

1. Three contact points were statistically significant for Hispanic youth, Arrests, Cases Diverted and Secure Detention (*Table 1*).
2. The one with the greatest magnitude was Cases Diverted (*Table 1*).
3. Cases Diverted also had the greatest volume of activity (*Table 1*).
4. The RRI for Cases Diverted for Hispanic or Latino were considerably higher than the 75th percentile of RRI values nationally. (*Figure 4*).
5. The selection of areas to focus assessment and intervention efforts statewide is based on the involvement of ADECA in the decision points, the funds or resources available, local leadership engaged, support within the affected minority group, and any media issues.

Table 1- Relative Rate Index Analysis and Tracking Sheet-Statewide-2016

State: Alabama, USA County: Statewide	Black or African-American	Hispanic or Latino	Asian	Native Hawaiian or other Pacific Islander	American Indian or Alaska Native	Other/Mixed	All Minorities
a) Juvenile Arrests	SMV 2.34	S 0.15	S 0.12	*	*	*	SMV 1.91
b) Referrals to Juvenile Court	S 1.03	0.93	**	*	*	*	S 1.03
c) Cases Diverted	S 1.09	SMV 2.02	**	*	*	*	SC 1.10
d) Cases Involving Secure Detention	SMV 1.24	S 0.36	**	*	*	*	SMV 1.23
e) Cases Petitioned (Charges Filed)	0.98	.79	**	*	*	*	0.98
f) Cases Resulting in Delinquent Findings	S 1.04	0.74	**	*	*	*	S 1.04
g) Cases Resulting in Probation Placement	SMV 0.77	**	**	*	*	*	SMV 0.79
h) Cases Resulting in Confinement in Secure Youth Correctional Facilities	SMV 1.15	**	**	*	*	*	SMV 1.13
i) Cases Transferred to Adult Court	SMV 1.51	**	**	*	*	*	SMV 1.58

ey: S=Statistically Significant M=Magnitude of RRI V=Volume of Activity
C=Comparative with other jurisdictions C=Contextual Considerations

*Does not meet 1 percent threshold to be analyzed separately

**Insufficient number of cases for analysis

Figure 3-RRI Values-Alabama African Americans vs. USA-Statewide-2016

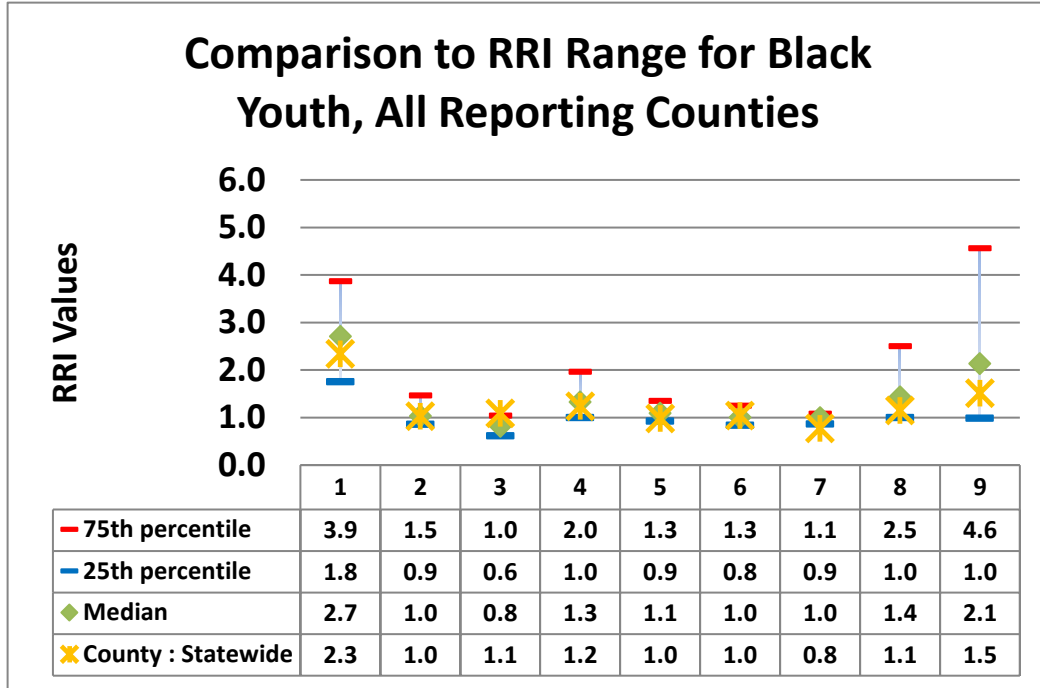
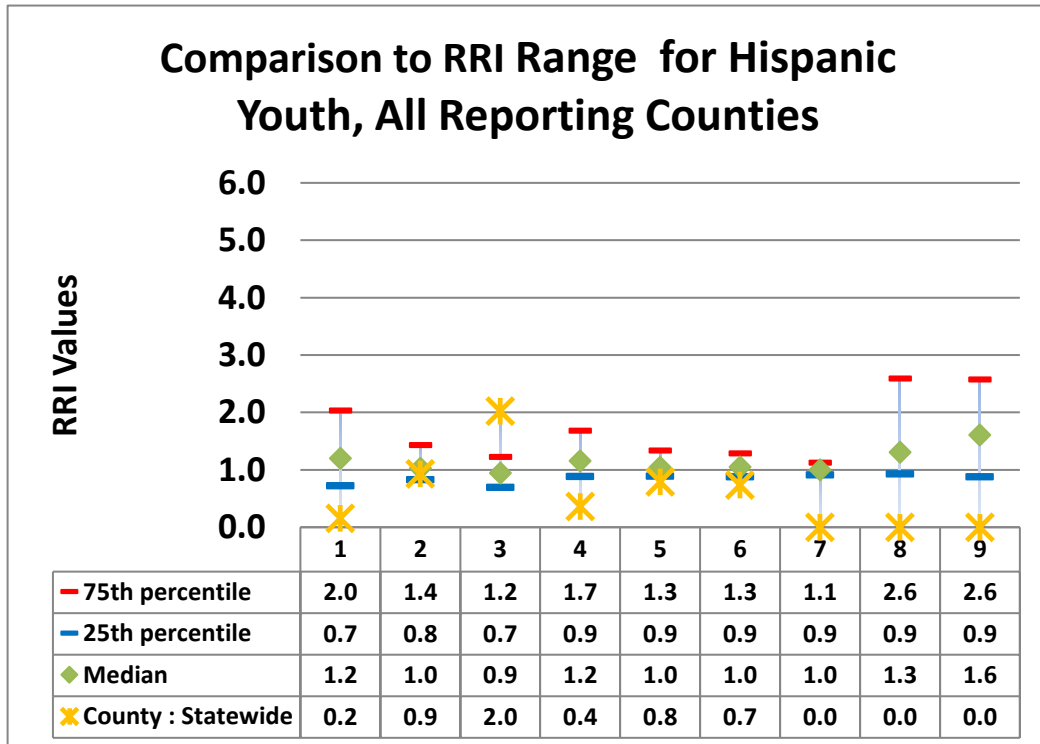


Figure 4-RRI Values-Hispanic or Latino vs. USA-Statewide-2016



Jefferson County

African American Youth

Jefferson County is the county in Alabama with the largest population and is situated in the north central part of the State.

1. All contact points were statistically significant except Cases Diverted, Cases Petitioned and Transfers to Adult Court. The number of arrests for Black or African American youth in 2016 was more than double that for White youth while the population of Black or African American youth is only 3% higher than White. (*Table 2*)
2. Those with the greatest magnitude are arrests, referrals, secure detention, Delinquent findings and secure confinement. (*Table 2*)
3. Those with the greatest volume of activity are Arrests, Referrals, Secure Detention, Delinquent Findings and Secure Confinement. (*Table 2*)
4. Three of Jefferson County's RRI values for African American youth fall outside the median of RRI values nationally. One, Arrests, indicates that fewer African Americans are arrested relative to the rest of the country. Cases Involving Secure Detention, indicates that more African Americans are securely detained relative to the rest of the country, and Cases Resulting in Probation Placement, indicates that Alabama's African American youth were placed in Probation at higher rates than their peers nationwide (*Figure 5*).
5. The selection of areas to focus assessment and intervention efforts in Jefferson County is based on the involvement of ADECA and the local DMC Committee in the decision points, and support within the affected minority group, and any media issues. African American civil rights issues are highlighted locally and nationally in the media as the location of many historic events.

None of the RRI values for other Jefferson County minorities were statistically significant in 2016.

Table 2-Relative Rate Index Analysis and Tracking Sheets-Jefferson County-2016

State: Alabama, USA County: Jefferson	Black or African- American	Hispanic or Latino	Asian	Native Hawaiian or other Pacific Islander	American Indian or Alaska Native	Other/Mixed	All Minorities
1. Juvenile Arrests	SMVC 2.04	**	**	*	*	*	SMVC 1.85
2. Referrals to Juvenile Court	SMV 1.12	**	**	*	*	*	SMV 1.10
3. Cases Diverted	.90	**	**	*	*	*	.91
4. Cases Involving Secure Detention	SMVC 1.89	**	**	*	*	*	SMVC 1.86
5. Cases Petitioned (Charges Filed)	1.05	**	**	*	*	*	1.03
6. Cases Resulting in Delinquent Findings	SMV 1.27	**	**	*	*	*	SMV 1.27
7. Cases Resulting in Probation Placement	SMVC 1.69	**	**	*	*	*	SMVC 1.70
8. Cases Resulting in Confinement in Secure Youth Correctional Facilities	SMV 1.52	**	**	*	*	*	SMV 1.53
9. Cases Transferred to Adult Court	**	**	**	*	*	*	**

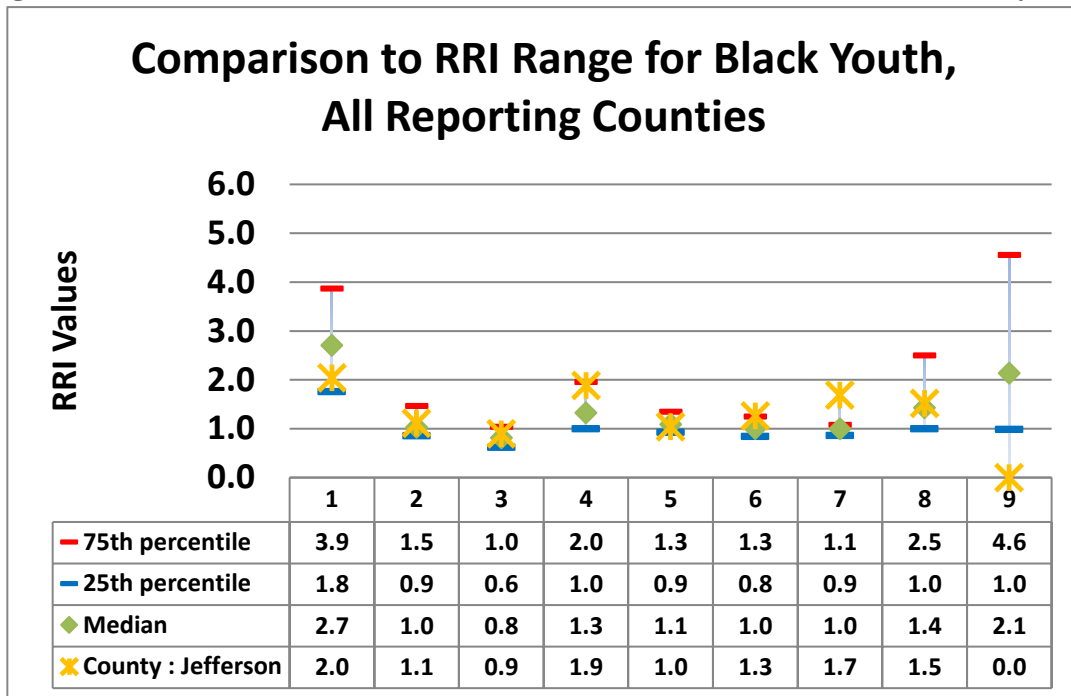
Key: S=Statistically Significant M=Magnitude of RRI V=Volume of Activity

C=Comparative with other jurisdictions C=Contextual Considerations

*Does not meet 1 percent threshold to be analyzed separately

**Insufficient number of cases for analysis

Figure 5-RRI Values-Alabama African Americans vs. USA-Jefferson County-2016



Mobile County

Mobile is Alabama's second largest county and is situated in south Alabama with its southern border on the Gulf of Mexico, its eastern border on the Florida line and the western border on the Mississippi border. Interstate I-10 transverses the county. It is the home of the Porch-Creek American Indian reservation and home to one of the State's largest prisons.

African American Youth

1. Three of the contact points were statistically significant in Mobile County: Arrests, Referrals, and Secure Confinement (*Table 3*).
2. Those with the greatest magnitude are Arrests, Referrals, and Secure Confinement (*Table 3*).
3. Those with the greatest volume of activity are Arrests, Referrals, and Secure Confinement (*Table 3*).
4. Three of Mobile County's RRI values for African American youth fall outside the median of RRI values nationally. One, Arrests, indicates that more African Americans are arrested relative to the rest of the country. Cases Resulting in Secure Confinement indicates that fewer Alabama's African American youth affected at lower rates than their peers nationwide (*Figure 6*).
5. The selection of areas to focus assessment and intervention efforts in Mobile County will be influenced and helped significantly by the Mobile Family Court Judge, who is also a member of the ALSAG and is extremely interested in addressing DMC in the area, especially at the point of Arrest.

Table 3-Relative Rate Index Analysis and Tracking Sheets-Mobile County-2016

State: Alabama, USA County: Mobile	Black or African-American	Hispanic or Latino	Asian	Native Hawaiian or other Pacific Islander	American Indian or Alaska Native	Other/Mixed	All Minorities
1. Juvenile Arrests	SMVC 3.49	**	**	*	**	*	SMVC 3.04
2. Referrals to Juvenile Court	SMV 1.07	**	**	*	**	*	SMV 1.07
3. Cases Diverted	.098	**	**	*	**	*	.99
4. Cases Involving Secure Detention	0.96	**	**	*	**	*	0.96
5. Cases Petitioned (Charges Filed)	1.00	**	**	*	**	*	1.00
6. Cases Resulting in Delinquent Findings	0.97	**	**	*	**	*	0.97
7. Cases Resulting in Probation Placement	0.99	**	**	*	**	*	0.99
8. Cases Resulting in Confinement in Secure Youth Correctional Facilities	SMV 1.24	**	**	*	**	*	SMV 1.25
9. Cases Transferred to Adult Court	**	**	**	*	**	*	**

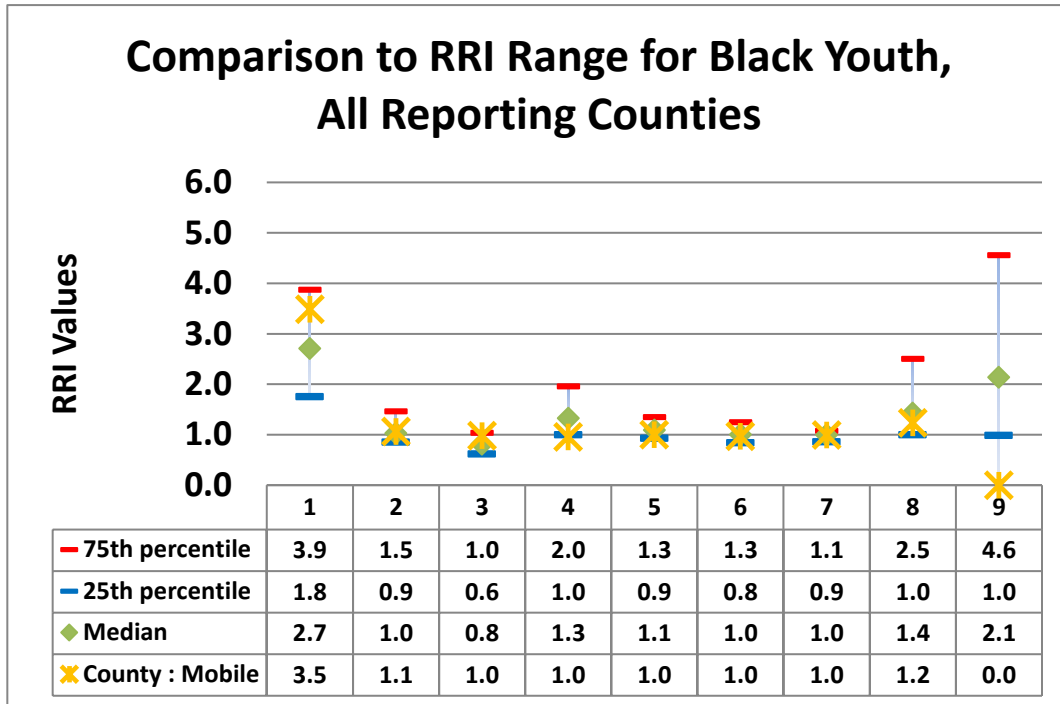
Key: S=Statistically Significant M=Magnitude of RRI V=Volume of Activity

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*Does not meet 1 percent threshold to be analyzed separately

**Insufficient number of cases for analysis

Figure 6-RRI Values-Alabama African Americans vs. USA-Mobile County -2016



Montgomery County

African American Youth

1. Five contact points were statistically significant in Montgomery County in 2016: Arrests, Referrals, Cases Diverted, Secure Detention, and Cases Petitioned (*Table 4*).
2. Those with the greatest magnitude are Arrests, Cases Diverted, Secure Detention, and Cases Petitioned (*Table 4*).
3. Those with the greatest volume of activity are Arrests, Cases Diverted, Secure Detention, and Cases Petitioned (*Table 4*).
4. The comparison of Montgomery County’s RRI values for Arrests of African American youth falls outside the 75th percentiles of RRI values nationally. (*Figure 7*).
5. The selection of areas to focus assessment and intervention efforts in Montgomery County is based on the local leadership engaged and support within the affected minority group. ADECA is housed in the capitol city, along with the State Legislature and Governor.

Table 4-Relative Rate Index Analysis and Tracking Sheets-Montgomery County-2016

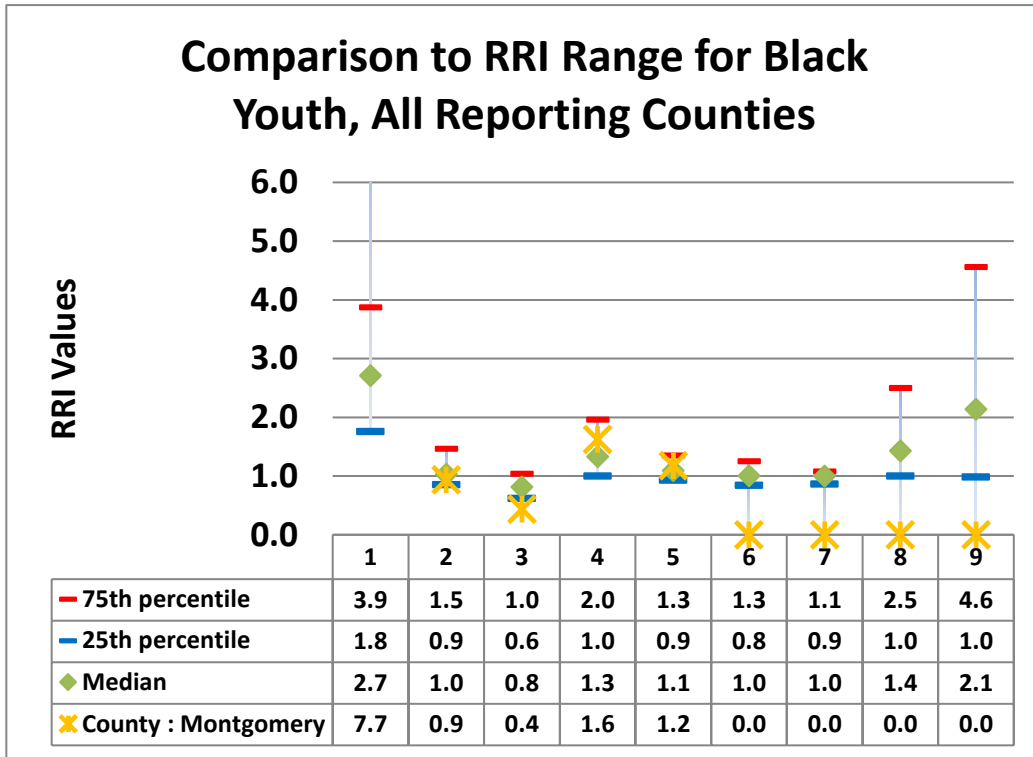
State: Alabama, USA County: Mobile	Black or African-American	Hispanic or Latino	Asian	Native Hawaiian or other Pacific Islander	American Indian or Alaska Native	Other/Mixed	All Minorities
1. Juvenile Arrests	SMVC 7.74	1.40	**	*	*	*	SMVC 6.97
2. Referrals to Juvenile Court	S 0.94	**	**	*	*	*	S 0.94
3. Cases Diverted	SMVC 0.44	**	**	*	*	*	SMVC 0.45
4. Cases Involving Secure Detention	SMVC 1.63	**	**	*	*	*	SMVC 1.62
5. Cases Petitioned (Charges Filed)	SMV 1.18	**	**	*	*	*	SMV 1.17
6. Cases Resulting in Delinquent Findings	**	**	**	*	*	*	**
7. Cases Resulting in Probation Placement	**	**	**	*	*	*	**
8. Cases Resulting in Confinement in Secure Youth Correctional Facilities	**	**	**	*	*	*	**
9. Cases Transferred to Adult Court	**	**	**	*	*	*	**

Key: S=Statistically Significant M=Magnitude of RRI V=Volume of Activity
C=Comparative with other jurisdictions C=Contextual Considerations

*Does not meet 1 percent threshold to be analyzed separately

**Insufficient number of cases for analysis

Figure 7-RRI Values-Alabama African Americans vs. USA-Montgomery County-2016



PHASE II: ASSESSMENT/DIAGNOSIS

The DMC assessment involved both a comprehensive analysis using advanced research methodologies to identify the contributing factors, examine minority overrepresentation, and explain disproportionate minority contact at all contact points in the juvenile justice system by AUM, as well as anecdotal assessments through focus group discussions and stakeholder feedback.

1) BRIEF SUMMARY

Auburn University at Montgomery (AUM) completed the DMC Assessment Study in December 2015. The study used a mixed methods approach in examining the status of DMC and its factors in Alabama. It included a quantitative data analysis component and a qualitative component. The quantitative analysis included an analysis of RRI values as well as a regression analysis. The RRI analysis confirmed that DMC occurred at each juvenile justice contact point in Alabama statewide and in the three target counties of Montgomery County, Mobile County, and Jefferson County. The regression analyses examined the effect of race on four decision points statewide: 1) pre-disposition detention, 2) filing of a formal petition, 3) informal adjustment, and 4) delinquent findings. Race was measured as white, black, or other. Covariates included age, gender, living situation (e.g., living with both parents, with a single parent or parent and stepparent, with grandparents, or other), school status (e.g., dropout, expellee, suspendee, truant, or in school), prior referral (yes or no), and violent crime (yes or no). The regression analysis (with data from 2011 to 2013) produced the following findings:

- The race of a juvenile was a highly statistically significant factor in pre-disposition detention, formal petition filing, informal adjustment of cases, and delinquent findings.
- Being black increased the likelihood of receiving more severe treatment than juveniles of white or other races at all four decision points considered in the regression analyses.
- Other factors of disproportionate contact were also identified in the regression models. For example, the estimated models suggested that being an older male not living with both parents significantly increased the likelihood of adverse treatment in the juvenile

justice system. Not being in school, having prior referral history, and having committed a violent crime were also found to positively influence the odds of adverse treatment.

The qualitative component was implemented using a survey developed by the research team. Respondents to the survey included law enforcement, judicial, and school systems/organizations primarily located in the three largest counties of Jefferson, Mobile, and Montgomery. The researchers wrote:

“Survey participants most frequently identified a juvenile’s age, demeanor, seriousness of offense charged, involvement in a gang, and prior disciplinary/court history as very important factors of the juvenile’s treatment in school disciplinary or juvenile justice settings. A parent’s/caregiver’s demeanor was also most frequently chosen as a very important factor of DMC.”

The study authors also noted that “it was surprising to find that race was most frequently chosen by survey respondents as “not important” or “slightly important” to how juveniles are treated.” Survey respondents felt that contributing mechanisms to DMC could include:

- family backgrounds of black juveniles
- neighborhood and community characteristics of black juveniles
- misperception among black juveniles and the police about each other
- inexperienced police forces
- inefficient school disciplinary systems.

The SAG and DMC Subcommittee met to discuss the Assessment Study findings in early 2016. During the August 2016 DMC training and strategic planning event, participants discussed the DMC Assessment Study in more depth, and brainstormed additional contributing mechanisms as they related to the juvenile justice stages prioritized as stages of focus during the Identification Phase. The group brainstormed potential contributing mechanisms from both the community and the juvenile justice system. Potential community factors included:

- Dress/demeanor of youths
- Youths and families not getting help when needed

- Untreated mental illness of kids – externalizing conditions that kids get arrested for and/or kids end up in the system to get services
- Untreated mental illness in parents
- Culture of poverty – single parent families, failing schools, hopelessness, dangerous neighborhoods
- Lack of interaction and communication between white and black people (adults and youths)
- Expectations of and for the community

Potential contributing mechanisms related to the juvenile justice system included:

- Police deployment (reactive, responsive to calls) o African American kids more likely to live in communities that are more policed
- Lack of police training to work with youths
- Lots of programs that do not coordinate with each other
- Police do not have the time to build relationships. Quick decisions in high street situations may lead to more DMC since police not able to think through decisions. Diverting kids is more time consuming than arresting kids.
- Implicit and explicit bias (this can come from TV, news, not knowing each other). And no one wants to admit this.
- Lack of mental health resources
- Lack of cultural competence
- Unable to circumvent the pickup order and court order
- Diverting kids is more time consuming than arresting kids.

During the strategic planning component of the August 2016 training, participants broke up into small groups to discuss DMC contributing mechanisms as they related to the specific locations.

Statewide: The statewide group chose to concentrate on arrest, secure detention, and disposition (see Identification Phase). At the arrest stage, the group brainstormed potential DMC contributing mechanisms as a higher number of calls to police in minority neighborhood, a lack of alternatives to arrest for police officers, school policies and school resource officer behavior that may contribute to minority youths being more likely than white youths to be arrested (e.g., stricter policies and practices in schools with greater percentages of minority youths), a lack of training for police officers

in working with youths, and a lack of opportunity for police officers to interact positively with youths of color. In the next year, Alabama will examine whether these potential mechanisms are in fact contributing to DMC statewide at arrest, secure detention, and disposition.

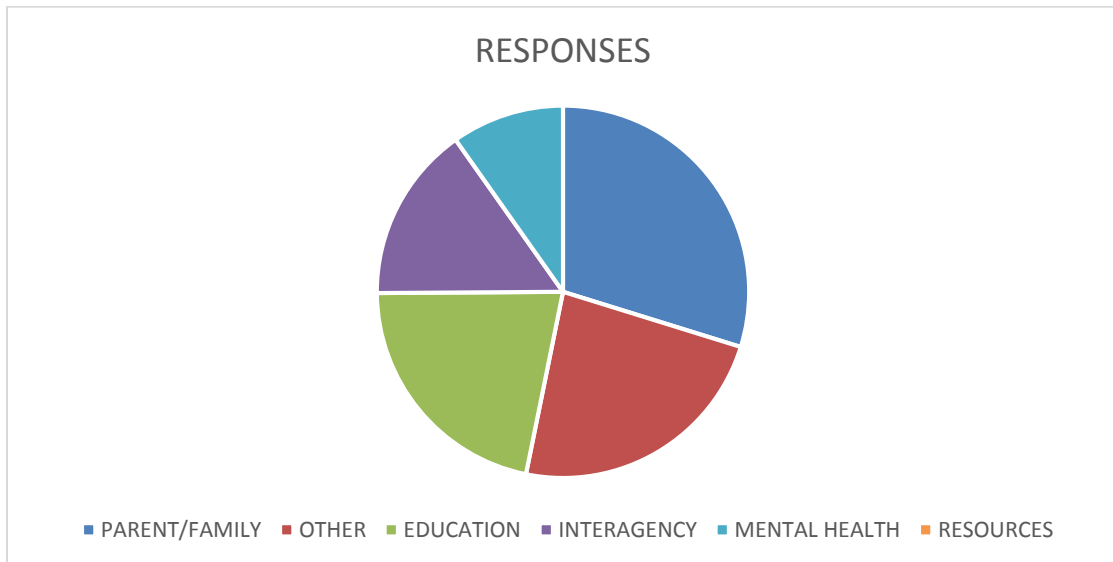
- 1) **Montgomery:** The Montgomery County group concentrated primarily on arrest and detention. They hypothesized that one of the causes of this high level of disparity is that domestic violence cases disproportionately affect African American youths. To determine whether this is truly the case, the Montgomery DMC Committee will review the arrest statistics. The Montgomery County group will also examine police field contact data. At the detention stage, the Montgomery County group will examine which youths are held by detention and which are held by judges and examine any of these differences. The Montgomery County group was also interested in examining DMC at secure confinement and planned to get more information on who is helped by intake and who is held by judges.
- 2) **Mobile:** The Mobile County group will focus primarily on reducing racial disparities at arrest and at diversion for African American youths. During the 2016 training, the group brainstormed potential contributing mechanisms for racial disparities at these points, including a limited tolerance for school misbehavior resulting in arrests at schools and a lack of alternatives to arrest and diversion opportunities for domestic violence and minor drug possession charges. To determine whether these factors are in fact contributing to racial disparities, the Mobile County group will examine Mobile County arrest data more closely. They will attempt to answer questions such as, Are African American youths more likely than white youths to be arrested from school? Are they more likely to be arrested for minority drug possession and domestic violence?
- 3) **Jefferson:** The Jefferson county group will focus on improving collaboration among stakeholders to address reducing DMC. Leadership from the court system drives the interagency cooperation and participation and is expected to facilitate the execution and implementation of improved data sharing and strategies to address the disproportionality at the critical contact points.

In addition to the assessment study, the Alabama State Advisory Group (ALSAG) authorized the conducting of six focus group meetings throughout the State to bring stakeholders of the juvenile justice system together to identify, discuss, and prioritize the needs and issues of the

system and the disproportionate minority contacts (DMC). The juvenile justice specialist at ADECA’s LETS Division issued invitations through emails, member organizations, regular mail, and flyers to the stakeholders.

Both through group discussion and follow-up surveys, attendees identified several issues or needs that fell into one of six categories: Education, Mental Health, Parent/Family, Resources, Interagency, and Other. The greatest number of responses were in the Parent/Family category at 28%, followed by Other at 22%, Education at 20%, Interagency at 14%, Mental Health at 9%, and Resources at 7% (*Figure 8*)

Figure 8 – Focus Group Survey Results



In the survey, attendees were also asked to indicate their interest in serving on local advisory groups for disproportionate minority contact (DMC). Participants volunteered to serve on local DMC advisory groups in each of the areas and initial meetings are scheduled before the end of FY2018.

PHASE III: INTERVENTION

Alabama’s intervention plan for reducing disproportionate minority contact is based on the results of the identification data and assessment study and includes more than one of the identified activities.

A DMC Coordinator was hired and is responsible for monitoring DMC in the State and working with local stakeholders to address the causative factors for DMC.

To carry out these responsibilities, the DMC coordinator performs the following tasks:

- a. Analyze the RRI data for the three target counties and statewide to determine DMC issues needing the most attention;
- b. Research the DMC literature to find potential strategies that have worked well in addressing the issues needing the most attention in Alabama;
- c. Interview key stakeholders who have some involvement in the juvenile justice process, particularly as the process touches African American youth; and
- d. Using the findings from the statewide DMC Assessment, develop a plan to address the most pressing issues;
- e. Oversee and monitor the progress of programs that are selected for DMC improvement funding.

The three target counties (Jefferson, Mobile, and Montgomery) have all been Juvenile Detention Alternative Initiative (JDAI) sites since 2007 and are presently facing the challenges of sustaining the detention reforms they achieved with their JDAI efforts. Because racial and ethnic disparities remain persistent in their detention populations despite all of their past work, these sites appear to remain committed to solving this very difficult detention reform of reducing racial and ethnic disparities.

Alabama has issued letters of invitation for charter members of the local DMC committees in the three target areas. DMC-reduction goals will be accomplished through improved communication among stakeholders with a focus on law enforcement, the delivery of education and training with continuing education credits for law enforcement, attorneys, judges, juvenile probation officers, teachers, counselors, families, and youth, and intervention programs in schools and in the communities.

The ADECA LETS Division has allocated funds for programs or projects to address disproportionate minority contact at the local levels.

Policies and Procedures- through interagency and stakeholder memoranda of agreement specific policies and procedures will be examined and recommendations made to address data-sharing, prevention, and intervention to reduce disproportionality.

Staffing and Training- stakeholders at all contact points will be trained and education through presentations and publications, such as in the Alabama Bar journal and continuing education credits for attorneys, law enforcement, juvenile probation officers (which were given 3 hours of credit for participating in the focus groups held), teachers, counselors, and others.

1) Progress Made in FY2017- progress was made at various contact points statewide and in the target jurisdictions in FY2017.

a) Activities Implemented- the DMC Coordinator was hired, focus groups were held, local DMC committee members have been invited to serve, stakeholders have been identified, training materials have been drafted, research on best practices has been ongoing, and 2016 data has been identified and analyzed to target needs and establish a work plan.

b) Activities not Implemented- Due to the resignation of the former DMC Coordinator, most of the activities planned have been delayed. There was no symposium held and no DMC reduction projects have been implemented.

2) Time-limited Plan for Implementation of DMC Reduction Activities

- **Current and Future Barriers to Implementation**

The previous DMC Coordinator resigned due to health concerns and the new one was not in place until July 2017. The new coordinator attended the training held in Washington, D.C. in September 2017. This delayed working closely with the local jurisdictions to address the causes of disproportionality identified in the 2015 assessment. After acquiring a good understanding of the DMC Reduction model, the new coordinator participated in six focus groups around the State to obtain input from stakeholders and is beginning to work in the target counties to establish local DMC committees and began addressing disproportionality at the contact points identified as significant in each jurisdiction.

Better communication and collaboration among data and service providers are needed

to obtain more accurate information and to maximize resources available among DMC-reduction sites and statewide. The local DMC committees will work with the DMC Coordinator to negotiate and execute memoranda of agreement for data and resource sharing. Additionally, specific DMC training will be provided to stakeholders.

- **Agencies, Organizations, and Individuals that will determine which strategies will be implemented and Why**

Alabama has long been attempting to revise its legislation on juvenile justice. Currently a new bill that has passed the House (H.B.225) and is awaiting approval by the Senate is sure to impact issues being addressed to reduce disproportionality. Additionally, the ALSAG and the various stakeholders will work with the DMC Coordinator and local DMC committees to determine which strategies will be implemented. These stakeholders include:

1. Juveniles and their Parents
2. Local Education Agencies (Public and Private), including school counselors
3. State Advisory Group Members
4. Law Enforcement
5. Juvenile Probation Officers
6. State Agencies, including Department of Youth Services, Children's Rehabilitation Service, and Department of Mental Health
7. Children Policy Councils
8. Court Personnel including the Administrative Office of Courts, Judges, and Attorneys
9. Mental Health and Health Care Providers (Public and Private)
10. Community and Faith-based Organizations including Boys' and Girls' Clubs
11. GED Centers (Including Community Colleges)
12. Job Corps
13. Military Representatives
14. Alabama Cooperative Extension Personnel

- **Anticipated Outcomes**

OJJDP recognizes that the challenges of DMC reduction are complex and not easily

resolved. However, with the recent contracting of a new DMC Coordinator, we feel the state can begin working towards developing a targeted approach to reducing racial and ethnic disparities in the state and reaching our strategic vision of No Juvenile Entering the Justice System in Alabama.

Over the next three years, Alabama's DMC Coordinator will work with the local jurisdictions to establish the local DMC committees composed of stakeholders listed above, and work closely with the committees to enhance data collection, and identify specific areas within the jurisdiction for targeted focus. The DMC Coordinator and the local committees will review the RRI data and any local data they are able to obtain, and review the 2015 DMC Assessment to develop an Implementation Plan for appropriate delinquency prevention and systems improvement activities.

Activities will include the development and execution of interagency agreements for collaboration at the state and local levels. Possible effective prevention and intervention activities may include establishing or increasing local diversion programs, alternatives to secure confinement, and advocacy programs. Training and technical assistance will also be offered on cultural competency with youth and staffing practices. Systems improvement activities will include advocating for legislative reforms, administrative, policy, and procedural changes within the local jurisdictions; and implementing structured decision-making tools at various contact points within the juvenile justice system.

A detailed work plan has been developed as a blueprint for reaching the established goals towards a strategic vision of No Juvenile Entering the Justice System in Alabama as presented in *Appendix A*.

Further, the OJJDP web-based data system provides goals to address reduction of the disproportionality statewide and in the three target jurisdictions. The data indicate that Alabama's DMC program should focus on the following areas:

- 1) **Statewide-** reducing Black and African American juvenile arrests by 3,536, reducing referrals to juvenile court by 235, diverting at least 138 more youth, reducing youth in

secure detention by 449, reducing findings of delinquency by 149, reducing youth placed in secure juvenile correctional facilities by 95, and reducing the number of cases transferred to adult court by 20.

- 2) **In Jefferson County**- reducing juvenile arrests by 94, reducing referrals to juvenile by 70, reducing cases involving secure detention by 85, reducing petitions by 21, reducing cases resulting in findings of delinquency by 56, reducing cases resulting in probation by 73, and reducing cases resulting in confinement in secure juvenile correctional facilities by 33.
- 3) **In Mobile County**- reducing arrests of Black and African American juveniles by 826, reducing referral to juvenile court by 93, reducing cases petitioned by 5, and reducing youth confined to secure juvenile correctional facilities by 17.
- 4) **Montgomery County**- reducing Black and African American juvenile arrests by 549, reducing cases involving secure detention by 81, reducing petitions by 145, reducing findings of delinquency by 267, and reducing cases transferred to adult court by 6. For Hispanic or Latino youth, arrests need to be reduced by 2 and at least 3 more cases should be diverted.

PHASE IV: EVALUATION

To evaluate DMC strategies by conducting a systematic, objective, and unbiased evaluation of a program's implementation and effectiveness through the utilization of monthly reports from the three local DMC Committees.

Both a process and impact evaluation will be conducted to monitor and evaluate progress based on the analysis of RRI values, the results of a DMC assessment, benchmarks derived from research on effective DMC interventions, and input from local DMC committees and other juvenile justice stakeholders in the state. In addition to the evaluation measures that will be determined by the DMC Coordinator and Subcommittee, data for the Performance Measures as listed in the *Data Collection Technical Assistance Tool (DCTAT)* will be reported as follows:

- Number of program youth served
- Number and percent of youth who:
 - Offend during the reporting period (short term)

- Offend during the reporting period (long term)
- Re-offend during the reporting period (short term)
- Re-offend during the reporting period (long term)

PHASE V: MONITORING

To monitor ongoing DMC Reduction Activities by looking for changes in state demographics that affect DMC trends, looking for fluctuations in DMC rates that may require adjustments in intervention strategies, and sustaining DMC reduction efforts.

The progress and impact of the DMC reduction activities will be monitored using a detailed work plan. Specifically, the goals of the DMC reduction model will be monitored by established objectives, detailed activities, within specified time frames, and by measurable outcomes.

Programs will be required to submit reports on their progress every quarter from the date they receive funding. The progress reports will include, at a minimum:

- A comparison of the DMC measure(s) the programs are attempting to improve to their baseline measure, the measure from the previous quarter, and their target measure for the program.
- The number of youth affected by the program:
 - For the quarter;
 - Compared to the previous quarter;
 - Since funding for the program began;
 - Compared to the number of youth targeted for the program to-date and for the life of the program.
- An accounting of the funds used to-date and a forecast of the funds to-be used by the end of the program.

The DMC Coordinator will be responsible for monitoring the results, including collecting and analyzing the quarterly reports, conducting monthly site visits to the programs, and briefing the DMC Subcommittees on the progress of the programs.

Budget

The total budget allocated for addressing Disproportionate Minority Contact is \$80,000 annually, to include \$33,000 for contracting with a part-time DMC Coordinator and \$47,000 for implementing DMC reduction projects in one or more of the target counties.

Appendix A – Timeline for Implementation of Strategic Vision

GOAL	OBJECTIVE	ACTIVITY	TIME FRAME	MEASUREABLE OUTCOME	
IDENTIFICATION	Calculate RRI's at 9 Contact Points	Collect Source Data	Annually	Population Data, Contact Data	
		Analyze Data		Extrapolate Data	
		Improve Source Data		Obtain Valid Data	
		Negotiate/Execute Agreements		Executed Agreements and Data Sharing	
		Identify Statewide and County Status	Collect County Level Data		Develop County Reports
ASSESSMENT	Local DMC Committee Assessments	Identify Local Stakeholders	Quarterly	List of Stakeholders	
		Assess DMC Problems		List of Problems	
		Contact Local Data Sources		Mailing List	
		Obtain Data from Identified Sources	Negotiate Data Sharing		Agreements
		Identify Strategies to Educate DMC	Brainstorming/Survey	Ongoing	List of Strategies
INTERVENTION	Identify Successful Diversion Activities	Conduct Research	Ongoing	List	
		Solicit Info from Stakeholders		Report	
	Distribute Info on DMC And Successful Diversions		Ongoing	Log	
		Advocate for Reduction Of DMC	Publications	Ongoing	Publications Presentations
		Presentations			
		Distribute Info			
	Improve System Collaboration	Contact Stakeholders	Ongoing	Log	
Negotiate Agreements			Interagency Agreements MOU's		
EVALUATION	Compare Progress to Work Plan	Monthly Reports	Monthly	Reports	
	Compare Impact of DMC Reduction Activities	Progress by Goals for Statewide and Target Counties	Monthly	Report	
MONITORING	Review Progress with Local DMC Committees	Listserve, Emails, Phone Calls,	Quarterly	Report	
	Review Progress with Grantees	Site Visits	Monthly	Report	