

Examining the Capacity of the Juvenile Justice System

Crawford County (JD #11)

Center for Community Health and Development University of Kansas

August, 2022

# About this Report and Toolkit

This report and associated toolkit were prepared by Jomella Watson-Thompson, Jerry Schultz, Josh Harsin, and Paul Schneider with the Center for Community Health and Development at the University of Kansas and Monica Murnan at the Learning Tree Institute at Greenbush. Support was provided by the Kansas Department of Corrections (KDOC) Juvenile Service Division and the Kansas Advisory Group on Juvenile Justice and Delinquency Prevention. The content of this report is solely the responsibility of the authors and does not necessarily represent the official views of the Kansas Department of Corrections.

As a resource, the Youth Justice Toolkit was developed to enhance the capacity of juvenile justice system partners to plan and support systems improvements. The Youth Justice Toolkit is accessible here: <https://youthjustice.ctb.ku.edu/>

# Contact

For more information about the report or the toolkit, contact Dr. Jomella Watson-Thompson with the Center for Community Health and Development at the University of Kansas at [jomellaw@ku.edu](mailto:jomellaw@ku.edu).

# Suggested Reference:

Harsin J., Schultz J, Watson-Thompson J., Murnan M. (2021). Examining the Capacity of the Juvenile Justice System, Crawford County Judicial District (JD #11). Center for Community Health and Development, University of Kansas. Lawrence, KS 66045

Contents

[About this Report and Toolkit 1](#_Toc117422798)

[Contact 1](#_Toc117422799)

[Suggested Reference: 1](#_Toc117422800)

[Summary 5](#_Toc117422801)

[Process 6](#_Toc117422802)

[Key Findings: The Juvenile Justice System in Crawford County 7](#_Toc117422803)

[Purpose of the Report 8](#_Toc117422804)

[Making Sense of the Report to Inform Decision-Making 10](#_Toc117422805)

[Juvenile Justice System Overview 11](#_Toc117422806)

[Senate Bill 367 (SB 367) 11](#_Toc117422807)

[Community Context 12](#_Toc117422808)

[Who is in the Juvenile Justice System? 13](#_Toc117422809)

[What are the characteristics of those in the system? 14](#_Toc117422810)

[How do Youth Become Involved in the System? 15](#_Toc117422811)

[School Occurrences 15](#_Toc117422812)

[Recommendations 16](#_Toc117422813)

[How Do Youth Move through the System? 17](#_Toc117422814)

[Arrests 17](#_Toc117422815)

[JD 11 & Crawford County 17](#_Toc117422816)

[Rates of Arrest 17](#_Toc117422817)

[Relative Rate/Relative Risk Index (RRI) 20](#_Toc117422818)

[Reasons for Arrest 22](#_Toc117422819)

[Disorderly Conduct RRI 22](#_Toc117422820)

[Stakeholder Input 23](#_Toc117422821)

[Recommendations for community partners and stakeholders to engage in 24](#_Toc117422822)

[Intake 25](#_Toc117422823)

[Stakeholder Input 28](#_Toc117422824)

[Recommendations for community partners and stakeholders to engage in 28](#_Toc117422825)

[Court Referral 29](#_Toc117422826)

[JD 11 & Kansas Comparison 29](#_Toc117422827)

[Crawford County, JD 11, and Kanas Comparison 29](#_Toc117422828)

[Recommendations for community partners and stakeholders to engage in 30](#_Toc117422829)

[Intake and Pre-Hearing Placement 31](#_Toc117422830)

[Diversion 31](#_Toc117422831)

[JD 11 & Kansas Comparison 31](#_Toc117422832)

[Recommendations for community partners and stakeholders to engage in 31](#_Toc117422833)

[Detention 32](#_Toc117422834)

[Crawford County 33](#_Toc117422835)

[Stakeholder Input 34](#_Toc117422836)

[Prosecution 35](#_Toc117422837)

[CC, JD 11, & Kansas Comparison 36](#_Toc117422838)

[Stakeholder Input 37](#_Toc117422839)

[Probation and Supervision 38](#_Toc117422840)

[Stakeholder Input 39](#_Toc117422841)

[Recommendations for community partners and stakeholders to engage in 39](#_Toc117422842)

[Sentencing & Placement 40](#_Toc117422843)

[Recommendations for community partners and stakeholders to engage in 40](#_Toc117422844)

[Does the System Meet the Needs of Youth? What is the Experience of Youth in the System? 41](#_Toc117422845)

[Programming/Services 41](#_Toc117422846)

[Stakeholder Input 44](#_Toc117422847)

[Recommendations for community partners and stakeholders to engage in 45](#_Toc117422848)

[1. Increase support for and expand wraparound services. 45](#_Toc117422850)

[What are the Long-Term Measures of Success? 46](#_Toc117422851)

[Recommendations for community partners and stakeholders to engage in 47](#_Toc117422852)

[What is the Capacity of the Local System? 49](#_Toc117422853)

[Recommendations for community partners and stakeholders to engage in 57](#_Toc117422854)

[Priority Action Items Designated by Local Agency Leaders & Stakeholders 58](#_Toc117422855)

[Appendices 61](#_Toc117422856)

[Figure 1. Youth residing in juvenile detention, correctional or residential facilities 6](#_Toc111448460)

[Figure 2. Juvenile Justice System Process and Decision Points 11](https://kansas.sharepoint.com/teams/CYDPT-KDOC/Shared%20Documents/General/Crawford%20County/Crawford_County_Report_Draft-6.23.22.docx#_Toc111448461)

[Figure 3. Map of KS Judicial Districts 12](https://kansas.sharepoint.com/teams/CYDPT-KDOC/Shared%20Documents/General/Crawford%20County/Crawford_County_Report_Draft-6.23.22.docx#_Toc111448462)

[Figure 4. 2020 Youth Population in Crawford County 12](https://kansas.sharepoint.com/teams/CYDPT-KDOC/Shared%20Documents/General/Crawford%20County/Crawford_County_Report_Draft-6.23.22.docx#_Toc111448463)

[Figure 5. Average number of youth in the juvenile justice system, 2018-2020 14](#_Toc111448464)

[Figure 6 18](#_Toc111448465)

[Figure 7 19](#_Toc111448466)

[Figure 8 20](#_Toc111448467)

[Figure 9 20](https://kansas.sharepoint.com/teams/CYDPT-KDOC/Shared%20Documents/General/Crawford%20County/Crawford_County_Report_Draft-6.23.22.docx#_Toc111448468)

[Figure 10 21](#_Toc111448469)

[Figure 11 22](#_Toc111448470)

[Figure 12 24](#_Toc111448471)

[Figure 13 25](#_Toc111448472)

[Figure 14 26](#_Toc111448473)

[Figure 15 26](#_Toc111448474)

[Figure 16 28](#_Toc111448475)

[Figure 17 29](#_Toc111448476)

[Figure 18 30](https://kansas.sharepoint.com/teams/CYDPT-KDOC/Shared%20Documents/General/Crawford%20County/Crawford_County_Report_Draft-6.23.22.docx#_Toc111448477)

[Figure 19 31](https://kansas.sharepoint.com/teams/CYDPT-KDOC/Shared%20Documents/General/Crawford%20County/Crawford_County_Report_Draft-6.23.22.docx#_Toc111448478)

[Figure 20 32](#_Toc111448479)

[Figure 21 34](https://kansas.sharepoint.com/teams/CYDPT-KDOC/Shared%20Documents/General/Crawford%20County/Crawford_County_Report_Draft-6.23.22.docx#_Toc111448480)

[Figure 22 35](#_Toc111448481)

[Figure 23 36](#_Toc111448482)

[Figure 24 37](#_Toc111448483)

[Figure 25 38](#_Toc111448484)

[Figure 26 41](#_Toc111448485)

[Figure 27 41](#_Toc111448486)

[Figure 28 42](https://kansas.sharepoint.com/teams/CYDPT-KDOC/Shared%20Documents/General/Crawford%20County/Crawford_County_Report_Draft-6.23.22.docx#_Toc111448487)

[Figure 29 43](#_Toc111448488)

[Figure 30 46](#_Toc111448489)

[Figure 31 46](#_Toc111448490)

# Summary

The Kansas Department of Corrections (KDOC) Juvenile Service Division and the Kansas Advisory Group on Juvenile Justice and Delinquency Prevention (KAG) supported a process to examine the capacity of the Crawford County (JD #11) Juvenile Justice System to use data to inform and enhance supports for youth served. The likelihood of youth involvement in the Juvenile Justice System is influenced by the environment in which they live, go to school, work, and play, including opportunities to engage in safe choices and constructive behaviors. In order to minimize involvement in the juvenile justice system and to promote youth success, we must understand both the conditions in the community that contribute to youth involvement in the juvenile justice system as well as the capacity of the system to effectively serve youth. The conditions in both our community and the juvenile justice system are always evolving, which can contribute to or detract from efforts to lessen youth engagement with the juvenile justice system. Understanding how both the community and the juvenile justice system are functioning and changing may enhance efforts to improve and promote justice.

Nationally, and at the state level, there have been changes in policies to reorient the juvenile justice system from an approach that is punitive to more of a focus on preventing reoffending or recidivism.

* In 2017, the State of Kansas enacted Senate Bill 367 (SB 367), also known as the Juvenile Justice Reform Act. The bill was in response to a juvenile justice system that was arresting, detaining, and prosecuting youth at high rates.

Overall, youth incarceration in Kansas has dropped from 380/100,000 in 1999 to 113/100,000 in 2019.

Figure . Youth residing in juvenile detention, correctional or residential facilities

Chart, line chart

Description automatically generated

In Kansas, annual costs per bed in detention facilities was as high as $45,0001F[[1]](#footnote-2), rendering high rates of detention not only harmful for youth, but expensive for communities.

There are barriers to regularly obtain data that efficiently examines how youth move through the system. From the present study, it was found that data are largely isolated within each juvenile justice agency, making it difficult to systematically track youth as they move through the system.

## Process

For the purposes of this study, multiple components of the juvenile justice system were examined to better understand how youth become involved, move throughout, and leave the system, with the goal of not recidivating. Data on youth were identified to help examine multiple aspects of the Juvenile Justice System, from arrest through recidivism. The study examines a variety of juvenile justice system data including arrest from law enforcement, intake assessment, pre-trial placement, prosecution and adjudication of cases, programming and service outcomes, and recidivism. The breadth of data that were collected and analyzed for this report—from arrest all the way through to programming and services—allows for critical insight into the functioning of the juvenile justice system in Crawford County. The data represents a snapshot of the juvenile justice system. The insight has led to further questions to consider, but also allows for several conclusions. The study allows for recommendations of specific practices to ameliorate current disparities to help create a more fair and equitable juvenile justice system.

## Key Findings: The Juvenile Justice System in Crawford County

This assessment provides a thorough review of available data and stakeholder input. Data on youth were identified to help examine the multiple aspects of the juvenile justice system, from arrest through recidivism.

* The number of juvenile arrests in Crawford County and JD 11 have remained steady over the last several years.
* People of color make up a small percentage of the population, yet Black and Hispanic/Latino youth are arrested at highly disproportionate rates in both Crawford County and JD 11 and are represented at a disproportionate rate in nearly every stage of the juvenile justice system at both geographic levels.
* Youth of color, particularly Black youth, are arrested at higher rates for things like Disorderly Conduct, Intimidation, and Simple Assault.
* Of youth arrested, Non-White youth were more likely to be placed in detention and to be found delinquent (guilty) than White youth. For Black youth, some of this disparity seems to be explained by the greater number of Black youth brought into the system via arrest and court referral. The reasons for the disparity in Hispanic/Latino youth being placed in detention and found guilty are less clear.
* At intake most youth are Children in Need of Care. Juvenile Offenders have decreased.
* Diversion rates by population increased over time and were highest for non-Hispanic White youth. Hispanic/Latino youth had the lowest rates of diversion of any racial/ethnic group.
* High risk youth scored poorly in peer relations and leisure/recreation categories of the YLS. This mirrors information gathered during key stakeholder interviews that indicated relatively few pro-social activities for youth to engage in outside of sports.
* Most youth were assessed as moderate risk by the YLS.
* About half of the youth who entered the system from 2015-2020 recidivated.
* Results of surveys of local juvenile justice system agency employees indicated that the capacity of Crawford County juvenile justice system infrastructure (physical and organizational structures needed for operation), data use and dissemination (distribution of data to end users and data application), and collection of indicators (actual data on youth collected) could be improved.

Purpose of the Report

The juvenile justice system in Crawford County (JD #11) was examined with the aim of enhancing the capacity to systematically collect and use data to inform decision-making. The specific goals are:

1. Increase community capacity to use juvenile justice system data;
2. Increase community capacity to identify areas for juvenile justice system change and improvement; &
3. Increase community capacity to collaborate to support systems change.

## Measures of Youth Justice

This report summarizes information collected in examining local system capacity. The [Fundamental Measures for Juvenile Justice](http://www.ncjj.org/fmjj/default.asp) developed by the National Center for Juvenile Justice guided this study. The study focuses on understanding the following:

1. Who is in the juvenile justice system?
2. What are the characteristics of those in the system?
3. Are there disparities for youth in the system?
4. How do youth become involved in the system?
5. How do youth move through the system?
6. Does the system meet the needs of youth?
7. What is the experience of youth in the system?
8. What are the long-term measures of success?
9. What is the capacity of the local system?

## How was information collected for this assessment?

Information was collected in several ways including:

* Justice system interviews with 17 stakeholders
* Focus groups with justice-involved youth and parents
* Local data collection and analysis
  + Data was collected from the following agencies:
    - The Kansas Department of Corrections provided data for Judicial District 11 (JD11), an area that includes, but is not limited to Crawford County.
    - The Restorative Justice Authority (RJA)
    - The Juvenile Intake and Assessment System (JIAS)
    - The Pittsburg Police Department (PPD)
    - The Crawford County Sheriff’s Office (CCSO)
    - Southeast Kansas Regional Juvenile Detention Center (SEKRJDC)
* Capacity Assessment from the [National Center for Juvenile Justice Model Data Project](https://www.ncjrs.gov/pdffiles1/ojjdp/grants/254492.pdf)

For the current report, data on relevant indicators were obtained from several agencies comprising several different levels of geographical reach. Data from the Kansas Department of Corrections (KDOC) is the most comprehensive but is only available for the Judicial District as a whole (JD11). Data from local agencies (e.g., Crawford County Sheriff’s Office) are more local and specific to our geographic area of concern but are somewhat less comprehensive. For example, arrest data from the KDOC are available for several years dating back to 2015, but are for the entirety of JD11, making it difficult to know the number of these arrests which occurred specifically in Crawford County. Arrest data from the PPD and CCSO are included to supplement the data from the KDOC but are only available for the last couple of years. We have included data from as many sources as possible to give the clearest picture possible as to how the juvenile justice system operates in Crawford County.

## Recommendations

Based on the review of information gathered, recommendations for consideration by the local juvenile justice system are provided to aid in identifying areas of strength and to support justice system improvements. These recommendations are informed by the data collected during this assessment process (from JJS agencies and during stakeholder interviews) and are based on existing research and best practices. They should be considered a starting place for consideration on how to improve outcomes, but should be adapted to fit the local context of Crawford County and JD 11. A focus of the study was to also examine disparities experienced by youth in the juvenile justice system, including those who are racial and ethnic youth, and other vulnerable youth. There was insufficient data to examine vulnerable sub-populations (e.g., LGBTQ+, immigrant populations) except by race/ethnicity.

## Making Sense of the Report to Inform Decision-Making

The report is developed to support critical reflection of the local juvenile justice system, including what is working well and areas for system enhancements to improve outcomes. A focus of the report is also understanding how to enhance and refine data and evaluative capacity of the local juvenile justice system (JJS). As the report is being reviewed there are some key questions that may be helpful to guide understanding or making sense of the data.

#### Some questions that that may be helpful to consider and reflect on in reviewing information presented in this report include:

1. What does this information tell you about the youth who are in the JJS?
2. What does this information tell you about the factors that contribute to engagement in the JJS?
3. What does this information tell you about the capacity of the system to prevent youth reoffending and recidivism?
4. What does this information tell you about the performance of the JJS?
5. What does the report tell us about availability and access to data?
6. What is the quality of the data that are used?
7. Is the information presented in this report complete? What data are missing?
8. Does this information tell us anything about the capacity of the system (e.g., leadership, vision) in the system?
9. How well does the JJS use data? Is data driving decision making in the system?
10. What are the strengths of the JJS? How can it be enhanced?
11. What are of the JJS weaknesses? How can it be addressed?
12. Are you satisfied with this report? Why or why not?
13. What is missing from this report that you hoped or anticipated better understanding?
14. How can the information presented be used to move system partners towards action?
15. What are change levers (i.e., programs, policies, and practices) that can be identified and supported to enhance the JJS?

# Juvenile Justice System Overview

There are several entry, decision, and exit points in the JJS process (see Figure 2 below). The general entry point into the juvenile justice system is through initial contact generally with law enforcement which can be in response to an alleged offense or based on a referral (e.g., parent/guardian, school, clergy). Often, the initial contact results in a discretionary decision by law enforcement (youth are let go or detained) which has implications for how the youth further experiences involvement in the system. During intake an initial youth assessment is conducted, locally this is done by Juvenile Intake and Assessment (JIAS), which is run by the Restorative Justice Authority (RJA). This initial detention risk assessment is the major factor in determining if the youth will be released to a parent/guardian or detained until their case is reviewed by the County Attorney’s (CA) Office. The CA Office reviews all cases and determines which youth will be offered diversion and which will be prosecuted/charged. For those youth that the CA files charges against, their case will be taken to a judge where they will be adjudicated either delinquent (guilty) or non-delinquent (not guilty). For those that are adjudicated delinquent (found guilty), they will then be given a disposition (sentence). Based on the disposition, the youth may be sent to a juvenile correctional facility (JCF) or may be given some type of supervision (probation). More youth are placed on supervision than are sent to the JCF.

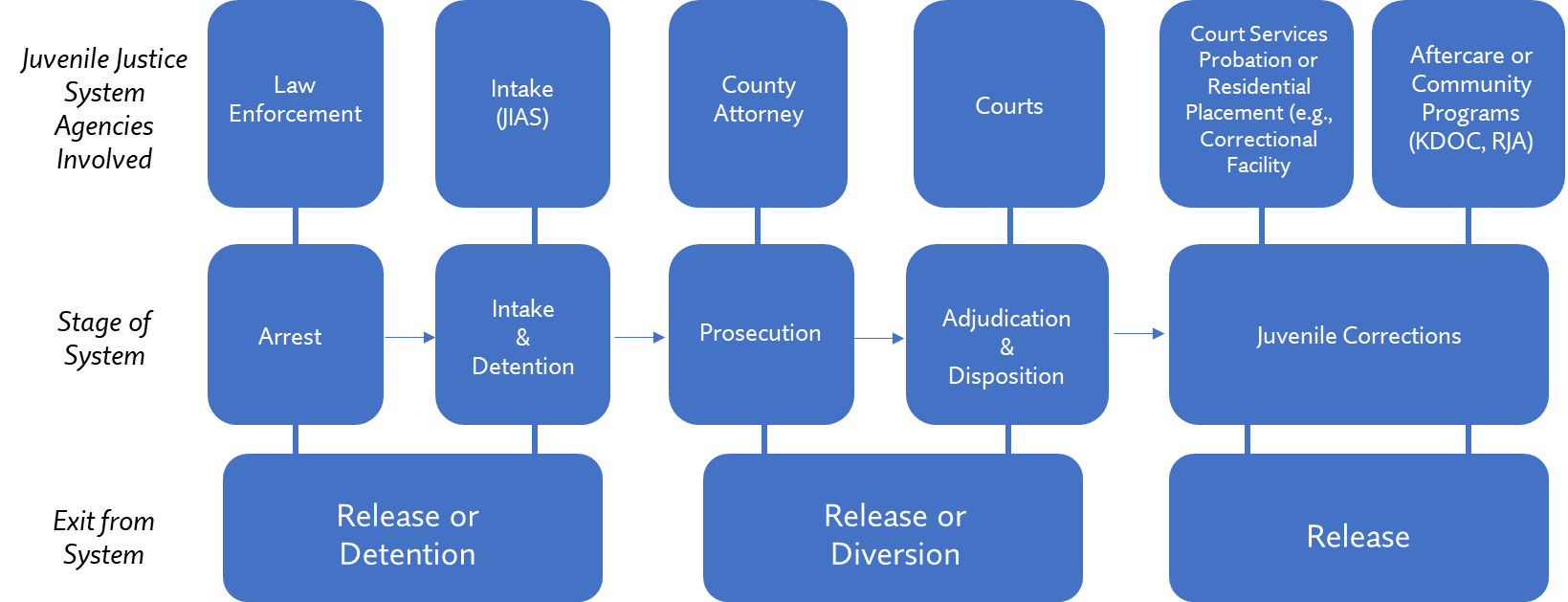


Figure . Juvenile Justice System Process and Decision Points

[[2]](#footnote-3)

## Senate Bill 367 (SB 367)

The 2017 Kansas Juvenile Justice Reform Act, referred to as SB 367, resulted in substantial changes to the Kansas Juvenile Justice Code. In JD #11, the fuller implementation of the Act took effect as of January 1, 2018. The overall goal of SB 367 was to reduce out-of-home placements of youth and increase supports for community programming by reducing the use of detention for youth in out-of- home placements prior to adjudication.

# Community Context

Figure . Map of KS Judicial Districts

Calendar

Description automatically generatedJudicial District #11 (JD 11) encompasses Crawford County, Kansas and includes the incorporated cities of Arcadia, Arma, Cherokee, Frontenac, Girard, Pittsburg, and Walnut. Crawford County has the 11th largest county population in Kansas, but is geographically one of the smaller counties (156 sq. miles).

In 2020, Crawford County had 38,972 residents, just over 20% of which are under 18 years (21.7%), this is a slightly smaller proportion of youth residents as compared to the State overall (24.1%). As of 2020, there were 3,793 youth (9.7% of total population) ages 10 to 17 in Crawford County, which is often the priority age group served by the juvenile justice system (youth up to 23 years old may receive supervision via the Restorative Justice Authority). Just over half of the youth ages 10 to 17 in Crawford County are male (52%).

Crawford County is less diverse than most Kansas counties with a diversity index of 31.9 compared to 45 for Kansas. Overall, just over 93% of the adult population is non-Hispanic White (NHW) compared to 75% for the State. Only 2.4% of residents in the County are Black with a growing Hispanic/Latino (H/L) population (6.1%). Figure 3 shows the youth population distribution by race and ethnicity. The juvenile population is slightly more diverse, with 83% being NHW, 5% Black, and 8% H/L.

Figure . 2020 Youth Population in Crawford County

Linguistic diversity can present challenges to the juvenile justice system, but linguistic diversity is limited with less than 6% of households in Crawford County indicating a non-English language was spoken at home. Limited English Proficient (LEP) youth and families often face barriers when services are provided in English.

# Who is in the Juvenile Justice System?

In Kansas, youth between the ages of 10 and 17 are considered minors and may be involved in or served by the juvenile justice system. A young person may remain in the custody of the Kansas Department of Corrections until the age of 22 in a juvenile correctional facility or through the age of 23 if involved in community supports.

The below chart depicts the **average** number of youth in the juvenile justice system in JD 11 between 2018-2020. The numbers represent the most accurate data available, though it should be noted that, because each agency has their own means of collecting and storing data, tracking youth, etc., the numbers from one stage of the system to another don’t always match up precisely. We were able to collect data from many relevant juvenile justice agencies in Crawford County—including the Restorative Justice Authority, the Pittsburg Police Department, the Crawford County Sheriff’s Office, among others—which allowed us to identify the number of youth in certain stages of the system from Crawford County accurately. We were unable to collect data from all relevant agencies, however, which creates some “blind spots” in our data. One of our hopes with this report is that by clarifying where such blind spots may exist, local agencies can devote more resources to the collection and analysis of data in these areas. The below chart represents our best efforts to create a comprehensive chart to depict how youth “flow” through the system.

Important notes and caveats to the below table:

* Data from the Kansas Department of Corrections (KDOC) is available in three-year aggregates. Data from other agencies were available for individual years. In order to make data as comparable as possible from one stage of the system to the next, yearly averages were calculated for all KDOC data.
* The number of arrests for youth in Crawford County (106) is greater than the number of combined arrests from the Pittsburg Police Department (PPD) and Crawford County Sheriff’s Office (CCSO). There were several arrests made by other law enforcement agencies in Crawford County (CRCO), including the Frontenac, Girard, and Arma Police Departments.
* No data are available from the County Attorney’s Office; data on the number of youth who are diverted or prosecuted were received from the Kansas Department of Corrections.
* The number of Delinquent/Guilty findings and the number of youth on Court Supervised Probation (CSP), Juvenile Intensive Supervised Probation (JISP), and in the Juvenile Correctional Facility (JCF) come from several agencies. This makes it difficult to determine the source of the discrepancy between the number of youth found guilty and the number of youth given either CSP, JISP, or JCF.
* Data Sources: KDOC, Restorative Justice Authority (RJA), Crawford County Sheriff’s Office (CCSO), Pittsburg Police Department (PPD), Southeast Kansas Regional Juvenile Detention Center (SEKRJDC)

## What are the characteristics of those in the system?

A screenshot of a computer

Description automatically generated with low confidenceFigure . Average number of youth in the juvenile justice system, 2018-2020

**\*\*Unless otherwise noted, all data are averages from the 2018-2020 reporting period. Not all data were available for this entire period, however, so some numbers represent data from a single year (e.g., 2019). If multiple years are indicated, then the number is an average of those years.**

Key

* CCSO- Crawford County Sheriff’s Office
* CRCO- Crawford County
* CSP- Court Supervised Probation
* JD 11- Judicial District 11
* JISP- Juvenile Intensive Supervised Probation
* LEO- Law Enforcement Officer
* SEKRJDC- Southeast KS Regional Juvenile Detention Center
* PPD- Pittsburg Police Department
* RJA- Restorative Justice Authority
* SRO- School Resource Officer

# How do Youth Become Involved in the System?

Children and youth often become involved with the juvenile justice system because they are accused of committing a criminal act. Others become systems-involved for engaging in behaviors known as “status offenses” (e.g., truancy, underage drinking, running away from home) which are only illegal behaviors for juveniles. Criminal charges are generally, though not always, formally processed through the courts. Apart from the behaviors themselves, there are “upstream” risk and protective factors (e.g., community conditions, availability of after-school activities, conditions in the home, peer groups) that influence youth behavior in the community and schools and can make involvement more likely (risk factors) or less likely (protective factors).

In addition to systems data from local agencies, researchers also engaged local community and systems stakeholders for interviews (see Table 1 for a list of those engaged by profession). The purpose of these interviews was to gather information on how the JJS is functioning from the perspective of those in the community. Community and system stakeholders identified poverty and low income as the main risk factors driving youth involvement with the system. Relatively few stakeholders believed race and/or ethnicity were risk factors in youth delinquent behavior and entering the system. These stakeholders noted that the community lacks sufficient prosocial opportunities to provide youth with alternatives to risky behaviors. For example, there are limited evening and winter activities for youth, especially for those youth who do not engage in school sports. The Parks and Recreation Department was commended for creating basketball courts that are lit up at night and for creating a local skate park. These same spaces, however, could become hot spots for drug use/sales if not kept in good condition. The community has been challenged in advancing peer support for at-risk youth and in providing more community activities focused on teens. Stakeholders felt that most youth involvement in the system stems from youth being around and/or using drugs and alcohol.

Though the available data do speak to disparate involvement in the system based on race and ethnicity, relatively little data exists to determine the involvement and treatment of youth based on sexual orientation, gender identity, and immigration status.

## School Occurrences

Student contact with Law Enforcement while in school is usually through the School Resource Officers (SRO). When students are arrested or detained by an SRO, this is ostensibly in response to violent, dangerous, or otherwise illegal behavior. Nationally, the rise in SROs in schools has coincided with a rise in the number of youth referred to the justice system for relatively minor offenses such as disorderly conduct[[3]](#footnote-4), which has increased the number of youth coming into contact with the juvenile justice system in what has come to be known as the “school-to-prison pipeline”. Though no data are currently available on SRO arrests or contact with students in Crawford County, the Crawford County Sheriff’s Office, which supplies the SROs to the schools in Crawford County, recorded 44 youth arrests for disorderly conduct between 2018-2020. This is in stark contrast to the Pittsburg Police Department, which does not supply any SROs and only recorded 3 such arrests during the same period. See the section on Arrest below for more information. Agency stakeholders have indicated that school-based arrests for disorderly conduct are likely to occur in the county’s alternative school.

Truancy is another youth behavior that, if severe enough, is required to be reported to the District Attorney for referral to court. Stakeholders reported the complexity and seriousness of the issue of truancy, but also noted that the juvenile justice system should be the last resort to engage with these youth. Stakeholders also reported that LGBTQ youth report bullying at school which may lead to less reporting of incidents. Stakeholders from the schools noted that they provide many outside activities and that they have strong relationship with probation officers.

Table

|  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- |
|  | **Community Sector** | | | | | | | |
|  | Community Members | Community Organizations | Courts/JJS | Dept of Children & Families | Juvenile Attorney | Law Enforcement | Public & Mental Health | Schools |
| Interviewees | 2 | 1 | 4 | 1 | 1 | 2 | 3 | 3 |

## Recommendations

1. Create more after school programming and pro-social opportunities for CRCO youth. Research has shown that participation in afterschool programs reduces drug use and homicide and increase school attendance and youth social and behavioral outcomes[[4]](#footnote-5). Such programs could address truancy in CRCO.
2. More training for SROs/arresting officers and school staff on positive means of engaging with youth, especially when youth may be behaving violently. Implementing restorative justice approaches at the schools (e.g., restorative circles, restorative conferences, peer mediation) may be one way to do this. Research shows that implementing restorative practices in schools can help to reduce racial disparities in school-based discipline as well as the overall use of disciplinary measures.[[5]](#footnote-6)
3. Advocate for increased state funding to help more students and families access mental health and other social services.

# How Do Youth Move through the System?

## Arrests

This section includes data on the number of youth arrested for a Designated State Agency offense (i.e., juvenile crime) and presented for intake and assessment and/or detention. A youth arrest involves a law enforcement agent apprehending, stopping, or otherwise contacting a youth while suspecting them of having committed a delinquent act. Delinquent acts are those behaviors that, if an adult were to commit them, would be criminal, including crimes against persons, crimes against property, drug offenses, and crimes against the public order.

### JD 11 & Crawford County

During 2018-20, 69% of the arrests in JD11 were of NHW youth, 21% were of Black youth and around 10% were H/L youth. The African American/Black population in Crawford County comprises around 5% and the Hispanic population is around 6% of the total population. Arrests numbers in Crawford County (CRCO) specifically are similar to those in JD 11. From 2018-2020, NHW youth accounted for 63% of all arrests, Black youth accounted for 23% of arrests, and H/L youth accounted for 12%. In CRCO, NHW youth are 83% of the population, Black youth are 5%, and H/L youth are 8%.

These differences between the proportion of youth in the entire population and the proportion of youth arrested is called a **disparity.** The disparityin arrests of Black and other youth is evident when examining arrests based on rates. This allows for an understanding of what arrests would look like if all races/ethnicities had the same population size.

### Rates of Arrest

One way to examine these data is to calculate arrest **rates***.* Because not every racial and ethnic group in JD 11 and Crawford County has the same population size, looking only at the number of arrests doesn’t give a full picture of who is being most impacted by arrests. Calculating an arrest rate is one way to examine arrests as if population sizes were equal. In Crawford County, the number and disparity in rate of arrests are variable but seem to be on a downward trend (note, the number of arrests fell dramatically in 2020 due to the COVID-19 pandemic, so these rates should be interpreted with extreme caution). Even so, when examining the rate of arrest per 1,000 youth in the population, large disparities are evident.

Figure

#### Crawford County

In 2017, 112 out of every 1,000 Black youth in the CRCO—or more than 1 in every 10 Black youth—were arrested. This is compared to 16 per 1,000 NHW youth—or less than 2 in every 100. There were too few arrests of Hispanic/Latino youth in 2017 to calculate an accurate rate of arrest. In 2018, Black youth were still arrested at a much higher rate than NHW youth and the rate of arrest for H/L youth jumped seven-fold, with 50 Hispanic/Latino youth arrested that year for every 1,000 in the community. In 2019, the last year with data unaffected by the COVID-19 pandemic, Black and H/L youth were still being arrested at rates much higher than NHW youth in Crawford County.

The above numbers are a calculation based on the number of arrests and the total population of youth in Crawford County. When examined on an arrest-by-arrest basis, it becomes clear that a high proportion of arrest—in some cases more than half—are of “repeat offenders”. Table 1 below depicts the percent of arrests in a given year that are of youth who had already been arrested at least once that same year. Between 1/3-2/3 of *all youth arrests* during this span were of repeat offenders. Black youth had the highest proportion of repeat offenders and non-Hispanic White youth had the greatest number of repeat offenders. The high proportion across all races/ethnicities indicates an area of need in the system, i.e., reducing recidivism.

Table 2

|  |  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
|  |  | Race | | | | | | | |
|  | AA/Black | | | Hispanic/Latino | | | Non-Hisp White | | |
|  | % Repeat Offender | # of Repeat Arrests | # of Single Arrests | % Repeat Offender | # of Repeat Arrests | # of Single Arrests | % Repeat Offender | # of Repeat Arrests | # of Single Arrests |
| 2017 | 59.1% | 13 | 9 |  | 0 | 2 | 46.9% | 23 | 26 |
| 2018 | 59.1% | 13 | 9 | 68.8% | 11 | 5 | 36.6% | 15 | 26 |
| 2019 | 52.6% | 10 | 9 | 36.4% | 4 | 7 | 40.0% | 30 | 45 |

Arrests in Crawford County can also be compared to those in JD 11 and the state of Kansas (see Figure 7 below). The rate of arrest for Hispanic/Latino youth in CRCO is far higher than that in JD 11 or the state of Kansas. The higher rate in CRCO when compared to JD 11 can be explained by the fact that all but one arrest of Hispanic/Latino youth in JD 11 occurred in Crawford County during this reporting period. This inflates the rate of arrest for CRCO when compared to the JD 11. The number of Hispanic/Latino youth arrested from 2017-2019 was also relatively low (32 total arrests in CRCO), but because there are just 322 Hispanic/Latino youth 10-17 years in Crawford County, this represents a substantial proportion of the total Hispanic/Latino youth population in CRCO.

Regardless of jurisdiction or geographic area, Black youth are arrested at far higher rates than either their Hispanic/Latino or NHW peers. Rates of arrest for Black youth are lower in CRCO and JD 11 than they are at the state level but are still far higher than rates for Hispanic/Latino and Non-Hispanic White youth. In CRCO, even though rates of arrest for Black youth are falling each year—an encouraging trend—the most recently available data show that Black youth are still arrested at more than 4 times the rate of NHW youth.

Figure

### Relative Rate/Relative Risk Index (RRI)

Another way arrest data can be examined is by the relative rate of arrest, or the relative risk index (RRI). Rather than calculating the rate of arrest for every 1,000 youth of a particular race or ethnicity, the RRI compares the relative likelihood of being arrested compared to a group of youth with the best outcome (in this case, Non-Hispanic White youth). This allows for another way to compare outcomes for youth in different populations. The youth with the best outcome is given a risk score of 1, with all other groups being scored relative to that.

For Crawford County, we again see that Black youth are arrested at higher rates than their peers. In 2017-2018 Black youth were over 7 times as likely as NHW youth to be arrested, the disparity was much less in 2019, when Black youth were 3.5 times as likely as White youth to be arrested. The RRI for Hispanic/Latino youth is lower and more variable than it is for Black youth.

Figure

When comparing to JD 11 and the State for the three-year reporting period of 2018-2020, a similar pattern emerges. Black youth are at greater risk of being arrested than their peers at all geographic levels. Black and Hispanic/Latino youth in CRCO and JD 11 are at greater risk for arrest than Black and Hispanic/Latino youth at the state level.

Figure

### 

### Reasons for Arrest

Data on the reasons for arrest (i.e., alleged offenses committed) were collected from the Pittsburg (PPD), Frontenac (FPD), and Girard (GPD) Police Departments as well as the Crawford County Sheriff’s Office (CCSO). Data available are from 2017-2020 and are represented below in Figure 10. These data indicate there are two main offenses youth are arrested for in Crawford County: disorderly conduct and simple assault/battery. A third category, “All Other Offenses”, represents the next largest total, but it is unclear what charges are in this category. Other commons reasons for arrest include drug violations and intimidation. Several of these offense types—disorderly conduct, intimidation, and simple assault—are somewhat up to the discretion of police officers. Given that these offenses seem to be part of the source of disparities in arrest (see Figure 11 below) a review of such arrests and policies for such arrests may help to alleviate disparities.

Figure

### Relative Rate of Arrest for Common Charges

In examining the relative rate of arrest (RRI) for disorderly conduct, intimidation, and simple assault/battery charges in Crawford County, racial/ethnic disparities become apparent. Black youth are nearly 3 times as likely as non-Hispanic White youth to be charged with disorderly conduct (no Hispanic/Latino youth were charged with disorderly conduct between 2017-2020, thus no rate is presented in the figure). Additionally, Black and Hispanic/Latino youth are more than twice as likely as their NHW peers to be arrested for intimidation. The greatest disparity, however, is in arrests for simple assault or battery. Black youth are more than 7 times as likely to be arrested for simple assault or battery than NHW youth.

Figure

### Stakeholder Input

The majority of stakeholder interviewees identified poverty as the greatest contributor to youth involvement in the system; Crawford County has some of the highest rates of poverty in the state of Kansas, with 43.8% of residents living below 200% of the federal poverty level. This rate is 11% higher than the Kansas median of 32.8%[[6]](#footnote-7). Other factors commonly identified as contributors to youth involvement included issues in the home (e.g., parent drug/alcohol use, lack of supervision, abuse), a lack of opportunities for youth to engage in pro-social activities outside of sports, youth trauma, youth drug/alcohol use, and a lack of accessible mental health services.

Existing research generally supports the connection between such factors and life experiences—including poverty, abuse, neglect, and drug use—and involvement with the juvenile justice system[[7]](#footnote-8). When race or ethnicity was mentioned as a contributor to systems-involvement, it was generally considered by stakeholders to be less of a factor than those mentioned above.

The Federally Qualified Health Center (FQHC) provides Mental Health First Aid training for police and family response advocates who respond with police. One interviewee from Law Enforcement noted they liked the idea of sending mental health specialists out with officers on calls because officers deal with residents experiencing mental health crises, but also thought the costs outweighed the benefits for the types of calls seen in CRCO. Other interviewees felt that mental health services needed to be expanded, including in the schools. However, data do exist on other such programs.

### Recommendations for community partners and stakeholders to engage in

1. Establish protocols across juvenile justice system agencies, including law enforcement, to maintain meticulous records of all contact with juveniles and to conduct regular and periodic review of disparities in contacts (e.g., arrests) and to adjust policing accordingly.
2. Regular cultural competency and trauma trainings for individuals involved in the juvenile justice system.
3. Collect and regularly review data on the number of youth arrests occurring on school property and those occurring during the school day (e.g., arrests of youth who have been given an out-of-school suspension), particularly arrests for less objective offenses including disorderly conduct, simple assault, and simple battery.
4. Collect and regularly review data on the number of out-of-school suspensions given to youth. Such practices have been shown to be harmful to youth and to feed the school-to-prison pipeline[[8]](#footnote-9). Alternatives include implementing school-based restorative justice programs to address rules infractions.
5. Review information on existing programs that send a mental health professional out on non-violent calls to determine if it is cost-feasible. Denver’s 911 response program offers a model with promising results[[9]](#footnote-10). Such a program may be beneficial in cases that have resulted in arrests for disorderly conduct, intimidation, and simple assault/battery.
6. Create structured social/recreational activities for youth before and after school outside of sports (e.g., art clubs, theater clubs, youth employment opportunities).

## Intake

When arrested in Crawford County, youth may be taken to the **Juvenile Intake and Assessment Services** (JIAS) center by police or may be given a notice to appear (NTA) and released to their parent/guardian. The intake and assessment process involves a determination as to whether to release the youth to a parent/guardian immediately or to first hold them in detention. Youth placed in detention are either held for 48 hours or until a court hearing where a judge will release them. Judges hold discretion in determining if a youth should be held for longer than 48 hours.

This initial decision to release to a parent/guardian or to hold in detention is mostly determined via a detention risk assessment called the Kansas Detention Alternatives Initiative (KDAI). The KDAI was designed to assess a youth’s risk of not appearing for future court dates and/or harming persons/property should they be released to a parent/guardian. The KDAI is only given to those youth who are arrested and delivered to the JIAS by police, not those youth who are given a Notice to Appear (NTA) or walk-in youth. Children in Need of Care (CINC), though not juvenile offenders, are also assessed at the JIAS center. They are assessed through a different process that helps to determine their temporary custody status.

Over the last five years, the number of intakes for Juvenile Offenders (JO) has decreased, from 171 in 2016 to 65 in 2020, while the number of CINC has remained relatively steady (see Figure 12). The sharp decrease in JO in 2020 should be considered within the broader context of the COVID 19 pandemic; the juvenile courts were largely closed during 2020-2021, so the number of JO will likely increase in 2022. Regardless, **the number of JO decreased by 30% between 2016-2019**, an encouraging trend.

Figure

At this intake stage, youth can either be given a notice to appear (NTA) and released to a parent/guardian or they are placed out-of-home (OHP). OHP can include pre-adjudication detention in the juvenile detention center or placement in a foster or group home, among other options. CINC youth are generally placed in group/foster homes or police protective custody, rather than detention. JO youth are either released to a parent/guardian or are placed in juvenile detention. Some parents of JO may refuse to take their child back into their own custody, at which point the youth becomes a child in need of care (CINC) and is then placed out of their home (OHP). From 2017-2020, the number of OHP, protective home placements, and NTA all decreased. More youth are still being given OHP, rather than a NTA, though it is unclear how many OHPs are CINC youth going to a group/foster home and how many are JO youth being placed in detention.

Figure

### Kansas Detention Alternatives Initiative Assessment

The KDAI includes questions designed to take youth-specific factors and context into account. Such factors include the youth’s alleged offense, their supervision status, any history of failures to appear for court, any prior adjudications and/or closed cases, and any mitigating factors (e.g., if the youth has a responsible adult in their life). Based on these factors, each youth is given a “risk score”, which comes with specific recommendations for their placement . Placement options include detention or release to a parent/guardian.

In Crawford County, youth who score a 14 or higher (considered “high risk”) are placed in detention, with youth scoring lower than that being released to their parent/guardian. The one exception to this rule is youth may score lower than a 14 and still be placed in detention if they have allegedly committed a violent crime against a person(s). These youth are deemed a “special case” and will likely be placed in detention regardless of their risk level.

The relative risk for KDAI risk level scores are displayed in Figure 14 below. There are no racial/ethnic disparities in youth scored as low risk. **AA/Black youth are slightly less likely to be scored as moderate risk and are twice as likely to be scored high risk**. They are also slightly more likely to be found to be a “special case” requiring mandatory detention. The majority of these special case detentions were due to the youth having an active arrest warrant, other reasons included drug possession and runaway status.

Figure 14

Most JO youth who come through JIAS are released to a parent/guardian. **Between 2017-2019, a total of 212 JO youth were assessed by JIAS and nearly 80% of these (168) were released to a parent/guardian**. Black and Hispanic/Latino youth were slightly less likely to be detained than White youth in 2017-2018, but were 3 times and 1.5 times as likely, respectively, to be detained as White youth in 2018-2019 (see Figure 15).

Figure

### Stakeholder Input

Stakeholders indicated that recent changes have made placing youth out of the home more difficult, including in protective custody, out of home care, and juvenile detention. There was not complete agreement on this across interviewees, however. Multiple stakeholder interviewees noted that many youth who come into contact with the juvenile justice system come from families that experience a high degree of poverty and/or drug/alcohol use. By increasing the restrictions on removing children from their homes, these stakeholders worry that it unintentionally allows youth to remain in the same environment that led to their initial interaction with the system which may increase their potential to reoffend.

### Recommendations for community partners and stakeholders to engage in

1. Enhance community-based, prevention-focused programs and activities designed to strengthen and support families in order to prevent child abuse and neglect.
   1. Strengthen family as a unit and prevent family disintegration.
2. Regularly review data on youth being placed in detention to monitor for disparities.
3. Engage in regular, periodic fidelity checks with KDAI implementation. If low fidelity is observed, re-train staff as needed.
4. For youth held in detention, systematically track and review how long they are held in detention and for what reasons, especially those youth held pre-adjudication. Data review can clarify what, if any, disparities exist in such detention.

## Court Referral

Court referralis when a youth who has allegedly committed a crime is sent forward for legal processing and received by a juvenile or family court or juvenile intake agency. This generally occurs either as a result of law enforcement action or upon a complaint by a citizen or school. The Kansas Judicial System does not distinguish between charges filed and referrals, meaning there is no way to know how many youth were referred to the county attorney and then, of those, how many the county attorney filed charges against. The filing of charges is the process used to refer cases to the courts.

### JD 11 & Kansas Comparison

For JD11, referrals to court declined from 2015-17 to 2018-20 by 39% (395 to 241). The decline was largest for Hispanic youth (50%) and White youth (46%), but smallest for Black youth (4.3%). Though all groups declined from the first to the second period, the proportion Black youth of the total youth referred to court increased while the proportion of the White and Hispanic youth decreased.

Figure 16 shows the rate of referral to court for youth per 1,000 racial/ethnic population. The rate of referral decreased for each racial/ethnic group from 2015-17 to 2018-20. Despite the decrease in rate of referral, Black youth were referred to court at highly disparate rates. They were referred at more than four times the rate of Non-Hispanic White youth and six times higher that of Hispanic/Latino youth. **The rates or court referrals for Black youth in JD 11 were over twice the rate for Black youth at the State level.**

Figure

### Crawford County, JD 11, and Kanas Comparison

In Crawford County, the rate of referral for AA/Black youth from 2018-2020 was lower than in JD 11 and at the state level. In JD 11, the rate of referral for AA/Black youth is nearly three times greater than in CRCP and more than twice the rate at the state level. The rate of referral for H/L youth was also lower in CRCO than for JD 11 and the state. In both Crawford County and JD 11, the rate of referral for Hispanic/Latino youth is lower than it is for non-Hispanic White youth.

Figure

### Recommendations for community partners and stakeholders to engage in

1. Systematically track and regularly review demographics and case characteristics of youth being referred to court, disparities in these data may inform remedial practices/interventions.
2. Continue the use of diversion programs to keep youth from further involvement with the system.
3. For youth referred to court, systematically track the type of representation youth have (privately retained vs. appointed) and outcomes for youth based on representation.
4. Gather and regularly analyze data from the courts to determine why the disparity in rate of referral for AA/Black youth in JD 11 is so much greater than in Crawford County and at the state level. Make determinations on practice changes based on results of data analyses.

## Intake and Pre-Hearing Placement

### Diversion

Cases diverted represents diversion of juvenile offenders after they have been formally charged and referred to the courts for processing. Data are not collected on pre-file diversion (before the case has been referred to the courts) by the county attorney (CA) office. In Kansas, pre-file diversion is known as Immediate Intervention Program (IIP). The county attorney may decide to dismiss the case for lack of legal sufficiency, resolve the matter informally (without the filing of charges), or resolve it formally (with the filing of charges). The CA has the discretion to pursue post-file diversion with youth. With post-file diversion, the CA files charges against the youth, but these charges are then dismissed upon completion of the diversion program.

#### JD 11 & Kansas Comparison

Figure 18 shows rates of diversion per 100 referrals to court. This means that, for every 100 youth charged and referred to court, Figure 18 indicates how many would be expected to receive diversion. There were too few diversions in the 2015-2017 reporting period to calculate rates all but Non-Hispanic White youth. For 2018-2020, the only populations with large enough numbers to calculate rates were AA/Black and Non-Hispanic White youth. Rates of diversion were higher for AA/Black and Non-Hispanic White youth in JD 11 than at the State level. In JD 11, **Non-Hispanic White youth are given diversion at a higher rate than Black youth**. Rates at the state level are nearly identical.

Figure

### Recommendations for community partners and stakeholders to engage in

1. Continue to increase use of diversion, particularly for Black and Hispanic/Latino youth to create more parity in rates across race/ethnicity.
2. If diversion has a monetary fee, investigate ways by which this fee can be reduced or eliminated as it may serve as a barrier to who is eligible for diversion beyond the nature of the offense.
3. Work with the county attorney’s office to publish demographic and case characteristics data related to their use of pre-file diversion.

### Detention

Detention refers to youth held in secure detention facilities at some point during court processing of delinquency cases (i.e., prior to disposition). In some jurisdictions, the detention population may also include youth held in secure detention to await placement following a court disposition. Detention does not include youth held in shelters, group homes, or other non-secure facilities.

#### JD 11 and State Comparison

For JD11, the number of youth kept in secure detention held relatively steady for the two most recent reporting periods, 2015-2017 and 2018-2020. Figures 19 and 20 show the rates and relative risk of detention of youth by racial/ ethnic population. **Rates of detention in JD 11 have declined over the last 5 years for most racial/ethnic groups, but have increased for Black youth.**

Figure 19 displays the rate of detention based on the number of youth in the general population. That is, it indicates how many youth were detained for every 1,000 in the community. Black youth were detained at higher rates than other youth and White youth were in detention at the lowest rates at both the JD and State levels.

Figure

This large disparity in the number of Black you in detention is at least in part an outcome of the greater number of Black youth which are arrested and referred to court (prosecuted) compared to H/L and NHW youth. Since there are more Black youth arrested relative to youth of other races/ethnicities (see Arrest section above) and since there are more Black youth whose cases are prosecuted relative to youth of other races (see Referral section above), then it follows that more Black youth, on average, will be placed in detention.

This phenomenon is made apparent when examining the rate of youth in detention based on the number of youth who are referred to court (have their cases prosecuted), rather than the number of youth in the general population. **When examined this way, we see that Black youth who are referred to court are slightly less likely than their non-Hispanic White peers to be placed in detention**. Taken together, Figures 19 and 20 indicate that more Black youth are being brought into the system via arrest and more Black youth are taken deeper into the system due to their lower rates of diversion and higher rates of referral to court, which increases their chances of being placed in detention. Once their cases are being prosecuted, however, there is no disparity in who is placed in detention between non-Hispanic White and Black youth.

Figure 20 also shows that **Hispanic/Latino youth in JD 11 are being detained at 2-3x the rate of their AA/Black and non-Hispanic White peers**. Given that H/L youth are arrested, diverted, and referred to court at roughly the same rate as non-Hispanic White youth, this disparity seems to come from this stage of the system. Hispanic/Latino youth are also being detained at nearly twice the rate of Hispanic/Latino youth at the State level. During the most recent reporting period, AA/Black youth in JD 11 were detained at lower rates than at the State level.

Figure

#### Crawford County

Data at the level of CRCO are available for the 2018-2020 reporting period. The relative risk of detention for Black youth compared to non-Hispanic White youth is 1.2, slightly lower than at the JD level. There were too few arrests and detentions of Hispanic/Latino youth at the county level during this reporting period to make a determination as to the relative risk compared to NHW youth. A longer reporting period would likely allow for such a determination.

#### Stakeholder Input

During interviews, stakeholders mentioned the need to continue to decrease the number of youth placed in detention. One juvenile attorney described cases where a youth was placed in detention as they awaited a mental health screening and, due to resource constraints, this youth had to wait in detention for several weeks before they were assessed. Other stakeholders had more mixed reactions to these declines in detention, noting that releasing youth back to home environments without appropriate supports or services might lead to youth engaging in the same behaviors that caused them to come into contact with the system in the first place. These stakeholders indicated that they felt that certain consequences (i.e., a stay in detention) remain an important and effective deterrent in preventing recidivism. A recent systematic review found that detention/imprisonment was no more effective than community-based sanctions in reducing recidivism[[10]](#footnote-11).

Recommendations

1. Reduce the time from intake to mental health and other screenings.
2. Explore options to provide wraparound services for youth that may help to address issues in the youth’s home.
3. Investigate source of disparate detention for Hispanic/Latino and Black youth.
4. Determine why rates of detention in JD 11 are so much higher than at the State level.
5. Devise and implement improved data collection at the SEKSRJDC, particularly related to youth experiences in the center. Data on use of solitary confinement, for instance, should be collected and reviewed.
6. Implement a policy and means by which youth may register complaints and establish a role for regular review and investigation into complaints (this may include complaints related to treatment by guards, abuse by other youth held in the center, etc.).

## Prosecution

Adjudicatory hearings are when youth are judged to be either delinquent (guilty) or non-delinquenty (not guilty). It is a formal legal finding of responsibility. If found to be delinquent, youth normally proceed to disposition hearings where they may be placed on probation, committed to residential facilities (e.g., juvenile correctional facility), ordered to perform community service, or various other sanctions.

The total number of youth found delinquent decreased from 191 in 2015-17 to 130 in 2018-20, a 32% decrease. This decrease, however, is almost entirely the result of fewer non-Hispanic White youth being found delinquent. **During the 2015-2017 reporting period, 147 NHW youth were found delinquent, this number dropped to 78 during the 2018-2020 reporting period. During this same time, the number of Black youth found delinquent *increased* from 33 in 2015-2017 to 45 in 2018-2020**. The number of Hispanic/Latino youth found delinquent in JD 11 were too few (9 from 2015-2017 and 5 from 2018-2020) to calculate an accurate rate. Figure 21 shows the rates of delinquent findings during adjudication hearings by racial/ethnic population. **Rates of delinquency for Black youth increased by 39%** from 2015-17 to 2018-20, while the rates for non-Hispanic White youth were nearly halved (48%). Figure 21 also shows the rate of delinquency findings for “Non-White” youth. This is a catch-all category for all racial/ethnic minority youth. It is represented here as a means of understanding the experience of racial and ethnic minority youth other than Black youth in JD 11 and KS. Though not as disparate as the rates of delinquency experienced by Black youth, racial and ethnic minority youth are still found delinquent at higher rates than non-Hispanic White youth in JD 11.

Figure

Data that may help to shed light on the reasons for such an increase in findings of delinquency for Black youth, e.g., the severity of offenses they were charged with, were not available for analysis. Using the available data, the source of the disparity in findings of delinquency for Black youth appears to be similar to what was described in the Detention section above. There are simply more Black youth arrested and prosecuted in JD 11 relative to other racial/ethnic groups. The disparity in findings of delinquency don’t necessarily reflect bias during the adjudication of youth offenses, though access to case-specific data would allow for such a determination.

Figure 22 shows the relative risk of delinquency findings based on the number of youth who are prosecuted. When viewed this way, the disparity between Black and other youth, though still evident, is not quite as stark. During the 2015-2017 reporting period, Black and H/L and NHW youth were found delinquent at almost identical rates. From 2018-2020, Black youth were at an increased risk, 1.4 times as likely to be found delinquent, which, though a concern and an inequity, is not as great a disparity as when viewed at the level of the general population. What this and the data on detention seem to show is that, since Black youth in the general population are at an increased risk of being arrested and Black youth who are arrested are at an increased risk of being prosecuted, they are, on the whole, more likely to be found delinquent than other youth. Once they reach the adjudication hearing, however, they are only slightly more likely to be found delinquent than their peers.

Figure

### CC, JD 11, & Kansas Comparison

In Crawford County, the disparity in Black youth being found delinquent is even greater than at the JD 11 level. Similar to the analysis at the level of JD 11, this disparity appears to be the result of greater numbers of Black youth being arrested, relative to non-Hispanic White youth. There were too few delinquency findings for Hispanic/Latino youth in Crawford County during the reporting period to calculate an accurate rate, so a Non-White category was created for all racial and ethnic minority youth.

Figure

### Stakeholder Input

Stakeholders expressed some concern about the quality of representation for youth (e.g., time attorneys commit to representation, changing attorneys, affordability of private counsel) and that the number of public defenders available to youth is insufficient. Stakeholders also expressed that youth with parents who have higher incomes may get lighter sentences than other youth both due to the differences in quality of representation and perceptions of the youth’s culpability. Moving through the courts takes time, which may lead to gaps in services for juveniles, placing them at risk of re-offending. The COVID pandemic has only increased the delays, with the youth courts being shut down for most of 2020 and 2021.

Recommendations

1. Create standards of representation of children and parents in CINC and JO cases (e.g., qualifications for representation of children and parents, types of organizations, time and timing of engagement of different services, coordination of services).
2. Utilize Restorative Justice approaches for truancy and low-level crimes (e.g., mediation, youth court).
3. Establish data reporting requirements from the County Attorney’s office so other agencies and the community may know which cases are being referred to court. Data to collect may include: age, race, ethnicity, sex of youth and the charge(s) against the youth.

## Probation and Supervision

Disposition of youth may lead to probation, incarceration, mandated fines, or release. Probation cases are when a youth is placed on formal or court-ordered supervision following a juvenile court disposition. There are two levels of probation: youth who have committed less severe offenses may be placed on Court Services Probation (CSP) whereas youth who have committed more serious offenses or have multiple adjudications against them may be placed on a more restrictive form of probation called Juvenile Intensive Supervised Probation. In addition, Kansas law also permits the court to remove a juvenile offender from their home and place them in the custody of the Commissioner. These youth receive Case Management Services which best fits in this “Probation and Supervision” category. From 2018 to 2020, there were 4 youth on CSP, or just over 1 per year on average. Such a small number makes the calculation of rates will be unreliable. The total number of youth on CSP are represented below in Figure 24. As seen below, the number of youth placed in juvenile intensive supervised probation (JISP) is far greater than the number of youth on CSP. The exact reason for the discrepancy is unclear, but it is possible for youth to be revoked from CSP and placed under the more restrictive JISP.

Figure

The reporting period for data from JISP is slightly longer, 2015-2020; during this time, there were 100 youth on intensive probation, or roughly 20 per year. During that five year span, 18 Black youth, 12 Hispanic/Latino youth, and 67 non-Hispanic White youth were placed on JISP.

### Stakeholder Input

Stakeholders thought high-risk youth receive good support and high-quality services through JISP, but that low-risk youth needs may be ignored due to resource constraints. Stakeholders believe that low risk youth are not always referred to useful preventive services to keep them from becoming high risk. Multiple stakeholders also relayed the value of the programming offered by the RJA for higher risk youth on JISP. Greater engagement in the RJA could be helpful for low-risk youth.

### Recommendations for community partners and stakeholders to engage in

1. Explore funding options for programming for low-risk youth to ensure their needs are met.
2. Determine why so many more youth are being placed on JISP than CSP.

## Sentencing & Placement

Confined cases are those in which, following a court disposition, youth are placed in secure residential or correctional facilities for delinquent offenders, called Juvenile Correctional Facilities (JCF). These facilities are the juvenile equivalent to adult prisons. The confinement population does not include all youth placed in any form of out-of-home placement. Group homes, shelter homes, and mental health treatment facilities, for example, would usually not be considered confinement.

The number of youth in JD11 incarcerated decreased from 19 to 16 from 2015-17 to 2018-20. Incarceration of non-Hispanic White youth dropped by nearly 50% (15 to 8), but increased for Black youth (1 to 4) and Hispanic youth (3 to 4). From 2015-2017, 79% of those incarcerated were white in 2015-17, this number dropping to 50% in 2018-20. Only data from the 2018-2020 reporting period were available for CRCO youth. These data show that the majority of youth from JD 11 incarcerated during this reporting period were from CRCO (63%).

### Recommendations for community partners and stakeholders to engage in

1. Request data from the courts regarding adjudication and disposition outcomes. Data to collect may include: age, race, ethnicity, sex of youth and the charge(s) against the youth.
2. Request data from the courts to compare outcomes for those youth given probation and those placed in JCF. Such practices could be used to determine the impact of both JCF and probation on likelihood of recidivism.
3. Collect and report data on the type of representation youth received (private, public attorney) and their adjudication and disposition outcomes.

# Does the System Meet the Needs of Youth? What is the Experience of Youth in the System?

## Programming/Services

Youth who have been adjudicated delinquent and are awaiting disposition are assessed by Court Services using the Youth Level of Services (YLS), a 42-point actuarial risks and needs assessment used to determine the level of supervision a youth may require. The YLS has two broad components of assessment, the youth’s risks and their needs. The risks component includes questions designed to evaluate the youth’s risk of reoffending in the future. The needs component is an assessment of “criminogenic” factors that can potentially be addressed through programming, reducing the risk of the youth reoffending. The YLS has eight sections of risk assessment: prior and current offenses/dispositions, family circumstances and planning, education/employment, peer relations, substance abuse, leisure/recreation, personality/behavior, attitudes/orientation. Assessors, through interviews with the youth, their caregivers, schools, an examination of their criminal history, etc. to determine the number of risks and needs a youth has. These are then tallied, with the final score placing the youth in one of the three tiers of risk- low, moderate, and high. In Crawford County, youth who are determined to be at higher risk are given a more restrictive form of supervision, Juvenile Intensive Supervised Probation (JISP). Those below this score are placed on a less restrictive form of supervision through Court Services.

There are three levels of risk:

1. Low Risk means the assessment finds that the youth is unlikely to commit a new offense (even if no intervention or other services are provided)
2. Moderate Risk– not low, nor high and the re-offense rate for this group is predicted to be about average; and
3. High Risk means the assessment predicts the youth to have a greater likelihood of committing a new offense.

Figure 26 shows the number of YLS assessment administered each year from 2015 to 2020. The number ranged 16 in 2020 to a high of 50 in 2017. The number of administrations of the YLS has decreased since 2017.

Figure

Figure 27 shows the number of youth assessed as low-, moderate- and high-risk each year from 2015 to 2020. As with each stage of the system to this point, decreasing numbers for 2020 need to be considered within the context of the COVID pandemic. It is likely that the number of youth will increase in 2022. Youth were most commonly assessed as moderate risk for recidivating. The number ranged from a low of seven in 2020 to a high of 37 in 2017. The number of youth assessed as moderate risk has been decreasing since 2017. Generally during that time more youth have been assessed high risk than low risk.

Figure

Youth are scored across several risk and need factors that can be used to select services for referral. Assessing the ability of the Crawford County juvenile justice system to meet the needs of youth would require being able to assess whether referrals were for appropriate services and whether youth participated in and completed services. The Restorative Justice Authority (RJA) has compiled a list of program references for each domain score to meet this need. Figure 28 shows the percentage of youth at each risk level across all domains of the YLS assessments from 2015 to 2020.

More youth were high risk in the peer relations and leisure/recreation categories. This level of risk was reflected in our stakeholder interviews where multiple respondents noted the lack of pro-social, recreational opportunities in Crawford, especially for those youth less interested in sports. More youth were moderate risk in the education/employment, personality/behavior, and attitudes/orientation categories. More youth were low-risk in the prior and current offenses/dispositions, although the split between low, moderate, and high risk was fairly uniform. This indicates a fairly even proportion of youth who are involved in the system for low- and higher-level offenses, first-time offenders, and youth who have recidivated. Low levels of risk were reported for youth in terms of their family circumstances/parenting, and substance abuse categories. The level of risk here stands in stark contrast to the stakeholder interviews, where respondents from nearly every sector noted substance use and family circumstances as most prevalent.

Figure

Figure 29 displays changes in risk level from the first YLS risk assessment to the final risk assessment. Most youth had their risk level decrease during their time on JISP (62%) than increase (36%) or remain the same (2%). These are encouraging numbers and may indicate that youth on JISP are receiving programming and services they need.

Figure

### Stakeholder Input

Stakeholders indicated that leadership across agencies is highly respected. Wraparound services were seen as an important approach and there is some provision of them, but more funding is needed to meet the need. The RJA was held up as a model for services in community and perceived as doing a good job of providing wrap around services for youth. These wrap around services are also seen as an improvement over the previous approach. Even so, services are limited by available resources.

Most agree that SB 367 increased and improved programming and that has been an important contribution to JD 11, but there are not sufficient services for issues like substance abuse and more mental health professionals are needed. More or better partnerships with the community and schools could improve referrals for RJA programming from counselors and others in the community who work with justice-involved youth. Even if services are available, youth aren’t always mandated to be in specific services they could benefit from.

### Recommendations for community partners and stakeholders to engage in

## Increase support for and expand wraparound services.

1. Support structures and shared projects that promote collaboration across juvenile justice system agencies.
   1. Regularly convene justice system partners to consider the infrastructure, system coordination, and service delivery. How are data collected and shared within and across agencies? Are there ways in which youth can be better tracked within and between systems?
   2. Use internal agency meetings to review data to guide practice.

# What are the Long-Term Measures of Success?

One of the major goals of the juvenile justice system is a reduction of juvenile recidivism,17F as well as preventing future re-offending and protecting public safety. The programming and services offered by community corrections—including substance abuse counselors, mental health specialists, youth employment programming, and family therapy—are intended to, in part, address factors to reduce the likelihood that youth will return to the system.

**Recidivism**

Data on overall rates of recidivism were not available for youth in Crawford County. However, recidivism data were available for all youth on juvenile intensive supervised probation (JISP) between January 2015 and December 2020. Figure 30 shows the number of youth on supervision who received a new charge within two years of their original charge. For these youth, rates of recidivism were relatively high; between January 2015-December 2020, 59% of these youth recidivated (54/91), with Hispanic/Latino youth being the only racial/ethnic demographic that did not show at least 50% recidivism.

Figure

Another means by which recidivism can be calculated is examining youth who receive a new adjudication within two years of their original adjudication. In contrast to measuring recidivism by new charges received, this way of measuring recidivism captures those youth who have not only an additional contact with the juvenile justice system, but sustained contact that carries them deeper into the system than those who may commit a new offense, only to have their charges dropped. For these youth, rates of recidivism were similar at 58% (44/75), but also indicate that a high proportion of the youth who received a new charge within two years of their original charge (54) were also adjudicated for that charge (44). Figure 31 shows that more males recidivated than females, though this is at least partially a reflection of the fact that there are simply more males on supervision.

Figure

### Recommendations for community partners and stakeholders to engage in

1. Track data on recidivism by risk score. If risk score proves to not be predictive of recidivism, consider reasons why (e.g., re-training on assessment delivery).
2. Identify and engage community-based programs and alternatives to support reintegration and provide long-term support and positive relationships for the youth.
3. Identify re-entry programs and options (e.g., relocation, employment placement).
4. Develop reentry team and support with a plan for returning juveniles.

# What is the Capacity of the Local System?

The [National Center for Juvenile Justice Model Data Project Capacity Assessment](https://www.ncjrs.gov/pdffiles1/ojjdp/grants/254492.pdf) was used to examine the local capacity of the Juvenile Justice System. A key focus was to enhance the capacity to use data to guide decisions and effective engagement with youth served. For the system to be both equitable and beneficial to the youth it serves, it should effectively monitor whether policies and practices lead to fair and beneficial treatment of youth, which requires collecting and using data to inform decisions. **This survey examined the capacity of the juvenile justice system in Crawford County to use data for decision-making**. A data capacity survey was disseminated to different agencies and offices within the system. The survey and table of results is in the Appendix.

Table 3 presents a summary of the results. For each question in the survey, respondents answered on a likert-type scale ranging from 1 (Unsure/I do now know) to 5 (Optimal). For Table 3, “Capacity and Use” reflects the mean/average of responses, excluding those answered as “Unsure”. This exclusion was done in order to isolate those responses where the respondent possessed the knowledge to answer the question. “Capacity and Use” responses could thus average from 2 (Minimal Capacity) to 5 (Optimal Capacity. A second analysis was carried out to better understand the degree to which respondents are aware of the data system within their own agency (e.g., what data is collected, how/if it is shared). “Knowledge of the System” was calculated by averaging the proportion of “Unsure” responses across all sections (see Appendix X for a detailed scoring of each section of the survey).

The Crawford County juvenile justice system **Infrastructure** is the basic physical and organizational structures needed for operation. The infrastructure capacity and use were rated moderate, and knowledge of the infrastructure was also rated as moderate. **Data use and dissemination** is the distribution of data to end users and the application of information development from disseminated data. **Indicators** are the actual data on youth that agencies collect as part of their standard operating procedure (e.g., reasons for case closure). Respondents rated their collection of indicators as moderate with responses also reflecting a moderate knowledge of the data indicators collected. We should note that the breadth of respondents was limited, with individuals from four separate agencies providing responses. It is also possible that, had other individuals within the responding agencies completed the survey, a lower proportion of “Unsure/I do not know” responses would have been observed. The more detailed results included below should thus be interpreted with some caution.

|  |  |  |  |
| --- | --- | --- | --- |
|  | **Infrastructure** | **Data Use** | **Indicators** |
| **Capacity and Use** | Moderate | Moderate | Moderate |
| Mean Response Score | 3.73 | 3.87 | 3.75 |
| **Knowledge of System** | Moderate | Moderate | Moderate |
| Proportion "Unsure" | 27.30% | 29.50% | 29% |
|  |  |  |  |

**Infrastructure**

Ratings of data infrastructure within and between agencies showed high variability across respondents. For those respondents who were able to answer the question (i.e., did not answer “Unsure/I do not know”), existing data infrastructure was rated minimal to moderate. However, anywhere from one-quarter to one-half of respondents indicated they were either unsure or did not know the answer to the questions.

* For example, in response to the question, “To what extent does your agency share data with other agencies?” responses were quite variable. Some respondents were unsure, others indicated this did not happen at all, it happened minimally, or it happened to a moderate degree. The sharing of data necessitates communication between agencies. The degree of variability in responses perhaps indicates that data-sharing is limited in scope and/or excludes certain agencies.

**Data Use**

Responses to the data use questions showed similar levels of variability to the infrastructure questions, but a higher proportion of “Optimal” responses were noted. For those respondents who were able to answer (i.e., did not answer “Unsure/I do not know”), capacity was generally reported to be minimal to optimal, with some “No Capacity” responses present. The levels of variability indicate that data use is inconsistent between agencies and somewhat non-existent within some. There was a low degree of agreement on questions related to data use across the system as a whole, which again may indicate breakdowns in communication across agencies.

* E.g., In response to the question, “Can the local juvenile justice system access data to determine how many youth are arrested each year?”, each response option from “Unsure” to “Optimal” was noted at least once. For those respondents who felt they had the requisite knowledge to answer the question then, the system was rated as having “No Capacity” by some, and “Optimal Capacity” by others.

**Indicators**

As with the infrastructure and data use components, responses to the data indicator questions were highly variable. However, in contrast to the above two components, this section was completed only by those individuals who work to collect, report, and/or analyze data for their agency. Their responses then are highly informative as to the collection of specific data indicators by various agencies. Interestingly, a fair number of questions included “Unsure” responses, which could indicate a “silo-ing” of data collection or a reticence to indicate “No Capacity”.

* There was high agreement indicating high capacity to the question, “Does your agency consistently use risk/needs assessment”. This agreement was seen across agency respondents, indicating that multiple agencies use risk and needs assessment with the youth in their care.
* Conversely, to the question, “Does your agency collect information on legal representation”, responses were variable, with respondents indicating “Unsure”, “No Capacity” and “Moderate Capacity”.

# Priority Action Items Designated by Local Agency Leaders & Stakeholders

* Increase support for and expand wraparound services (e.g., Stepping Up, Family Advocates)
  + This action item was selected as the data and interviews with stakeholders suggested that the current capacity of the system to meet the needs of youth and their families could be improved. Increasing the number of services available to meet needs can serve to increase the number of “protective factors” (those things that keep them out of the juvenile justice system) in the lives of Crawford County youth.
* Identify and engage community-based programs and alternatives to support reintegration and provide long-term support and positive relationships for youth
  + This action item was identified as a priority based on stakeholder interviews and the experiences of agency personnel. A lack of support for was identified for youth reintegrating into the community after being in detention or the juvenile correctional facility. Increasing the number of positive relationships they have with community members was identified as an important step.
  + Identified Action Steps
    - Partnering with the Restorative Justice Authority (RJA)
    - Hosting a get-together of School Resource Officers to discuss positive means of interacting and engaging with youth/students
    - Hosting a school building get-together to discuss alternative means of school-based discipline (e.g., restorative practices)
    - Host an event for Hispanic families/leaders
* Review interaction process with school and community systems and how to improve systems
  + This action item was identified as a priority based on the prevalence of racial and ethnic disparities in the data. A review of how youth interactions and experiences in the schools and broader community can lead to systems involvement was identified as a first step.

Continue Truancy Diversion Program

* + The truancy coordinator (TC) works with youth and families who experience chronic attendance problems to establish better communications to reduce conflict between the youth and family, improve parental skills by working with the school and other identified parties to create a plan that is family driven, strength-based, and solution-focused. Planning and problem-solving is completed by providing family services/support. For families receiving family support, parents will be required to complete Preparing our Kids for Success through the parent project.

References

1. Roberts, R. (2015, January 15). *Cost study of youth residential center for juvenile offenders: Pursuant to Senate Substitute for House Bill 2588.* Kansas Department of Corrections. [*https://www.doc.ks.gov/publications/juvenile/yrc*](https://www.doc.ks.gov/publications/juvenile/yrc)
2. National Criminal Justice Reference Service (2015). *Chapter 2: Jurisdictional and Program Self-Assessment.* Kansas Department of Corrections. <https://www.ncjrs.gov/hTml/ojjdp/juris_Tap_reporT/ch2_02.html>
3. Petteruti, A. (2011). *Education under arrest: The case against police in schools* (Vol. 1). Washington, DC: Justice Policy Institute.
4. Afterschool Alliance. (2009, April). *Afterschool Alliance: Afterschool for All.* afterschoolalliance.org/april2009 outcomes\_2\_pager.pdf
5. Gregory, A. & Evans, K. R. (2020). The starts and stumbles of restorative justice in education: where do we go from here? National Education Policy Center. https://nepc.colorado.edu/publication/restorative-justice
6. Kansas Health Matters. *People Living 200% Above Poverty Level.* <https://www.kansashealthmatters.org/indicators/index/view?indicatorId=345&localeId=958>
7. Shader, M. (2001). *Risk factors for delinquency: An overview*. Washington, DC: US Department of Justice, Office of Justice Programs, Office of Juvenile Justice and Delinquency Prevention.Source: <https://www.ojp.gov/pdffiles1/ojjdp/frd030127.pdf>
8. Gonzalez, T. (2012). Keeping kids in schools: Restorative justice, punitive discipline, and the school to prison pipeline. *JL & Educ.*, *41*, 281.
9. Stanford University (2022, June 8). *New study shows benefits of dispatching mental health specialists in nonviolent 911 emergencies.* Phys Org. <https://phys.org/news/2022-06-benefits-dispatching-mental-health-specialists.html>
10. Villettaz, P., Gillieron, G., & Killias, M. (2015). The effects on re‐offending of custodial vs. non‐custodial sanctions: An updated systematic review of the state of knowledge. *Campbell Systematic Reviews*, *11*(1), 1-92.

# Appendix A

A Child in Need of Care, otherwise known as a CINC, is defined as a person under 18 years of age who:

1. is without adequate parental care, control or subsistence and the condition is not due solely to the lack of financial means of the child's parents or other custodian;
2. is without the care or control necessary for the child's physical, mental or emotional health;
3. has been physically, mentally or emotionally abused or neglected or sexually abused;
4. has been placed for care or adoption in violation of law;
5. has been abandoned or does not have a known living parent;
6. is not attending school as required by K.S.A. 72-977 or 72-1111 and amendments thereto;
7. except in the case of a violation of K.S.A. 21-4204a, 41-727, subsection (j) of K.S.A. 74-8810 or subsection (m) or (n) of K.S.A. 79-3321, and amendments  thereto, or, except as provided in paragraph (12), does an act which, when committed by a person under 18 years of age, is prohibited by state law, city ordinance or county resolution but which is not prohibited when done by an adult;
8. While less than 10 years of age, commits any act which if done by an adult would constitute the commission of a felony or misdemeanor as defined by K.S.A. 21-3105, and amendments thereto;
9. is willfully and voluntarily absent from the child's home without the consent of the child's parent or other custodian;
10. is willfully and voluntarily absent at least a second time from a court ordered or designated placement, or a placement pursuant to court order, if the absence is without the consent of the person with whom the child is placed or, if the child is placed in a facility, without the consent of the person in charge of such facility or such person's designee;
11. has been residing in the same residence with a sibling or another person under 18 years of age, who has been physically, mentally or emotionally abused or neglected, or sexually abused;
12. while less than 10 years of age commits the offense defined in K.S.A. 21-4204a, and amendments thereto; or
13. has had a permanent custodian appointed and the permanent custodian is no longer able or willing to serve.

Source: <https://www.jocogov.org/dept/corrections/juvenile-intake-and-assessment/corrections/cinc-faqs>

# Appendix B

Below is a breakdown of each of the sections of the survey.

Table 4. Overview of Data Capacity and Data Knowledge Scoring

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| **Data Capacity and Use Survey Scoring Rubric** | | | | |
| **Response Scale** | **Response Scoring** | | | |
| Unsure 1  No Capacity 2  Minimal Capacity 3  Moderate Capacity 4  Optimal Capacity 5 | Data Capacity | | Knowledge of Data System (Proportion of responses answered “Unsure”) | |
| Low/No Capacity/Use | Mean <3 | Low Knowledge | 100%-66.7% |
| Moderate Capacity/Use | Mean = 3-3.9 | Moderate Knowledge | 33.4%-66.6% |
| High Capacity/Use | Mean >4 | High Knowledge | 0-33.33% |

|  |
| --- |
| **Data Use and Dissemination & Data Indicator** |
| **Moderate Capacity and Use** |
| Mean Response Score = 3.33 |
| **Moderate Knowledge of System** |
| Proportion Unsure = 33% |

|  |  |
| --- | --- |
| **Data Use and Dissemination & Data Indicator Systems Questions** | |
| **Question** | **Mean Score (Excl. “Unsure”)** |
| To what extent are data used to inform decisions regarding the overall juvenile justice system (e.g., funding, community resources, and reducing gaps in services)? | 3.43 |
| Does the local juvenile justice system stakeholder group have a measurable mission statement? | 2.57 |
| Can the local juvenile justice system access data to determine how many youth are arrested each year? | 3.14 |
| Can the local juvenile justice system access data to determine how many youth or cases are referred to court each year? | 1.86 |
| Can the local juvenile justice system access data to determine how many youth or cases are petitioned to juvenile court each year? | 2.43 |
| Can the local juvenile justice system access data to determine how many youth or cases are adjudicated each year? | 2.29 |
| Can the local juvenile justice system access data to determine how many youth are admitted to detention each year both pre-disposition and post-disposition? | 2.57 |
| Can the local juvenile justice system access data to determine how many youth are under community supervision each year? | 2.57 |
| Can the local juvenile justice system access data to determine how many youth are admitted to an out-of-home placement each year? | 2.43 |
| Are there efforts to understand the financial cost of system involvement? | 2.14 |

|  |
| --- |
| **Infrastructure Systems Questions** |
| **Moderate Capacity and Use** |
| Mean Response Score = 3.66 |
| **Moderate Knowledge of System** |
| Proportion Unsure = 33% |

|  |  |
| --- | --- |
| **Infrastructure Systems Questions** | |
| **Question** | **Mean Score (Excl. “Unsure”)** |
| How would you describe the attitude towards data and research across your county's juvenile justice system? | 3.00 |
| Thinking about your county system, what is most often the impetus for change in practice? | 2.83 |
| How would you describe collaboration across agencies and system actors in your county's juvenile justice system? | 3.57 |
| Does your system employ multi-stakeholder groups to drive improvements to practices? For example, a Juvenile Detention Alternative Initiative (JDAI) stakeholder group or a school-justice partnership that includes representatives from multiple agencies. | 3.29 |
| Is there a local system-wide strategic plan to improve practice that is supported by the core juvenile justice stakeholders (i.e., juvenile court, juvenile probation, and juvenile corrections)? | 2.29 |
| If you have or are working on a plan: Does the system-wide strategic plan include goals related to your ability to collect and use data to inform practices? | 1.86 |

|  |
| --- |
| **Infrastructure Agency** |
| **Moderate Capacity and Use** |
| Mean Response Score = 3.37 |
| **Low Knowledge of System** |
| Proportion Unsure = 23% |

|  |  |
| --- | --- |
| **Infrastructure Agency Questions** | |
| **Question** | **Mean Score (Excl. “Unsure”)** |
| What is the research capacity of your agency for juvenile justice information? | 2.5 |
| Describe the primary data systems used by your agency. | 2.67 |
| To what extent does your agency share data with other agencies? | 2.00 |
| Thinking about the data your agency collects, aside from individual case management, how is it used? | 3.17 |
| Does the agency's primary data system assign a unique identifier for each youth? | 3.50 |

|  |
| --- |
| **Data Use and Agency** |
| **High Capacity and Use** |
| Mean Response Score = 4.63 |
| **Low Knowledge of System** |
| Proportion Unsure = 24% |

|  |  |
| --- | --- |
| **Data Use Agency Questions** | |
| **Question** | **Mean Score (Excl. “Unsure”)** |
| Does your agency make reports available to stakeholders and the public regardless of whether the information shows positive or negative results? | 4.00 |
| Does your agency have an overarching set of performance measures? | 3.67 |
| To what extent does your agency use data to inform decisions? | 3.67 |
| Does your agency work with service providers to assist in continuous quality improvement of service delivery? For example, reviewing data to make improvement plans with contracted providers. | 3.20 |
| Does your agency allow direct service staff to review data and make decisions based on agency-wide data? | 3.50 |
| Does your agency collect satisfaction data from youth and their family on use of services and/or service delivery? For example, do you regularly use client satisfaction surveys or exit interviews? | 3.50 |
| How does your agency share agency-wide information with the larger community (e.g., community stakeholder groups, funding sources, state administrators, the public, etc.) | 3.00 |

|  |
| --- |
| **Infrastructure Person** |
| **Moderate Capacity and Use** |
| Mean Response Score = 3.37 |
| **Low Knowledge of System** |
| Proportion Unsure = 26% |

|  |  |
| --- | --- |
| **Infrastructure Person Questions** | |
| **Question** | **Mean Score** |
| Do you and/or your coworkers understand what data exist regarding the agency's performance and where to find it? | 4.2 |
| Does your agency's primary data system meet the needs of you and/or your coworkers? | 3.5 |
| How familiar are you and/or your coworkers with performance measures, data analysis, and continuous quality improvement? | 5 |
| Do you and/or your coworkers receive reports on overall agency performance? | 4 |
| Do you receive feedback that is supported by data to improve service delivery and/or interactions with youth and their family? | 4 |
| Do you receive adequate training and feedback regarding your use of data? | 4 |

|  |
| --- |
| **Indicators Agency** |
| **Moderate Capacity and Use** |
| Mean Response Score = 3.75 |
| **Low Knowledge of System** |
| Proportion Unsure = 29% |

|  |  |
| --- | --- |
| **Indicators Agency Questions** | |
| **Question** | **Mean Score (Excl. “Unsure”)** |
| Do all data systems used by your agency share a common method for coding race and ethnicity categories? | 2.40 |
| How consistent is the coding of offense types in similar agencies in your state? | 2.60 |
| Does your agency collect information on source of court referral (i.e., the manner in which a youth entered the juvenile justice system) such as law enforcement, school or public agency, etc.? | 2.80 |
| Does your agency collect information on youth diverted from further juvenile justice system involvement? | 3.25 |
| Does your agency’s data system track start and end dates for programming? | 4.50 |
| Does your agency consistently use a standardized risk/needs assessment? | 4.00 |
| Does your agency collect information on the reason why a case was closed? | 3.00 |
| Has your agency documented measurable short-term outcomes (i.e., events or changes expected prior to case closure)? For example, completion of community service hours, restitution collected, or treatment completion. | 3.20 |
| Has your agency documented measurable long-term outcomes (i.e., events or changes expected a specified time after case closure)? For example, recidivism, progression in education, or obtaining employment. | 3.20 |
| Does your agency collect information on victim services? | 2.40 |
| Do you gather or use information/data that helps your agency serve youth in the juvenile justice system? | 1.00 |
| Does your agency collect information on legal representation? | 2.17 |
| Does your agency consistently use behavioral health screenings? | 2.50 |
| Does your agency systematically collect information on a youth’s family’s presenting issues? | 3.50 |
| Does your agency systematically collect information on a youth’s strengths and protective factors? | 3.83 |
| Does your agency systematically collect information on incentives provided to youth for compliance or progress? | 2.67 |
| Does your agency systematically collect information on the use of detention, isolation, and/or restraints as sanctions? | 3.50 |

### Recommendations for community partners and stakeholders to engage in

1. Data System
   1. There is not an effective way to track a single youth from arrest through discharge. Being able to do so would allow for better understanding of the youth experience with the system, the ability to track how youth flow through the system (from arrest, to JIAC, to Detention, etc.), and a better understanding of which youth are coming back into contact with the system (recidivism). Any system-involved youth would be given an identification number that would then follow them through each stage of the system and would be used by various agencies (e.g., police, courts, DAs office).
2. Record keeping:
   1. Identify key data that should be minimally collected and shared across agencies. Establish protocols for all agencies in the juvenile justice system to collect data on youth that allow tracking and reporting on youth progress through the system.

1. Kansas Department of Corrections. (2015). *Cost study of youth residential center for juvenile offenders: Pursuant to Senate Substitute for House Bill 2588.* [*https://www.doc.ks.gov/publications/juvenile/yrc*](https://www.doc.ks.gov/publications/juvenile/yrc) [↑](#footnote-ref-2)
2. Retrieved and adapted from: <https://www.ncjrs.gov/hTml/ojjdp/juris_Tap_reporT/ch2_02.html> [↑](#footnote-ref-3)
3. Petteruti, A. (2011). *Education under arrest: The case against police in schools* (Vol. 1). Washington, DC: Justice Policy Institute. [↑](#footnote-ref-4)
4. Source: Afterschool Alliance, afterschoolalliance.org/april2009 outcomes\_2\_pager.pdf [↑](#footnote-ref-5)
5. Gregory & Evans, 2020 [↑](#footnote-ref-6)
6. Source: https://www.kansashealthmatters.org/indicators/index/view?indicatorId=345&localeId=958 [↑](#footnote-ref-7)
7. Source: https://www.ojp.gov/pdffiles1/ojjdp/frd030127.pdf [↑](#footnote-ref-8)
8. Gonzalez, T. (2012). Keeping kids in schools: Restorative justice, punitive discipline, and the school to prison pipeline. *JL & Educ.*, *41*, 281. [↑](#footnote-ref-9)
9. Source: https://phys.org/news/2022-06-benefits-dispatching-mental-health-specialists.html [↑](#footnote-ref-10)
10. Villettaz, P., Gillieron, G., & Killias, M. (2015). The effects on re‐offending of custodial vs. non‐custodial sanctions: An updated systematic review of the state of knowledge. *Campbell Systematic Reviews*, *11*(1), 1-92. [↑](#footnote-ref-11)