2009

Disproportionate Minority Contact in Maine

DMC Assessment and Identification

Prepared for the
Maine Juvenile Justice Advisory Group

Authors:

Becky Noréus
Teresa Hubley
Michael Rocque

University of Southern Maine
Muskie School of Public Service
December 2009

About the University of Southern Maine Muskie School of Public Service:

The USM Muskie School of Public Service educates leaders, informs public policy, and strengthens civic life through its graduate degree programs, research institutes and public outreach activities. By making the essential connection between research, practice, and informed public policy, the School is dedicated to improving the lives of people of all ages, in every county in Maine and every state in the nation.

Funders

Funding for this report was provided by the Office of Juvenile Justice and Delinquency Prevention (OJJDP), grant 2008-JF-FX-0027. The opinions, findings, and conclusions expressed in the publication are those of the authors and do not necessarily reflect the view of the Juvenile Justice Advisory Group or the Department of Justice.

Table of Contents

Executive Summary 1

Section I: Introduction 4

Section II: DMC Identification – Quantitative Analysis 7

- Androscoggin County 13
- Aroostook County 15
- Cumberland County 16
- Kennebec County 18
- Penobscot County 19
- York County 20

Section III: DMC Assessment – Qualitative Analysis 22

Section IV: Recommendations 31

Appendix A: Maine Juvenile Justice System Contact Points 33

Appendix B: DMC Data Sources 34

Appendix C: County Population Tables 37

Appendix D: RRI Tables 43

Credits 57

Executive Summary

Introduction

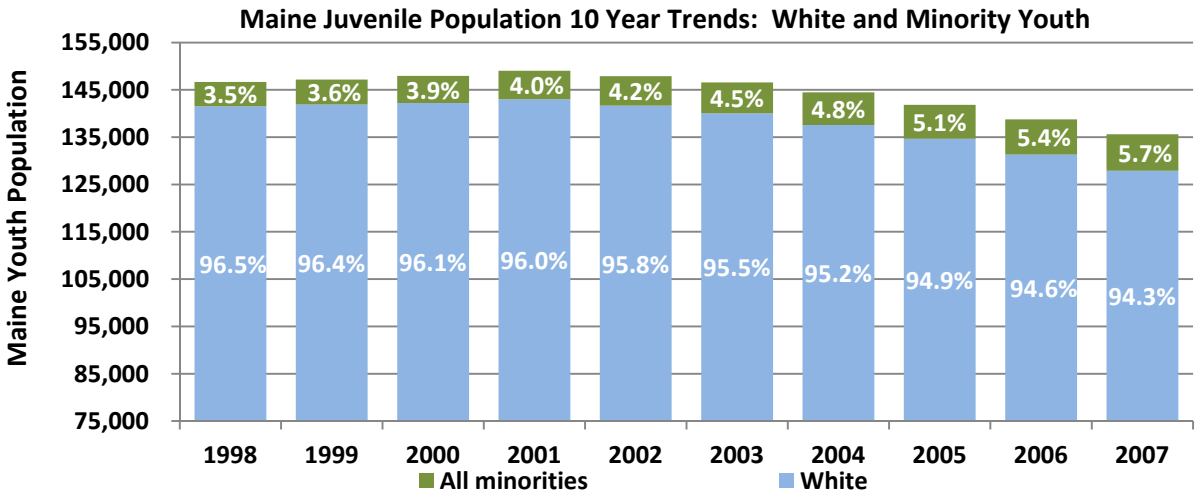
Since 1998, the Juvenile Justice Delinquency Prevention (JJDP) Act has required all states that receive formula grant program funding to determine whether the proportion of minority youth in confinement exceeds their proportion of the population, and, if so, to develop corrective strategies. In 1992, Congress elevated this issue to a "core requirement" of the JJDP Act. In 2002, the Office of Juvenile Justice and Delinquency Prevention expanded the requirement to include the proportion of minorities at each key decision point, and not just at confinement. This allows a broader examination of how minority groups are treated in the juvenile justice system. The ultimate goal of this federal priority is to ensure equal and fair treatment for every youth in the juvenile justice system, regardless of race or ethnicity.

Maine Youth Population Trends

The majority of Maine's youth population is white, but the minority youth population has increased dramatically over the last few years, and is projected to continue growing. At the same time, the white youth population is trending downward. Key trends include:

- Maine's minority youth population age 10 – 17 is increasing, while the white youth population and overall youth population is decreasing.
- In the last ten years, the number of Black/African American youth has more than doubled in number. This group is driving the increase in the minority youth population.

The chart below illustrates the decreasing youth population as well as the increasing proportion of the youth population that is comprised of minority youth.



The influx of immigrants, many from Africa, is contributing to this trend. The race category Black/African American does not distinguish between native Black/African American youth born in the U.S. and immigrant youth. Thus, quantitative statistics alone cannot provide a complete picture, especially in a state with very low overall minority youth numbers, such as Maine. However, multi-method research is contributing to our understanding. This report presents quantitative 3-year trend analysis (2005-2007) and initial findings from a qualitative assessment project which begin to describe Maine's challenges and opportunities for improving the juvenile justice system's ability and preparedness to handle these population changes.

This report provides a baseline of rates of disproportionate minority contact (DMC) in Maine's juvenile justice system. It also provides information for practitioners and policymakers looking to inform their understanding and awareness of the treatment of minority youth within Maine's juvenile justice system.

Key Findings – Trends (2005 – 2007)

Many of Maine's more rural counties have small minority youth populations, which prevents statistically valid examination of DMC. The six most populous counties (Aroostook, Androscoggin, Cumberland, Kennebec, Penobscot, and York) have sufficient minority population sizes to enable analysis of minority youth contact with the juvenile justice system, with some caveats. Not all contact/decision points yield valid data). Key findings of Maine's 2005 – 2007 DMC Relative Rate Index (RRI)[1] are:

- In the counties where Black/African American youth can be validly analyzed[2], they are arrested and referred at higher rates than white youth, even when DMC is not present in the overall minority youth population. This is true for all three years in Androscoggin and Cumberland County, and for the two years in which York County's minority youth population was 1% or more of the population. The Black/African American population in all three of these counties has doubled in the past 10 years. These counties experienced the highest percentage increase in the state.
- With the exception of Androscoggin County, minority youth arrest rates are lower than those of white youth;
- Minority youth are less likely to be diverted out of the juvenile justice system than their white youth counterparts;
- Rates of minority youth detention, petition and adjudication are usually similar to those of white youth;
- There are too few probation and confinement cases for RRI analysis of minority youth rates using the relative rate index.

[1] The RRI compares rates of minority contact and white contact with the juvenile justice system at 9 decision points. An RRI of 1 means that the rate of minority and youth contact is the same, whereas an RRI of 2 means that minority youth rates of contact is twice that of white youth.

[2] In order to calculate RRI, minimum population and incident thresholds must be met. The minority youth population must comprise at least 1% of the total youth population, the base population used to calculate the rate must be at least 30, and the number of incidents must be more than 5.

Key Findings – Interviews with Practitioners in the Juvenile Justice System

Interviews with 18 judges, Juvenile Community Corrections Officers, Assistant District Attorneys and defense attorneys in Bangor, Lewiston/Auburn, and Portland revealed that these internal system stakeholders are most concerned with the language and communication barriers facing Maine's African immigrant community, and with the lack of community programs for youth that could prevent them from becoming more seriously involved with the juvenile justice system.

The key patterns and themes emerging from the interviews were:

- The overwhelming majority of the data referred to social and cultural aspects of the communities to which youth belong, and to the lack of services appropriate to those specific situations. Much of the data covered by the theme *"Culture"* referred specifically to the African immigrant communities concentrated in Portland and in the Lewiston Auburn area. [3] *"Culture"* is strongly identified as a risk factor, meaning that the community itself is less likely to be seen as a useful resource.

- The second most commonly expressed theme by the interviewees was *"Access",* consisting of services that would help prevent involvement with juvenile justice (protective) and lack of these services as a problem (risk). One of the strongest trends is the persistent mention of a need for translators skilled in both African languages and cultures with training that is specific to the juvenile justice system.

- The third most commonly expressed theme was *"Comprehension",* which referred to a lack of understanding about how the juvenile justice system works, leading to a variety of barriers to alternatives for youth.

The narrow application of the terms *"Culture"* and *"Minority"* suggests that DMC in Maine stems in large part from the difficulty of adjusting the system to a large, recently arrived non-English speaking community and responding to the traumatic impacts of displacement and violence in their countries of origin.

These findings do not address the presence and treatment of other minority groups in the system, including non-immigrant Black/African American youth. Because the quantitative data available cannot pull the immigrant and non-immigrant youth data apart for trend analysis, the magnitude of the immigrant impact will remain anecdotal, until more data are available. Meanwhile, without a direct set of questions designed to gauge how the terms "Minority" and "Culture" are being understood and used differently, little can be concluded about how (or whether) to address this disparity.

Recommendations

Report recommendations are contained in a later section of the report (see Table of Contents).

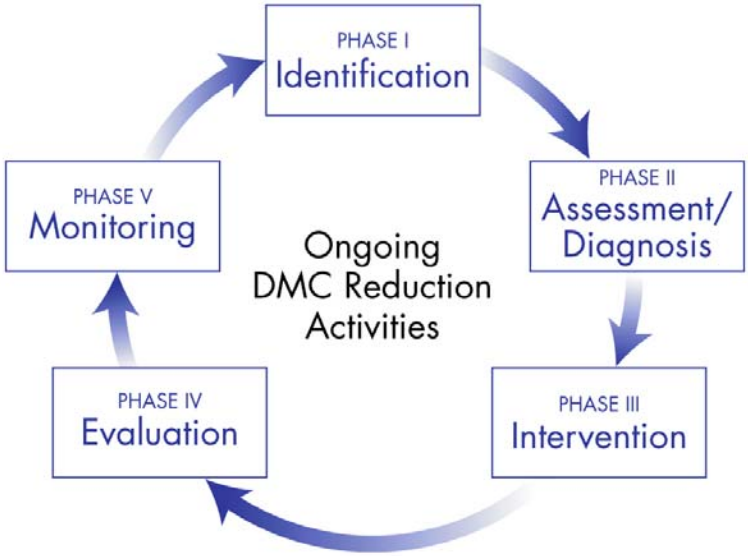
[3] The term "Minority" most often provoked discussion in either of these groups.

Section I: Introduction

Juvenile Disproportionate Minority Contact (DMC) refers to the overrepresentation of minority youth in the juvenile justice system.

The Office of Juvenile Justice Delinquency Prevention (OJJDP) outlines five goals for DMC research:

1. ***Identification*** – to determine the extent of DMC. This ongoing process provides the basis for monitoring activity;
2. ***Assessment*** – to determine the reason for DMC;
3. ***Intervention*** – to develop and implement strategies to address DMC;
4. ***Evaluation*** – to determine the effectiveness of intervention strategies;
5. ***Monitoring*** – to observe DMC trends and adjust strategies accordingly.



This report describes Maine's research on the first goal, ***Identification***, to describe if DMC is occurring, the nature of any overrepresentation, and to provide the basis for ongoing monitoring. The report also describes Maine's initial research to determine possible reasons for DMC ***Assessment***.

Background – Maine DMC Research

The Maine Juvenile Justice Advisory Group (JJAG) was established by the federal JJDP Act of 1974, which required the creation of an advisory group in each state. The JJAG helps improve the Maine juvenile justice system by crafting effective responses to the problems of youth crime and violence. The JJAG strategic plan, which is updated every 3 years, provides the framework for its funding priorities, research directions, and legislative policy. The Maine Department of Corrections (MDOC) serves as the

administrative and fiscal agent for the JJAG. OJJDP first required Maine to report on DMC in 2002 as part of the reauthorized JJDP Act, when DMC was added to the core protections of the Act. In 2004, the JJAG partnered with the University of Maine's Muskie School of Public Service to conduct DMC analysis and provide technical assistance and consultation to help the state identify information systems gaps, training implications, and other issues related to effective DMC reporting. The Muskie School collaborated with the JJAG and MDOC to:

- Examine the extensive OJJDP collection of DMC materials, including an examination of the lessons and experiences of New Hampshire and Vermont, whose small minority populations pose similar challenges in reporting on DMC;
- Conduct a review of other states' coordination efforts and research on DMC;
- Contact DMC experts, including William Feyerherm at Portland State University, Portland, Oregon and Howard Snyder at the USDOJ Bureau of Justice Research and Statistics; and
- Analyze Maine's ability to report juvenile justice flow data for DMC.

The Muskie School and JJAG developed several recommendations to enhance Maine's capacity to provide accurate juvenile DMC identification data by facilitating improvements in data collection/reporting systems. The 2004 DMC report offered the following recommendations:

- Improve quality assurance systems to ensure completeness and accuracy at all data collection points;
- Improve uniformity of race/ethnicity data and use the US Census definition of race/ethnicity uniformly and systematically;
- Collect and report statistics beginning with 2005 data, assuming sufficient improvement in the quality of the data by that time.

In 2006 and 2007, this early collaboration between the JJAG, Muskie School and MDOC led to development and implementation of training to help practitioners comply with requirements of the new CORIS (Corrections Information System[4]) and to better enter race and ethnicity data into CORIS. This training specifically targeted data collection improvements at the various decision-making points that constitute DMC measures. MDOC also changed the ethnicity field in CORIS, which removed a barrier to accurate identification of ethnicity[5]. Further, steps were taken to improve the overall completeness of records, focusing on data entry and additional CORIS training. The training was developed and delivered by the Muskie School and University of Maine School of Law, in collaboration with the JJAG and MDOC.

[4] CORIS is the data system that warehouses corrections information for all youth and adults in Maine who have been formally referred to the justice system.

[5] The Muskie School developed and delivered a "Culturally Competent Data Collection" Training curriculum to MDOC, outlining "best practice" methods of data collection for race and ethnicity. This training included definitions of race/ethnicity, best practices in cross-cultural communication and completing the Family Intake Questionnaire, a form for gathering data that assists the Juvenile Justice staff to better serve Maine's juvenile population. A 'best practice' method identified throughout the training is the need for youth to self-identify race.

These initiatives improved data quality dramatically:

- For all but one decision point (arrests), data is now extracted from CORIS;
- Data entry of 'unknown' for race and ethnicity in CORIS has decreased, and is now rare; and
- Data reliability and completeness has improved to a level enabling analysis of the data.

DMC Activities - Where Maine Stands Today

In 2007, *A Summary of States' DMC-Reduction Activities Based on FY 2007 Formula Grants Applications* illustrated where Maine stood relative to other states, including accomplishments, and what remains to be done. The summary identified key accomplishments, and areas for improvement. Among the accomplishments:

- Maine collects data on 9 of 9 contact points[6] in the juvenile justice system (21 states have accomplished this);
- Maine has implemented cultural competency training and/or organizational cultural competency (16 states have accomplished this).

Areas for improvement include:

- Maine needs to designate a DMC Coordinator and DMC Advisory Board (34 states have accomplished this);
- Maine needs to form local DMC Subcommittees under the State Advisory Board; and
- Maine needs to reach out to its Native American populations and address any DMC issues that may exist (5 states have accomplished this).

This report reflects the results of years of capacity building to produce information for analysis. For the first time, trend data is available to set an initial baseline of DMC in Maine. This report also marks the beginning of the ***Assessment*** phase of DMC research in Maine, in which the Muskie School and the University of Maine School of Law collaborated to conduct interviews with law enforcement and the courts in three of four regions to discover practitioners' perspectives of DMC in their jurisdictions. It is hoped that this report will provide initial baseline information of use to policymakers and practitioners.

[6] See page 7 for a description of the 9 contact points

Section II: DMC Identification – Quantitative Analysis

Essentials for Understanding DMC Analysis

DMC analysis begins with ***Identification*** to determine whether disparity exists, and if so, to what extent. In order to provide a standard measure of DMC at each decision point, OJJDP developed the Relative Rate Index (RRI). RRI is a method of comparing the rates of system contact among different groups of youths[7]. It examines whether the rates of minority youth contact differ from white youth contact. An RRI of 1.0 for Black/African American indicates that the rates of white and minority contact are equal. An RRI of 2.0 for Black/African American youth means that the rate of contact for that group is twice that of white youth contact rates and further research is recommended. RRI analysis may be thought of as a first step in examining whether DMC exists and identifying areas where further research into the system is warranted. A strength of the RRI is its ability to measure DMC across jurisdictions, decision points, and years in a standardized manner.

However, while RRI identifies disparities, it does not tell us *why* disparities exist, or if a disparity is indicative of a problem. It does not tell us whether a system or process problem exists, or whether racism among law enforcement exists, or whether slight variations in numbers creates disparity. In order to answer those questions, additional research must be conducted. Quantitatively, this research can include taking a more in-depth look at the types, seriousness, and number of offenses for which youth are charged, while examining demographic characteristics, such as gender and age. Qualitative analysis can provide more depth to the analysis by identifying and examining contextual factors, such as culture (law enforcement and specific population groups), community perception of law enforcement and vice versa, as well as minority experiences both in the community and with law enforcement. Qualitative analysis can also examine minority subpopulations, such as the African immigrant population that is part of the broader Black/African American population. This type of analysis can begin to examine why a disparity may exist.

To more accurately measure overrepresentation that may occur at each decision point, the base population is determined by the decision point being examined. For example, adjudication rates are calculated based on the total of petitions to court in a given year, such that the adjudication rate is the number of youths adjudicated per 100 juvenile petitions[8]. To calculate RRI, the rate of incidents for any given minority is divided by the rate of white incidents. Thus, this method provides an independent analysis of each decision point. At the same time, because the rates used to calculate RRI depend on other decision point populations, the RRI is sensitive to both changes in number of incidents and changes in base populations. This is especially true for a rural state, such as Maine, that has relatively small numbers of minority youth.

[7] The RRI is the generally accepted method and the method proscribed by OJJDP.

[8] Calculating rates using different base populations eliminates bias that may occur early on in the juvenile justice system; if one racial group has higher arrest rates, then it follows that the group will continue to have higher rates at each decision point.

Decision Point	Base Population
Arrests	Per 1,000 juveniles in the Maine population
Referral	Per 1,000 juveniles in the Maine population[9]
Diversion	Per 100 *Referrals*
Detention	Per 100 *Referrals*
Petition	Per 100 *Referrals*
Adjudication	Per 100 *Petitions*
Probation	Per 100 *Adjudications*
Commitment	Per 100 *Adjudications*
Bindover	Per 100 *Petitions*

To ensure reported findings are reliable, certain conditions must be met in order for an RRI to be calculated. First, a minimum number of cases and population size must exist. The base population must equal at least 30, and the number of contacts must be at least 5. Rates based on small numbers become very sensitive to small changes. Smaller populations and incidents decrease the reliability of the data. Finally, minority populations need to account for at least 1% of the total population. Even when these minimum thresholds are met, however, the RRI may still be sensitive to small changes.

Even though an RRI is generated, it still may not provide reliable information. In some cases, an RRI is found to not be statistically significant, meaning that any difference can be attributed to chance. In other words, even if an RRI is 1.50 i.e., (the rate of minority contact is 1 ½ times greater than white contact rates), if there is no statistical significance, then this difference may be due to random fluctuations in numbers, and not due to DMC. Often this occurs because of a small number of cases. In these situations it may appear that DMC exists, however, that cannot be fully confirmed. Instead, it can be said that DMC may be present, but no concrete conclusions can be drawn.

Points of Contact

The RRI process examines youth contact[10] with the juvenile justice system at 9 specific points, identified by OJJDP. Examining each of these points provides a more systemic picture of DMC, and allows all agencies that may contribute to DMC to be monitored. This provides an opportunity for policymakers to develop targeted strategies for eliminating DMC. The following are definitions of each decision point. Note that for any given year and decision point, one youth may have numerous types of contacts in one year, and also numerous contacts at a given decision point.

[9] Typically, referrals would be based on 1,000 arrests; however, because no ethnicity data exists for arrest, referrals are based on the overall population.
[10] Youth between the ages of 10-17 are included in analysis.

For example, one youth may be arrested, referred, petitioned, and adjudicated in one year. That same youth may then be referred for a separate offense at a different point during that same year.

Arrest (first contact)[11] –Arrest occurs when a law enforcement officer has a contact with a youth who is suspected of committing a delinquent act.

Referral – Referral occurs when a formal summons is forwarded to MDOC by local law enforcement.

Diversion – Diversion occurs when a referred youth is formally diverted by a Juvenile Community Corrections Officer (JCCO) from the juvenile justice system. Diversions include sole sanctions, no further actions, and informal adjustments. Youth who are successfully diverted do not continue on through the juvenile justice system. However, diverted youth may be placed back into the justice system should diversion be determined ineffective.

Detention – Detention occurs when a youth is held in a secure facility without being sentenced. This could occur prior to court processing, or could be a result of a probation violation.

Petition – Petition occurs when charges are filed requesting a hearing in court, or a youth is transferred to adult court.

Adjudication – Adjudication occurs when a youth goes before a judge and is found guilty of committing an offense.

Probation – Probation occurs when a youth is sentenced by a judge to formal supervision.

Confinement – Confinement occurs when a youths is sentenced to commitment in a secure facility by a judge. All types of confinement are included.

Bindover – Bindover occurs when a youth is transferred to adult court. This is very rare in the state of Maine.

Racial/Ethnic Categories

MDOC collects data on race/ethnicity based on US Census categories through a family intake questionnaire. Racial/ethnic data is self-identified by youths because of inherent difficulties in having officials classify them based on external physical characteristics. Racial categories defined by the census are:

- White
- Black/African American
- American Indian/Alaska Native
- Asian
- Native Hawaiian/Other Pacific Islander
- Some other race
- Two or more races

[11] OJJDP definition is based on the FBI Crime in the United States definition, which examines Uniform Crime Reports. These may or may not include booking in a jail or secure facility.

In addition, upon intake, MDOC staff members collect race/ethnicity data. Youth also self-report their race/ethnicity during this process; specifically whether they consider themselves Hispanic/Latino or not. While the Census differentiates race and ethnicity, in practice this can prove difficult. Many youth who identify themselves as Hispanic also consider it their race. Therefore, the racial category remains unknown, while ethnicity is Hispanic. Because of this, and for DMC research purposes, Hispanic ethnicity is treated as a racial category.

Methodology

With the exception of arrests, data for this report is from the Maine Department of Corrections (MDOC) Correctional Information System (CORIS). CORIS houses information for all juveniles who have had formal contact with the justice system, beginning with referral to the system. MDOC provides de-identified individual level data on youth at each decision point. This data includes law enforcement agency, gender, race, and offense information.

The Maine Department of Public Safety (MDPS) collects and provides arrest information. MDPS does not collect data on race or ethnicity. Because of this, arrest data cannot be compared to other decision points; thus, arrest RRI likely understates DMC. Additionally, this information is aggregated, which limits analysis possibilities. While the most serious offense for each arrest is listed, other offenses are not documented and available for analysis.

The small minority youth population in Maine limits analysis. Populations need to comprise at least 1% of the youth population for an RRI to be calculated. In most counties in Maine, no specific minority group meets that threshold. Combining minority populations allows additional counties to be included in the analysis.

Six counties had sufficient minority populations for an RRI to be calculated consistently over three years and for several decision points.

The county level analysis describes the Maine juvenile DMC dataset for specific counties in the years 2005, 2006, and 2007. The DMC dataset includes all contacts with the juvenile justice system made by youth between the ages of 10-17. RRI examines the number of unique contacts, not charges. For example, one youth who is petitioned to court five times will be included in the dataset five times. However, one youth who is petitioned once for five charges will be counted only once. Youth who had contact during a specified calendar year are included, but are not tracked through the juvenile justice system. A youth arrested in 2005, petitioned to court in 2006, and adjudicated in 2007 would be included in 2005 arrests, 2006 petitions, and 2007 adjudications.

Limitations

Limitations to DMC research are specific methodological concerns that may impact the data and findings. These can include data collection and reporting issues.
A major limitation of this research is the difference between arrest data generated by MDPS and data collected at other decision points, which is generated by MDOC. Because ethnicity data is not captured at the arrest stage, it cannot be compared with other decision points. Another limitation is the lack of individual level data. For example, the total number of arrests by race is reported, but the total number of unique youth arrested is not available.

There are also limitations with certain decision points. State police data are not included in referrals because much of the data is missing. This represents only 2.9% of contacts from 2005-2007, however the proportion of state police referrals may be higher in rural areas lacking a local police department. A minor limitation for several decision points occurs when more than one county is associated with a contact. This should have a small impact on the data set. However, it is important to note that this is more likely to impact rural counties with smaller populations, because such counties are generally more sensitive to changes in data.

Challenges of Measuring DMC in Maine

Challenges to measuring DMC in Maine are driven by the population characteristics in each county, and how those characteristics in turn limit DMC analysis. Statewide analysis is not appropriate because it would not produce accurate or meaningful results. Because counties vary greatly in population size and make-up, a statewide RRI would likely overstate or understate DMC.

A major challenge in measuring DMC in Maine is that it is a rural, predominantly white state. Because of this, numbers are often too small to provide meaningful analysis. Specific minority groups typically do not represent the minimum 1% of a county population. When they do, there are often insufficient numbers of incidents for analysis. As a result, RRIs cannot be calculated for each minority group in each county in the state. In most counties, few if any RRIs can be calculated for any specific group. Counties with few or no RRIs are not included in this report.

In order to increase the number of counties for which analysis can be conducted, all minorities were treated as one combined group. Additional analysis was provided if one minority group met the population and incident minimums consistently across years for at least one decision point. A concern with this strategy is similar to the reason statewide RRIs are not calculated: One overall minority group may mask DMC that is occurring within one specific group. For example, research shows that Asian juvenile contact rates tend to be lower than those of white youth, while Black/African American youth contact rates tend to be higher. Thus, an overall rate may not accurately portray what is actually occurring. Where numbers are sufficient for analysis, specific minority groups are examined.

Another challenge to measuring DMC in Maine is that the year to year RRI fluctuations may be driven by minor changes in the number of incidents. A slight decrease in incidents committed by white youth coupled with a slight increase in the number of incidents committed by minority youth could produce a marked shift in RRI. This may not illustrate disproportionate minority contact, but rather a serious limitation in conducting small number analysis.

Finally, while Maine is predominantly white, it is diversifying, particularly with respect to increases in immigrant populations in Androscoggin and Cumberland Counties. At this time, there are no methods available to quantitatively examine the existence and extent of disparity in the minority immigrant population, compared to the broader minority population. The qualitative analysis in the second section of the report begins an exploration of this issue.

County Analysis: DMC Identification 2005-2007

The following section discusses findings for those counties in which RRIs can be validly calculated. A three-year trend emerges from the data.

For each county with sufficient data for analysis, RRIs are calculated and reported for a combined minority group. In some counties, data is sufficiently available for separate examination of specific minority groups. The counties examined in this report are:

- Androscoggin County: All minorities; Black/African American
- Aroostook County: All minorities
- Cumberland County: All minorities; Black/African American
- Kennebec County: All minorities
- Penobscot County: All minorities
- York County: All minorities

It should be noted that trends must be evaluated with some caution. First, an analysis of three years of small numbers may not indicate an ongoing trend. Second, some counties in some years have sample size concerns, with the number of minorities fluctuating widely.

For each table, the following fonts and symbols identify statistically significant findings, and provide explanation when numbers are not reported.

Table Key:	
Statistically significant results:	**Bold font**
Results that are not statistically significant	Regular font
Group is less than 1% of the youth population	*
Insufficient number of cases for analysis	**
Missing data for some element of calculation	--

Androscoggin County

Population Trends

Over the past 10 years, the overall youth population has decreased 5.8% while the minority population has increased 72.0%, although minority groups combined represented only 6.5% of the youth population in 2007. These changes are driven by changes in several racial group population sizes, specifically:

- The white youth population decreased 8.6%.
- The Black/African American youth population increased 157.6%.
- The Hispanic youth population increased 53%.

Androscoggin County RRI

Data Items	2005 RRI – All Minorities	2006 RRI- All Minorities	2007 RRI- All Minorities
1. Juvenile Arrests	**1.99**	**1.92**	**1.50**
2. Refer to Juvenile Court	**2.21**	**2.58**	**1.95**
3. Cases Diverted	**0.38**	**0.55**	**0.68**
4. Cases Involving Secure Detention	**1.87**	**1.74**	1.00
5. Cases Petitioned (Charge Filed)	0.97	1.06	**1.29**
6. Cases Resulting in Delinquent Findings	**1.31**	0.90	**0.78**
7. Cases resulting in Probation Placement	0.78	0.91	0.99
8. Cases Resulting in Confinement in Secure Juvenile Correctional Facilities	**	1.21	1.12
9. Cases Transferred to Adult Court	**	--	--

Key[1]:

Statistically significant results:	**Bold font**
Results that are not statistically significant	Regular font
Group is less than 1% of the youth population	*
Insufficient number of cases for analysis	**
Missing data for some element of calculation	--

In all three years, minority youth arrest and referral rates in Androscoggin County were higher than those of their white counterparts while diversion rates were much lower. Contact rates did not differ for white and minority youth in later decision points. Small numbers may partially explain this. Minority youth detention rates should be monitored for a few more years in order to get a more complete picture.

[1] The only groups that met the 1% population threshold were Black/African American and Hispanic. Black/African American RRIs are discussed on the following page. For Hispanic youth, either 1) an insufficient number of cases for analysis existed, or 2) the findings were not statistically significant.

Androscoggin County RRI: Black/African American[13]

Data Items	2005 RRI – Black/African American	2006 RRI- Black/African American	2007 RRI- Black/African American
1. Juvenile Arrests	**4.26**	**4.05**	**2.89**
2. Refer to Juvenile Court	**3.59**	**4.47**	**3.13**
3. Cases Diverted	**0.40**	**0.45**	0.74
4. Cases Involving Secure Detention	**2.10**	**1.68**	1.06
5. Cases Petitioned (Charge Filed)	1.03	1.04	**1.25**
6. Cases Resulting in Delinquent Findings	**1.30**	0.94	0.80
7. Cases Resulting in Probation Placement	**	**	**
8. Cases Resulting in Confinement in Secure Juvenile Correctional Facilities	**	**	**
9. Cases Transferred to Adult Court	**	--	**

Key:

Statistically significant results:	**Bold font**
Results that are not statistically significant	Regular font
Group is less than 1% of the youth population	*
Insufficient number of cases for analysis	**
Missing data for some element of calculation	--

The overall minority RRI rate masks the DMC occurring with Black/African American youth in Androscoggin County. Black/African American youth are coming into initial contact with or being referred to the juvenile justice system at much higher rates than white youth. However detention, petition, and adjudication rates are not consistently higher than those of white youth.

- Black/African American youth were arrested at more than 4 times the rate of white youth in 2005 and 2006, and almost three times the rate of white youth in 2007.
- Black/African American referral rates were consistently more than three times the rate of white youth, exceeding four times the rate in 2006.
- In 2005 and 2006, Black/African American youth were diverted at much lower rates than white youth, however by 2007 no difference existed. Continued monitoring is recommended to determine whether this is a trend or a one year 'blip'.

[13] Black/African American includes both native born citizens and immigrants from Africa.

Aroostook County

Population Trends

The number of youth in Aroostook County decreased 19.4% from 1998-2007, from 8,843 to 7,125. During this same time, the number of minority youth increased by 9.9%, and made up an increasing proportion of the overall population. Minority youth represented 6.4% of the Aroostook County population in 2007, up from 4.7% in 1998.

- Hispanic youth increased 83.3%, the largest increase among any group.
- Black/African American youth increased 39.1%.
- The number of White, Native American, and Asian youth population all decreased between 16.6-20.9% during the past ten years.

Aroostook County RRI

Data Items	2005 RRI – All Minorities	2006 RRI- All Minorities	2007 RRI- All Minorities
1. Juvenile Arrests	**0.39**	**0.48**	**0.55**
2. Refer to Juvenile Court	**2.93**	**3.30**	**2.73**
3. Cases Diverted	1.01	**0.59**	**1.27**
4. Cases Involving Secure Detention	**	**	**
5. Cases Petitioned (Charge Filed)	0.83	**0.53**	1.15
6. Cases Resulting in Delinquent Findings	**	**	**
7. Cases resulting in Probation Placement	**	**	**
8. Cases Resulting in Confinement in Secure Juvenile Correctional Facilities	**	**	**
9. Cases Transferred to Adult Court	**	--	--

Key[14]:

Statistically significant results:	**Bold font**
Results that are not statistically significant	Regular font
Group is less than 1% of the youth population	*
Insufficient number of cases for analysis	**
Missing data for some element of calculation	--

Arrest rates of minority youth in Aroostook County were lower than those of their white counterparts, while referral rates were much higher.

- Minority arrest rates were as low as 1/3 the rate of whites.
- Referral rates were as much as 3 times higher than white referrals.

[14] In all three years, Hispanics and Native Americans met the 1% of the population threshold for separate analysis. Black/African American youth met the 1% threshold only in 2007. Native American referral rates were consistently more than double white referral rates. Other minority groups did not meet the minimum, or did not have statistically significant findings.

Cumberland County

Population Trends

The youth population in Cumberland County has increased slightly from 1998-2007, however, it has decreased since its peak in 2003.

- The overall minority youth population increased 89.2%, while the white youth population decreased slightly (-3.3%).
- From 1998-2007, the minority population grew from 4.8% to 9.0% of the total youth population.
- This change was driven by Black/African American and Hispanic youth population increases.
- The Hispanic youth population increased 142.6%.
- The Black/African American youth population, the most populous group, increased by 121.6%.

Cumberland County –RRI

Data Items	2005 RRI - All Minorities	2006 RRI- All Minorities	2007 RRI- All Minorities
1. Juvenile Arrests	**0.70**	1.04	0.87
2. Refer to Juvenile Court	**1.57**	**1.93**	**2.16**
3. Cases Diverted	0.85	**0.42**	**0.59**
4. Cases Involving Secure Detention	0.96	1.00	0.99
5. Cases Petitioned (Charge Filed)	0.96	**0.93**	1.00
6. Cases Resulting in Delinquent Findings	1.21	0.90	**0.67**
7. Cases Resulting in Probation Placement	0.86	0.83	0.79
8. Cases Resulting in Confinement in Secure Juvenile Correctional Facilities	**	**	**2.61**
9. Cases Transferred to Adult Court	--	**	--

Key[15]:

Statistically significant results:	**Bold font**
Results that are not statistically significant	Regular font
Group is less than 1% of the youth population	*
Insufficient number of cases for analysis	**
Missing data for some element of calculation	--

Referral rates of Cumberland County's minority youth exceeded those of white youth in all three years. Diversion rates, in particular, bear watching: In 2006 and 2007, diversion rates of minority youth were much lower than those of white youth. In other decision points, no consistent rate differences occurred. Continued monitoring is recommended.

[15] In all years, Asian, Black/African American, and Hispanic youth met the population minimums for statistical significance. Because of the population size and number of contacts at most decision points, sufficient significant findings exist for Black/African American youth to warrant separate examination. In contrast to Black/African American youth referral rates, Asian youth referral and arrest rates were consistently below white youth rates. While the Hispanic population met the 1% threshold, they did not often meet the minimum number of cases for analysis. In the few places where there was sufficient data, no statistically significant differences emerged.

Cumberland County RRI- Black/African American[16]

Data Items	2005 Black/African American	2006 Black/African American	2007 Black/African American
1. Juvenile Arrests	**1.56**	**2.28**	**1.88**
2. Refer to Juvenile Court	**2.61**	**3.44**	**3.98**
3. Cases Diverted	**0.69**	**0.48**	**0.45**
4. Cases Involving Secure Detention	1.15	1.00	0.94
5. Cases Petitioned (Charge Filed)	1.09	**0.81**	0.99
6. Cases Resulting in Delinquent Findings	1.07	1.03	**0.60**
7. Cases resulting in Probation Placement	**	**	**
8. Cases Resulting in Confinement in Secure Juvenile Correctional Facilities	**	**	**
9. Cases Transferred to Adult Court	--	**	--

Key:

Statistically significant results:	**Bold font**
Results that are not statistically significant	Regular font
Group is less than 1% of the youth population	*
Insufficient number of cases for analysis	**
Missing data for some element of calculation	--

Overall RRI rates for Cumberland County mask the disproportionate minority contact that is occurring with Black/African American youth.

- Arrest and referral rates of Black/African American youth consistently exceed rates of white youth.
- Diversion rates of Black/African American youth are lower than those of white youth in Cumberland County.
- The gap between Black/African American and white youth referral rates may be increasing:
    - Referral rates of Black/African American youth increased from 2.61 times those of white youth in 2005 to 3.98 in 2007.

Few differences exist among Black/African American and white youth detention, petition, or adjudication rates.

[16] Black/African Americans include U.S. born citizens and immigrants from Africa.

Kennebec County

Population Trends

From 1998-2007 the overall youth population in Kennebec County decreased 11.4% while the minority youth population increased almost 50%.

- During this time, the youth minority population grew from 2.6% to 4.4% of the overall youth population in Kennebec County.
- The increase was driven by Black/African American and Hispanic population increases, both around 85%.
- The Hispanic youth population continues to be the most populous minority group in Kennebec County, with the Black/African American youth population a close second.

Kennebec County RRI

Data Items	2005 RRI - All Minorities	2006 RRI- All Minorities	2007 RRI- All Minorities
1. Juvenile Arrests	0.85	0.88	**0.49**
2. Refer to Juvenile Court	**1.73**	**2.81**	**1.87**
3. Cases Diverted	**	**0.61**	**0.58**
4. Cases Involving Secure Detention	**	**	**
5. Cases Petitioned (Charge Filed)	**	**0.76**	0.94
6. Cases Resulting in Delinquent Findings	**	**	**
7. Cases resulting in Probation Placement	**	**	**
8. Cases Resulting in Confinement in Secure Juvenile Correctional Facilities	**	**	**
9. Cases Transferred to Adult Court	--	--	--

Key[17]:

Statistically significant results:	**Bold font**
Results that are not statistically significant	Regular font
Group is less than 1% of the youth population	*
Insufficient number of cases for analysis	**
Missing data for some element of calculation	--

In Kennebec County, referral rates of minority youth were higher than those of white youth in all three years. No other RRI trends emerged from the data, although one other decision point bears watching: minority youth diversion rates were lower in 2006 and 2007.

[17] Minority groups: In all years, Hispanic youth met the population threshold for separate examination, however, no statistically significant findings resulted. In 2005 and 2007, Black/African American youth met the threshold, however no consistent trends emerged.

Penobscot County

Population Trends

From 1998-2007, the overall youth population of Penobscot County decreased 12.3% while the minority population increased by 35.6%. This change is at least partly due to a shrinking white youth population coupled with a growing minority youth population.

- In 1998, minority youth comprised 3.6% of the population, and in 2007 this group made up 5.6% of the population.
- The composition of the minority youth population is also changing, driven by a 131.0% increase in the number of Black/African American youth from 1998-2007.
- During this time, the Native American youth population, the largest minority group in 1998, decreased slightly and by 2007 was tied with the Hispanic youth population as second most common minority population in Penobscot County.

Penobscot County RRI

Data Items	2005 RRI – All Minorities	2006 RRI- All Minorities	2007 RRI- All Minorities
1. Juvenile Arrests	1.10	**0.36**	**0.48**
2. Refer to Juvenile Court	1.37	1.09	**1.45**
3. Cases Diverted	**0.56**	**	**0.57**
4. Cases Involving Secure Detention	1.16	**	**
5. Cases Petitioned (Charge Filed)	1.27	**	0.96
6. Cases Resulting in Delinquent Findings	**	**	**
7. Cases resulting in Probation Placement	**	**	**
8. Cases Resulting in Confinement in Secure Juvenile Correctional Facilities	**	**	**
9. Cases Transferred to Adult Court	**	--	--

Key[18]:

Statistically significant results:	**Bold font**
Results that are not statistically significant	Regular font
Group is less than 1% of the youth population	*
Insufficient number of cases for analysis	**
Missing data for some element of calculation	--

No consistent DMC trends emerge from the RRI analysis of Penobscot County in the years 2005-2007.

[18] In all years, Black/African American, Hispanic, and American Indian juvenile population met the 1% threshold. However, no consistent findings emerge for these groups. For most decision points, an insufficient number of cases exist for analysis, and where analysis was possible, no statistically significant findings existed.

York County

Population Trends

York County experienced an increase in its youth population from 1998-2007, although the overall youth population has decreased from its peak in 2003. However, the proportion of white and minority youth changed, similar to other counties.

- In 1998, minority youth comprised 2.8% of the population and in 2007, they comprised 4.6%.
- While the number of white youth remained relatively stable (increasing 1.3%), the minority youth population increased 70.4%. The increase was driven by increases in Black/African American and Hispanic youth populations, +119.4% and +110.1%, respectively.
- By 2007, the Hispanic youth population surpassed the Asian youth population to become the biggest minority group in York County.
- In 2007, Hispanic youth population comprised 1.7% of the youth population, followed by Black/African American (1.4%).

York County RRI

Data Items	2005 RRI – All Minorities	2006 RRI- All Minorities	2007 RRI- All Minorities
1. Juvenile Arrests	0.76	0.96	**0.59**
2. Refer to Juvenile Court	**1.38**	1.17	1.26
3. Cases Diverted	1.05	1.01	**0.48**
4. Cases Involving Secure Detention	1.29	1.04	**3.01**
5. Cases Petitioned (Charge Filed)	**0.68**	**1.27**	**1.25**
6. Cases Resulting in Delinquent Findings	**	1.01	0.90
7. Cases resulting in Probation Placement	**	**	**
8. Cases Resulting in Confinement in Secure Juvenile Correctional Facilities	**	**	**
9. Cases Transferred to Adult Court	--	--	--

Key:

Statistically significant results:	**Bold font**
Results that are not statistically significant	Regular font
Group is less than 1% of the youth population	*
Insufficient number of cases for analysis	**
Missing data for some element of calculation	--

No consistent 3-year DMC trends emerge from the RRI analysis of York County in the years 2005-2007. In 2006 and 2007 Black/African American youth populations met the 1% threshold. Two decision points bear watching. Black/African American youth were arrested and referred to the justice system at rates higher than white juveniles in 2006 and 2007.

- In 2006, the arrest rate of Black/African American youth was triple that of white youth (RRI = 3.01), while the referral rate was 2 ½ (RRI = 2.52) times that of their white counterparts.
- In 2007, Black/African American youth arrest rates were 1.69 times higher than white youth arrest rates, while their rate of referral was 1.85 times higher than white youth.

Implications

Maine remains a predominantly white state with a diversifying population, especially in the southern part of the state. RRI analysis can identify places where DMC is occurring and shed light on the treatment of Maine's youth involved in the juvenile justice system.

Because Maine is a rural, white state, in many counties small minority populations prevent DMC from reliable examination. The six most populous counties (Aroostook, Androscoggin, Cumberland, Kennebec, Penobscot, and York), have sufficient minority youth populations to enable DMC analysis.

While disparities were found most often at the earlier decision points in Maine's juvenile justice system, the type of disparity differed, depending upon the decision point. With the exception of Androscoggin County, arrest rates of minority youth were lower than those of white youth. For all counties, referral rates of minority youth were higher, while diversion rates were lower. DMC appears to disappear at higher level decision points. Small numbers may influence this finding. Questions remain about why arrest rates were lower in some counties, while referral rates were higher. Part of this difference may be due to variations in data collection and reporting methods used by different agencies. Arrest data comes from MDPS, while MDOC reports all other DMC contact data. MDPS does not collect data on ethnicity (Hispanic), which means it is likely that the arrest disparity is understated. Additionally, procedures for identifying race may differ between the two agencies.

Supporting research in other states, DMC is more pronounced among Black/African American youth in Maine than the overall minority rate suggests. Where Black/African American youth can be examined separately, they are more likely to be arrested and are referred at much higher rates than white youth, even when DMC is not found for the overall minority youth population. This is true for all three years in Androscoggin and Cumberland County, and the two years in York County for which that population met the minimum population percentage (1%). All three of these counties have seen their Black/African American populations more than double over the past 10 years, the highest increases in the state.

Another possible explanation for disparity between white and Black/African American youth in these counties is large immigrant populations. Language and cultural factors may be at work that the system may not be adequately prepared to handle with an increasingly diverse population. The next section of this report examines some of the contextual factors present in these communities.

Asian, Native American, and Hispanic youth often represent less than 1% of the juvenile population in Maine, and little information can be drawn from the data. Where sufficient data exists, Asian youth rates appear to support research in other states: the rates of Asian youth contact tend to be lower than those of white youth. When Hispanic youth meet the population threshold, most often, disparity does not appear. When the number of incidents meets the minimum requirement, the numbers are often not statistically significant.

Section III: DMC Assessment- Qualitative Analysis

Study Design

Rationale

The State of Maine, in response to the requirements of the JJDP Act, began collecting, analyzing, and reporting on race and ethnicity data regarding youth treated by the justice system in 2002. Since 2004, the state's research partner, the Justice Policy Program at the Muskie School of Public Service at the University of Southern Maine, has assisted in data collection and analysis and in training data collection personnel to acquire and handle the data needed to understand and report DMC trends. Data surveillance has ensured reasonable confidence in the trends, which suggest that over-representation of minorities is present at specific levels in the more populous counties. Such results are always subject to the caveat that Maine (population roughly 1.3 million as of 2007 census figures) is a state with very small numbers of minorities (being roughly 95% white on the whole) and includes sparsely populated rural areas, which further confound the findings. Nevertheless, the establishment of reliable trend data has enabled the state to proceed to the assessment of the underlying issues and causes found in these trends, a response required by OJJDP. The University of Maine School of Law proposed to conduct a first phase of this assessment using interviews of system stakeholders.

Team and Sample Selection

The Law School selected a group of students to carry out the fieldwork associated with this study. Working with their faculty advisor and the JJAG, which funded the study, the students developed a list of system stakeholders. The list included a broad sampling of internal system actors (judges, district attorneys, school resource officers, juvenile case correction officers, and attorneys) and also the families and youth impacted by the system in the three Maine counties that contain the largest urban centers (Cumberland, Penobscot, and Androscoggin). Key personnel in each county, identified by the JJAG or through personal connections with Law School staff, in turn identified potential subjects. For example, juvenile community corrections officers (JCCOs) referred youth and families, while judges referred attorneys. The fieldworkers initially estimated their sample to number around 50, with four Law students and one Sociology student conducting the interviews in pairs along with their faculty advisor. Despite or due to time constraints resulting in part by ensuring compliance with the University Institutional Review Board, the team conducted 18 of the 50 slated interviews, none of which included families and children. The interviews did include system actors (judges, ADA's, JCCO's, attorneys) from all three of the target communities.

Question Development

The Law School engaged Muskie School research staff to assist the students in developing interview questions and conducting analysis of the data. The Muskie School also provided a training session on how to conduct interviews and participated in the creation of initial codes and themes for the data analysis. The pre-identified codes and themes arose from literature on DMC familiar to the Law School team that indicated certain

persistent patterns in data gathered in a similar manner in other states. For example, the absence of sufficient community resources is a reason often offered for declining to place minority youth in alternate settings that would divert them from more formal detention settings. "Access to services" thus became one of the pre-selected codes. The Muskie School staff instructed students in reassessing their data for other codes that may become evident in the analysis process.

In the early stages of question development, many proposed questions were "close-ended," eliciting a yes or no response only. The student team and their mentors worked to "open" the questions to invite narrative responses. Question developers remained mindful of the pitfalls inherent in framing questions about the roles of race and ethnicity in decision-making. Chief among these is the possibility that the question itself can cue the subject either to provide the "socially acceptable answer" or to become wary and uncooperative with the interviewer, based on the belief that the question carries an accusation with it.

DMC Interview Questions

1. Based on your experience, do you believe that minority youth are treated differently by the Juvenile Justice system? If so, please describe these differences.
   (*Probes*: Check each decision point. Have internal system actors reflect on their own relevant work.)
2. What issues and/or policies, if any, do you think draw more minorities into the juvenile justice system?
   (*Probes*: Look for references to gang activity and truancy. These may be points to discuss.)
3. Are there enough community-based treatment services helping minority youth avoid a return to jail? What else should be in place?
4. (***Do Not Ask Of Youth or their Families--skip and go to 5*) What are the most important factors in your decision to recommend a treatment/disposition for one youth and not another? Do you weigh these factors differently for minorities?
5. In your opinion, what would most help to support community efforts to help minority youth avoid unnecessary arrest or jail time?

Extra Question: Do you have any other observations about the treatment of minority youth by the Juvenile Justice system that may be helpful for our assessment?

Fieldwork Process

As with any study utilizing human subjects, the fieldworkers were obliged to provide a consent form to interviewees that explained the study and the rights of subjects. This form served to orient interviewees to DMC and to the goals and methods of the study. Fieldworkers were instructed to approach their subjects as partners in understanding the observed data patterns. The consent form supplies useful language in that regard: "You were selected as a possible participant because you possess insight into how such programs can be more effective in Maine."

The project team settled on use of written field notes to capture the essence of the interviews. Each interview would be conducted by a pair of fieldworkers, one to take notes and one to conduct the interview. Following the interview, the interviewer would review the notes and make edits as indicated. The final product would be typed into a word processing program by a designated data coordinator, who would also oversee the storage of the original notes. Each transcript would consist of demographic data (date, interviewers, respondent gender, city, and respondent system role) and bulleted "high points" representing the answers to each question with as much original language as possible.

Once fieldworkers began conducting interviews, they scheduled a series of "debrief" sessions that allowed the lead faculty advisor and Muskie School staff mentors to monitor the progress of the interview, assist them in addressing potential problems, and begin assessing the data for trends. In the initial debrief, after roughly ten interviews, the fieldworkers reported their subjects showed strong enthusiasm for participation, one even remarking, "I have been waiting for someone to do this."

On the basis of their initial work with the questions, the fieldworkers identified a potential shortcoming within the question list. The six questions as approved by the University Institutional Review Board (IRB) included a direct question about community resources, followed by a question about what issues influence decisions. The fieldworkers reported that the presence of this first question tended to steer respondents towards citing lack of resources as a strong issue in the following question's response, while they hinted in passing that school behaviors and peer groups may have a bearing. The faculty advisor and Muskie School research staff mentors suggested adding a probe that would encourage discussion in this and other directions.

Data Analysis

After completing the first round of interviews, which yielded eighteen transcripts, the project team convened to finalize the definitions of each code and theme and the process used to mark up the transcripts with the codes and themes. In order to ensure the codes would be applied as uniformly as possible, the team conducted a test. Each team member coded a transcript apart from the group and then together they collectively compared and discussed the results. The team found strong agreement. For example, certain codes were used at the same frequency or not at all by the group. During the discussion, members easily justified their choices and brought the group to consensus.

Characteristics of Interviewees	
Elements	***Numbers***
Places	
Portland	***8***
Lewiston/Auburn	***4***
Bangor	***6***
Roles	
JCCO	***9***
Judge	***4***
ADA	***4***
Attorney	***1***

Codes and Themes

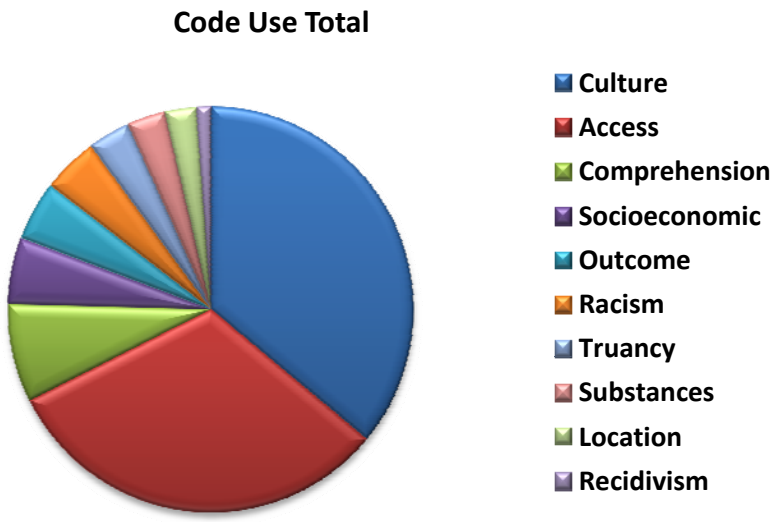
1. ***Culture/Language:*** Pertaining to the beliefs and behaviors, including language spoken, shared by distinct groups of youth. Includes family and social system functioning.
2. ***Access/Availability/Awareness (AAA):*** Pertaining to whether services are present and families are aware of them or can take advantage of them. Includes the commitment and participation of families.
3. ***Outcome of adjudication/harshness of disposition:*** The actions of law enforcement and others in the system that result in incarceration or other more restrictive dispositions.
4. ***Recidivism:*** Re-adjudication of a juvenile.
5. ***Socioeconomic Status:*** A combination of income, education level, and employment status.
6. ***Location (of home, of offense):*** The place in which the juvenile lives or where the offense occurred.
7. ***Gang related Activity:*** Any association with gang behavior, gang symbols, gang dress.
8. ***Substance related Activity:*** Any use of or selling of illegal substances including the use and abuse of alcohol.
9. ***Truancy/school attendance:*** Degree to which the juvenile regularly attends school as required by law.
10. ***Special Education:*** Remedial education designed to ameliorate learning, cognitive, or physical disabilities. Includes unmet needs, degree of availability and/or ready access, and degree to which youth are identified as appropriate for this service.
11. ***Comprehension:*** Degree to which youth or their families are able to understand the workings of the juvenile justice system and the meaning of the juvenile's disposition.
12. ***Racism:*** Race-based discrimination on the individual and system levels. Includes racial bias that is "interwoven with the fabric of society."
13. ***Cross Cutting Themes:*** A) Risk Factor and B) Protective Factor.

Summary of Results

Patterns in Codes and Themes

One method of summarizing qualitative data results is to report the frequencies of codes used and their association with other variables (such as community of origin and attendant themes assigned). In this way, the information considered most crucial to the issues raised in the interviews can be identified in succinct form.

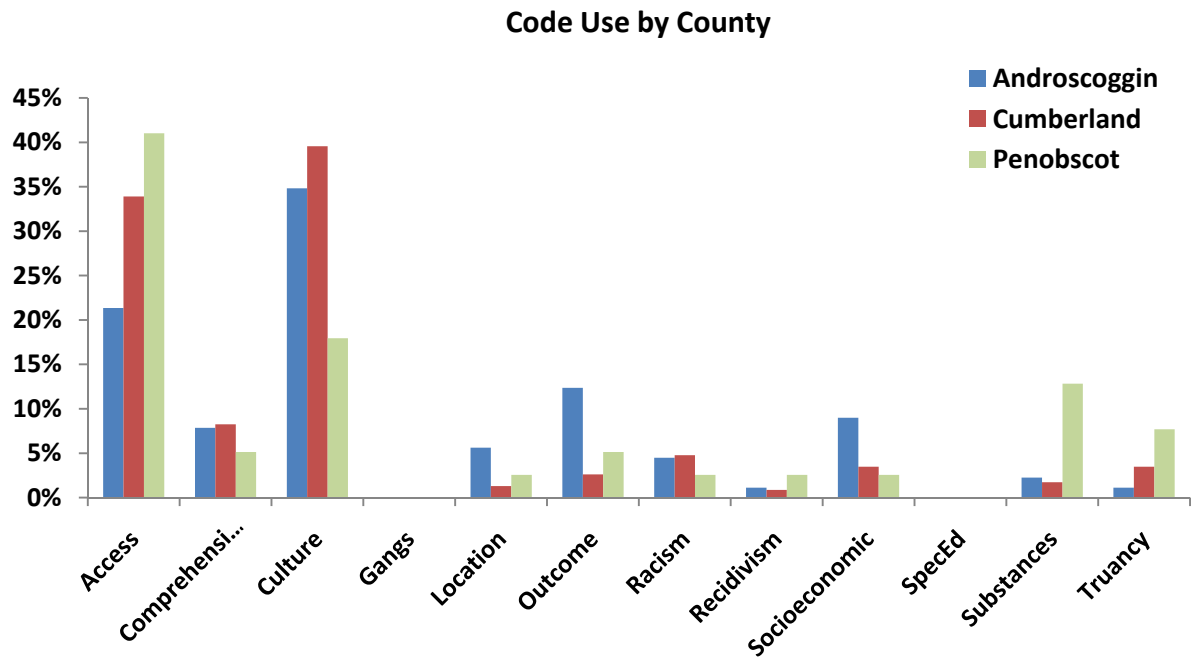
The interview and analysis team first examined the simple occurrence of codes with comparison to each other.



By far, the two most frequently used codes were those related to "culture" and "access." Codes for "gang-related" activity and "special education" were not used. In DMC literature, the outcomes of earlier decisions ("Outcome") and the tendency of some individuals to re-offend ("Recidivism") are often indicated as major factors in driving youth further into the system. In the interviews with system actors conducted thus far, these two elements were infrequently cited. The overwhelming majority of data referred instead to social and cultural aspects of the communities to which youth belong and to lack of services appropriate to those specific situations. The third most common code, "comprehension," refers to a level of understanding about how the juvenile justice system works, which may lead to a variety of barriers to alternatives for youth (i.e. parents being unable or unwilling to participate in finding solutions, youth failing to understand how to cooperate with the system, etc.).

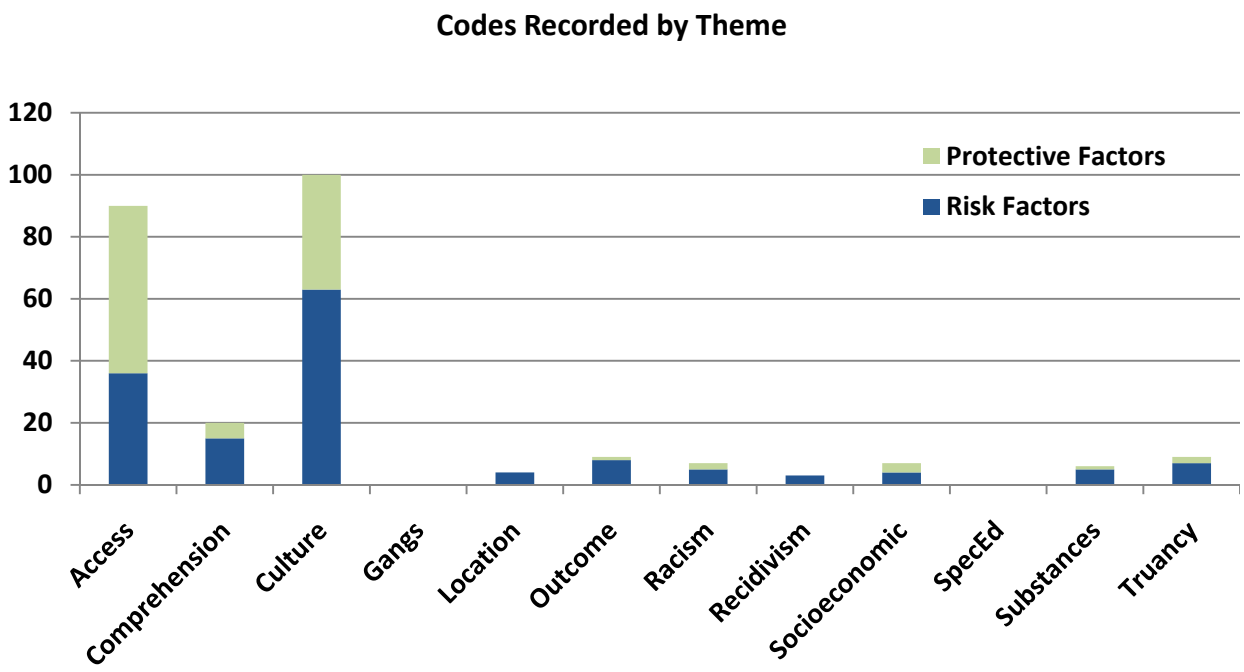
Much of the data covered by "culture" refers specifically to the African immigrant communities concentrated in Portland and in the Lewiston and Auburn area. The term "minority" most often provoked a discussion of either of these groups. Where they are less present (in Bangor), interviewers at times encountered the belief that "there are no minorities here." Little mention was made of the growing Hispanic population. Where the term "culture" was used in the data, it always referred to immigrants. Within the data coded as "culture," the most common attribute of concern was language and perceived barriers to communication with youth and their families based on a foreign language spoken in the home.

Although the overall number of interviews is small (and especially small for Androscoggin county), there is an intriguing pattern by geography in the data thus far.



Interviewees in Cumberland and Androscoggin counties, where there are the largest numbers of African immigrants, were most likely to be concerned with culture and comprehension. In Penobscot County, which includes large, remote rural areas, the overwhelming concern is access to services, followed by culture, substance abuse, and truancy or school behavior.

Once each segment was coded, cross-cutting themes were applied to provide another level of analysis for the data. The themes used refer to whether the coded item is beneficial ("protective") or places the youth in greater potential harm ("risk").



Despite removing the "lacking elements" associated with it (i.e., the services not in place that would be useful), "culture" is strongly identified as a risk factor, meaning that the community itself is less likely to be seen as a useful resource. Prominent within this trend is the identification of families as a problem, although they are frequently cited as a potential asset as well. A minor pattern is the association of social elements such as "peers" and "elders" with protective factors, as they are seen as a potential resource for improving communication, possibly in the role of a "culture broker."

"Access" consists of services that would help (protective) and lack of services as a problem (risk). The data in this area includes many direct suggestions for new or improved services. One of the strongest trends here is the persistent mention of a need for translators skilled in both African languages and cultures with training that is specific to the justice system.

Two elements, location and recidivism, are seen entirely as risk factors. Two others, outcome and substance abuse, are seen as almost complete risks. None of these elements were especially common.

Patterns outside the Codes

The pre-identified coding scheme addressed known issues in the juvenile justice system in general with reference to minorities. It was expected that Maine data would generate unique trends. The project team did observe several emerging characteristics of note relevant to the local context. For example, as noted above, interviewees tended to associate the term "minority" with indicating foreign-born youth.

"Communication is very problematic at every stage of our Juvenile Justice system."

Another pattern, alluded to above with reference to the code "comprehension," was the identification of communication problems throughout the system and between various communities and the system. This issue relates not only to the need for translators, but to the timing of their inclusion in a youth's case (often done later rather than sooner) and the custom of allowing youth to translate for their parents.

Implications

The eagerness with which system actors engaged in these interviews shows that they have already devoted much thought and energy to the problem of excessive DMC and have ideas for addressing this problem, which they want to share. Several concrete suggestions emerged in the interviews and many were voiced repeatedly.

Suggestions	Frequency of Mentions
Provide cultural/language education and training for all system actors	11
Increase number of professional interpreters	6
More programs to strengthen peer/family relationships	6
Add a community liaison	9
Offer after school or school-centered activities	4
Increase number of programs with a job focus	4
Increase number of mental health and substance abuse treatment centers	4
Add more services[19]	9

The narrow application of the terms "minority" and "culture" suggests that DMC in Maine stems in large part from the difficulty of adjusting the system to a large, recently arrived community of non-English speakers and responding to the traumatic impacts of displacement and violence in their countries of origin. This finding does not address the presence and treatment of other minority groups in the system, including non-immigrant Black/African-American youth. Because the quantitative data available cannot pull the immigrant and non-immigrant youth apart for trend analysis, the magnitude of the immigrant impact will be understood qualitatively until more data are available. Meanwhile, without a direct set of questions designed to gauge the degree to which the terms "minority" and "culture" are being understood and used differently by the research team and their interviewees, little can be concluded about how (or whether) to address this disparity.

[19] Suggested services include: diversion programs, alternatives to detention, sports teams, rehabilitation programs for youth (particularly focused on immigrant youth), dual diagnosis programs, case managers, mentoring of youth by older peers from their own community.

Section IV - Recommendations

This report identifies several areas where RRI analysis indicates that disproportionate minority contact (DMC) is occurring in Maine's juvenile justice system (see Section II). These areas need to be continually monitored over additional years. More in-depth assessment is also needed, to discover the underlying causes of the disparities outlined in this report.

During interviews, system practitioners in Bangor, Lewiston, and Portland identified many barriers and challenges to improving Maine's juvenile justice system to ensure the equal treatment of youth involved with the system (see Section III). They suggested many strategies for improvement of conditions moving forward. A nearly universally expressed opinion was that each point where disparity was found represents an opportunity for constructive dialogue and action by local and state level stakeholders.

Report recommendations fall into two categories – research and administrative. Research recommendations are activities that require a level of scientific rigor sufficient to yield useable information for identifying, assessing, monitoring, and evaluating DMC in Maine. Administrative recommendations refer to activities, decisions, or capacity building at a centralized level which will contribute to the state's ability to identify, assess, monitor, evaluate, and ultimately reduce DMC.

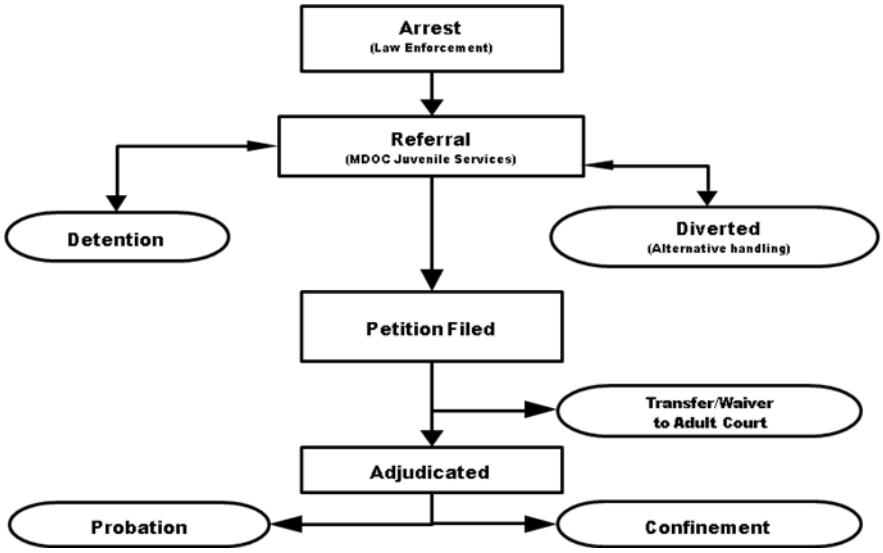
Research Recommendations

- Explore, through qualitative analysis, the differences between Black/African American and African Immigrant youth to identify to what extent the latter group may be driving RRI rates in Androscoggin and Cumberland County.
- Continue to conduct interviews in order to add in perspectives currently missing from the study, particularly families and youth who are enmeshed in the juvenile justice system. Data capture and handling procedures used in the first round should be reviewed and revised as indicated by feedback from the study team.
- Continue to conduct RRI analysis to identify and monitor trends in DMC over time. This is especially important because Maine has small numbers of minorities, and continued analysis will help to confirm actual trends. Analyze by specific minority group where there are sufficient numbers of that minority group to achieve statistical significance.
- Conduct a representative, state-wide self-report study to assess whether racial/ethnic disparities identified in this report are driven by differential behavior (e.g., delinquency rates) or differential treatment.
- Conduct systematic case reviews to assess the objective record on minority processing in the juvenile justice system.
- Closely monitor the practice of detention, particularly within York and Androscoggin Counties, which experienced the highest detention rates for minority youth.

Administrative Recommendations

- Continue to improve DMC processes through the hiring of a statewide DMC coordinator and formalizing state level support to local communities developing strategies to address DMC. Maine is one of few states without a DMC coordinator.
- Review specific recommendations put forth by interview respondents – e.g., strategies to increase cultural competence - and determine their feasibility for implementation. Include methods for promoting their use and encouraging ongoing feedback regarding their effectiveness.
- Improve arrest data collection, especially ethnicity and individual level data. Currently there is no data on the ethnicity of arrestees. Record charges resulting in arrest to help determine if racial/ethnic disparities in offense type are driven by disparities at the arrest level.
- Reach out to Native American populations to provide support for examination of DMC. Because the numbers of Native Americans in Maine are small, it is more difficult to identify where DMC may be occurring, without increasing our understanding of their unique context and circumstances.
- Institute a monitoring system whereby counties or individual jurisdictions track DMC outcomes in addition to identifying possible reasons for disparities. Analyses to date indicate that no county has experienced an appreciable decrease in disparity.
- Track juveniles through the justice system in a manner that allows individual-level analyses in order to statistically control for factors related to DMC.

Maine Juvenile Justice System
Contact Points



DMC Data Sources (quoted from the OJJDP/DMC Data Book):
http://ojjdp.ncjrs.gov/ojstatbb/dmcdb/index.html

"The Disproportionate Minority Contact (DMC) Relative Rate Index Matrix promoted by the Office of Juvenile Justice and Delinquency Prevention is an ideal that some (or possibly many) data analysts are not able to implement due to the limitations of available data. The ideal data enables RRI developers to assess juvenile justice system processing using ten measures that capture flow at nine points in the system. These ten measures are (1) juvenile resident population, (2) juvenile arrests, (3) referrals to juvenile court, (4) diversions from juvenile court, (5) pre-disposition detentions, (6) petitions, (7) adjudications, (8) adjudications that result in probation, (9) adjudications that result in secure placement, and (10) transfer/waiver to criminal court. In addition, for the ideal RRI Matrix, each of these ten measures should be subdivided into six race/ethnicity groups: (1) White, (2) Black, (3) Hispanic, (4) American Indian and Alaska Native, (5) Hawaiian or Other Pacific Islanders, and (6) Asian. [The ideal actually includes a seventh race/ethnicity group labeled 'Mixed' that covers a wide range of possible subgroups.]

"For an RRI developer, a common question is what to do when the available data are less than ideal. In developing the national RRI Matrices, we were faced with the same problems. We had data for all of the ten measures, although for some they were not the ideal measures. For example, our measure of 'transfer/waiver to criminal court' was the national estimate of judicial waivers. This measure excludes a prosecutor's decision to directly file a juvenile matter in criminal court or transfers that followed local legislation and placed a juvenile's behavior directly into criminal court. Some do not consider these two methods of handling a juvenile in criminal court as a true 'transfer' because the cases were never actually in the juvenile justice system. As data analysts, this was a moot point since data capturing these two methods are not available at the national level. We also had to make data compromises because the arrest and court processing data were not available that distinguished Hispanics or that separated Asian/Pacific Islanders into its subgroups. Given these data limitations, we built a set of RRI Matrices that took maximum advantage of available data.

"The ten measures used in the national RRI matrices are:

- Population at risk (ages 10-17): The data were developed by the Centers for Disease Control and Prevention and provide national estimates of the U.S. resident population by demographic subgroups. For the years 2000 and beyond, these data classify individuals into one of five racial groups. This is accomplished by estimating how mixed race individuals would self-identify if they had been asked to pick a single race. These population estimates are available from Easy Access to Juvenile Populations (http://ojjdp.ncjrs.gov/ojstatbb/ezapop/).
- Juvenile arrests: The juvenile arrest estimates were developed by the National Center for Juvenile Justice using data reported by the Federal Bureau of Investigation (FBI) in its Crime in the United States reports. The unit of count is an arrest, not an individual arrested. This means that a juvenile may be represented in the arrest counts more than once. The FBI reports arrest data in four race groups (i.e., White, Black, American Indian/Alaskan Native, and Asian/Pacific Islander). The FBI does not distinguish Hispanic ethnicity when reporting its arrest data.

"All of the following measures of juvenile court activity were derived from the work of the National Juvenile Court Data Archive that is maintained by the National Center for Juvenile Justice. Archive data are the basis for the annual Juvenile Court Statistics series that monitors the workloads of the nation's

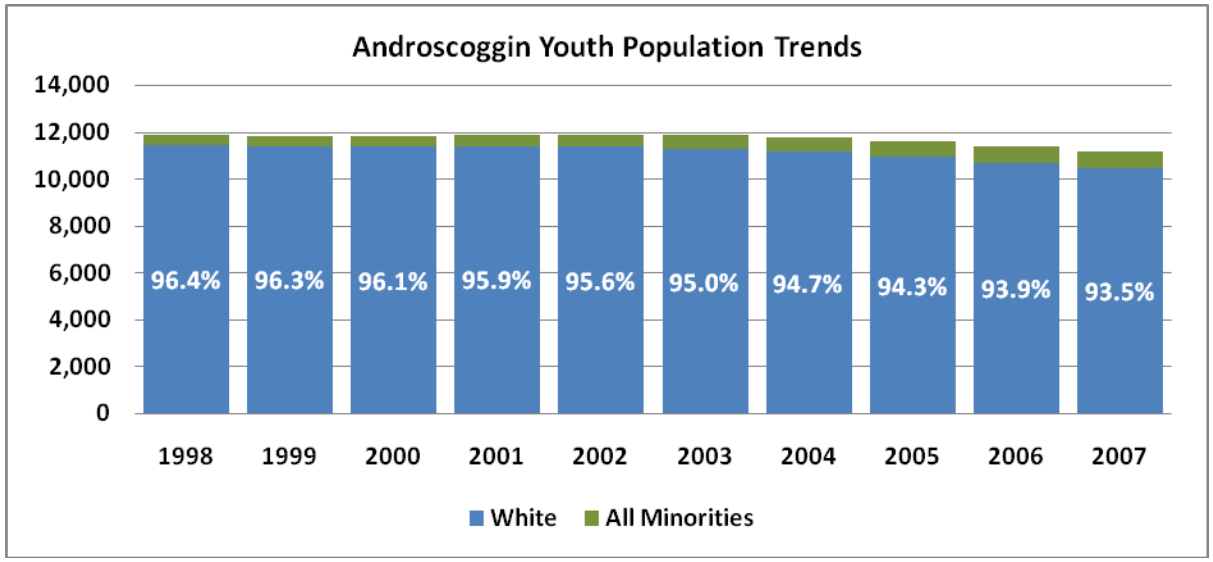
juvenile courts. The Juvenile Court Statistics series uses 'case disposed' as the unit of count to describe court workloads. A case represents a youth referred to juvenile court for a new referral for one or more offenses. The term disposed means that during the year some definite action was taken or some treatment plan was decided on or initiated. Under this definition, a youth could be involved in more than one case during a calendar year. The Juvenile Court Statistics series develops national estimates of cases handled by U.S. juvenile courts. Due to the nature of available data, these national estimates are limited to data in four race groups (i.e., White, Black, American Indian/Alaskan Native, and Asian/Pacific Islander)."

The following table compares OJJDP decision point definitions with Maine's decision point definitions.

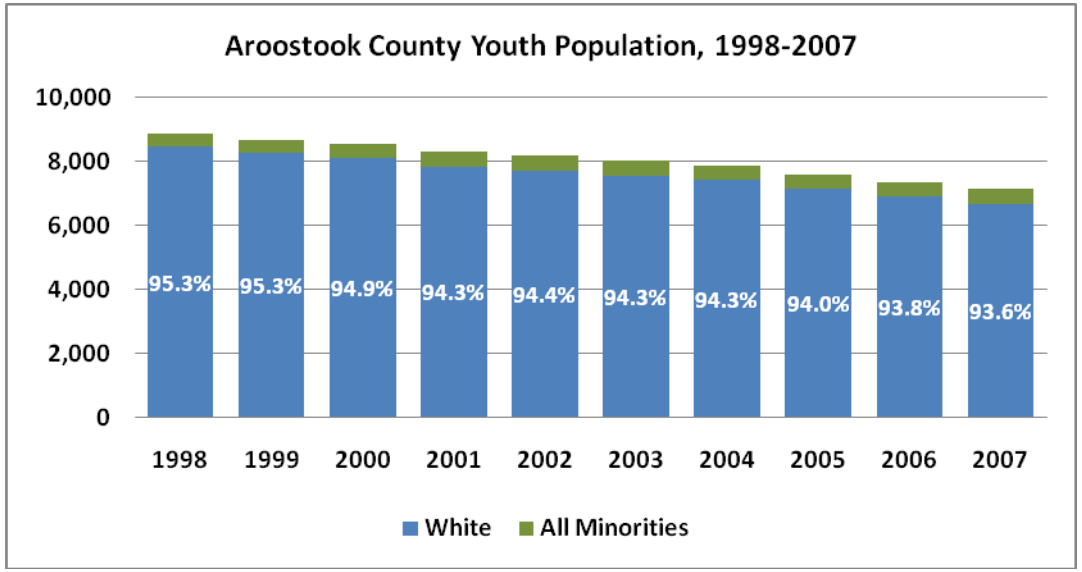
Decision Point	**OJJDP Definition**	**Maine definition**
Arrest	The juvenile arrest estimates were developed by the National Center for Juvenile Justice using data reported by the Federal Bureau of Investigation (FBI) in its Crime in the United States reports. The unit of count is an arrest, which is considered to be a crime reported to police or which is identified by law enforcement. It is not a count of individuals arrested. This means that a juvenile may be represented in the arrest counts more than once. The FBI reports arrest data in four race groups (i.e., White, Black, American Indian/Alaskan Native, and Asian/Pacific Islander). The FBI does not distinguish Hispanic ethnicity when reporting its arrest data.	Maine participates in the UCR crime report and National Criminal Justice Information System. Like the national definition, data is aggregated. Consistent with the FBI data, Maine collects data on crimes reported to police, or crimes identified by law enforcement. In other words, juveniles are not necessarily handcuffed, or 'booked'. The Maine Department of Public Safety collects this information.
Referral	The number of delinquency referrals disposed in the calendar year.	The number of formal summons forwarded to MDOC from local law enforcement.
Diversion	The number of delinquency referrals disposed in the calendar year that were diverted from the formal juvenile justice system (i.e., before the filing of a petition requesting an adjudicatory hearing on a charge of delinquency). Some cases are dismissed after referral to juvenile court with no further action anticipated; these cases are not considered to be diverted. Cases that are diverted are either referred to another agency for service or receive services voluntarily from those that work within the juvenile justice system (primarily intake or probation officers).	The number of formal diversions made in one year. Cases that are informally diverted are not included, nor are informal adjustments, no further action, or other dismissals prior to petition.

Decision Point	OJJDP Definition	Maine definition
Detention	The number of delinquency referrals disposed in the calendar year that had experienced secure detention prior to case disposition.	The number of detentions in a calendar year. Numerous detentions can occur prior to case disposition. Both JCCO and court initiated detentions are included and treated separately. In other words, if a JCCO sends a youth to detention, and a judge orders the youth to continue to be held, that would count as two detentions.
Petitioned	The number of delinquency referrals disposed in the calendar year in which a petition was filed with the court requesting either a transfer or an adjudicatory hearing.	The number of unique times charges were filed in a calendar year.
Adjudication	The number of delinquency referrals disposed in the calendar year that were petitioned and the court adjudicated the youth to be a delinquent.	The number of cases where a youth was found guilty in a calendar year.
Probation	The number of delinquency referrals disposed in the calendar year that were petitioned and the court adjudicated the youth to be a delinquent and ordered the youth to a period of formal probation.	The number of probations sentenced in a calendar year.
Confinement	The number of delinquency referrals disposed in the calendar year that were petitioned and the court adjudicated the youth to be a delinquent and ordered the youth to a period of secure confinement.	The number of commitments in a calendar year.
Waiver (bindover)	The number of delinquency referrals disposed in the calendar year that were petitioned and the juvenile court judge waived jurisdiction over the matter and sent the case to criminal.	The number of cases waived to adult court in a calendar year.

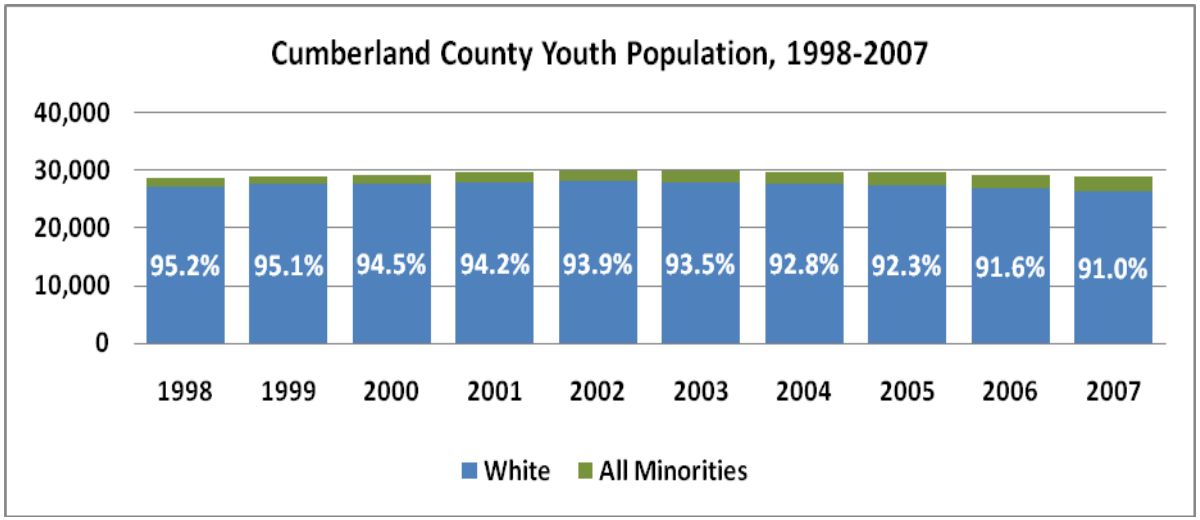
Androscoggin County Population Trends												
	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	%Change 10 year	% Change 5 year
White	11,424	11,401	11,377	11,400	11,365	11,251	11,144	10,929	10,675	10,436	-8.6%	-7.2%
Black/African American	143	148	152	166	203	246	276	314	351	367	156.6%	49.2%
American Indian	47	49	59	57	58	54	51	50	45	46	-2.1%	-14.8%
Asian	89	92	96	96	91	94	90	86	86	93	4.5%	-1.1%
Hispanic	143	137	152	166	175	198	201	210	214	220	53.8%	11.1%
Total	**11,846**	**11,827**	**11,836**	**11,885**	**11,892**	**11,843**	**11,762**	**11,589**	**11,371**	**11,162**	**-5.8%**	**-5.8%**
All Minorities	422	426	459	485	527	592	618	660	696	726	72.0%	22.6%



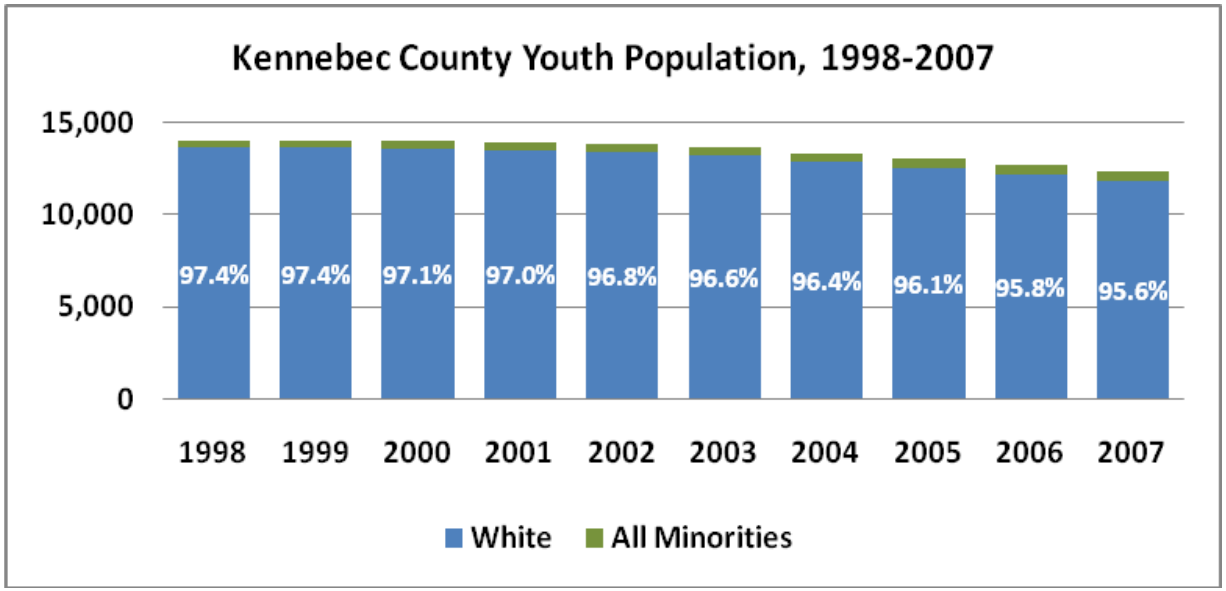
Aroostook County Population Trends												
	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	%Change 10 year	% Change 5 year
White	8,430	8,244	8,082	7,826	7,704	7,545	7,403	7,117	6,873	6,671	-20.9%	-11.6%
Black/African American	69	61	70	79	82	90	87	87	90	96	39.1%	6.7%
American Indian	217	212	214	228	213	210	193	195	192	181	-16.6%	-13.8%
Asian	55	61	55	55	55	51	49	42	44	45	-18.2%	-11.8%
Hispanic	72	69	95	108	105	109	116	128	131	132	83.3%	21.1%
Total	**8,843**	**8,647**	**8,516**	**8,296**	**8,159**	**8,005**	**7,848**	**7,569**	**7,330**	**7,125**	**-19.4%**	**-11.0%**
All Minorities	413	403	434	470	455	460	445	452	457	454	9.9%	-1.3%



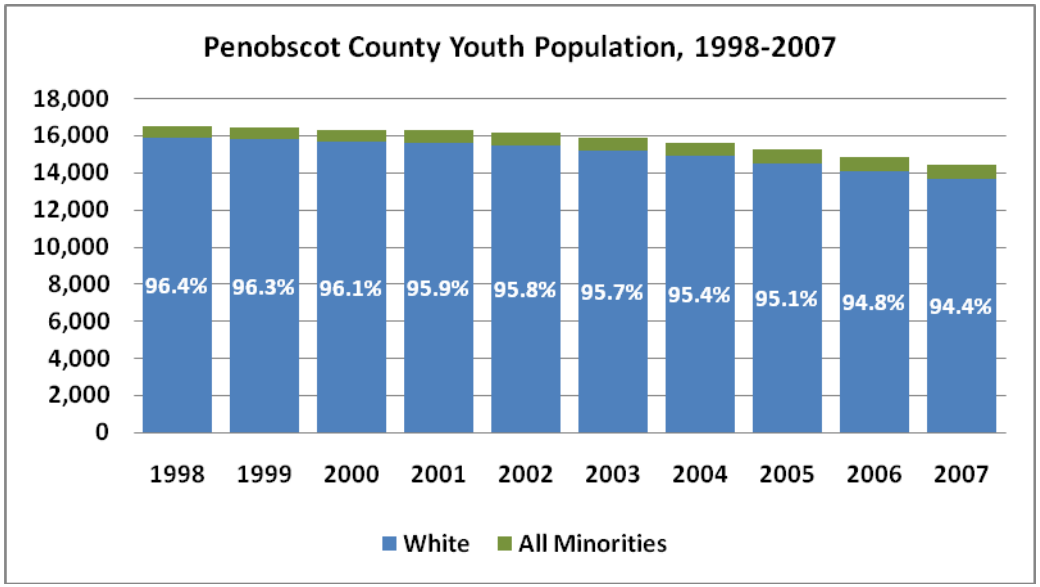
Cumberland County Population Trends												
	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	%Change 10 year	% Change 5 year
White	27,052	27,400	27,560	27,754	27,973	27,891	27,518	27,193	26,640	26,158	-3.3%	-6.2%
Black/African American	454	482	578	598	643	699	798	876	953	1006	121.6%	43.9%
American Indian	101	97	111	110	112	111	107	106	104	101	0.0%	-9.0%
Asian	504	519	553	560	593	628	647	667	707	734	45.6%	16.9%
Hispanic	305	315	362	433	468	511	577	627	672	740	142.6%	44.8%
Total	**28,416**	**28,813**	**29,164**	**29,455**	**29,789**	**29,840**	**29,647**	**29,469**	**29,076**	**28,739**	**1.1%**	**-3.7%**
All Minorities	1,364	1,413	1,604	1,701	1,816	1,949	2,129	2,276	2,436	2,581	89.2%	32.4%



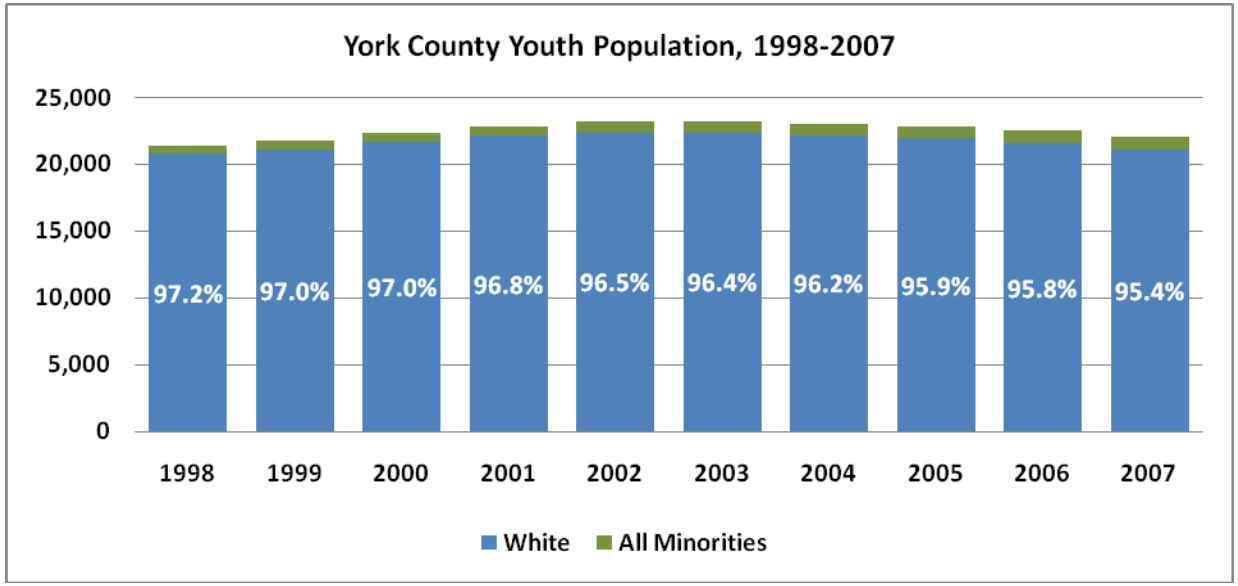
Kennebec County Population Trends												
	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	%Change 10 year	% Change 5 year
White	13,572	13,586	13,559	13,481	13,340	13,148	12,828	12,501	12,105	11,810	-13.0%	-10.2%
Black/African American	83	82	100	108	118	128	131	146	147	154	85.5%	20.3%
American Indian	79	79	80	80	78	75	74	69	69	69	-12.7%	-8.0%
Asian	92	91	94	99	100	110	109	118	120	117	27.2%	6.4%
Hispanic	111	115	133	135	139	149	166	179	193	205	84.7%	37.6%
Total	**13,937**	**13,953**	**13,966**	**13,903**	**13,775**	**13,610**	**13,308**	**13,013**	**12,634**	**12,355**	**-11.4%**	**-9.2%**
All Minorities	365	367	407	422	435	462	480	512	529	545	49.3%	18.0%



Penobscot County Population Trends												
	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	%Change 10 year	% Change 5 year
White	15,857	15,807	15,646	15,597	15,454	15,182	14,875	14,502	14,074	13,629	-14.1%	-10.2%
Black/African American	113	112	130	141	164	176	192	212	238	260	130.1%	47.7%
American Indian	224	228	228	236	230	214	212	210	208	201	-10.3%	-6.1%
Asian	122	121	128	131	132	129	135	140	139	137	12.3%	6.2%
Hispanic	133	138	145	153	151	169	182	183	191	205	54.1%	21.3%
Total	**16,449**	**16,406**	**16,277**	**16,258**	**16,131**	**15,870**	**15,596**	**15,247**	**14,850**	**14,432**	-12.3%	-9.1%
All Minorities	592	599	631	661	677	688	721	745	776	803	35.6%	16.7%



York County Population Trends												
	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	%Change 10 year	% Change 5 year
White	20,773	21,105	21,677	22,074	22,323	22348	22,139	21,897	21,537	21,048	1.3%	-5.8%
Black/African American	144	160	175	204	228	245	259	287	296	316	119.4%	29.0%
American Indian	57	57	65	65	75	76	72	74	77	87	52.6%	14.5%
Asian	218	229	234	228	236	224	225	225	230	241	10.6%	7.6%
Hispanic	178	199	203	241	264	282	325	339	346	374	110.1%	32.6%
Total	21,370	21,750	22,354	22,812	23,126	23,175	23,020	22,822	22,486	22,066	3.3%	-4.8%
All Minorities	597	645	677	738	803	827	881	925	949	1018	70.5%	23.1%



RRI - - TABLES

2005 Androscoggin County

Data Items	Rate of Occurrence - White Youth	Rate of Occurrence - Minority Youth	Relative Rate Index
1. Juvenile Arrests	74.63	148.83	**1.99**
2. Refer to Juvenile Court	49.29	108.70	**2.21**
3. Cases Diverted	36.02	13.85	**0.38**
4. Cases Involving Secure Detention	26.64	49.23	**1.87**
5. Cases Petitioned (Charge Filed)	71.29	69.23	0.97
6. Cases Resulting in Delinquent Findings	57.89	75.56	**1.31**
7. Cases resulting in Probation Placement	41.36	32.35	0.78
8. Cases Resulting in Confinement in Secure Juvenile Correctional Facilities	**	**	**
9. Cases Transferred to Adult Court	**	--	**

2006 Androscoggin County

Data Items	Rate of Occurrence – White Youth	Rate of Occurrence – Minority Youth	Relative Rate Index
1. Juvenile Arrests	75.07	143.84	**1.92**
2. Refer to Juvenile Court	47.21	121.58	**2.58**
3. Cases Diverted	43.17	23.94	**0.55**
4. Cases Involving Secure Detention	39.61	69.01	**1.74**
5. Cases Petitioned (Charge Filed)	80.79	85.92	1.06
6. Cases Resulting in Delinquent Findings	59.80	54.10	0.90
7. Cases resulting in Probation Placement	33.20	30.30	0.91
8. Cases Resulting in Confinement in Secure Juvenile Correctional Facilities	25.00	30.30	1.21
9. Cases Transferred to Adult Court	--	--	--

Statistically significant results:	**Bold font**	Insufficient number of cases for analysis	**
Results that are not statistically significant	Regular font	Missing data for some element of calculation	--
Group is less than 1% of the youth population	*		

2007 Androscoggin County

Data Items	Rate of Occurrence - White Youth	Rate of Occurrence - Minority Youth	Relative Rate Index
1. Juvenile Arrests	69.85	104.68	**1.50**
2. Refer to Juvenile Court	47.91	93.66	**1.95**
3. Cases Diverted	39.20	26.47	**0.68**
4. Cases Involving Secure Detention	31.00	30.88	1.00
5. Cases Petitioned (Charge Filed)	68.20	88.24	**1.29**
6. Cases Resulting in Delinquent Findings	66.28	51.67	**0.78**
7. Cases resulting in Probation Placement	32.74	32.26	0.99
8. Cases Resulting in Confinement in Secure Juvenile Correctional Facilities	23.01	25.81	1.12
9. Cases Transferred to Adult Court	--	--	--

2005 Androscoggin County

Data Items	Rate of Occurrence - White Youth	Rate of Occurrence – Black/African American	Relative Rate Index
1. Juvenile Arrests	74.63	317.69	**4.26**
2. Refer to Juvenile Court	49.29	176.90	**3.59**
3. Cases Diverted	36.02	14.29	**0.40**
4. Cases Involving Secure Detention	26.27	55.10	**2.10**
5. Cases Petitioned (Charge Filed)	71.29	73.47	1.03
6. Cases Resulting in Delinquent Findings	57.89	75.00	**1.30**
7. Cases resulting in Probation Placement	**	**	**
8. Cases Resulting in Confinement in Secure Juvenile Correctional Facilities	**	**	**
9. Cases Transferred to Adult Court	**	--	**

Statistically significant results:	**Bold font**	Insufficient number of cases for analysis	**
Results that are not statistically significant	Regular font	Missing data for some element of calculation	--
Group is less than 1% of the youth population	*		

2006 Androscoggin County

Data Items	Rate of Occurrence – White Youth	Rate of Occurrence – Black/African American	Relative Rate Index
1. Juvenile Arrests	75.07	303.70	**4.05**
2. Refer to Juvenile Court	47.21	211.11	**4.47**
3. Cases Diverted	43.17	19.30	**0.45**
4. Cases Involving Secure Detention	39.60	66.67	**1.68**
5. Cases Petitioned (Charge Filed)	80.79	84.21	1.04
6. Cases Resulting in Delinquent Findings	59.80	56.25	0.94
7. Cases resulting in Probation Placement	**	**	**
8. Cases Resulting in Confinement in Secure Juvenile Correctional Facilities	**	**	**
9. Cases Transferred to Adult Court	**	**	--

2007 Androscoggin County

Data Items	Rate of Occurrence – White Youth	Rate of Occurrence – Black/African American	Relative Rate Index
1. Juvenile Arrests	69.85	201.63	**2.89**
2. Refer to Juvenile Court	47.91	149.86	**3.13**
3. Cases Diverted	39.20	29.09	0.74
4. Cases Involving Secure Detention	31.00	32.73	1.06
5. Cases Petitioned (Charge Filed)	68.20	85.45	**1.25**
6. Cases Resulting in Delinquent Findings	66.28	53.19	0.80
7. Cases resulting in Probation Placement	**	**	**
8. Cases Resulting in Confinement in Secure Juvenile Correctional Facilities	**	**	**
9. Cases Transferred to Adult Court	**	**	--

Statistically significant results:	**Bold font**	Insufficient number of cases for analysis	**
Results that are not statistically significant	Regular font	Missing data for some element of calculation	--
Group is less than 1% of the youth population	*		

2005 Aroostook County

Data Items	Rate of Occurrence - White Youth	Rate of Occurrence - Minority Youth	Relative Rate Index
1. Juvenile Arrests	63.75	24.69	**0.39**
2. Refer to Juvenile Court	33.71	98.77	**2.93**
3. Cases Diverted	82.01	82.50	1.01
4. Cases Involving Secure Detention	**	**	**
5. Cases Petitioned (Charge Filed)	66.53	55.00	0.83
6. Cases Resulting in Delinquent Findings	**	**	**
7. Cases resulting in Probation Placement	**	**	**
8. Cases Resulting in Confinement in Secure Juvenile Correctional Facilities	**	**	**
9. Cases Transferred to Adult Court	**	**	**

2006 Aroostook County

Data Items	Rate of Occurrence - White Youth	Rate of Occurrence - Minority Youth	Relative Rate Index
1. Juvenile Arrests	57.02	27.16	**0.48**
2. Refer to Juvenile Court	32.17	106.17	**3.30**
3. Cases Diverted	75.00	44.19	**0.59**
4. Cases Involving Secure Detention	**	**	**
5. Cases Petitioned (Charge Filed)	70.09	37.21	**0.53**
6. Cases Resulting in Delinquent Findings	**	**	**
7. Cases resulting in Probation Placement	**	**	**
8. Cases Resulting in Confinement in Secure Juvenile Correctional Facilities	**	**	**
9. Cases Transferred to Adult Court	**	**	--

Statistically significant results:	**Bold font**	Insufficient number of cases for analysis	**
Results that are not statistically significant	Regular font	Missing data for some element of calculation	--
Group is less than 1% of the youth population	*		

2007 Aroostook County

Data Items	Rate of Occurrence - White Youth	Rate of Occurrence - Minority Youth	Relative Rate Index
1. Juvenile Arrests	55.74	30.84	**0.55**
2. Refer to Juvenile Court	27.42	74.89	**2.73**
3. Cases Diverted	74.32	94.12	**1.27**
4. Cases Involving Secure Detention	**	**	**
5. Cases Petitioned (Charge Filed)	77.05	88.24	1.15
6. Cases Resulting in Delinquent Findings	**	**	**
7. Cases resulting in Probation Placement	**	**	**
8. Cases Resulting in Confinement in Secure Juvenile Correctional Facilities	**	**	**
9. Cases Transferred to Adult Court	**	**	--

Statistically significant results:	**Bold font**	Insufficient number of cases for analysis	**
Results that are not statistically significant	Regular font	Missing data for some element of calculation	--
Group is less than 1% of the youth population	*		

2005 Cumberland County

Data Items	Rate of Occurrence - White Youth	Rate of Occurrence - Minority Youth	Relative Rate Index
1. Juvenile Arrests	59.66	41.85	**0.70**
2. Refer to Juvenile Court	41.22	64.67	**1.57**
3. Cases Diverted	41.74	35.29	0.85
4. Cases Involving Secure Detention	52.36	50.42	0.96
5. Cases Petitioned (Charge Filed)	85.30	81.51	0.96
6. Cases Resulting in Delinquent Findings	28.94	35.05	1.21
7. Cases resulting in Probation Placement	40.81	35.29	0.86
8. Cases Resulting in Confinement in Secure Juvenile Correctional Facilities	**	**	**
9. Cases Transferred to Adult Court	--	--	--

2006 Cumberland County

Data Items	Rate of Occurrence - White Youth	Rate of Occurrence - Minority Youth	Relative Rate Index
1. Juvenile Arrests	52.53	54.68	1.04
2. Refer to Juvenile Court	40.25	77.83	**1.93**
3. Cases Diverted	42.05	17.72	**0.42**
4. Cases Involving Secure Detention	51.35	51.27	1.00
5. Cases Petitioned (Charge Filed)	94.05	87.34	**0.93**
6. Cases Resulting in Delinquent Findings	35.31	31.88	0.90
7. Cases resulting in Probation Placement	52.10	43.18	0.83
8. Cases Resulting in Confinement in Secure Juvenile Correctional Facilities	**	**	**
9. Cases Transferred to Adult Court	**	**	**

Statistically significant results:	**Bold font**	Insufficient number of cases for analysis	**
Results that are not statistically significant	Regular font	Missing data for some element of calculation	--
Group is less than 1% of the youth population	*		

2007 Cumberland County

Data Item	Rate of Occurrence - White Youth	Rate of Occurrence - Minority Youth	Relative Rate Index
1. Juvenile Arrests	54.44	47.27	0.87
2. Refer to Juvenile Court	35.71	77.10	**2.16**
3. Cases Diverted	39.19	23.12	**0.59**
4. Cases Involving Secure Detention	50.86	50.25	0.99
5. Cases Petitioned (Charge Filed)	82.87	82.91	1.00
6. Cases Resulting in Delinquent Findings	35.53	23.64	**0.67**
7. Cases resulting in Probation Placement	61.45	48.72	0.79
8. Cases Resulting in Confinement in Secure Juvenile Correctional Facilities	9.82	25.64	**2.61**
9. Cases Transferred to Adult Court	--	--	--

2005 Cumberland County

Data Items	Rate of Occurrence - White Youth	Rate of Occurrence – Black/African American	Relative Rate Index
1. Juvenile Arrests	59.66	92.78	**1.56**
2. Refer to Juvenile Court	41.22	107.51	**2.61**
3. Cases Diverted	41.74	28.77	**0.69**
4. Cases Involving Secure Detention	52.36	60.27	1.15
5. Cases Petitioned (Charge Filed)	85.30	93.15	1.09
6. Cases Resulting in Delinquent Findings	28.94	30.88	1.07
7. Cases resulting in Probation Placement	**	**	**
8. Cases Resulting in Confinement in Secure Juvenile Correctional Facilities	**	**	**
9. Cases Transferred to Adult Court	--	--	--

Statistically significant results:	**Bold font**	Insufficient number of cases for analysis	**
Results that are not statistically significant	Regular font	Missing data for some element of calculation	--
Group is less than 1% of the youth population	*		

2006 Cumberland County

Data Items	Rate of Occurrence - White Youth	Rate of Occurrence – Black/African American	Relative Rate Index
1. Juvenile Arrests	52.53	119.89	**2.28**
2. Refer to Juvenile Court	40.25	138.34	**3.44**
3. Cases Diverted	42.05	20.00	**0.48**
4. Cases Involving Secure Detention	51.43	51.55	1.00
5. Cases Petitioned (Charge Filed)	94.05	76.19	**0.81**
6. Cases Resulting in Delinquent Findings	35.31	36.25	1.03
7. Cases resulting in Probation Placement	**	**	**
8. Cases Resulting in Confinement in Secure Juvenile Correctional Facilities	**	**	**
9. Cases Transferred to Adult Court	**	**	**

2007 Cumberland County

Data Items	Rate of Occurrence - White Youth	Rate of Occurrence – Black/African American	Relative Rate Index
1. Juvenile Arrests	54.44	102.39	**1.88**
2. Refer to Juvenile Court	35.71	142.15	**3.98**
3. Cases Diverted	39.19	17.48	**0.45**
4. Cases Involving Secure Detention	57.07	53.85	0.94
5. Cases Petitioned (Charge Filed)	82.87	81.82	0.99
6. Cases Resulting in Delinquent Findings	35.53	21.37	**0.60**
7. Cases resulting in Probation Placement	**	**	**
8. Cases Resulting in Confinement in Secure Juvenile Correctional Facilities	**	**	**
9. Cases Transferred to Adult Court	--	--	--

Statistically significant results:	**Bold font**	Insufficient number of cases for analysis	**
Results that are not statistically significant	Regular font	Missing data for some element of calculation	--
Group is less than 1% of the youth population	*		

2005 Kennebec County

Data Items	Rate of Occurrence - White Youth	Rate of Occurrence - Minority Youth	Relative Rate Index
1. Juvenile Arrests	58.05	49.15	0.85
2. Refer to Juvenile Court	29.72	51.28	**1.73**
3. Cases Diverted	**	**	**
4. Cases Involving Secure Detention	**	**	**
5. Cases Petitioned (Charge Filed)	**	**	**
6. Cases Resulting in Delinquent Findings	**	**	**
7. Cases resulting in Probation Placement	**	**	**
8. Cases Resulting in Confinement in Secure Juvenile Correctional Facilities	**	**	**
9. Cases Transferred to Adult Court	**	**	--

2006 Kennebec County

Data Items	Rate of Occurrence - White Youth	Rate of Occurrence - Minority Youth	Relative Rate Index
Juvenile Arrests	52.39	46.26	0.88
Refer to Juvenile Court	35.31	99.12	**2.81**
Cases Diverted	51.17	31.11	**0.61**
Cases Involving Secure Detention	**	**	**
Cases Petitioned (Charge Filed)	67.52	51.11	**0.76**
Cases Resulting in Delinquent Findings	**	**	**
Cases resulting in Probation Placement	**	**	**
Cases Resulting in Confinement in Secure Juvenile Correctional Facilities	**	**	**
Cases Transferred to Adult Court	--	--	--

Statistically significant results:	**Bold font**	Insufficient number of cases for analysis	**
Results that are not statistically significant	Regular font	Missing data for some element of calculation	--
Group is less than 1% of the youth population	*		

2007 Kennebec County

Data Items	Rate of Occurrence - White Youth	Rate of Occurrence - Minority Youth	Relative Rate Index
1. Juvenile Arrests	51.91	25.69	**0.49**
2. Refer to Juvenile Court	34.29	64.22	**1.87**
3. Cases Diverted	53.83	31.43	**0.58**
4. Cases Involving Secure Detention	**	**	**
5. Cases Petitioned (Charge Filed)	60.99	57.14	0.94
6. Cases Resulting in Delinquent Findings	**	**	**
7. Cases resulting in Probation Placement	**	**	**
8. Cases Resulting in Confinement in Secure Juvenile Correctional Facilities	**	**	**
9. Cases Transferred to Adult Court	--	--	--

Statistically significant results:	**Bold font**	Insufficient number of cases for analysis	**
Results that are not statistically significant	Regular font	Missing data for some element of calculation	--
Group is less than 1% of the youth population	*		

2005 Penobscot County

Data Items	Rate of Occurrence - White Youth	Rate of Occurrence - Minority Youth	Relative Rate Index
1. Juvenile Arrests	47.83	52.79	1.10
2. Refer to Juvenile Court	35.11	48.27	1.37
3. Cases Diverted	55.94	31.25	**0.56**
4. Cases Involving Secure Detention	15.49	18.75	1.21
5. Cases Petitioned (Charge Filed)	58.95	75.00	1.27
6. Cases Resulting in Delinquent Findings	**	**	**
7. Cases resulting in Probation Placement	**	**	**
8. Cases Resulting in Confinement in Secure Juvenile Correctional Facilities	**	**	**
9. Cases Transferred to Adult Court	**	**	**

2006 Penobscot County

Data Items	Rate of Occurrence - White Youth	Rate of Occurrence - Minority Youth	Relative Rate Index
1. Juvenile Arrests	58.61	20.89	**0.36**
2. Refer to Juvenile Court	37.19	40.39	1.09
3. Cases Diverted	**	**	**
4. Cases Involving Secure Detention	**	**	**
5. Cases Petitioned (Charge Filed)	**	**	**
6. Cases Resulting in Delinquent Findings	**	**	**
7. Cases resulting in Probation Placement	**	**	**
8. Cases Resulting in Confinement in Secure Juvenile Correctional Facilities	**	**	**
9. Cases Transferred to Adult Court	--	--	--

Statistically significant results:	**Bold font**	Insufficient number of cases for analysis	**
Results that are not statistically significant	Regular font	Missing data for some element of calculation	--
Group is less than 1% of the youth population	*		

2007 Penobscot County

Data Items	Rate of Occurrence - White Youth	Rate of Occurrence - Minority Youth	Relative Rate Index
1. Juvenile Arrests	51.87	24.91	**0.48**
2. Refer to Juvenile Court	34.27	49.81	**1.45**
3. Cases Diverted	57.17	32.50	**0.57**
4. Cases Involving Secure Detention	**	**	**
5. Cases Petitioned (Charge Filed)	59.96	57.50	0.96
6. Cases Resulting in Delinquent Findings	**	**	**
7. Cases resulting in Probation Placement	**	**	**
8. Cases Resulting in Confinement in Secure Juvenile Correctional Facilities	**	**	**
9. Cases Transferred to Adult Court	--	--	--

Statistically significant results:	**Bold font**	Insufficient number of cases for analysis	**
Results that are not statistically significant	Regular font	Missing data for some element of calculation	--
Group is less than 1% of the youth population	*		

2005 York County

Data Items	Rate of Occurrence - White Youth	Rate of Occurrence - Minority Youth	Relative Rate Index
1. Juvenile Arrests	68.62	52.11	0.76
2. Refer to Juvenile Court	48.68	67.00	**1.38**
3. Cases Diverted	40.67	42.59	1.05
4. Cases Involving Secure Detention	31.48	40.74	1.29
5. Cases Petitioned (Charge Filed)	46.41	31.48	**0.68**
6. Cases Resulting in Delinquent Findings	**	**	**
7. Cases resulting in Probation Placement	**	**	**
8. Cases Resulting in Confinement in Secure Juvenile Correctional Facilities	**	**	**
9. Cases Transferred to Adult Court	--	--	--

2006 York County

Data Items	Rate of Occurrence - White Youth	Rate of Occurrence - Minority Youth	Relative Rate Index
1. Juvenile Arrests	70.31	67.71	0.96
2. Refer to Juvenile Court	50.76	59.25	1.17
3. Cases Diverted	44.46	44.90	1.01
4. Cases Involving Secure Detention	33.39	34.69	1.04
5. Cases Petitioned (Charge Filed)	54.44	69.39	**1.27**
6. Cases Resulting in Delinquent Findings	49.58	50.00	1.01
7. Cases resulting in Probation Placement	**	**	**
8. Cases Resulting in Confinement in Secure Juvenile Correctional Facilities	**	**	**
9. Cases Transferred to Adult Court	--	--	--

Statistically significant results:	**Bold font**	Insufficient number of cases for analysis	**
Results that are not statistically significant	Regular font	Missing data for some element of calculation	--
Group is less than 1% of the youth population	*		

2007 York County

Data Items	Rate of Occurrence - White Youth	Rate of Occurrence - Minority Youth	Relative Rate Index
1. Juvenile Arrests	65.47	38.31	**0.59**
2. Refer to Juvenile Court	44.56	55.99	1.26
3. Cases Diverted	47.87	22.81	**0.48**
4. Cases Involving Secure Detention	29.10	87.72	**3.01**
5. Cases Petitioned (Charge Filed)	55.97	70.18	**1.25**
6. Cases Resulting in Delinquent Findings	41.52	37.50	0.90
7. Cases resulting in Probation Placement	**	**	**
8. Cases Resulting in Confinement in Secure Juvenile Correctional Facilities	**	**	**
9. Cases Transferred to Adult Court	--	--	--

Statistically significant results:	**Bold font**	Insufficient number of cases for analysis	**
Results that are not statistically significant	Regular font	Missing data for some element of calculation	--
Group is less than 1% of the youth population	*		

Credits

AUTHORS

Section II: DMC Identification – Quantitative Analysis

Becky Noréus, Research Analyst, Justice Policy Program, USM Muskie School of Public Service
Michael Rocque, Affiliate, Justice Policy Program, USM Muskie School of Public Service

Section III: DMC Assessment – Qualitative Analysis

Teresa Hubley, Research Associate, USM Muskie School of Public Service

RESEARCH TEAM

Christopher Northrop, Associate Clinical Professor, Maine School of Law
Emily Pelletier, Joint Degree Student, Maine School of Law and USM Muskie School of Public Service
Elizabeth Smith, Law Student, Maine School of Law
Nicole Boutin, Law Student, Maine School of Law
Margie Reid, Law Student, Maine School of Law
Rick Gagne, Sociology Student, USM
Teresa Hubley, Research Associate, USM Muskie School of Public Service
George Shaler, Research Associate, USM Muskie School of Public Service
Becky Noréus, Research Analyst, USM Muskie School of Public Service
Carmen Dorsey, Director, Justice Policy Program, USM Muskie School of Public Service
Michael Rocque, Affiliate, Justice Policy Program, USM Muskie School of Public Service

EDITORS

Carmen Dorsey, Director, Justice Policy Program, USM Muskie School of Public Service
George Shaler, Research Associate, Justice Policy Program, USM Muskie School of Public Service
Jennifer Dodge, Research Analyst, Justice Policy Program, USM Muskie School of Public Service

DESIGN AND LAYOUT

Sheri Moulton, Project Assistant, USM Muskie School of Public Service

---

All authors are on staff or affiliated with the USM Muskie School of Public Service Justice Policy Program.

ACKNOWLEDGEMENTS

The authors gratefully acknowledge the assistance of the following for their comments and support:

- Kathryn McGloin, Juvenile Justice Specialist, Juvenile Justice Advisory Group
- Paul Vestal, Chair, Juvenile Justice Advisory Group
- Ned Chester, DMC Subcommittee, Juvenile Justice Advisory Group
- Christine Thibeault, DMC Subcommittee, Juvenile Justice Advisory Group
- Barry Stoodley, Associate Commissioner for Juvenile Services, Maine Department of Corrections
- Roxy Hennings, Director of Juvenile Programs, Maine Department of Corrections
- Linda Maher, Division of Juvenile Services, Maine Department of Corrections
- Jessica Cummings, Publications Coordinator, Maine Department of Public Safety
- Special thanks to the Juvenile Justice Advisory Group