

Indiana Criminal Justice Institute
**Examining Racial and Ethnic
Disparities in the Juvenile
Justice System in Indiana:**
A Comprehensive Analysis



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Guided by a Board of Trustees representing all components of Indiana's criminal and juvenile justice systems, the Indiana Criminal Justice Institute (ICJI) serves as the state's planning agency for criminal justice, juvenile justice, traffic safety, and victim services. The ICJI develops long-range strategies for the effective administration of Indiana's criminal and juvenile justice systems and administers federal and state funds to carry out these strategies.

The ICJI serves as Indiana's Statistical Analysis Center (SAC). The SAC's primary mission is compiling, analyzing, and disseminating data on a variety of criminal justice and public safety related topics. The information produced by the SAC serves a vital role in effectively managing, planning, and creating policy for Indiana's many public service endeavors.

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Executive Summary

This report aims to delve into the landscape of racial and ethnic disparities within the juvenile justice system, specifically in Indiana, shedding light on the extent and consequences of these inequities. Indiana, like many states, grapples with a complex set of factors that contribute to differential treatment and outcomes for minority youth involved in the juvenile justice system. Understanding and addressing these disparities is imperative for ensuring the development of appropriate policies and interventions that safeguard the rights and futures of all juveniles.

The ICJI was awarded funding for a multi-year project to address the following elements:

1. Enhancing the racial/ethnic disparities data collection environment by
 - a. Obtaining juvenile arrest incidences, and
 - a. Acquiring data fields to better understand referral data;
2. Collaborating with the Indiana Office of Court Services (IOCS) to
 - a. Deliver training to justice professionals who are responsible for entering racial/ethnic disparities data, and
 - a. Build a system that safeguards against inaccurate reporting;
3. Reviewing the literature and assessing the state to
 - a. Identify factors that influence and protect against youth justice system involvement,
 - a. Explore social systems that both perpetuate inequity and lead to minority justice involvement, and
 - a. Investigate methodologies for analyzing these data that include 3a and 3b; and
4. conducting a statewide analysis of counties' disproportionality data in relation to identified contextual data.

This report uses a mixed method approach of quantitative and qualitative findings. Quantitative data include court information and the relative rate index (RRI) for each county at each contact point. Qualitative data were obtained from a survey of criminal justice stakeholders and interviews with juvenile probation officers.

This study sought to answer the following questions:

1. Is juvenile arrest data collected and able to be reported by probation officers?
2. Where do most referrals come from?
3. Where within the juvenile justice system does disproportionality exist?
4. What factors contribute to racial and ethnic disparities in the juvenile justice system?
5. How can stakeholders ensure better/more accurate data collection?

Key Findings

Juvenile arrest data collection is hindered by the inconsistent ability of county probation officers to gather and report such information. This limitation is contingent on the county's relationship with the local police department and the prevailing practices of inter-agency data sharing. Referrals primarily originate from law enforcement, though some are also initiated by school administrators and School Resource Officers (SRO). Notably, racial and ethnic disparities manifest at multiple stages in the juvenile justice process, particularly concerning referrals and diversions. Black/African American youth, Other or Mixed-Race youth, and Hispanic youth experience higher rates of referrals and lower rates of diversion compared to White youth. Black/African American youth face disproportionate referrals across all offense categories except for status offenses.

The intricate factors contributing to these disparities are complex, but the literature review in this study focuses on both differential behavior, the rate that delinquent activity varies among racial and ethnic groups, and differential treatment, the notion that juvenile justice providers treat individuals differently based on characteristics such as race or ethnicity. The literature review concentrates on adverse childhood experiences, policing in schools, the school-to-prison pipeline, and implicit bias. All of these can adversely affect a youth's chance of entering the juvenile justice system and contribute to possible racial and ethnic disparities. Lastly, in the realm of data collection meticulous care must be taken by staff entering information into case management systems to ensure accurate representation of the demographics of juveniles at various contact points in the system. This accuracy is crucial for fostering a comprehensive understanding of the complex dynamics surrounding juvenile arrests and disparities in the justice system.

The survey on the intake and juvenile probation process revealed several significant findings, with key highlights indicating that referrals to the juvenile justice system primarily originate from law enforcement, schools, and parents. A notable 46% of agencies lack formal policies or procedures for interactions with juveniles, and approximately 20% of respondents expressed a lack of confidence in interpreting Racial and Ethnic Disparities (RED)¹ data. The majority of counties, 62%, believed their regions had no racial and ethnic disparities, despite evidence of disproportionate offense rates and Relative Rate Indexes (RRI) suggesting otherwise.

Interviews with probation officers underscored challenges in recording arrest data in the Case Management System (CMS). The absence of standardized definitions for terms like 'arrest' and 'detained' across counties, coupled with the interchangeable use of these terms, impairs the accuracy of arrest data collection. Furthermore, limitations arise from the inconsistent receipt of police reports by probation offices, leading to potential gaps in recorded cases. The RRI dashboard highlighted that the highest RRIs

occurred at the referral contact point, particularly affecting Black/African American youth and Other or Mixed-Race youth. This emphasizes the crucial role of stakeholders at the referral level, including police officers, SROs, school staff, and parents, as they serve as gatekeepers for youth entering the juvenile justice system.

Recommendations

Addressing racial and ethnic disparities in the juvenile justice system requires a multifaceted approach that strives to reduce disparities at all levels of youth contacts from police to the courts. The ICJI recommends concerted efforts to implement strategic actions that specifically target and mitigate racial and ethnic disparities at the referral level, involving active participation from law enforcement agencies, schools, and probation offices. Additionally, the ICJI underscores the importance of fostering mutual understanding and information sharing between courts and probation offices.

Each local jurisdiction needs to devise the strategies that work best for their community. It is recommended that counties conduct an assessment and review of their data to determine if, and at what contact point, disparities occur, then make an action plan. Furthermore, every agency should have written policies and procedures for contacts and interactions with juveniles, provide implicit bias training for staff, and look into alternatives to incarceration and other systemic changes to the juvenile justice system.

1. Racial and Ethnic Disparities will be referred to as RED when discussed in the context of the Office of Juvenile Justice and Delinquency (OJJDP) program and as part of the ICJI's data collection for federal reporting.

Introduction

Nationwide research shows that minority youth are disproportionately involved with the juvenile justice system. Racial and ethnic disparities in the juvenile justice system refers to the disproportionate representation of certain racial and ethnic groups in the juvenile justice system. This can include higher rates of arrest, detention, and incarceration for certain racial and ethnic groups, as well as harsher punishments and longer sentences for those same groups. To reduce this overrepresentation, the Indiana Criminal Justice Institute (ICJI) carries out strategies and administers funding to address juvenile delinquency and support improvements to the juvenile justice system. The ICJI also serves as Indiana's Statistical Analysis Center (SAC). As such, the ICJI is mandated to collect, analyze, and disseminate criminal and juvenile justice data. Thus, the ICJI is uniquely equipped to assess racial and ethnic disparities in the juvenile justice system across Indiana.

The Office of Juvenile Justice and Delinquency Prevention (OJJDP) was established in 1974 through the Juvenile Justice and Delinquency Prevention Act (JJDPA) to support local and state efforts to prevent delinquency and improve juvenile justice systems. The JJDPA established four core requirements. Among them is the requirement to identify and reduce racial and ethnic disparities among youth who come into contact with the juvenile justice system.

In December 2018, the Juvenile Justice Reform Act of 2018 (JJRA) was signed into law, reauthorizing and substantially amending the JJDPA. One change was the renaming of Disproportionate Minority Contact (DMC) to Racial and Ethnic Disparities (RED) to better capture the full scope of disparities in the juvenile justice system. OJJDP specifies that racial and ethnic disparities exist when "minority youth populations are involved at a decision point in the juvenile justice system at a disproportionately higher rate than non-minority youth at that decision point."²

Pursuant to the JJRA, all states are required to create plans to address disparities within their juvenile justice system. To adhere to the reporting requirements of the JJRA, states and territories must "implement policy, practice, and system improvement strategies to identify and reduce racial and ethnic disparities among youth who come into contact with the juvenile justice system, without establishing or requiring numerical standards or quotas."³ The data required to support this plan includes the number of juvenile cases broken down by race/ethnicity at each of the following contact points: 1) arrest, 2) diversion, 3) pre-trial detention (both secure and non-secure), 4) disposition commitments (secure and non-secure), and 5) adult transfer. Counties in Indiana collect data for the contact points above, except for arrest, and they collect data at four additional contact points.⁴

Further, states must develop and implement a plan based on the needs identified through data collection to address and reduce disparities. Identifying disparities allows policymakers to better understand the problem and develop strategies to address it. Additionally, the collection of RED data allows local stakeholders and policymakers to assess the effectiveness of the established policies, ensure accountability, and inform future policy decision-making. RED data collection is a critical tool in reducing disparities and promoting equitable outcomes in the juvenile justice system.

2. <https://on.in.gov/ggr82> - OJJDP FY 2023 Title II Compliance Data Submission and R/ED plans

3. Ibid.

4. Additional contact points are; referral, petition (files charged), delinquent findings, and probation.

County-level data are collected through a central data repository, the RED application on INcite (Indiana Court Information Technology Extranet)⁵. The RED application is designed to uniformly secure county-specific data from a variety of case management systems. It is not yet feasible to obtain arrest incidences using the RED application, because not all case management systems hold juvenile arrest incidences. Therefore, the current data collection environment will need to be revised to adhere to federal guidelines. Further, high turnover in positions responsible for entering racial and ethnic disparities data coupled with a lack of consistent training in entering these data has created an environment vulnerable to incorrect or inconsistent reporting. Having inaccurate data in this instance is especially troublesome because stakeholders at local, state, and federal levels rely on these data and its analysis for strategic planning around building a justice system that is fair and equitable for youth.

Beginning in FY 2018, the method once preferred to analyze these data at the state level—Relative Rate Index (RRI)—was no longer a reporting requirement of OJJDP. The RRI is a tool to measure disparities that permits comparisons across decision points by calculating a relative numeric volume or relative rate. States may still use RRI for internal purposes, however, RRIs should not be the only statistical measurement used to determine racial and ethnic disparities in counties, because it only alerts stakeholders when there is already a problem in a county. The RRIs should be thought of as a “check engine light” rather than a comprehensive measurement of disproportionality in the juvenile justice system. Therefore, RRI alone is insufficient for comprehensively understanding disproportionality within the juvenile justice system, as well as less actionable to jurisdictions than a more robust statistic. RRI is viewed and analyzed in a vacuum, is not exceptionally detailed, and does not account for social factors that may already place certain youth at a disadvantage before ever reaching the system. Despite the limitations of RRI, it is still a useful metric to contribute to the understanding of racial and ethnic disparities.

These discoveries call for building a system that ensures data accuracy and is unsusceptible to the ebbs and flows of employment. Additionally, identifying and/or creating a methodology for analyzing these data contextually is essential in the endeavor to display a more accurate picture of youth disproportionality in the justice system.

The purpose of this report is to improve the quality of data collected used to analyze racial and ethnic disparities in Indiana’s juvenile justice system in order to reduce these disparities. A data-driven approach is necessary to reduce disparities. Data will be made available to counties as visualizations to assist them in determining if any disproportionate contact exists at any of the juvenile contact points. This report will highlight ways youth enter the juvenile justice system and contributing factors that can lead to racial and ethnic disparities. Recommendations to reduce these disparities will be included. However, each county should conduct an in-depth examination to determine the specific contributing mechanisms and solutions that will work for their jurisdiction.

5. INcite is a secure extranet website created by the Indiana Office of Court Technology and serves as a single environment for hosting all the web-based applications that the Indiana Supreme Court provides.

How Indiana Collects RED Data

The ICJI can calculate RRIs using the data collected from INcite. The RRI measures the extent that a minority racial or ethnic group is overrepresented or underrepresented in the juvenile system compared to White youth. These calculations are an integral part of the collaboration process with counties across the state and often provide a starting point for conversations on improving juvenile justice outcomes. RRIs, their significance, and the method in which they are calculated are discussed in greater detail later in this report.

As a limited home rule state, Indiana's 92 counties have a wide degree of latitude on how they may conduct their local affairs, and this can impact data collection at the state level. To ensure quality data collection and data integrity, the Indiana Office of Judicial Administration (IOJA) created Administrative Rule 1(G). This administrative rule states:

G. Reporting of Decision Points in Juvenile Cases

1. Racial and Ethnic Disparities/Juvenile Decision Point Data Report. Trial courts hearing juvenile delinquency cases shall electronically compile and report racial and ethnic disparities data for all delinquency cases in their court. The IOJA shall draft and distribute procedures for and assist courts in the gathering and electronic submission of statistical data and reports.
2. Reporting Periods. The last day of the reporting period for quarterly reports shall be December 31, March 31, June 30 and September 30. Beginning in federal fiscal year (October 1, 2016 - September 30, 2017) the judge of a trial court subject to this rule shall cause the quarterly reports to be filed with the IOJA within ten (10) calendar days after the end of the reporting period in an electronic format as established by the IOJA.
3. Information for Reports. The judge of a trial court, subject to this rule, may require clerks, court reporters, probation officers, or any employee of the court to furnish information required to complete

and prepare the reports.

4. Judge's Confirmation of Reporting. The Judge of a Court or Chief Judge of a unified Court system shall review all reports and confirm through a process established by the IOJA the completion and filing of all reports.

Additional efforts to address racial and ethnic disparities in Indiana are conducted by the Juvenile Detention Alternatives Initiative (JDAI) through the IOCS. JDAI has a variety of goals, such as reducing reliance on detention, improving outcomes for youth, and saving money for local jurisdictions through community-based alternatives to detention. Additionally, JDAI seeks to promote more equitable outcomes for youth of color in the juvenile justice system. In Indiana, JDAI has a presence in 33 counties that represent about 70% of youth aged 10-17. JDAI has an important role in facilitating county-level collaboration and conversation related to RED and equitable juvenile justice outcomes.

Overview Of The Juvenile Justice System

The Indiana juvenile justice system has jurisdiction over most individuals under the age of 18 who have committed delinquent acts or a status offense or need services and support due to factors such as neglect, abuse, behavioral, or family issues. Those in need of services are referred to as "Child in Need of Services", or CHINS. A delinquent act is any offense that would be a crime if committed by an adult. Status offenses are acts that are considered offenses when committed by juveniles but would not be considered offenses if committed by adults. Examples include truancy, curfew violations,

underage drinking, and running away from home. Police referrals are generally the most common way that youth enter the juvenile justice system. When a youth is suspected of engaging in delinquent behavior, law enforcement officers may choose to refer the youth to the juvenile justice system. This referral can take the form of an arrest, a citation, or a warning, depending on the nature of the offense and the discretion of the law enforcement officer.

Table 1. Indiana RED Decision Point Definitions

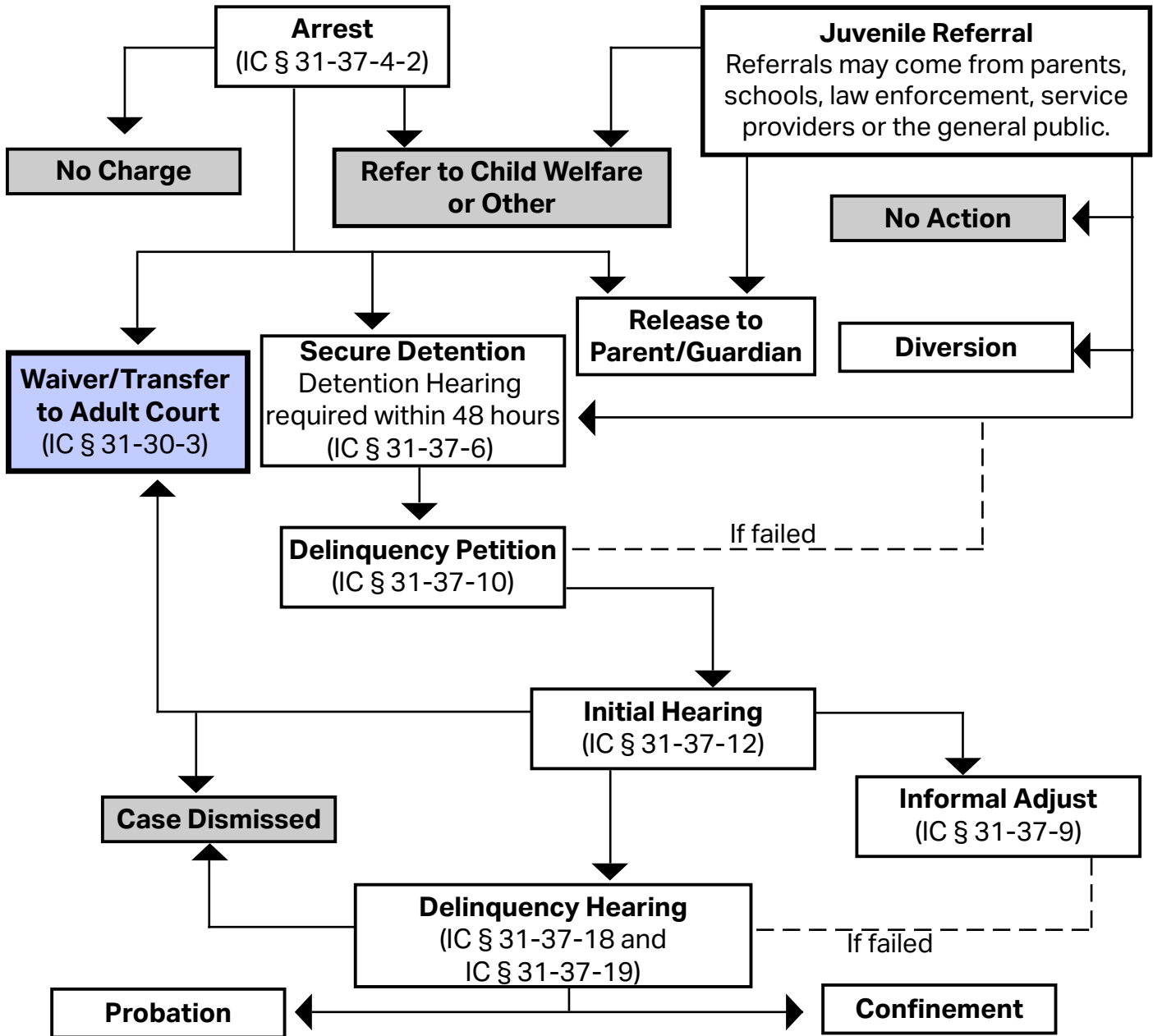
Stage	Definitions
Arrest	A child is considered arrested when the child is taken into custody and/or referred to juvenile court by a law enforcement agency for having committed a delinquent act.
Juvenile Referrals	A written report or document received by the probation department or prosecuting attorney indicating that a child committed a delinquent act, including a status offense under Indiana law.
Diversion	The handling of a referral without the filing of a delinquency petition.
Secure Detention	Youth placed or held in a secure detention facility pre-disposition. It also includes post-disposition detention, pending transfer to a private facility, or the Indiana Department of Correction (IDOC).
Petition Filed	The Prosecuting Attorney files a written petition alleging a youth is delinquent.
Found Delinquent	A court issues an order finding the child is a delinquent child after an adjudicatory hearing in a court of competent jurisdiction.
Probation	A youth is placed on court-ordered supervision following a juvenile court disposition.
Secure Confinement	Following a court disposition, a youth is placed or held in a secure detention facility licensed by IDOC or placed as a ward of the IDOC for housing in a correctional facility for children.
Transfer to Adult Court	An order of the juvenile court waiving a juvenile delinquency case to a court that would have jurisdiction if the act had been committed by an adult.

It is important to note, however, that there are other ways that youth can enter the juvenile justice system. For example, school officials may refer a student for disciplinary action that results in their involvement with the juvenile justice system, or parents or guardians may make a voluntary referral if they are concerned about their child's behavior. Once a youth is referred to the juvenile

justice system, they may be required to attend a hearing or trial where a judge will determine the appropriate response to their behavior. This can include anything from informal supervision to placement in a juvenile detention facility.

The Juvenile Justice System Diagram in Figure 1 illustrates Indiana's process in detail, and Table 1 provides the definitions for each decision point. The juvenile justice process flows through nine primary decision points. The decision points are: 1) arrest; 2) referral to juvenile court; 3) diversion; 4) secure detention (pre-trial); 5) petition filed; 6) delinquency hearing; 7) probation placement; 8) secure confinement; and 9) waiver/transfer to adult court.

Figure 1. Juvenile Justice System Diagram



Disclaimer: This chart is for information purposes only and was designed to provide a simplified, high-level overview of the juvenile justice system. It does not identify every step in the process. It does not supersede any state or federal law, policy, or guidelines or the advice of legal council. Last updated May 2018.

Literature Review: Juvenile Justice System Racial and Ethnic Disparities

There are a range of factors that contribute to racial and ethnic disparities in the juvenile justice system. The possible reasons are varied and complex and each jurisdiction must identify the issues that are prevalent in their community. However, there are some contributing factors thought to have a more significant impact on racial disparity within the system than others. This literature review embarks on an exploration of those factors, delving into the topics of differential behavior, the impact of adverse childhood experiences, differential treatment, the role of police in schools, and implicit bias.

Differential Behavior

Differential behavior refers to the rate at which youth from various racial and ethnic subgroups delinquent activity varies. It is sometimes referred to as “differential involvement” or “differential offending”, and it claims that minorities are overrepresented at every stage of the juvenile justice system because they commit more crimes, particularly more violent crimes, that lead to more involvement with the system than White youth.⁶

Several forms of differential behavior are possible factors for disparities, including involvement in more serious crime, gang activity, earlier ages of delinquent behavior, and more contact with the child welfare system compared to their White counterparts.⁷

Socioeconomic and structural factors also contribute to delinquent behavior. Studies suggest that differences in life circumstances have an impact on involvement with the juvenile justice system. For instance, exposure to violence and living in impoverished neighborhoods can increase a youth’s likelihood of committing a crime or exhibiting aggressive behavior.⁸

Wyrick and Atkinson (2021) examined a study conducted by the University of Alabama in Mobile, Alabama called the Mobile Youth and Poverty Study, which researched the correlation among Black/African American youths living in extreme poverty, their exposure to violence, and involvement in the juvenile justice system. The study found that youths who witnessed violence or were victimized by violence were more likely to commit a crime against a person and to face criminal charges in the future. In summary, the study found that exposure to community violence leads to more court involvement and more severe court outcomes; however, as educational levels progressed, the likelihood of juvenile court involvement lessened.⁹

In Indiana, the rate of minority youth who live in poverty is far greater than the rate of White youth. Of youth ages 5-17 years old in Indiana in 2021, 67.6% of the total population is White and 48.8% of the population in poverty is White; meanwhile, 10.0% of the total population is Black/African American but 20.6% of the population in poverty is Black/African American.¹⁰

Additionally, Black/African American adolescents are at higher risk for the most physically harmful forms of violence (e.g., homicides, fights with injuries, aggravated assaults) compared with

6. Piquero, A. R. (2008). Disproportionate minority contact. *The Future of Children*, 18(2), 59-79. Retrieved from <https://on.in.gov/15v77>

7. Leiber, M., Dorinda R., & Feyerherm, W. (2009). Chapter 2: Assessment. In *Disproportionate Minority Contact Technical Assistance Manual (Fourth Edition)* (pp. 2-1-2-61). Washington, DC: Office of Juvenile Justice and Delinquency Prevention.

8. Wyrick, P. & Atkinson, K. (2021). Examining the relationship between childhood trauma and involvement in the justice system. *National Institute of Justice Journal*, (283). <https://on.in.gov/si734>

9. Ibid.

10. Indiana Youth Group. (2023). *2023 Indiana Kids Count Data Book* [PDF], p.154. Retrieved August 22, 2023 from <https://on.in.gov/jj9sz>

White youth.¹¹ Understanding the factors that contribute to differential behavior can help us better understand why minority youth appear to offend more and where resources should be targeted to address the issue.

Adverse Childhood Experiences

Some of the factors that could contribute to differential behavior can be described through Adverse Childhood Experiences. Adverse Childhood Experiences, often referred to as ACEs, are the exposure of childhood traumas, such as household dysfunction, abuse and neglect, poverty, peer victimization, and community violence. ACEs are typically assessed using the ACE Questionnaire. The ACE Questionnaire is a standardized tool consisting of 10 questions about types of childhood trauma. Five are personal (abuse, neglect, etc.), and five are related to family members (domestic violence, alcoholism, parental incarceration, etc.). Each question is a “yes” or “no” response.

The scores are tallied up to provide an overall ACE score, which can range from 0 to 10. ACEs can have a profound impact on youth, affecting their cognitive, emotional, and behavioral development. Additionally, ACEs can lead to an increased risk of victimization, which could influence their subsequent involvement with the justice system. Research has shown a significant correlation between ACEs and juvenile justice involvement. The more ACEs a child experiences, the more likely they are to engage in violent behaviors, gang involvement, substance use, and overall delinquent behaviors.¹² Furthermore, incarcerated youth with higher ACEs are at a greater risk for reoffending and recidivism.¹³

In terms of contributors to differential behavior and racial and ethnic disparities, it is also important to note that research shows that “children from minority backgrounds – whether based on race, socio-economic standing or sexual orientations – were at distinctly higher risk of ACEs and their devastating life-long effects than middle-class white children”¹⁴.

The racial and ethnic groups that experienced higher ACE exposures in a 2011-2014 large-scale study of ACE scores were Black/African American, Hispanic, or multi-racial youth.¹⁵

Differential Treatment

Differential treatment, sometimes referred to as “differential selection,” is the notion that the juvenile justice system treats individuals differently based on characteristics such as race, ethnicity, socioeconomic status, or gender. This can occur at any stage of the juvenile justice process. Within this framework, scholars note various contributing factors including the decision-makers within the system and their perception of minority youth. Negative stereotypes and decisions derived from emotion by criminal justice officials can impact a juvenile’s involvement in the justice system.¹⁶ This then leads to minority youth suffering harsher consequences, such as disproportionate arrests for similar behaviors compared to White youths, disparities in sentencing decisions, and deeper involvement in the juvenile justice system. This is noted in Indiana where a 2014 assessment of RED found that Black/African American youths who commit the same offenses as a White youths are more likely to be treated

11. Sheats, K. J., Irving, S. M., Mercy, J. A., Simon, T. R., Crosby, A. E., Ford, D. C., ... Morgan, R. E. (2018). Violence-related disparities experienced by black youth and young adults: Opportunities for prevention. *American Journal of Preventive Medicine*, 55(4), 462–469. <https://on.in.gov/1rbvyh>

12. Jackson, D.B., Jones, M.S., Semenza, D.C., & Testa, A. (2023). Adverse childhood experiences and adolescent delinquency: A theoretically informed investigation of mediators during middle childhood. *International Journal of Environmental Research and Public Health*, 20(4). <https://on.in.gov/kedyb>

13. Wolff, K.T., & Baglivio, M.T. (2017). Adverse childhood experiences, negative emotionality, and pathways to juvenile recidivism. *Crime & Delinquency*, 63(12), 1495-1521. <https://on.in.gov/7hwez>

14. Jamieson, K. (2018, December 13). *ACEs and minorities*. Center for Child Counseling. Retrieved September 21, 2023 from <https://on.in.gov/p53qg>

15. Merrick, M.T., Ford, D.C., & Ports, K.A. (2018). Prevalence of Adverse Childhood Experiences from the 2011-2014 Behavioral Risk Factor Surveillance System in 23 states. *JAMA Pediatrics*, 172(11), 1038-1044. doi:10.1001/jamapediatrics.2018.2537. <https://on.in.gov/max3l>

16. Piquero, A. R. (2008). Disproportionate Minority Contact. *The Future of Children*, 18(2), 59-79. <https://on.in.gov/cvukz>

Police in Schools

harshly in areas such as arrests, referrals into the juvenile justice system, and sentencing.¹⁷

Although minority youth tend to be disproportionately represented at every stage, police are usually the first formal contact a youth will make with the justice system. Therefore, some research suggests that interactions with police determine how likely youth are to move further into the system.¹⁸ The disparity in treatment by arresting officers is often attributed to a combination of individual, community, historic, and systemic factors which include aggressive patrolling of minority neighborhoods and individual biases among officers. The previous study of RED in Indiana found that police officers received the highest perceived discrimination scores among system-involved youth. Police were often described by other justice professionals as needing additional training and intervention when it comes to dealing with minority youth.¹⁹

Police officers assigned to patrol schools are commonly referred to as “school resource officers” or SROs. According to the 2020-2021 School Survey on Crime and Safety (SSOCS), approximately 75% of students reported seeing a security guard or assigned police officer at their school in 2019, which is an increase from the 68% reported in 2009.²⁰ SROs can have multiple roles in the school system aside from law enforcement duties, including, but not limited to mentors, educators, and emergency coordinators.²¹ A survey of SROs demonstrated that, on average, they spent 48% of their time on law enforcement activities, 30% on counseling/mentoring, and 20% on teaching activities.²²

Regardless of the role or roles of SROs, studies have found that schools with a SRO record more crimes than schools without a SRO²³, and “the presence of SROs increased the recording of drug crimes, crimes involving weapons, and serious violent crimes.”²⁴ Some studies have also linked the presence of SROs in schools with higher rates of suspensions, expulsions, and referrals for less serious or non-violent offenses to law enforcement.^{25, 26} This can be attributed to the fact that having a police presence in schools can lead to the criminalization of ordinary

17. Aalsma, M., Garcia, C., Haight, K., Jarjoura, R., & Osterman, L. (2013). Phase II: Assessing Disproportionate Minority Contact in Indiana. [PDF]. Retrieved from <https://on.in.gov/ebgjn>

18. Dillard, D. (2013). Limited disproportionate minority contact discourse may explain limited progress in reducing minority over-representation in the US juvenile justice system. *Youth Justice*, 13(3), 207-217. <https://on.in.gov/myqja>

19. Aalsma, M., Garcia, C., Haight, K., Jarjoura, R., & Osterman, L. (2013). Phase II: Assessing Disproportionate Minority Contact in Indiana. [PDF]. Retrieved from <https://on.in.gov/lfoi8>

20. Irwin, V., Wang, K., Cui, J., Zhang, J., & Thompson, A. (2021). *Report on indicators of school crime and safety: 2020*. National Center for Education Statistics, U.S. Department of Education, and Bureau of Justice Statistics, Office of Justice Programs, U.S. Department of Justice. Washington, DC. Retrieved December 6, 2023 from <https://on.in.gov/1xrpq>

21. Community Oriented Policing Services (COPS). (n.d.). *Supporting safe schools*. U.S Department of Justice. Retrieved from <https://on.in.gov/amof3>

22. Crosse, S., Gottfredson, D.C., Tang, Z., Bauer, E.L, Greene, A.D., Hagen, C.A., & Harmon, M.A. (2020). Investigator-initiated research: *The comprehensive school safety initiative study of police in schools*. Office of Justice Programs' National Criminal Justice Reference Service, p.2. Retrieved from <https://on.in.gov/3w3of>

23. Devlin, D., & Gottfredson, D. (2018). The roles of police officers in schools: Effects on the recording and reporting of crime. *Youth violence and juvenile justice*, 16(2), 208-223.

24. Crosse, S., Gottfredson, D.C., Tang, Z., Bauer, E.L, Greene, A.D., Hagen, C.A., & Harmon, M.A. (2020). *Investigator-initiated research: The comprehensive school safety initiative study of police in schools*. Office of Justice Programs' National Criminal Justice Reference Service. Retrieved from <https://on.in.gov/zzo81>

25. Na, C., & Gottfredson, D. C. (2013). Police officers in schools: Effects on school crime and the processing of offending behaviors. *Justice Quarterly*, 30(4), 619-650. <https://on.in.gov/s3993>

26. Fisher, B. W., & Hennessy, E. A. (2016). School resource officers and exclusionary discipline: A systematic review and meta-analysis. *Adolescent Research Review*, 1, 217-233. <https://on.in.gov/egz57>

adolescent misbehavior that would otherwise be addressed as an in-school discipline issue.²⁷

While Na and Gottfredson (2013) did not find significant negative effects on minority or disabled students due to the presence of SROs,²⁸ other sources suggest otherwise. These other sources assert that the presence of SROs in schools negatively affects non-White students through targeted harassment, systematic misconduct, and creating a hostile learning environment.^{29,30,31}

For example, in a recent longitudinal study using pre- and post-intervention monthly data with control comparison schools,³² Gottfredson and her colleagues found that increasing SROs presence in schools increased the number of school crime offenses and disciplinary actions for drug and weapon offenses, particularly for Black/African American and Hispanic students. The study also found that SRO staffing results in increased exclusion from school in response to disciplinary infractions. The increase in offenses often affected schools in urban/suburban locations and Black/African American and Hispanic students.³³

In Indiana, the use of SROs has been expanding. In State Fiscal Year (SFY) 2022, the state allocated “roughly \$13.4 million for school resource officers, \$4.9 million for safety equipment, ... and \$6,200 for training” among other allocations for additional school safety measures.³⁴ Funding awarded for SROs has increased to about \$19.2 million for SRO/law enforcement officers through the Secure School Safety Grant for SFY 2024.³⁵ Funding for school resource officers can come from several different sources, such as the Department of Justice grant funding program through the Community Oriented Policing Services (COPS)³⁶ and the Department of Homeland Security through the Secured School Safety Grant Program.³⁷ Additionally, school districts can fund SROs and other security through their school district’s budgets.

“School-to-Prison Pipeline”

The “school-to-prison pipeline” is a term to describe the increasingly prevalent trend of youth, particularly minority youth, being funneled from the education system into the criminal justice system. It refers to a set of policies and practices that directly refer “students to law enforcement for committing certain offenses at school or creating conditions under which students are more likely to become involved

27. Curtis, A. J. (2014). Tracing the school-to-prison pipeline from zero-tolerance policies to juvenile justice dispositions. *Georgetown Law Journal*, 102(4), 1251-1277. <https://on.in.gov/t74kk>

28. Na, C., & Gottfredson, D. C. (2013). Police officers in schools: Effects on school crime and the processing of offending behaviors. *Justice Quarterly*, 30(4), 619-650. <https://on.in.gov/m23vz>

29. Solfaro, R. (2022). Possible solutions to school resource officer over-policing and maintaining a safer school environment without police. *Seton Hall University eRepository*.

30. Indiana Advisory Committee. (December, 2016). *Civil Rights and the School-to-Prison Pipeline in Indiana*. Indiana Advisory Committee to the U.S. Commission on Civil Rights. [Report]. Retrieved from <https://on.in.gov/qh3zi>

31. CBS Chicago. (April 23, 2021). *School resource officers won't return to CPS buildings this year; LSCs may opt for alternatives next year*. CBS Broadcasting Inc. Retrieved from <https://on.in.gov/xdnjv>

32. Gottfredson, D. C., Crosse, S., Tang, Z., Bauer, E. L., Harmon, M. A., Hagen, C. A., & Greene, A. D. (2020). Effects of school resource officers on school crime and responses to school crime. *Criminology & Public Policy*, 19(3), 905-940.

33. Crosse, S., Gottfredson, D.C., Tang, Z., Bauer, E.L, Greene, A.D., Hagen, C.A., & Harmon, M.A. (2020). *Investigator-initiated research: The comprehensive school safety initiative study of police in schools*. Office of Justice Programs' National Criminal Justice Reference Service. Retrieved from <https://www.ojp.gov/pdffiles1/nij/grants/305094.pdf>

34. *Indiana allocates more than \$19 million to school safety*. (2021, September 8). WFYI Indianapolis. Retrieved from <https://on.in.gov/t455d>

35. Adair, K. (2023, August 30). *Indiana schools receive \$30 million for safety projects, nearly two-thirds funding resource officers*. WFYI Indianapolis. Retrieved from <https://on.in.gov/l2xyu>

36. Community Oriented Policing Services (COPS). (n.d.). *Supporting safe schools*. U.S Department of Justice. Retrieved from <https://on.in.gov/3qbb8>

37. Indiana Department of Homeland Security. (n.d.). *Secured school safety grant program*. Retrieved from <https://on.in.gov/236yn>

in the criminal justice system.”³⁸ This is often fueled by zero-tolerance policies and disciplinary practices that criminalize common misbehaviors, such as truancy, tardiness, and other disciplinary actions.

These policies require predetermined consequences at school, like suspension, expulsion, or referral to law enforcement, and these policies disproportionately impact minorities and youth from disadvantaged backgrounds. For example, studies show that minority youth are far more likely to be disciplined in school, with Black/African American children in Indiana more than twice as likely to receive in-school suspension, more than four times as likely to receive out-of-school suspension, and more likely to receive expulsion compared to White children.³⁹

Schools serving primarily minority students often have less access to educational resources for students and “more often rely on extreme forms of discipline, punishment, and control, pushing disproportionately high numbers of minority students out of school and into the juvenile justice system”⁴⁰ These policies and practices of removing students from educational settings, largely implemented in the 1990s, were intended to deter gang activities and gun threats from school campuses. However, schools began applying the zero-tolerance model to numerous types of misbehaviors such as possession of drugs, fighting, truancy, and even dress-code violations.

The school-to-prison pipeline has placed many students into detention facilities, which studies show are ineffective for handling the majority of juvenile offenses. Instead, placement in detention facilities cause negative and dangerous effects

on youths, contributing to negative behavioral outcomes. Studies have found that youths placed in detention facilities for status offenses can be exposed to violent offenders and develop post-traumatic stress disorder (PTSD), which can negatively impact brain development, social and familial connections, and emotional regulation.⁴¹

Additionally, juveniles placed in secure confinement are less likely to graduate high school and less likely to have consistent employment.⁴²

The overuse of these policies and practices has created disparities between White and minority students and has even had the opposite effect than what was intended.⁴³ Efforts to address the pipeline have focused on promoting alternative disciplinary practices, reducing the presence of law enforcement in schools, and increasing support for students from disadvantaged backgrounds to help them succeed academically and avoid involvement with the criminal justice system.

Implicit bias is defined by the American Psychological Association as “a negative attitude, of which one is not consciously aware, against a specific social group”, and these biases are influenced by and learned from one’s social environment.⁴⁴ Some ways police departments can mitigate the effects of implicit bias on juvenile arrest decisions are by implementing official policies and procedures for contact with juveniles that limit discretion, and incorporating education and training on implicit bias.⁴⁵

38. Nance, J. (2016). Dismantling the school-to-prison pipeline: Tools for change. *University of Florida Law Scholarship Repository*. Retrieved from <https://on.in.gov/tyeth>

39. Silverman, T. (2019, September 20). *School discipline disparities: How we can do better*. Indiana Youth Institute. Retrieved July 28, 2023, from <https://on.in.gov/indry>

40. Nance, J. (2016). Dismantling the school-to-prison pipeline: Tools for change. *University of Florida Law Scholarship Repository*, p. 318. Retrieved from <https://on.in.gov/d3yq2>

41. Monnat, S. M., & Chandler, R. F. (2015). Long term physical health consequences of adverse childhood experiences. *The Sociological Quarterly*, 56(4), 723-752. <https://on.in.gov/aatsp>

42. Sentencing Project & United States of America. (2014). Disproportionate Minority Contact in the Juvenile Justice System. <https://on.in.gov/ijfxm>

43. American Psychological Association Zero Tolerance Task Force. (2008). Are zero tolerance policies effective in the schools? An evidentiary review and recommendations. *The American Psychologist*, 63(9), 852–862. <https://on.in.gov/vexy8>

44. American Psychological Association. (2022, November). *Implicit bias*. <https://on.in.gov/4wimj>

45. Spencer, K., Charbonneau, A., & Glaser, J. (2016). Implicit bias in policing. *Social and Personality Psychology Compass*, 10(1), 50-63. <https://on.in.gov/dqt18>

Raphael & Rozo (2019) discuss the racial disparities in youth arrest rates, and how racial disparities are exacerbated when police exercise discretion during a potential arrest. The authors found, after analyzing juvenile arrest data for the state of California from 700 agencies from 2001- 2012, that police use greatest discretion when interacting with juvenile offenders. Such discretion can be applied in an uneven manner and lead to disproportionate representation at the various contact points with the criminal justice system. Raphael & Rozo believe this is significant because booked arrests and criminal citations are what build a criminal record and there is a high correlation between criminal records and future arrests. With police being the gate keepers to the criminal justice system, Raphael & Rozo indicate that reducing racial disparities in arrest rates will reduce racial disparities at all the other decision points within the juvenile justice system.⁴⁶ A study by Worden and his colleagues published in 2020 found that there were positive impacts on awareness, knowledge, and attitudes of officers in the New York Police Department that were provided implicit bias training.⁴⁷ They summarized their findings in the following ways:

Post-training, officers were more likely to understand that unconscious biases could affect their interactions with particular groups of people even if they consciously reject the stereotypes on which those biases are based. They were also more likely to grasp that the effects of such biases could lead them to be either over-vigilant and act with undue aggressiveness, or under-vigilant and act in ways that make them less safe. And they were more likely to believe that though it is difficult to eliminate unconscious biases, it is possible to manage them. Correspondingly, we found that officers were less likely, post-training, to believe that only racist officers engage in biased policing, or that nothing could be done about their unconscious biases and their behavioral consequences.

However, they also clearly explain that these training effects were moderate rather than strong, and they, "could detect little evidence that the effects of training extended to the reduction of racial and ethnic disparities in enforcement, the likes of which would represent behavioral manifestations of training impacts". Therefore, implicit bias training is not the cure-all for racial and ethnic disparities, because it has limited or no effect on officer behavior. However, implicit bias training and education still seems to have positive impacts on the awareness, knowledge, and attitudes of officers about implicit biases.

46. Raphael, S., & Rozo, S. V. (2019). Racial disparities in the acquisition of juvenile arrest records. *Journal of Labor Economics*, 37(S1), S125-S159.

47. Worden, R. E., McLean, S. J., Engel, R. S., Cochran, H., Corsaro, N., Reynolds, D., ... & Isaza, G. T. (2020). The impacts of implicit bias awareness training in the NYPD. *The John F. Finn Institute*, p. 156 & 157. <https://on.in.gov/gashr>

Other Factors

Often racial and ethnic disparities in the juvenile justice system are presented as being caused by differential treatment (differential selection) and differential behavior (differential offending), because they can broadly encompass many factors, are interrelated, and contribute to the complex dynamics observed across the different stages of the juvenile justice process. However, it is important to note that differential behavior and differential treatment are not the only two factors of importance, as the 2013 study by the National Research Council states:

We know that racial/ethnic disparities are not reducible to either differential offending or differential selection. Many other factors affect the disproportionality of minority youth in the juvenile justice system, including the troubling, entrenched patterns of poverty, segregation, gaps in educational achievement, and residential instability. DMC⁴⁸ exists in the broader context of a “racialized society” in which many public policies, institutional practices, and cultural representations operate to produce and maintain racial inequities.⁴⁹

OJJDP’s Technical Assistance Manual (Leiber, Dorinda & Feyerherm, 2009) provides a list of factors that may contribute to RED in the juvenile justice system. Below is the list of other factors provided in the Technical Assistance Manual with summaries describing each factor.

- Mobility Effects: Importation/ Displacement
- Indirect Effects
- Differential Opportunities for Prevention and Treatment
- Justice by Geography
- Legislation, Policies, and Legal Factors with Disproportionate Impact

Mobility Effects. This factor refers to minority youths who commit crimes or engage in delinquent behavior outside of their community, in another jurisdiction, which may create higher rates of RED in that community. The result may be that the rate of juvenile arrests in one area may be higher or lower than would be expected based on census data. Some examples of mobility effect include juveniles committing delinquent behavior at a movie theater or shopping mall that is located outside of their community.

Indirect Effects. Indirect effects encompass a broad category, such as economic status, location, education, and juvenile justice system involvement. Specific risk factors that correlate with race and ethnicity including “living in disorganized neighborhoods and having an unemployed father, may lead to differential offending issues”. Ultimately, indirect effects can lead to differential treatment.

Differential Opportunities for Prevention and Treatment. This factor explains that prevention and treatment centers may be limited or not accessible to some communities. Further, access may be limited by geography, located in an area not accessible through public transportation, or have limited operating hours. The allocation of these resources generally creates more of a disadvantage for minority youth. The eligibility of some programs may also exclude minority youth. The implementation of some programs may also discourage minority youth participation due to the lack of staff or mentors who are the same race as the youth, or the lack of materials in their own language.

48. Disproportionate Minority Contact

49. National Research Council. (2013). Reforming juvenile justice: A developmental approach. *The National Academies Press*. <https://on.in.gov/y4fux>

Justice by Geography. This refers to the concept that jurisdictions handle and process youth differently in one jurisdiction than in another within the same state. Reports show that police are more likely to police in urban, minority neighborhoods compared to suburban areas where fewer minorities reside. As a result, arrests are higher for minorities. The differing responses based on variations in operating procedures may lead to higher rates of minority youth contact with the justice system compared to White youth in other parts of the state.

Legislation, Policies, and Legal Factors with Disproportionate Impact. Some policies enacted by legislation may create a disadvantage for minority youth. The most common are policies that target a specific type of offense or behavior, target specific locations (such as near schools or public housing), and those that concern prior criminal or delinquent behavior. For example, laws that punish gang activity more seriously than comparable activity by nongang members may disadvantage minority youth more than White youths. Also, laws that mandate moving cases to adult court tend to effect minority youth more than White youths.⁵⁰

50. Leiber, M., Dorinda, R., & Feyerherm, W. (2009). Chapter 2: Assessment. In *Disproportionate Minority Contact Technical Assistance Manual (Fourth Edition)* (pp. 2-1-2-61). Washington, DC: Office of Juvenile Justice and Delinquency Prevention.

Methodology

As part of a comprehensive assessment of racial and ethnic disparity in Indiana, qualitative and quantitative metrics were used in this project. The qualitative components consisted of interviews with juvenile probation officers and a survey of juvenile justice stakeholders in Indiana. The quantitative components are the analysis of the Relative Rate Index (RRI) values collected from data entered by each county in INcite and court data on juvenile offenses in Indiana.

The ICJI utilized a mixed-methods research approach because the two methods allowed for a greater understanding than either method alone. The qualitative component allowed the agency to explore the nuanced perspectives, experiences, and insights of individuals directly involved in the juvenile justice system. These qualitative data enriched the research by providing depth, context, and personal narrative that quantitative data alone could not provide. The quantitative component allowed for quantifying patterns, statistically significant trends and relationships, and disparities within the juvenile justice system. By using both methods, the ICJI sought to achieve a more robust and holistic understanding of the juvenile justice landscape in Indiana, and to bridge the gap between personal experiences and empirical data to inform more effective policies and interventions.

An overview of the methodology is provided here, but more detailed descriptions of each stage are explained in each section for the RRIs, Juvenile Offense Data, Survey, and Interviews.

RRI and Juvenile Offense Data

RED data from INcite submitted by the counties were used for the RRI data analysis and to create a dashboard. The RRI dashboard shows each county's RRI and the statewide calculations from 2017 to 2022 for each contact point for each racial or ethnic group. These data were used to create a map and graphs to compare RRIs across time, contact point, and racial or ethnic group. Additionally, population estimates from

EZAPOP⁵¹ and the Census Bureau were used to create a population estimate table to compare to the RRIs.

Data included in the Juvenile Offense dashboard were obtained from the IOCS. The analysis of the juvenile offense dashboard includes an overview of the most common offense categories and offenses therein across racial or ethnic groups over time from 2017 to 2022. Additionally, this dashboard displays the data across years, racial and ethnic group, age, and county.

Survey of Juvenile Justice Stakeholders

The ICJI contacted 980 potential respondents who are stakeholders in juvenile justice that can be categorized into probation officers, prosecutors, judges, law enforcement, public defenders, and jail/detention facilities staff. The pool of potential respondents was pulled from various open-source lists, as well as existing contact lists from the ICJI subgrantees.

The ICJI received 124 responses from 73 different counties with varying response rates across stakeholder categories. The analysis of the survey responses is broken down into subsections for each stakeholder group. Questions with discrete response options were analyzed with descriptive analyses, while questions with rank order and open-response questions were analyzed for trends and repeated ideas. The survey questionnaire is provided in "Appendix A" on page 42.

Interviews with Probation Officers

Interviews were conducted with juvenile probation officers from various areas of the state. The aim of the interviews was to compliment the survey and to add individual perspectives to gain more in-depth understanding of the topic at hand. Interview questions were similar to survey questions but allowed for further discussions.

51. OJJDP. (2021, October 13). EZAPOP Easy access to juvenile populations: 1990-2020. <https://on.in.gov/s2zhr>

The main objective was to gather insight into data collection methods for tracking youths in the juvenile justice system, particularly for the quarterly RED reports. Questions were also asked about their perceptions of racial and ethnic disparities in their county and risk factors that contribute to youth involvement in the juvenile justice system.

The ICJI conducted a total of six interviews. Two Research Division staff members conducted each interview. Most interviews were in-person, with one held over Microsoft Teams. Interviews took place over a nearly two-year period. All interviews were recorded and later transcribed for analysis. Researchers noted common themes or patterns across all interviews, as well as any unique perspectives. A summary of the main findings is presented in the interviews section below. The list of questions that may have been asked during the interview is provided in "Appendix B" on page 59.

Limitations of Each Research Methodology

Each research method had its own challenges and limitations. For the RRI dashboard, there were some data integrity issues with whether or not status offenses were included, population estimates, errors and discrepancies in data entry from counties, and small populations and null values. For the juvenile offense dashboard, the data is not identifiable, and it cannot be determined how many juveniles are duplicates or received multiple referrals into the system.

For the surveys, the limitations occurred with our sampling and response rates. The email list is limited to those with emails found through either publicly available information or through the ICJI's contacts for grant management purposes. Therefore, those surveyed are more likely to have prior contact with the ICJI and be more accessible than those whose emails could not be readily found. Another limitation of the surveys was that some stakeholder groups (probation officers) responded to the survey more than others (public defenders and detention facilities), so the results of our survey are skewed more towards the probation officers' perspectives than other respondents.

Finally, for the interviews, the ICJI encountered difficulty finding county probation offices that were willing to speak with researchers about the RED data. Many did not respond after initial inquiries about site visits were sent, others stopped communicating when attempts were made to schedule a visit, and a few offices cancelled an established meeting citing concerns about COVID and concerns about sharing data. Therefore, the ICJI was not able to get as representative of a sample for site visit interviews as initially intended.

While there were many limitations across the methodologies, the information and strengths of each method help to fill the gaps in knowledge of the others. More information about challenges and limitations of each process are discussed in more depth in each findings section.

Relative Rate Index (RRI) Dashboard

Data Background and RRI Calculation Process

The ICJI collects data on the outcomes of youths at nine decision points in the juvenile justice system via INCite, as shown in the Table 1. Each county reports the number of youth contacts into a case management system. Indiana Court Administrative Rule 1(G) requires counties to submit quarterly RED reports using the INCite application to meet the federal reporting requirements. The reports submitted represent all the juvenile contacts entered for each decision point. The ICJI uses data submitted for the 4th quarter RED reports to calculate RRIs, because these data should reflect the reporting period from October 1st – September 30th of the current federal fiscal year.

The top section of the "RRI calculation" report (Figure 2) shows the rate of contacts at each of the decision points by race and ethnicity. This includes Hispanic and non-Hispanic members of the following racial groups: Black/African American, Asian, Other or Mixed-Race, and all minorities.

Figure 2. Statewide RRI Calculations

State RRI - FFY22						
Reporting Period: 10/1/2021-9/30/2022						
Juvenile Justice Rates						
	White	Black or African American	Hispanic or Latino	Asian	Other-Mixed	All Minorities
2. Juvenile Arrests						
3. Refer to Juvenile Court	15.7	38.2	15.8	4.3	22.6	24.6
4. Cases Diverted	59.9	44.0	55.2	71.3	53.4	48.5
5. Cases involving Secure Detention	15.8	32.3	17.1	41.4	24.4	27.7
6. Cases Petitioned	40.1	56.0	44.8	28.7	46.6	51.5
7. Cases Resulting in Delinquent Findings	70.7	59.5	67.7	44.0	65.5	61.7
8. Cases Resulting in Probation Placement	84.2	71.2	76.0	54.5	70.8	72.1
9. Cases Resulting in Confinement in Secure	1.7	3.6	2.0		2.1	3.0
10. Cases Transferred to Adult Court	0.2	1.1	0.2		0.2	0.8
Relative Rate Index Compared with White						
	White	Black or African American	Hispanic or Latino	Asian	Other-Mixed	All Minorities
2. Juvenile Arrests	**	**	**	**	**	**
3. Refer to Juvenile Court	1.00	2.44	1.01	0.27	1.44	1.57
4. Cases Diverted	1.00	0.73	0.92	1.19	0.89	0.81
5. Cases involving Secure Detention	1.00	2.04	1.08	2.61	1.54	1.75
6. Cases Petitioned	1.00	1.40	1.12	0.72	1.16	1.29
7. Cases Resulting in Delinquent Findings	1.00	0.84	0.96	**	0.93	0.87
8. Cases Resulting in Probation Placement	1.00	0.85	0.90	**	0.84	0.86
9. Cases Resulting in Confinement in Secure	1.00	2.12	1.15	**	1.25	1.77
10. Cases Transferred to Adult Court	1.00	5.67	**	**	**	4.05
Group meets 1% threshold?	Yes	Yes	Yes	Yes	Yes	Yes

Key:

Statistically significant results:

Results that are not statistically significant:

Group is less than 1% of the youth population:

Insufficient number of cases for analysis:

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The rates are calculated by dividing the number of contacts in one stage by the number of events in the proceeding stage (the base rates for calculations are shown in Table 2). This calculation is performed separately for each minority group that makes up at least one percent of that jurisdiction's youth population. The county's total population sample is comprised of youth between the ages of 10 and 17. Due to low populations, rates for Native Hawaiian/Other Pacific Islander and American Indian/Alaska Native youths were not calculated.

Table 2. Base for Rate of Calculations

Stage	Base for Rates
Referrals to Juvenile Courts	Per 1,000 youth population
Diverted Cases	Per 100 referrals
Secure Detention	Rate of per 100 referrals
Petition Filed	Per 100 referrals
Found Delinquent	Per 100 petitions filed
Probation Placement	Per delinquent finding
Secure Confinement	Per delinquent filing
Transfer to Adult Court	Per petition filed

Calculation Example and Statewide RRIs

OJJDP's preferred method of collecting data is "duplicated count," which means that a youth is counted as many times as he/she receives a referral during the reporting period. This is to gauge the volume of activities instead of tracking an individual through decision points. The bottom section of the Statewide RRI Calculations in Figure 2 shows the RRI for each minority group compared to the White youth group. As the comparison group, White youth will always have a RRI of 1.

To analyze the yearly data on outcomes of youths at the decision points, the ICJI downloads this data annually from INcite. After downloading the data by county from INcite, it is input into an Excel spreadsheet template to calculate the RRI. Using a template to calculate the RRI has several benefits. First, it ensures that the same calculation process is used for each county, which reduces human error. Second, the template will not return the RRI values if either the group is less than 1% of the youth population or if there is an insufficient number of cases for analysis. Finally, after completing the data entry, the template automatically calculates the RRI and creates an output page that can be saved as a PDF for each county.

After calculating the RRI for each county, all the data points are input into a spreadsheet for the state and for all the counties for each minority group: Black/African American, Hispanic, Asian, Other or Mixed-Race, and All Minorities. This spreadsheet is then used to analyze trends across counties, years, and racial or ethnic groups. The RRI documents are provided, via email, to each county's juvenile judges annually, so they can have updated information on their county's status of RRIs and populations of youth involvement in the justice system. Since the contributors to racial and ethnic disparities can differ depending on a county's challenges and needs, RRI information is provided to counties so they can assess their own racial and ethnic disparities status and make any changes needed at the county level.

The RRI is calculated by dividing the rates for each minority group at the decision point of interest by the rate for the majority (White) youth at the same decision point. The comparison of the two rates provides a Relative Rate Index for the minority group. This rate is then compared to the White group RRI of 1 to determine the extent to which the rate of contact for the minority group differs from the rate of contact for the majority youth. The equation to calculate the Relative Rate Index is given below using the example of Black/African American youth at the referral decision point at the statewide level for October 1st, 2021 to September 30th, 2022.

$$\left(\frac{\text{\#of Referrals, Black}}{\text{Total at risk Black youth population}} \right) / \left(\frac{\text{\#of Referrals, White}}{\text{Total at risk White youth population}} \right)$$

The numbers in this example are provided in the Statewide RRI Calculations in Figure 2. At the state level, the rate of referrals for Black/African American youths is 3,571 referrals compared to 93,402 total at risk Black/African American youth in the population, which brings the left side of the equation to: $(3,571/93,402) = .03823$. The rate of referrals for White youth is 8,081 referrals compared to 515,838 total at risk White youth in the population, which brings the right side of the equation to: $(8,081/515,838) = .01567$. The RRI for Black/African American youth referrals is $(.03823/.01567) = 2.44$.

An RRI greater than 1 indicates disproportionate minority contact. An RRI that is less than 1 indicates disproportionate White contact. RRIs that are equal to 1 indicate the minority group and White group have proportionally equal contact. For the example listed above, the RRI for Black/African American youth at the referral decision point for the state was 2.44. This is interpreted that Black/African American youth were 2.44 times more likely to be referred to juvenile court than White youth.

Problems and Limitations of RRI

On a statewide level, referrals to juvenile court were 2.44 times more likely and cases involving secure detention are 2.04 times more likely for Black/African American youth than White youth, but diversion was less likely (0.73) for Black/African American youth than White youth. An RRI that is less than 1 for the diversion decision point suggests that youth in that population group are less likely to be diverted away from the juvenile justice system. Less diversion is a negative outcome, because it means youth in this population group are more likely to enter the juvenile justice system than White youth.

There was a similar pattern for higher likelihood of referral and secure detention and lower likelihood of diversion for Other or Mixed-Race youth and All Minority (all minority groups combined) youth. The highest RRIs for 2022 at the statewide level were 5.67 for Black/African American youth and 4.05 for All Minority youth, both of which occurred at the transfer to adult court decision point. This means it was much more likely for Black/African American or any minority youths to have their case transferred to adult court than White youth. The other racial or ethnic groups alone did not have a sufficient number of cases for analysis.

Although the RRIs for Hispanic youth at the diversion, secure detention, petition, probation, and confinement decision points are significantly different than the rates for White youth, the RRIs for Hispanic youth are closer to 1 than Black/African American, Other or Mixed-Race youth, and All Minority youths. For Asian youths statewide in Indiana for 2022, the only decision point with a significant RRI occurred at the secure detention decision point (RRI = 2.61).

RRI as a “Check Engine Light”

Beginning in FY 2018, the RED Plan requested data other than RRI, such as the percent distribution of minority groups to the general population distribution, to be used to show disproportionality. The RRIs should not be the only statistical measurement used to determine racial and ethnic disparities in counties, because it only alerts when there is already a problem in a county. In this way, the RRIs should be thought of as a “check engine light” rather than a comprehensive measurement of disproportionality in the juvenile justice system.

Population Estimates

The population estimates used to calculate the RRIs for 2017, 2018 and 2019 all used the population estimates from 2010.⁵² Since the population estimates for 2017, 2018, and 2019 used 2010 Census estimates, high RRIs in these years may be reflecting changes in population demographics more than racial and ethnic disparities. This was considered in the analysis when selecting counties to highlight in our review. The population estimates used to calculate the RRIs for 2020, 2021, and 2022 all used population estimates from 2020. Population estimates are pulled from EZAPOPOP (Easy Access to Juvenile Populations) and directly from the Census Bureau.⁵³ EZAPOPOP uses data collected by the U.S. Census Bureau, which is only updated every decade. For 2020 to 2022, data from the Census Bureau was used for the Other or Mixed-Race group and the Census Bureau categorizes this group as ‘Two or More Races’.

Small Populations, Many Null Values

Several of the group populations were too small of a percentage of the youth population or had an insufficient number of cases in the county for the year to run accurate analyses; thus, there were many null values. Due to the small percentages or insufficient number of cases, American Indians/Alaska Natives, and Native Hawaiian/Other Pacific Islanders could not be represented using the RRIs, but these groups are included

52. At the time of the calculations, 2010 populations were the most recent available.

53. OJJDP. (2021, October 13). EZAPOPOP *Easy access to juvenile populations: 1990-2020*. <https://on.in.gov/u7b2a>

in the 'All Minorities' category. Additionally, only seven counties from 2017 to 2022 had enough cases or a high enough percentage of the youth population for Asian youth to calculate the RRIs.

NC vs Non-NC Data

At this time, the ICJI is not able to go back to previous years and retrieve different versions of the datasets with or without "NC" included. NC stands for "no charge", which means that referrals involving status offenses are included in the dataset. Due to changes in staff over the course of the project and inconsistent data pulls, the initial datasets of INcite data have inconsistent inclusion of NC and non-NC entries. In some years (2017, 2020, and 2021) there was only one copy of the original INcite data, which did not specify if it does or does not include status offenses. However, for 2018, 2019 and 2022 the non-NC datasets were available and were used to input the data included in the RRI's calculations for those years.

Errors or Discrepancies in Data Entry

One of the largest issues with calculating RRIs were the errors and discrepancies with data entry. For some counties, the RRI seemed extremely high, while in another county there were no referrals reported when site visits to this county revealed there were referrals.

For the former issue, there are some instances in which the RRI values were much higher than expected. For example, in 2019, Kosciusko County had a RRI of 64.06 for Other or Mixed-Race youth. Upon investigation, it seems that the reason for this unusually high RRI is because the number of youths reported at the referral decision point exceeds the total number of Other or Mixed-Race youth for their county during that fiscal year.

There could be multiple reasons for this outcome. First, this could simply be a data entry error issue; however, this seems unlikely since the previous year also had a much higher value than normal RRI (31.56). A second possible reason for extreme values like this could be that youths that identify with multiple races or ethnicities could be counted more than once by mistake. A third potential option is that the number input is accurate and a single youth or multiple youths in

this group are being referred numerous times, resulting in a higher number of referrals than the total number of youths in this group. Finally, the Other or Mixed-Race youth population rose in population estimates from the 2010 estimates used for 2018 and 2019, to the 2020 estimates. It is most likely that the population demographic changes contributed to the extreme RRIs, but the other potential errors could have been additional contributors. Since no discrepancy with data can be identified for certain at this time, the number entered was left as is.

Along with unusually high RRIs, there is also a problem with non-reporting or inaccurate reporting from some counties. For example, one county did not report any referrals but upon further investigation during a site visit, coordinators found they did have youth referred that were not reported in the RED data entry.

Additionally, it is unclear whether some counties are inputting data correctly, quarterly and annually. Counties should be reporting data cumulatively across each quarter of the fiscal year (October 1st to September 30th of the following year) rather than starting over each quarter. This means the full fiscal year's data should be reported in the final quarter. However, without interviewing or surveying all the personnel in charge of inputting RRIs for each county to verify if the data entry is being added cumulatively, the ICJI staff cannot be sure that each county is following this guideline.

Caution When Interpreting

For these reasons, caution should be used when making inferences based on the RRI values. These values should be viewed as a tentative "check engine lights" for racial and ethnic disparities that indicate which counties need further investigation, rather than a definitive measurement that racial and ethnic disparities exist. The ICJI staff monitor the data regularly and can provide technical assistance as needed for any questions or concerns regarding the interpretation of RRIs.

Key Findings from RRI Dashboard

With these cautions and limitations in mind, some counties have been highlighted in the analysis below based on repeatedly high RRI values across years and across racial and ethnic groups. Additionally, counties with high outlier scores or a known history of non-reporting are also included here. These comparisons can be [viewed in the RRI Dashboard here](#). These counties are mentioned in order to discuss a need for more information and investigation into the disparities in their counties, not as a confirmation of existing disparities.

Comparisons Across Racial or Ethnic Groups

As one of the first decision points in the juvenile justice process that is reported for the RED data, referrals have the greatest amount of data to evaluate.⁵⁴ The following section is a comparison of county RRIs in 2022, the most recent year available at this time, by racial or ethnic groups at the referral decision point.

Black/African American Youth

In 2022, 36 counties had a sufficient number of cases to calculate referral RRIs and all but one county (Bartholomew County) were above 1, meaning that the rates of referral overall were higher for Black/African American youth than for White youth. The RRIs for this population group had a range between 0.95 to 10.19 with an average of 3.86. The counties with the highest RRIs were Tippecanoe (10.19), Posey (6.02), Floyd (5.68), Johnson (5.33), Delaware (5.15), and Whitley (5.03).

Hispanic Youth

For Hispanic youth in 2022, 36 counties had a sufficient number of cases to calculate referral RRIs, with a range of 0.64 to 3.63 and an average of 1.42. Eight counties had RRIs under 1, meaning the rate for referral of Hispanic youth was lower than for White youth. The highest RRIs were in the counties of Hamilton (3.63), Shelby (2.15), Tippecanoe (1.98), Marshall (1.98), and LaGrange (1.97).

Asian Youth

Only four counties had sufficient population and referral numbers to calculate an RRI value in 2022, Allen County (2.21), Hamilton County (0.22), Johnson County (0.93), and Marion County (0.70). Only Allen County had an RRI above 1, meaning that the referral rate for Asian youth in Allen County was higher than the referral rate for White youth in 2022; however, the referral rate for Asian youth in the other three counties was lower than the referral rate for White youth.

Other or Mixed-Race Youth

An RRI at the referral decision point for Other or Mixed-Race youth was available for 32 counties, 30 of which were above 1 with a total range from 0.59 to 7.98 and an average RRI of 2.38. Wabash had the highest RRI with 7.98, followed by Tippecanoe (5.76), Clay (3.66), Madison (3.54), Floyd (3.48), and Miami (3.38). The three counties with an RRI under 1 were Knox (0.91), Elkhart (0.88), and Bartholomew (0.59).

All Minority Youth

The category of All Minorities includes all Black/African American, Hispanic, Asian, American Indian/Alaska Native, Native Hawaiian/Other Pacific Islander, and Other or Mixed-Race youth combined. For All Minority youth in 2022, 58 counties had an RRI value available. Nine counties had an RRI below 1, and the other 49 counties had an RRI above 1. The range of values for the RRI for All Minority youth was 0.77 to 4.35, with an average of 2.0. The counties with the highest RRIs were Tippecanoe (4.35), Rush (4.22), Newton (4.16), Floyd (3.48), and Delaware (3.27).

54. Both referrals and arrests can be the initial decision point depending on the source of arrest or referral. For more on the decision points, see the diagram in "Figure 1. Juvenile Justice System Diagram" on page 10.

Comparisons of Notable Counties Across 2017-2022

For both the averages across 2017-2022, and for individual years for the referral decision point, the following counties were among the highest RRIs for at least one racial or ethnic group: Tippecanoe, Kosciusko, Floyd, Gibson, Johnson, Shelby, Delaware, Wabash, and Whitley counties. Warren County and Crawford County had several years of reporting zero referrals to juvenile court.

Tippecanoe County's RRIs were among the highest consistently for Black/African American, Hispanic, Other or Mixed-Race, and All Minorities youth from 2017-2022 except for 2018.

Kosciusko County's RRIs were also repeatedly high, with some extreme outliers (64.06 in 2019 and 31.56 in 2018 for Other or Mixed-Race) which may be due to data entry errors, population changes, or smaller populations with repeated referrals of the same youths.

Floyd County's RRI values were high for Black/African American youth in 2017, 2020, 2021, and 2022, suggesting that more Black/African American youths were being referred than White youth. Additionally, Floyd County was among the higher RRIs for All Minorities in 2021, and for Other or Mixed-Race and All Minorities in 2022.

Gibson County had higher RRIs for referrals in 2017, 2018, and 2019 for Black/African American youth. Since these years with higher RRIs align with the older population estimates, it is possible that these high values are due to overall population increases in Black/African American youth in the county. In 2018, 2019, 2020, and 2022 Gibson County had higher RRIs than many other counties for referrals for Hispanic youth; in 2017 and 2021, there was an insufficient number of cases for Hispanic youth to calculate an RRI for analysis.

Johnson County had some of the highest RRIs for referrals for Black/African American youths in 2017 (10.01), 2019 (10.18), and 2022 (5.33).

Shelby County had high RRIs for referrals in 2021 and 2022 for All Minorities, Other or Mixed-Race youth and Black/African American youth, and for Black/African American youth in 2017. For other years and racial or ethnic groups, there was either an insufficient number of cases for analysis or the RRIs were not among the highest of the available counties.

Delaware County had among the highest RRIs averaged across all six years for Black/African American youth and All Minorities.

Wabash County had among the highest RRIs averaged across all six years for Other or Mixed-Race and All Minority youth. The highest RRI for referrals in Wabash County occurred in 2019 for Other or Mixed-Race youth referrals with a high outlier of 31.77, but the RRI in this county for Other or Mixed-Race youth referrals is consistently high from 2020 through 2022 as well.

Whitley County, like its neighboring counties of Kosciusko and Wabash, also had a high outlier RRI of 32.85 in one year (2018) for Other or Mixed-Race youth. This county also had high RRIs in 2017 for Other or Mixed-Race youth and in 2022 for Black/African American youth.

Warren County and **Crawford County** are not notable for high RRIs for minority youth populations, but both counties had several years in which zero youth were reported to have been referred. It seems that Warren County did not have any referrals to juvenile court based on the court data, but it is unclear if the zero referrals from Crawford County are due to a lack of referrals or due to non-reporting.

Youth Population Comparisons

In addition to the RRIs displayed for each county, decision point, and racial or ethnic group, the RRI & Youth Population dashboard also has a table in the bottom righthand corner displaying the youth population for each racial or ethnic group by county at each decision point. This is helpful to look at in addition to the RRIs, because many counties do not have a sufficient number of cases to calculate an RRI, but there may still be racial and ethnic disparities present in these counties. Examining the percent of youth for each racial or ethnic group present at each decision point and comparing this to the percent of the total youth population can show if there is overrepresentation of youth in certain racial or ethnic groups at some decision points.

For example, Shelby County did not have a sufficient enough population of Black/African American, Hispanic, Other/Mixed-Race, or All Minorities youth in 2020 to calculate an RRI. When examining the Total Youth Population for 2020 for Shelby County, the youth population breakdown is approximately 88% White, 2% Black/African American, 9% Hispanic, and 1% Asian. However, in 2020, 87% of referrals were White youths and 13% were Black/African American youths.

Examining the youth populations at decision points has limitations due to small population sizes being more susceptible to skewing. In this example for Shelby County in 2020, there were very few referrals overall (15), so the two referrals for Black/African American youth appears to be more disproportionate than it actually is. Therefore, using the youth population alone cannot show a racial or ethnic disparity; however, it is still a useful tool for counties that do not have RRI information for some years or for some racial/ethnic groups in order to gauge if there is a pattern of overrepresentation of certain groups at decision points over multiple years.

Key Findings from Statewide Juvenile Offense Dashboard

The ICJI created a Tableau dashboard, which can be [viewed here](#) displaying statewide juvenile offense data. This dashboard is based on referral data received from IOCS and it allows the ICJI to analyze the data for patterns in a more efficient manner. The ICJI has analyzed this dashboard and data with the intent to identify any areas where racial and ethnic disparities may be occurring. After analyzing the data, the ICJI has come away with several findings related to disparities across the categories of offenses that juveniles were most commonly referred into the juvenile justice system for a six-year period beginning in 2017 and ending in 2022. This analysis will first discuss the aggregate findings combining all six years of referrals, then discuss the changes in referrals over time. Additionally, this analysis focuses on White youth and Black/African American youth because the data this dashboard utilizes classifies the racial and ethnic groups differently than other RED data used in this report.

Status Offenses

The most common offense category over the six-year period that juveniles were referred for was the status offense category. Runaway and truancy were the most common offenses in this category respectively. Overall, Black/African American youth were, relative to population, 68.3% more likely to be referred to the juvenile justice system for a status offense than White youth. Black/African American youth were 81.5% more likely to be referred for runaway and 73.7% more likely to be referred for truancy offenses than White youth. Through the entire six-year period, Black/African American youth were consistently more likely to be referred for status offenses than White youth. However, the disparities in status offense referrals decreased significantly from 2017 to 2022. In 2017, Black/African American youth were 165% more likely to be referred for a status offense than White youth, however, in 2022, they were 29.8% more likely to be referred.

Property Offenses

Over the six-year period, property offenses constituted the second most common category of offenses for which juveniles were referred. The top offenses in this category were theft and criminal mischief respectively. Overall, Black/African American youth were, relative to their population, 160.7% more likely to be referred to the juvenile justice system for a property offense than White youth. Additionally, Black/African American youth were 219.1% more likely to be referred for theft and 19.1% more likely to be referred for criminal mischief offenses than White youth. In 2017, Black/African American youth were 171.7% more likely to be referred for a property offense than White youth, and in 2022, they were 131.9% more likely to be referred.

Person Offenses

The third most common offense type over the six-year period for which juveniles were referred for was person offenses. Battery and intimidation were the two most common offenses in this category respectively. Overall, Black/African American youth were, relative to population, 212.6% more likely to be referred to the juvenile justice system for a person offense than White youth. Black/African American youth were 205.5% more likely to be referred for battery and 90.4% more likely to be referred for intimidation offenses than White youth. In 2017, Black/African American youth were 204.7% more likely to be referred for a person offense than White youth, and in 2022, they were 196.5% more likely to be referred.

Drug Offenses

Lastly, the fourth most common offense type which juveniles were referred for over the six-year period was the drug offense category. The top offenses in this category were possession of marijuana and possession of paraphernalia. Overall, Black/African American youth were, relative to population, 9% more likely to be referred to the juvenile justice system for a drug offense than White youth. Black/African American youth were 18.6% more likely to be referred for possession of marijuana, but they were 57.4% less likely to be referred for possession of paraphernalia. In 2017, Black/African American youth were 3.9% less likely to be referred for a drug offense than White youth, and in 2022, they were 1.1% more likely to be referred.

Overall Analysis

Analysis of the data indicates significant disparities between White and Black/African American youth in Indiana. Black/African American youth are consistently overrepresented across all offense categories. There have been marked reductions in disparities between 2017 and 2022, but this data indicates there is a need for further investigation of these disparities and potential interventions. While this analysis shows significant disparities, the ICJI cannot point to definitive causes for the apparent disparities. Various factors could contribute to the disparities, such as socioeconomic factors, over policing of Black/African American youth, implicit bias, or other factors discussed in this report.

Survey Of Juvenile Justice Stakeholders

Survey Background

In September 2022, the ICJI conducted a statewide juvenile justice survey to evaluate local juvenile justice systems in terms of equity and to identify risk factors that influence youth involvement in the justice system. The primary focus of the survey is to better understand juvenile arrest and referral data collected at the local level that is used to analyze racial and ethnic disparities within the juvenile justice system. The results of this study will allow counties to better understand racial and ethnic disparities data and identify methodologies for understanding these data more comprehensively.

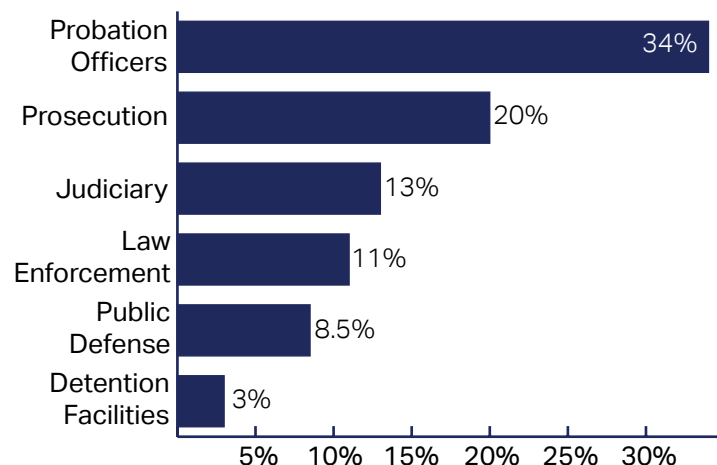
The survey link was emailed, via Qualtrics, to multiple stakeholders in all 92 counties. The stakeholders included: probation officers, law enforcement officers, public defenders, prosecutors, judges, and jail/detention facilities staff. The goal of the survey was to seek a broad perspective from individuals engaged in youth-centered work throughout the state, as well as gaining a better understanding of RED data. The majority of questions asked of stakeholders concerned their experiences and perceptions of racial and ethnic disparities in their individual counties.

The following is a snapshot of the survey results.

Data Overview

The ICJI emailed 980 stakeholders. A total of 172 responses were received; however, after removing the responses that did not answer beyond question three, 124 responses were recorded. The first three questions recorded demographics. Probation departments had the highest response rate at 34%. The response rates for the other stakeholder groups for the 124 recorded responses are listed in Figure 3.

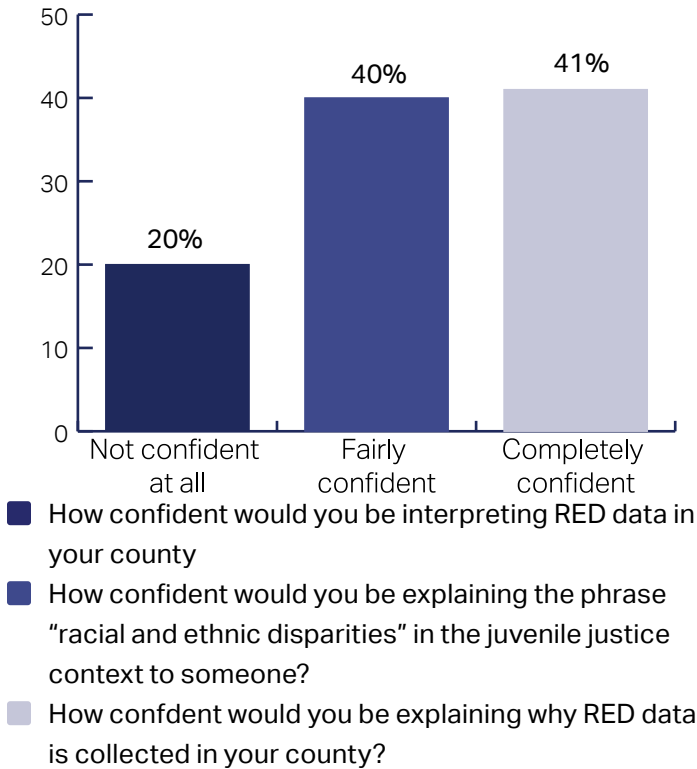
Figure 3. Agency Response Rate



Understanding, Explaining, and Interpreting RED Data

The survey respondents were asked about their level of confidence with understanding, explaining, and interpreting RED data. They were asked to rate their level of confidence from completely confident, fairly confident, somewhat confident, slightly confident, and not confident at all. The results presented in Figure 4 are the top three responses for each question asked. Forty-one percent of stakeholders report they are “completely confident” explaining why RED data is collected in their county. Forty percent report they are “fairly confident” explaining the phrase “racial and ethnic disparities” in the juvenile justice context to someone. Approximately 20% report they are “Not confident at all” interpreting RED data.

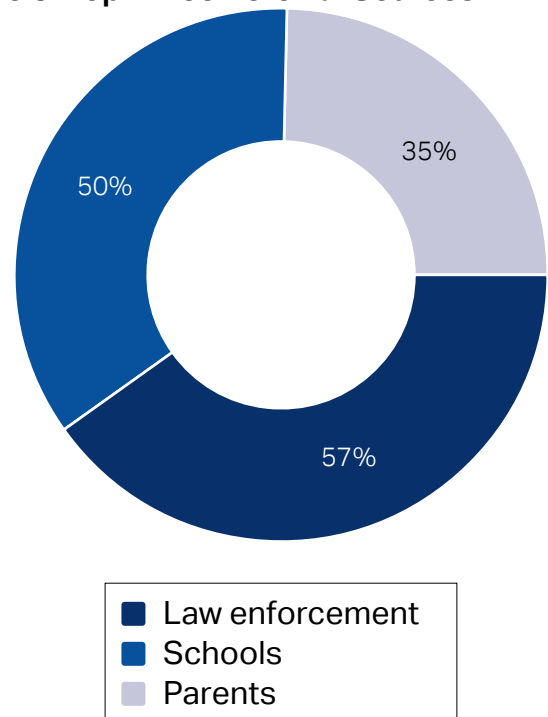
Figure 4. Understanding, Explaining, Interpreting RED Data



Frequent Source of Referrals

Stakeholders were asked, "based on your experience, what is the most frequent source of referrals for youth into the juvenile justice system?" They were given nine options and asked to rank them from most frequent (1) to least frequent (9). The options consisted of the following: schools, parents, law enforcement, citizens, Department of Child Services, prosecutor, community service providers, business owners/retail stores, and other. The responses varied between agencies, overall, the top three responses were law enforcement (57%), schools (50%) and parents (35%).

Figure 5. Top Three Referral Sources



Frequent Type of Offenses

Stakeholders were asked, "Based on your experience, what is the most frequent type of offense that juveniles are detained for in your county?" They were asked to rank each offense from the most frequent type (1) of offense to the least frequent type (5) of offense. Thirty-four percent of agencies report violent offenses are the most frequent type of offense that juveniles are detained for, followed by drug offenses, non-violent offenses, and status offenses. Status offenses are acts considered offenses only because of the offender's age, such as truancy or curfew violations.

Table 3. Frequent Type of Offenses

	1-Most frequent	2	3	4	5- Less frequent
Violent	34.3%	13%	21%	29.3%	2.5%
Status	22.2%	19%	18.8%	31%	9%
Non-violent	25.3%	25.8%	34.2%	13%	1%
Drug	15.8%	41.5%	25%	16.2%	1.3%
Other	1.3%	1%	1%	10.5%	86.2%

Frequency of Referrals/Arrests for White Youths and Other Racial and Ethnic Groups

Participants were asked, "Based on your experience, are White youths arrested/referred more or less frequently than other racial/ethnic groups?" Fifty percent report White youth are arrested more frequently. Fifty-four percent report White youth are also referred more frequently than other racial and ethnic groups. Between 28-30% of agencies report White youth are arrested or referred at the same rate as other racial and ethnic groups.

Table 4. Frequency of Referrals for White and Other Racial/Ethnic Youths

	More	Same	Less	Don't Know
Arrested	50.0%	27.8%	13.8%	8.3%
Referred	53.8%	29.5%	7.3%	9.2%

Arrest Data

Probation officers, law enforcement, and jail/detention center respondents were asked, "Does your agency collect arrest data?", and if so, whether or not the data is collected through a case management system (CMS). Only probation officers were asked if they would be able to report arrest data as part of their quarterly RED data submissions. Sixty-seven percent of probation departments collect arrest data, with 60% reporting it is collected through their CMS. If required to report arrest data for the quarterly RED report, 53% of probation officers responded they would be able to that. A total of 52% report there are no challenges to collecting juvenile arrest data.

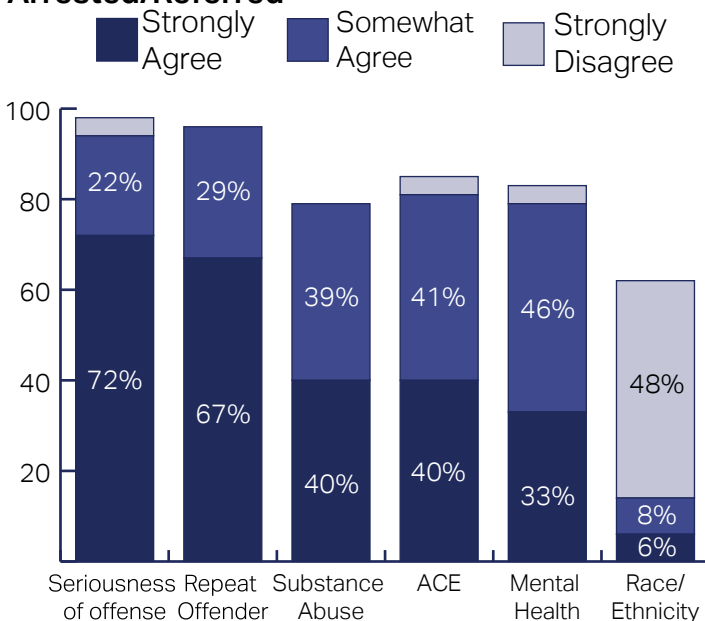
For law enforcement respondents, 87% of agencies collect arrest data for juveniles. Eighty-four percent of law enforcement report that arrest data for juveniles can be collected through their Jail Management System. Sixty-nine percent report there are no barriers or challenges to collecting juvenile arrest data.

For jail/detention centers, four responded and stated that they collect information on how juveniles became involved in the justice system, including referrals, arrests, and other methods. Two-thirds (67%) of the agencies reported that there are no barriers or challenges to collecting referral or arrest data. One county reported that they face barriers and challenges when collecting data, with incomplete or insufficient information sometimes provided by officers.

Contributing Factors to Youth Being Arrested/Referred

Stakeholders were asked, "To what extent do you believe the following factors contribute to youth being arrested and/or referred to the juvenile justice system?" They were given 11 options: race/ethnicity, family, adverse childhood experiences, seriousness of offense, extensive delinquent history/repeat offender, gang involvement, socioeconomic status, mental health, substance use, law enforcement discretion, and other. Participants were asked to rank each option as "strongly agree," "somewhat agree," "neither agree nor disagree," "somewhat disagree," and "strongly disagree." The most common factor believed to contribute to a youth being arrested/referred to the juvenile justice system is the "seriousness of the offense."

Figure 6. Contributing Factors to Youth Being Arrested/Referred



Agency Policy and Use of Risk Assessment

Probation officers were the only stakeholders asked, "is a screening tool, such as a risk assessment, used to determine if detention is appropriate for the youth?" Out of the 29 responses, 22 departments report they use a risk assessment tool, 5 report they do not use a risk assessment tool and 2 departments "don't know" if they use a risk assessment tool. Probation officers, public defenders, prosecutors, and law enforcement agencies were asked if they "have

a policy in place for how to handle contacts/interactions with juveniles?" However, no responses were recorded for prosecutors. Figure 7 represents recorded responses only. There was a total of 110 respondents, however, there were 41 respondents who did not respond to this question. Therefore, figure 7 is representative of 69 responses. More than half (54%) of the agencies reported they have a policy in place, 46% reported they do not have a policy in place.

Figure 7. Policy for Agencies

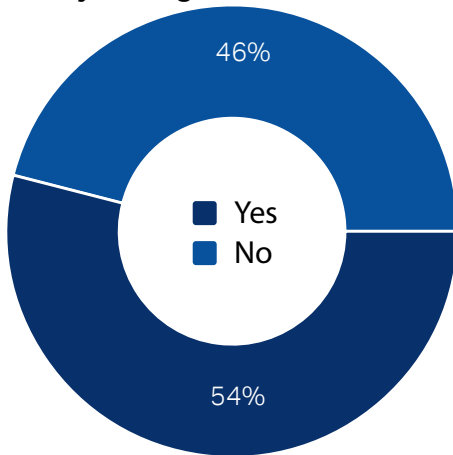
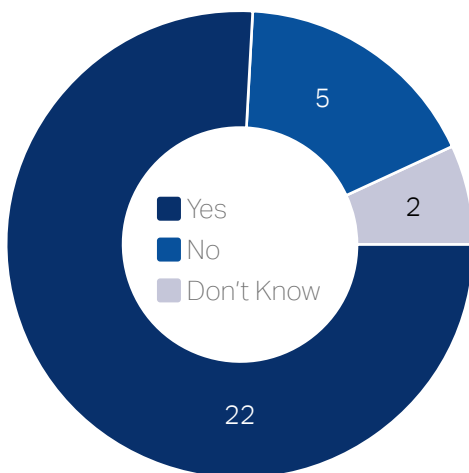


Figure 8. Use of Risk Assessment



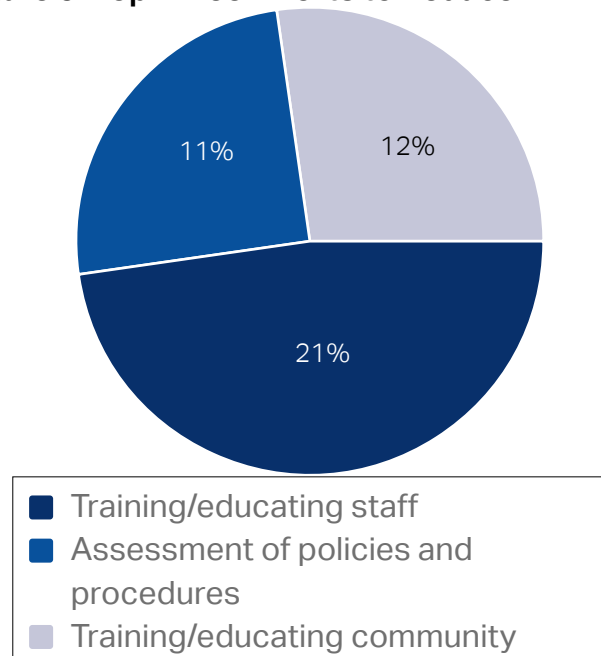
Perception of Racial and Ethnic Disparities

Overall, most counties (62%) believe there are no racial and ethnic disparities in their county. Twenty-four percent of agencies believe there are disparities in their county. Two detention facilities believe there are racial and ethnic disparities within their county. Both agencies suggested continued training for law enforcement, as well as creating a positive interaction between youth and law enforcement to help reduce racial and ethnic disparities.

Efforts to Reduce RED

Figure 9 illustrates responses to the survey question, "In the past five years, which of the following efforts has your agency put forth to reduce RED in the local juvenile justice system?" Participants were given a list of 10 items and asked to "select all that apply." The figure represents the top three most common efforts. Twenty-one percent of the respondents agreed training and educating staff was the leading effort to reduce racial and ethnic disparities in their county. Other efforts counties agreed were helpful to reducing RED were training and educating the community (12%) and assessing individual policies and procedures (11%).

Figure 9. Top Three Efforts to Reduce RED



Interviews Summary

The ICJI conducted interviews with juvenile probation officers in order to get deeper insight into the juvenile justice process, how data is collected, and their viewpoints on racial and ethnic disparities. The ICJI reached out to counties throughout the state requesting an interview and site visit to a juvenile probation office in each of six regions across the state. Six interviews were conducted with juvenile probation officers throughout the state, five of which were conducted in-person at the probation department or detention facility, and one was conducted online through Microsoft Teams. Attempts were made to select counties to include both urban and rural counties, counties that are JDAI and non-JDAI, and counties that did and did not have detention centers. Additionally, attempts were made to include counties that were notable in the analysis of their RRI data over multiple years.

The ICJI reached out to several counties that met these criteria across the state but faced many challenges with receiving communication back and with scheduling times for interviews and visits. Some of the counties that did not wish to be interviewed cited lingering COVID concerns, others were hesitant to share any information with outside agencies, and the remaining counties that were contacted either did not respond to ICJI's interview requests or stopped responding to scheduling emails.

Ultimately, the six juvenile probation officers interviewed were from Delaware County, Monroe County, Shelby County, Lawrence County, Porter County, and Fulton County. Four of these offices are located in JDAI counties and two are not. Three of these offices are located in urban counties, two are in rural or mixed counties, and one is in a rural county. The juvenile probation offices are located in four of the six regions in Indiana, two of which are located in the Southwest corner of the state, two in the northwest corner, and none of the offices were located in the northeast or southeast regions.

The intake process once a youth is arrested or referred varies by county. Below is a summary of the six counties' intake process.

The intake process for youth in the juvenile justice system depends on various factors, the most common being the county and the referral source. It seems that if they are a JDAI county, their process is the following: If a youth is a direct file, the prosecutor reviews and sends for a preliminary inquiry. If the youth is detained, the preliminary inquiry happens after the detention hearing.

However, if the youth is not immediately detained or put on alternative detention, the prosecutor receives paperwork from the referral source (law enforcement, schools, parents, etc.). The prosecutor then sends the report to Probation to complete a preliminary inquiry report. Probation sets up an intake hearing with the preliminary report and recommendations. The recommendation goes back to the prosecutor and the prosecutor will either agree or disagree with the recommendations. If the prosecutor agrees, they send an email verifying the agreement, or if they disagree with the recommendations, a prosecutor will file a request with the court and the judge will make the final decision.

If the county is not a JDAI county, the process is the following: Initially, when youth enter the system, a police report is generated to determine if a case should proceed. The Juvenile Probation officer receives the police report and determines whether to bring the juvenile in for a preliminary inquiry. Most of the time, the juvenile is brought in to complete a preliminary inquiry with the probation officer. If no preliminary inquiry is warranted, the process is halted.

If a preliminary inquiry is determined necessary, the parents are notified about it. Once the preliminary inquiry is complete, three options exist: informal adjustment, talk/release (dismissal, but recorded in the agency's database), and formal filing (resulting in a Juvenile Delinquency number). Some non-JDAI counties report

alternatives to certain offenses, such as status offenses. If it is a status offense, an in-house sanction, such as community service or an online class, is offered. Sometimes juveniles are referred to other agencies or programs, such as the Youth Assistance Program, which is a preventative program that includes mentoring and other resources.

All counties were asked if a tool is utilized for screening purposes, as well as when, who the screening tool is used by, and where the criteria for the screening tool comes from.

All counties reported using a screening tool. The most common response was the Indiana Youth Assessment System (IYAS). The JDAI counties report using an additional tool. One county reported using a mental health assessment along with the IYAS. The majority of the counties interviewed report that the screening tool is used by probation officers. The probation officers complete the screening tool and make the decision, based on the risk assessment, if the child should be detained or not.

Counties were asked how they collect and record data, such as who and how RED data is recorded, and which case management system is used. Counties were also asked how data collection was accurate and consistent.

Four of the six counties interviewed use SRS as their case management system to record their RED data. Two of the six counties use Quest as their case management system. All the counties report RED data quarterly, beginning with October 1. One county favored reporting RED data quarterly versus the other counties that would prefer to report RED data annually. Overall, most counties stated that one or multiple staff members enter the data, and the same person runs the report in order to ensure all data was reported and the numbers are accurate.

Counties were asked about all possible sources or referrals, as well as the most frequent source of referrals, and to what extent referrals are documented.

The response to these questions varied county to county. Not one county received or documented referrals the same as another county. However, most counties consistently reported the most frequent source of referrals comes from law enforcement agencies. If referrals were not received directly from a law enforcement agency, they would either come directly from the schools or the prosecutor's office. If a county accepted referrals directly from the school, it would most likely come as a referral for truancy. If referrals came from the prosecutor's office, it was most likely for status offenses. Each county operates differently, and it is difficult to document the different ways each county receives and documents referrals. As far as documenting referrals, one agency reported it is possible to document referrals into INcite which can then be pulled by IOCS, however, referrals cannot be pulled if referrals are not documented properly or if they are not documented at all. Many counties have their own procedures when it comes to reporting referrals, which makes it difficult to track on a uniform basis.

The following subsection summarizes answers to questions relating to arrest data. The questions included: is arrest data collected; is it reported to your CMS; if arrest data is not collected, would it be possible to collect it in the future; are there barriers/ challenges to collecting arrest data?

All counties interviewed report that arrest data is collected and recorded in their case management system. Counties that use SRS responded there is a separate category to report arrest data which can be easily pulled into the RED report that each county reports quarterly. With that being said, the most common barrier reported by probation departments is that they do not receive all police reports, which means those numbers slip through the cracks and are not recorded in the case management system. Another challenge some counties encounter is the definition of 'arrest' versus 'detained'. Counties report this could lead to inaccurate reporting as well if law enforcement is reporting an arrest as detained and vice versa.

The following summarizes statements made from counties regarding the RRI data sheets that the ICJI sends to juvenile judges and the perception of RED in each county.

Four of the six counties stated they had never seen the RRI sheets that the ICJI sends to juvenile judges. Those same counties were given the RRI sheet before or during the interview, and they reported they did not know how to interpret the data. None of the counties stated that they perceived racial and ethnic disparities in the juvenile justice system in their county. Additionally, many interview participants observed that minority youths are equally referred to the juvenile justice system as White youths.

Each county was asked the common types of offenses for youth referrals in their county.

All counties agreed that the most common type of offense for youth referral is battery, whether it comes from the school, which was the result of a school fight, or it was the outcome of a domestic situation. Some other common referrals were substance use related, truancy, runaways, conversion/theft, resisting law enforcement, and child molestation.

Counties were asked to estimate how many youths were currently detained for non-violent, violent, and status offenses. The number varies day-to-day. As of the time of each county’s interview, the following numbers were accurate.

Table 5. Approximate Number of Youths Detained in Facilities

	Non-violent offenses	Violent Offenses	Status Offenses
Delaware*	0	<4	0
Fulton	0	0	0
Lawrence	0	2	0
Monroe	1	1	0
Porter	Unknown	Unknown	Unknown
Shelby	0	0	0

Note: *Delaware County reported the average daily population= <4

JDAI Counties vs Non-JDAI Counties: Has youth detainment in your county changed over the past few years? How so?

Four of the six counties interviewed are JDAI counties. Lawrence County is the most recent county to join (2020). Porter County was the first of the counties to adopt the JDAI strategies (2010). Delaware and Monroe County joined in 2013. Porter and Delaware County are the only two counties interviewed that have juvenile detention centers. There are a total of 19 juvenile detention centers in Indiana. Many of the counties interviewed agree youth detainment has declined in their county, however, they claim much of it is contributed to COVID-19. The JDAI counties contribute much of their decrease in detainment to being very strict with which offenses they detain.

For example, one county explained that, in most cases, they do not detain for drug offenses, which is their primary referral from SROs. However, another county observed a noticeable increase in drug and gun violence over the past two years. This county believes many of their juveniles involved in drug and gun violence are coming from or going to Chicago or Detroit, since that county is on the path between the two large cities.

Counties were asked if their agency has policies and procedures in place to handle contacts or interactions with juveniles.

Three counties reported having some policies and procedures in place. The policies were mostly drafted from overall department values or from JDAI guidelines.

Each county was asked what they believe contributes to youth being involved in the criminal justice system.

The most common answer received involved the parents, whether it was lack of supervision from parents, parents were “poor role models”, or parents seem to care more about being friends with their child/ren than their parent. Some other responses about contributing factors were peers; poor emotional regulation; fights at school because of an issue that happened on social media; and substance use issues, potentially due to kids wanting to experiment and/or self-medicate for their mental health.

Each county was asked if their county has taken any steps to address racial and ethnic disparities in the juvenile justice system.

All except one county reported their county has not taken steps to address racial and ethnic disparities in their county. However, all counties were asked about their perception of RED, and all believe White youth are detained at the same rate as minority youth; therefore, they perceive the issue does not seem to be as relevant in their own counties. Interestingly, most counties reported knowing that youth of color are detained or arrested at a disproportionate rate, generally, they just do not believe this is occurring in their county.

Counties were asked if there are any systemic changes that they believe need to be made to reduce racial and ethnic disparities in the juvenile justice system. The following is additional information about racial and ethnic disparities shared by Lawrence County.

Lawrence county states the following: JDAI is partnering with Indiana University School of Medicine in Indianapolis “to develop a screening tool for youth for suicide and coming up with a pathway to be referred to address mental health – they are a pilot site.” Lawrence County reports they became a, “JDAI county in 2020 and has been detaining less kids since then (however, same time that COVID happened), always collected data but doing more with it since JDAI. Used to do more detention on the front-end (pre-adjudication), but now it’s mostly on the back-end – (post-adjudication). It’s a lot of work but has found JDAI to be beneficial – it’s a big commitment.”

Conclusion

Drawing upon the insights derived from the main inquiries of the grant project and the crucial findings stemming from the research methodologies, the ICJI proposes enhanced collaboration within counties to scrutinize RED data comprehensively. The ICJI recommends concerted efforts to implement strategic actions that specifically target and mitigate racial and ethnic disparities at the referral level, involving active participation from law enforcement agencies, schools, and probation offices. Additionally, the ICJI emphasizes the importance of fostering mutual understanding and information-sharing between courts and probation offices. To enhance these efforts, it is imperative that accurate and up-to-date juvenile data continues to be meticulously reported into case management systems. These strategies aim to foster a more equitable juvenile justice system within counties, addressing disparities at their roots and facilitating informed decision-making at various stages of the justice process.

Addressing racial and ethnic disparities in the juvenile justice system is a complex problem that requires this multi-pronged approach that strives to reduce disparities at all levels of youth contacts from police to the courts, involving policy and systemic changes. Each local jurisdiction needs to devise the strategies that work best for their community. Based on the information gathered during this project and the obstacles encountered by researchers and stakeholders alike, some suggested recommendations for improvement are provided below.

Recommendations

Data Integrity and Continued Research

Proper training and monitoring of RED data is a key aspect to ensure that juvenile probation officers enter data accurately and consistently. Notably, video trainings were conducted by the ICJI and IOCS staff that contributed to this effort by explaining the RED data collection process, why it is necessary, how data is used, and how to properly enter data into the various case management systems. These videos were made available to all juvenile probation officers across the state. The ICJI staff is committed to offering technical assistance to counties seeking support and actively engaging with those exhibiting data collection errors or inconsistencies.

In collaboration with IOCS, the ICJI will work to incorporate an arrest field into quarterly RED reports. However, this will take time to implement as legislation passed in 2022 established a plan to collect and report statewide juvenile justice data. This data collection will be overseen by the statewide Youth Justice Oversight Committee (YJOC), created with the same legislation. Proposals have been made to assess current data collection and reporting processes for up to 20 counties. Following that assessment, it has been proposed to conduct a one-year study with five counties to evaluate the feasibility of collecting other data elements, such as arrest, that is not captured in the YJOC's plan.⁵⁵ Any changes to the quarterly RED reports should wait until all assessments have been completed.

Last, the ICJI will explore the prospect of shifting to an annual RED data collection cycle. Such a shift would necessitate administrative adjustments, specifically to Administrative Rule 1G. This proposed change underscores a strategic approach to refining data collection practices, aligning with the overarching goal of enhancing the effectiveness of juvenile justice initiatives in the state.

Juvenile Justice Stakeholders

Each year, the RRI information is shared by the ICJI with the juvenile courts for each county to disseminate to other juvenile justice decision-makers in the county; however, when asked in the surveys and interviews, some juvenile justice actors, such as juvenile probation officers and police officers, were unfamiliar with the RRI information. It is important for county-level communication and collaboration to occur when discussing potential racial and ethnic disparities, because the causes can vary depending on the county. For example, one county may have more disparities for Hispanic youths because there has been a recent increase in the Hispanic population in the county. Another county may have more disparities for Black/African American youth due to over-policing of neighborhoods with higher Black/African American populations.

Therefore, statewide changes may not be as impactful as local and county-level changes, because they may not be addressing the needs of the community for the specific disparities they are facing. It is recommended that juvenile judges continue to share the RRI information, provided by ICJI, among other juvenile justice stakeholders in the county. They should discuss the changes and patterns in the juvenile justice system in their county at least annually. The ICJI will be publishing this report and the accompanying dashboards publicly on its website in order to assist the counties with sharing this data among county juvenile justice stakeholders.

55. Indiana's Plan to Collect and Report Statewide Juvenile Justice Data. June 2023 <https://on.in.gov/s8b1f>

Assessments of Existing Policies and Procedures

While 22 out of 29 probation officer participants of our survey responded that their office uses risk assessments, nearly half (46%) of probation officers, public defenders, prosecutors, and law enforcement agencies combined do not have policies for contacts/interactions with juveniles.

This indicates that there are many probation departments, and potentially other criminal justice organizations that work with youth, across the state that do not have written policies or procedures. For a variety of reasons, this is not ideal. Written policies and procedures are important for training new employees, ensuring transparency and accountability with the public, ensuring that an organization is adhering to best practices, and allowing an organization the ability to reference the written policies and procedures when conducting their business to identify gaps or areas of improvement over time. Additionally, written policies and procedures, particularly related to data collection and reporting, could improve data integrity and enable insight into data-related processes in departments throughout the state.

It is recommended that the ICJI and other stakeholders work with probation departments and other criminal justice organizations that work with youth to advocate for the implementation of written policies and procedures so that these organizations may better serve youth and the public in Indiana.

Engagement with probation departments and other criminal justice organizations could involve encouraging collaboration with other nearby organizations that do have quality written policies and procedures so that they may learn from them; or it could involve providing technical assistance and feedback on written, but incomplete, processes and policies.

Training and Educating Staff on Bias

One area in which multiple counties may benefit would be training and educating staff of juvenile justice stakeholders (schools, police departments, SROs, juvenile probation, etc.) on implicit biases and the effect that bias has on the youth in their community. While police officers and SROs are major decision-makers for juveniles entering the justice system, juvenile probation officers, judges, prosecutors, and even teachers also contribute to the process of juvenile referrals, detention, and sentencing⁵⁶. Therefore, implicit bias training and education would likely benefit these decision-makers as well.

Systemic Changes to the Juvenile Justice System

Incarcerating juveniles, particularly in adult facilities, should be a last resort option for the “worst of the worst” juvenile offenders. In Indiana in SFY 2022, there were 137 juvenile cases that were under adult jurisdiction, with the most common charges being armed robbery, murder, and attempted murder. However, some charges included in the adult jurisdiction included dealing in drugs (marijuana, methamphetamines, and narcotics). The latter of these charges may be better served with more rehabilitative strategies, such as drug programs or problem-solving juvenile courts. Of those both waived to and direct filed to adult court, Black/African American juveniles were overrepresented at 58.3% to 72.2%, respectively.⁵⁷

56. Brooks, W.M, Anderson, J.F., Lee, T.P, Reinsmith-Jones, K., & Langsam, A.H. (2023). Black youth and the juvenile justice system: Factors contributing to Disproportionate Minority Contact (DMC). *Journal of Crime and Criminal Behavior*, 3(1), 205-227. <https://on.in.gov/t3tsm>

57. Indiana Criminal Justice Institute (2022). Juveniles Under Adult Court Jurisdiction <https://on.in.gov/19xip>

Research suggests that incarceration of youths can have negative effects on the youths mentally, physically⁵⁸, and socially⁵⁹. Incarcerating juveniles cuts them off from family, non-incarcerated peers, and community supports that normally help youth learn decision-making and coping strategies that are not adequately replaced while incarcerated.⁶⁰ Also, juveniles placed in programs with other delinquent youth have the potential to increase rather than decrease their delinquent behaviors after they are released, because they have learned criminal behaviors from other incarcerated peers.

Instead, programs and interventions should focus on the risk factors for antisocial or deviant behaviors by providing family, school, and community support, like Functional Family Therapy, or individual behavioral treatment, like cognitive behavioral therapy.⁶¹ Programs that provide supervision, support, mentorship, and positive social relationships, such as after-school programs⁶², as well as community-based violence intervention programs⁶³, could also be helpful in some communities to improve non-violent interpersonal skills.

Finally, moving beyond educating stakeholders, implementing trauma-informed practices in the juvenile justice system would not only be beneficial to the well-being of juveniles, but may also reduce recidivism rates and benefit juvenile justice system staff. While there is still a debate about what constitutes “trauma-informed practices”, an article published in the OJJDP Journal of Juvenile Justice recommends the following (Dierkhising & Branson, 2016):

Screening, assessment, and intervention. Determining who, when, how, and which screening tools to use to screen juveniles in the system for PTSD symptoms and divert them to further assessments and treatments or interventions as needed.

Workforce development. Educating and training the juvenile justice workforce about childhood trauma and how some practices like seclusion, restraints, and the threat of incarceration used in the courts, carceral system, and community corrections can be coercive and traumatizing for youths.

Vulnerable populations. Racial and ethnic minorities, girls, and victims of sexual abuse and/or exploitation are particularly vulnerable populations for experiencing higher rates of PTSD, both separate from and related to the justice system. Additional considerations should be taken for these groups, because interactions with the justice system may add to the trauma and lack of trust these groups may already have.

System reform. Working towards juvenile justice systems that prioritize the physical and psychological safety of juveniles, connect systems and resources for juveniles’ well-being, and reduce barriers for family engagement, like helping families visit children placed in residential facilities.⁶⁴

58. Monnat, S. M., & Chandler, R. F. (2015). Long term physical health consequences of adverse childhood experiences. *The Sociological Quarterly*, 56(4), 723-752. <https://on.in.gov/1b2pa>

59. Lambie, I., & Randell, I. (2013). The impact of incarceration on juvenile offenders. *Clinical Psychology Review* 33(3), 448-549. <https://on.in.gov/9wwrt>

60. Ibid.

61. Henggeler, S.W., & Schoenwald, S.K. (2011). Evidence-based interventions for juvenile offenders and juvenile justice policies that support them: Social policy report. [PDF]. *Society for Research in Child Development* 25(1). Retrieved from <https://on.in.gov/sk877>

62. Taheri, S.A., & Welsh, B.C. (2016). After-school programs for delinquency prevention: A systematic review and meta-analysis. *Youth Violence and Juvenile Justice*, 14(3). <https://on.in.gov/b616r>

63. Vera Institute of Justice. (2021). *Community violence intervention programs, explained* [PDF]. Retrieved from <https://on.in.gov/nqfwr>

64. Dierkhising, C.B., & Branson, C.E. (2016). Looking forward: A research and policy agenda for creating trauma-informed juvenile justice systems. *OJJDP Journal of Juvenile Justice*, 5(1), 14-30. <https://on.in.gov/yl9bx>

Appendix A

Purpose of Survey

The Indiana Criminal Justice Institute has been awarded a grant from the Bureau of Justice Statistics to conduct a research project involving the juvenile justice system. We are seeking your assistance to gather information for this project.

The primary focus of the research project is to better understand juvenile arrest and referral data collected at the local level that is used to analyze racial and ethnic disparities within the juvenile justice system. We are conducting a statewide analysis that will evaluate local juvenile justice systems in terms of equity and identify risk factors that influence youth involvement in the justice system.

The results of this study will allow counties to better understand racial and ethnic disparities data and identify methodologies for understanding these data more comprehensively. Your responses will be confidential and will only be used in aggregate, meaning that no individuals or individual counties will be singled out based on the responses to this survey.

You have been identified as a stakeholder within the juvenile justice system. This survey will include questions about racial and ethnic disparities (RED), juvenile arrests and referrals, data collection methods, and factors contributing to youth justice involvement. This should take approximately 10 minutes to complete.

If you have any questions or concerns, please contact us at research@cji.in.gov.

Demographics

1. What county is your agency located in?
2. What is your Job title?
3. How long have you been employed at your current position?
4. How many years of experience do you have working in the juvenile justice system or with youth who have been involved with the juvenile justice system?

Type of Agency

5. What type of agency do you work for?
 - Probation
 - Jail or detention facility
 - Judiciary
 - Prosecution
 - Public Defense
 - Law enforcement

Probation

6. Are you responsible for entering Racial and Ethnic Disparities (RED) data for your county?
 - Yes
 - No
7. What case management system does your agency use to collect RED data?
 - Odyssey
 - Quest
 - SRS
 - CSI
 - Other
8. Is the source of juvenile referrals collected or documented in your CMS?
 - Yes
 - No
9. How confident would you be explaining the phrase “racial and ethnic disparities” in the juvenile justice context to someone? (scale)
10. How confident would you be explaining why RED data is collected in your county?
 - Completely confident
 - Fairly confident
 - Somewhat confident
 - Slightly confident
 - Not confident at all
11. How confident would you be interpreting RED data in your county?
 - Completely confident
 - Fairly confident
 - Somewhat confident
 - Slightly confident
 - Not confident at all
12. Based on your experience, what is the most frequent source of referrals for youth into the juvenile justice system? Rank the most frequent (1) referral source to the least (8) frequent source:
 - Schools
 - Parents
 - Law enforcement
 - Citizens
 - Department of Child Services
 - Prosecutor
 - Community service providers
 - Other (specify)

Please answer the following questions based on the definition below.

Arrest (IC 31-37-4-2) A child may be taken into custody by a law enforcement officer acting with probable cause to believe the child has committed a delinquent act.

13. Does your agency collect arrest data?
14. Can arrest data be collected through your CMS?
15. Would you be able, if required, to report arrest data as part of your quarterly RED report?
16. Are there any barriers/challenges to collecting juvenile arrest data? Explain.
 - Yes
 - No
 - Don't know
17. Based on your experience, what is the most frequent type of offense that juveniles are detained for in your county? Rank the most frequent (1) type of offense to the least (5) frequent type of offense
 - Violent
 - Status
 - Non-violent (excluding drug offenses)
 - Drug
 - Other
18. If your county has a detention center/facility (including contract facilities), approximately how many youths are currently detained for:
 - Violent
 - Status
 - Non-violent (excluding drug offenses)
 - Drug
 - Other
19. Has the number of youth held in the detention center/facility changed over the past few years?
 - Yes, increased
 - Yes, decreased
 - No change
20. Based on your experience, are White youths arrested more frequently or less frequently than other racial and ethnic groups in your county?
21. Based on your experience, are White youths referred more frequently or less frequently than other racial and ethnic groups in your county?
 - The Same
 - More frequently
 - Less frequently
 - Don't know

22. To what extent do you believe the following factors contribute to youth being arrested and/or referred? (Likert scale- Strongly agree, somewhat agree, neither agree nor disagree, somewhat disagree, strongly disagree)
- Race/ethnicity
 - Family
 - Peer pressure
 - Adverse Childhood Experiences
 - Seriousness of the offense
 - Extensive delinquent history/repeat offender
 - Gang involvement
 - Socioeconomic status
 - Mental health
 - Substance use
 - Law enforcement discretion
 - Other (specify)
23. Is a screening tool, such as risk assessment, used to determine if detention is appropriate for the youth?
- Yes
 - No
 - Don't know
24. If yes, who administers the risk assessment?
25. In the past five years, which of the following efforts has your agency put forth about a RED reduction in the local juvenile justice system? Please select all that apply.
- Assessment
 - Strategic planning
 - Ensuring data integrity
 - Quality improvement
 - Seeking and applying for grant opportunities
 - Implementing programs
 - Training/educating staff
 - Training/educating community
 - None/Don't know
 - Other (specify)
26. Does your agency have a policy in place for how to handle contacts/interactions with juveniles?
- Yes
 - No
27. Based on your perception, do you believe there are racial and ethnic disparities in the juvenile justice system in your county? If yes, do you have any suggestions on how your agency could address racial and ethnic disparities within your county's juvenile justice system?
- Yes
 - No
 - Don't know

28. In the past five years, which of the following efforts has your agency put forth to reduce RED in the local juvenile justice system? RED reduction efforts focus on actively ensuring youth in the justice system are treated equitably based on race and ethnicity. Please select all that apply.

- Assessment of policies and procedures
- Strategic planning
- Ensuring data integrity
- Quality improvement
- Seeking and applying for grant opportunities
- Implementing programs
- Training/educating staff
- Training/educating community
- None/don't know
- Other (please specify)

29. Is there anything else relating to RED you would like to add?

Jail or Detention Center

Racial and ethnic disparities (RED) refer to minority youth populations being involved at a decision point in the juvenile justice system at disproportionately higher rates than non-minority youth. Please rate the following in terms of your confidence level of each statement.

30. How confident would you be explaining the phrase "racial and ethnic disparities" in the juvenile justice context to someone?

31. How confident would you be explaining why RED data is collected in your county?

32. How confident would you be interpreting RED data in your county?

- Completely confident
- Fairly confident
- Somewhat confident
- Slightly confident
- Not confident at all

33. Do you collect racial and ethnic information from juveniles that are admitted into your facility?

- Yes
- No
- Don't know

34. Does your agency collect information about how juveniles became justice involved?

- Referral,
 - Yes
 - No
- Arrest,
 - Yes
 - No
- Other
 - Yes
 - No

If no, why not?

35. If yes, is data collected through a record management system? (Y/N). If No, how is data collected?
36. Are there any barriers/challenges to collecting referral or arrest data?
- Yes
 - No

Please explain...

37. Based on your experience, what is the most frequent source of referrals for youth into the juvenile justice system? Rank the most frequent (1) referral source to the least (9) frequent source, by dragging the categories from top (1) to bottom (9)
- Schools
 - Parents
 - Law enforcement
 - Citizens
 - Department of Children Services
 - Prosecutor
 - Community service providers
 - Business owners/ Retail stores
 - Other
38. Based on your experience, what is the most frequent type of offense that juveniles are detained for in your county? Rank the most frequent (1) type of offense to the least (5) frequent type of offense
- Violent
 - Status
 - Non-violent (excluding drug offenses)
 - Drug
 - Other
39. Approximately how many youths are currently detained for:
- Violent
 - Status
 - Non-violent (excluding drug offenses)
 - Drug
 - Other
40. Has the number of youths held in the detention center/facility changed over the past few years?
- Yes, increased
 - Yes, decreased
 - No change
41. Based on your experience, are White youths arrested more frequently or less frequently than other racial and ethnic groups in your county?
- The same
 - More frequently
 - Less frequently
 - Don't know

42. Based on your experience, are White youths placed in detention more frequently or less frequently than other racial and ethnic groups in your county?
- The Same
 - More frequently
 - Less frequently
 - Don't know
43. To what extent do you believe the following factors contribute to youth being arrested and/or referred? (Likert scale)
- Race/ethnicity
 - Family
 - Peer pressure
 - Adverse Childhood Experiences
 - Seriousness of the offense
 - Extensive delinquent history/repeat offender
 - Gang involvement
 - Socioeconomic status
 - Mental health
 - Substance use
 - Law enforcement discretion
 - Other (specify)
44. In the past five years, which of the following efforts has your agency put forth about a RED reduction in the local juvenile justice system? Please select all that apply.
- Assessment
 - Strategic planning
 - Ensuring data integrity
 - Quality improvement
 - Seeking and applying for grant opportunities
 - Implementing programs
 - Training/educating staff
 - Training/educating community
 - None/Don't know
45. Other (specify) Based on your perception, do you believe there are racial and ethnic disparities in the juvenile justice system in your county?
- Yes
 - No
 - Don't know

If yes, do you have any suggestions on how your agency could address racial and ethnic disparities within your county's juvenile justice system?

46. Is there anything else relating to RED you would like to add?

Judiciary

Racial and ethnic disparities (RED) refer to minority youth populations being involved at a decision point in the juvenile justice system at disproportionately higher rates than non-minority youth. Please rate the following in terms of your confidence level of each statement.

47. How confident would you be explaining the phrase “racial and ethnic disparities” in the juvenile justice context to someone?
48. How confident would you be explaining why RED data is collected in your county?
49. How confident would you be interpreting RED data in your county?
- Completely confident
 - Fairly confident
 - Somewhat confident
 - Slightly confident
 - Not confident at all
50. Based on your experience, what is the most frequent source of referrals for youth into the juvenile justice system? Rank the most frequent (1) referral source to the least (8) frequent source:
- Schools
 - Parents
 - Law enforcement
 - Citizens
 - Department of Child Services
 - Prosecutor
 - Community service providers or other organizations
 - Other (specify)
51. Based on your experience, what is the most frequent type of offense that juveniles are detained for in your county? Rank the most frequent (1) type of offense to the least (5) frequent type of offense
- Violent
 - Status
 - Non-violent (excluding drug offenses)
 - Drug
 - Other
52. Has the number of youths held in the detention center/facility changed over the past few years?
- Yes, increased
 - Yes, decreased
 - No change
53. Based on your experience, are White youths arrested more frequently or less frequently than other racial and ethnic groups in your county?
- The Same
 - More frequently
 - Less frequently
 - Don't know

54. Based on your experience, are White youths referred more frequently or less frequently than other racial and ethnic groups in your county?
- The Same
 - More frequently
 - Less frequently
 - Don't know
55. To what extent do you believe the following factors contribute to youth being arrested and/or referred into the juvenile justice system? (Likert scale)
- Race/ethnicity
 - Family
 - Peer pressure
 - Adverse Childhood Experiences
 - Seriousness of the offense
 - Extensive delinquent history/repeat offender
 - Gang involvement
 - Socioeconomic status
 - Mental health
 - Substance use
 - Law enforcement discretion
 - Other (specify)
56. What factors are considered when determining if a juvenile will be detained during the court process?
57. Based on your perception, do you believe there are racial and ethnic disparities in the juvenile justice system in your county?
- Yes
 - No
 - Don't know

If yes, do you have any suggestions on how your agency could address racial and ethnic disparities within your county's juvenile justice system?

58. In the past five years, which of the following efforts has your agency put forth about a RED reduction in the local juvenile justice system? Please select all that apply.
- Assessment
 - Strategic planning
 - Ensuring data integrity
 - Quality improvement
 - Seeking and applying for grant opportunities
 - Implementing programs
 - Training/educating staff
 - Training/educating community
 - None/Don't know
 - Other (specify)
59. Is there anything else relating to RED you would like to add?

Prosecution

Racial and ethnic disparities (RED) refer to minority youth populations being involved at a decision point in the juvenile justice system at disproportionately higher rates than non-minority youth. Please rate the following in terms of your confidence level of each statement.

60. How confident would you be explaining the phrase “racial and ethnic disparities” in the juvenile justice context to someone?
61. How confident would you be explaining why RED data is collected in your county?
62. How confident would you be interpreting RED data in your county?
- Completely confident
 - Fairly confident
 - Somewhat confident
 - Slightly confident
 - Not confident at all
63. Is the source of juvenile referrals collected or documented in your Case Management System?
- Yes
 - No
64. Does your agency collect racial and ethnic demographics from juveniles?
- Yes
 - No
 - Don't know
65. Does your agency have a policy in place for how to handle contacts/interactions with juveniles?
- Yes
 - No
66. Based on your experience, what is the most frequent source of referrals for youth into the juvenile justice system? Rank the most frequent (1) referral source to the least (8) frequent source:
- Schools
 - Parents
 - Law enforcement
 - Citizens
 - Department of Child Services
 - Prosecutor
 - Community service providers or other organizations
 - Other (specify)
67. Based on your experience, what is the most frequent type of offense that juveniles are detained for in your county? Rank the most frequent (1) type of offense to the least (5) frequent type of offense
- Violent
 - Status
 - Non-violent (excluding drug offenses)
 - Drug
 - Other

68. Based on your experience, are White youths arrested more frequently or less frequently than other racial and ethnic groups in your county?
- The Same
 - More frequently
 - Less frequently
 - Don't know
69. Based on your experience, are White youths referred more frequently or less frequently than other racial and ethnic groups in your county?
- The Same
 - More frequently
 - Less frequently
 - Don't know
70. To what extent do you believe the following factors contribute to youth being arrested and/or referred into the juvenile justice system? (Likert scale)
- Race/ethnicity
 - Family
 - Peer pressure
 - Adverse Childhood Experiences
 - Seriousness of the offense
 - Extensive delinquent history/repeat offender
 - Gang involvement
 - Socioeconomic status
 - Mental health
 - Substance use
 - Law enforcement discretion
 - Other (specify)
71. What factors are considered when determining if a juvenile will be detained during the court process?
72. What factors are considered when determining if a juvenile case should be diverted?
73. What factors are considered when proposing a sentence for a juvenile found delinquent?
74. Based on your perception, do you believe there are racial and ethnic disparities in the juvenile justice system in your county?
- Yes
 - No
 - Don't know

If yes, do you have any suggestions on how your agency could address racial and ethnic disparities within your county's juvenile justice system?

75. In the past five years, which of the following efforts has your agency put forth about a RED reduction in the local juvenile justice system? Please select all that apply.

- Assessment
- Strategic planning
- Ensuring data integrity
- Quality improvement
- Seeking and applying for grant opportunities
- Implementing programs
- Training/educating staff
- Training/educating community
- None/Don't know
- Other (specify)

76. Is there anything else relating to RED you would like to add?

Public Defense

Racial and ethnic disparities (RED) refer to minority youth populations being involved at a decision point in the juvenile justice system at disproportionately higher rates than non-minority youth. Please rate the following in terms of your confidence level of each statement.

77. How confident would you be explaining the phrase "racial and ethnic disparities" in the juvenile justice context to someone?

78. How confident would you be explaining why RED data is collected in your county?

79. How confident would you be interpreting RED data in your county?

- Completely confident
- Fairly confident
- Somewhat confident
- Slightly confident
- Not confident at all

80. Is the source of juvenile referrals collected or documented in your Case Management System?

- Yes
- No

81. Does your agency collect racial and ethnic demographics from juveniles?

- Yes
- No
- Don't know

82. Does your agency have a policy in place for how to handle contacts/interactions with juveniles?

- Yes
- No

83. Based on your experience, what is the most frequent source of referrals for youth into the juvenile justice system? Rank the most frequent (1) referral source to the least (8) frequent source:
- Schools
 - Parents
 - Law enforcement
 - Citizens
 - Department of Child Services
 - Prosecutor
 - Community service providers or other organizations
 - Other (specify)
84. Based on your experience, what is the most frequent type of offense that juveniles are detained for in your county? Rank the most frequent (1) type of offense to the least (5) frequent type of offense
- Violent
 - Status
 - Non-violent (excluding drug offenses)
 - Drug
 - Other
85. Has the number of youths held in the detention center/facility changed over the past few years?
- Yes, increased
 - Yes, decreased
 - No change
 - Don't know
86. Based on your experience, are White youths arrested more frequently or less frequently than other racial and ethnic groups in your county?
- The Same
 - More frequently
 - Less frequently
 - Don't know
87. Based on your experience, are White youths referred more frequently or less frequently than other racial and ethnic groups in your county?
- The Same
 - More frequently
 - Less frequently
 - Don't know

88. To what extent do you believe the following factors contribute to youth being arrested and/or referred to the juvenile justice system? (Likert scale)

- Race/ethnicity
- Family
- Peer pressure
- Adverse Childhood Experiences
- Seriousness of the offense
- Extensive delinquent history/repeat offender
- Gang involvement
- Socioeconomic status
- Mental health
- Substance use
- Law enforcement discretion
- Other (specify)

89. Does your agency have a policy in place for how to handle contacts/interactions with juveniles?

- Yes
- No

90. Based on your perception, do you believe there are racial and ethnic disparities in the juvenile justice system in your county?

- Yes
- No
- Don't know

If yes, do you have any suggestions on how your agency could address racial and ethnic disparities within your county's juvenile justice system?

91. In the past five years, which of the following efforts has your agency put forth about a RED reduction in the local juvenile justice system? Please select all that apply.

- Assessment
- Strategic planning
- Ensuring data integrity
- Quality improvement
- Seeking and applying for grant opportunities
- Implementing programs
- Training/educating staff
- Training/educating community
- None/Don't know
- Other (specify)

92. Is there anything else relating to RED you would like to add?

Law Enforcement

Racial and ethnic disparities (RED) refer to minority youth populations being involved at a decision point in the juvenile justice system at disproportionately higher rates than non-minority youth. Please rate the following in terms of your confidence level of each statement.

93. How confident would you be explaining the phrase “racial and ethnic disparities” in the juvenile justice context to someone?
94. How confident would you be explaining why RED data is collected in your county?
95. How confident would you be interpreting RED data in your county?
- Completely confident
 - Fairly confident
 - Somewhat confident
 - Slightly confident
 - Not confident at all
96. Based on your experience, what is the most frequent source of calls for service involving youth? Rank the most frequent (1) call source to the least (7) frequent source:
- Schools
 - Parents
 - Your observation
 - Citizens/witness
 - Businesses
 - Community service providers or other organizations
 - Other (specify)

Please answer the following questions based on the definition below.

Arrest (IC 31-37-4-2) A child may be taken into custody by a law enforcement officer acting with probable cause to believe the child has committed a delinquent act.

97. Does your agency collect arrest data?
98. Can arrest data be collected through your CMS?
99. Would you be able, If required, to report arrest data as part of your quarterly RED report?
100. Are there any barriers/challenges to collecting juvenile arrest data? Explain.
- Yes
 - No
 - Don't know
101. Based on your experience, what is the most frequent type of offense that juveniles are detained for in your county? Rank the most frequent (1) type of offense to the least (5) frequent type of offense
- Violent
 - Status
 - Non-violent (excluding drug offenses)
 - Drug
 - Other
102. If your county has a detention center/facility (including contract facilities), approximately how many youths are currently detained for:
- Violent
 - Status
 - Non-violent (excluding drug offenses)
 - Drug
 - Other

103. Based on your experience, are White youths arrested more frequently or less frequently than other racial and ethnic groups in your county?
- The Same
 - More frequently
 - Less frequently
 - Don't know
104. Based on your experience, are White youths referred more frequently or less frequently than other racial and ethnic groups in your county?
- The Same
 - More frequently
 - Less frequently
 - Don't know
105. Has the number of youths held in the detention center/facility changed over the past few years?
- Yes, increase
 - No, decreased
 - No change
 - Don't know
106. To what extent do you believe the following factors contribute to youth being arrested and/or referred? (Likert scale) (OR contribute to youth being involved in the justice system)
- Race/ethnicity
 - Family
 - Peer pressure
 - Adverse Childhood Experiences
 - Seriousness of the offense
 - Extensive delinquent history/repeat offender
 - Gang involvement
 - Socioeconomic status
 - Mental health
 - Substance use
 - Law enforcement discretion
 - Other (specify)
107. Does your agency have a policy in place for how to handle contacts/interactions with juveniles?
- Yes
 - No
108. Does your agency allow officers to use discretion when dealing with a juvenile who commits a minor offense, such as misdemeanors or status offense?
- Yes
 - No
 - Don't know
109. What factors are considered when releasing a juvenile with a warning instead of charging with an offense?
110. What factors influence your decision-making concerning detaining a juvenile?

111. Based on your perception, do you believe there are racial and ethnic disparities in the juvenile justice system in your county?

- Yes
- No
- Don't know

If yes, do you have any suggestions on how your agency could address racial and ethnic disparities within your county's juvenile justice system?

112. In the past five years, which of the following efforts has your agency put forth about a RED reduction in the local juvenile justice system? Please select all that apply.

- Assessment
- Strategic planning
- Ensuring data integrity
- Quality improvement
- Seeking and applying for grant opportunities
- Implementing programs
- Training/educating staff
- Training/educating community
- None/Don't know
- Other (specify)

113. Is there anything else relating to RED you would like to add?

Appendix B

Interview Questions

- What is the intake process once a youth is arrested or referred?
- During the intake process, is there a tool utilized for screening purposes? (e.g. DRE screening tool)?
 - If so, when is the screening tool used and by who?
 - Where did the criteria for the screening tool come from (e.g. another county, experience of the probation officers, JDAI guidelines, etc.)
- How do you report/enter quarterly RED data (if necessary, point out the collection period is Oct. 1 – Sept. 30; that each quarter is cumulative starting with Oct. 1)
- What systems are used to collect data? (What documents are used?)
- What are all the possible sources of referrals?
 - Is the source of referral documented in the CMS or elsewhere? (is it noted if referred from officer, school, etc.) (Do you receive the referral information and enter data into the system? If no, who does?)
 - Where do the most referrals come from?
- Do you collect arrest data? If yes, is it reported in your CMS? (Is the data accessible?) Can arrest data be reported into CMS as part of your RED quarterly report?
- If arrest data is not collected, why? Would it be possible to collect arrest data in the future?
- Are there any barriers/challenges to collecting arrest data? (if not answered by previous question)
- How does your organization ensure the accuracy and consistency of data collected and reported for RED?
- If you had a choice, would you prefer to report RED data quarterly or annually?
- Do you have suggestions on how to improve the RED reporting process?
- Have you seen the RRI data sheets that the ICJI sends to the juvenile judges?
 - Do you know how to interpret the data on the RRI sheets?
 - Based on your perception, do you believe there is racial and ethnic disparities in the juvenile justice system in your county? (thinking about the rate of each race compared to the rate of White youths)
- Based on your observations are minority youth more, equally or less likely than White youth to be referred to the juvenile justice system (from school, parents/guardian, other sources mentioned by interviewee).
- What are the most common types of offenses for youth referrals in your county?
- Currently, how many youths in your county are detained for:
 - Non-violent offenses
 - Violent offenses
 - Status offenses
- Has youth detainment in your county changed over the past few years? How so?
- Does your agency have any policies/procedures in place to handle contacts or interactions with juveniles? Why or why not?
- What factors do you believe contribute to youth being involved in the juvenile justice system?
- Has your county taken any steps to address racial and ethnic disparities in the juvenile justice system? (give examples if necessary – assessment of policies, data quality review, training...)

- If yes – What has been the most successful strategy implemented to reduce racial and ethnic disparities in the juvenile justice system?
- Are there any systemic changes that you believe need to be made to reduce racial and ethnic disparities in the juvenile justice system?
- Is there any other information about RED you would like to share?