

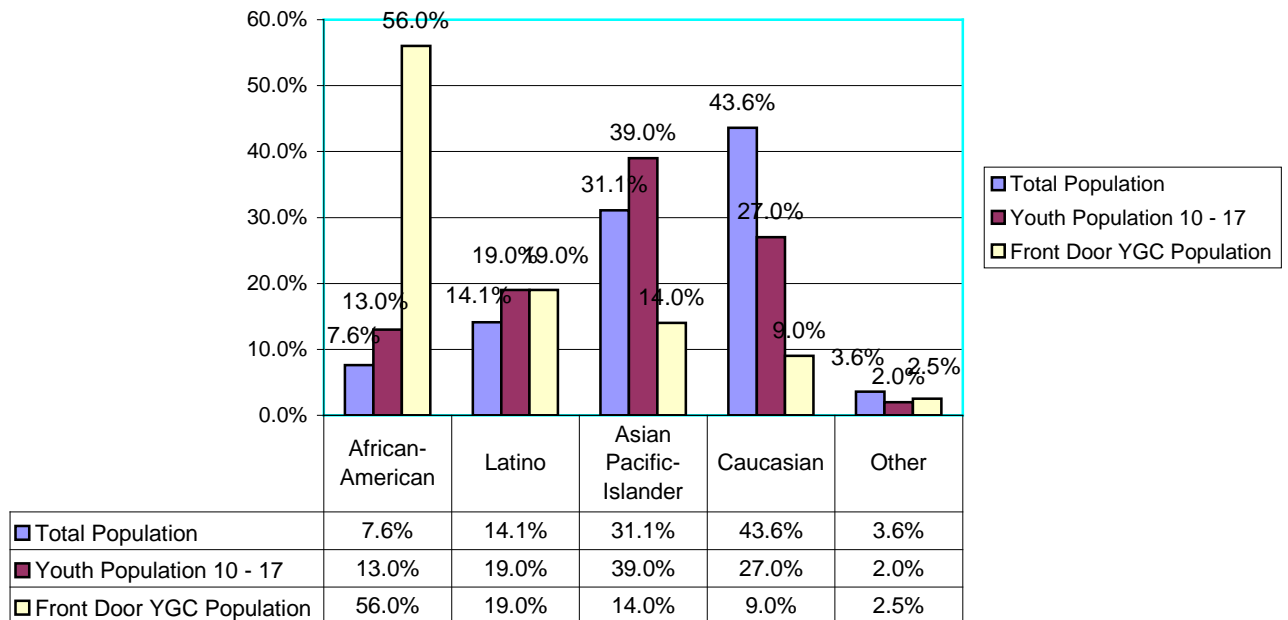
## Disproportionate Minority Confinement (DMC) Workgroup Report and Recommendations

This report documents the work that the San Francisco Juvenile Detention Alternatives Initiative DMC workgroup has been doing since the JDAI process began 2 years ago. It contains contextual and empirical information that outlines a series of recommendations necessary to reduce the disproportionality of young people of color in the neighborhood that contributes most to detention.

The DMC work group is instituting the Burns Institute (BI) model in working to reduce disproportionality of youth of color in the San Francisco Juvenile Hall (YGC). The BI model requires an analysis of the detention population focusing on those neighborhoods, which contribute most to the YGC population.

African American disproportionality is significant in San Francisco. The chart below shows that while African-American youth comprise approximately 12% of youth eligible to be detained at YGC (ages 10 - 17), they comprise 56% of youth referred to detention. (Risk Assessment Analysis March, 2004)

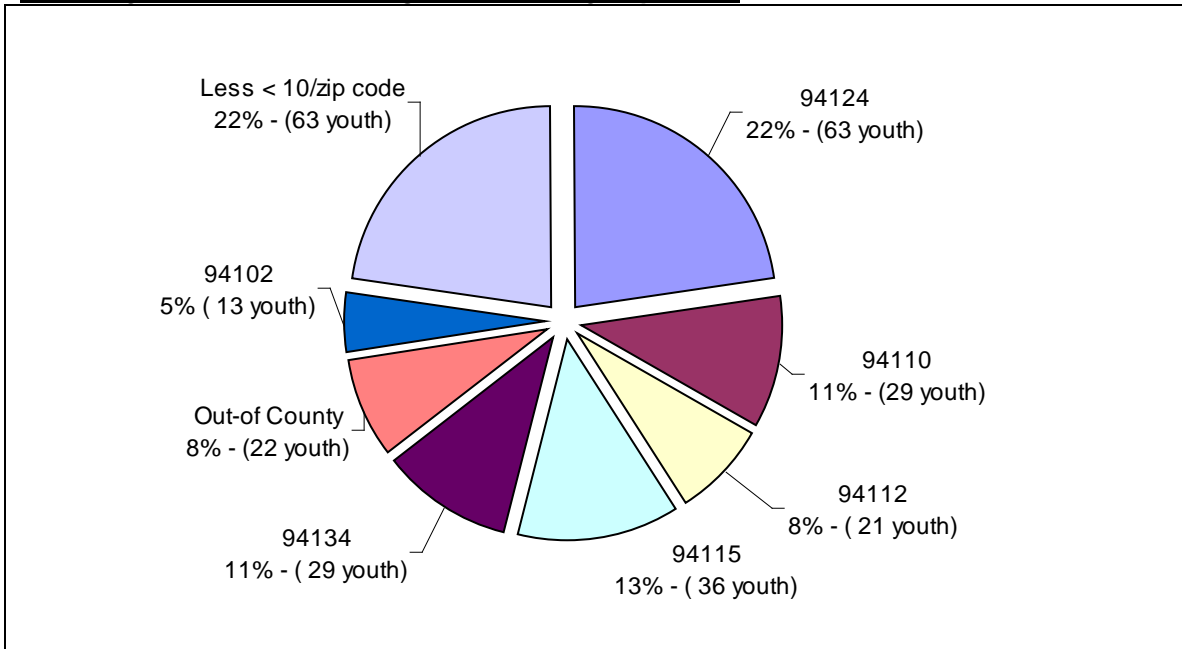
**Ethnicity Population Comparison**



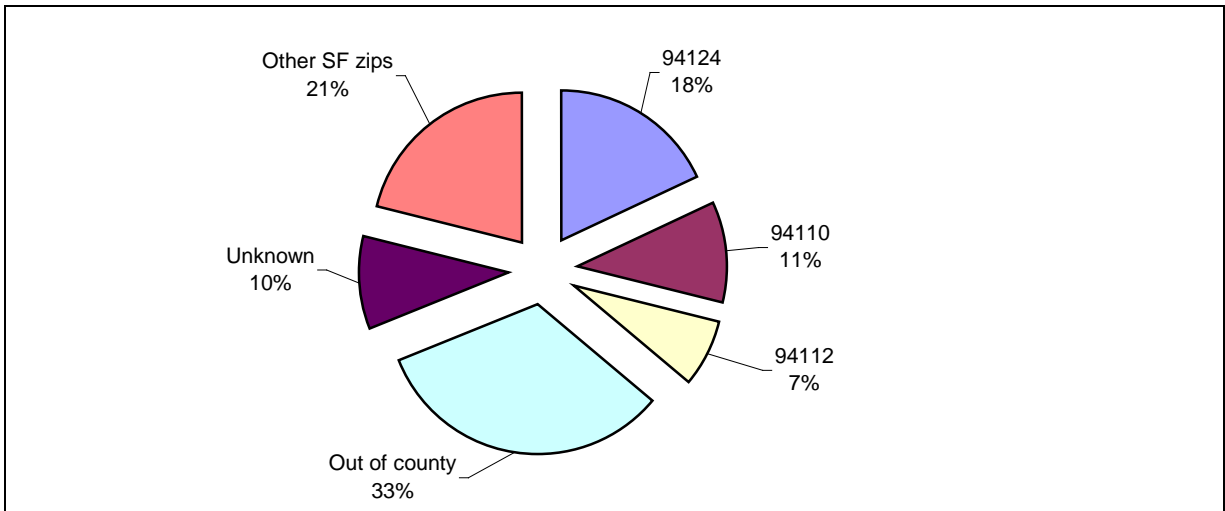
**DMC Recommendations**

After gathering data about the level of disproportionality, the DMC workgroup then conducted an analysis of the types of crimes that African - American youth are over-represented in as well. Robberies and drug offenses were two major offense categories; African-Americans were represented in 65% of all youth robbery and 52% of all youth drug related arrests. Further, 353 youth (17% of all youth arrested) are African-American living in 94124.

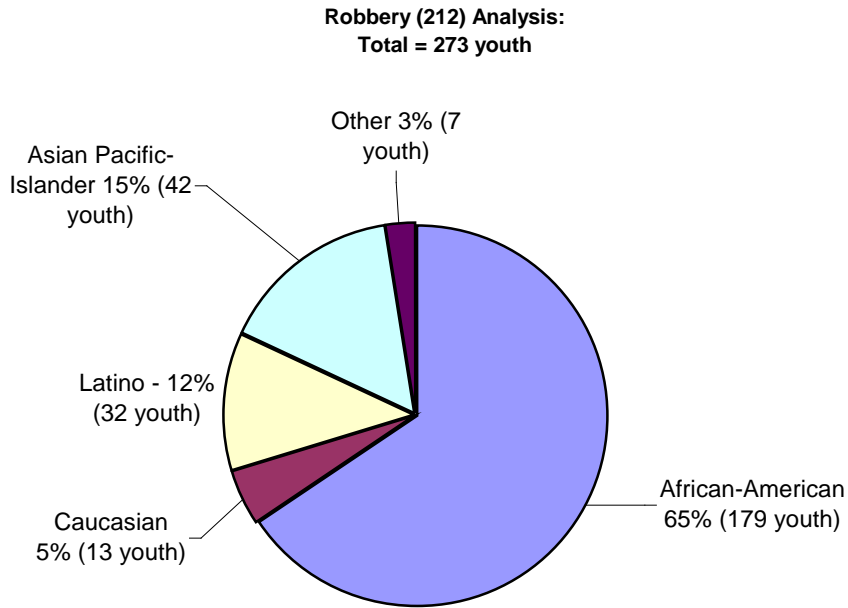
**Robbery arrests and brought to YGC by zip code**



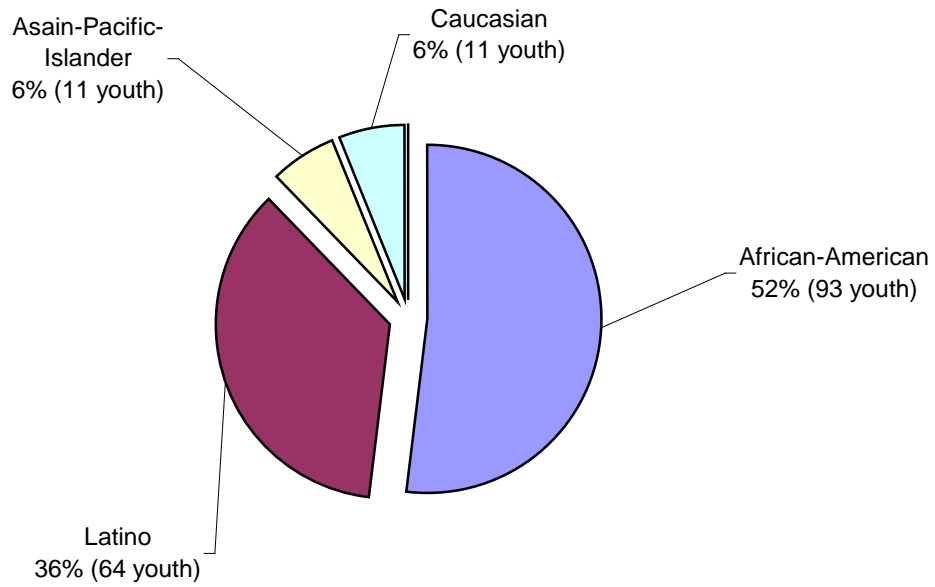
**Drug Arrests and brought to YGC by Zip Code**



Robbery Arrests and brought to YGC by Ethnicity



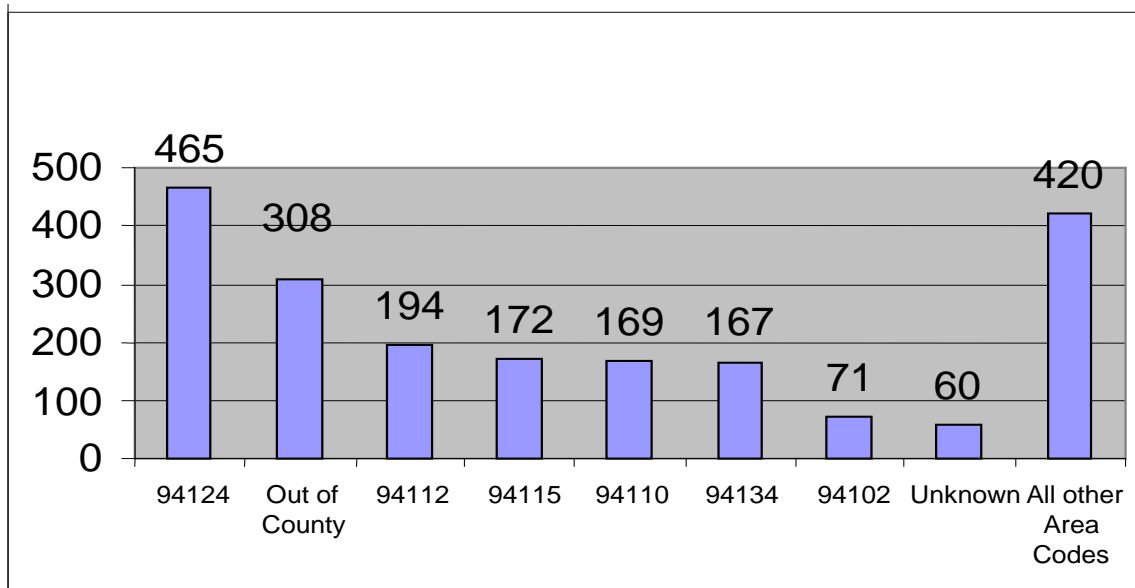
Drug arrests and brought to YGC by ethnicity



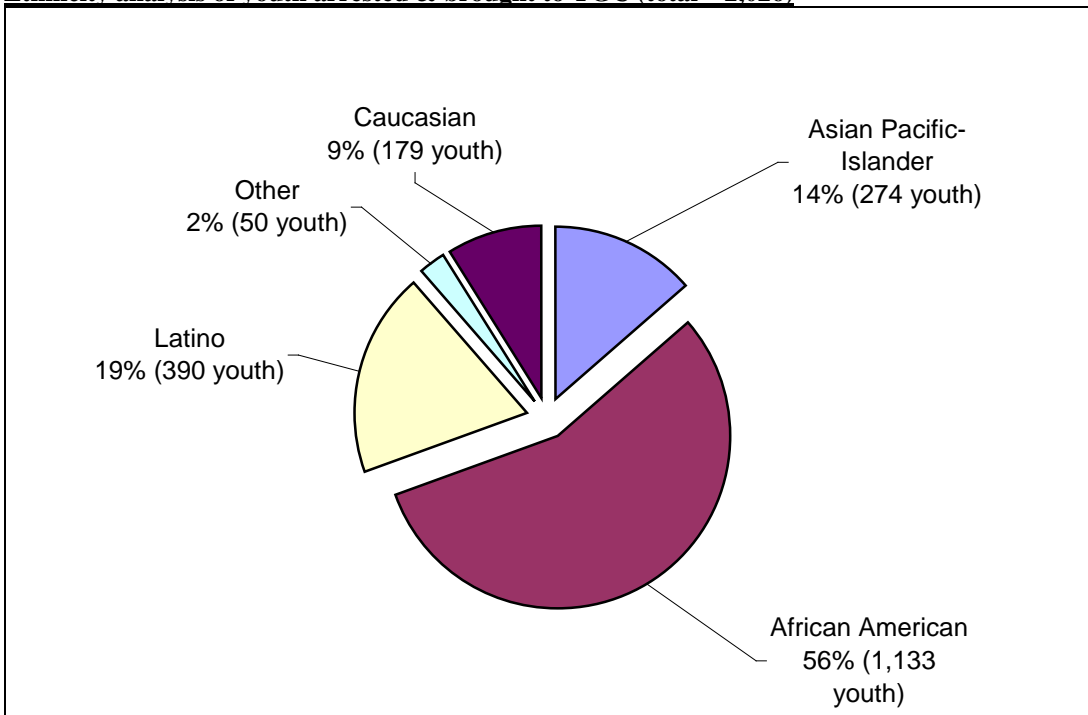
**DMC Recommendations**

The DMC workgroup then gathered data to determine the areas of San Francisco youth of color were being arrested and referred to detention in significant numbers. That analysis revealed that Bayview Hunter’s Point (BVHP) (zip code 94124) is the most significant contributor to detention of youth of color in San Francisco.

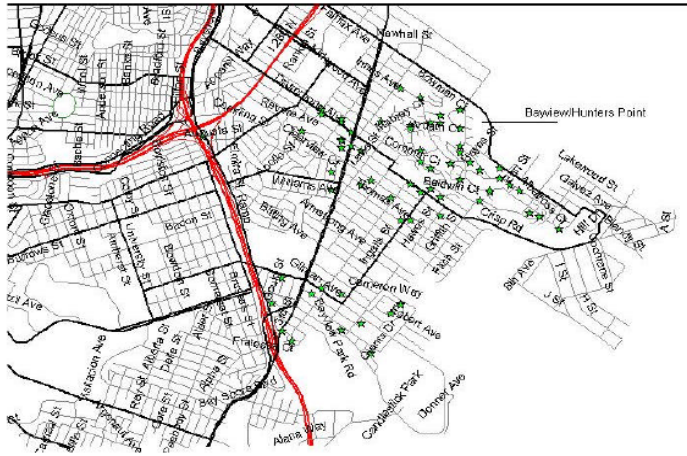
**Zip codes of youth arrested and brought to YGC: Total = 2,026**



**Ethnicity analysis of youth arrested & brought to YGC (total – 2,026)**



Additionally, we then sought to determine which neighborhoods in the 94124 zip code were most in need of services.



Once we targeted the sections of BVHP that were a significant contributor to detention, we quantitatively and qualitatively assessed the community to elicit recommendations which endeavor to reduce the disproportionality of youth of color at YGC.

The BVHP is consists of a large number of low-income African American residents. Our area of focus included large tracts of public housing. There are significant problems with drug use amongst adults and teens. Although there are programs specifically geared towards proven-risk youth, oftentimes young people cannot participate because the programs are in a rival territory. In BVHP youth are pressured to join or affiliate with gangs or sets in the territory where they reside. It was clear from our focus groups that safety is measured block-by-block or street-by-street, thereby making the placement of community services very important in order to achieve maximum utilization.

### Focus Groups and Mapping

A total of 9 Focus groups were conducted with both adults/parents and youth between September - November, 2003. 122 individuals participated in these groups. Seven of the focus groups were conducted with youth and included a total of 98 participants (44 males and 54 females), ranging in age from 12 years old to 21 years old. The remaining two focus groups were conducted with parents/adults and included a total of 24 participants. Of the total number of participants in all focus groups approximately 92 (75%) of the participants designated their home zip code as 94124—the BVHP area.

The focus groups revealed several key themes that are important for JDAI stakeholders to know. The overriding theme in every focus group was

**safety.** As mentioned earlier it was clear from the focus groups that programs serving youth must take location into account or make transportation accommodations to maximize their utilization.

Education and academic support were key issues that received emphasis in every group. The need for employment and vocational training was frequently raised as well. Further, the need for programs in the community to provide a consistent caring adult in the lives of youth in BVHP was emphasized repeatedly. Another trend frequently mentioned was the lack of quality staff in youth serving programs.

After the DMC Committee completed the focus groups, we conducted community mapping to identify crime hot spots, community resources, positive and negative community traits, and overall neighborhood sense.

As the final part of our analysis, the DMC work group specifically looked at data by ethnicity, gender and location to glean information important for these recommendations. With the cooperation of Jose Perla (JPD IT Department Head), we were able to identify data trends that will have to be addressed in order to reduce disproportionality of youth of color.

A key value for the Burns Institute approach to reducing disproportionality is involving the communities that have the majority of interaction with the juvenile justice system. Therefore, the contextual information gathered through the community mapping and focus groups is integral in understanding and implementing the recommendations proffered below. Indeed, our recommendations are geared towards public officials and decision-makers beyond the confines of the juvenile justice system. Clearly, in order to reduce disproportionality, public and private agencies will have to cooperate, coordinate and partner to work successfully with the populations outlined below.

Additionally, these recommendations will also cut across all the working groups currently convening as a part of JDAI. Our mandate was to make recommendations that addressed:

1. The disproportionality of African-American youth in the San Francisco juvenile justice system; and
2. The disproportionality of youth living in the 94124 zip code who enter the San Francisco juvenile justice system.

1. **Front door issues**

⇒ All detention overrides must be approved and signed off by a senior supervisor at the time the instrument is completed. Before signing off, efforts must be made to look at alternatives to secure detention.

- ⇒ All overrides must include a clear and valid written reason, documented on the RAI and presented to a JPD supervisor for approval
- ⇒ The Chief Probation Officer, the Ass't Chief, and the Senior Supervisors should meet weekly to review all overrides to assess validity of the instrument and the needs of the youth and families.
- ⇒ Data on all overrides to be reviewed weekly at the above meeting, to include overrides by zip code, ethnicity, gender, and reasons for override.

## 2. Alternatives

- ⇒ Further analysis into the over-rides categories 'parents unable to be located' and/or 'parents refusing to pick up their child'.
- ⇒ Make better use of short-term alternatives for youth whose parents can't be located or refuse to take their child back home: this could include re-visiting the role of Huckleberry House and working with DHS to create either a new short-term shelter or the use of short-term foster home. This could also include looking at Faith Based Organizations for alternatives.
- ⇒ Dig deeper into the issues of youth who are detained due to a family situation to access the number that might be needed for: a short-term staff secure shelter and/or contracting with foster care homes that can be used as a place for these youth to stay.
- ⇒ Explore the use of the ERC's as an option for youth that need family support and structure.
- ⇒ Develop a support system for on-duty PO staff to assist in finding alternative short-term placements.
- ⇒ Establish the policy and practice of JPD releasing at the front door without waiting for a detention hearing.

## 3. Community

- ⇒ Collate the final list of the 200 Bayview Child-Serving agencies into the development of a CBO community agencies guide as a 'network for services' and distribute this list to all agencies, JPD staff, and stakeholders.
- ⇒ Conduct quarterly forums with all BVHP agencies to review recent 3-month data of youth in the JJ system and how these agencies can play a role.
- ⇒ Focus community programs on:
  1. Educational needs
  2. Vocational needs
  3. Staff friendly
  4. Safety of facility
  5. Safety of getting to and from facility

**4. Police/Law Enforcement**

- ⇒ Review the city's policy on youth arrested for 'robberies' and develop alternatives for various categories and situations to differentiate between 'minor' and 'serious' robberies.
- ⇒ Provide workshops for youth on developing positive relations with the police.
- ⇒ Develop diversion programs so police have appropriate choices rather than 'arresting'. These programs must be mandatory and accountable.
- ⇒ Develop a closer connection with BVHP street police and the DMC committee.
- ⇒ Include a JPD staff member on the Bayview Rescue Team

**5. City Government**

- ⇒ Design activities to help reduce the isolation youth feel who live in 94124.
- ⇒ Encourage the city to develop youth entrepreneurship ventures - i.e.; childcare, small businesses.
- ⇒ Encourage the city to sponsor a 'youth day' designed and conducted by youth from 94124.
- ⇒ Monitor every public city facility, especially recreation centers, to ensure these centers are:
  1. Open when it's convenient for youth
  2. Are appropriately staffed
  3. Have activities designed to engage youth
  4. There are not 'adults' hanging out in front

**6. Courts**

- ⇒ Analyze the large disproportionality of African-American youth detained on Bench Warrants.

**7. Probation**

- ⇒ Analyze the large disproportionality of African-American youth detained on Home Detention Violations.

The DMC workgroup is clear that some of these recommendations are more specific than others. It is our intent to present the entire panoply of recommendations and let the workgroups and Executive Committee prioritize and pick the "low hanging fruit". We look forward to beginning to implement these items, which we believe are most important to reduce the disproportionality of youth of color in San Francisco's juvenile hall.

**DMC Recommendations**

<b><u>CATEGORY</u></b>	<b><u>RECOMMENDATION</u></b>	<b><u>WORKING GROUP</u></b>
Front Door Issues		
	All overrides to include a clear & valid reason, documented on RAI and presented to JPD supervisor for approval.	RAI
	Data on all overrides to be reviewed weekly with Senior JPR staff to include overrides by zip code, ethnicity gender, and rationale.	DMC
Alternatives		
	Further analysis into the override categories of 'parent unable to be located' or 'parent refusing to pick up child'.	DMC
	Explore use of ERCs as an option for youth that need family support and structure.	Alternatives
Community		
	Collate final list of 200 BVHP child-service agencies into a CBO community agency guide as a 'network for services' and distribute to stakeholders.	JDAI Coordinator
Police		
	Review city's policies on youth arrested for 'robberies' and develop alternatives to differentiate between 'minor' and 'serious' robberies.	Case Processing DMC
	Provide workshops for youth on developing positive relations with the police.	DMC
	Include a JPD staff member on the Bayview Rescue Team.	MOCJ JPD
City Government		
	Encourage city to develop youth entrepreneurship ventures	MOCJ JPD
	Monitor every public city facility, especially recreation centers to ensure: safety, availability and activities offered.	MOCJ DMC
Courts		
	Analyze large disproportionality of African-American youth detained on Bench warrants	Case Processing
Probation		
	Analyze the large disproportionality of African-Americans detained on Home Detention Violations	DMC Alternatives