# REDUCING DISPROPORTIONATE MINORITY CONTACT IN DELAWARE'S JUVENILE JUSTICE SYSTEM

**Final Report May 2010**

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## EXECUTIVE SUMMARY

Disproportionate minority contact (DMC) has been a fundamental concern in the juvenile justice system for several decades. DMC has become an indicator of the juvenile justice system's health. The greater the DMC at any point in the system the greater the need for system improvement. Reducing DMC is currently a primary mechanism to improve the system.

The primary purpose of this assessment is to better understand the current RRI specifically in order to inform intervention. The current DMC will be assessed at the point of arrest because that is where the RRI (relative rate index) is highest and where the greatest impact on the entire system can occur. The primary source of data is the official 2007 arrest data obtained through DELJIS. Additional data sources are included for analyses by specific jurisdictions. City-based jurisdictions were selected so that the RRI could be assessed in regards to the nine explanatory factors. The cities with the most juvenile arrests were identified and from those at least one city from each of Delaware's three counties was selected. The city-based analyses include Wilmington, Newark, Dover, Milford and Seaford.

The data set includes 7,846 arrest records for 5,640 juveniles. This includes 3,879 (69%) males and 1,748 (31%) females. It also includes 2,858 (51%) minorities and 2,749 (49%) white juveniles. About one third (33.64%) of the juvenile population arrested in 2007 was black males and almost a third (30.45%) was white males. Black and white males account for the majority of juveniles arrested. For instance, a greater proportion of minority juveniles was arrested for domestic violence, nuisance offenses, property offenses, sex offenses, violent and weapon offenses. On the other hand, a greater proportion of white juveniles was arrested for arson, DUI and liquor law violations.

The primary study findings show that the greatest disproportionate minority contact tends to be at the two ends of the crime severity continuum. On the more serious end, violent and weapon crimes tend to have a higher RRI and, on the least serious end of the continuum, the nuisance crimes have a higher RRI.

Each end of the continuum requires a different response. The more serious end requires a more inflexible punitive response to protect the community. In these cases, police options are limited. However, the nuisance crimes allow for much more discretion by police. The options available to the police are dependent on police training, community resources and networking. Nuisance crimes represent almost one quarter of arrests, the second highest category after violent crimes. The burden the nuisance crimes have on the police and the juvenile justice system coupled with the consistently higher RRI for this category suggests the need to further examine police options and community resources for addressing these less serious offenses.

## INTRODUCTION

Disproportionate minority contact (DMC) has been a fundamental concern in the juvenile justice system for several decades. DMC has become an indicator of the juvenile justice system's health. The greater the DMC at any point in the system the greater the need for system improvement.

Reducing DMC is currently a primary mechanism to improve the system. The Office of Juvenile Justice and Delinquency Prevention (OJJDP) has offered a process to reduce DMC and, thus, improve the juvenile justice system. This five phase process includes: identification, assessment, intervention, evaluation and monitoring.

The Criminal Justice Council (CJC) has completed the first phase, identifying the relative rate index at the primary points of contact across the criminal justice system. The relative rate index (RRI) indicates the disproportionate representation of minorities. The RRI is the primary indicator of DMC. CJC 2007 paper, Disproportionate Minority Contact in Delaware, found that the RRI statewide was notably highest at the point of arrest. The arrest RRI is 2.91 compared to 1.24 for diversion, 1.8 for secured detention, .88 for probation, 1.87 for secure confinement and 1.67 for transfer to adult court. These findings are consistent, with some variation, across counties. The notably higher RRI at arrest suggests concentration at this point in the system.

The analysis approach is based on the assumption that there is no inherent difference in criminality propensity between minority and white juveniles. This assumption is well supported by rigorous research. Rather, the differential arrest rate is primarily a by-product of environmental and other social factors[i]. Poor social conditions, as indicated by high unemployment rates, low educational attainment and high poverty rates, is highly correlated with increased criminal activity. Research indicates that people living in poor social conditions commit crimes, particularly drug offenses, theft and fraud, to meet basic living needs. The crimes in these categories are typically related to profit, either material or financial. These profits may be necessary to meet basic needs.

The correlation between crime and living in poor living conditions becomes a correlation between race and crime because, proportionally, more minorities live in poor social conditions than whites. The likelihood of living in poor social conditions is almost four times greater for minorities than for whites[ii]. Only 11% of whites live in poverty; whereas, 34% of Blacks and 31% of Hispanics live in poverty.

Poor social conditions also mean that people live more public lives. In other words, they are in public places and, therefore, under public and law enforcement surveillance. This exposure increases the likelihood of arrest, particularly when youth do not have strong supervision at home or in the community[iii]. The public exposure that many minorities experience resulting from living in poor social conditions is a critical factor to consider when examining disproportionate minority contact.

**Study Purpose:** The primary purpose of this assessment is to better understand the current RRI specifically in order to inform intervention. The current DMC is assessed at the point of arrest because that is where the RRI is highest and where the greatest impact on the entire system can occur. OJJDP identified nine factors affecting DMC. These include:

**OJJDP EXPLANATORY FACTORS**

**Differential Behavior:** *Youth from different racial/ethnic subgroups are involved in different delinquent activities. In other words, youth behave differently (commit different offenses) based on race.*

**Mobility Effects:** *Youth residing in one jurisdiction are arrested in a different jurisdiction.*

- *Seasonal mobility*
- *Attractive Nuisance*
- *Immigration/Migration*
- *Institutional Effects*

**Indirect Effects:** *Economic status, education, location and other risk factors contribute to the likelihood of delinquent behavior. These factors differ by race/ethnicity.*

**Prevention and Treatment Opportunities:** *Allocation and location of resources may create a disadvantage to youth and contribute to delinquency.*

**Differential Processing:** *Variation in decisions, such as discretion in arresting and/or use of resources may contribute to DMC.*

**Justice by Geography:** *Youth, particularly minority youth, may be processed differently in different jurisdictions.*

**Legislation, policies and legal factors:** *Legislation and policies may inadvertently contain or effect disadvantage or differential treatment.*

**Accumulated Disadvantage:** *Small differences at any one point accumulate across the juvenile justice system to create a large difference.*

**Statistical Aberrations:** *Deviations or anomalies in the statistical analyses result in seemingly significant differences for any factor when in fact significant differences do not exist.*

The information provided through this assessment is intended to aid in:

1. Reducing the DMC at the point of arrest;
2. Improving police response to all youth, particularly minority youth; and
3. Increasing resources to provide sufficient and appropriate options to youth, particularly minority youth, who come in contact with the police.

**Method and Analysis Plan:** The OJJDP nine factors are all encompassing. To assess each fully requires extensive research employing varying methodologies. However, because none of the factors have been assessed previously, this study is designed to look at all factors cursorily to see what preliminary analyses suggest for intervention as well as for further examination.

The primary source of data is the official 2007 arrest data obtained through DELJIS. The first set of analyses examines differences in arrest between minorities and white juveniles by crime and by arresting jurisdiction. The juvenile population arrested in 2007 is described in terms of basic demographic characteristics. The types of crimes are described and the RRI for each crime category is presented.

As well, the arresting jurisdictions with the highest arrest rates are identified. Additional data sources were assessed for each jurisdiction. Social services and local attractions were examined using internet resources, including Delaware's online social services directory. Informal interviews were conducted with police agencies in each jurisdiction. Additional information about the police department was obtained through official department websites.

**Preliminary Analyses and Data Limitations:** Due to missing data, the total number of cases varies slightly across variables. There does not appear to be a pattern in the data that is missing. Thus, the proportions presented in this report are considered adequate to draw preliminary conclusions. Data was not included in the initial data set to examine some of the explanatory factors but may be easily attainable if further analyses are pursued. It is noted where this is the case.

To compute the RRI, population data is necessary. Population data was obtained for the State as well as for each jurisdiction. Because the population data is obtained from a different data source, census data, some reporting categories vary slightly. For instance, the primary data source, arrest data, is from 2007; yet, the population data is from the 2000 Census data. Also, the age categories may vary slightly. In some cases juveniles were ages 10 to 17 and in other data sources 10 to 19 year olds were included. The differences are not great enough to raise concerns about the proportions and rates computed but do underscore the necessity to consider the findings preliminary.

## FINDINGS

***The Juvenile Population:*** The data set includes 7,846 arrest records for 5,640 juveniles. This includes 3,879 (69%) males and 1,748 (31%) females. It also includes 2,858 (51%) minorities and 2,749 (49%) white juveniles. The race and gender distribution of the juvenile population included in the study is presented in Table 1 below. About one third (33.64%) of the juvenile population arrested in 2007 was black males and almost a third (30.45%) was white males. Black and white males account for the majority of juveniles arrested.

**Table 1: Race/Gender Distribution**

| Race/ Gender | Male | | Female | | Total | |
|---|---|---|---|---|---|---|
| American Indian | 2 | 0.04% | 0 | 0.00% | 2 | 0.04% |
| Asian | 8 | 0.14% | 4 | 0.07% | 12 | 0.22% |
| Asian Hispanics | 1 | 0.02% | 0 | 0.00% | 1 | 0.02% |
| Black | 1857 | 33.64% | 862 | 15.61% | 2719 | 49.25% |
| Black Hispanic | 21 | 0.38% | 7 | 0.13% | 28 | 0.51% |
| White | 1681 | 30.45% | 814 | 14.74% | 2495 | 45.19% |
| White Hispanics | 203 | 3.68% | 55 | 1.00% | 258 | 4.67% |
| Unknown | 1 | 0.02% | 1 | 0.02% | 2 | 0.04% |
| Unknown Hispanics | 2 | 0.04% | 2 | 0.04% | 4 | 0.07% |
| Total | 3776 | 68.39% | 1745 | 31.61% | 5521 | 100.00% |

Most juveniles were arrested only once in 2007. The average number of arrests per juvenile was 1.4. Although a slightly greater proportion of minority males were arrested more than once in 2007, the difference is not significant. Table A-1 at the end of the report provides more detailed data on the number of arrests per juvenile by race and gender. This data suggests that Delaware is not faced with a small proportion of juveniles committing the majority of crimes as indicated in other states, such as California[iv].

***Types of Crimes***: Juveniles commit a wide range of offenses. Table A-2 provides a detailed distribution of offense by race and gender. To make the analyses more comprehensible, the offenses have been grouped into crime categories. Appendix B lists the offenses included in each category.

Table 2 below shows the types of crimes that minority and white juveniles were arrested. This data indicates differences in crime type by minority status. For instance, a greater proportion of minority juveniles was arrested for domestic violence, nuisance offenses, property offenses, sex offenses, violent and weapon offenses. On the other hand, a greater proportion of white juveniles was arrested for arson, DUI and liquor law violations.

**Table 2: Type of Crime by Minority Status**

| Type of Crime | Minority | % Minority | White | % White | Unknown | % Race Unknown | Total |
|---|---|---|---|---|---|---|---|
| Arson | 11 | 38% | 18 | 62% | 0 | 0% | 29 |
| Drugs | 394 | 51% | 384 | 49% | 1 | 0% | 778 |
| DUI | 3 | 7% | 40 | 93% | 0 | 0% | 43 |
| Domestic Violence | 4 | 67% | 2 | 33% | 0 | 0% | 6 |
| Fraud etc. | 90 | 65% | 48 | 35% | 0 | 0% | 138 |
| Homicide | 3 | 100% | 0 | 0% | 0 | 0% | 3 |
| Kidnap | 10 | 67% | 5 | 33% | 0 | 0% | 15 |
| Liquor | 70 | 17% | 326 | 81% | 5 | 1% | 401 |
| Nuisance | 1083 | 62% | 646 | 37% | 11 | 1% | 1740 |
| Other | 376 | 51% | 357 | 48% | 5 | 1% | 738 |
| Property | 776 | 61% | 495 | 39% | 5 | 4% | 1276 |
| Sex | 77 | 61% | 49 | 39% | 0 | 0% | 126 |
| Theft | 183 | 41% | 139 | 31% | 1 | 0% | 449 |
| Vehicle Theft | 76 | 66% | 40 | 33% | 0 | 0% | 116 |
| Violent | 1155 | 63% | 691 | 37% | 3 | <1% | 1849 |
| Weapon | 178 | 61% | 113 | 39% | 1 | <1% | 292 |
| Total | 4489 | 100% | 3353 | 100% | 32 | 100% | 7874 |

The relative rate index (RRI) is used to determine the extent of disproportionate minority contact. The RRI takes into account the proportion of minority and white juveniles in the general population. Table 3 below provides the RRI for each crime category. There are three crime categories, domestic violence, homicide and kidnapping, with too few arrests to conduct additional analyses. There are three other crime categories, arson, DUI, and liquor law violations, where the RRI is higher for white juveniles. The remaining categories will be further assessed to determine if the rate of occurrence differs significantly for minority and white juveniles.

**TABLE 3: RRI BY MINORITY STATUS**

| | Number Arrests Minority | Rate of Occurrence Minority #/27,770 | Number Arrests White | Rate of Occurrence White #/64,294 | RRI |
|---|---|---|---|---|---|
| Arson | 11 | 0.400 | 18 | 2.80 | 0.14 |
| Drugs | 394 | 14.19 | 384 | 5.97 | 2.38 |
| DUI | 3 | 0.11 | 40 | 0.62 | 0.17 |
| Domestic Violence | 4 | 0.14 | 2 | 0.03 | 4.65 |
| Fraud, etc. | 90 | 3.24 | 48 | 0.75 | 4.34 |
| Homicide | 3 | 0.11 | 0 | --- | --- |
| Kidnap | 10 | 0.36 | 5 | 0.08 | 4.62 |
| Liquor | 70 | 2.52 | 326 | 5.07 | 0.50 |
| Nuisance | 1083 | 39.00 | 646 | 10.05 | 3.88 |
| Other | 376 | 13.54 | 357 | 5.55 | 2.44 |
| Property | 776 | 27.94 | 495 | 7.70 | 3.63 |
| Sex | 77 | 2.77 | 49 | 0.76 | 3.64 |
| Theft | 183 | 6.59 | 139 | 2.06 | 3.05 |
| Vehicle Theft | 76 | 2.74 | 40 | 0.62 | 4.42 |
| Violent | 1155 | 41.59 | 691 | 10.75 | 3.87 |
| Weapon | 178 | 6.41 | 113 | 1.76 | 3.64 |

***Arresting Jurisdiction***: The arrest data was assessed by arresting jurisdiction to determine which jurisdictions had the highest arrest rates for minorities. Table 4 below shows the arresting jurisdiction with 100 or more arrests.

**Table 4: Arrests by Arresting Agencies & Minority Status**

| ARRESTING JURISDICTION | Minority | White | Total |
|---|---|---|---|
| **Dover** | 397 (69%) | 180 (31%) | 577 |
| **Harrington** | 49 (44%) | 62 (56%) | 111 |
| **Milford** | 116 (48%) | 124 (52%) | 240 |
| **NC Co PD** | 714 (50%) | 738 (51%) | 1,452 |
| **Newark** | 89 (36%) | 157 (64%) | 246 |
| **Seaford** | 91 (56%) | 72 (44%) | 163 |
| **Troop 1 (State Police)** | 125 (60%) | 84 (40%) | 209 |
| **Troop 2** | 603 (67%) | 300 (33%) | 903 |
| **Troop 3** | 263 (43%) | 344 (57%) | 607 |

| | | | |
|---|---|---|---|
| **Troop 4** | 166 (41%) | 242 (59%) | 408 |
| **Troop 5** | 115 (34%) | 224 (66%) | 339 |
| **Troop 6** | 99 (42%) | 138 (58%) | 237 |
| **Troop 7** | 73 (32%) | 152 (68%) | 225 |
| **Troop 9** | 180 (54%) | 156 (46%) | 336 |
| **Wilmington** | 668 (90%) | 71 (10%) | 739 |

OJJDP requires each state to assess the DMC in at least three jurisdictions. To meet this requirement, at least one jurisdiction in each of Delaware's three counties was selected to provide statewide representation. City-based jurisdictions were selected so that the RRI could be assessed in regards to the nine explanatory factors. The cities with the most juvenile arrests were identified and from those at least one city from each of Delaware's three counties was selected. The arrest RRI assessment for Wilmington, Newark, Dover, Milford and Seaford are discussed below.

***Wilmington***

Wilmington is Delaware's largest city. Located in the northeastern section of New Castle County, Wilmington is approximately 30 miles south of Philadelphia. Wilmington has a population of 72,644 with a juvenile (ages 10 to 19) population of 10,113. Approximately 67% of the city's population is minority with 56% Black and 10% Hispanic. Among the juvenile population 79% is minority. The juvenile arrest rate is 7.31%. The overall RRI is 2.44, indicating that minorities are arrested about two and half time more frequently than white youth.

Table 5 below shows the Wilmington RRI by crime category. The RRI for several crime categories could not be computed because either minority youth or white youth were not arrested for crimes in that category. In each of these instances, the total number of arrests is small. Three crime categories, drug offenses, theft and weapon charges, have a much higher RRI compared to Wilmington's overall RRI.

In regards to the weapons offenses, Wilmington has had a number of high profile weapon incidences involving youth over the past several years. Law enforcement agencies and community groups have increased surveillance and responses to possession of weapons. The RRI certainly indicates a need to continue this response as well as further examine the factors related to the increased incidences.

Despite this high RRI for weapons offenses, the RRI for violent offenses is not nearly as high as in other jurisdictions. The greater proportion of minorities in Wilmington may actually contribute to a lower disproportionate minority contact.

In other words, with greater representation of minorities in the population, some of the racial tensions that fuel violence may be lessened.

Social conditions must be taken into consideration when examining all the crime categories. Wilmington is a metropolitan area strongly influenced by a large city, Philadelphia. Wilmington faces the same social problems as any other city. Wilmington's poverty rate is 21% with a much higher rate among minorities (26%) than whites (12%). It's unemployment rate is 6% overall but 8% among minorities compared to only 3% among whites. Similarly, the proportion of minorities not completing high school is much higher among minorities (30%) than among white residents (17%). The impact of social conditions on criminal activity sheds some light on the higher RRI of crimes such as drug offenses, property offenses and theft.

As with other cities, the social conditions of Wilmington residents mean more public lives and greater surveillance by and exposure to law enforcement agencies. Local attractions contribute to the number of youth involved in criminal activity. Wilmington has a number of parks and businesses that attract youth. These attractions increase the public exposure of juveniles Wilmington. The public lives of Wilmington youth may in part explain the higher RRI of nuisance crimes.

The availability of social services, including prevention and treatment services, can help to alleviate both the poor social conditions and the crime rate. A host of social services are available to Wilmington residents. The only center for adjudicated youth and one of the two juvenile detention centers are in Wilmington. However it was beyond the scope of this study to fully examine the use of those resources and the role they currently have in addressing the disproportionate contact in Wilmington.

Finally, police training and policies also impact disproportionate contact. A cursory review of police training and policies shows that Wilmington has a Youth Intervention Unit. Officers in this unit receive training beyond the standard training on juveniles received at the Delaware State Police Training Academy. The YIU officers work closely with a number of services and resources for youth in the City. They rely heavily on this networking and on these resources in coordinating services and referring juveniles.

| TABLE 5: WILMINGTON RRI BY MINORITY STATUS | | | | | |
|---|---|---|---|---|---|
| | # Arrests for Minorities | Occurrence Rate Minorities 18,033 | # Arrests for White | Occurrence Rate White 12,080 | RRI |
| **Drugs** | 125 | .0156 | 4 | .0019 | 8.21 |
| **DUI** | 0 | --- | 1 | .0005 | --- |
| **Fraud** | 12 | .0015 | 2 | .0096 | 0.16 |
| **Homicide** | 3 | .0004 | 0 | --- | --- |
| **Kidnap** | 3 | .0004 | 0 | --- | --- |
| **Liquor** | 1 | .0001 | 0 | --- | --- |
| **Nuisance** | 122 | .0152 | 8 | .0038 | 4.00 |
| **Other** | 93 | .0116 | 7 | .0034 | 3.41 |
| **Property** | 56 | .0070 | 4 | .0019 | 3.68 |
| **Sex** | 7 | .0087 | 0 | --- | --- |
| **Theft** | 45 | .0056 | 1 | .0005 | 11.20 |
| **Vehicle Theft** | 16 | .0020 | 0 | --- | --- |
| **Violent** | 172 | .0214 | 17 | .0082 | 2.61 |
| **Weapon** | 41 | .0051 | 1 | .0005 | 10.20 |
| **Total** | 696 | .0830 | 71 | .0340 | 2.44 |

***Newark***

Newark is also in New Castle County and is home to the University of Delaware. Newark's population is 28,570 people. Newark has a minority population of 6% with 5% Black and 1% Hispanic. Of the 6,884 juveniles living in Newark, 13% is minority. Newark's juvenile arrest rate is 3.57% with a RRI of 3.92. In Newark, minorities are arrested about four times more frequently than whites.

Table 6 below shows the RRI by crime category for Newark. The RRI is higher for white youth in Newark. White youths are arrested for violation of liquor laws at a higher rate than minorities in Newark as in the State and other jurisdictions. In Newark, whites have a higher arrest rate for sex offenses and for weapons offenses. In both cases, however, the total number of arrests is small and the RRI could not be computed because no minorities were arrested for these crimes.

Social conditions appear to play a primary factor in the crime categories with the highest minority RRI, specifically fraud and property crimes. The poverty rate in Newark is 20% with 19% of whites living below poverty and 25% of minorities. The proportion not completing high school is double for minorities (13%) compared to whites (6%). Newark's unemployment rate is 8% and is comparable between minorities and whites (9% and 8% respectively). Understanding the social conditions helps in understanding arrest rate differences, particularly for profit motivated crimes such as fraud, property and theft categories.

Newark has a fairly high (7.88) RRI for violent crimes. The very small proportion of minorities in the population may contribute to racial tension and may result in violence. The defensiveness and possible aggression that often accompanies under-representation may be exacerbated in a primarily white college town.

Newark has a number of attractions that increase the concentration of youth in the public setting. Two movie theaters, a main street through the middle of town lined by numerous businesses and food markets, a skating rink and a bowling alley specifically target youth. These businesses coupled with the university events result in increased number of juveniles congregating in public places in Newark.

Newark does have a number of social services, including treatment and prevention agencies. The role and impact these services have in preventing and addressing juvenile criminal activity is beyond the scope of this study.

Newark police are graduates of the Delaware State Police Training Academy. In the Academy, they complete a course addressing youth. The Newark Police Department, however, does not have a special task force or unit addressing juveniles. It relies on programs offered the New Castle County Police.

| TABLE 6: NEWARK RRI BY MINORITY STATUS | | | | | |
|---|---|---|---|---|---|
| | # Arrests for Minorities | Occurrence Rate Minorities 1,874 | # Arrests for White | Occurrence Rate White 6,010 | RRI |
| **Drugs** | 3 | .0034 | 17 | .0028 | 1.21 |
| **Fraud** | 4 | .0046 | 1 | .0002 | 23.0 |
| **Liquor** | 5 | .0057 | 46 | .0077 | 0.74 |
| **Nuisance** | 47 | .0054 | 28 | .0047 | 11.45 |
| **Other** | 4 | .0046 | 5 | .0008 | 5.75 |
| **Property** | 13 | .0149 | 12 | .0020 | 7.45 |
| **Sex** | 0 | --- | 3 | .0004 | --- |
| **Theft** | 2 | .0023 | 5 | .0008 | 2.88 |
| **Vehicle Theft** | 16 | .0020 | 0 | --- | --- |
| **Violent** | 22 | .0252 | 19 | .0032 | 7.88 |
| **Weapon** | 0 | --- | 6 | .0001 | --- |
| **Total** | 89 | .1020 | 157 | .0260 | 3.92 |

***Dover***

Dover, Delaware's capital, is located in Kent County. Its population of 32,4770 is about 40% minority with 36% Black and 4% Hispanic. The juvenile population is 5,468 and is comprised of 25% minorities. The juvenile arrest rate is 10.6% and the overall RRI is 6.50. In Dover, minorities are arrested six and half times more frequently than whites.

By far, the highest RRI, 15.14, in Dover is for nuisance crimes. Both social conditions and attractions contribute to this RRI as well as to the RRI of profit related offenses such as drug, property and theft offenses. The percentage of minorities living in poverty in Dover is over three times that of whites (25% compared to 7%). The unemployment rate is more than triple for minorities compared to whites (9% compared to 2%). The rate of high school completion is half that of whites. About 25% of minorities do not complete high school whereas only 12% of whites do not complete high school.

Dover has a number of parks and businesses that attract youth. A bowling alley, skating rink, mall and movie theater all target youth and are locations where youth gather. Although Dover does have a number of social services, the resources are more limited than in Wilmington and Newark.

The high RRI for violent and weapon offenses certainly raises concern. Social conditions coupled with under-representation in the population in part contribute to these differences.

Dover police receive most of their specialized training on addressing juveniles as part of completing the Delaware State Police Training Academy. The Dover Police Department does not have any special recruitment or training efforts targeting juveniles. However, police officers participate in a number of programs working with youth through the schools.

**TABLE 7: DOVER RRI BY MINORITY STATUS**

| | # Arrests for Minorities | Occurrence Rate Minorities 1,389 | # Arrests for White | Occurrence Rate White 4,079 | RRI |
|---|---|---|---|---|---|
| **Arson** | 2 | .0014 | 3 | .0007 | 2.00 |
| **Drugs** | 35 | .0252 | 12 | .0029 | 8.68 |
| **Fraud** | 42 | .0014 | 3 | .0007 | 2.00 |
| **Kidnap** | 1 | .0007 | 0 | --- | --- |
| **Liquor** | 1 | .0007 | 2 | .0005 | 1.40 |
| **Nuisance** | 103 | .0742 | 20 | .0049 | 15.14 |
| **Other** | 22 | .0158 | 17 | .0042 | 3.76 |
| **Property** | 120 | .0864 | 67 | .0164 | 5.24 |
| **Sex** | 9 | .0065 | 4 | .0010 | 6.50 |
| **Theft** | 7 | .0050 | 0 | --- | --- |
| **Vehicle Theft** | 4 | .0029 | 0 | --- | --- |
| **Violent** | 100 | .0720 | 30 | .0074 | 9.73 |
| **Weapon** | 8 | .0058 | 5 | .0012 | 4.83 |
| **Total** | 397 | .2858 | 180 | .0441 | 3.92 |

***Milford***

Milford is in the middle of the State and straddles the Kent and Sussex Counties line. Milford has a population of 6,835 of which 32% is minority (22% Black and 10% Hispanic). The juvenile population is 2,207 and is 18% minority. The juvenile arrest rate in Milford is 10.9% and the RRI is 4.16.

Table 8 below shows Milford's RRI by crime category. The RRI for several crime categories could not be computed since either white or minority youth were not arrested for those crimes. However, very few arrest were made in these categories.

The social conditions in Milford shed light on the difference in arrest rates fro minorities and whites for the profit related crimes as well as the nuisance crimes. About one quarter of Milford residents over the age of 25 have not completed high school with a much higher rate among minorities (41%) than whites (17%). The unemployment rate is triple for minorities than for whites (9% compare to 3%) and the proportion of minorities living in poverty is more than double that of whites (23% compared to 10%).

The highest RRI of 9.67 is for nuisance crimes. Milford has a number of locations that attract youth and may contribute to the congregation of youth in public settings, increasing both potential for criminal activity and police surveillance. There are several parks, a number of strip malls, a bowling alley and a skating rink in Milford. Milford has a number of services, including one of the State's two juvenile detention centers. As with the other jurisdictions studied, the impact of these services in preventing or addressing juvenile crime is unknown.

Milford police graduate from the Delaware State Police Training Academy where they participate in a course addressing juveniles. Although Milford Police Department does not have a special youth or juvenile unit, it does have a number of programs targeting juveniles. Most of the programs are conducting through the Community Policing Unit and include Neighborhood Watch, School Resource Officer and Seasonal Police Officer training for 18 to 21 year olds interested in law enforcement.

| TABLE 8: MILFORD RRI BY MINORITY STATUS | | | | | |
|---|---|---|---|---|---|
| | # Arrests for Minorities | Occurrence Rate Minorities 1,389 | # Arrests for White | Occurrence Rate White 4,079 | RRI |
| **Drugs** | 4 | .0099 | 12 | .0067 | 1.48 |
| **DUI** | 1 | .0023 | | | |
| **DV** | 1 | .0023 | | | |
| **Fraud** | | | 2 | .0011 | |
| **Kidnap** | 1 | .0023 | | | |
| **Liquor** | 3 | .0074 | 18 | .0010 | 7.4 |
| **Nuisance** | 50 | .1238 | 23 | .0128 | 9.67 |
| **Other** | 6 | .0149 | 12 | .0067 | 2.22 |
| **Property** | 17 | .0421 | 13 | .0072 | 5.85 |
| **Sex** | 1 | .0023 | | | |
| **Theft** | | | 1 | .0006 | |
| **Vehicle Theft** | | . | 1 | .0006 | |
| **Violent** | 37 | .0916 | 30 | .0166 | 5.52 |
| **Weapon** | 6 | .0149 | 4 | .0022 | 6.77 |
| **Total** | 116 | .0287 | 124 | .0690 | 4.16 |

***Seaford***

Seaford is in Sussex County in the southwestern part of the State. It is a small town of only 6,379 people. Minorities constitute about a third of the population with 29% Black and 4% Hispanic. The juvenile population is 908 with 36% minorities. The juvenile arrest rate is 18% with a RRI of 2.24. Compared to other jurisdictions in Delaware, Seaford has a high juvenile arrest rate but a relatively small RRI.

The highest RRI of 3.99 is for property offenses. All arrests for theft, another profit related offense, were of minorities. The RRI for fraud, the other profit related crime category, was 1.82. As with other jurisdictions, social conditions must be considered to understand the RRI, particularly for these crime categories. Over half (56%) of Seaford's minority population lives below the poverty line whereas only 9% of white do. Almost half of the minority population 25 years and older have not completed high school whereas 21% of whites in Seaford have not completed high school. The overall unemployment rate is 11% yet 20% of minorities compared to 8% of whites are unemployed.

Seaford has few attractions and services. Understanding the impact this has on the arrest rates is beyond the scope of this study. Seaford has 27 full time police officers, all graduates of the Delaware State Police Training Academy. The primary specialized training focusing on working with and arresting youth is received at the Academy. Seaford police are trained on the different laws related to criminal activity and arresting juveniles. However, there are no specific recruitment efforts or police units related to juvenile crime.

**TABLE 9: SEAFORD RRI BY MINORITY STATUS**

| | # Arrests for Minorities | Occurrence Rate Minorities 1,389 | # Arrests for White | Occurrence Rate White 4,079 | RRI |
|---|---|---|---|---|---|
| **Drugs** | 6 | .0183 | 8 | .0138 | 1.33 |
| **DUI** | | | 1 | .0017 | |
| **Fraud** | 1 | .0031 | 1 | .0017 | 1.82 |
| **Liquor** | 5 | .0153 | 4 | .0069 | 2.22 |
| **Nuisance** | 28 | .0856 | 19 | .0327 | 2.62 |
| **Other** | 2 | .0061 | 9 | .0155 | 0.39 |
| **Property** | 18 | .055 | 8 | .0138 | 3.99 |
| **Theft** | 8 | .0246 | | | |
| **Vehicle Theft** | | | 1 | | |
| **Violent** | 23 | .0703 | 18 | .0310 | 2.27 |
| **Weapon** | 1 | .0031 | 2 | .0034 | 0.91 |
| **Total** | 91 | .2780 | 72 | .1240 | 2.24 |

## OVERVIEW OF FINDINGS AND RECOMMENDATIONS

Table 10 below provides an overview of this study's primary findings and recommendations. The findings and recommendations are organized by OJJDP explanatory factors to assist decision makers in identifying course of action based on the preliminary findings.

**Table 10: Findings and Recommendations**

| OJJDP EXPLANATORY FACTORS | STATUS | RECOMMENDED NEXT STEPS |
|---|---|---|
| **Differential Behavior:** *Youth from different racial/ethnic subgroups are involved in different delinquent activities. In other words, youth behave differently (commit different offenses) based on race.* | Due to limited resources available for this study, new data specific to Delaware was not collected to examine this explanatory factor. Rather, conclusions from extensive and rigorous research were used. | Rigorous research examining differential behavior indicates that environmental factors are more meaningful and valid explanations differences in offending than race. Given this knowledge and considering the costs and requirements of conducting such research, it appears that expending resources in this area would yield little. |
| **Mobility Effects:** *Youth residing in one jurisdiction are arrested in a different jurisdiction.* • *Seasonal mobility* • *Attractive Nuisance* • *Immigration/Migration* • *Institutional Effects* | Due to limited data in the initial data set, this factor was not analyzed. | Data to assess this factor is availabl through DELJIS. It is recommendec that this factor be analyzed to supplement the preliminary finding presented in this study. |
| **Indirect Effects:** *Economic status, education, location and other risk factors contribute to the likelihood of delinquent behavior. These factors differ by race/ethnicity.* | Research and the findings from this study suggest that indirect effects contribute to the DMC at arrest. | Based on the preliminary findings, this factor appears to be the most reasonable explanation of DMC in Delaware. As such, it is suggested that additional research be conducted on the indirect effects contributing to delinquent behavio and arrest. |
| **Prevention and Treatment Opportunities:** *Allocation and location of resources may create a disadvantage to youth and contribute to delinquency.* | Preliminary findings indicate that jurisdictions have varying degrees of services available. Additional data and analyses are necessary to assess service gaps and needs. Additional data and analyses are necessary to understand | An ethnographic study is necessary to understand the role of preventio and treatment opportunities in addressing juvenile crime and DMC However, a needs assessment may be helpful in assessing if available resources are sufficient. |

| | | |
|---|---|---|
| | the role these resources have in preventing and responding to juvenile criminal activity. | |
| **Differential Processing:** *Variation in decisions, such as discretion in arresting and/or use of resources may contribute to DMC.* | These factors were not analyzed due to data limitations. | An intensive ethnographic study is necessary to fully assess these factors. |
| **Justice by Geography:** *Youth, particularly minority youth, may be processed differently in different jurisdictions.* | | |
| **Legislation, policies and legal factors:** *Legislation and policies may inadvertently contain or effect disadvantage or differential treatment.* | Preliminary assessment does not indicate differences. However, findings show that only one jurisdiction had a specialized unit for juveniles. Further assessment of police resources and processing are necessary to fully determine the need for specialized training, units or other resources. | A needs assessment of police departments may be helpful in assessing if available resources are sufficient. |
| **Accumulated Disadvantage:** *Small differences at any one point accumulates across the juvenile justice system to create a large difference.* | This factor was not analyzed because this study addressed only one point in the juvenile justice system, arrest. | |
| **Statistical Aberrations:** *Deviations or anomalies in the statistical analyses result in seemingly significant differences for any factor when in fact significant differences do not exist.* | | |

## CONCLUSIONS

The preliminary findings from this study show that the RRI varies by both crime and jurisdiction. In general, though, the greatest disproportionate minority contact tends to be at the two ends of the crime severity continuum. On the more serious end, violent and weapon crimes tend to have a higher RRI and, on the least serious end of the continuum, the nuisance crimes have a higher RRI.

Each end of the continuum requires a different response. The more serious end requires a more inflexible punitive response to protect the community. In these cases, police options are limited. However, the nuisance crimes allow for much more discretion by police. The options available to the police are dependent on police training, community resources and networking. Nuisance crimes represent almost one quarter of arrests, the second highest category after violent crimes. The burden the nuisance crimes have on the police and the juvenile justice system coupled with the consistently higher RRI for this category suggests the need to further examine police options and community resources for addressing these less serious offenses.

## APPENDIX A:ADDITIONAL DATA TABLES

TABLE A-1: NUMBER OF ARRESTS BY RACE AND GENDER

| Race/ Gender and number of arrests | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| # of Arrest | | Black | | | | Blk/His | | | |
| | | male | | Female | | Male | | female | |
| | 1 | 1328 | 68% | 699 | 81% | 12 | 57% | 6 | 86% |
| | 2 | 389 | 20% | 123 | 14% | 6 | 29% | 1 | 14% |
| | 3 | 145 | 7% | 26 | 3% | 2 | 10% | 0 | 0% |
| | 4 | 55 | 3% | 10 | 1% | 0 | 0% | 0 | 0% |
| | 5 | 22 | 1% | 2 | 0% | 1 | 5% | 0 | 0% |
| | 6 | 12 | 1% | 0 | 0% | 0 | 0% | 0 | 0% |
| | 7 | 4 | 0% | 1 | 0% | 0 | 0% | 0 | 0% |
| | 8 | 1 | 0% | 1 | 0% | 0 | 0% | 0 | 0% |
| | 9 | 1 | 0% | 0 | 0% | 0 | 0% | 0 | 0% |
| Total | | 1957 | 100% | 862 | 100% | 21 | 100% | 7 | 100% |
| | | HIS. | | | | White/HIS | | | |
| | | Male | | Female | | Male | | Female | |
| | 1 | 2 | 100% | 2 | 100% | 155 | 76% | 45 | 82% |
| | 2 | 0 | 0% | 0 | 0% | 29 | 14% | 9 | 16% |
| | 3 | 0 | 0% | 0 | 0% | 13 | 6% | 0 | 0% |
| | 4 | 0 | 0% | 0 | 0% | 6 | 3% | 0 | 0% |
| | 5 | 0 | 0% | 0 | 0% | 0 | 0% | 0 | 0% |
| | 6 | 0 | 0% | 0 | 0% | 0 | 0% | 1 | 2% |
| | 7 | 0 | 0% | 0 | 0% | 0 | 0% | 0 | 0% |
| | 8 | 0 | 0% | 0 | 0% | 0 | 0% | 0 | 0% |
| | 9 | 0 | 0% | 0 | 0% | 0 | 0% | 0 | 0% |
| Total | | 2 | 100% | 2 | 100% | 203 | 100% | 55 | 100% |
| | | White | | | | Other | | | |
| | | Male | | Female | | Male | | Female | |
| | 1 | 1306 | 78% | 657 | 81% | 10 | 91% | 4 | 100% |
| | 2 | 233 | 14% | 111 | 14% | 1 | 9% | 0 | 0% |
| | 3 | 89 | 5% | 32 | 4% | 0 | 0% | 0 | 0% |
| | 4 | 26 | 2% | 11 | 1% | 0 | 0% | 0 | 0% |
| | 5 | 12 | 1% | 2 | 0% | 0 | 0% | 0 | 0% |
| | 6 | 8 | 0% | 1 | 0% | 0 | 0% | 0 | 0% |
| | 7 | 6 | 0% | 0 | 0% | 0 | 0% | 0 | 0% |
| | 8 | 1 | 0% | 0 | 0% | 0 | 0% | 0 | 0% |
| | 9 | 0 | 0% | 0 | 0% | 0 | 0% | 0 | 0% |
| Total | | 1678 | 100% | 814 | 100% | 11 | 100% | 4 | 100% |

# Type of Crime by Race / Gender

| Crimes | Black | | Black/Hisp | | Hispanic | | White/Hisp | | White | | Other | | Total |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | M | F | M | F | M | F | M | F | M | F | M | F | |
| All Other | 264<br>-36% | 70<br>-10% | 4<br>-0.60% | 1<br>-0.14% | | 2<br>-0.30% | 22<br>-3% | 13<br>-2% | 225<br>-31% | 131<br>-18% | 1<br>-0.14% | | 733 |
| Arson | 9<br>-31% | 1<br>-3% | | | | | | 1<br>-3% | 16<br>-55% | 2<br>-7% | | | 29 |
| Assault | 588<br>-37% | 275<br>-17% | 4<br>-0.30% | 1<br>-0.10% | | | 59<br>-4% | 15<br>-1% | 424<br>-27% | 222<br>-14% | 1<br>-0.10% | | 1,589 |
| Bribery | 1<br>-100% | | | | | | | | | | | | 1 |
| Burglary | 153<br>-48% | 10<br>-3% | 1<br>-0.30% | | | | 18<br>-6% | 1<br>-0.30% | 116<br>-36% | 23<br>-7% | | | 322 |
| Counterfeit Forgery | 4<br>-33% | 2<br>-17% | | | | | | | 4<br>-33% | 2<br>-17% | | | 12 |
| Criminal Mischief | 126<br>-32% | 31<br>-8% | | | 1<br>-0.30% | | 16<br>-4% | 3<br>-1% | 187<br>-49% | 26<br>-7% | 1<br>-0.30% | | 391 |
| Curfew Loitering | 63<br>-71% | 5<br>-6% | | | | | 3<br>-3% | 1<br>-1% | 13<br>-15% | 4<br>-4% | | | 89 |
| Disorderly Conduct | 433<br>-41% | 244<br>-23% | 8<br>-1% | 4<br>-0.40% | 1<br>-0.10% | | 34<br>-3% | 9<br>-1% | 238<br>-22% | 97<br>-9% | | | 1,068 |
| Domestic Family | 1<br>-20% | 3<br>-60% | | | | | | | 1<br>-20% | | | | 5 |
| DUI | | 1<br>-2% | | | | | 2<br>-5% | | 29<br>-67% | 11<br>-26% | | | 43 |
| Drug Offenses | 334<br>-43% | 33<br>-4% | 2<br>-0.30% | | | | 21<br>-3% | | 287<br>-37% | 87<br>-11% | 3<br>-0.40% | 1<br>-0.10% | 768 |

| | | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| **Embezzle** | 10<br>-56% | 5<br>-28% | | | | | 1<br>-6% | | 2<br>-11% | | | | 18 |
| **Extortion** | 1<br>-100% | | | | | | | | | | | | 1 |
| **Fraud** | 43<br>-41% | 16<br>-15% | | | | | 2<br>-2% | 4<br>-4% | 29<br>-28% | 11<br>-10% | | | 105 |
| **Gambling** | 1<br>-100% | | | | | | | | | | | | 1 |
| **Homicide** | 3<br>-100% | | | | | | | | | | | | 3 |
| **Kidnap** | 9<br>-64% | | | | | | | | 1<br>-7% | 4<br>-29% | | | 14 |
| **Larceny Theft** | 303<br>-24% | 301<br>-24% | 4<br>-0.30% | 1<br>-0.10% | | | 38<br>-3% | 16<br>-1% | 230<br>-19% | 343<br>-28% | 2<br>-0.20% | 2<br>-0.20% | 1,240 |
| **Liquor** | 38<br>-10% | 15<br>-4% | | 1<br>-0.30% | | | 12<br>-3% | 3<br>-0.80% | 210<br>-53% | 114<br>-29% | | 1<br>-0.30% | 394 |
| **Other Sex** | 18<br>-53% | | | | | | | | 16<br>-47% | | | | 34 |
| **Peeping Tom** | 1<br>-100% | | | | | | | | | | | | 1 |
| **Prostitution** | 1<br>-100% | | | | | | | | | 1<br>-100% | | | 1 |
| **Robbery** | 188<br>-94% | 8<br>-4% | 3<br>-2% | | | | | | | | | | 199 |
| **Sex - Forced** | 51<br>-61% | 2<br>-2% | 1<br>-1% | | | | 2<br>-2% | | 27<br>-32% | 1<br>-1% | | | 84 |
| **Sex -** | | | | | | | | | 1 | | | | 1 |

| | | | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| **Nonforced** | | | | | | | | | -100% | | | | |
| **Stolen Property** | 83<br>-64% | 11<br>-8% | 5<br>-4% | | | | 7<br>-5% | | 19<br>-15% | 3<br>-2% | 2<br>-2% | | 130 |
| **Trespassing** | 82<br>-46% | 8<br>-4% | 2<br>-1% | | | | 4<br>-2% | 1<br>-1% | 54<br>-30% | 26<br>-15% | 1<br>-1% | | 178 |
| **Vehicle Theft** | 57<br>-49% | 8<br>-7% | | | | | 10<br>-9% | | 30<br>-26% | 10<br>-9% | 1<br>-1% | | 116 |
| **Weapon** | 125<br>-43% | 39<br>-13% | 1<br>-0.30% | | | | 11<br>-4% | 2<br>-1% | 101<br>-35% | 12<br>-4% | | | 291 |

## APPENDIX B: OFFENSES IN EACH CRIME CATEGORY

Arson: Arson

Drugs: Drug Offenses

DUI: DUI

DV: Domestic Family

Fraud, etc.: Bribery; Counterfeit Forgery; Embezzlement; Fraud; Gambling

Homicide: Homicide

Kidnap: Kidnap

Liquor: Liquor

Nuisance: Criminal Mischief; Curfew Loitering; Disorderly Conduct; Trespassing

Other: All Other

Property: Stolen Property

Sex: Sex – Forced; Sex – Nonforced; Prostitution; Peeping Tom: Other Sex

Theft: Burglary; Larceny Theft

Vehicle Theft: Vehicle Theft

Violent: Assault; Extortion; Robbery

Weapon: Weapon

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[iv] Schumacher, M.A. and Kurz, G.A. (2000). The 8% Solution: Prevention Serious, Repeat Juvenile Crime. Thousand Oaks, CA: Sage Publications.