Disproportionate Minority Contact (DMC): Arrest/Referral Assessment

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Disproportionate Minority Contact (DMC): Arrest/Referral Assessment

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Chapter 1
Arrest/Referral Assessment Overview

Background and Introduction

In 1988, 1992, and 2002, Congress amended the Juvenile Justice and Delinquency Prevention (JJDP) Act of 1974 to establish and increase requirements that states address disproportionate minority contact (DMC) in their juvenile justice systems (OJJDP, 2009). To help states identify and address their DMC issues the Department of Justice (DOJ) developed a five phase model of "ongoing DMC reduction activities":

1. Identification
2. Assessment/Diagnosis
3. Intervention
4. Evaluation/Performance Measurement
5. Monitoring

As part of the first step, Identification, the Utah Board of Juvenile Justice (UBJJ) DMC Subcommittee has examined the relative rate index (RRI) for Minority youths' contact with each point of contact in the Utah juvenile justice system from arrest through transfers to adult court (RRI = Minority youth rate of contact/White youth rate of contact). This examination has uncovered a multi-year trend of disproportionately higher arrest and referral to juvenile court for Minority youth. Because of this identified trend, the UBJJ DMC Subcommittee requested that the Utah Criminal Justice Center (UCJC) conduct this assessment of DMC Arrest/Referral in Cache, Weber, Salt Lake, and Utah counties as part of the second step, Assessment/Diagnosis.

The purpose of this study is to conduct an assessment of local jurisdictions to identify potential explanations for why disproportionate minority contact (DMC) occurs among juveniles at the point of arrest and referral by law enforcement for follow-up data analyses and to explore possible solutions to address the disparity. This study was comprised of two phases: 1) interviews with local Law Enforcement Agencies (LEAs) to identify potential explanations for why DMC occurs among juveniles at the point of arrest/referral and identify potential data sources to confirm or disprove those hypotheses, 2) collection of de-identified data from each of the LEAs to examine DMC issues/explanations proposed in Phase 1.

Methods

The methodology of this assessment followed the four stages recommended in the DMC Technical Assistance Manual (OJJDP, 2009):

Stage 1: Generate possible explanations
Stage 2: Identify the types of data and the patterns of results needed
Stage 3: Obtain the data
Stage 4: Analyze the data and identify the most likely mechanism(s) creating DMC in this jurisdiction

Prior to the start of this assessment, the UBJJ DMC Subcommittee and staff identified seven LEAs from four Utah counties that agreed to collaborate on this assessment: Salt Lake City, Unified, West Jordan, West Valley, Logan, and Ogden Police departments, as well as Orem Department of Public Safety. Each LEA

identified four individuals and/or teams to participate in interviews with the UCJC researchers. Although each agency selected the interviewees, researchers specifically requested a high-level administrator (preferably the Police Chief/Sheriff), two officers who have frequent contact with juveniles (including one School Resource Officer (SRO)), and a Data Specialist. Researchers met with the Data Specialists after conducting the other three interviews to determine the availability of data elements that could be used to examine issues identified in the interviews.

Based on the information gathered in the interviews, UCJC researchers generated a list of possible research questions that could be studied in Phase 2. Each list was sent to the respective LEA for review and prioritization. The top two research questions that were determined to have available data were sent to the DMC Subcommittee for final selection of the research topic for each LEA. A variety of data sources, including LEA juvenile arrest records, U.S. Census 2010 Population estimates, and school enrollment/student demographics from the Utah State Office of Education (USOE) and Salt Lake City School District, were used to examine each of the research questions.

Quantitative data analyses were restricted primarily to descriptive data (e.g., means, percents) due to the varying sample sizes and difficulty of identifying exact numbers for population at risk (e.g., Census provides estimates of all youth under age 18, not only youth age 10-17). When possible, comparisons were made in LEA data between White and Minority youth on measures of interest such as type of offense or location. Statistical significance was not calculated, but practical significance was assessed by looking for trends or large differences in percents and other measures.

This chapter summarizes the findings of this study by combining information collected from the LEA interviews with the findings from the seven LEA reports based on agency arrest data (Full Reports in Chapters 2 through 8). This chapter also includes the referral data from the Juvenile Court's CARE database for the seven LEA jurisdictions. It should be noted that essentially all citations/arrests from LEA in Utah result in a referral to Juvenile Court. However, there are additional sources of referrals to Juvenile Court, such as schools and parents.

Summary of Findings

Law Enforcement Contact with Youth

In order to gain a better understanding of police decision making processes, the researchers asked officers[1] to identify the factors that they consider when deciding whether or not to contact a youth. Because an officer is required to make contact when responding to calls for service, interviewees were specifically asked about officer-initiated contacts. Officers identified a number of factors including: location of the offense/contact, time of day, witnessing the offense(s) firsthand, wanting to make pro-social contacts, youth clothing/dress, and observing any suspicious behavior (see Table 1, on the following page, for more detailed descriptions).

[1] The terms officer and interviewee are used interchangeably, regardless of participant's rank

Table 1 Factors Related to the Decision to *Contact* Youth[1]

Location	Especially high crime areas
Time of Day	Especially during school hours (truancy) or late at night (curfew)
Officer Witnesses Offense(s)	Officer directly observes a violation of the law
Pro-social Contacts	Friendly/informal contact with youth that is typically initiated by officer
Clothing	Especially clothing in gang colors
Suspicious Behavior	No crime(s) witnessed, but officer believes behavior is suspicious

[1] Limited to Officer-initiated contact with youth (excludes call-driven contacts)

Officers indicated that they exercise a great deal of discretion when dealing with juveniles. Not surprisingly, officers reported higher use of discretion in situations involving minor offenses and noted that the likelihood of charges increased as the severity of the offense increased. These claims appear to be supported by previous research on the topic (Carrington & Schulenberg, 2003; Lundman, Sykes, & Clark, 1978; Black & Reiss, 1970). Officers reported considering a wide variety of factors, in addition to the officer's instinct, when it came to deciding whether or not to charge a juvenile (see Table 2). Each of the factors identified in the interviews has been highly documented in previous research on this topic (see Black & Reiss, 1970; Carrington, P. J., & Schulenberg, J. L., 2003; Fisher & Mawby, 1982; Lundman et al., 1978; McAra &McVie, 2007; Meyers, 2002; Pope & Snyder, 2003).

Table 2 Factors Related to the Decision to *Charge* Youth[1]

Offense Severity	*More* likely the higher the severity of the offense(s) (e.g., felony, multiple misdemeanors)
Offense Type	*More* likely for person/violent offenses and when agency has Zero Tolerance policies (e.g., DUI, alcohol, drugs)
Probable Cause	*More* likely the stronger the evidence/probable cause is that the juvenile committed the offense(s)
Juvenile Record/Prior Contacts	*More* likely if juvenile has a prior record and/or past informal warnings or repeated contacts with that LEA
Age	*More* likely if juvenile is older and nearing adulthood. Often exercise more leniency with the younger juveniles
Attitude	*More* likely if officer believes the juvenile is being rude or disrespectful
Victim Desire to Prosecute	*More* likely if victim expresses a desire to see the juvenile prosecuted for the offense
Victim of the Crime	*More* likely if there is a victim of the crime, especially offenses resulting in serious injury
Relationship of Offender to Victim	*Less* likely if the victim is related to the offender, such as a parent or sibling
Parent's ability to handle the situation	*Less* likely if parent is willing and able to pick up juvenile and officer believes they are capable of handling the situation without further involvement from the juvenile justice system

Although officers reported a wide degree of discretion when determining whether or not to charge a youth, less flexibility is available when deciding whether or not to take a juvenile to the Detention Center (see Table 3, on the following page). Detention Centers have strict criteria that must be met in order for law enforcement to put juveniles in Detention. According to interviewees, these criteria typically require that the juvenile be charged with a Felony or three or more Misdemeanors. That being said, aside from the most

severe of offenses, officers reported that even when juveniles are eligible to be taken into custody, officers can still choose to release them to the custody of their parent(s).

Table 3 Factors Related to the Decision to take Youth to *Detention* Center

Offense Severity	*More* likely for higher level offenses. Criteria is set by the Detention Center but usually requires youth be charged with a Felony or 3 or more Misdemeanors
Parent's ability to take Juvenile	*Less* likely if parent is willing and able to pick up their child and the officer believes they are capable of supervising and caring for the child until they appear before the judge
Warrant/Pick-up Order	Officers will check a juvenile's record for warrants or pick-up orders and take them to Detention if they have any

DMC at Referral

As previously noted, DMC at the points of arrest and referral have been examined in Utah for several years at the state and county levels by using the Relative Rate Index (RRI). For this report, an inclusion of RRI calculations at the LEA-level was proposed. Due to the difficulty of obtaining accurate population counts at the city-level, RRIs could not be computed. Instead, a comparison of the percent Minority juvenile population (city-wide, ages 0-17; and from school data, ages 10-17) was compared to the percent of Minority referrals from each jurisdiction's LEA (typically comprised of youth ages 10-17). As shown in Table 4, Minority youth comprise a proportion of law enforcement referrals to Juvenile Court that is disproportionate to the size of the city's Minority population in West Valley and West Jordan, and to a lesser degree in Salt Lake (if school data are used, more so if Census data are used as population estimates) and Logan. Minority referrals were roughly equivalent with Minority youth population in Ogden and Orem. Population counts could not be estimated for the Unified PD jurisdiction, due to the dispersed areas that this department patrols.

Table 4 DMC at Referral to Juvenile Court

	Percent Minority			
City	Juvenile Pop[1]	School Pop[2]	LEA	Offenders[3]
Salt Lake City	44	57	SLCPD	62
[redacted]		30	UPD	39
West Jordan	30	31	WJPD	42
West Valley City	58	58	WVCPD	67
Logan	31	32	LPD	35
Ogden	58	55	OPD	56
Orem	28	--	ODPS	30

[1] 2010 U.S Census Data for Under 18 reported at the city level
[2] 2011 USOE Data for ages 10-17; except UPD estimated from 10 schools highlighted in UPD report, WJ from Jordan School District, and WVC from Planning and Zoning Office
[3] CARE data – Juvenile Court Referrals by LEA for 2011

Possible Factors Related to DMC among Juveniles

Offender Characteristics

Age. No clear pattern emerged regarding the age of offenders when comparing Minority and White juvenile offenders. For instance, the Orem report found that Minority offenders were significantly older than White offenders at the time of their arrest[2], while Minority offenders in West Jordan were slightly younger. No difference was observed in average age at arrest between Minority and White at any of the other LEAs where it was examined. It should be noted that patterns between White and Minority offenses could not be examined in UPD data, due to missing ethnicity data. This is explained further in the UPD Full Report (see Chapter 3).

Gender. Minority offenses in West Jordan were slightly less likely to be committed by female offenders than White offenses. No other differences in gender by Minority status were observed for offenses at any of the other LEAs where it was examined.

Repeat Offenders. A comparison of juvenile court referrals at the episode (all offenses that come into the court on a single youth on a single day) and offender (youth) level was undertaken to examine if patterns suggest that Minority repeat offenders are "driving up" the Minority referral rate. This factor is an example of "differential behavior" – a possible mechanism leading to DMC (OJJDP, 2009). As shown in Table 5, the percent of Minorities is relatively consistent by LEA agency whether court referrals are examined at the episode or offender level. This consistency suggests that Minority offenders are not more likely to be repeat offenders than White offenders in these communities.

Table 5 Referral to Juvenile Court at Episode and Offender Levels

	Percent Minority	
Law Enforcement Agency	Episodes[1]	Offenders[1]
Salt Lake City PD	65	62
Unified PD	39	39
West Jordan PD	42	42
West Valley City PD	70	67
Logan PD	34	35
Ogden PD	58	56
Orem DPS	29	30

[1] CARE data – Juvenile Court Referrals by LEA for 2011

Offense Characteristics

Offense Type. Property and public order offenses were the most common offense types for both White and Minority youth in all six of the jurisdictions where it could be examined. Some minor variations were observed between the types of offenses being committed by White and Minority youth. For instance, Salt Lake and Logan reports showed that White youth had more drug offenses than Minority youth. In both of those communities, Minority youth had a slightly higher percent of their charges as property offenses. In the Central City area of Ogden, Minority youth had a much higher proportion of property offenses than White youth, but a much lower proportion of public order and person offenses. This may suggest

[2] Unless otherwise noted, references to an "arrest" in this report refer to charges or a ticket being issued and do not necessarily indicate that the youth was physically taken into custody.

differential behavior for Minority youth in those three communities for property offending. In Orem and West Valley, White and Minority youth had very similar types of offenses.

Some variations were also observed in the types of offenses committed at the schools. Although most schools dealt primarily with property and public order offenses, others appeared to have more issues with fighting. The Unified PD study found higher rates of person offending (primarily Simple Assault charges) at the schools with higher Minority enrollment. Similarly, Minority youth in West Jordan were more likely than White youth to have fighting offenses both on and off campus.

White youth were significantly more likely to have a status offense than Minority youth in Salt Lake, West Jordan, and Ogden's Central City. The Salt Lake report also found that the two groups differed significantly on the type of status offenses they committed, with White youth having more tobacco offenses, while Minorities had more alcohol. In Logan, where truancy cases are handled through the police department[3], truancy offenses were found to be the most common single offense type for Minority youth.

Offense Severity. Another potential explanation for DMC is that Minority youth are being arrested more than White youth because they are committing more serious offenses. No difference in offense severity was observed between White and Minority youth offenses when it could be examined in the LEA data (Orem, Salt Lake, Ogden's Central City, and West Valley). Furthermore, the majority of all juvenile offenses were Class B Misdemeanors. Very few juvenile offenses committed in Salt Lake, including those committed by gang-affiliated youth, were felonies. One exception to this finding was in the Logan study, where fewer Minority offenses were at the Class C Misdemeanor level and slightly more were Class A Misdemeanors. These findings mostly discredit the theory of differential behavior for Minority youth in these communities as it relates to severity of offending.

Gangs. Officers at each of the seven LEAs expressed a belief that gangs, to varying degrees, were driving up Minority youth arrest rates. Researchers closely examined the issue of gang offending in the Salt Lake report and found that although Minorities committed nearly three-quarters (72%) of gang related offenses, only 10% of all juvenile offenses committed were gang related[4]. Further analysis indicated that a majority of gang related offenses were committed in the two Council Districts with the highest Minority populations (District 1, 30%; District 2, 39% of all gang offenses) and nearly two-thirds (64%) were committed by youth who lived in the same area as where the offense was committed.[5]

Examination of juvenile arrest records from Ogden's Central City area found that considerably more Minority episodes were identified as being gang-involved (16%) or gang-involved and responded to by the police department's gang unit (34%), compared to White episodes (11% gang-involved).[6] Similarly, Minority youth in West Valley had significantly more gang related offenses than White youth (13% vs. 1%). Again, although there was an even larger discrepancy between White and Minority gang offending, these types of offenses were typically a very small proportion of juvenile offenses and, therefore, would not necessarily be "driving" the bulk of disproportionate minority contact in these jurisdictions.

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[3] Some schools, such as those in West Jordan, send truancy cases directly to the Juvenile Court

[4] Gang related offenses include those offenses flagged in the SLCPD database as being a gang incident and/or committed by a gang-involved youth

[5] Youth home ZIP code overlapping with the Council District where the offense occurred

[6] Small samples: White offender(s) only (n=18), Minority offender(s) only (n=38)

Location

At the Schools. Analyses of juvenile offending at the schools were conducted for four of the seven police departments (Salt Lake City, Unified, West Valley City, and West Jordan) to examine offending trends and to determine whether the arrest rates of Minority youth at the schools were comparable to the school population. Juvenile offending at the junior high and high schools varied greatly by jurisdiction, ranging from 18% of all juvenile offenses in West Jordan to 40% of juvenile offenses handled by the Unified Police Department.

Table 6 Percent of Juvenile Offenses at the Schools[1]

LEA[2]	Percent
Salt Lake City PD	31
Unified PD	40
West Jordan PD	18
West Valley City PD	31
Logan PD	22

[1] Junior High/Middle and High Schools
[2] School analyses were not conducted with ODPS or OPD juvenile arrest data

Minority youth had disproportionately more offenses occurring on the school campus than White youth in West Valley and Logan, and to a lesser degree in West Jordan. Whenever examining school offenses leading to an arrest/citation, it is important to keep in mind that variations may be largely due to differing school policies on when to involve law enforcement and/or how certain offenses should be charged. For instance interviews conducted at West Valley PD indicated that the charges of "unlawful acts about schools" and "disorderly conduct" were frequently used to charge youth for fighting. Nevertheless, a number of schools with large disparities between Minority offending and Minority student enrollment were identified (see Table 7). In general, there were higher rates of offending at the Salt Lake schools with the largest Minority and low income student populations. However, at most Salt Lake schools the percent of Minority offenses were either in line with or less than the percent of Minority students.

Table 7 Schools with Largest Discrepancies between Minority Population and Offending

		Percent Minority	
School Building	LEA	Enrollment[1]	Offenses[2]
West High School	SLCPD	53	76
Copper Hills High School	WJPD	28	47
Hunter Junior High	WVCPD	48	70
Hunter High School	WVCPD	49	74
Kennedy Junior High	WVCPD	52	71
Mount Logan Middle School	LPD	33	50
Logan High School	LPD	31	61

[1] USOE data, except SLC from SLC School District
[2] Offense data from each LEA

Since UPD data lacked information on ethnicity (Hispanic origin), it was difficult to compare the amount of Minority offending to the percent of Minority enrollment. However, the high schools with the highest Minority enrollments (Kearns HS and Cyrus HS) had the highest rate of offending and the schools with the lowest Minority enrollments (Riverton HS and Olympus HS) had the lowest rates of offending. Although

observed at the high schools, this same trend did not hold true at the junior high schools. Therefore, without knowing the race/ethnicity of the offenders, it is impossible to know whether Minorities are committing disproportionately more offenses at the schools. In addition, as observed in SLCPD schools, although buildings with higher Minority enrollments had higher offense rates, those offenses were not generally disproportionately committed by Minority youth.

Near the Schools. When compared to all non-school offending in West Jordan, offenses occurring in the areas surrounding (but not at) the schools were slightly less likely to be committed by Minority offenders, more likely to occur late at night or during the overnight hours, and more likely to occur on the weekends. The most common juvenile offenses occurring in the areas surrounding the West Valley high schools were for property offenses (primarily retail theft); however, these offenses were not examined for patterns by race/ethnicity. For offenses occurring near Unified PD schools, most were typically property, then public order offenses. However, for Riverton and Skyline High Schools they were most often traffic offenses. As previously noted, UPD offenses could not be examined by Minority status, due to missing ethnicity data.

Attractive nuisance. The DMC Manual identifies "attractive nuisance" – an area that draws youth, such as commercial or entertainment areas – as another potential mechanism leading to DMC (OJJDP, 2009). Discrediting the theory of attractive nuisance, most offenders in West Jordan were residents of that city, whether White (71%) or Minority (75%). Similarly, Minority youth in Salt Lake were more likely than White youth to commit offenses in the same area where they live. In particular, West side neighborhoods (Council Districts 1 (Rose Park) and 2 (Glendale)) had a high percentage of offenses in those areas committed by youth who reside in those areas.

Interviews with officers suggested that juvenile offending in the Central City area[7] of Ogden could be contributing to DMC. According to officers, this area of town has many shops, restaurants, and bars that attract scores of adults and juveniles from Ogden and the surrounding areas. To examine this possible explanation, the researchers examined juvenile arrests occurring in this specific area of town and compared it to juvenile offending in Ogden as a whole. Of the 748 juvenile arrest episodes that occurred in Ogden during the one year study period, only 60 (8%) occurred in the Central City area. Compared to 2010 U.S. Census data, this proportion of episodes appears to be in line with the percent of the city's residents who live in this area (9%), suggesting that juvenile crime rates in this part of town are not being inflated by the influx of non-residents to this commercial area. It appears that Minority youth may be only slightly overrepresented in the Central City episodes, as nearly 75% of offenders (by episode) were Minority youth, while approximately 71% of the under 18 population in Central City[8] was Minority.

Some patterns did emerge that were in support of the attractive nuisance theory. For example, the largest percent of juvenile offenses (23%) in Salt Lake were committed in the downtown area and only 40% these offenses were committed by juveniles who lived in that same area. This suggests that the "attractive nuisance" of shopping, parks, and cultural events in downtown Salt Lake may be drawing youth to this area where they are committing offenses. A similar pattern was observed in the Sugar House area (Council District 6), where only 23% of the offenses in that area are committed by youth who live in that area. When offending near the schools was examined, Granger High had the most near school offending of any of the West Valley City schools. This is likely due to Granger's close proximity to parks, the retail corridor (including Valley Fair Mall), and public transit (Trax). Granger High is also the closest school to the West Valley PD offices and the Juvenile court; therefore, detection may also be increased in the area surrounding that school. A similar thing may be occurring for the two Unified PD schools that had the most near school offending. Matheson Junior High is near a retail corridor (3500 S) as is Kearns High (5400 S).

[7] Area 4: 22nd to 30th and Washington to Monroe

[8] Central City juvenile population was estimated from the two U.S. Census tracts that overlapped the area (2009 & 2013.01)

Other Factors

Time and Day. Most juvenile offenses, regardless of race/ethnicity, occurred between 7 am and 3 pm. In Salt Lake, Minority youth had a higher proportion of offenses that were committed on the weekends (Friday through Sunday) and late at night (11 pm – 7 am); while White juveniles had more of their offenses occurring during the morning and early afternoon hours (although not at school). Time and day of offending did not differ by race/ethnicity at any of the other jurisdictions where it was examined.

Supervision. Interviewees also suggested that a lack of supervision could be contributing to the disproportionate number of Minority youth being arrested by law enforcement. However, according to these officers, the lack of supervision was often a result of larger issues such as single parent homes and the necessity of parents to work multiple jobs. Research on the topic suggests that Minority youth from single-parent homes are often treated harsher by the juvenile justice system than their White counterparts (Bishop, Leiber, & Johnson, 2010; Kempf-Leonard, Decker, & Bing, 1990; Leiber & Mack, 2003). These issues are examples of the "indirect effects" mechanism that could be contributing to DMC (OJJDP, 2009).

Calls for Service. Law enforcement officers at all of the agencies indicated that the bulk or vast majority of police contacts are initiated through citizen calls for service (i.e., the officers respond to complaints from the community more often than officers initiate contact with offenders). Calls for service could not be examined in relation to juvenile arrests for a number of reasons including the fact that few calls for service have accurate data on age or race/ethnicity of suspicious persons/offenders unless they result in an arrest. Therefore, it is difficult to study the process by which certain cases are referred to law enforcement through a citizen complaint and the subset that result in arrest/citation. Although this study did not directly examine this issue, Myers (2002) found that juveniles were more likely to be charged when the officer was responding to a call than they were if the officer initiated the contact. Likewise, other studies have found that police are more likely to charge a youth when the complainant is present and expresses a preference that the juvenile be charged (Lundman et al., 1978; Black & Reiss, 1970).

Limitations, Recommendations, and Next Steps

Study Limitations and Recommendations

The primary limitations of this study concern the areas that could not be examined with existing data. Of key importance is the continued improvement of data collection on race and ethnicity. For those agencies that had both measures, missing data ranged from 13% to 1%. It is important to note that data collection is an ongoing effort, even for those agencies where reporting is high. Interviewees from several of the agencies indicated that ethnicity is a separate field than race in their data collection systems and sometimes it requires an additional step to record this information. When possible, we recommend that data collection software be modified to improve the ease and likelihood of entering both race and ethnicity data. Similarly, we recommend that LEAs work with their Data Specialists to include race/ethnicity data in all queries and reports.

In this *Summary of Findings*, DMC is reported at the White vs. Minority level. This strategy was employed due to the small percent of Minority youth outside of the Hispanic group and for simplicity of presenting findings from several agencies. However, there are limitations to this strategy. Primarily, because Hispanic youth are the largest Minority population in Utah, the factors for Hispanic youth are often what drive the overall Minority rate. When possible, we have explored individual race/ethnicity categories in the individual LEA reports (see Chapters 2-8).

Other areas where data were unavailable concern the "front end" of law enforcement contact with youth: citizens' calls for service/complaints, officer-initiated contacts, and schools' policies/use of School Resource Officers (SROs). Officer interviews indicated that a large portion of patrol officer work is reactive and officers are often responding to calls for service from the community when they come into contact with youth. Due to lack of race/ethnicity and age data being collected on citizens' calls for service/complaints, it was not possible to compare those data to juvenile charges to determine if the differences between them are increasing DMC rates, decreasing DMC rates, or having no impact on DMC rates.

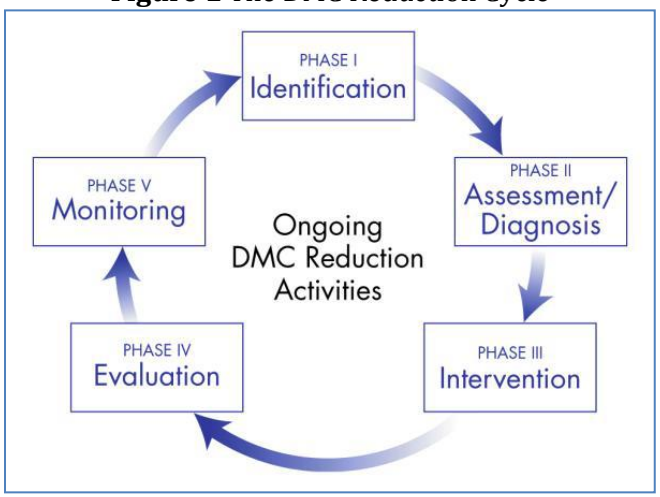
Little is known about the contacts police have with youth that do not result in an arrest. This presents a great challenge to the overall understanding of DMC at the point of arrest due to the small percent of these contacts that result in an arrest. For instance, in a study that utilized officer interviews and systematic social observation of patrol officers to study police encounters with youth, Myers (2002) found that only 13% of all police contacts with juveniles resulted in an arrest. Additional research is needed in order to determine if there is an unofficial "diversion" process occurring through police discretion that is keeping many kids out of the system, and whether differences exist depending on the race/ethnicity of the youth. Observational research, such as the previously mentioned study, may help contribute to a better understanding of this issue. Furthermore, officers may want to begin recording unofficial warnings for juveniles, including demographic information, to measure the volume and type of youth they are initially diverting from the system. Those recommended research projects could also help describe the "front end" process for officer-initiated contacts.

Additional areas that can affect law enforcement response are school discipline policies and how schools are utilizing their SROs. If certain schools prefer to handle juvenile misconduct informally or through school interventions, the use of law enforcement data to examine DMC may be underestimating the level and type of offending occurring at those schools for both White and Minority youth. On the other hand, if schools have "Zero Tolerance" policies in place, their juvenile and Minority offending rates may look disproportionately high compared to other buildings. The impact of Zero Tolerance policies should be closely examined, considering that some findings point to Minority youth being more likely to be disciplined for minor infractions at school than White youth (The Civil Rights Project, 2000). For the schools in this study where outliers were noted (e.g., very high or low offending rates, specific offense types, or more DMC), it is recommended that additional data on misconduct be collected from school records. This type of analysis may help detect if school policies are affecting juvenile and Minority arrests at those schools. In addition, the use of school records could allow for an examination of whether offenses that were committed on campus were committed by students who are enrolled in those schools.

Recommendations and Next Steps

As noted in the DMC Technical Assistance Manual, the next phase following Assessment (Phase II) is Intervention (Phase III; see Figure 1 on the following page), with the intermediate step of preparation at the local level (OJJDP, 2009).

Figure 1 The DMC Reduction Cycle



Source: DMC Technical Assistance Manual (OJJDP, 2009)

To implement this next phase, the Utah DMC Coordinator has already begun working with the local communities that participated in this assessment to form county-level DMC Working Groups. These groups are working to recruit members from the Juvenile Court, Law Enforcement Agencies, schools, local government, higher education, and community members. The DMC Working Groups' activities will include reviewing the assessment findings, further exploration of information relating to these findings, and collaboration with local agencies and communities. These activities may lead to recommendations for specific programs or policies to the DMC Subcommittee for eventual funding and implementation.

It is recommended that the DMC Working Groups identify programs and services that best fit the key issues that were raised for each jurisdiction in this assessment. A couple of specific resources exist for this purpose. OJJDP provides a Model Program Guide that provides descriptions of intervention types from prevention to sanctions to reentry, with specific program recommendations that are rated "promising" and "effective." In addition, the sub-set of programs that are DMC reduction best practices are in a searchable database tailored to DMC points of contact and contributing mechanisms. The DMC database also provides links to other jurisdictions that may be addressing the same issues in their assessments/interventions. These resources can be found at:

http://www.ojjdp.gov/MPG/Default.aspx

http://www.ojjdp.gov/dmcbestpractices/dmcSearch.aspx

These resources provide information on prevention and intervention strategies that specifically address some of the key issues that were raised in this assessment, such as truancy, low-level school-based offending, and fighting/person offenses. For additional issues and recommendations for each jurisdiction, please see Chapters 2 through 8.

The Truancy Model Program Guide cites research describing the varying causes of truancy and the need for flexible and responsive programs. Specific recommended programs include: Independent Youth Court (peer court), Positive Action (a curriculum-based program used in schools and other youth settings), and STEP (School Transitional Environmental Program, a school organizational change initiative targeted to low-income, Minority youth).

The Conflict Resolution/Interpersonal Skills Program Guide lists several interventions that could address the fighting/person offense disparities noted in this assessment, such as: Aggression Replacement Training (ART, a Cognitive Behavioral Treatment (CBT) targeted to youth with aggressive behavior), Positive Action, and The Leadership Program's Violence Prevention Project (VPP, a school-based preventive intervention for middle and high school students in urban areas). An additional source for model and promising programs to address fighting/person offenses is the Blueprints for Violence Prevention initiative:

http://www.colorado.edu/cspv/blueprints/

Because the DMC Working Groups include members from the key partners in the jurisdiction (school, courts, etc.), they will be best suited to compare these potential resources to promising and effective programs that already exist in their community (e.g., ART is already available in some Utah communities). The members of the DMC Working Groups will also have the professional capacity and social capital to set the stage for policy change and program implementation.

In conclusion, this report would not be complete without mentioning the final two phases of the DMC Reduction Model: Evaluation (Phase IV) and Monitoring (Phase V) (OJJDP, 2009). Any policy changes or interventions should be documented in order to study their potential effect on DMC. The dearth of research on evidence-based DMC reduction efforts highlight the importance of studying and understanding the impact of Utah's efforts.

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Chapter 2
Salt Lake City Police Department (SLCPD) Report

Background and Introduction

Interviews were conducted at the Salt Lake City Police Department (SLCPD) in June of 2011 as part of Phase 1 of the DMC Arrest Assessment conducted by the Utah Criminal Justice Center (UCJC). From these interviews, several potential study ideas were identified that would examine if certain factors were related to disproportionate minority contact (DMC) in their jurisdiction. From this list the top two priority research questions were selected by SLCPD and, of those, one was selected by the DMC Subcommittee of the Utah Board of Juvenile Justice (UBJJ). The selected research question for SLCPD that will be reviewed in this report is the following:

Is gang activity in Salt Lake City driving law enforcement contact with Minority youth?

- Examine gang offenses (person or offense is flagged as gang related) by Minority status.
- Examine gang offenses and non-gang crimes that are committed by gang-affiliated youth.
- Examine gang activity by areas within Salt Lake City, Utah (e.g., neighborhoods/schools).

Methods

- **SLCPD** provided a dataset with all juvenile offenses occurring during 2011 (N = 2,642). This dataset included information on offense date, time, type, and location, as well as information on offender demographics and home ZIP code.
- Population descriptions for Salt Lake City and the seven Council Districts were compiled by UCJC from **2010 U.S. Census** estimates. Council District descriptions had to be estimated from the Census tracts that were within/overlapped with the Council Districts. Unless otherwise stated, the descriptions from Census data are for the entire population, not a specific juvenile age group.
- School population and descriptions were compiled by UCJC from the **Salt Lake School District** website.

Results

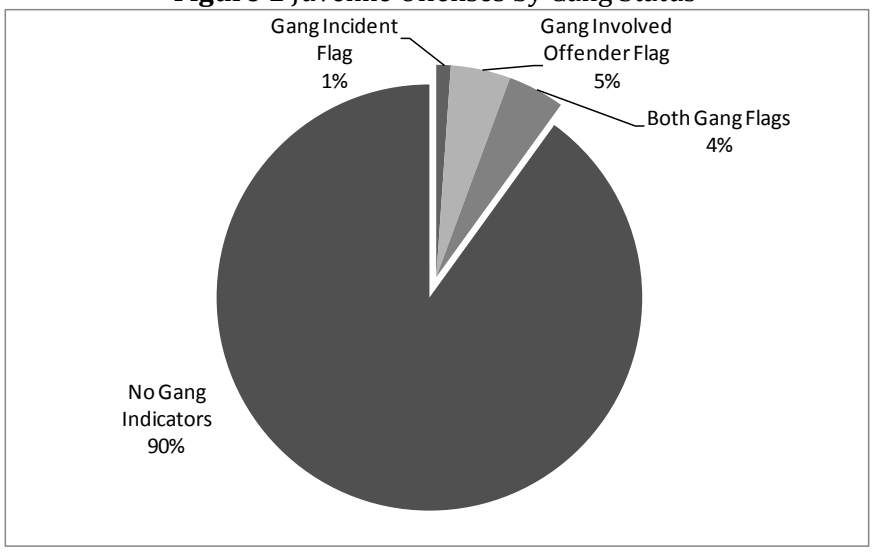
Gang Activity

Within Salt Lake City, it appears that gang activity is *not* driving law enforcement (LE) contact with youth in general, or with Minority youth specifically. As shown in Figure 1, on the following page, only 10% of offenses overall were flagged as either gang incidents or committed by a gang-involved offender. Although gang activity is not driving LE contact with Minority youth for the bulk of their offenses, Minorities *are* overrepresented in gang related incidents – even more so than they are already overrepresented in juvenile offending in general. For example, within the 10% of offenses that were gang related (n = 263), 72% were committed by Minorities.[9] Within the 90% of offenses that were not gang related, 50% were committed by Minorities.[10] Combined, 52% of juvenile offenses in SLC were committed by Minorities.

[9] 64% Hispanic, 3% each for American Indian/Alaskan Native and African American, and 2% Native Hawaiian/Pacific Islander

[10] 33% Hispanic, 10% African American, 3% Native Hawaiian/Pacific Islander, 2% Asian, and 1% each for American Indian/Alaskan Native and Other/Mixed

Figure 1 Juvenile Offenses by Gang Status



Gang Activity by Council District. Most gang related offenses occurred in Council District 2 (39%; Glendale, Poplar Grove) and District 1 (30%; Fairpark, Rose Park, Jordan Meadows, Westpointe). A map of Salt Lake City Council Districts is provided at the end of this report. Gang related offenses were disproportionately committed in these Districts, as only 16% of juvenile offenses overall occurred in District 2 and 19% of offenses overall occurred in District 1 (see Table 1). A disproportionate amount of offenses, in general, occurred in District 1. Based on 2010 U.S. Census estimates, only 12% of Salt Lake City's population lives in District 1; however, 19% of juvenile offenses occurred there. It should be noted, however, that Districts 1 and 2 have the highest percent of residents who are under 18 years old, according to the 2010 Census. Similarly, District 4 (Downtown, Central City, Eastside) and District 7 (Sugar House) had a higher percent of juvenile offenses than their estimated percent of the City's population.

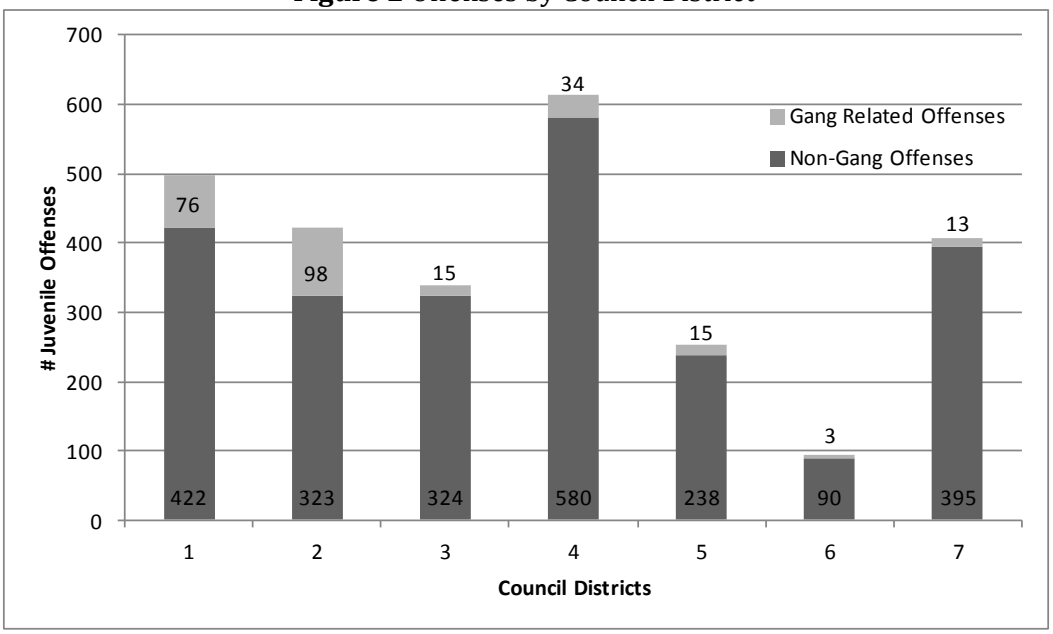
Table 1 Gang Offenses by Council District

	Council District						
	1	**2**	**3**	**4**	**5**	**6**	**7**
Estimated Population (% of SLC Total) [1]	12	20	12	13	11	20	12
Percent Under 18 Years Old [1]	33	34	15	13	21	20	21
Total Juvenile Offenses in 2011 (%)	19	16	13	23	10	4	15
Non-Gang Offenses (%)	18	14	14	25	10	4	17
Gang Related Offenses (%)	30	39	6	13	6	1	5

[1]Council District population/descriptions are estimated from 2010 U.S. Census Tracts that overlapped with SLC Council Districts

Figure 2, on the following page, presents the same information as Table 1, but visually displays the number of gang related offenses within each District (rather than across Council Districts as in Table 1). Both display that most juvenile offending occurs in District 4, while most gang related offending occurs in Districts 2 and 1. Very little juvenile offending of any type occurs in District 6. Gang related offending was not examined at the school level, as only ten (10) gang related offenses occurred on school property.

Figure 2 Offenses by Council District



Gang Activity by Offender Characteristics. Gang offenses are disproportionately committed by males (89% of gang related offenses are committed by males, compared to 69% of non-gang) and older youth. The average age of offenders committing gang related offenses is 15.9 years old (SD = 1.4 years) compared to 15.4 years old for non-gang offenses (SD = 1.9 years). Almost two-thirds of gang offenses (64%) were committed by a youth who lived in the same area as where the offense was committed.[11] Just over half (56%) of non-gang offenses were committed by someone who lived in the same area. Broken into Council Districts, 93% of gang related offenses in District 1 were committed by a youth who lived in that area, compared to 66% within District 2, and 24% within District 4.

Gang Activity by Race/Ethnicity. Gang offenses, if examined as a proportion of offenses committed by each racial/ethnic group, disproportionately affect Minority youth. American Indian/Alaskan Native youth have the highest proportion of gang offenses at 30% (9 of 30 offenses committed by this group; very small numbers), followed by Hispanic (18%; 169/959), Native Hawaiian/Pacific Islander (6%; 5/81; very small numbers), and White (6%; 67/1226). Only eight gang related offenses (3%; 8/235) were committed by African American youth. When all Minority groups were combined, 14% of their offenses were gang related (compared to 6% for White). As previously stated, it is important to note the small number of gang offenses (10% of overall youth offending in SLC).

Gang Activity by Offense Characteristics. As shown in Figure 3, on the next page, there were some significant differences in the type of offenses that were gang related and non-gang offenses. Not surprisingly, a higher proportion of gang related offenses were person, weapon, and obstructing law enforcement (e.g., giving false information to police). Interestingly, a much larger proportion of gang related offenses were for alcohol as well (e.g., minor in possession). Property, drug, and public order offenses comprised a larger proportion of the non-gang offenses. Gang related offenses were over twice as likely as non-gang offenses to be felonies (see Table 2 on the following page). Surprisingly, a larger percentage of gang related offenses were status offenses (see Table 2). This was due to alcohol offenses comprising a larger proportion of gang related offenses.

[11] Living in the same area was defined as youth home ZIP code overlapping with the Council District where the offense occurred

Figure 3 Offense Type by Gang Status

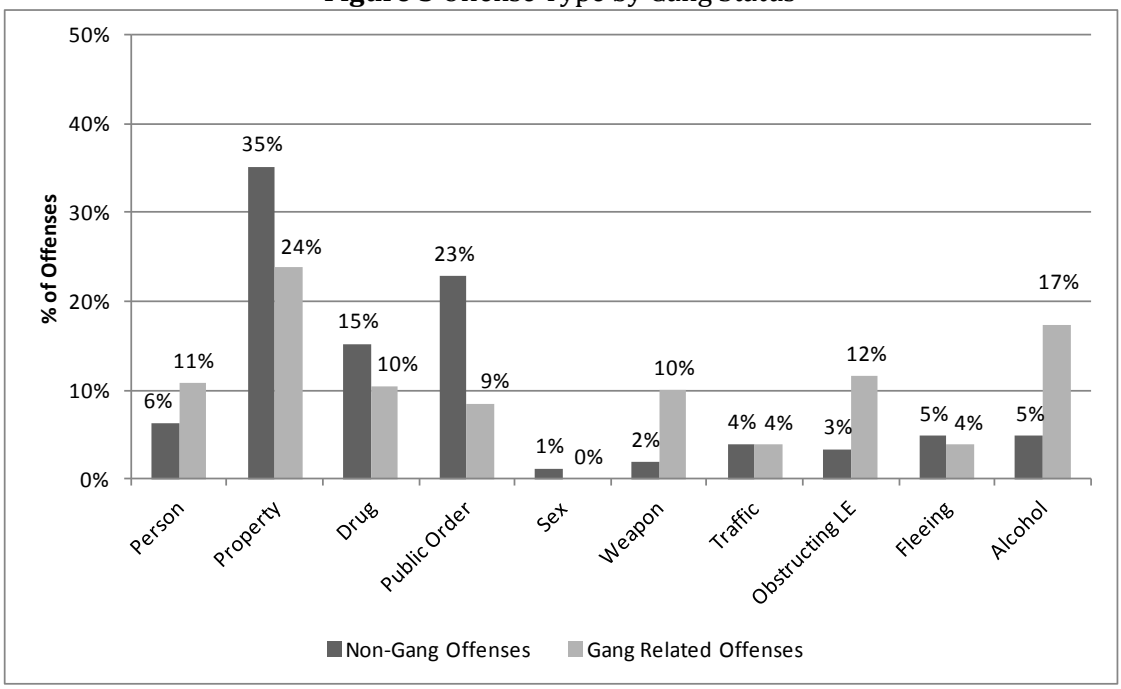


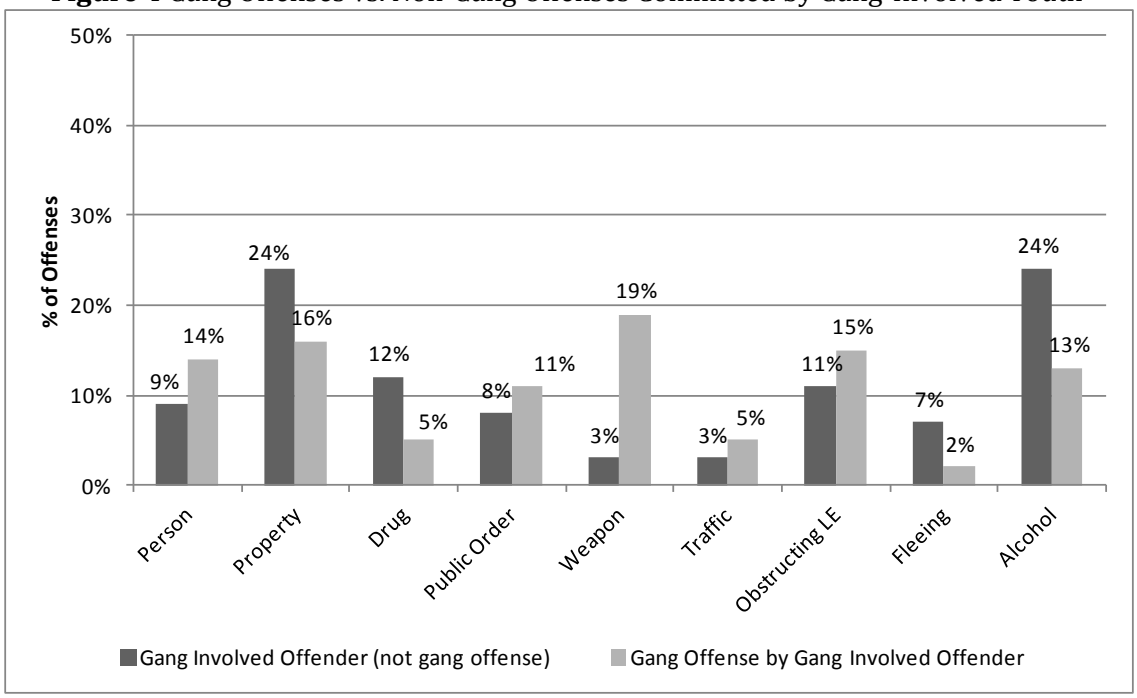
Table 2 Offense Characteristics by Gang Status

	Non-Gang Offenses n = 2379	**Gang Related Offenses n = 263**
Offense Severity (%)		
Infraction	1	0
Misdemeanor	88	81
Felony	5	13
Warrant of Arrest[1]	5	4
Other/Missing	1	1
Status Offenses – Total (%)	10	19
Of those, Alcohol	47	94
Of those, Tobacco	37	6
Of those, Curfew	9	0
Of those, Truancy	4	0
Of those, Runaway	4	0

[1]Juvenile pick-up orders and similar

Gang offenses vs. non-gang crimes committed by gang-involved youth. As noted in Figure 1 on page 16, 5% of juvenile offenses were committed by a gang-involved offender (although the offense itself was not flagged as a gang offense), while 4% of juvenile offenses were flagged as both a gang offense *and* committed by a gang-involved offender. The following figure (Figure 4) shows that there were some differences between these two designations in the types of offenses that occurred. Gang-involved offenders most often had property (24%) and alcohol (24%) offenses. Gang offenses included a higher percentage of weapon (19%), obstructing law enforcement (15%), and person (14%) offenses.

Figure 4 Gang Offenses vs. Non-Gang Offenses Committed by Gang-Involved Youth



Juvenile Offending by Race/Ethnicity

As shown in Table 3, Minorities are disproportionately represented in SLCPD arrest data. Minorities are approximately one-third of the Salt Lake City population, while they represent 52% of juvenile offenses, 51% of juvenile arrest episodes, and 48% of juvenile offenders. Their decreasing representation from offense to offender level indicates that Minorities are also more likely to have multiple offenses/episodes than White youth.

Table 3 SLCPD Juvenile Offending by Race/Ethnicity

	U.S. Census 2010 - Salt Lake City		Juvenile Offending 2011 - SLCPD		
	Total Population	**Under 18 Population**	**Offenses**	**Episodes**	**Offenders**
Number	184,488	40,082	2,642	1,985	1,521
Percent by Race/Ethnicity:					
White, Non-Hispanic	67	55	46	47	50
Total Minority Combined	33	45	52	51	48
African American	3	6	9	9	8
Hispanic	21	33	36	36	35
Asian	4	1	2	2	1
Native Hawaiian /Pacific Islander	2	2	3	3	3
American Indian/ Alaska Native	1	1	1	1	1
Other/Mixed	2	2	1	0	0
Unknown/Missing	--	--	2	2	2

White and Minority youth did not differ on the severity of their offenses. As shown in Table 4, in both groups 87% of offenses were misdemeanors and 6% were felonies. Whites, however, were significantly more likely to have a status offense (14% of White offenses were considered Status vs. 9% of Minority). The two groups also differed significantly on the type of status offenses they committed, with White youth having more tobacco, while Minorities had more alcohol offenses. Minorities were more likely to commit offenses in the same area where they live, with 62% of Minority offenses occurring in Council Districts that contain the youth's home ZIP code, compared to 51% of Whites (see Table 4). However, both groups were equally likely to have an offense at school (around one-third). Minorities had a higher proportion of offenses committed on the weekends (Friday through Sunday) and late at night; while Whites had more of their offenses occurring during the morning and early afternoon hours (although not at the schools, as previously noted).

Table 4 Offense Characteristics by Minority Status

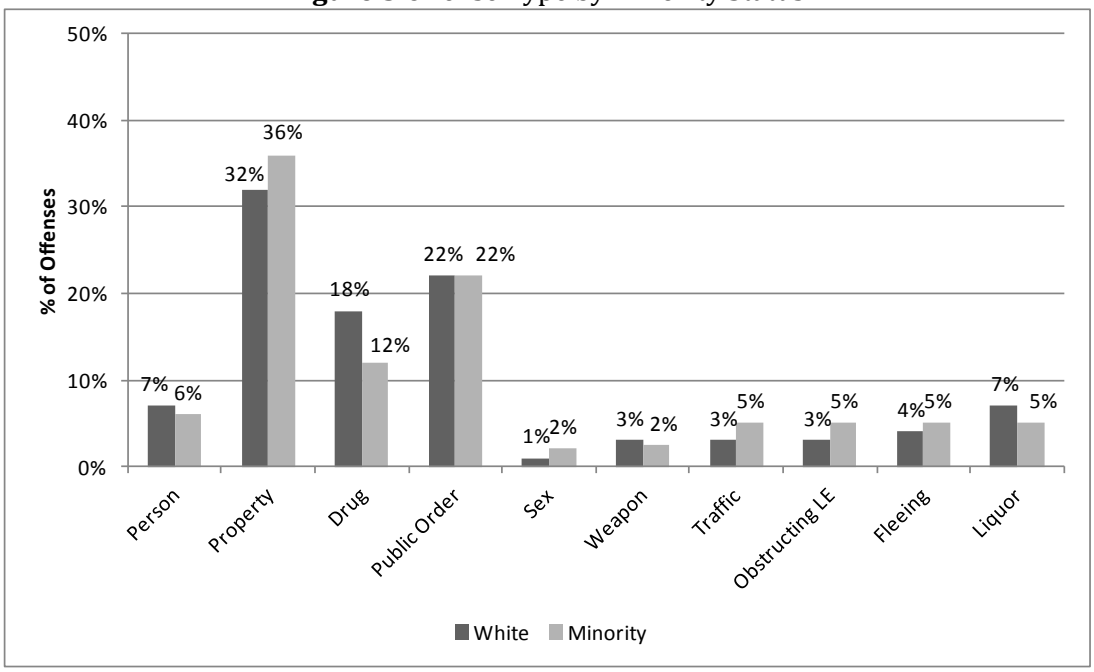
	White Offenses (46% of total)	**Minority Offenses** (52% of total)
Offense Severity (%)		
Infraction	1	1
Misdemeanor	87	87
Felony	6	6
Warrant of Arrest[1]	4	5
Other/Missing	1	1
Status Offenses – Total (%)	14	9
Of those, Alcohol	49	65
Of those, Tobacco	41	18
Of those, Curfew	6	8
Of those, Truancy	2	5
Of those, Runaway	2	5
Offense Location		
Same Area as Home ZIP (%)	51	62
At School	33	33
Offense Day		
On the Weekend (Fri-Sun) (%)	33	39
Offense Time		
7 am to 3 pm	54	49
3 pm to 11 pm	33	32
11 pm to 7 am	13	18

[1]Juvenile pick-up orders and similar

The most common offense types for both groups were property, public order, and drug. However, as shown in Figure 5, on the following page, Minorities had a larger percent of property offenses while Whites had a larger percent of drug offenses. White and Minority youth had the same four most common types of property crimes. In both groups, shoplifting was the most common property offense (33% of Minority property offenses; 44% White), followed by trespassing (24% Minority; 18% White), graffiti (10% Minority; 8% White), and property damage in general (6% Minority; 6% White). Out of the public order offenses, disorderly conduct/disturbing the peace was the most common for Minority youth (53%) followed by disorderly conduct/unlawful acts at schools (25%) and tobacco (7%). For White youth the

most common types of public order offenses were disorderly conduct/unlawful acts at schools (39%), followed by smoking (27%), then disorderly conduct/disturbing the peace in general (24%). Although White youth had a larger proportion of drug offenses, both Whites and Minorities had the same type of drug offenses, with both groups being about evenly split between marijuana possession (45% White drug offenses; 46% Minority drug offenses) and drug paraphernalia (48% White drug offenses; 46% Minority).

Figure 5 Offense Type by Minority Status



Juvenile Offending by Council District

Although the objective of this report was to examine if gang activity was driving law enforcement contact with Minority youth in Salt Lake City, additional information was available from SLCPD to examine juvenile offending by Council District. Therefore, this section was included to further describe juvenile offending in Salt Lake City and how Minority and White offending may vary by area.

As shown in Table 5, on the following page, a disproportionate amount of juvenile offenses occurred in Districts 1 (Rose Park) and 4 (Downtown) – a higher percent of the city's juvenile offenses happened there than the percent of the overall population that lives in those areas. Although comprising about 20% of the city's population, District 6 had only 4% of SLCPD's juvenile offenses. Districts 1 (66%) and 2 (68%) have Minorities comprising more than half of their population. The rate of Minority offending in these areas (62% in District 1; 78% in District 2) is in line with their population; however, the percent of Minority arrests is higher in District 2. For Districts 3 and 5, a much higher proportion of the juvenile arrests are of Minorities (65% and 59%, respectively) than their population in the neighborhoods (15% and 26%, respectively). Table 5 also shows the Minority rate of offending at the arrest episode and offender level. These both show similar trends as were observed at the offense level.

As shown in Table 5, Districts 6 (44%) and 4 (41%) had the highest percent of offenses by female offenders. The average age of the juvenile offenders was youngest in Districts 6 (Mn =14.1) and 2 (14.8). In

Districts 1, 2, 3, and 5, the majority of juvenile offenses committed in those areas were committed by youth who reside in that Council District.

Table 5 Offenses by Council District

	Council District						
	1	**2**	**3**	**4**	**5**	**6**	**7**
Estimated Population (% of SLC Total) [1]	12	20	12	13	11	20	12
Percent Under 18 Years Old [1]	33	34	15	13	21	20	21
Total Juvenile Offenses in 2011 (%)	19	16	13	23	10	4	15
Minority Population (%):[2]							
Hispanic	50	50	9	17	17	4	5
A single Minority Race[3]	16	18	6	13	9	9	5
Total Minority (estimated)	66	68	15	30	26	13	10
Offenses by Minorities (%):							
Hispanic	43	68	41	25	42	4	12
Minority Races Combined[4]	19	10	24	12	17	12	13
Total Minority	62	78	65	37	59	16	25
Arrest Episodes by Minorities (%):							
Total Minority	63	79	66	29	59	21	29
Offenders by Minorities (%):							
Total Minority	62	76	65	38	58	18	28
Additional Descriptions of Offending:							
Female Offenders (%)	31	22	27	41	33	44	36
Average Age of Offenders (Mn)	15.0	14.8	15.7	15.8	15.9	14.1	15.7
Same Area as Home ZIP (%)	80	64	74	40	53	23	42

[1]Council District population/descriptions are estimated from 2010 U.S. Census Tracts that overlapped with SLC Council Districts
[2]Race is only reported for those who reported a single Race (not 2 or more). Hispanic is reported separately than Race in 2010 U.S. Census. These figures are for total population, not youth only.
[3]A single Minority race is combined reporting of: African American, Asian, Pacific Islander, & Native American
[4]Minority races combined in SLCPD data are: Black, Asian, Pacific Islander, Native American, & Other/Mixed

Juvenile Offending by School

SLCPD data also allowed for a brief analysis of juvenile offending by the nine junior high and high schools in the Salt Lake City School District. As previously noted, only 10 gang related offenses occurred on school property; therefore, gang activity is *not* driving law enforcement interactions with youth at the schools. Offenses that occurred at the five middle and four high schools of the Salt Lake City School District were flagged in SLCPD data by UCJC researchers. Just under one-third (31%) of juvenile offenses took place at these nine schools.

As shown in Table 6, on the following page, the most school offenses took place at West High (n = 221); however, because of the larger size of that school's population, West High did not have the worst offense per pupil ratio (1 per 12). Highland High (1 per 9), as well as Glendale (1 per 10) and Northwest (1 per 10)

Middle Schools had the lowest offense per pupil ratios (and, thus, the highest offending rates by size). Those three schools (along with Horizonte) also had the worst offender to pupil ratio (1 to 13-14; See Table 6). It should be noted that the SLCPD offenses that took place at the schools were not necessarily committed by youth who were students at those schools. The "offense per pupil" and "offender to pupil" ratios in Table 6 are merely presented as an illustration of the amount of offending that occurs on the schools' property relative to the size of their enrollment. Also note in Table 6 that Clayton Middle School had fewer than 10 offenses reported; therefore, conclusions about trends are limited.

Glendale, Northwest, and Horizonte schools had the highest percentages of Minority and low income students. The percent of Minority offenders at several of the schools was lower than the percent of Minority enrollment; especially at Northwest Middle School where 86% of the school's enrolled students were Minority, but only 33% of the juvenile offenders who had an offense on campus. The only school where the percentage of the Minority offenders was substantially higher than the percent of Minority students was at West High. The vast majority of offenses at Glendale, Northwest, East and West were committed by youth who lived in those areas (home ZIP code overlapped w/ Council District that school was in). Highland had the lowest percent of offenses committed by youth who lived in the area (31%) of the four high schools.

Table 6 Offenses by Salt Lake City School District's Middle and High Schools

	High Schools				Middle Schools				
	East	Highland	Horizonte	West	Bryant	Clayton[1]	Glendale	Hillside	Northwest
Council District (Location)	4	7	5	3	4	6	2	6	1
SLC School District Data									
Fall 2011 Minority Enrollment (%)	53	34	65	53	62	29	83	32	86
Fall 2011 Low Income Students (%)	56	41	84	58	76	33	94	38	89
2011-2012 Enrollment	2109	1546	577	2559	540	610	786	519	787
SLCPD Data									
2011 SLCPD Offenses	126	174	49	221	38	<10	82	40	82
Offense per Pupil Ratio (enrollment/offenses)	1/17	1/9	1/12	1/12	1/14	1/153	1/10	1/13	1/10
2011 SLCPD Offenders	88	109	40	169	25	<10	60	28	55
Offender to Pupil Ratio (enrollment/offenders)	1/24	1/14	1/14	1/15	1/22	1/203	1/13	1/19	1/14
Offenses by Minorities (%)	40	29	71	76	47	0	84	30	35
Arrest Episodes by Minorities (%)	38	29	69	75	43	0	85	31	33
Offenders by Minorities (%)	35	26	67	75	44	0	82	29	33
Female Offenders (%)	27	17	30	27	20	33	17	64	22
Average Age of Offenders (Mn)	15.9	16.1	16.0	15.6	13.5	13.7	13.4	13.7	13.6
Same Area as Home ZIP (%)	86	31	49	79	50	0	93	10	92

[1]Clayton Middle School had under 10 offenses reported; therefore, conclusions about trends are limited

Discussion and Conclusion

Gang activity is *not* driving law enforcement contact with Minority youth in Salt Lake City. In 2010, only 10% of all juvenile offenses committed in Salt Lake City were gang offenses and/or were committed by gang-affiliated youth. Minority youth were overrepresented in all juvenile arrests in general, and for gang offenses/offenders specifically. Our analysis of gang offending found that very few of these offenses (n=10) were committed at the schools and a majority of were committed in District 1 (Rose Park) and District 2 (Glendale).

If gang activity is not driving SLCPD contact with Minority youth, what are some other factors that could be explored?

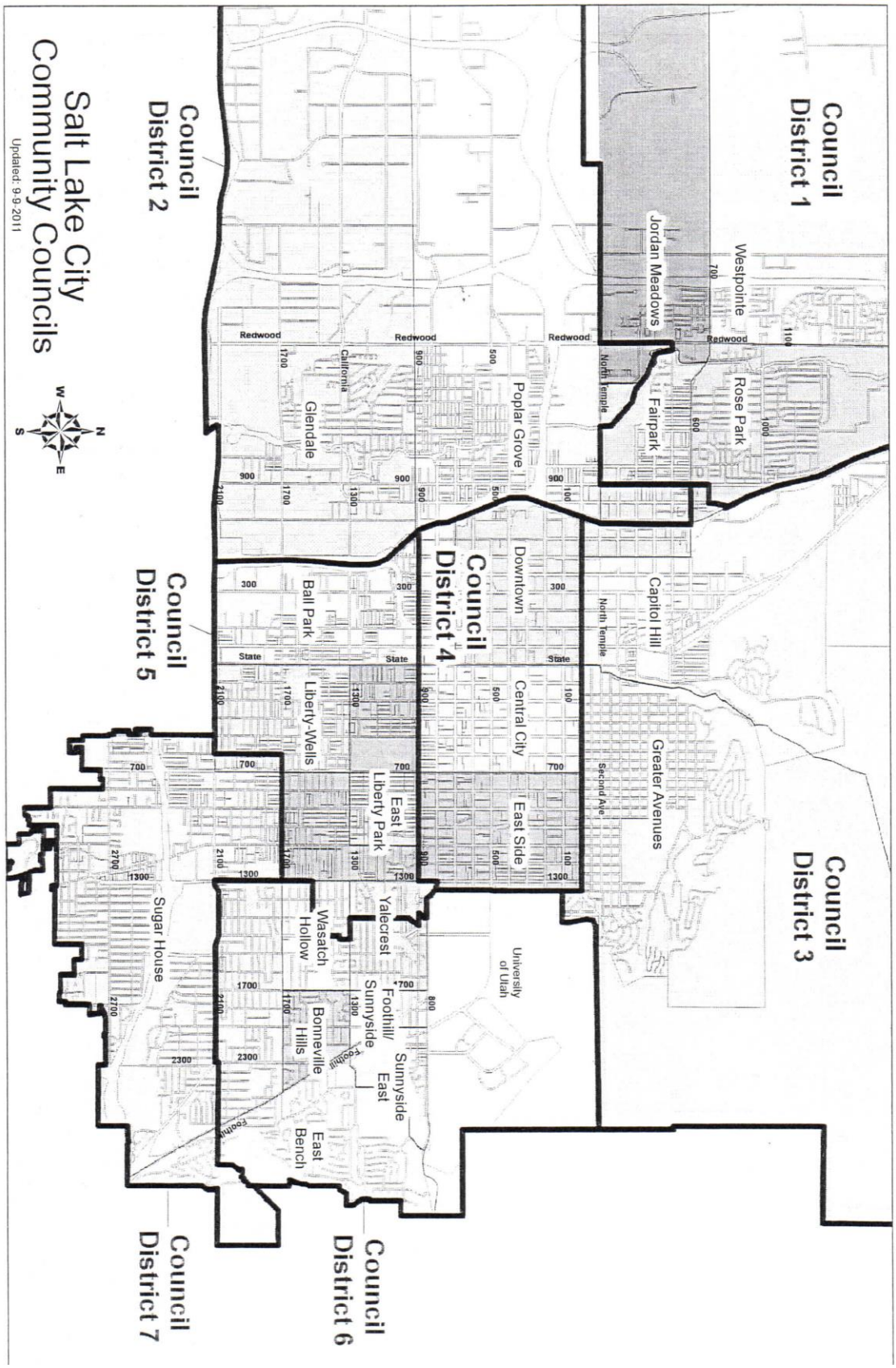
- Could be higher detection, patrolling, or calls for service in Minority communities of SLC. For example, Districts 1 and 2 have higher Minority populations (66% and 68% of total District populations, respectively).
    - District 1 also has a disproportionately higher percent of juvenile offenses (19% of juvenile offenses) than the size of its population (approximately 12% of SLC's population); however, it should be noted that Districts 1 (33%) and 2 (34%) have the highest percent of under age 18 residents.
    - District 2 also has a disproportionately higher percent of Minority offenses (78% of offenses in District 2 are committed by Minorities vs. 68% of District 2 population is Minority).
    - Minorities also are more likely to offend in their own community. 62% of Minority youth offenses were committed in same area as the youth's residence vs. 51% for White youth. 80% of youth offenses committed in District 1 are by youth who live in that area, while 64% of juvenile offenses in District 2 are committed by youth who live in that area.
- Could be higher detection for type, time, and place of Minority offenses
    - Minority youth had a higher percentage of the property offenses (36% of Minority offenses were property vs. 32% for White) and White kids had a higher proportion of drug offenses (18% vs. 12% for Minorities). One possible explanation for the disproportionate arrest rate of Minority youth is that the White kids are committing crimes (e.g., drugs) in private places where they are less likely to be observed/caught and that Minority kids are committing offenses (e.g., shoplifting and trespassing) "out in the public" that are more likely to be detected.
    - Minority youth are more likely to offend late at night/overnight when detection could be greater (18% of Minority offenses happen between 11 pm and 7 am vs. 13% for White youth).
- In general, there are higher rates of offending in the schools with the largest Minority and low income student populations.
    - However, at most of the schools, the percent of Minority offenses is either in line with or less than the percent of Minority students. One exception is West High where Minorities are 53% of enrollment, but 76% of offenses are committed by Minorities.

What other factors are likely *not* related to DMC?

- Minority youth are not committing more severe offenses than White youth (87% of both Minority and White offenses were Misdemeanors). Very few offenses committed by youth, including gang-affiliated youth, were felonies (5% non-gang offenses, 13% gang offenses/offenders).

Based on these findings, some potential areas for further exploration and intervention include:

- Culturally competent interventions in the high Minority areas of SLC (Districts 1 and 2) and in the high Minority/low income schools to reduce juvenile offending in general
- Interventions and public service campaigns to reduce the number of unsupervised youth in the late night/overnight hours


Salt Lake City
Community Councils
Updated: 9-9-2011
Council District 1
Council District 2
Council District 3
Council District 4
Council District 5
Council District 6
Council District 7
Westpointe
Jordan Meadows
Rose Park
Fairpark
Poplar Grove
Glendale
Downtown
Capitol Hill
Central City
Ball Park
Liberty-Wells
East Side
Greater Avenues
East Liberty Park
Yalecrest
Wasatch Hollow
Foothill/ Sunnyside
Bonneville Hills
Sunnyside East
East Bench
Sugar House
University of Utah
Redwood
North Temple
Second Ave
State
California
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Chapter 3
Unified Police Department (UPD) Report

Background and Introduction

Interviews were conducted at the Unified Police Department (UPD) in August of 2011 as part of Phase 1 of the DMC Arrest Assessment conducted by the Utah Criminal Justice Center (UCJC). From these interviews, several potential study ideas were identified that would examine if certain factors were related to disproportionate minority contact (DMC) in their jurisdiction. From this list the top two priority research questions were selected by UPD and, of those, one was selected by the DMC Subcommittee of the Utah Board of Juvenile Justice (UBJJ). The selected research question for UPD that will be reviewed in this report is the following school-based crime analysis:

Do all junior high and high schools in the UPD area have youth offending that is proportionate to their population (size of school and/or geographic area and Minority make-up)?

- Do certain schools have more arrests and/or more Minority arrests than are proportionate for their population?
- Do types of crime vary by school?

Methods

- **UPD** provided a dataset with all juvenile offenses occurring during 2010 (N = 1724). This dataset included information on offense date, time, type, and location, as well as information on offender demographics (age, gender, and race). Unfortunately, UPD was unable to provide ethnicity data (Hispanic origin) for analysis due to the poor quality of the data.
- Location type and distance to nearest school were determined using **Google Maps** and the offense address provided by UPD.
- School population and descriptions were compiled by UCJC from the **Utah State Office of Education** (USOE) website.

Results

School-Based Offending

Every offense address in UPD data was coded for location type (e.g., school, commercial, residential). Forty percent (40%; n = 696) of juvenile offenses occurred at a school (including elementary (2%), junior high (JH, 14%), and high schools (HS, 24%)). An additional 21% occurred at an address within 0.5 miles (half a mile) of the nearest school[12], while an additional 20% occurred within 0.51 to 1 mile of the nearest school. Combined, 81% of UPD's juvenile offenses occurred at or within one mile of a junior high or high school.

UPD has School Resource Officers (SROs) at seven high schools and 13 junior high schools. Table 1, on the following page, lists the 20 schools where UPD has SROs by their Districts and the number of juvenile offenses that occurred at or near them in 2011. Only two schools with UPD SROs had no offenses at or near

[12] Miles to nearest school was generated by entering the offense address into Google Maps and searching for the nearest junior high or high school.

them in 2011: Hillcrest HS and Midvale Middle School. It should be noted, as shown in Table 1, the UPD SRO for Hillcrest HS only started in July 2011. Therefore, that school only had a SRO for half of the study period (calendar year 2011).

Table 1 2011 Offenses at/near Schools with UPD SROs

School	District	At School Offenses	Within 1 mile of school
High Schools			
Cyprus High	Granite	>100	51-100
Herriman High	Jordan	10-25	<10
Hillcrest High[1]	Canyons	0	0
Kearns High	Granite	>100	>100
Olympus High	Granite	26-50	26-50
Riverton High	Jordan	26-50	10-25
Skyline High	Granite	26-50	10-25
Junior Highs			
Bonneville Jr.	Granite	26-50	10-25
Brockbank Jr	Granite	26-50	51-100
Churchill Jr.	Granite	<10	<10
Evergreen Jr.	Granite	0	26-50
Fort Herriman Middle	Jordan	10-25	26-50
Kearns Jr.	Granite	51-100	26-50
Midvale Middle	Canyons	0	0
Olympus Jr.	Granite	<10	26-50
Oquirrh Hills Middle	Jordan	<10	26-50
Matheson Jr.	Granite	26-50	>100
South Hills Middle	Jordan	10-25	<10
Jefferson Jr.	Granite	26-50	26-50
Wasatch Jr.	Granite	0	<10

[1]UPD SRO new to Hillcrest in July 2011; juvenile arrests by UPD maybe higher in subsequent years

Figures 1 and 2, on the next page, visually show the same information as Table 1, except in greater detail for those schools with UPD SROs that had more than 10 offenses at or near them in 2011. As shown in Figure 1, two of the high schools (Cyprus and Kearns) had more than 100 offenses at them during 2010, with the remainder of the high schools with SROs having fewer than 50 offenses on school property. In addition to the six high schools shown in Figure 1, Hillcrest HS also had a UPD SRO. Hillcrest was not included in Figure 1, as fewer than 10 offenses were recorded at or near that school.

Figure 1 Offenses by High School

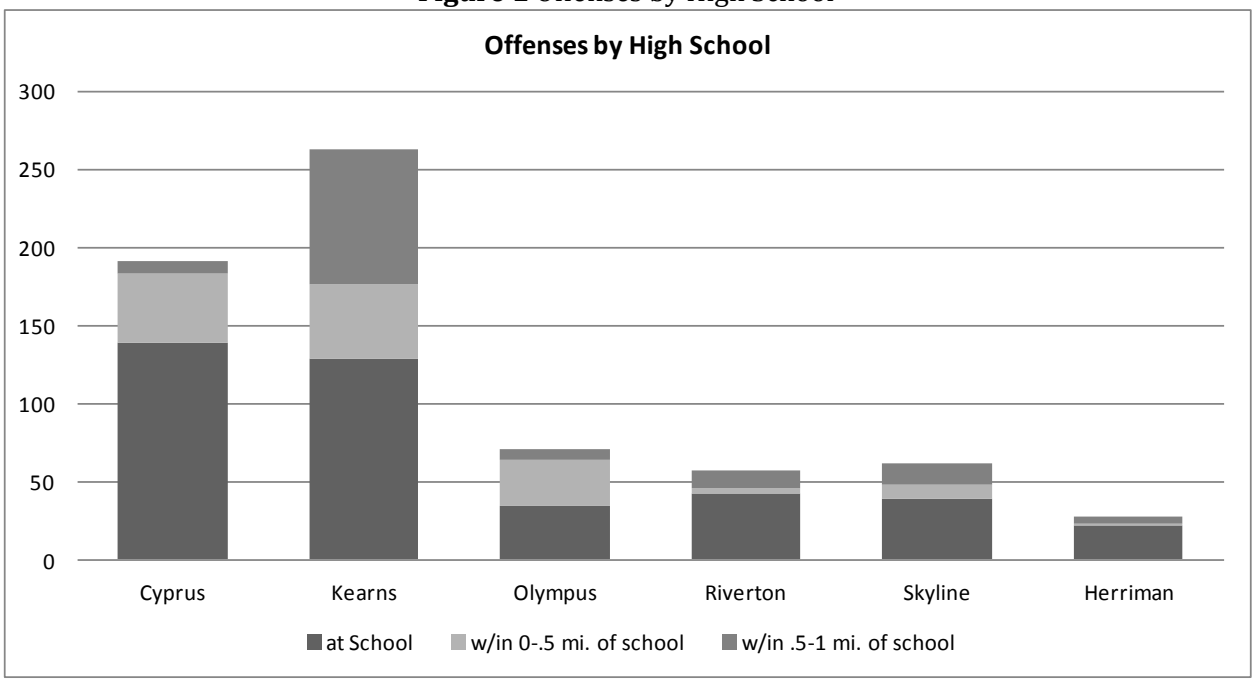


Figure 2 Offenses by Junior High School

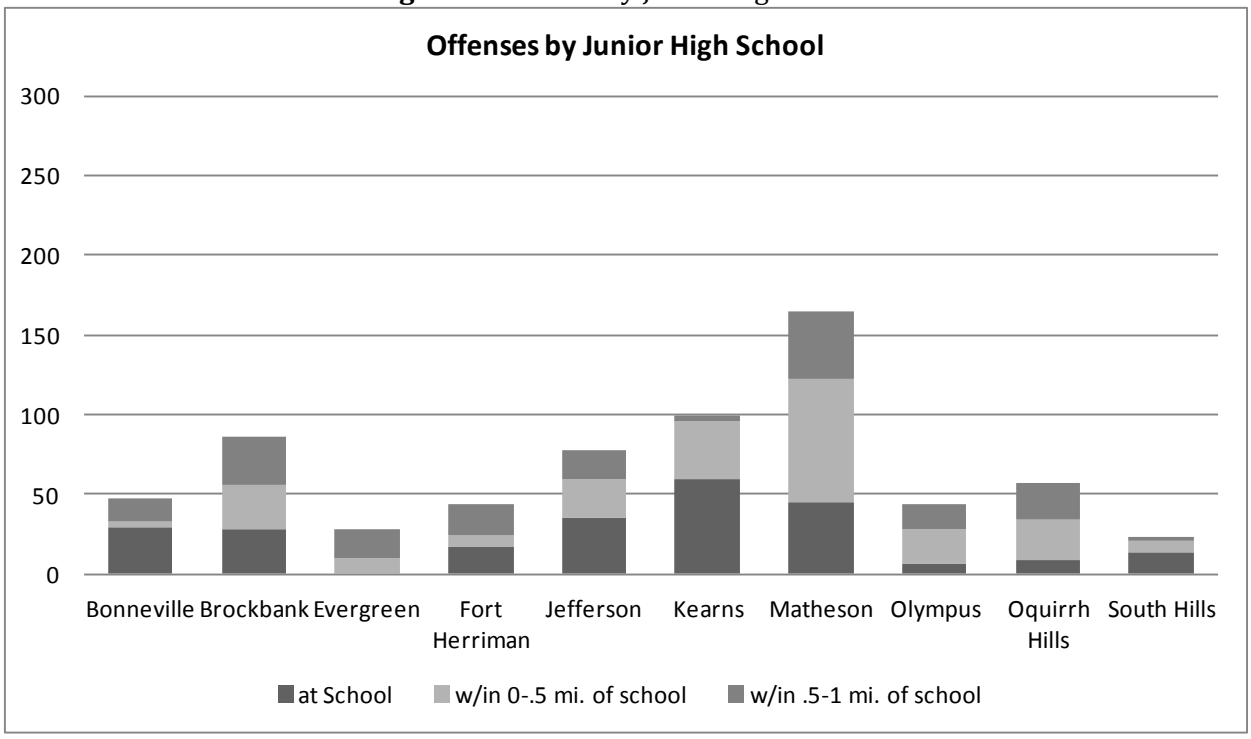


Figure 2 displays offenses for the junior high schools with UPD SROs. All, except Kearns JH, had fewer than 50 offenses on school property during 2010. In addition to the 10 junior high schools in Figure 2, UPD has SROs at three other schools that had fewer than 10 offenses at/near each (Churchill, Midvale, and Wasatch), and, therefore, were not included in the figure.

In addition to offenses on school property, Figures 1 and 2 also display offenses that occurred within a half mile or a mile of a junior high or high school. As shown in Figure 1, Kearns HS and Cyprus HS have approximately the same number of offenses occurring on-campus or within a half mile of the school; however, Kearns HS has a much larger number of offenses within 0.5-1 mile of school property. Similarly, Matheson JH has slightly fewer offenses at school than Kearns JH; however, far more juvenile offending occurred in the areas surrounding Matheson JH.

Schools with the Most Offenses. Over 50 unique schools were coded in the UPD data; however, the majority of offenses (83.5%) took place at 10 of the schools (5 junior high and 5 high schools, see Tables 2 and 3). The remainder of the school analyses are limited to these 10 schools. As shown in Table 2, Kearns High had the highest Minority (46%), economically disadvantaged (50%), and English language learner (12%) enrollment rates of the five high schools. Cyprus High was the next highest and most similar to Kearns. Both Kearns (67%) and Cyprus (69%) had the lowest graduation rates. Riverton High had the largest enrollment (over 1,900 students), while all five schools had comparable student-teacher ratios (about 1 teacher to 23-25 students).

As shown in Table 2, the rate of offending was *not* proportionate to the size of the schools. Cyprus HS and Kearns HS had disproportionately higher offending, with an offense per pupil ratio of one offense per 12 students at Cyprus HS and one offense per 13 students at Kearns HS. It should be noted that the UPD offenses that took place at the schools were not necessarily committed by youth who were students at those schools. The "offense per pupil" ratio in Table 2 is merely presented as an illustration of the amount of offending that occurs on the schools' property relative to the size of their enrollment.

Since UPD data lacked information on ethnicity (Hispanic origin) it is difficult to compare the amount of Minority offending to the percent of Minority enrollment. However, the schools with the highest Minority enrollments (Kearns HS and Cyprus HS) had the highest rate of offending and the schools with the lowest Minority enrollments (Riverton HS and Olympus HS) had the lowest rates of offending.

Table 2 School and Offending Details at High Schools

	High Schools				
	Cyprus	**Kearns**	**Olympus**	**Riverton**	**Skyline**
School Information					
City	Magna	Kearns	Holladay	Riverton	Millcreek
Minority Enrollment (%)	33	46	14	8	17
Economic Disadvantaged (%)	39	50	15	16	10
English Language Learners (%)	8	12	4	1	2
Graduation Status (%)					
2011 Graduation Rate	69	67	87	86	94
Continuing Students/Other Completers Rate[1]	7	<1	2	1	<1
Dropout Rate	24	33	10	13	5
School Size					
2011-2012 Enrollment	1594	1699	1464	1966	1476
Student Teacher Ratio	23.2	22.5	24.7	23.7	25.2
UPD Data					
2010 UPD Offenses at the school	139	129	35	43	39
Offense per Pupil Ratio (enrollment/offenses)	1/12	1/13	1/42	1/46	1/38

	High Schools				
	Cyprus	**Kearns**	**Olympus**	**Riverton**	**Skyline**
Offenses by Race[2] (%)					
White	78	76	74	86	67
African American	7	2	0	5	10
Asian	3	9	3	0	0
Native American/Alaskan Native	1	1	0	0	0
Unknown/Missing	12	12	23	9	23
Other Offender Characteristics					
Offenses by Female Offenders (%)	21	33	31	26	21
Average Age of Offenders (Mn)	16.4	16.3	16.6	16.8	16.5

[1]This category includes students who participate in GED, Utah Alternative Assessment (UAA), or Utah College of Applied Technology (UCAT)
[2]Ethnicity (Hispanic origin) not available in UPD data. Hispanic youth may be categorized as any of the races, including White and Unknown/Missing

Table 3 presents school data on the five junior high schools with the most UPD offenses. Kearns JH had the highest enrollments of Minority, economically disadvantaged, and English language learner students, but had the fewest students enrolled and the lowest (best) student teacher ratio. Nevertheless, the greatest number of UPD juvenile offenses occurred at Kearns JH. Due to their smaller student body, Kearns JH also had the lowest (worst) offense per pupil ratio of one offense per 14 students. This was significantly worse than the other four junior high schools that had an offense per pupil ratio that was about half as severe, with a ratio of one to 29-34.

Table 3 School and Offending Details for Junior High Schools

	Junior High Schools				
	Bonneville	**Brockbank**	**Kearns**	**Matheson**	**Jefferson**
School Information					
City	Holladay	Magna	Kearns	Magna	Kearns
Minority Enrollment (%)	23	33	51	46	48
Economic Disadvantaged (%)	34	48	76	54	53
English Language Learners (%)	6	10	15	15	16
School Size					
2011-2012 Enrollment	831	947	801	1194	1056
Student Teacher Ratio	23.8	22.6	19.6	24.4	23.9
UPD Data					
2011 UPD Offenses	29	28	59	45	35
Offense per Pupil Ratio (enrollment/offenses)	1/29	1/34	1/14	1/27	1/30
Offenses by Race[1] (%)					
White	90	86	56	96	80
African American	3	7	14	2	3
Asian	0	4	7	0	9
Native American/Alaskan Native	0	0	0	0	0
Unknown/Missing	7	4	24	2	9

	Junior High Schools				
	Bonneville	**Brockbank**	**Kearns**	**Matheson**	**Jefferson**
Other Offender Characteristics					
Offenses by Female Offenders (%)	35	18	25	29	26
Average Age of Offenders (Mn)	14.1	14.9	14.3	14.3	14.7
[1]Ethnicity (Hispanic origin) not available in UPD data. Hispanic youth may be categorized as any of the races, including White and Unknown/Missing					

Matheson JH and Jefferson JH had Minority enrollments that were similar to Kearns JH (see Table 3); however, they had offense to pupil ratios that were more in line with Bonneville JH and Brockbank JH that had a much smaller Minority enrollment. Therefore, the trend observed in the high schools of the schools with the largest Minority enrollments also having the worst offense to pupil ratios does not hold in the five junior high schools examined here. Again, it is difficult to examine the rate of Minority offending, due to UPD lacking valid data on ethnicity.

Offense Types. Table 4 presents the most common offense types for the five high schools by proximity to the schools. Percents in Table 4 may not sum to 100% due to only reporting on the six main types of offenses. Also, when the number of offenses was fewer than 10, percents of offense types were not reported. There was some slight variation in offending types by high school.

For Cyprus HS the primary offense was public order (whether it occurred on campus or within a half mile of the school; see Table 4) and the vast majority of public order offenses were coded as disorderly conduct (50%) or public peace (28%). Offense type data from UPD was provided at the NCIC code level; therefore, detailed information about the type of crimes was not available.

Property offenses were the main problem at Kearns HS, and especially for off campus crimes (see Table 4). On campus, Kearns HS offenses were about evenly split between property (29%) and person (30%). Property crimes at or near Kearns HS were most often shoplifting (32%), property damage (24%), and trespassing (15%).

Table 4 Offense Types by Location for High Schools

		Offense Type (%)					
	N	Person	Property	Drug	Public Order	Traffic	Alcohol
Cyprus							
at school	139	9	16	9	58	1	1
w/in 0-.5 mi. of school	44	5	11	16	34	7	16
w/in .5-1 mi. of school	<10						
Kearns							
at school	129	30	29	6	16	9	4
w/in 0-.5 mi. of school	48	4	33	19	10	17	8
w/in .5-1 mi. of school	86	9	51	7	5	10	13
Olympus							
at school	35	6	34	9	26	17	0
w/in 0-.5 mi. of school	29	0	55	17	3	24	8
w/in .5-1 mi. of school	<10						
Riverton							
at school	43	21	21	14	14	16	2
w/in 0-.5 mi. of school	<10						

		Offense Type (%)					
	N	Person	Property	Drug	Public Order	Traffic	Alcohol
w/in .5-1 mi. of school	11	0	27	9	9	45	0
Skyline							
at school	39	23	26	10	18	15	5
w/in 0-.5 mi. of school	<10						
w/in .5-1 mi. of school	14	0	14	0	0	57	29

Property offenses were also the primary offense type at Olympus HS, although it should be noted that the number of offenses on or near campus was substantially lower than at Kearns HS and Cyprus HS (see "N" column in Table 4). Most property offenses at or near Olympus HS were for property damage (46%) and trespassing (16%).

At Riverton HS and Skyline HS, offending was pretty evenly split between person and property (see Table 4). The vast majority of person offenses in UPD data (85%) were simple assaults. Most of the property crimes at or near the schools were for theft (Riverton HS, 42%; Skyline HS, 57%) or trespassing (Riverton HS, 25%; Skyline HS, 31%). Traffic offenses made up a higher percentage of offenses in the areas surrounding Riverton and Skyline schools compared to the other three high schools.

As shown in Table 5, the number of offenses at the junior high schools were substantially lower than at the high schools; however, the types of offenses were similar. At Kearns JH and Matheson JH, public order offenses were the most common type of on-campus offense, while property offenses were most common in the areas surrounding the two schools. In the areas surrounding Kearns JH, the most common property offenses were trespassing (42%), shoplifting (21%), and property damage (21%), while the most common property offenses near Matheson JH were shoplifting (57%) and property damage (14%).

Property offenses were also the most common crime type at or near Brockbank JH, with trespassing (31%) and property damage (15%) being the most common types. Brockbank also had the highest percentage of alcohol offenses in their vicinity (32% of offenses within 0.6-1 mile of Brockbank were for alcohol offenses).

Table 5 Offense Types by Location for Junior High Schools

		Offense Type (%)					
	N	Person	Property	Drug	Public Order	Traffic	Alcohol
Bonneville							
at school	29	10	14	21	24	0	17
w/in 0-.5 mi. of school	<10						
w/in .5-1 mi. of school	14	14	43	0	29	0	0
Brockbank							
at school	28	25	36	0	29	0	0
w/in 0-.5 mi. of school	29	24	28	3	7	21	3
w/in .5-1 mi. of school	28	4	29	0	14	21	32
Kearns							
at school	59	22	19	14	39	0	2
w/in 0-.5 mi. of school	37	16	30	3	16	22	11
w/in .5-1 mi. of school	<10						
Matheson							
at school	45	7	29	4	56	0	0
w/in 0-.5 mi. of school	78	12	56	0	8	9	13

		Offense Type (%)					
	N	Person	Property	Drug	Public Order	Traffic	Alcohol
w/in .5-1 mi. of school	42	5	45	5	2	24	19
Jefferson							
at school	35	46	3	26	20	0	0
w/in 0-.5 mi. of school	24	38	25	0	0	25	13
w/in .5-1 mi. of school	19	11	26	0	37	26	0

Jefferson JH had the highest percentage of person offenses at or near their campus (see Table 5). As previously noted, almost all juvenile person offenses in UPD data were for simple assault. This means that Jefferson JH has the most problem with fighting (as a proportion of overall offending) of the five junior high schools examined here. Drug offending, as a percentage of offenses, was highest at Bonneville JH (21%) and Jefferson JH (26%). Nearly all juvenile drug offenses were marijuana (62%) or narcotic equipment (18%) possession. Lastly, the property offenses near Bonneville Junior High were primarily for theft (60%).

When all of the schools were examined together (not shown in Tables 4 and 5), public order offenses were the most frequent type of on-campus offense, while property offenses were most common in the areas immediately surrounding the schools. This pattern was consistent for both junior high and high schools.

Time and Location of Offenses. As shown in Table 6, most juvenile offenses at UPD occurred between 7 am and 3 pm (50%). This was due, in large part, to the vast majority of offenses at school happening during this time frame (86%); however, when non-school locations were examined, the majority of those offenses happened between 3 pm and 11 pm. The offenses that occurred within a half mile of the schools (but not on school property) were further examined by the school building they were nearest. There were some differences for the schools noted here. For example, following the overall pattern, Olympus HS, Kearns JH, Matheson JH, and Jefferson JH had most of the offenses surrounding them occurring between 3 pm and 11 pm. However, the offenses adjacent to Cyprus HS and Kearns HS were more likely to happen during school/daytime hours (7 am to 3 pm). The offenses happening around Brockbank JH were equally likely to happen at any time of the day.

Table 6 Offenses by Time and Location

	Time of Offense		
	7 am to 3 pm	3 pm to 11 pm	11 pm to 7 am
Overall Juvenile Offending (%)	50	36	14
By Location (%)			
At schools	86	13	1
Within 0-.5 mi. of schools	32	47	21
Within .5-1 mi. of schools	25	49	26
Greater than 1 mi. from schools	24	55	21
By School[1] – if within 0-.5 mi. of schools (not at school) (%)			
Cyprus HS	55	32	14
Kearns HS	48	33	19
Olympus HS	38	62	0
Brockbank JH	35	35	31
Kearns JH	22	59	19
Matheson JH	22	55	23
Jefferson JH	4	79	17

[1]Riverton, Skyline, and Bonneville were excluded due to having fewer than 10 offenses within 0-.5 mi. of those schools

Offenses that occurred during the day (7 am to 3 pm) were most often public order (26%) or property (26%) offenses. This distribution reflects the prominence of both of those types of offenses in the "at school" offending described in Table 5. Most of the offenses happening between 3 pm and 11 pm were property (38%), then traffic (22%). This is consistent with the finding that most of the offending just outside of schools (within a mile) is generally property and traffic crime. Lastly, for the small percent of UPD juvenile offenses that occurred after 11 pm, the largest percent were alcohol (27%), followed by public order (26%).

Of the offenses that occurred within a half mile of (but not at) the schools, most occurred in residential areas (60%), with the next largest percent (25%) occurring in commercial areas. Offending in commercial areas near schools was highest for Matheson JH (50%), Kearns JH (38%), Brockbank JH (24%), and Olympus HS (21%).

Juvenile Offending by Race/Ethnicity

Comparisons of juvenile offending by race/ethnicity could not practicably be carried out with UPD data, as ethnicity (Hispanic origin) data were not provided for this study due to the poor quality of those records. Therefore, any comparison of White vs. Minority from UPD data would potentially mischaracterize those relationships, as Hispanic youth may be coded under White, Unknown/Missing, or any other racial group. Because of this, a primary recommendation is that UPD begin accurately and consistently recording both race and ethnicity data on all juvenile offenses to allow for analysis and better understanding of juvenile offending by racial/ethnic patterns.

Discussion and Conclusion

A substantial amount of juvenile offending in UPD jurisdiction occurred at the schools (40%), with nearly two-thirds (61%) occurring on-campus or within a half mile of the schools. Therefore, the data supported the selection of a school-based analysis for UPD juvenile crimes.

Do all junior high and high schools in the UPD area have youth offending that is proportionate to their population?

The rate of juvenile offending was *not* proportionate to the size of the schools. Kearns HS and Cyprus HS had more juvenile offenses than the other three high schools, both in raw numbers (129 and 139, respectively) and in proportion to the size of their enrollment (1 per 13 and 1 per 12, respectively). Kearns JH had the highest juvenile offending of the junior high schools, both in raw number (59) and in proportion to its size (1 per 14).

Do certain schools have more arrests and/or more Minority arrests than are proportionate for their population?

Since UPD data lacked information on ethnicity (Hispanic origin) it is difficult to compare the amount of Minority offending to the percent of Minority enrollment. However, that being said, the high schools with the highest Minority enrollments (Kearns 46%; Cyprus 33%) had the highest rates of offending (1 per 13 and 1 per 12, respectively), while the high schools with the lowest Minority enrollments had the lowest rates of offending (e.g., Riverton 8% Minority; 1 offense per 46 students). Although observed at the high schools, this same trend did not hold true for the junior high schools. Four of the five junior high schools had approximately the same offense per pupil ratio regardless of Minority enrollment. Therefore, without

knowing the race/ethnicity of the offenders, it is impossible to know whether Minorities are committing disproportionately more offenses.

Do types of crime vary by school?

When offending was examined as a whole (both junior high and high schools) the most common juvenile offenses committed at the schools were public order (e.g., public order, public peace) and the most common in the nearby areas were for property offenses (e.g., shoplifting, trespassing, property damage). This finding held true for most of the schools with the highest Minority populations (Cyprus HS, Kearns HS, Kearns JH, Jefferson JH, and Matheson JH), with very few exceptions. The schools with the most person offenses (most likely simple assaults) committed on campus were Kearns HS (39, 30% of school offenses) and Jefferson JH (16, 46%), both schools with higher Minority enrollment. This finding suggests that fighting is most likely a problem in these schools that should be addressed by school officials and/or law enforcement.

Based on these findings, some potential areas for further exploration and intervention include:

- Examination of public order offending at all UPD schools to determine if interventions exist to reduce the need for law enforcement response to these type of situations
- Interventions in Kearns HS and Jefferson JH to address physical altercations/fighting
- Supervision and interventions to address after school and "around" school property offending

Lastly, as noted in the *Juvenile Offending by Race/Ethnicity* section of this report, it is recommended that UPD continue to improve their data collection of juvenile offending, especially the collection of ethnicity along with race. With the current deficiencies in the juvenile arrest records, an accurate examination of Minority offending was not possible.

Chapter 4
West Jordan Police Department (WJPD) Report

Background and Introduction

Interviews were conducted at the West Jordan Police Department (WJPD) in March of 2012 as part of Phase 1 of the DMC Arrest Assessment conducted by the Utah Criminal Justice Center (UCJC). From these interviews, several potential study ideas were identified that would examine if certain factors were related to disproportionate minority contact (DMC) in their jurisdiction. From this list the top two priority research questions were selected by WJPD and, of those, one was selected by the DMC Subcommittee of the Utah Board of Juvenile Justice (UBJJ). The selected research question for WJPD that will be reviewed in this report is the following school offending analysis:

Do most juvenile offenses in West Jordan occur at (or near) the schools that have School Resource Officers (SROs)?

- What types of offenses are committed?
- Are all or certain types of school-based offenses disproportionately committed by Minority youth?

Methods

- **WJPD** provided a dataset with all juvenile offenses occurring during 2011 (N = 1,268). This dataset included information on offense date, time, type, and location, as well as information on offender demographics and home address. WJPD data had identifiers available to analyze juvenile offending at the offense, episode, and youth level.
- Population descriptions for West Jordan were compiled by UCJC from **2010 U.S. Census** estimates. Unless otherwise stated, the descriptions from Census data are for the entire population, not a specific juvenile age group.
- School population and descriptions were compiled by UCJC from the **Utah State Office of Education (USOE)** website.
- Distance to nearest school was determined by UCJC staff using **Google Maps** and the offense address provided by WJPD.

Results

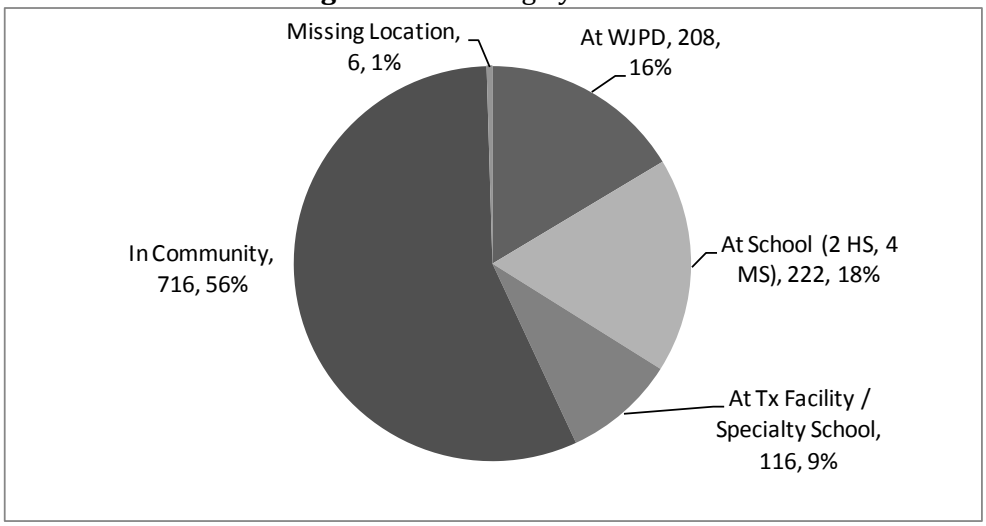
School vs. Non-School Offending

Juvenile offenses were categorized by address. As shown in Figure 1, on the following page, 18% of juvenile offenses in West Jordan took place on one of the four Middle School (MS)[13] or two High School (HS)[14] campuses where WJPD has School Resource Officers (SROs). An additional 9% were identified as taking place at a treatment facility/specialty school.[15] Offenses occurring in these specialized setting were excluded from the sections analyzing school offending (i.e., *School vs. Non-School Offending* and *Offending by School Building*). The remainder of the categories in Figure 1 (56% in community, 1% missing location data,

[13] Joel P. Jensen, Sunset Ridge, West Hills, West Jordan
[14] Copper Hills, West Jordan
[15] Artec Junior-Senior HS, Copper Hills Youth Center, West Ridge Academy

and 16% with the address of WJPD) were combined to create the "non-school" offending category. WJPD indicated that offenses listed as occurring at the WJPD address were likely instances where citizens filed the complaint at the station and the report was filed with that address instead of being updated with the address where the offense occurred.

Figure 1 Offending by Location



As shown in Table 1, a larger proportion of juvenile offenses were committed by Minority youth (38% overall) than the size of the Minority population in West Jordan (30% of those under age 18 are Minority, while 25% of the overall West Jordan population is Minority).

Table 1 Offending by Location and Minority Status

	U.S. Census 2010 – West Jordan		Juvenile Offenses 2011 - WJPD		
	Total Population	**Under 18 Population**	**Overall**	**Non-School**	**At School**
Number	103,712	36,506	1,268	930	222
Percent by Race/Ethnicity:					
White, Non-Hispanic	75	70	53	54	54
Total Minority Combined	25	30	38	36	41
African American	<1	1	5	5	3
Hispanic	18	21	25	24	31
Asian[1]	3	2	5	5	5
Native Hawaiian/Pacific Islander	1	2	--	--	--
American Indian/Alaska Native	<1	<1	3	1	2
Other/Mixed	2	4	--	--	--
Unknown/Missing	--	--	9	10	5

[1]Asian and Native Hawaiian/Pacific Islander are combined in a single category WJPD data

Overall, 9% of juvenile offenses were missing race/ethnicity data (see Table 1). When the offenses with missing race/ethnicity data are removed, 41% of juvenile offending overall was committed by Minority youth, compared to 40% of non-school and 43% at school. The largest differences were observed for Hispanics (21% of under age 18 population, 25% of juvenile offenses) and African Americans (1% of under age 18 population, 5% of juvenile offenses). WJPD data combined Asian and Native Hawaiian/Pacific Islander into a single race/ethnicity category. The percent of juvenile offenses in this category (5%) is roughly equivalent to the two Census categories combined (2% each for under age 18 population).

When compared to non-school offending, on campus offenses had fewer female offenders and slightly younger offenders (see Table 2). Not surprisingly, at school offenses were more often committed during school hours (7 am to 3 pm) and on weekdays. School offenses were also committed almost entirely by youth who reside within West Jordan.

Table 2 Offense Characteristics by Location

	Non-School (73% of total)	**At School** (18% of total)
Offender Characteristics		
Gender (% female)	32	17
Age at Offense (Mn (SD))	15.8 (1.6)	15.4 (1.4)
Youth Home City (%):		
West Jordan	73	90
Surrounding Cities[1]	16	6
Other Salt Lake County Location	9	4
Other Utah Location	1	<1
Out of State	0	0
Offense Time (%)		
7 am to 3 pm	44	89
3 pm to 11 pm	33	10
11 pm to 7 am	23	1
Offense Day of Week (%)		
Weekday (Mon-Thurs)	59	86
Weekend (Fri-Sun)[2]	41	14

[1]Surrounding cities are: Copperton, Kearns, Midvale, South Jordan, Taylorsville, and West Valley City
[2]If Friday is grouped with Weekday offending,100% of at school offenses occurred Mon-Fri. 88% of non-school offenses occurred Mon-Fri.

Offense types also varied by location, with property (primarily theft) and public order (primarily alcohol possession) offenses being the most common juvenile offenses occurring in non-school locations (see Table 3, on the next page). At school, youth were most likely to commit public order (primarily disorderly conduct) and drug (primarily paraphernalia) offenses. Person offenses were roughly equivalent across the two locations, with simple assault being the most common person offense at both. The most common non-school status offenses were minor in possession of alcohol (65%) and curfew violations (21%; not shown in Table 3). Nearly all (93%) at school status offenses were tobacco possession (not shown in Table 3).

Table 3 Offense Types by Location

Offense Type (%)	Non-School (73% of total)	At School (18% of total)
Person	14	15
Property	40	17
Drug	12	22
Public Order	28	35
Weapon	1	4
Traffic	2	1
Obstruct LE	3	4
Status Offenses (%)[1]	20	13
Most Common Offenses within each Type:		
Person	Simple Assault (56%) Sex Related (17%)	Simple Assault (71%) Robbery (12%)
Property	Theft (65%) Criminal Mischief (18%)	Theft (66%) Criminal Mischief (16%) Trespass (16%)
Drug	Paraphernalia (40%) Marijuana (30%)	Paraphernalia (50%) Marijuana (38%)
Public Order	Alcohol (47%) Disorderly Conduct (18%) Curfew (15%)	Disorderly Conduct (57%) Tobacco (35%)

[1]Status Offenses include alcohol, tobacco, truancy, and curfew offenses, which are a portion of public order offenses

White and Minority youth do not differ substantially on the most common types of non-school offenses. The most common non-school offenses for White youth were property (40%), public order (29%), drug (13%), and person (12%), compared to property (39%), public order (25%), drug (11%), and person (17%) for Minority youth.

At school offense types were also very similar for White and Minority youth. Specifically, offenses committed at the school by White youth were most often public order (35%), drug (23%), property (18%), and person (12%), similar to Minority's most common at school offenses: public order (33%), drug (21%), property (17%), and person (20%). When Minority offending was examined as a percent of each offense type, only person offenses had a substantially higher rate of Minority offending (53%) than the overall Minority at school offense rate (41%, as shown in Table 1 on page 38).

Offending by School Building

As noted in the previous section, 18% of juvenile offending in West Jordan occurred at the Middle Schools (MS) and High Schools (HS). The following table (Table 4) presents the on campus offending by school building. The number of offenses per school, when compared to their enrollment, was relatively small, although it varied by building. Juvenile offending was extremely low at Sunset Ridge MS. Because there were fewer than five offenses at that school building in 2011, no offending details were presented in Table 4. Of the remaining five buildings, the offense per pupil ratio (enrollment/offenses) was lowest (worst) at Joel P. Jensen MS (1 offense per 20 students) and highest (best) at West Hills MS (1 per 64). The percent of Minority offending was higher than the percent of Minority enrollment at all of the buildings, except West Hills MS where only 6% of offenses were committed by Minority youth and 26% of school enrollment was

Minority. The school with the largest disparity was Copper Hills HS where 28% of enrollment was Minority and 47% of offenses were committed by Minorities.

Table 4 Offending by School

	High Schools		Middle Schools			
	Copper Hills	West Jordan	Joel P Jensen	Sunset Ridge	West Hills	West Jordan
USOE Information						
ZIP code	84081	84088	84088	84081	84081	84084
% Minority	28	29	39	30	26	33
% Economic Disadvantage	26	34	51	33	31	48
Student Teacher Ratio	25.4	24.0	23.4	25.1	25.0	23.9
2011 Graduation Rate (%)	80	78				
Continuing Students + Other Completers Rate (%)	6	2				
Dropout Rate (%)	14	21				
% English Language Learners	2	5	9	5	4	9
2011-2012 Enrollment	2349	1821	819	1279	1157	973
WJPD Data						
2011 WJPD Offenses (N)	66	57	42	<5	18	37
Offense per Pupil Ratio (enrollment/offenses)	1/36	1/32	1/20		1/64	1/26
Offenses by Minorities (%)	47	33	50		6	49
Female Offenders (%)	14	14	24		6	22
Average Age of Offenders (Mn)	16.4	16.6	14.0		14.3	14.1
Offense Type (%)						
Person	6	25	12		11	24
Property	18	9	33		0	19
Drug	21	25	14		22	24
Public Order	50	21	33		56	19
Status Offenses - Total (%)	14	16	7		33	3

Table 4 also presents some detail on the most common offense types. Public order offenses were the most common offense type at Copper Hills HS (50%), Joel P. Jensen MS (33%, tied with property), and West Hills MS (56%). At Copper Hills HS and Joel P. Jensen MS the most frequent public order offenses were for disorderly conduct (73% and 79%, respectively). During interviews at WJPD, officers suggested that fighting at the schools can be charged as a variety of offense types, including disorderly conduct, unlawful acts, and assault. At West Hills MS the most frequent public order offense was tobacco possession (50%). Person offenses were the most common offense type at West Jordan HS (25%, tied with drug) and West Jordan MS (24%, tied with drug). At both schools, assaults were the most common person offense (WJHS: 57% simple assault plus 14% other assault types; WJMS: 78% simple assault plus 12% other assault types).

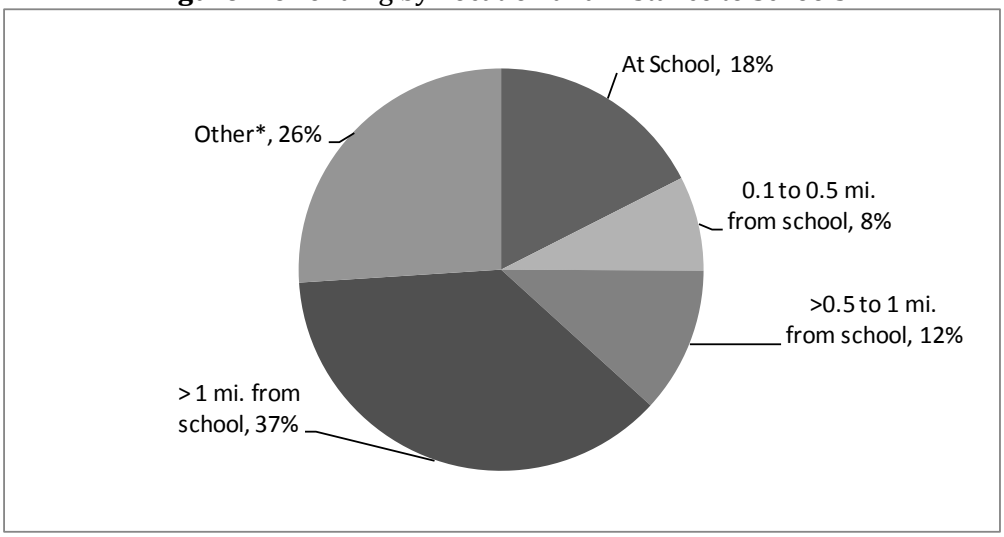
Fighting Offenses

Follow-up analyses were conducted on "fighting" offenses based on the high percentage of assault and disorderly conduct offenses at the schools. Just under one-quarter (23%) of all juvenile offenses in 2011 were flagged as fighting. The following offense types were combined into this flag based on WJPD interviews: simple assault (49%), disorderly conduct (36%), and other assaults (15%). At school, a higher percentage of Minority offenses were flagged as fighting (46%) than White offenses (23%). However, both Whites and Minorities were more likely to be charged with public order offenses at school for fighting behaviors (59% of Minority fighting offenses were public order, while 63% of White offenses were). For off campus offending, Minorities were also more likely to have fighting offenses (22% of Minority off campus offenses were flagged as fighting compared to 11% of White off campus offenses). Again, there was no significant difference in charge type for White and Minority youth. Both Whites (68%) and Minorities (65%) were more likely to be charged with person offenses when committing fighting offenses in the community.

Offending Near Schools

Offenses that occurred near the six schools with SROs were also examined for trends in offending. This section explores the 20% of juvenile offenses that occurred off campus, but within one mile of the six schools (8% within a half mile and 12% within a half to a mile; see Figure 2)

Figure 2 Offending by Location and Distance to Schools



*Other includes: at WJPD address (16%), at Treatment (Tx) Facility/Specialty Schools (9%), and address missing (1%)

When compared to all non-school offending, offenses near the schools were slightly less likely to be committed by Minority offenders, more likely to occur in late night/overnight hours, and more likely to occur on the weekends (see Table 5 on the following page). For offenses within a half mile of the schools, property (51%) was the most common offense type (with theft the most common property offense type (75%)). For offenses occurring between a half and one mile from the schools, public order (50%) was the most common offense type. Of those, alcohol possession (46%) and curfew (27%) were the most common public order offenses. The nature of these offenses may help explain the higher percentage of late night/overnight and weekend offenses for this geographic area.

Table 5 Offense Characteristics by Distance to Schools

	Non-School	0.1 to 0.5 mi. from schools	>0.5 to 1.0 mi. from schools
Offender Characteristics			
Offenses by Minorities (%)	36	25	34
Gender (% female)	32	30	33
Offense Time (%)			
7 am to 3 pm	44	42	35
3 pm to 11 pm	33	28	18
11 pm to 7 am	23	30	48
Offense Day of Week (%)			
Weekday (Mon-Thurs)	59	52	42
Weekend (Fri-Sun)	41	48	48
Offense Type (%)			
Person	14	9	12
Property	40	51	11
Drug	12	6	18
Public Order	28	27	50
Status Offenses (%)[1]	20	21	42

[1]Status Offenses include alcohol, tobacco, truancy, and curfew offenses, which are a portion of public order offenses

Offending by Race/Ethnicity

This final section examines all juvenile offenses in West Jordan by Minority status to determine if there are any specific differences in offending patterns between White and Minority youth. As previously noted, 38% of juvenile offenses in West Jordan were committed by Minority youth (9% unknown race/ethnicity). Offenses that occurred at the West Jordan Schools with SROs had fewer cases with missing data and a higher Minority offense rate (41%; see Table 6). Offenses occurring at the treatment (Tx) facility/specialty schools in West Jordan also had a low missing data rate (4%) and the highest Minority offending rate (49%). Offenses reported at WJPD had the highest rate of missing data (12%), but also a slightly higher percentage of Minority offending (41%) than the overall city-wide average.

Table 6 Offending by Minority Status and Location

	Offenses by Minority Status		
	White	Minority	Unknown
Overall (%)	**53**	**38**	**9**
At WJPD[1] (%)	47	41	12
At School (%)	54	41	5
At Tx Facility/Specialty School[2] (%)	47	49	4

[1]Most likely are offenses where citizens made complaint at WJPD station
[2]Included: Artec Junior-Senior HS, Copper Hills Youth Center, West Ridge Academy

As shown in Table 7, Minority offenses had slightly fewer female offenders and slightly younger offenders. Minority offenses were also a little less likely to occur on the weekend (Fri-Sun). Most juvenile offenders, regardless of Minority status, were West Jordan residents. Similarly, most offenses occurred during daytime/school hours (7 am to 3 pm) for both White and Minority offenders. There were only a couple of small differences in offending types, with Minorities having a slightly higher percentage of person offenses (22% vs. 16% for White) and fewer status offenses (13% vs. 20% for White youth).

Table 7 Offense Characteristics by Minority Status

	White[1] (53% overall)	**Minority** (38% overall)
Offender Characteristics		
Gender (% female)	33	25
Age at Offense (Mn (SD))	15.8 (1.6)	15.5 (1.6)
Youth Home City (%):		
West Jordan	71	75
Surrounding City[2]	16	14
Other Salt Lake County Location	10	9
Other Utah Location	2	<1
Out of State	<1	1
Offense Time (%)		
7 am to 3 pm	53	55
3 pm to 11 pm	28	27
11 pm to 7 am	19	18
Offense Day of Week (%)		
Weekday (Mon-Thurs)	63	68
Weekend (Fri-Sun)	37	32
Offense Type (%)		
Person	16	22
Property	34	32
Drug	14	13
Public Order	29	26
Weapon	1	1
Traffic	1	3
Obstruct LE	3	3
Status Offenses (%)[3]	20	13

[1]Overall 9% of juvenile offenses are missing race/ethnicity data, these are excluded from analyses
[2]Surrounding cities are: Copperton, Kearns, Midvale, South Jordan, Taylorsville, and West Valley City
[3]Status Offenses include alcohol, tobacco, truancy, and curfew offenses, which are a portion of public order offenses

Discussion and Conclusion

Based on 2010 U.S. Census estimates, approximately one-third (35%) of the West Jordan (WJ) population are under the age of 18. Of those under age 18, nearly three-quarters (70%) were White, with Hispanics (21%) comprising the next largest group. A larger proportion of juvenile offenses in WJ were committed by Minority youth (38% of offenses) than the size of the city's Minority population (30% of those under age 18 are Minority). The largest differences were observed for Hispanics (21% of under age 18 population, 25% of juvenile offenses) and African Americans (1% of under age 18 population, 5% of juvenile offenses).

Do most juvenile offenses in West Jordan occur *at* the schools that have School Resource Officers (SROs)? What types of offenses are committed?

No, only 18% of all juvenile offenses occurring in West Jordan during 2011 occurred at one of the middle or high schools. The most common offenses occurring at the schools were for public order (primarily disorderly conduct and tobacco) and drugs (primarily drug paraphernalia and possession of Marijuana). This finding was in line with WJPD officer interviews that suggested that fighting and drugs were the most common offenses at school. Offense types were very similar for White and Minority youth, with the exception of Minority youth having more person offenses at the schools (20%, compared to 12% for White youth). Likewise, a higher percentage of Minority offenses were flagged as fighting (46%) than White offenses (23%). However, both Whites and Minorities were more likely to be charged with public order offenses (rather than person offenses) at school for fighting behaviors (59% of Minority fighting offenses were public order, while 63% of White offenses were).

Do most juvenile offenses in West Jordan occur *near* the schools that have School Resource Officers (SROs)? What types of offenses are committed?

No, 20% of juvenile offenses occurred within a mile of the six schools (8% within a half mile and 12% within a half to one mile), but not on the school campuses. The remaining 62% of juvenile offenses occurred more than a mile from one of the schools. When compared to all non-school offending, offenses occurring near the schools were slightly less likely to be committed by Minority offenders, more likely to occur in late night/overnight hours, and more likely to occur on the weekends. Property offenses (primarily theft) were the most common offenses occurring in the areas surrounding the schools (0.1 – 0.5 miles from the schools), while public order offenses (primarily alcohol possession and curfew) were the most common offenses in the areas that were slightly further from the schools (0.6 – 1.0 miles from the schools). WJPD officers who were interviewed for this study suggested that juvenile offenders were most often charged for retail theft, trespassing, and smoking in the areas near the schools.

Are all or certain types of school-based offenses disproportionately committed by Minority youth?

The percent of Minority offending was higher than the percent of Minority enrollment at all of the school buildings, except West Hills MS where only 6% of offenses were committed by Minority youth and 26% of school enrollment was Minority (and Sunset Ridge MS which was excluded from analysis due to the small number of offenses). The school with the largest disparity was Copper Hills HS where 28% of enrollment was Minority and 47% of offenses were committed by Minorities.

At school, a higher percentage of Minority offenses were flagged as fighting (46%) than White offenses (23%). When Minority offending was examined as a percent of each offense type, only person offenses had a substantially higher rate of Minority offending (53%) than the overall Minority at school offense rate (41%). Minorities were also more likely to have fighting offenses off campus (22% of Minority off campus offenses were flagged as fighting, compared to 11% of White off campus offenses). Both White (68%) and

Minority (65%) youth were more likely to be charged with person offenses (rather than public order) when fighting outside of school.

Next Steps and Recommendations

Based on the findings in this report, some potential areas for further exploration and intervention include:

- Intervention at Copper Hills HS to prevent and address the disproportionately high level of Minority offending on campus and the largest discrepancy between Minority enrollment (28%) and Minority offending (47%) rates. Although less than 20% of WJPD juvenile offenses occurred at the schools, the school setting provides an opportunity to address juvenile offending in a geographically limited and controlled environment. Addressing juvenile offending at the schools with the highest discrepancy between Minority enrollment and Minority offense rates could potentially impact DMC in West Jordan.

- Exploration of potential conflict resolution programs or interpersonal skills trainings to address and prevent fighting in the schools where it appears to be most prevalent: Copper Hills HS, West Jordan MS, and Joel P Jensen MS. Although the number of fighting offenses was relatively low, fights represented a substantial percentage of school offenses that were filed with WJPD (Copper Hills HS, 28 offenses, 42% of offenses at the school; West Jordan MS, 15, 41%; and Joel P Jensen MS, 15, 36%). Additionally, Minority youth were more likely to have fighting offenses both on and off campus and interventions to address and prevent fighting could positively impact the overall student body, as well as DMC rates in West Jordan.

- Exploration of specific interventions to address the disproportionate offending of Hispanic (21% of under age 18 population, 25% of juvenile offenses) and African American (1% of under age 18 population, 5% of juvenile offenses) youth in West Jordan.

Chapter 5
West Valley Police Department (WVCPD) Report

Background and Introduction

Interviews were conducted at the West Valley City Police Department (WVCPD) in September of 2011 as part of Phase 1 of the DMC Arrest Assessment conducted by the Utah Criminal Justice Center (UCJC). From these interviews, several potential study ideas were identified that would examine if certain factors were related to disproportionate minority contact (DMC) in their jurisdiction. From this list the top two priority research questions were selected by WVCPD and, of those, one was selected by the DMC Subcommittee of the Utah Board of Juvenile Justice (UBJJ). The selected research question for WVCPD that will be reviewed in this report is the following student/school offense analysis:

How do offense types and rates vary by the two high schools and four junior high schools?

- Is there a difference in offense location (e.g., at school, near school)?
- Is there a relationship between gang-involvement and assault/conflict offenses in the schools?
- Do the six schools vary on crime types and rates by race/ethnicity?

Methods

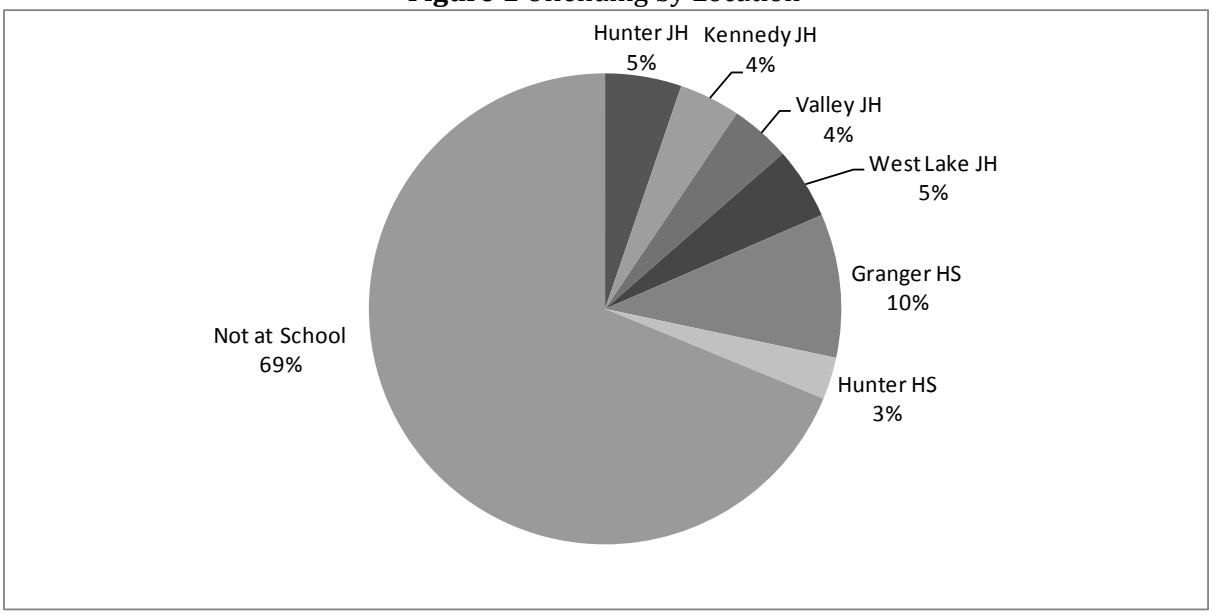
- **WVCPD** provided a dataset with all juvenile offenses occurring during 2011 (N = 2,008). This dataset included information on offense date, type, severity, and location, as well as information on offender demographics (age, gender, and race/ethnicity). WVCPD also provided data on which juvenile offenses had gang codes attached. Case numbering was provided to allow for offense, episode, and person-based analyses.
- Location type and distance to nearest school were determined by UCJC using **Google Maps** and the offense address provided by WVCPD.
- Population descriptions for WVC were compiled by UCJC from **2010 U.S. Census** estimates.
- School population and descriptions were compiled by UCJC from the **Utah State Office of Education** (USOE) website.

Results

School Offending

Of the 2,008 juvenile offenses in WVC in 2011, just under one-third (31%) occurred in one of the six school campuses where WVCPD has school resource officers (SROs) (see Figure 1, on the following page). Granger High School (HS) had the most on-campus offenses, with 10% of all juvenile offenses in WVC occurring at Granger HS. The percentage of juvenile offenses occurring on the four junior high (JH) campuses ranged from 4-5%. Most of the juvenile offenses in WVC occurred at non-school settings (69%).

Figure 1 Offending by Location



As shown in Table 1, the on campus offense per pupil ratio (calculated by taking total enrollment divided by the number of offenses that happened on campus) was approximately the same for the four junior highs, with one offense happening on campus per 11-13 students. The offender per pupil ratio (calculated by dividing the total enrollment by the number of offenders who had offenses on campus) varied across the four junior highs, with Valley JH having the lowest (worst) with one offender per 15 students and West Lake having the highest (best) with one offender per 20 students. When comparing the two high schools, Granger HS had substantially more at school offending compared to Hunter HS.

Table 1 Offending at Schools

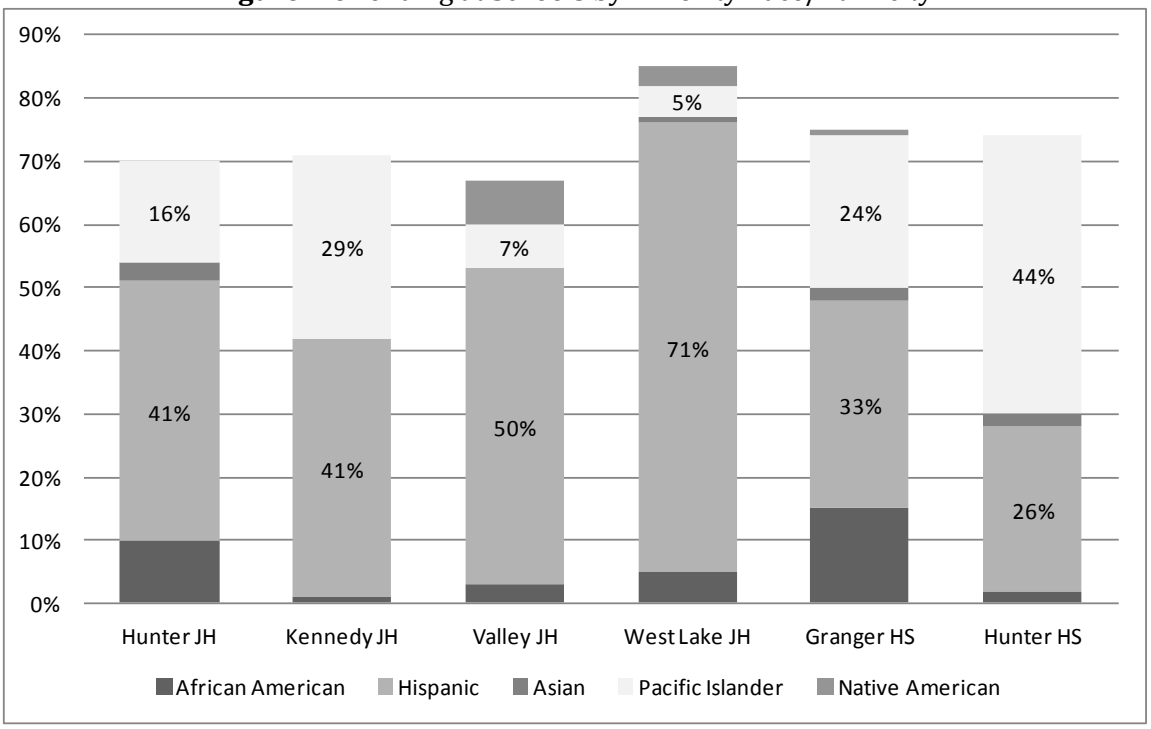
	Junior Highs				High Schools	
	Hunter	Kennedy	Valley	West Lake	Granger	Hunter
Utah State Office of Education (USOE) Information						
% Minority	48	52	58	75	64	49
% Economic Disadvantage	49	63	60	81	60	44
Student Teacher Ratio	25.4	22.7	23.3	20.6	20.9	24.1
% English Language Learners	13	18	20	27	21	11
2011-2012 Enrollment	1205	1068	907	1153	1645	2150
2011 Graduation Rate (%)					60	76
Continuing Students + Other Completers Rate					n<10	n<10
Dropout Rate (%)					38	24
2011 WVCPD Data						
Offenses at the School Buildings						
Offenses	105	84	83	99	198	58
Offense per Pupil Ratio (enrollment/offenses)	1/11	1/13	1/11	1/12	1/8	1/37
Episodes	90	74	76	82	172	44

	Junior Highs				High Schools	
	Hunter	Kennedy	Valley	West Lake	Granger	Hunter
Episode per Pupil Ratio (enrollment/episodes)	1/13	1/14	1/12	1/14	1/10	1/49
Offenders	65	66	62	58	138	35
Offender to Pupil Ratio (enrollment/offenders)	1/19	1/16	1/15	1/20	1/12	1/61
Offenses by Minorities[1] (%)	70	71	67	86	75	74
Arrest Episodes by Minorities (%)	68	68	69	85	80	73
Offenders by Minorities (%)	71	66	67	84	80	74
Female Offenders (%)	26	29	37	47	37	7
Average Age of Offenders (Mn)	14.3	14.2	14.2	14.2	16.5	16.5

[1]Percents were calculated after removing cases with missing race/ethnicity data. 3.5% of offenses overall were missing this information

All six of the schools had higher Minority offending on campus than their percent Minority enrollment, whether offending was examined at the offense, episode, or offender level (see Table 1). Hunter JH and Hunter HS had the most discrepancy between Minority enrollment (48% JH; 49% HS) and percent of Minority offenders (71% JH; 74% HS). Hunter HS had the fewest female offenders (7%), while West Lake JH had the most (47%). The average age of the offenders was very similar across the four junior highs (14.2-14.3 years old) and across the two high schools (16.5 years old). Figure 2 breaks out the Minority offenses at each school by the race/ethnicity categories in WVCPD data. As shown in Figure 2, most Minority offenses were committed by either Hispanic youth or Pacific Islander youth (percents shown).

Figure 2 Offending at Schools by Minority Race/Ethnicity



Although Granger HS had a considerably greater volume of offending in 2011 than Hunter HS (see Table 1 on page 48), a higher proportion of the offenses at Hunter HS were more severe. As shown in Table 2, Hunter HS offenses included more person offenses than Granger HS (16% vs. 5%), gang related (29% vs. 8%), and higher degree offenses (31% vs. 2% felonies). An offense was flagged as gang related if the offender had a gang affiliation noted in the WVCPD database. Gang related offenses at Hunter HS included most types of offending, including property, drug, public order, weapon, and obstructing law enforcement (LE). It should be noted that the difference between the two high schools on volume and severity of offending could be due to enforcement policies at the school. For example, if Granger HS policies require WVCPD involvement in less severe offending, both their volume of offenses will go up and the proportion of offenses that are more severe will go down. The impact of enforcement policies and practices at the six schools should be examined in comparison to their volume and type of offending detected by WVCPD.

Table 2 At School Offense Details

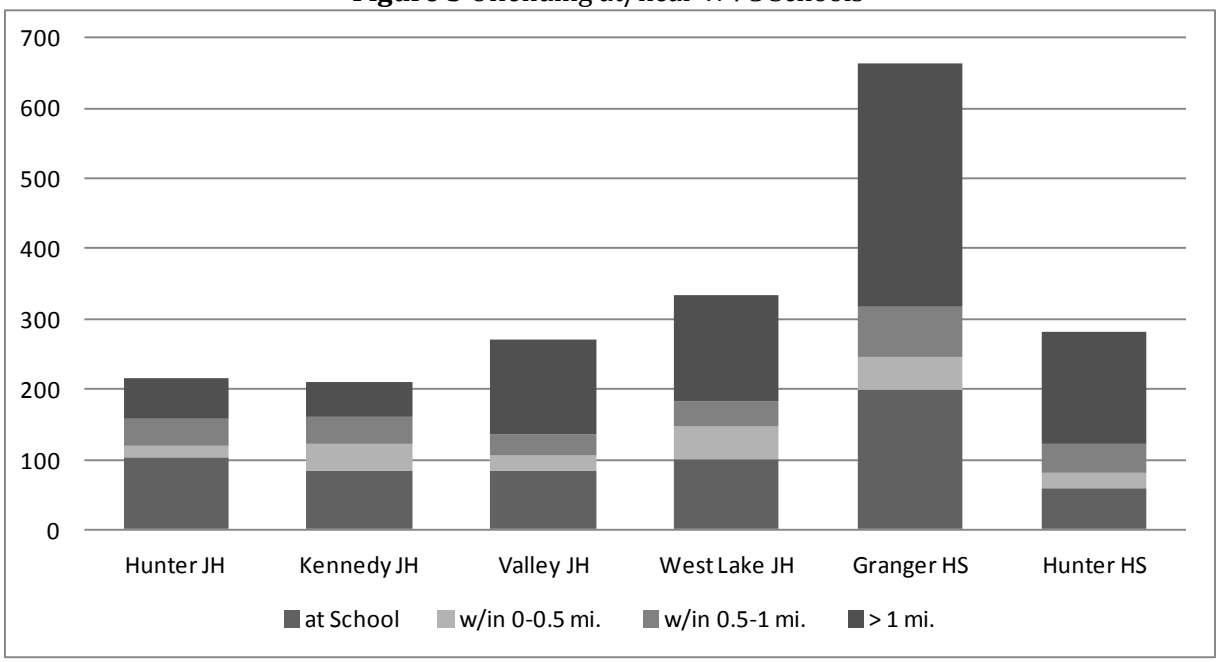
	Junior Highs				High Schools	
	Hunter	Kennedy	Valley	West Lake	Granger	Hunter
Offense Types (%)						
Person	19	33	17	15	5	16
Property	22	16	22	35	34	26
Drug	8	0	12	5	11	9
Public Order	49	48	46	34	46	29
Weapon	0	2	2	7	2	10
Obstructing LE	2	0	1	2	2	5
Status Offense (%)	3	1	2	4	12	5
Gang Related (%)	13	0	10	18	8	29
Offense Degree (%)						
Class C Misdemeanor	31	29	2	8	11	5
Class B Misdemeanor	52	60	87	79	80	53
Class A Misdemeanor	8	9	11	12	7	10
3rd Degree Felony	5	2	0	1	2	24
2nd Degree Felony	4	0	0	0	0	7

Public order offenses (e.g., unlawful acts about schools, disorderly conduct) were the most common offense type at all the schools, except West Lake JH where property offenses were a slightly higher proportion of the offending occurring at the school (see Table 2). Granger HS had the most status offenses, primarily tobacco possession. Hunter HS and Hunter JH had the highest proportion of felonies; however, most school offending at all of the schools was at the Class B Misdemeanor level.

Near-School Offending

As noted in the *Methods* section, all offense addresses were coded for their distance to the nearest WVC school with an SRO. As shown in Figure 3, on the following page, Granger HS had the most juvenile offenses *at* and *near* their campus. Granger HS is near restaurants, stores, parks, public transit, and WVC City Hall Complex that includes the Police Station and Juvenile Court. Because of its proximity to several "attractive nuisances" (areas that draw teenagers) and areas of detection (where police and other officials are present), it is not surprising that Granger HS has the most offenses in its proximity.

Figure 3 Offending at/near WVC Schools



When examining the offenses near each of the six schools (but *not* on campus; see Table 3), the most common offense type near all of the schools were property offenses. Property offenses were highest near the two high schools, where they were almost entirely retail thefts (70% of property offenses near Hunter HS were retail theft; 60% near Granger HS). Retail theft was also the most common offense near Valley JH (38%), followed by theft (24%). Criminal mischief (property damage) was the most common property offense near Hunter JH (30%; followed by trespass, 27%) and Kennedy JH (32%; followed by retail theft, 19%). Theft (29%), then criminal mischief (19%), was the most common property crime near West Lake JH.

Table 3 Offense Details for *Off Campus* Offending by Nearest School

	Junior Highs				High Schools	
	Hunter	Kennedy	Valley	West Lake	Granger	Hunter
Offense Types (%)						
Person	15	8	12	17	9	10
Property	33	37	46	31	58	70
Drug	17	12	8	10	5	4
Public Order	29	34	23	25	17	11
Weapon	2	2	1	4	2	3
Obstructing LE	1	2	4	9	5	0
Gang Related (%)	**7**	**2**	**7**	**9**	**10**	**4**

Juvenile Offending by Race/Ethnicity

Based on 2010 U.S. Census estimates, one-third of the WVC population are under the age of 18.[16] Of those under age 18, just under half (43%) are White, with Hispanics (42%) comprising the next largest group (see Table 4). Offending for Hispanic youth in WVC was only slightly higher than their proportion of the under 18 population. African American and Native Hawaiian/Pacific Islander youth comprised a larger percent of juvenile offending than the "under 18" population of WVC.

Table 4 WVCPD Juvenile Offending by Race/Ethnicity

	U.S. Census 2010 - WVC		Juvenile Offending 2011 - WVCPD		
	Total Population	**Under 18 Population**	**Offenses**	**Episodes**	**Offenders**
Number	129,480	42,774	2,008	1,484	1,206
Percent by Race/Ethnicity: [1]					
White, Non-Hispanic	54	43	30	30	30
Total Minority Combined	46	57	66	67	67
African American	2	2	6	6	7
Hispanic	33	42	45	46	46
Asian	5	4	2	2	2
Native Hawaiian/Pacific Islander	3	4	12	11	10
American Indian/Alaska Native	1	1	1	2	2
Other/Mixed	2	4	--	--	--
Unknown/Missing	--	--	4	4	4

[1]Race is only reported for those who reported a single Race (not 2 or more).

White and Minority offending were very similar in type and severity (see Table 5). Most White and Minority offenses were property or public order and Class B Misdemeanors. There were only two areas of major difference. A much higher proportion of Minority offenses were gang related (13% vs. 1% for White offenses) and a higher percentage of Minority offenses happened at the six WVC schools with SROs (34% vs. 26% for White offenses).

Table 5 Offense Characteristics by Minority Status

	White Offenses[1] (30% of total)	**Minority Offenses** (66% of total)
Offense Types (%)		
Person	12	13
Property	45	41
Drug	10	7
Public Order	27	28
Weapon	2	3
Obstructing LE	2	4

[16] 42,774 under age 18 out of 129,480 total population

	White Offenses[1] (30% of total)	Minority Offenses (66% of total)
Offense Degree (%)		
Class C Misdemeanor	10	10
Class B Misdemeanor	70	69
Class A Misdemeanor	6	10
3rd Degree Felony	7	5
2nd Degree Felony	5	3
Other Offense Details		
Status Offenses (%)	12	12
Gang Related (%)	1	13
At School (%)	26	34
Female Offenders (%)	28	25
Average Age of Offenders (Mn)	15.6	15.6

[1]4% of offenses have unknown race/ethnicity and are excluded from this table

Discussion and Conclusion

Based on 2010 U.S. Census estimates, one-third of the WVC population are under the age of 18. Of those under age 18, just under half (43%) are White, with Hispanics (42%) comprising the next largest group. Offending for Hispanic youth in WVC was only slightly higher than their proportion of the under 18 population; however, African American and Native Hawaiian/Pacific Islander youth comprised a larger percent of juvenile offending than their "under 18" population.

Offending on School Campuses

Nearly one-third (31%) of juvenile offending in the WVCPD jurisdiction occurred on one of the junior high (JH) or high school (HS) campuses. The most common offenses committed at the schools were for public order offenses (e.g., unlawful acts about schools, disorderly conduct), except West Lake JH where property offenses were slightly higher. Granger HS had the most status offenses of all six schools, primarily for tobacco possession, and Kennedy JH had the most person offenses. Hunter HS and Hunter JH had the highest proportion of felonies; however, most school offending at all of the schools was at the Class B Misdemeanor level.

When comparing the two high schools, Granger HS had substantially more offending at the school than Hunter HS. Although the volume of offending was substantially higher at Granger HS, an examination of offense types determined that offenses committed at Hunter HS appear to be more serious in nature (i.e., more person, felony, and gang related offenses). It should be noted however, that this difference may be due to policy differences regarding when school officials involve law enforcement and/or how certain offenses, such as fighting, are charged.

Minority youth in WVC tend to have significantly more offenses occurring on the school campus (34%) than White youth (26%) and Hispanic and Pacific Islanders comprise the largest groups of Minority offenders at all six schools. Minority offending at the schools was disproportionately high (in comparison to Minority student enrollment) at all six schools and the greatest discrepancies were observed at Hunter JH and Hunter HS.

Offending in Surrounding Areas

The most common juvenile offenses occurring in the areas surrounding (but not including) the high schools were for property offenses (e.g., retail theft, theft, criminal mischief, trespassing). A substantial amount of juvenile offending was committed near the Granger HS campus. This is most likely due to the school's close proximity to commercial areas that are attractive to youth (e.g., restaurants, stores, parks, public transit) as well as areas of increased detection (e.g., WVCPD and Juvenile Court). Property offenses were also the most common offenses committed near the junior highs; however, significantly more public order offenses were also committed near the junior highs than the high schools.

Gang-Involvement

In general, Minority youth in WVC tend to have significantly more gang related offenses (13%) than White youth (1%). West Lake JH and Hunter HS had the highest percent of gang related offenses at school (18% and 29%, respectively). The most common gang related offenses occurring on school campuses (all schools combined) were for unlawful acts about schools (18%), criminal trespass (14%), and disorderly conduct (8.3%). Interviews with WVCPD personnel indicated that the charges of "unlawful acts about schools" and "disorderly conduct" were frequently used to charge youth for fighting. However, Kennedy JH had the highest percent of person offenses, but no gang related offenses; while West Lake JH had the highest percent of gang related offenses but the lowest person and public order offenses. These mixed findings do not conclusively support the claim that there is a relationship between gangs and fighting in the schools.

Next Steps and Recommendations

Based on these findings, some potential areas for further exploration and intervention include:

- Interventions to address the disproportionate offending of Native Hawaiian/Pacific Islander and African American youth in WVC. Although Hispanic youth comprise the largest group of Minority offenders, their offense rates do not differ as much from their proportion of the "under 18" population of WVC.
- Interventions at Hunter JH and Hunter HS to prevent and address the disproportionately high level of Minority offending on campus. Those two schools had the lowest Minority enrollment and the largest discrepancy between Minority enrollment and Minority offending rates.
- Interventions at Hunter HS and West Lake JH to address the high prevalence of gang related offenses occurring on the school campus.
- Closer examination of offenses occurring on school campuses and how they are charged at the various schools (e.g., example of fights being charged as assault, unlawful acts, or disorderly conduct depending on the school/SRO). This further exploration will help determine if the higher severity of offending at Hunter HS is due to differences in reporting offenses to law enforcement and/or charging or if substantially more severe offenses are occurring on that campus compared to the other schools.
- Exploration of programs, such as Peer Court, to reduce the need for law enforcement (LE) response for low-level offenses occurring at the schools. For example, Granger HS has the most on campus offenses; however, it also has the highest percent of status offenses (often tobacco). A pre-LE diversion opportunity, such as Peer Court, may reduce juvenile contact with LE and penetration into the juvenile justice system.

Chapter 6
Logan Police Department (LPD) Report

Background and Introduction

Interviews were conducted at the Logan Police Department (LPD) in January of 2012 as part of Phase 1 of the DMC Arrest Assessment conducted by the Utah Criminal Justice Center (UCJC). From these interviews, several potential study ideas were identified that would examine if certain factors were related to disproportionate minority contact (DMC) in their jurisdiction. From this list the top two priority research questions were selected by LPD and, of those, one was selected by the DMC Subcommittee of the Utah Board of Juvenile Justice (UBJJ). The selected research question for LPD that will be reviewed in this report is the following school-based crime analysis:

Are the majority of juvenile crimes that are detected by LPD occurring at the schools?

- How do school offenses differ from other juvenile crimes in the community?
- Is the race/ethnicity make-up of school offenders similar to non-school offenders?
- Is the race/ethnicity make-up of school offenders comparable to the race/ethnicity make-up of the school where the offense occurred?

Methods

- **LPD** provided a dataset with all juvenile offenses occurring during 2011 (N = 962). This dataset included information on offense date, time, type, and location, as well as offender demographics (age, gender, and race/ethnicity) and home address. LPD data had identifiers available to analyze juvenile offending at the offense, episode, and youth level.
- School population and descriptions were compiled by UCJC from the **Utah State Office of Education** (USOE) website.
- Population descriptions for Logan City were compiled by UCJC from **2010 U.S. Census** estimates. In addition to examining the city as a whole, data was compiled for the Census tracts in which the middle and high schools reside (Tracts 502, 6, and 1002). Unless otherwise stated, the descriptions from Census data are for the entire population, not a specific juvenile age group.

Results

School vs. Non-School Offending

During 2011, 962 juvenile offenses occurred, with 209 (22%) of them occurring at the high schools[17] or middle school[18]. As shown in Table 1, on the following page, significantly more of the on campus offending was committed by Minority youth (45%) compared to the offenses that occurred off campus (32% by Minority). Compared to the total Minority population for Logan (according to the 2010 U.S. Census) of 21%, a higher proportion of juvenile offenses (35% overall) were committed by Minority youth. When

[17] Logan High – North and South Campus; Fast Forward Charter High School (including Bridgerland Applied Technical College; where the FFCHS SRO's office is located)
[18] Mount Logan Middle School

compared to the under 18 Census population, Minority offending rates (35% overall) were still slightly higher than the under age 18 Minority population of Logan (31%).

Table 1 Offending by Location and Minority Status

	U.S. Census 2010 - Logan		Juvenile Offenses 2011 - LPD		
	Total Population	**Under 18 Population**	**Overall**	**Off Campus**	**At School**
Number	48,174	11,865	962	753	209
Percent by Race/Ethnicity:					
White, Non-Hispanic	79	69	64	67	54
Total Minority Combined	21	31	35	32	45
African American	1	1	2	2	1
Hispanic	14	23	31	29	42
Asian	3	2	1	1	1
Native Hawaiian/Pacific Islander	1	1	--	--	--
American Indian/Alaska Native	1	1	1	0	1
Other/Mixed	2	3	--	--	--
Unknown/Missing	--	--	1	1	1

In addition to having a higher proportion of Minority offenders, on campus offending also included a higher proportion of female offenders than off campus offending (see Table 2). Not surprisingly, a much higher percentage of on campus offending happened during approximate school hours (7 am to 3 pm). Offender age, percent of status offenses, and offense severity were fairly similar across the two locations. Slightly more infractions and slightly fewer Class B Misdemeanors were issued on campus; however, the two locations were nearly identical in the percent of offenses that were Class A Misdemeanors or felonies. Off campus infractions were primarily curfew violations (56%), followed by truancy (27%). On campus infractions were entirely truancy offenses.

Table 2 Offense Characteristics by Location

	Off Campus (78% of total)	**On Campus** (22% of total)
Offender Characteristics		
Gender (% female)	28	42
Age at Offense (Mn (SD))	15.7 (1.7)	15.9 (1.4)
Offense Severity (%)		
Infraction	16	28
Class C Misdemeanor	13	12
Class B Misdemeanor	49	39
Class A Misdemeanor	13	14
Felony	9	7
Status Offenses (%)[1]	36	39
Offense Time (%)		
7 am to 3 pm	25	74

	Off Campus (78% of total)	**On Campus** (22% of total)
3 pm to 11 pm	41	16
11 pm to 7 am	34	10
[1]Status Offenses include alcohol, tobacco, truancy, and curfew offenses		

Public order offending was the most common type of youth offense, whether on campus (43% of offenses) or off campus (41%; see Table 3). The most common off campus public order offenses were curfew, alcohol, and tobacco, while most on campus public order offenses were for truancy or tobacco. As shown in Table 3, on campus offending included a slightly higher percentage of drug and person offenses, but a slightly lower percentage of property offenses when compared to off campus offending. Most common offense types within person, drug, and property categories were very similar across the two locations.

Table 3 Offense Types by Location

Offense Type (%)	**Off Campus (78% of total)**	**On Campus (22% of total)**
Person	8	13
Property	35	27
Drug	10	15
Public Order	41	43
Weapon	1	1
Traffic	2	0
Obstruct LE	1	0
Most Common Offenses within each Type:		
Person	Simple Assault (53%) Sex Related (20%)	Simple Assault (79%) Sex Related (7%)
Property	Retail Theft (33%) Trespass (21%) Theft (16%)	Theft (46%) Trespass (23%) Criminal Mischief (11%)
Drug	Marijuana (43%) Paraphernalia (26%) Controlled Substance (10%)	Marijuana (66%) Paraphernalia (9%) Controlled Substance (9%)
Public Order	Curfew (28%) Alcohol (26%) Tobacco (21%)	Truancy (67%) Tobacco (19%)

Offending by School Building

Figure 1, on the following page, displays on campus offending by race/ethnicity. At Logan HS (North and South campuses combined), around two-thirds of offenses were committed by Minority youth (59% Hispanic, 1% African American; 3% missing race/ethnicity data). When the two Logan HS campuses were examined separately (not shown in Figure 1), 82 offenses occurred at North campus (54% Minority offenses), while 15 occurred at South campus (93% Minority offenses). Three-quarters (75%) of the offenses occurring at the charter high school (Fast Forward) were committed by White youth. In addition, 15 juvenile offenses were committed at Bridgerland ATC (not shown in Figure 1); of those 20% were committed by Minority youth.

Figure 1 Offenses on School Campus by Race/Ethnicity

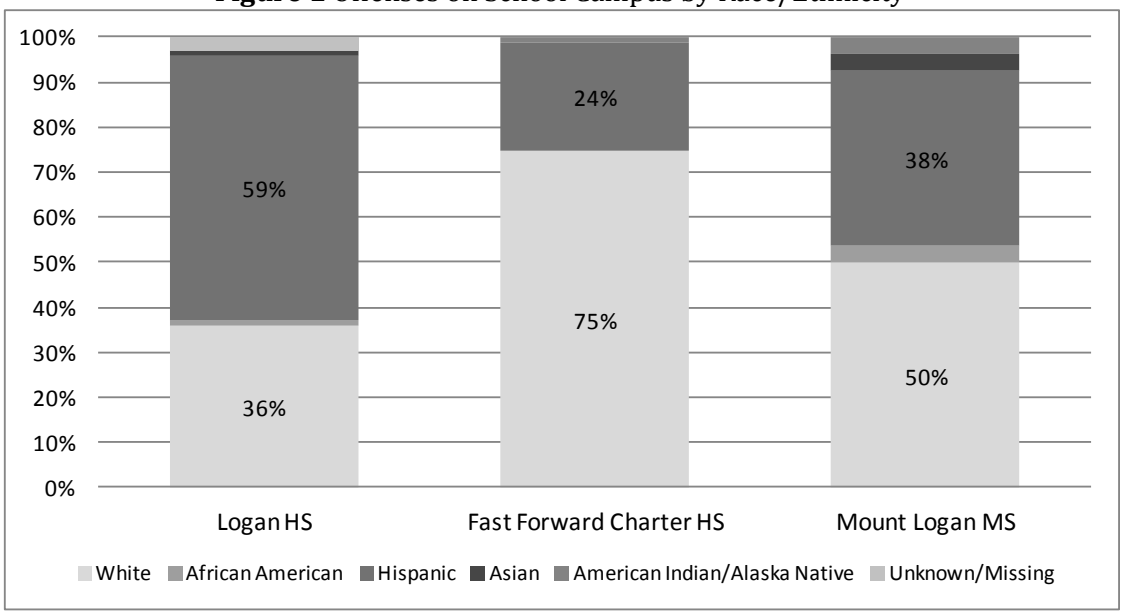


Table 4 further describes offending at the three Logan schools by Minority status. The row titled "Offenses by Minorities" presents the same data as the previous figure (Figure 1). As shown in Table 4, the proportion of offenses, arrest episodes, and offenders at both Logan HS and Mount Logan MS are disproportionate to their percent Minority enrollment. For both schools, the proportion of Minority offending is almost double the Minority enrollment rate. For Fast Forward HS, however, the Minority offense rate (25%) is the same as the Minority enrollment (25%). Fast Forward HS had the most offenses committed by females (61%) and the oldest average age of offenders (16.5 years old). Due to the small number of enrolled students, Fast Forward HS had the lowest (worst) offense per pupil ratio (1 in 4).

Table 4 Offending by School

	Logan HS	Fast Forward HS	Mount Logan MS
Census Data			
Census Tract	1002	502	6
Renter-occupied housing units (%)	61	75	78
USOE Information			
% Minority	31	25	33
% Economic Disadvantage	43	62	57
Student Teacher Ratio	21.5	15.9	19.5
2011 Graduation Rate (%)	79	69	
Continuing Students + Other Completers (%)	5	n<10	
Dropout Rate (%)	16	26	
% English Language Learners	4	7	8
2011-2012 Enrollment	1709	213	1347
LPD Data			
2011 LPD Offenses	97	71	26
Offense per Pupil Ratio (enrollment/offenses)	1/18	1/3	1/52
2011 LPD Offenders	58	54	18

	Logan HS	Fast Forward HS	Mount Logan MS
Offender to Pupil Ratio (enrollment/offenders)	1/29	1/4	1/75
Offenses by Minorities (%)	61	25	50
Arrest Episodes by Minorities (%)	59	29	59
Offenders by Minorities (%)	50	26	61
Female Offenders (%)	39	61	19
Average Age of Offenders (Mn)	15.8	16.5	13.4

Table 5 provides further detail on the offenses that occurred at the three schools. Fast Forward HS offending was the least severe, with the majority being public order and status offenses at the infraction level (primarily truancy). Fast Forward HS also had the most offenses that occurred during school hours (7 am to 3 pm). Logan HS had the most late night/overnight offending, as well as the highest proportion of property offenses. The most common property offenses at Logan HS were theft (51%), criminal trespass (27%), and criminal mischief (property damage, 12%). Logan HS also had the highest proportion of Class A and Felony offending. At Mount Logan MS the most common offense type was person offenses, with assault (87%) and hazing (13%) comprising that category.

Table 5 Offense Characteristics by School

	Logan HS	Fast Forward HS	Mount Logan MS
Offense Type (%)			
Person	9	6	58
Property	51	0	15
Drug	10	27	8
Public Order	27	67	19
Offense Severity (%)			
Infraction	15	51	11
Class C Misdemeanor	7	17	0
Class B Misdemeanor	51	11	81
Class A Misdemeanor	18	14	8
Felony	9	7	0
Status Offenses – Total (%)	**22**	**65**	**15**
Of those, Alcohol	14	0	25
Of those, Tobacco	14	17	0
Of those, Truancy	71	83	75
Offense Time			
7 am to 3 pm	60	90	69
3 pm to 11 pm	20	8	31
11 pm to 7 am	20	1	0

Offending by Race/Ethnicity

As previously noted in Table 1 on page 56, 64% of juvenile offending in Logan was committed by White youth, while 35% was committed by Minority youth. Table 6, on the following page, compares city-wide

offending details for White and Minority youth. White and Minority offenses did not differ on percent of female offenders, average age at time of offense, percent of status offenses, or time of day.

Minority offenses were slightly more likely to be property offenses, and slightly less likely to be drug offenses. The most common property offenses for Minority youth were theft (24%), retail theft (21%), and criminal trespass (20%). The same offenses were the most common property offenses for White youth, although in a slightly different order (retail theft 32%, criminal trespass 22%, theft 20%). Public order offenses were a similar proportion for White and Minority youth; however, they differed in the most common types. The most common public order offense for Minority youth was truancy (34%), followed by alcohol possession/consumption (32%) and curfew (17%). The high level of truancy offending may explain the higher level of at school offending for Minority youth. Public order offending for White youth was most often tobacco (29%), then curfew (23%) and truancy (21%). Marijuana possession was the most common drug offense for both White and Minority youth.

Minority offenses were also more likely to be slightly more severe, with fewer Minority offenses at the Class C Misdemeanor level and slightly more Minority offenses at the Class A Misdemeanor level. A larger percentage of Minority offending occurred at school rather than off campus. This is consistent with the previous finding that the proportion of Minority offending at the schools is more disproportionate when compared to the population than the off campus offending.

Table 6 Offense Characteristics by Race/Ethnicity

	White Offenses[1] (64%)	Minority Offenses (35%)
Demographics		
Female Offenders (%)	33	30
Average Age of Offenders (Mn)	15.7	15.8
Offense Type (%)		
Person	8	11
Property	30	38
Drug	14	6
Public Order	43	39
Offense Severity (%)		
Infraction	19	17
Class C Misdemeanor	16	8
Class B Misdemeanor	47	47
Class A Misdemeanor	10	19
Felony	8	9
Status Offenses – Total (%)	38	35
Offense Time (%)		
7 am to 3 pm	37	33
3 pm to 11 pm	35	38
11 pm to 7 am	28	29
Offense Location – At School (%)	18	28

[1] 1% of offenses were missing race/ethnicity and were excluded from these figures

Discussion and Conclusion

Are the majority of juvenile crimes that are detected by LPD occurring at the schools?

No, approximately one in five (22%) juvenile offenses happened at the high schools or middle school. The High Schools included Logan High (both North and South campuses) and Fast Forward Charter High School (including Bridgerland Applied Technical College, where the FFCHS SRO's office is located).

How do school offenses differ from other juvenile crimes in the community?

School offenses (compared to off campus offending) were more disproportionately committed by Minority youth: 32% of off campus offenses in Logan were Minority offenses compared to 45% of at school offenses. The largest difference was for Hispanic youth: 29% of off campus offenses were committed by Hispanic youth compared to 42% of offenses committed on campus. On campus offending was more likely to happen during school hours (7 am to 3 pm), be low-level (infraction) offenses, and be committed by female offenders. A slightly higher proportion (5% more) of on campus offending was for person and drug offenses, while a slightly lower proportion (8% less) was for property offenses. Public order offenses were the most common type both on (43%) and off (41%) campus. Specifically, truancy was by far the most common public order offense on campus (67%), while curfew (28%) and alcohol offenses (26%) were the most common off campus public order offenses.

Is the race/ethnicity make-up of school offenders similar to non-school offenders?

No, school offenses have a larger proportion of Minority offenders (45%) than off campus offenses (32%). Both are disproportionately higher than the overall Minority population in Logan (21%), although the under age 18 Minority population (31%) is more similar.

Is the race/ethnicity make-up of school offenders comparable to the race/ethnicity make-up of the school where the offense occurred?

No, there are disproportionately more Minority offenders than the Minority enrollment at both Logan HS (50% Minority offenders vs. 31% Minority enrollment) and Mount Logan MS (61% vs. 33%). The Minority offender rate at Fast Forward Charter HS is similar to their Minority enrollment rate (26% vs. 25%).

Next Steps and Recommendations

Based on the findings in this report, some potential areas for further exploration and intervention include:

- Collaboration with Logan school officials to address on campus offending. Although only 22% of juvenile offenses occurring in Logan were on school campuses, those offenses were even more disproportionately committed by Minority youth than off campus offending. Furthermore, the proportion of Minority offending was almost double the Minority enrollment at both Logan HS and Mount Logan MS. Stakeholders should examine youth behavior at the schools, school policies, law enforcement (LE) response, and alternative responses to develop strategies to prevent and reduce youth offending at schools, as well as penetration into the juvenile justice system. LPD currently runs a Peer Court for first time offenders following arrest/citation for low level offenses (not including Class A Misdemeanors or felonies). The LPD and Logan school officials should examine current Peer Court policies and explore the possibility of involving youth in Peer Court prior to an official arrest/citation and/or expanding the option to include low-level repeat offenders.

- Examination of truancy offending at Fast Forward Charter HS and truancy offending with Minority youth to explore options for prevention and diversion (e.g., Peer Court). Minority youth have significantly more "on campus" offending than White youth and much of that is driven by truancy offenses. In fact, truancy offenses are the most common single offense type for Minority youth. Attempts to prevent truancy or divert truancy offenses from the juvenile justice system could positively impact DMC rates in Logan.

- Closer examination of offenses occurring on school campuses and how they are charged at the various schools (e.g., fights being charged as assault or public order offenses). This further exploration could help determine if the higher proportion of person/assault offenses at Mount Logan MS is due to differences in reporting offenses to law enforcement and/or charging or if substantially more person offenses are occurring on that campus compared to the other schools.

Chapter 7
Ogden Police Department (OPD) Report

Background and Introduction

Interviews were conducted at the Ogden Police Department (OPD) in June of 2011 as part of Phase 1 of the DMC Arrest Assessment conducted by the Utah Criminal Justice Center (UCJC). From these interviews, several potential study ideas were identified that would examine if certain factors were related to disproportionate minority contact (DMC) in their jurisdiction. From this list the top two priority research questions were selected by OPD and, of those, one was selected by the DMC Subcommittee of the Utah Board of Juvenile Justice (UBJJ). The selected research question for OPD that will be reviewed in this report is the following Area 4 "Central City" crime analysis:

> Does a disproportionate amount of juvenile offending occur in Ogden's Central City (Area 4 for OPD; 22nd to 30th and Washington to Monroe)?
> - What type of crime types are committed by youth in Central City vs. the rest of Ogden?
> - Does the gang unit make a disproportionate number of juvenile arrests in Central City?
> - What is the race/ethnicity of offenders in Central City? Does this reflect the population of Central City?

Methods

- **OPD** provided a dataset with all juvenile offenses occurring during FY2010 (7/1/09 – 6/30/10). Juvenile Arrest data were divided by location of offense into two groups: Within Central City (OPD Area #4, 22nd to 30th Streets between Washington and Monroe; episodes = 60) and outside of Central City (episodes = 688). The juvenile offense data included information on offense date, type, and location. OPD also provided the lists of juvenile episodes that resulted in custodial arrest (taking a youth into detention). These custodial arrests are a subset of the overall arrests; however, because they were lacking a common identifier, it was not possible to link the custodial arrest information to overall juvenile arrest episodes to compare them. Due to reporting limitations of their database, OPD had to individually pull race and ethnicity records. Because of this, race/ethnicity data are only available for the smaller set of offenses that occurred within Central City. An additional limitation of OPD data reporting was that juvenile offense data were restricted to the most severe offense on each episode. Therefore, this report is limited to an analysis of the most serious offense at each juvenile episode, rather than a complete analysis of the volume and type of juvenile offending in Ogden.
- Total and juvenile (under 18 years old) population descriptions for Ogden and Central City were compiled by UCJC from **2010 U.S. Census** estimates. Central City descriptions had to be estimated from the Census tracts that were within/overlapped with the Central City parameters (Census Tracts 2009 and 2013.01).
- School Enrollment data on students' race/ethnicity were compiled by UCJC from the **Utah State Education Office** (USEO) website for the 2011-2012 school year.

Results

Central City Arrests

Of the 748 juvenile arrest episodes that occurred in Ogden in FY2010, 60 (8%) occurred in the Central City area (Area 4; 22nd to 30th and Washington to Monroe), while the remaining 688 (92%) occurred outside of Central City (see Table 1). Compared to the 2010 U.S. Census data, this proportion of episodes occurring in Central City appears to be in line with the percent of the city's residents who live in this area (9%; see Table 2).

Table 1 Juvenile Episodes by Race/Ethnicity

	Ogden	Central City
Total Juvenile Episodes in FY2011 (n (%))	**748**	**60 (8%)**
Offenders per episodes by Race/Ethnicity (%):[1]		
White, Non-Hispanic	--	25
Total Minority Combined		75
Hispanic	--	66
African American	--	5
Asian/Pacific Islander	--	2
Native American	--	1

[1]Total offenders per episodes in Central City is 95 offender race/ethnicities listed across 60 episodes. An offender could be counted more than one time if involved in more than one episode.

Table 1 also shows the race/ethnicity for juvenile offenders involved in the 60 episodes that occurred in Central City. As noted in the *Methods* section on the previous page, race and ethnicity data had to be individually pulled and entered for each juvenile episode by OPD staff; therefore, only Central City data were collected for this report. It appears that Minority youth may be only slightly overrepresented in the Central City episodes, as 75% of offenders by episode were Minority youth (66% Hispanic), while 71% of the juvenile population in Central City was Minority, with Hispanics (65%) comprising the largest category (see Table 2).

Table 2 Population by Race/Ethnicity

	Ogden	Central City[1]
U.S. Census 2010		
Estimated Population	82,825	7,259
Estimated Population (% of Ogden Total)	100	9
Percent Under 18 Years Old (%)	28	30
Renter-occupied housing units (%)	42	76
Race/Ethnicity – Total Population (%)		
White, Non-Hispanic	63	45
Total Minority Combined	37	55
African American	2	2
Hispanic	30	48
Asian	1	1

	Ogden	Central City[1]
Native Hawaiian/Pacific Islander	1	1
American Indian/Alaska Native	1	1
Other/Mixed	2	2
Race/Ethnicity – Under 18 Population (%)		
White, Non-Hispanic	42	29
Total Minority Combined	58	71
African American	1	1
Hispanic	51	65
Asian	1	0
Native Hawaiian/Pacific Islander	1	0
American Indian/Alaska Native	1	1
Other/Mixed	4	3
School Enrollment Data – Minority Students (%)		
Ogden City School District[2]	55	--
Weber School District[3]	24	--

[1]Central City population is estimated from the two Census tracts that overlap the area (2009 & 2013.01).
[2]Includes the following Ogden City School District Junior High and High Schools that are located within the Ogden City limits: Ben Lomond High, George Washington High, Ogden High, Highland Jr High, and Mound Fort Jr High
[3]Includes the following Weber School District Junior High and High Schools that are located within the Ogden City limits: Two Rivers High and Canyon View School

Of the 60 juvenile episodes committed in Central City, 30% (n = 18) had only White offender(s) involved, 63% (n = 38) had only Minority offender(s) involved, and 7% (n = 4) had both White and Minority youth involved. Although these numbers are quite small, some comparisons were conducted across Central City episodes with White only or Minority only offenders to see if any patterns emerged. As shown in Figure 1, on the following page, considerably more episodes with only Minority offenders were identified as gang involved (16%) or gang involved plus responded to by the gang unit (34%), compared to episodes with only White offenders (11% gang involved). As shown in Figure 2, on the following page, the most severe offense types in Minority episodes were often for property (53%) and public order (24%) offenses. For White episodes, most severe offense types were most commonly for public order (56%) and person (22%) offenses. More White episodes (39%) had status offenses as their most severe offense, compared to 11% of Minority episodes. As was previously mentioned, only the most severe offense per episode was included in the data from OPD. Therefore, it is not known what the overall offense types are for juvenile offenders in Ogden. Degree information was missing for 37% of the Minority episodes, but none of the White. For those episodes with degree information, 8% of Minority episodes were felony (n = 12), compared to 11% for White episodes (n = 2). Again, it is important to note the small number of episodes in Central City that were included in these comparisons of White and Minority episodes.

Figure 1 Gang Involvement for White vs. Minority Episodes in Central City

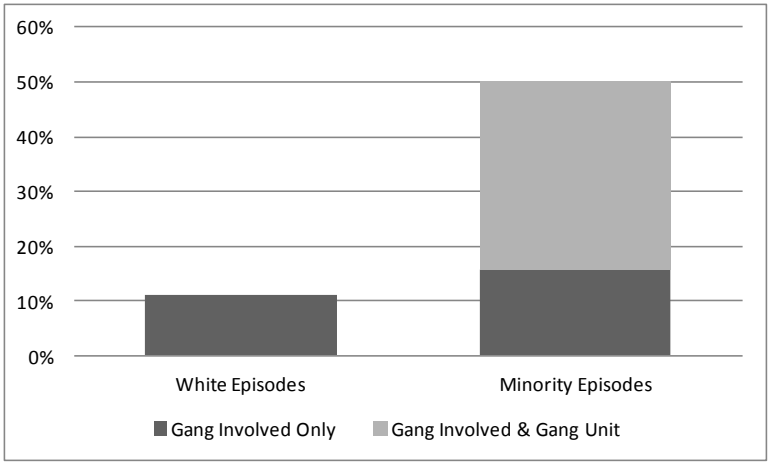
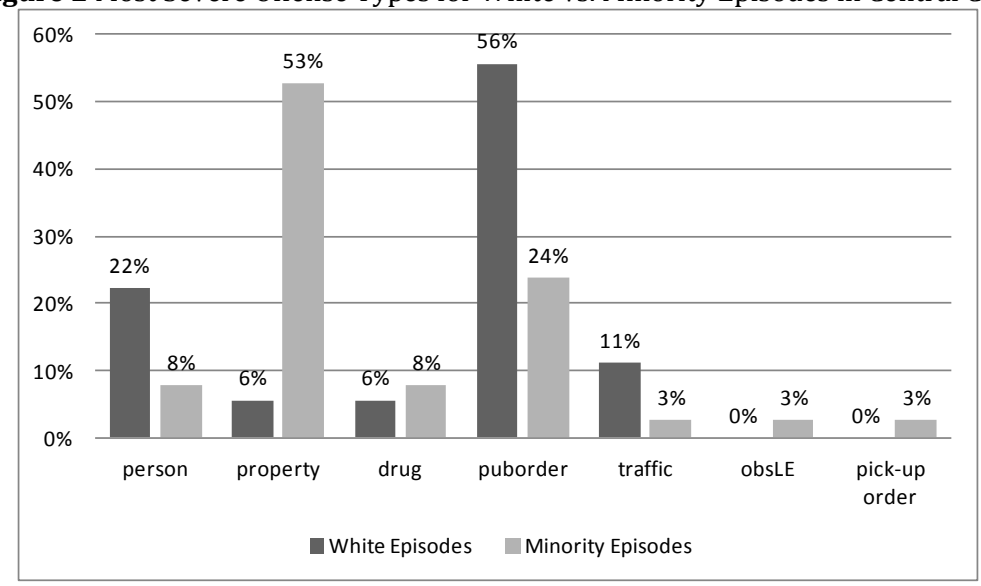


Figure 2 Most Severe Offense Types for White vs. Minority Episodes in Central City



Central City vs. Outside Central City

As previously noted, OPD provided data on the most severe offense per juvenile arrest episode and split those episodes into ones occurring within Central City (8%) and outside of that area (92%). This section of the report compares arrest episodes in those two areas to determine whether or not juvenile arrests differ between these two areas. As shown in Figure 3, on the following page, the most common type of youth crimes, regardless of location, were for property, then public order, and then person offenses. The vast majority of episodes where person offenses were the most severe offense were for assault charges. For property episodes occurring within Central City, the most common offense type was graffiti (64%) followed by property damage (14%). Outside of Central City, property episodes were most often for retail theft (49%) and general theft (15%). Among drug episodes, the most common within Central City were for marijuana possession (50%) and paraphernalia (25%). Similarly, the most common drug episodes outside of Central City were for marijuana possession (61%) and paraphernalia (25%). Lastly, the most common offenses in public order episodes were for curfew violations (usually daytime curfew; 33% Central City, 37% outside Central City) and disorderly conduct (29% Central City, 32% outside). Status offending (not

shown in Figure 3) was also approximately equal across the areas, with 22% of Central City episodes and 20% of episodes outside of Central City having a status offense as their most serious offense. Figure 4 shows that the severity of offending, when recorded, was similar across Central City and outside Central City episodes.

Figure 3 Most Severe Offense Types by Location

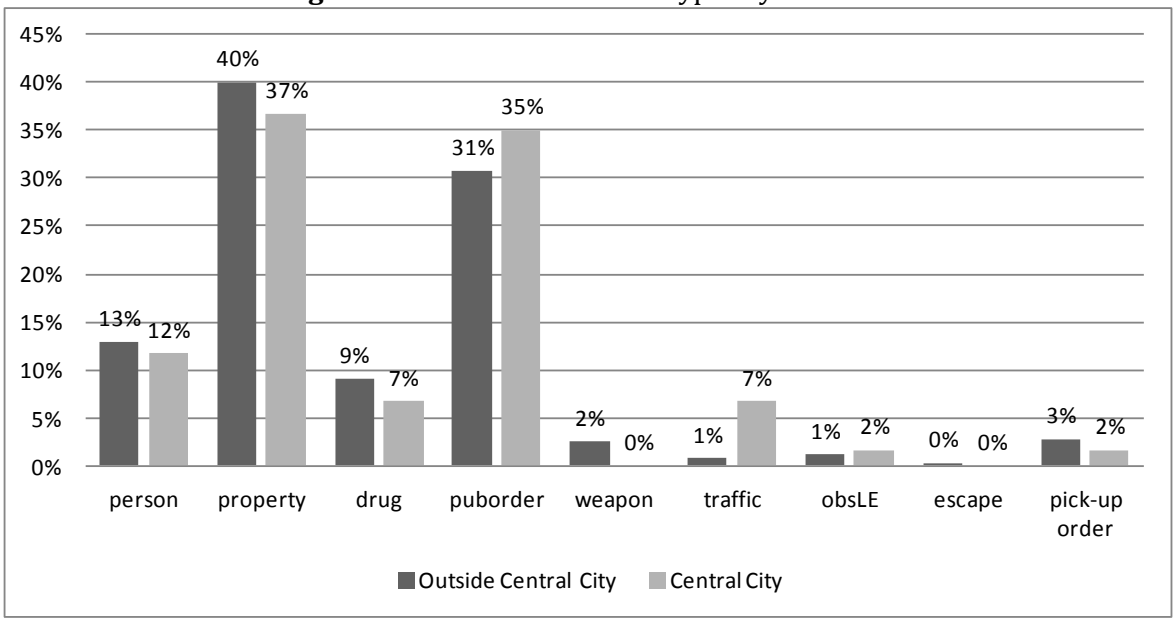
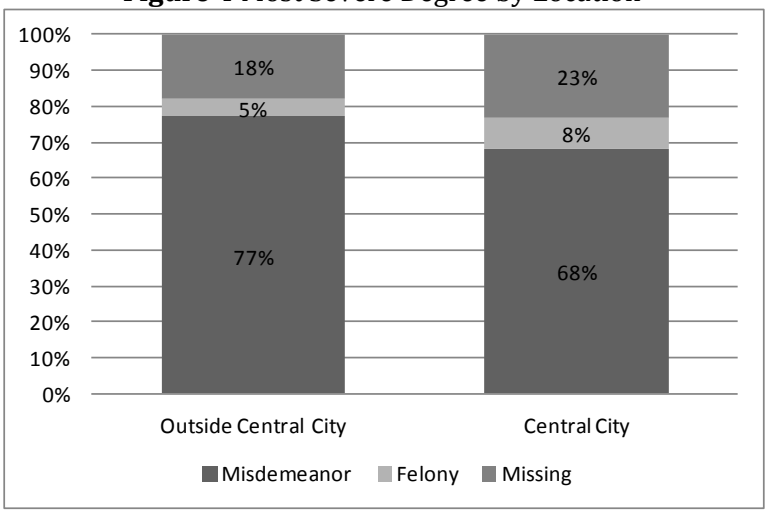


Figure 4 Most Severe Degree by Location



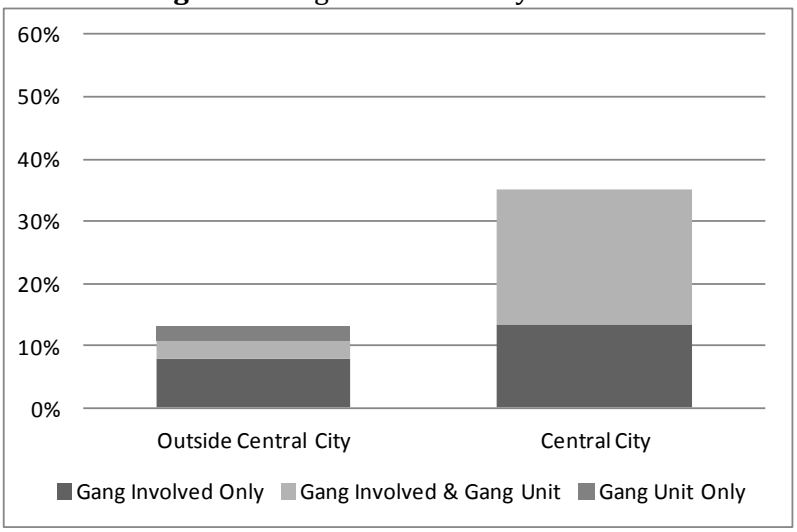
Although arrests occurring in Central City were equally likely to occur on the weekend as juvenile arrests outside of Central City, those occurring within Central City were much more likely to happen in the overnight hours (see Table 3, on the following page).

Table 3 Episode Time/Day by Location

	Outside Central City (n = 688)	**Central City** (n = 60)
Offense Day		
On the Weekend (Fri-Sun) (%)	36	35
Offense Time (&)		
7 am to 3 pm	51	28
3 pm to 11 pm	37	32
11 pm to 7 am	12	40

Lastly, episodes within Central City were compared to those occurring outside Central City on gang involvement. As shown in Figure 5, considerably more episodes in Central City were either gang involved and/or had the gang unit respond to them than outside of Central City. Gang unit and/or involved episodes in Central City often had property (67%) as their most severe offense, while those outside of Central City often had property (47%) or public order (18%) as their most severe offense.

Figure 5 Gang Involvement by Location



Custodial Arrests. About 20% of juvenile arrest episodes (147 out of 748) were custodial arrests (where the youth was taken to the Detention Center). Of those, 9% (13 out of 147) occurred in Central City. Again, this is proportionate to the size of Ogden's population in Central City. Out of those 13 Central City custodial arrests, 46% were Hispanic youth, 38% White, and 15% African American. The most common reason for detention was for juvenile pick-up orders (50% Hispanic; 40% White) and obstructing law enforcement (100% African American; e.g., false info to police). Outside of Central City, most custodial arrests were also for pick-up orders (35% (1 in 5 also had additional offenses with them)), followed by episodes where person (24%) and property (17%) were the most serious offense.

Discussion and Conclusion

The primary hypothesis to test in this DMC Arrest Assessment was whether or not a disproportionate amount of juvenile offending occurs in Ogden's Central City (Area 4 for OPD; 22nd to 30th and Washington to Monroe). Based on the juvenile arrest episodes for FY2010 (7/1/09 – 6/30/10), there is *not* a disproportionate amount of juvenile arrests happening in Central City. Eight percent (8%) of juvenile episodes (n = 60) occurred in Central City, while Census estimates for that area indicate that 9% of Ogden's

population lives in that area. Therefore, the percent of arrest episodes occurring in Central City does not appear to be disproportionate for the size of the population in that area of the city.

What is the race/ethnicity of offenders in Central City? Does this reflect the population of Central City?

Minority youth may be *slightly* overrepresented in the Central City arrest episodes when compared to the make-up of the juvenile population in that area. Three-quarters (75%) of offenders by episode were Minority youth (66% Hispanic), compared to 71% of the juvenile population in Central City (65% Hispanic).

What type of crime types are committed by youth in Central City versus the rest of Ogden?

The most common juvenile offenses (based on most severe offense per episode) in Ogden, including Central City and outside, are property and public order offenses. Some slight differences noted were that most property episodes within Central City were for graffiti (64%) and property damage (14%), while most outside of Central City were for retail theft (49%) and general theft (15%). The most common types of public order (curfew (generally daytime), disorderly conduct), drug (marijuana and paraphernalia), and person episodes (assault) were the same for arrests occurring both within and outside of Central City.

Does the gang unit make a disproportionate number of juvenile arrests in Central City?

Yes, gang offenses do make up a disproportionate amount of Central City juvenile episodes (35% vs. 13% for outside of Central City). Gang episodes in Central City often had property (67%) as their most severe offense, while those outside of Central City often had property (47%) or public order (18%) as their most severe offense.

Based on these findings, some potential areas for further exploration and intervention include:

- An examination of race/ethnicity for juvenile episodes outside of Central City to better understand what relationship exists between Minority status and offending for the vast majority of juvenile episodes (over 90% of juvenile episodes) that occurred outside of the Central City area
- An exploration of potential interventions or prevention strategies to address the most common juvenile crime type in Ogden: property crime, with sensitivity to the fact that graffiti and property damage are the main problems in Central City while retail theft and general theft are the main property crime issues outside of Central City
- An examination of the enforcement of daytime curfew. OPD and school officials should determine whether alternate strategies exist, such as Peer Court, for addressing truancy and skipping school in Ogden that may not require citing youth

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Chapter 8
Orem Department of Public Safety (ODPS) Report

Background and Introduction

Interviews were conducted at the Orem Department of Public Safety (ODPS) in July of 2011 as part of Phase 1 of the DMC Arrest Assessment conducted by the Utah Criminal Justice Center (UCJC). From these interviews, several potential study ideas were identified that would examine if certain factors were related to disproportionate minority contact (DMC) in their jurisdiction. From this list the top two priority research questions were selected by ODPS and, of those, one was selected by the DMC Subcommittee of the Utah Board of Juvenile Justice (UBJJ). The selected research question for ODPS that will be reviewed in this report is the following offense severity analysis:

What is the relationship between offense severity and Minority status for juvenile arrests in Orem?

- Do White and Minority youth comprise a proportionate amount of offenses/arrests when offense severity is low?
- Do Minority youth comprise a larger proportion of the more severe offenses?

Methods

- **ODPS** provided a dataset with all juvenile offenses occurring during 2011 (N = 1,125). This dataset included information on offense date, time, and type, as well as information on offender demographics. Identifiers were provided to allow for the examination of data on the offense, episode (multiple offenses per single arrest event), and person levels.
- Population descriptions for Orem were compiled by UCJC from **2010 U.S. Census** estimates and are provided for total population and juveniles (under 18 years old).
- School Enrollment data on Minority status were compiled by UCJC from the **Utah State Education Office** (USEO) website for the 2011-2012 school year.

Results

Offense Severity and Types

There is *no difference* in offense severity between White and Minority youth offenses that were cited/referred by ODPS. Of the offenses that had severity information available (567 of 1,125; 50%), the average offense severity for White youth's offenses was a Class B Misdemeanor (Mn = 2.18; SD = 1.35), while it also averaged to a Class B Misdemeanor (Mn = 2.15; SD = 1.16) for Minority youth offenses. As shown in Table 1, the bulk of all juvenile offending, regardless of the race/ethnicity of the youth was for Class B Misdemeanors. It should be noted, however, that the number of offenses with severity information is limited to about half of the 2011 offenses overall and does vary by race/ethnicity (17% of Asian/Pacific Islander offenses had degree information vs. 53% of White offenses).

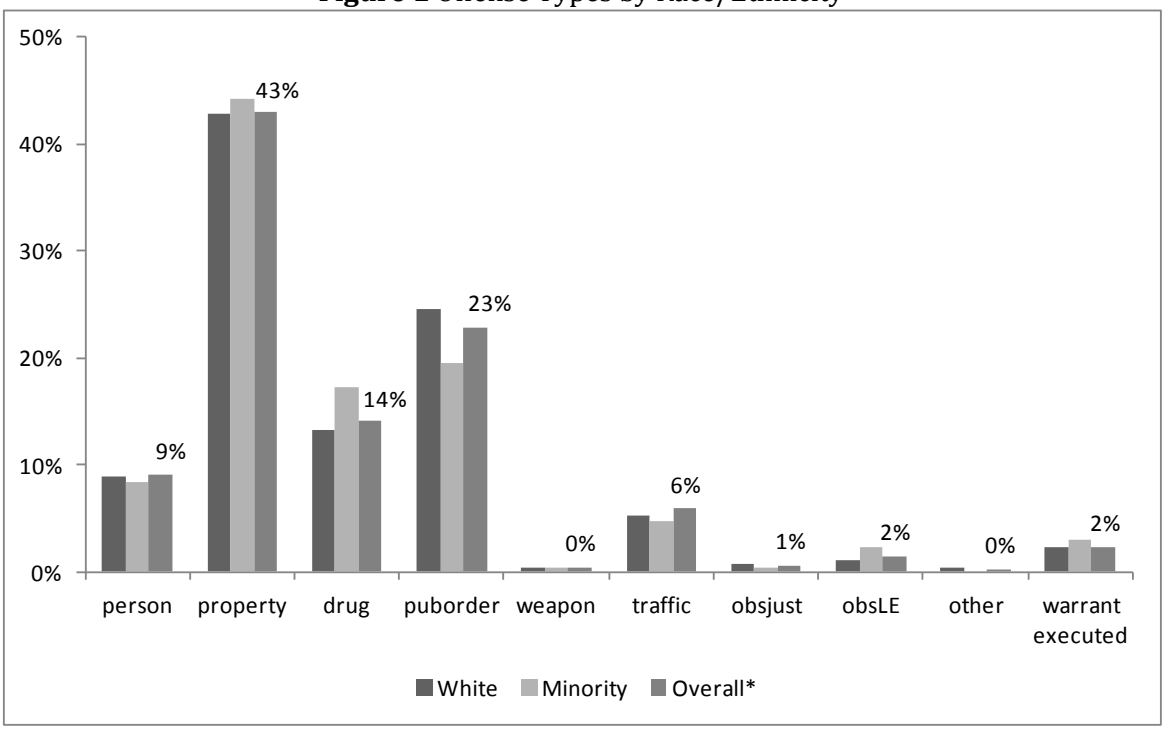
Table 1 Offense Severity by Race/Ethnicity

	White[1]	African American	Hispanic	Asian/Pacific Islander	Amer. Indian/ Alaska Native	Unknown/ Missing
Number of Offenses	675	37	233	6	25	149
Offenses w/ Degree (n (%))	361 (53)	16 (43)	117 (50)	1 (17)	12 (48)	60 (40)
Offense Severity (%)						
School Infraction	10	13	9	100	0	10
Class C Misdemeanor	21	13	17	--	8	28
Class B Misdemeanor	41	56	44	--	58	57
Class A Misdemeanor	17	6	27	--	8	3
3rd Degree Felony	3	0	2	--	0	0
2nd Degree Felony	2	6	0	--	0	0
1st Degree Felony	6	6	2	--	25	2

[1]Race/ethnicity from ODPS data was categorized as White = White/Non-Hispanic; Hispanic = White/Hispanic, and all other categories from that racial designation, regardless of ethnicity (e.g., African American /Non-Hispanic and African American /Hispanic both are African American in this table)

As there was no significant difference between White and Minority youth on the severity of their offending (for those offenses that had severity information), offense types were examined for differences. As shown in Figure 1, property and public order offending were the most common types of youth offenses; however, Minority youth comprised a slightly higher percentage of property offenses while White youth comprised a slightly higher percentage of public order offenses. Minority youth also comprised a slightly higher percentage of drug offenses.

Figure 1 Offense Types by Race/Ethnicity



*Overall includes all juvenile offenses, including those that are missing race/ethnicity information

The most common types of property offenses were retail theft (33% of property offenses), general theft/stolen property (25%), vehicle burglary (18%), and criminal mischief/property damage (15%). The most common types of public order offenses were curfew (33%), tobacco (26%), disorderly conduct (19%), and alcohol (17%). The most common types of drug offenses were paraphernalia (42%), marijuana/spice (34%), and possession (general, not specified; 13%). The most common person offenses were sex crimes (49%) and assault (47%).

Overall, 31% of offenses were committed by Minorities (compared to 69% by Whites; excluding offenses where race/ethnicity is missing). The only specific offense types where Minority youth comprised a substantially larger percentage of the offenses (defined as 36% or higher; 5% above the overall average) were trespassing, drug possession (general), and marijuana/spice. The only specific offense types where Minority youth comprised a substantially smaller percentage of the offenses (25% or lower; 5% below the overall average) were tobacco and burglary. Minority youth also comprised a slightly smaller percent of status offenses (26%).

Disproportionate Minority Contact

According to the 2010 U.S. Census, Minorities comprise 23% of Orem's total population and slightly more of the city's juvenile population 28%; see Table 2). Similarly, 2011-2012 school enrollment figures for the four high schools and three junior highs located within Orem City limits indicate that 25% of the student population is comprised of Minority youth.

Table 2 Juvenile Population by Race/Ethnicity

	N	%
U.S. Census 2010 - Orem		
Estimated Total Population	88,328	
Population Under 18 Years Old	27,337	31
Race/Ethnicity – Total Population:		
White, Non-Hispanic	68,433	77
Total Minority Combined	19,895	23
Black/African American	524	1
Hispanic	14,224	16
Asian	1,688	2
Native Hawaiian/Pacific Islander	856	1
American Indian/Alaska Native	528	1
Other/Mixed	2,075	2
Race/Ethnicity –Under 18 Population:		
White, Non-Hispanic	19,561	72
Total Minority Combined	7,776	28
Black/African American	172	1
Hispanic	5,652	21
Asian	369	1
Native Hawaiian/Pacific Islander	292	1
American Indian/Alaska Native	152	1
Other/Mixed	1,139	4

	N	%
School Enrollment Data		
Minority Students (%)[1]	1,793	25

[1]Includes the following Junior High and High Schools that are located within the Orem City limits: East Shore High, Mountain View High, Orem High, Timpanogos High, Canyon View Jr High, Lakeridge Jr High, and Orem Jr High

According to ODPS records, just over one-quarter (27%) of juvenile offenses in Orem were committed by Minority youth. Keeping ODPS offense records and population figures in mind, it appears that the rate of offending among Minority youth is approximately in line with the estimated Minority juvenile population of Orem (see Tables 2 and 3). It should be noted, however, that when cases that were missing race/ethnicity data (13%) were removed, the percentage of offenses by Minority youth increased to 31%. Similar trends were observed at the arrest episode and offender levels. Of the 605 arrest episodes with information on offender race/ethnicity, 30% were Minorities. Of the 458 juvenile offenders who had information on race/ethnicity, 31% were Minority youth. This indicates that repeat offenders are not "driving up" the arrest/offense rates for Minority youth.

Table 3 Juvenile Offending by Race/Ethnicity

	N	%
ODPS Juvenile Offending - 2011		
Total Juvenile Offenses	1,125	--
Offenses by Race/Ethnicity:[1]		
White, Non-Hispanic	675	60
Total Minority Combined	301	27
Hispanic	233	21
Black	37	3
Asian/Pacific Islander	6	1
American Indian/Alaskan Native	25	2
Unknown/Missing	*149*	*13*
Episodes by Race/Ethnicity:		
White	426	61
Minority	179	26
Unknown/Missing	*95*	*14*
Offenders by Race/Ethnicity:		
White	314	58
Minority	144	27
Unknown/Missing	*83*	*15*

[1]Race/ethnicity from ODPS data was categorized as White = White/Non-Hispanic; Hispanic = White/Hispanic, and all other categories from that racial designation, regardless of ethnicity (e.g., African American /Non-Hispanic and African American /Hispanic both are African American in this table)

Other Characteristics by Race/Ethnicity

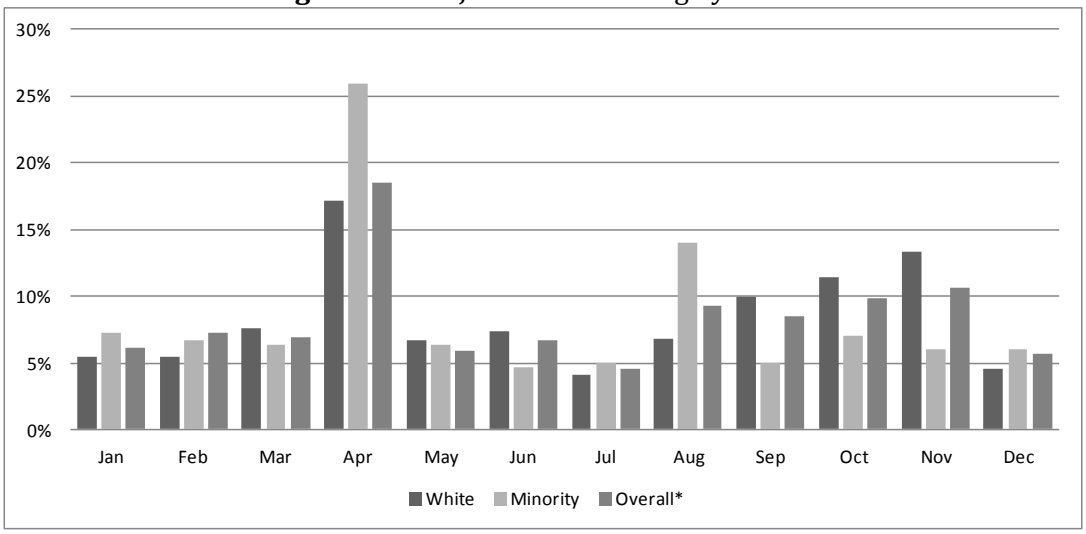
The juvenile arrest data from ODPS also allowed for some additional analyses/comparisons across racial/ethnic groups. As shown in Table 4, most juvenile offenses in Orem were committed by males and the average age was just over 16 years. It is important to note the small number of offenses reported for Minority groups other than Hispanic youth (especially Asian/Pacific Islander with only 6 offenses). Therefore, trends reported in Table 4 should be examined with care. When the Minority groups were combined, Minority youth were statistically significantly older at the time of their offenses (16.3) compared to White youth (16.1); however, this difference is likely not significant for practical applications. Most juvenile offending happened either during the day or afternoon and evening hours. When Minority groups were combined and compared to White youth, there was not a significant difference between the two groups on the time of day of their offenses. Offending by time of year is presented in Figure 2. Minority youth show an increase in 2011 offending in April and August; while White youth show an increase in offending from September to November 2011. Due to the small number of juvenile offenses in Orem, when split across 12 months, these trends may be data aberrations, and not represent important trends.

Table 4 Other Characteristics by Race/Ethnicity

	White[1]	African American	Hispanic	Asian/Pacific Islander	Amer. Indian/ Alaska Native	Unknown/ Missing	Overall
Number of Offenses	675	37	233	6	25	149	1125
Offender Demographics							
Gender (% male)	74	78	71	33	48	75	73
Age (Mn (SD))	16.1 (1.4)	16.0 (1.2)	16.4 (1.4)	16.9 (0.6)	15.7 (1.8)	16.0 (1.7)	16.1 (1.5)
Offense Time (%)							
7 am to 3 pm	41	43	46	--	20	12	37
3 pm to 11 pm	35	38	31	100	44	58	38
11 pm to 7 am	24	19	23	--	36	30	24

[1]Race/ethnicity from ODPS data was categorized as White = White/Non-Hispanic; Hispanic = White/Hispanic, and all other categories from that racial designation, regardless of ethnicity (e.g., African American /Non-Hispanic and African American /Hispanic both are African American in this table)

Figure 2 2011 Juvenile Offending by Month



*Overall includes all juvenile offenses, including those that are missing race/ethnicity information

Discussion and Conclusion

Do Minority youth comprise a larger proportion of the more severe offenses?

Based on the 2011 ODPS juvenile arrest data with both race/ethnicity and offense degree information, there is *no difference* in offense severity between White and Minority youth offenses. The average offense severity for both White and Minority youth offenses was a Class B Misdemeanor. It should be noted that much of the data was missing offense severity data (558 of 1,125 offenses; 50%). In addition, race/ethnicity information was unknown or missing for 13% of offenses overall (149 of 1,125 offenses), and from 11% of offenses with severity data (60 of 558 offenses). As presently recorded, there is no difference in offense severity between White and Minority youth. White and Minority youth only varied slightly on types of offending, with White youth committing a slightly higher percent of public order offenses (e.g., curfew, tobacco) and Minority youth committing a slightly higher percent of drug (e.g., paraphernalia, marijuana/spice) and property (e.g., retail theft, theft) offenses.

Do Minorities comprise a disproportionate percentage of juvenile offending?

Minorities comprise slightly more than one-quarter (28%) of Orem's juvenile population, with Hispanics making up the largest group (21%). This figure appears to be approximately in line with the percent of juvenile offenses (27%), arrest episodes (26%), and offenders (27%) that were identified by OPDS as Minority youth. It should be noted, however, that when cases with missing race/ethnicity data were removed, the percent of Minority youth jumped to 31% of offenses, 30% of arrest episodes, and 31% of offenders. Because Minorities comprise a relatively small percent of Orem's juvenile population (roughly one-quarter), even slight increases in Minority offending can contribute to the disproportionate minority contact.

In what other ways do White and Minority offenses differ?

A few other characteristics were examined in the juvenile offense data. Most offenses were committed by males and occurred during the day (7 am to 3 pm) or afternoon/evening (3 pm to 11 pm), regardless of race/ethnicity. Hispanic offenders were slightly older (16.4) than White offenders (16.1). Lastly, offending rates varied over 2011, with Minority youth offenses peaking in April and August and White youth offenses peaking in September through November. It is not known if these monthly trends are unique to 2011 or represent more general juvenile offending patterns in Orem.

Based on these findings, some potential areas for further exploration and intervention include:

- Interventions, patrolling, and suppression activities to reduce the most common types of juvenile offending (retail theft and general theft/stolen property)
- Prevention and intervention strategies to reduce the disproportionately higher possession of drug paraphernalia and marijuana/spice by Minority youth
- Further examination of peak offending months for juvenile offenders to identify if supervision and intervention alternatives should be explored
- It is also recommended that ODPS continue to improve their data collection of juvenile offending, especially the collection of race/ethnicity and offense severity

Based on available data it does not appear that juvenile arrests by ODPS are disproportionate to the make-up of the juvenile population; however, better data collection could help definitively examine this issue.

Appendix A
Law Enforcement Response

Each chapter was sent to the respective law enforcement agency (LEA) for review and input prior to its release to the DMC Subcommittee. Upon completion of this final report, a draft was sent to all participating LEAs with the offer that each may provide a response letter to be included in this final report. A response letter was provided by Unified Police Department (UPD). It is on the subsequent page.

James M. Winder
Sheriff

Scott Carver
Undersheriff

UNIFIED POLICE
GREATER SALT LAKE

Shane Hudson
Deputy Chief

Unified Police Department of Greater Salt Lake ★ 3365 South 900 West ★ Salt Lake City, Utah 84119 ★ 801-743-7000

September 21, 2012

To Whom It May Concern,

The Unified Police Department of Greater Salt Lake appreciates the opportunity to participate in the Disproportionate Minority Contact (DMC) Arrest/Referral Assessment. We value the time and effort given by Utah Criminal Justice Center at the University of Utah on behalf of our department and our citizens.

As a result of this study, the UPD will place a greater emphasis on maintaining our School Resource Officer program. In light of tough economic times on our police budget, the thought of removing our officers from our junior high schools has been brought up. This report has emphasized the importance of having those officers available and present in our schools to maintain the security and safety of those students.

We have also taken great notice to the amount of crime near our schools and the times those crimes are occurring. This will guide us in allocating greater visibility and proactive patrol in those areas around our schools.

The UPD will also continue to improve our data collection of juvenile offending, especially the collection of ethnicity along with race. This issue will be evaluated by our management team which consists of the administrative staff and sworn command staff.

This report will be disseminated to our Precinct Commanders who oversee the operational activities within their geographical area. The Commanders will assure the information provided herein is shared with their school resource officers as well as the school administrators of the schools in their precincts. Without a doubt, greater collaboration and coordination between the UPD and the schools will occur.

Shane Hudson
Deputy Chief