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Social Policy

JDAI Sites and States

An Evaluation of the Juvenile Detention
Alternatives Initiative: JDAI Sites Compared to
Home State Totals

November, 2012

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Introduction

The Annie E. Casey Foundation developed the Juvenile Detention Alternatives Initiative (JDAI) to address the unnecessary and prolonged detention of youth. JDAI has been in operation for over 20 years. It is almost unheard of that a foundation commit to such a long-term effort to reform public policy. The longevity of JDAI is due in part to a learned value of thorough and thoughtful data collection and reflection on that data. The Initiative leaders have been willing to conduct honest self-assessments, post unfavorable results when they occur, and take a problem-solving approach to improving the program.

Assessing the impact of JDAI is anything but simple. Deciding how to globally measure results is challenging to begin with. Beyond that, sites need to spend energy, attention, and resources to collect adequate data. However, this data collection is of benefit to the sites as a critical tool to use in improving their juvenile justice systems. As data collection improves over time, data are more complete and therefore more useful for meaningful evaluation.

Casey supports its JDAI sites to continue to expand their capacity to collect and analyze high-quality data by providing technical assistance. Initiative leaders have examined

the use of detention in participating JDAI sites by looking at the standard measures of Average Length of Stay (ALOS), Admissions, and Average Daily Population (ADP) in detention centers, among other indicators. In past publications, Casey has reported on impressive reductions in detention *within* JDAI sites and has presented other indicators of impact, influence, and leverage.

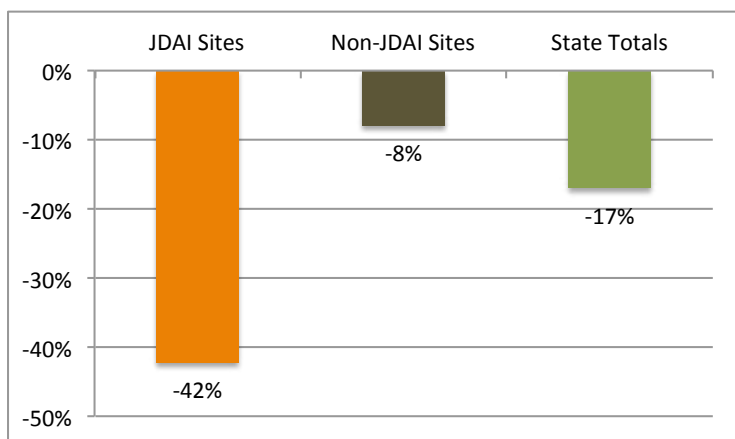
This report is the first effort to compare JDAI sites (both individually and collectively) within a state to the state as a whole. Following is a series of 23 individual state profiles that include both qualitative and quantitative information. Each profile begins with a narrative that may highlight detention reform efforts and the adoption of JDAI in that state. The main data focus is on ADP in the JDAI sites for the baseline year to 2010 (that is, the year prior to implementing JDAI to the most recent year for which data are available) and at the state level from 1997 to 2010. This report also provides additional context in the form of data on youth serving long-term commitments and on juvenile arrest counts as an indicator of crime.

Within that framework, and by those measures, JDAI certainly presents some positive gains.

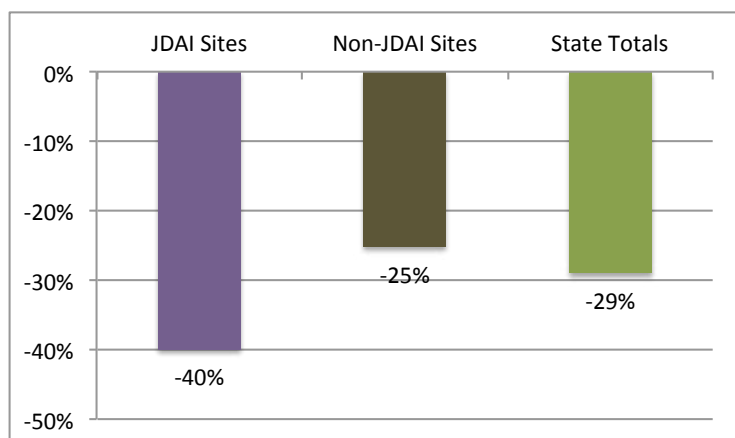
Key Findings

Aggregate Changes in ADP and Commitment

- This comparison uses the baseline year—the year prior to JDAI adoption in the specific site—to the most recent year possible, in this case, 2010.
- Between the baseline years and 2010, the aggregate decline in ADP in JDAI sites was nearly five times greater than in the non-JDAI sites* (-42% versus -8%) and almost 2.5 times greater than the state totals (-42% versus -17%).
- While the change in ADP for the aggregated JDAI sites was -42%, changes in individual states ranged from -82% to +60%. In the 23 states, 22 had aggregated JDAI declines of at least 15%, and 20 had declines of at least 25%.
- The aggregated declines in ADP (-42%) and commitments (-40%) for the JDAI sites were similar.
- The aggregated decline in commitments in JDAI sites during the same period (-40%) was also significantly larger than that for the non-JDAI sites (-25%) and that for the state totals (-29%).
- While the change in commitments for the aggregated JDAI sites was -40%, changes in individual states ranged from -88% to +37%. In the 23 states, 18 had aggregated JDAI declines of at least 10%, and 11 had declines of at least 25%.



Aggregate Percent Change
in ADP Counts,
Baseline Year to 2010



Aggregate Percent Change
in Commitment Counts,
Baseline Year to 2010

Sources: Casey Annual Report 2010 (JDAI Sites), Census of Juveniles in Residential Placement (States).
* Non-JDAI Sites were estimated based on a calculation of CJRP state total counts minus JDAI total counts.

Average Daily Population for Detention (83 sites reporting)

Of the 23 states in this review, 19 had a drop in ADP from the baseline year to 2010, and 4 had an increase in ADP. In 22 of the 23 states, the combined JDAI sites had a decrease in ADP; in 1 state, the combined JDAI sites had an increase. Of the 23 states, with respect to aggregate ADP, 18 JDAI sites outperformed the state as a whole and 17 outperformed the non-JDAI sites (i.e., they showed a greater decrease, a decrease instead of an increase, or less of an increase).

In four states, the decrease in ADP for the aggregate JDAI sites was less than that for the state totals and in five states less than that for the non-JDAI sites.

Of the 83 JDAI sites in the ADP review, 78 had a decrease in ADP from the baseline year to 2010. In 47 of the 83 sites, the change in ADP was more favorable than that of the state as a whole. In 49 sites, the change was more favorable than that of the state's aggregate non-JDAI sites.

Commitments (81 sites reporting, see page 13)

Of the 23 states in this review, 21 had an overall drop in commitments from the baseline year to 2010, and 2 had an increase in commitments. In 19 of the 23 states, the aggregate JDAI sites had a decrease in commitments, and 4 had an increase. In 13 of the 23 states, the commitment outcome was more favorable in combined JDAI sites than in the state as a whole (a greater decrease or a decrease instead of an increase).

In five states, the decrease in commitments for the combined JDAI sites was less than that for the state. In four states, JDAI sites had an increase in commitments, while the state as a whole had a decrease.

In two states, the commitments for the combined JDAI sites decreased, while commitments for the state increased.

Of the 81 sites in the commitment review, 68 had a drop in commitment from the baseline year to 2010. In 58 of the 81 sites, the change in commitments was more favorable than that for the state.

Arrest (20 states with available data)

The number of arrests in JDAI sites decreased in 15 of the 20 states and increased in 5 of the 20 between the baseline year and 2008.

The average change in aggregate arrests in JDAI sites at a state level was -1% and ranged from -21% in Maryland to +47% in Indiana between the baseline year and 2008.

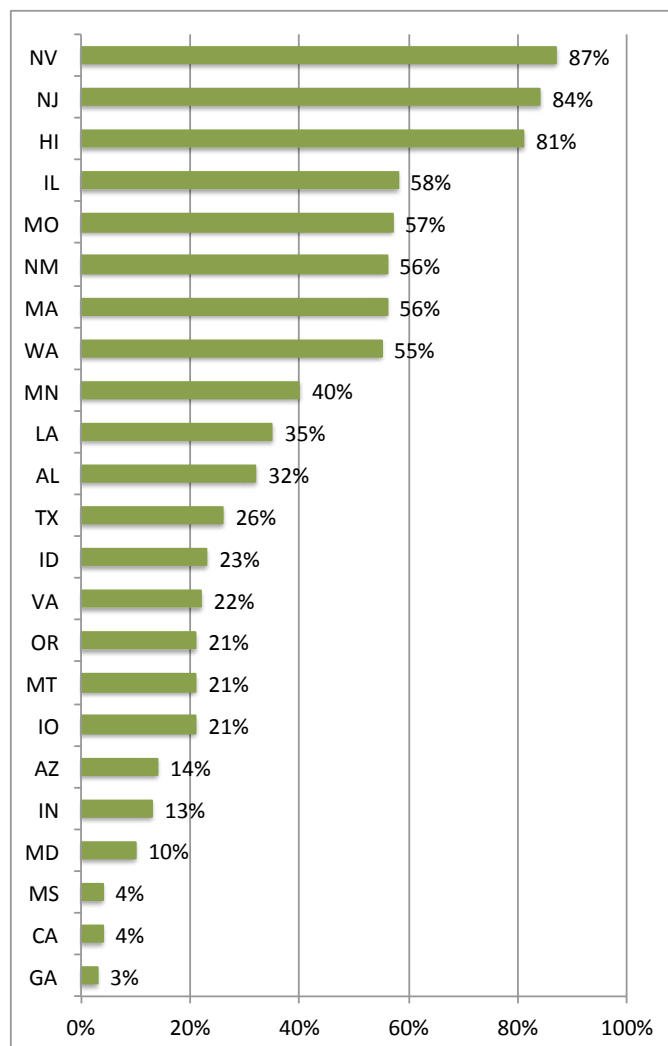
Of the 20 states, 15 had enough arrest data available to allow for comparisons between JDAI sites and the state as a whole, JDAI counties generally experienced a greater decrease in arrests than the state as a whole.

- The average change in aggregate arrests in the 15 states was -6% for JDAI sites and -3% for the states.
- In 10 of 15 states, the decrease in arrests since the baseline year was greater in JDAI counties than in the state as a whole.
- In 2 of 15 states (Iowa and Missouri), the decrease in arrests was greater in the state as a whole than in JDAI sites.
- In 1 of 15 states (Texas), arrests increased in JDAI counties and decreased in the state as a whole.
- In 1 of 15 states (Nevada), arrests increased since the baseline year, but the increase was smaller in JDAI counties than that in the state as a whole.
- In 1 of 15 states (Virginia), arrests increased since the baseline year, and the increase was larger in JDAI counties than that in the state as a whole.

Overview of JDAI

The Annie E. Casey Foundation developed the Juvenile Detention Alternatives Initiative (JDAI) in response to inefficient local juvenile justice systems that were unnecessarily detaining youth for prolonged periods of time at a high cost to youth and taxpayers.

Percent of the State's Total Youth Population in JDAI Sites, 2009



Source: U.S. Census.

JDAI began at a time when juvenile justice was in crisis across the nation. In the early 1990s, a wave of fear, furthered by the myth of the “superpredator,” helped push the numbers of detained youth to heights not directly related to the demands of public safety. This increase had a disproportionate impact on youth of color. Generally, arrests began to drop after the mid-90s, but detention did not drop. The need for improvements was clear. In too many instances, case processing was too slow, overcrowding and conditions of confinement were intolerable, decision making was often inappropriate and ignored proportionate punishment. Little was understood about what works to address core problems and set youth on the right path for their adulthood.

A separate system of justice, including juvenile detention facilities, was established to account for the fundamental differences in needs between juveniles and adults. Knowledge of these differences has been reinforced over time by continuing research on adolescent brain development. It is well accepted that the adolescent brain is not fully formed, that young people make poor decisions under stress, and that they are incognizant of the long-term consequences of their actions. For these reasons, accountability should look very different for youth than for adults.

After arrest, detention follows as the next step in a youth’s encounter with the juvenile justice system. Detention centers, or juvenile halls, are where youth wait for a hearing on their cases to determine their culpability or await a placement after a disposition decision by a judge. The two generally accepted reasons for detaining youth are that they pose a risk to public safety or their own safety, or that there is a high likelihood that they will fail to appear in court. The Casey Foundation’s stated reasons for its reform effort are well founded: the sheer volume of youth affected by detention begs that the question be asked,

“Do all of these youth really need to be locked up?” In addition, research shows that detained youth have worse outcomes, both in the short term and in the long term.

JDAI Expansion

JDAI began with five demonstration sites. Today, there are 144 JDAI sites in 38 states encompassing state sites, county sites, and model sites.¹ Beginning in the early 2000s, JDAI was replicated throughout the country, as more and more places requested Casey’s assistance in reforming their juvenile justice system and addressing disproportionate minority confinement.

To make JDAI’s expansion more manageable, Casey consolidated many county-level grants at the state-level. The majority of these county-level sites are now part of “state sites”—states that have partnered with Casey and receive state-level grants to implement JDAI in select counties. While “county sites” are sites that receive JDAI grants directly, independent from the state, Casey’s ultimate goal is to have these states firmly adopt the JDAI model and replicate it in all counties. This process of scaling up from a demonstration project to a national model entails a significant strategic effort.

Assessing System Impact

One of the early evaluations of JDAI’s initial efforts (1994-1998) points to, at best, modest reductions in average daily population figures. It was later, after JDAI learned and incorporated lessons and refined the model that more significant reductions in detention began to occur. Those refinements

included, for example, an emphasis on case processing efficiency as a way to reduce time in detention and attention to the problem of youth recidivism resulting from failures to appear in court and probation violations.

One might approach JDAI results with a reasonable skepticism. However, the data can dispel concerns in many cases. For instance, some observers have questioned the drop in detention populations as a function of a drop in general youth populations. Data from the US Census can answer this question. Nationwide, the youth population, ages 10-17, grew between 2000 and 2010 by 3%. The change in youth population in each of the profiled states is included in each narrative. Another concern was that it was “unsafe” to reduce detention—that detaining fewer youth would cause an increase in crime. Each of the state profiles in this report includes data on the percent change in arrest for the relevant time period.

Although it requires significant funding to start and equip detention alternatives, doing so costs substantially less than the daily price tag of running a secure detention center.² Funding for JDAI has varied from one site to another and over time. Funding for the original Casey demonstration sites was far greater than what is more typical currently. The Foundation now focuses mainly on training and technical assistance and other forms of support, such as publications and conferences. Despite differences in funding schemes and levels, JDAI sites appear to continue to see reductions in their youth detention population. Furthermore, the amount of funding for a state does not seem to be directly correlated to the site’s level of success in reducing unnecessary youth detention.

1. Annie E. Casey Foundation, JDAI News, Winter 2012. Available at: <http://www.aecf.org/MajorInitiatives/JuvenileDetentionAlternativesInitiative/Resources/JDAI/2012/Winter%202012/JDAI%20Site%20Updates/New%20JDAI%20Sites.aspx>

2. Richard Mendel, *Two Decades of JDAI: A Progress Report*, Baltimore: Annie E. Casey Foundation, 2009.

In many sites, Casey has documented some remarkable reductions in overall juvenile detention admissions since JDAI's implementation, which have resulted in detention facility closures and subsequent cost-savings.³ And even though JDAI is not directly designed to impact post-adjudication placements, many JDAI sites have reduced the number of youth committed to state facilities—the “deep end” of the system. Through partnerships with counties and states to implement detention alternatives, JDAI has become a vehicle for larger juvenile justice reforms.

The JDAI Design

Intended to target the “front end” of the juvenile justice system, JDAI's primary goal is to reduce youth detention rates without negatively impacting public safety. The design of JDAI addresses some of the goals and concepts that were established by the Juvenile Justice and Delinquency Prevention Act of 1974, namely, reducing detention by improving screening and increasing alternatives options beyond the typical choices of release, probation, and lockup. Maintaining a wider range of options is a proven best practice, given the complexity of the problems youth face, the nature of those problems, and the variation in circumstances among youth and their families.

The Logic of JDAI

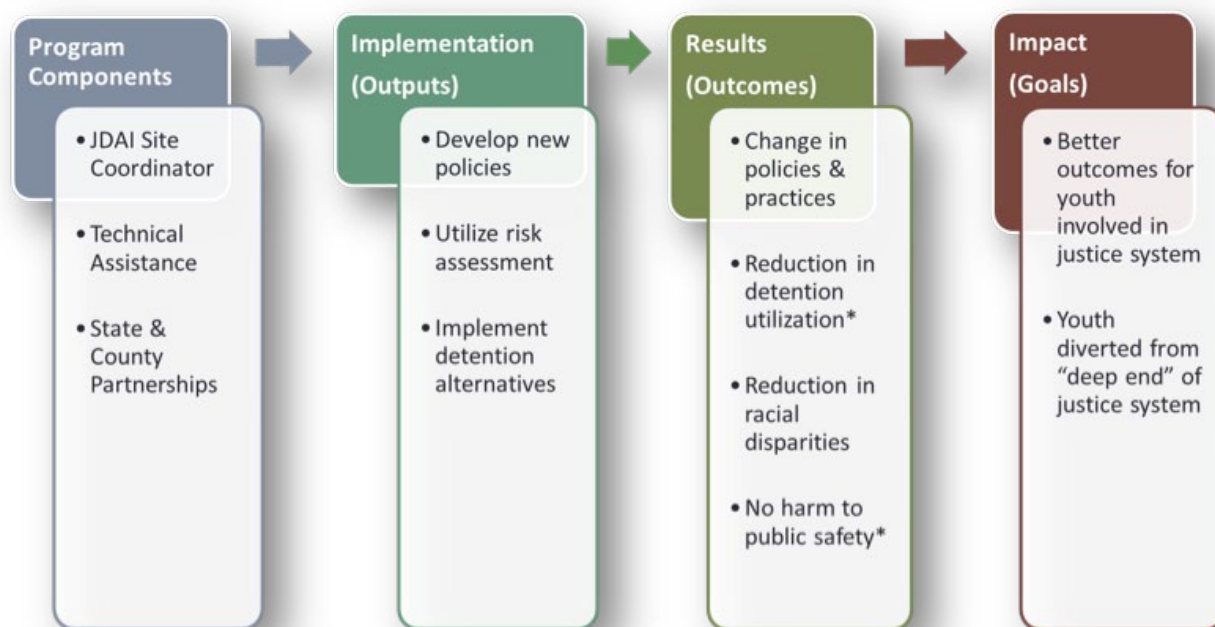
In designing an evaluation methodology, the logic model is a tool that helps identify what outcomes can be expected from an intervention under ideal conditions. Creating a logic model based on the theories behind JDAI serves as an important step in mapping out the causal linkages between key program components, outputs, intermediate outcomes, and long-term goals. Although the logic model describes the causal theories behind JDAI's outcomes and impacts, this report does not provide evidence for causality.

Core Elements of the JDAI Model

1. Collaboration among the local juvenile court, probation agency, prosecutors, defenders, other governmental entities, and community organizations—including formal partnerships.
2. Collection and utilization of data to diagnose the system's problems, assess the impact of various reforms, and assure that decisions are grounded in hard facts.
3. Objective admissions screening to identify which youth actually pose substantial public safety risks, which should be placed in alternative programs, and which should be sent home.
4. New or enhanced non-secure alternatives to detention targeted to youth who would otherwise be locked up.
5. Case processing reforms that expedite the flow of cases through the system and reduce lengths of stay in custody.
6. Flexible policies and practices to deal with “special” detention cases, such as violations of probation.
7. Persistent and determined attention to combating racial disparities, including careful study to identify specific strategies to eliminate bias.

3. Richard Mendel, *Two Decades of JDAI: A Progress Report*, Baltimore: Annie E. Casey Foundation, 2009.

JDAI Logic Model



Program Components and Implementation

Counties that have adopted the JDAI model receive funding for a site coordinator and receive varying levels of technical assistance depending on need. The success of these activities is contingent on the partnerships that the Casey Foundation is able to establish at the county or state level. Outputs that are expected from these activities include the implementation of new policies, risk assessment, and detention alternatives.

The Casey Foundation has identified 7 program components for JDAI. The logic model presented here, however, generalizes these intervention activities, because the JDAI model was implemented differently across sites and changed over time. Therefore, it is not instructive to view each activity separately from

outputs. The logic model assumes interactive or additive effects among all of the components. Given variation in implementation, it would be difficult to isolate the effect of a subset of program components for evaluation purposes.

Results

The changes that are expected to result from the implementation of JDAI program components can be broadly categorized as intermediate outcomes. The Casey Foundation has tracked many of these changes, which include changes in policy and practices of local juvenile justice systems; changes in detention utilization as measured by admissions, average daily population, and average length of stay; changes in racial disparities among detained youth; and changes to public safety outcomes as measured by failure to appear and re-arrest rates for pre-adjudicated youth.

Key Outcome Indicators

The table below presents the most widely accepted indicators for assessing juvenile detention and public safety. Annual admissions, average daily population, and average length of stay figures are usually collected and reported by local and state jurisdictions. Annual admissions figures report the total number of pre-adjudicated youth that were detained in a year; these may count a single youth more than once for separate admissions. The public safety indicators listed below are generally tracked by the juvenile court or state juvenile justice agency; these may not be broken down at the county level, but rather at the district court level. Although there is variation among states in the definition of terms and the reporting of data, these are most often the measures used to assess changes in outcomes among justice system-involved youth.

Key Assumptions for JDAI Logic Evaluation

Detention that is unnecessary and inappropriate leads to negative youth outcomes. The least amount of detention necessary is the best option for youth.

State-level policy changes can have an effect that can be observed at the local level.

Risk assessments help eliminate biased detention decisions based on race and ethnicity.

Risk assessments identify low-risk youth who can be assigned to detention alternatives or released without a risk to public safety.

Reductions in overcrowding make detention facilities safer for both staff and youth.

Definition of Key Indicators

Indicator	Definition
Average Daily Population (ADP)	The sum of all days in the facility for all youth placed during the year/ number of days in the year).
Admissions	The total number of youth admitted to a detention center—not unique identities. Some youth may be counted more than once.
Average Length of Stay (ALOS)	The sum of all the stays (number of days each youth spent detained) for those released during the period divided by the number of “releases.”
Reoffend or Re-arrest	The number of youth who were rearrested or seen at juvenile court (intake) for a new delinquent offense. (Here, we are interested in the number of pre-adjudicated youth rearrested for a new offense.)
Failure to Appear (FTA) or Bench Warrant	FTA or Bench Warrant: The number of youth who fail to appear to scheduled court dates.

Source: U.S. Department of Justice, Office of Juvenile Justice and Delinquency Prevention, Deinstitutionalization of Status Offenders Best Practices Database: Glossary. Available at <http://www.ojjdp.gov/dso/dsoglossary.aspx>.

Methods

Comparing Sites to States

This report presents data on states that have adopted JDAI in a variety of ways. As of February, 2012, JDAI is operating in 30 states and the District of Columbia. This report covers a selection of 84 sites in 23 states that were active before 2010.

The analysis uses quantitative and qualitative data, which were drawn from several data sources including the FBI's Uniform Crime Reports, the Census of Juveniles in Residential Placement (CJRP), JDAI Annual Report data, and the U.S. Census. All data that refer to the youth population in a state come from the U.S. Census.

For the purpose of comparisons among states and within individual states, we have relied primarily on national data; doing so provides consistency across states and sites with respect to definitions and data collection methods. For example, state definitions of "juvenile detention" vary; one state may include post-adjudicated youth in placement while another may not. However, the CJRP has a standard definition of detention, which facilitates comparisons among states.

There are limitations in the availability of data and the quality of data. One of the limitations of the data is that the JDAI sites are included in, rather than separate from, the state totals. In some cases, not all sites reported data, therefore, some graphs have missing sites or missing state totals. These are labeled "In Selected Sites." Cases that show a dramatic rise or drop in percentage are most often due to very small numbers.

However, the data behind the findings of this report meet standards of quality and consistency that allow us to draw conclusions with confidence about the impact of JDAI in the selected states.

For the purpose of the majority of this report, percent changes are based on two data points: the "baseline" year as defined by JDAI and the most recent year for which data were available. The baseline year is typically the year before adopting the program. The most recent year is 2010 in the case of ADP and commitments, and 2008 in the case of most arrest counts.

Narratives

Each state profile begins with a brief narrative that provides some context for the state's involvement with JDAI. Each may describe the juvenile justice system and relevant reform efforts—what was happening in each of the states during the time JDAI was launched and implemented. In addition, each includes information about the state's youth population.

Information was collected from various sources including JDAI newsletters, the JDAI HelpDesk website, websites for state departments of juvenile justice, previously published reports on states' juvenile justice systems, media coverage, speeches by corrections officials, court decisions, publicly available meeting minutes and presentations, and state statutes.

Comparing Groups of States

The state baseline year was determined by JDAI. In cases where states have counties that adopted JDAI at significantly different times, we chose the earlier year, especially given that the percentage of youth population in some counties is a significant portion of the state total.

Average Daily Population for Detention

ADP is widely considered to be a standard for measuring the use of detention facilities. It is often calculated with a formula that uses admissions and average length of stay, which is measured in days. The state-level data for the ADP of detention centers came from the CJRP, which was administered in 1997, 1999, 2001, 2003, 2006, 2007, and 2010. The National Center for Juvenile Justice (a partner organization of OJJDP that assists with the maintenance and analysis of CJRP data) assisted by providing a specially requested dataset.

State trend data for average daily population were compiled to provide some historical context to JDAI initiatives. Markers on state ADP trend charts highlight the number of JDAI sites and the proportion of a state's youth population in those sites as of 2009.

The CJRP defines a detention center as “a short-term facility that provides temporary care in a physically restricting environment for juveniles in custody pending court disposition and, often, for juveniles who are adjudicated delinquent and awaiting disposition or placement elsewhere, or are awaiting transfer to another jurisdiction.”

JDAI site-level data on detention ADP are from the 2010 JDAI Annual Results data, as reported to the Casey Foundation. The limitations of the Annual Report data have been assessed and thoroughly documented by the Casey Foundation in the “JDAI Annual Results Report, 2009.”

Commitments

Commitments to long-term placement are the most restrictive and punitive sanctions in the juvenile system. Although reducing commitment to long-term placement is not a primary objective of JDAI, such reductions might be considered a collateral benefit. However, for various reasons, measuring commitments is challenging.

The state-level commitment data in this report are from the federal CJRP and were obtained through a special data request. CJRP counts ADP and derives from a one-day census. It defines committed youth as “juveniles in placement in the facility as part of a court-ordered disposition. Committed juveniles may have been adjudicated and disposed in juvenile court or convicted and sentenced in criminal court.”

JDAI site-level data on “state commitments” or annual commitments to state youth correctional facilities are taken from the 2010 JDAI Annual Results. These Casey data may use a range of measures instead of ADP, including counts of admissions to detention. State commitments and out-of-home placement are the two types of post-disposition placements included in the Annual Report.

Juvenile Arrests

Juvenile arrest data are from the FBI's Uniform Crime Reports (UCR). The FBI defines juveniles as persons under age 18. Twenty-nine offenses are used in the database, including all violent and property crimes, as well as non-index crimes. The most recent year available for arrest data is 2008.

In cases where law enforcement agencies do not report arrest counts, UCR provides estimates. To maintain accurate records, the database only provides arrest data for counties where there are data for at least 90% of the population. Data for some of the counties in this report were not available. Missing county data resulted in incomplete and unusable state totals. Therefore, some states are omitted from key findings and state profiles.

Calculating Percent Change

The state profile graphs show percent change in ADP, commitments, and arrests, for both JDAI sites and for the state. ADP and commitment graphs include county-level JDAI data, followed by an aggregate JDAI figure, and an overall state figure from the CJRP. The graphs provide the change in absolute numbers; this

label is located under the county data label (Δx). The calculations measure the change between the baseline year and 2010.

JDAI baseline years vary by site and were provided by Casey. The percent changes in state totals were

based on the closest survey year of the CJRP. The CJRP Census year immediately before or after the baseline year was chosen, and when both were equally close to the baseline, the year prior was chosen. Non-JDAI sites were estimated through a calculation of state totals minus the JDAI site totals in each state.

Limitations and Challenges

It must be noted at the outset that a highly decentralized effort to reform juvenile detention, by its very nature, defies a straightforward scientific evaluation. The many variables at play in all of the local systems are complex and difficult to assess. Among different jurisdictions, there is a wide range of approaches to juvenile detention to begin with. Plus, there may be striking inconsistencies among both sites and states in the way that terms are defined, the kinds of data that are collected, and the standards applied for maintaining and reporting that data.

For example, state definitions of “juvenile detention” vary; one state may include post-adjudicated youth in placement while another may not. However, the CJRP has a standard definition of detention, which facilitated comparisons among states for this analysis.

It is important to bear in mind that detention is, in all but a few instances, a local matter. Detention centers are usually funded and administered by local city or county governments. Some jurisdictions collect detailed admissions data, and others do not. Some produce annual reports with detailed data in a consistent way from one year to the next; others do not publish their collected data or ask a fee for preparing and releasing it.

Even some of the available data show a less than thorough approach to collection, which proves to be an obstacle to adequately measuring key outcome areas over time or capturing the differential effect of key program components.

One of the limitations of the data for this report is that the JDAI sites are included in, rather than separate from, the state totals. In some cases, not all sites reported data, therefore, some graphs have missing sites or missing state totals. These are labeled “In Selected Sites.” In some cases there is a dramatic rise or drop in percentage, which is likely due to very small sample numbers.

As a follow up to the analysis in this report, researchers attempted a second-level evaluation, comparing sites that implemented JDAI to other counties in the same state that did not implement JDAI. This kind of analysis requires state-level data disaggregated at the county level (or similar jurisdiction). Although this is a logical idea for evaluation, after much effort and due to the limitations described above, it proved to add little value to the analysis. The necessary data were very hard to discover or to access. Those data that could be found had major gaps or were extremely time consuming to analyze, and the result was problematic with respect to validity and reliability.

However, a lesson learned from the effort was that enhanced evaluation design could help define the future national discourse on what works in juvenile justice reform efforts. The findings from a carefully designed data collection scheme can have important implications for the Casey Foundation in how it continues to implement JDAI and how it may design future juvenile justice reform efforts.

Comparing Groups of States

JDAI States Compared to Non-JDAI States

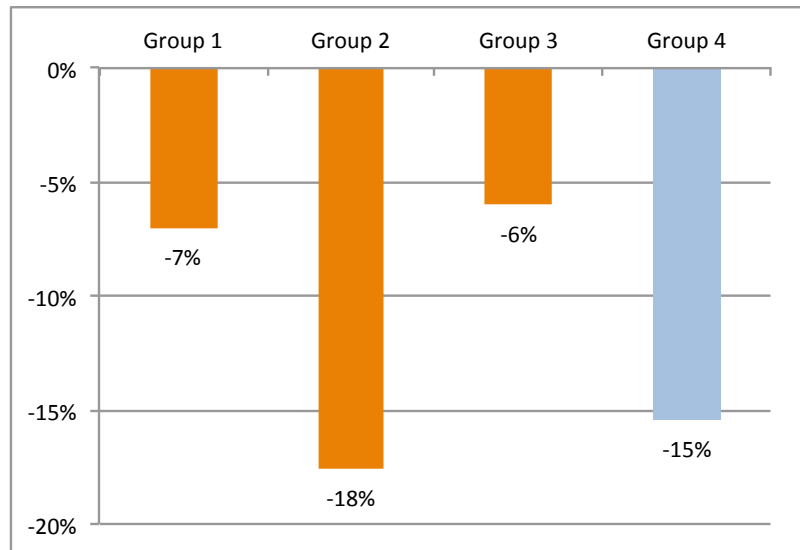
Using data from the CJRP, this analysis looks at measures in light of how long sites have been implementing JDAI standards. It also includes the group of states with no JDAI implementation. The 25 states in this analysis are grouped by the predominant baseline year in each state. For this purpose, we have included New Hampshire and Delaware. There are four groups:

- Group 1: Those with sites that joined JDAI before 2003.
- Group 2: Those with sites that joined from 2003 to 2007.
- Group 3: Those with sites that joined after 2007.
- Group 4: Those that did not join JDAI at all or those with sites that joined after 2010.

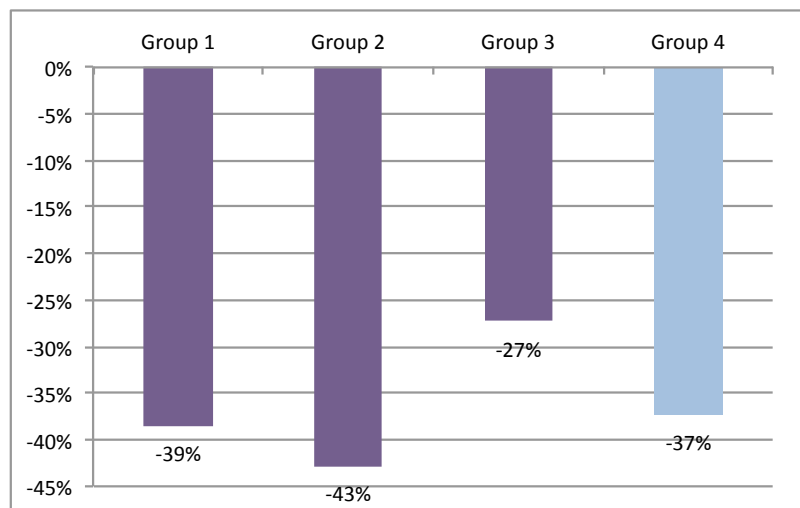
Comparing ADP, Group 2 showed the largest decrease from 1997 to 2010. The years 2003-2007 were those in which there was a significant “rollout” effort on the part of the Casey Foundation. Groups 1 and 3 showed a modest decreases (-7% and -6%). Group 4 showed a decrease similar to that of Group 2 (-15% and -18%, respectively).

Comparing commitments, Group 2 showed the largest decrease in ADP from 1997 to 2010 (-43%), followed by Group 1 (-39%). Group 3 showed a more modest decrease (-27%). Group 4 showed a decrease similar to that of Group 1 (-37%).

Percent Change in ADP, JDAI States to Non-JDAI States, 1997-2010



Percent Change in Commitments, JDAI States to Non-JDAI States, 1997-2010



Group 1 includes California, Idaho, Illinois, Maryland, New Hampshire, New Mexico, and Oregon.

Group 2 includes Alabama, Arizona, Delaware, Georgia, Indiana, Louisiana, Massachusetts, Minnesota, Nevada, New Jersey, Texas, Virginia, and Washington.

Group 3 includes Hawai'i, Iowa, Mississippi, Missouri, and Montana.

Group 4 includes Alaska, Arkansas, Colorado, Connecticut, **Kansas**, **Kentucky**, Michigan, **New York**, **North Carolina**, North Dakota, Oklahoma, **Pennsylvania**, South Carolina, **Tennessee**, Utah, Vermont, West Virginia, and **Wisconsin**.

States in **bold** joined JDAI after 2010 or are pending.

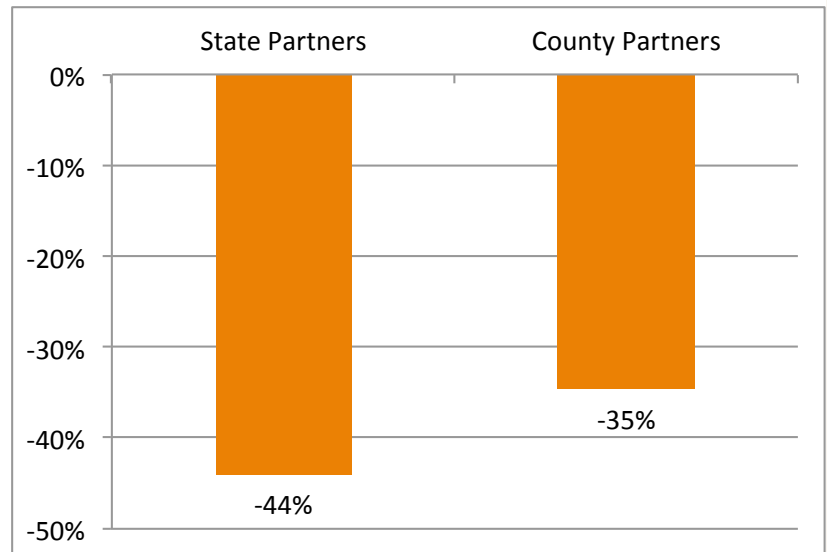
JDAI States as State Partners Compared to JDAI States as County Partners

Again using CJRP data, we examine measures in sites separated into two groups. The groups are based on the type of partnership they have with JDAI. Group 1 is those states that are direct grantees of JDAI—state partners, in other words. Group 2 is the states in which JDAI sites are county partners.

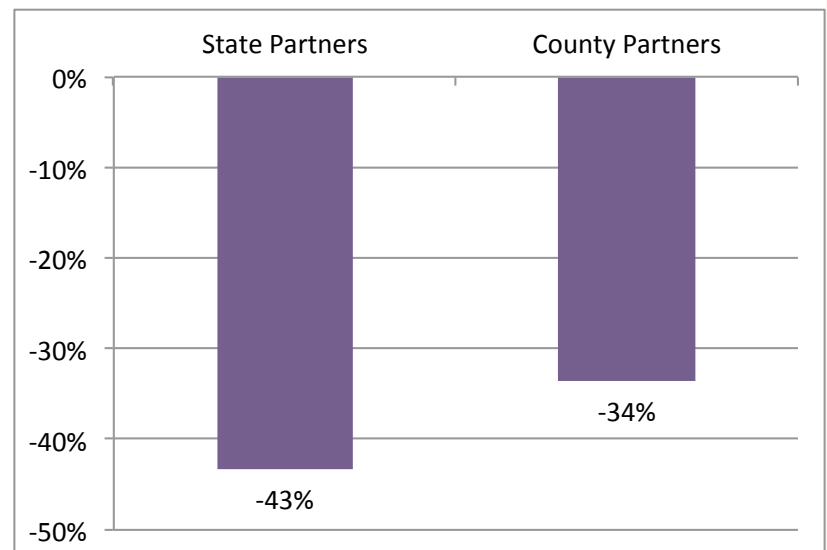
Comparing ADP, Group 1 (state partners) showed a decrease of 44% from 1997 to 2010. Group 2 (county partners) showed a decrease of 35% during the same time period.

Comparing commitments, Group 1 (state partners) showed a decrease of 43% from 1997 to 2010. Group 2 (county partners) showed a decrease of 34% during the same time period.

Percentage Change in ADP, State Partners to County Partners, 1997-2010



Percentage Change in Commitments, State Partners to County Partners, 1997-2010



Alabama



The four Alabama JDAI sites—Jefferson, Mobile, Montgomery, and Tuscaloosa Counties—joined JDAI in 2007. Together, these counties constitute 32% of Alabama youth.¹ Between 2000 and 2010, Alabama’s youth population grew only 1%—513,000 to 519,000.

The state adopted JDAI not because of high levels of juvenile crime, but because juveniles in the state were being detained for non-serious behavior and were not a threat to the community.² Of youth detained by the state’s Department of Youth Services (DYS) in 2006, 79% were there for nonviolent law violations.³ Not only was this ineffective for the youth, but the large detention population contributed to poor outcomes for youth and led to a “skyrocketing” juvenile justice budget.⁴ Six months after JDAI’s adoption in Alabama, state facilities and contract residential programs reported a 10% drop in the number of committed youth.⁵

Around 2007, the school district of Birmingham, in Jefferson County, initiated an agreement in the family courts to reduce the number of students who got involved in the juvenile system for fights or school-related misdemeanors. The vast majority of these students were African American. Jefferson County worked with the courts

and educators to decide on options, such as giving students two warnings, along with other interventions in school, before being referred.⁶

In February, 2008, two Alabama counties reached out to Multnomah County, Oregon, a successful model JDAI site. Representatives from Jefferson and Mobile Counties spent time in Multnomah County to observe practices proven successful there.⁷

The JDAI efforts in Alabama have proved promising. Resources have been shifted to the local level for alternatives to detention, and the state’s budget has increased by 75% for non-residential alternatives.⁸

Alabama has taken on other approaches that have aided in juvenile justice reform. The Alabama Juvenile Justice Act of 2008 had a four-fold approach involving “banning the incarceration of status offenders, improving juvenile defense, narrowing the pipeline, and reconnecting committed youth with their home schools.” This legislation sought to set a standard for the state in support of reform. The DYS was also involved in juvenile justice reform. DYS administrators closed seven facilities and decreased the number of beds by 200 in 2008. The agency also attempted

Alabama Facts at a Glance

Youth Population:

+1%

Detention:

-33%

Commitment:

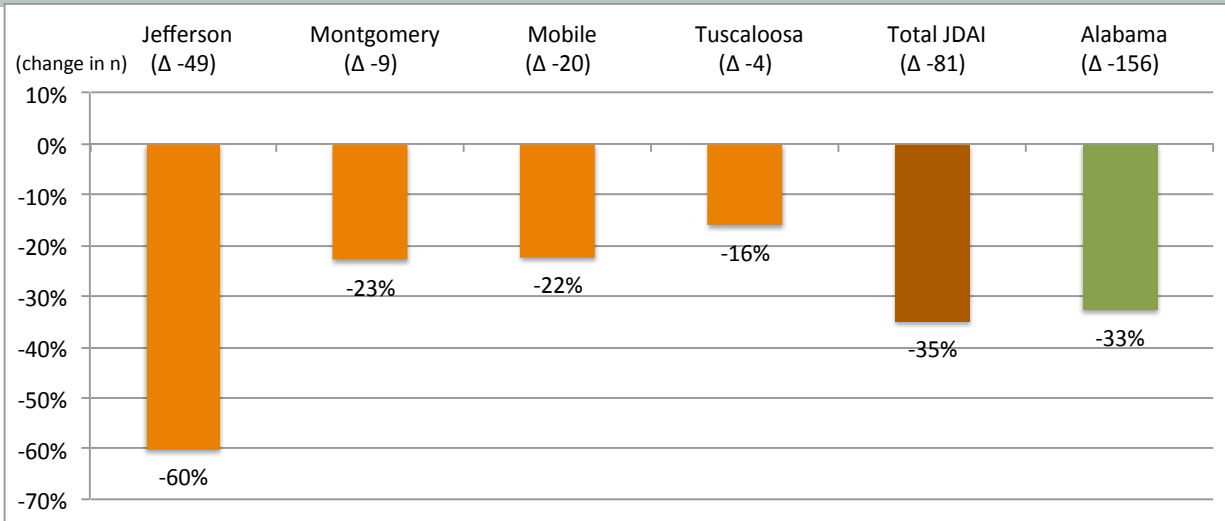
-33%

Arrest:

N/A

continued on page 20

Juvenile Detention: Percent Change in ADP Counts, 2006-2010

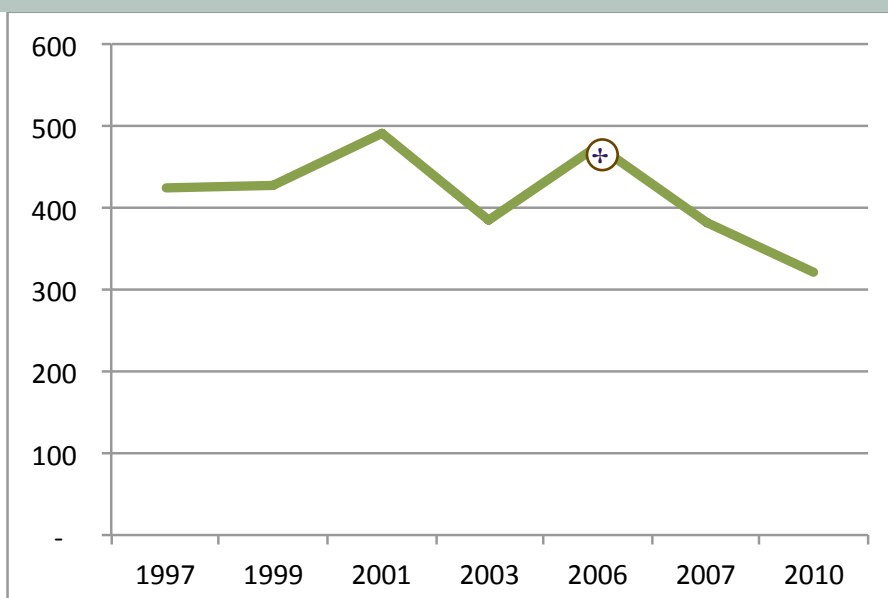


Sources: Casey Annual Report 2010 (JDAI Sites), Census of Juveniles in Residential Placement (Alabama).

From the baseline year of 2006 to 2010, the participating counties saw a drop in ADP individually between 16 and 60%. The combined drop in ADP for JDAI counties was 35%. The average drop for the state (as measured by the CJRP) was 33%.

The long-term detention trend in Alabama is up and down with a relatively steady decline beginning in 2006.

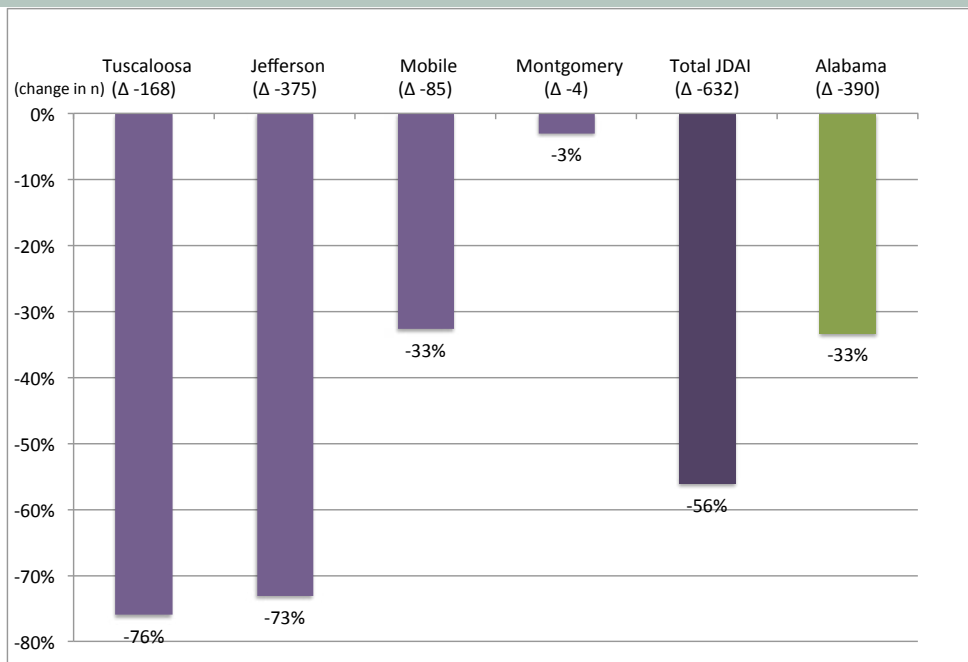
Alabama Total ADP, 1997-2010



⊕ 4 sites,
32% of AL youth

Source: Census of Juveniles in Residential Placement.

Residential Placement: Percent Change in Commitment Counts, 2006-2010

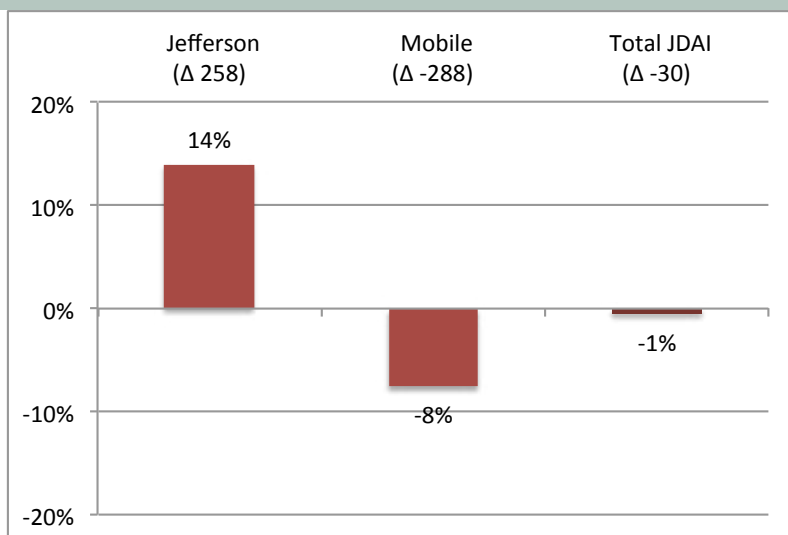


Sources: Casey Annual Report 2010 (JDAI Sites), Census of Juveniles in Residential Placement (Alabama).

According to the CJRP, the percent change in the state total for commitment counts was 33%. The drop in commitment for JDAI counties was 56%.

Three out of four of the participating Alabama JDAI sites had a drop in commitments equal to or greater than that of the state over all.

Juvenile Arrest Counts: Percent Change, Selected Sites, 2006-2008



Source: FBI Uniform Crime Reports.

Juvenile arrests increased 14% in Jefferson County and decreased 8% in Mobile County from the baseline year of 2006 to 2008 (the most

recent year for which data are available). The combined change in arrests for JDAI Counties was a drop of 1%.



to close the gap between the local courts and the state, changed its grant process to entail more accountability, and created a strategic plan for the future of DYS. The Administrative Office of the Courts (AOC) has also worked towards detention reform, specifically focusing at the local level.⁹

Alongside federal efforts, the local JDAI counties have experienced success and reform. Tuscaloosa County saw a 75% commitment decrease in just four years; Jefferson County reformed its intake and probation process and reduced its commitments by 54%; Mobile County closed facilities and moved money towards youth needs and developed a placement committee; and Montgomery County closed a facility and replaced it with a program to address vocational needs.¹⁰ The state has accomplished much in four years of JDAI and is pursuing preservation of these initiatives to see long-term success.

Notes on Alabama

1. Census data.
2. Annie E. Casey Foundation's Juvenile Justice Strategy Group, "Smaller, Smarter, and More Strategic—Juvenile Justice Reform in Alabama," Annie E. Casey Foundation, May 2011, <http://www.jdaihelpdesk.org/Docs/Documents/Alabama%20engagement%20writeup%20FINAL%20May%202011.pdf>.
3. Danielle J. Lipow, "The Hidden Closet of Alabama's Juvenile Justice System: Juvenile Detention," *Voices for Alabama's Children*, August 2007, http://www.alavoices.org/files/From_the_Expert_Juvenile_Justice.pdf.
4. Annie E. Casey Foundation's Juvenile Justice Strategy Group, "Smaller, Smarter, and More Strategic—Juvenile Justice Reform in Alabama," May 2011, <http://www.jdaihelpdesk.org/Docs/Documents/Alabama%20engagement%20writeup%20FINAL%20May%202011.pdf>.
5. JDAI, "Commitments plummet as detention reform gets underway," *JDAI Newsletter*, May 2008.
6. JDAI, "Innovative Birmingham Policy to Reduce School-based Referrals," *JDAI Newsletter*, December 2009, <http://www.aecf.org/MajorInitiatives/JuvenileDetentionAlternativesInitiative/Resources/Dec09newsletter/JDAISiteUpdates1.aspx>.
7. Family Court of Jefferson County, "Jefferson meets Multnomah," *Reclaiming Our Youth*, April 2008, <http://www.jdaihelpdesk.org/Docs/Documents/ROYI1V1.pdf>.
8. Annie E. Casey Foundation's Juvenile Justice Strategy Group, "Smaller, Smarter, and More Strategic—Juvenile Justice Reform in Alabama," May 2011, <http://www.jdaihelpdesk.org/Docs/Documents/Alabama%20engagement%20writeup%20FINAL%20May%202011.pdf>.
9. Ibid.
10. Ibid.

Arizona



Arizona currently has one JDAI site. Pima County (Tucson) implemented JDAI in 2005 and represents 14% of the state's youth. Between 2000 and 2010, Arizona's youth population grew 20%—600,000 to 720,000.

Since JDAI's implementation, there have been a number of statewide juvenile justice reforms with the intention of making JDAI a statewide program.

The Arizona Department of Juvenile Corrections was established in 1990 in response to unconstitutional juvenile detention practices that included transferring youth between juvenile and adult institutions.¹ Despite this new department, the state continued to have problems managing its growing juvenile population, resulting in a US Department of Justice CRIPA (Civil Rights of Institutionalized People Act) investigation in 2004 that found "constitutional deficiencies in the [juvenile] facilities' suicide prevention measures, correctional practices, and medical and mental health care services."²

In 2003, the Pima County Juvenile Court Center (PCJCC) began engaging community stakeholders to create a collaborative effort to reduce the disproportionate number of

youth of color involved in the justice system.³ With assistance from Superior Court Judge Hector Campoy in 2004, Pima became the first JDAI site to partner with the W. Haywood Burns Institute to address and reduce racial disparities.⁴ Arizona has also passed legislation aimed at limiting certain juvenile transfers to the adult corrections systems.⁵

Many attribute Pima's Disproportionate Minority Contact/JDAI program success to the key partnerships that Judge Campoy helped to establish: "The trust and respect Judge Campoy has from the community was a key element in the success of launching detention and equity reform in Pima County."⁶ Today, Pima County as well as the Department of Juvenile Corrections continue to monitor its disproportionate minority contact rates. For example, the PCJCC saw a reduction of its average daily population—especially among youth of color—from 176 juveniles in 2004 to 71 in 2011.⁷ In addition, Arizona's Supreme Court recently mandated the statewide use of a new risk assessment tool modeled after JDAI—paving the way for the statewide implementation of JDAI.⁸

Arizona Facts at a Glance

Youth Population:

+20%

Detention:

-38%

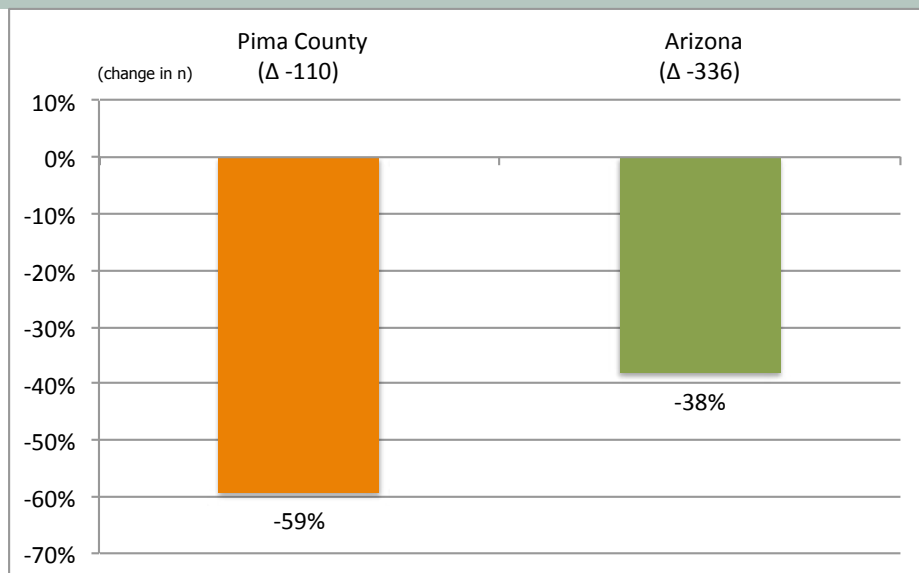
Commitment:

-2%

Arrest:

+1%

Juvenile Detention: Percent Change in ADP Counts, 2003-2010

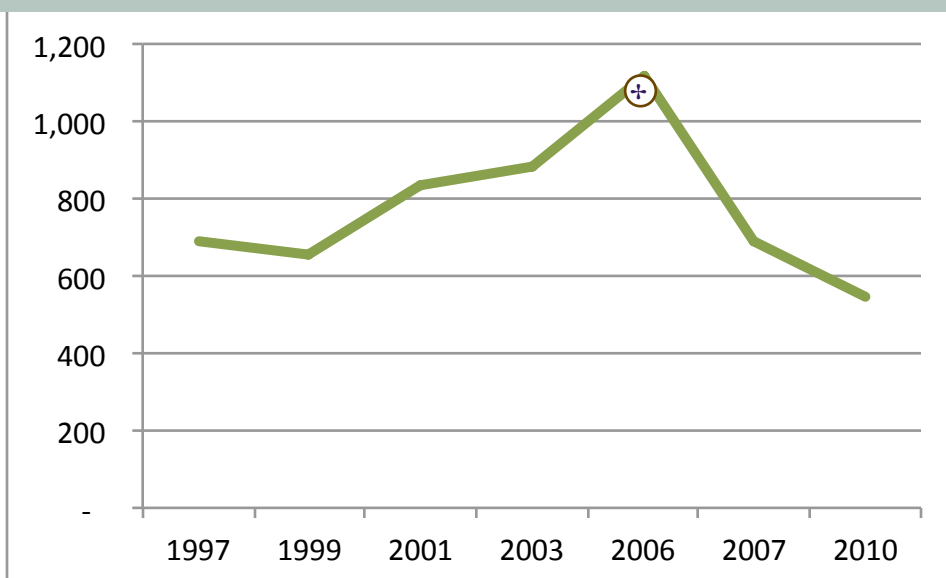


Sources: Casey Annual Report 2010 (JDAI Sites), Census of Juveniles in Residential Placement (Arizona).

From the baseline year of 2003 to 2010, Pima County saw a drop in ADP of 59%. The average drop for the state (as measured by the CJRP) was 38%.

The long-term detention trend in Arizona is a relatively steady incline from 1999 to 2006, at which point the trend changes direction and begins to decline sharply until 2010.

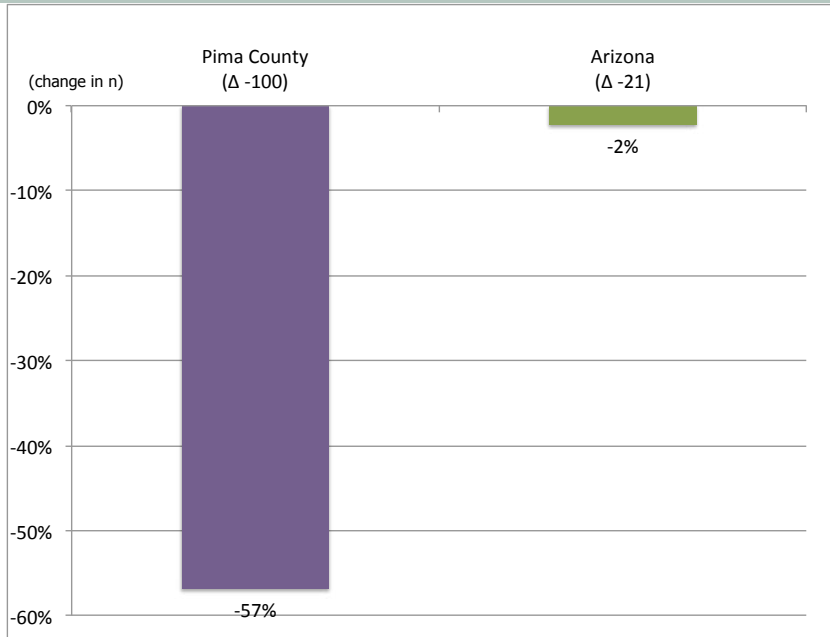
Arizona Total ADP, 1997-2010



⊕ 1 site,
14% of AZ youth

Source: Census of Juveniles in Residential Placement.

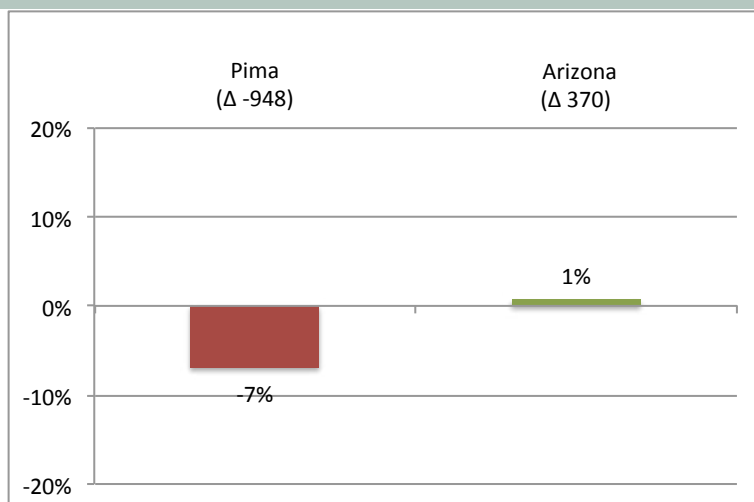
Residential Placement: Percent Change in Commitment Counts, 2003-2010



Sources: Casey Annual Report 2010 (JDAI Sites), Census of Juveniles in Residential Placement (Arizona).

According to the CJRP, the percent change in the state total for commitment counts was a drop of 2%. The drop in commitment for Pima County was 57%.

Juvenile Arrest Counts: Percent Change, 2003-2008



Source: FBI Uniform Crime Reports.

Juvenile arrests increased 1% statewide in Arizona from the baseline year of 2003 to 2008 (the most recent year for which data are available). In Pima County, juvenile arrest decreased 7% during the same period.



Notes on Arizona

1. Arizona Department of Juvenile Corrections, ADJC History, <http://www.azdjcc.gov/FactsNews/ADJCHistory/ADJCHistory.asp>.
2. US Department of Justice Civil Rights Division, "Re: CRIPA Investigation of Adobe Mountain School and Black Canyon School in Phoenix, Arizona; and Catalina Mountain School in Tucson, Arizona," January 23, 2004, http://www.justice.gov/crt/about/spl/documents/ariz_findings.pdf.
3. Pima County Juvenile Court Center, "Disproportionate Minority Contact and Juvenile Detention Alternatives Initiative," <http://www.pcjcc.pima.gov/jdai/jdai.htm>.
4. Richard Mendel, "Two Decades of JDAI: From Demonstration Project to National Standard," Annie E. Casey Foundation, 2009.
5. Neelum Arya, "State Trends: Legislative Changes from 2005 to 2010, Removing Youth from the Adult Criminal Justice System," Washington, DC: Campaign for Youth Justice, 2011, <http://www.jdaihelpdesk.org/Docs/Documents/CFYJ%20State%20Trends.pdf>.
6. Annie E. Casey Foundation, "Judge Hector Campoy retires," *JDAI Newsletter*, summer 2011, <http://www.aecf.org/MajorInitiatives/JuvenileDetentionAlternativesInitiative/Resources/JDAI/2011/Summer%202011/JDAI%20Newsmakers/Judge%20Hector%20Campoy%20retires.aspx>.
7. Ibid.
8. Annie E. Casey Foundation, "Arizona introduces statewide risk-assessment tool," *JDAI Newsletter*, Summer 2011, <http://www.aecf.org/MajorInitiatives/JuvenileDetentionAlternativesInitiative/Resources/JDAI/2011/Summer%202011/JDAI%20Site%20Updates/Arizona%20introduces%20statewide%20risk-assessment%20tool.aspx>.

California



California currently has four JDAI sites: Santa Cruz, San Francisco, Ventura County, and since late 2010, Orange County.¹ The youth population for the combined sites (excluding Orange County) is 4% of the state total. Between 2000 and 2010, California's youth population grew 5%—4,054,000 to 4,258,000.

In 1995, Sacramento was the first county in California to adopt JDAI. It was one of the original JDAI sites along with Portland (Multnomah County) and Chicago (Cook County). JDAI reports suggest that Sacramento's program was successful both in reducing detention numbers and creating a more positive incentive-based environment at Sacramento Juvenile Hall.² By the end of the three-year program, "the local governments had absorbed the JDAI innovations into their regular juvenile justice budgets and procedures."³ Sacramento County is no longer listed as a JDAI site.

Santa Cruz joined the program in 1997 and has remained an active participant. It is now one of Casey's four model JDAI sites, reporting significant successes in reducing its juvenile detention population. The Casey Foundation notes that the numbers of youth in Santa Cruz County detention decreased more than 50% from

1996 to 2005 (50 to 22), and that the rate of disproportionate minority contact also decreased during the same period.⁴

In 2002, two more California counties became JDAI sites: San Francisco in the north, and Ventura County in the south. Reports on the impact of JDAI in these counties appear more mixed than the older JDAI sites. San Francisco, for example, has had limited success in reducing its detention population, particularly for minority youth, and for some ethnicities the rate of detention has actually increased.⁵

Two other developments may have affected the number of youth in local detention facilities. The first is the "realignment" of juvenile justice in California, which began in 2007 and was a result of the passage of Proposition 21. This limited the use of state facilities to the most serious and violent youth and required all other youth to be detained at the local level, potentially increasing the numbers of youth in detention centers. Second, the number of youth sent through the adult system may also impact local detention statistics. San Francisco has traditionally referred very few youth, but Ventura County has the highest rate of so-called "direct filings" at 122.2 per qualifying felony offense.⁶

California Facts at a Glance

Youth Population:

+5%

Detention:

-3%

Commitment:

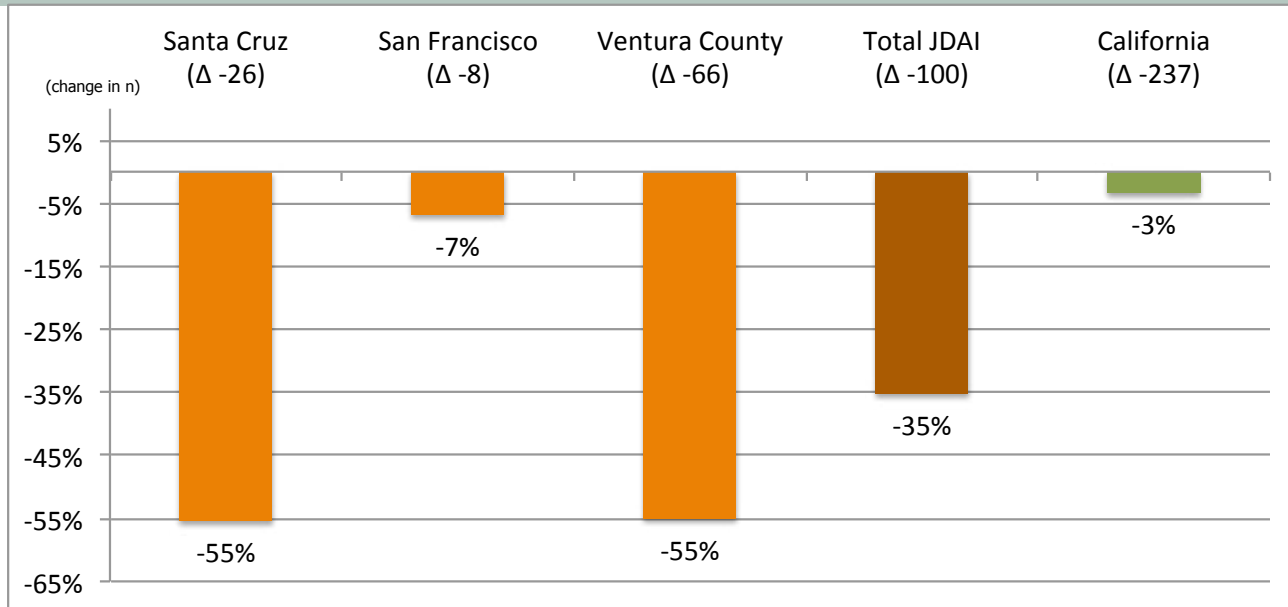
-30%

Arrest:

-4%

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Juvenile Detention: Percent Change in ADP Counts, 2001-2010

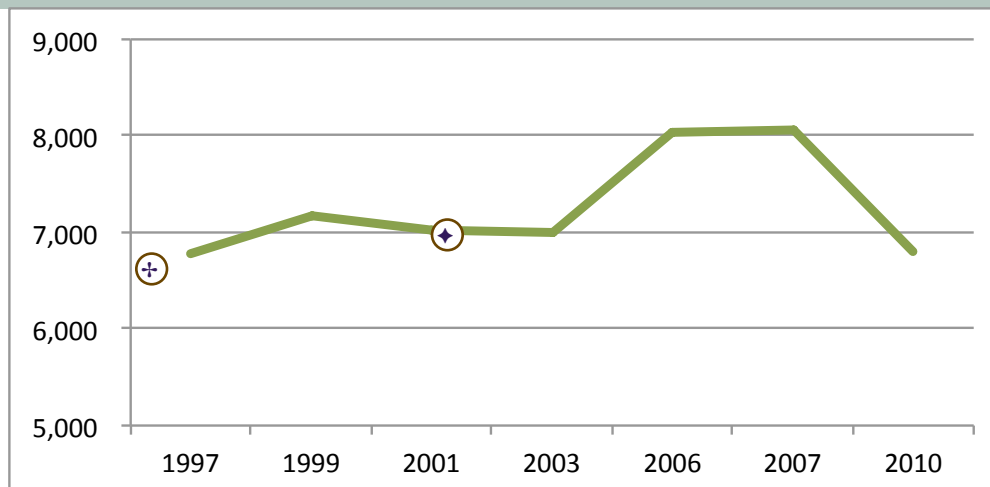


Sources: Casey Annual Report 2010 (JDAI Sites), Census of Juveniles in Residential Placement (California).

Between 2001 and 2010, Santa Cruz County and Ventura County ADP dropped 55%, and San Francisco dropped 7%. The total JDAI drop was 35%. The state average of ADP dropped 3% during the same period.

The long-term trend in CA detention was relatively stable until 2003, when it rose, leveled in 2006, and then began its current decline in 2007.

California Total ADP, 1997-2010



⊕ Santa Cruz (1996), 1% of CA youth

⊕ 3 sites, 4% of CA youth

Source: Census of Juveniles in Residential Placement.

Residential Placement: Percent Change in Commitment Counts, 2001-2010

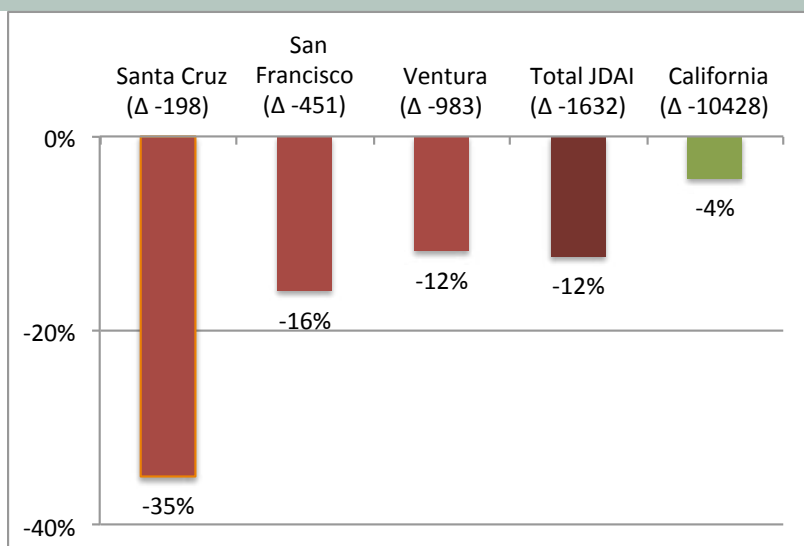


Sources: Casey Annual Report 2010 (JDAI Sites), Census of Juveniles in Residential Placement (California).

Santa Cruz County commitments dropped 82% from the county's baseline year of 1997 to 2010. Ventura dropped 92%, and San Francisco 83%.

According to the CJRP, the percent change in the state total for commitments between 2001 and 2010 was a drop of 30%.

Juvenile Arrest Counts: Percent Change, 2001-2008



Source: FBI Uniform Crime Reports.

Juvenile arrests decreased 4% in California from the baseline year of 2001 to 2008 (the most recent year for which data are available). In Santa Cruz County, juvenile arrests decreased 35%, in

San Francisco 16%, and in Ventura 12% during the same period. The total drop in arrest for JDAI sites was 12%.



Even though only four counties in California have been or are currently JDAI counties, there is evidence that other counties are implementing similar practices on their own, which may also affect the comparison between JDAI and in non-JDAI counties. Alameda County, for example, has introduced its own risk assessment tool and other community-based alternatives to detention, including a night-reporting center.⁷

Notes on California

1. Because Orange County has joined the program so recently, it will not be included as a JDAI county for the purposes of this analysis.
2. Bill Rust, "Juvenile Jailhouse Rocked: Reforming Detention in Chicago, Portland, and Sacramento, Annie E. Casey Foundation, Fall/Winter 1999, <http://www.aecf.org/upload/publicationfiles/juv.pdf>, 12.
3. "The JDAI Story," 8. <http://www.aecf.org/upload/publicationfiles/jdai%20story.pdf>
4. Ibid.
5. Center for Juvenile and Criminal Justice.
6. Selena Teji and Mike Males, "An Analysis of Direct Adult Criminal Court Filings 2003-2009: What has been the effect of Proposition 21?," CJCJ, August 2011.
7. David Muhammad, "Keynote Address to the California Wellness Foundation 2011 Conference on Violence Prevention," November 18, 2011.

Georgia



Implementing JDAI in Georgia presents some specific challenges, among them, a large population (Georgia is the tenth most populous state in the nation), a lack of specific legal restrictions on detention, and the “fragmented nature” of the juvenile justice system.¹ The state consists of 159 counties. One of these—Clayton County—adopted JDAI in 2004. Clayton County holds only 3% of the state’s youth population. Between 2000 and 2010, Georgia’s youth population grew 15%—966,000 to 1,110,000.

In 1994, the Gun Free School Act deployed police officers on school campuses. These police, referred to as “school resource officers,” were part of a zero-tolerance policy, which eventually resulted in students being suspended, expelled, and arrested for what could be considered “normal adolescent behavior.”² As a result, Clayton County saw a 2,000% increase in school-based referrals.³ As part of the JDAI collaboration strategy, Clayton County created a juvenile justice cooperative to address this and other issues.⁴

Community leaders assembled for a meeting held by the executive director of the Children and Youth Coordinating Council. In nine months, the resulting cooperative completed a protocol to address this “school-to-prison pipeline.” The protocol gave administrators other options besides detention referral or arrest to deal with behavioral issues.⁵

According to Clayton County Juvenile Court Judge Steven Teske, since the cooperative’s protocol, juvenile school referrals decreased 78%, graduation rates increased 21%, serious weapons on campus rates dropped 70%, and the referral rate of youth of color—who were severely affected by the zero tolerance policy—decreased by 60%.⁶

The cooperative continues to meet to discuss pressing issues affecting the county. They also collaborate with other counties.⁷ Jefferson, Alabama, another JDAI site, replicated the Clayton protocol model. The model also inspired Indiana’s House Bill 1193, which created a collaborative effort similar to the Clayton cooperative.

Aside from county-level JDAI efforts, Georgia has developed a number of juvenile justice reform initiatives at the state level. In 1998, Georgia’s Department of Juvenile Justice (DJJ) entered into an agreement regarding juvenile justice reform with the U.S. Department of Justice. Together, the DJJ along with the Annie E. Casey Foundation developed a state-level initiative and implemented a Detention Assessment Instrument. DJJ now runs a number of detention alternatives including home detention, day and evening reporting centers, and “wrap-around services” to reduce unnecessary detention.⁸

Georgia Facts at a Glance

Youth Population:

+15%

Detention:

+28%

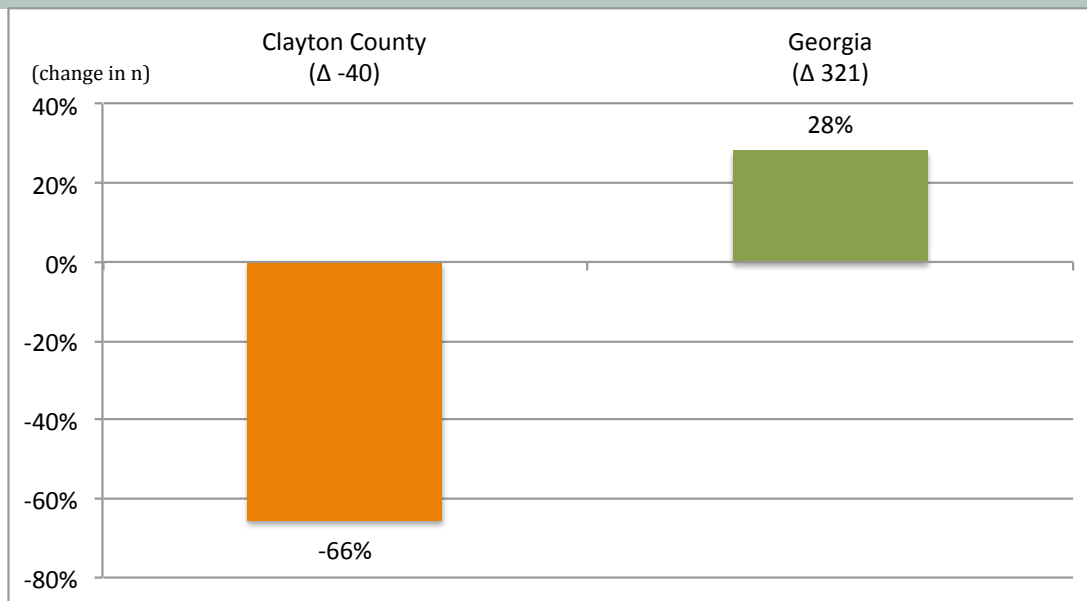
Commitment:

-39%

Arrest:

N/A

Juvenile Detention: Percent Change in ADP Counts, 2003-2010

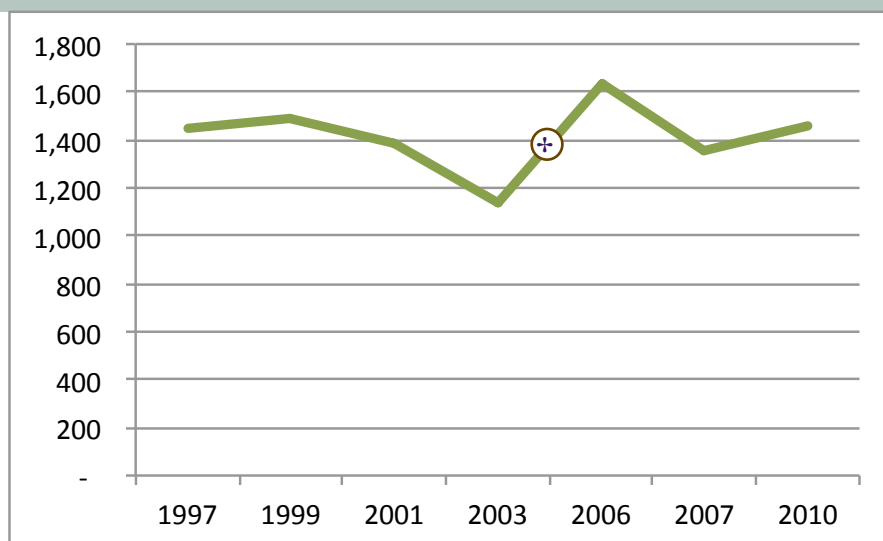


Sources: Casey Annual Report 2010 (JDAI Sites), Census of Juveniles in Residential Placement (Georgia).

From the baseline year of 2003 to 2010, Clayton County saw a drop in ADP of 66%. The average change for the state (as measured by the CJRP) was an increase of 28%.

The long-term detention trend in Georgia is a relatively steady decline from 1999 to 2003, when the trend began to rise until 2006. That year, the direction changed again and began a decrease until 2007. ADP has risen slightly since then to 2010.

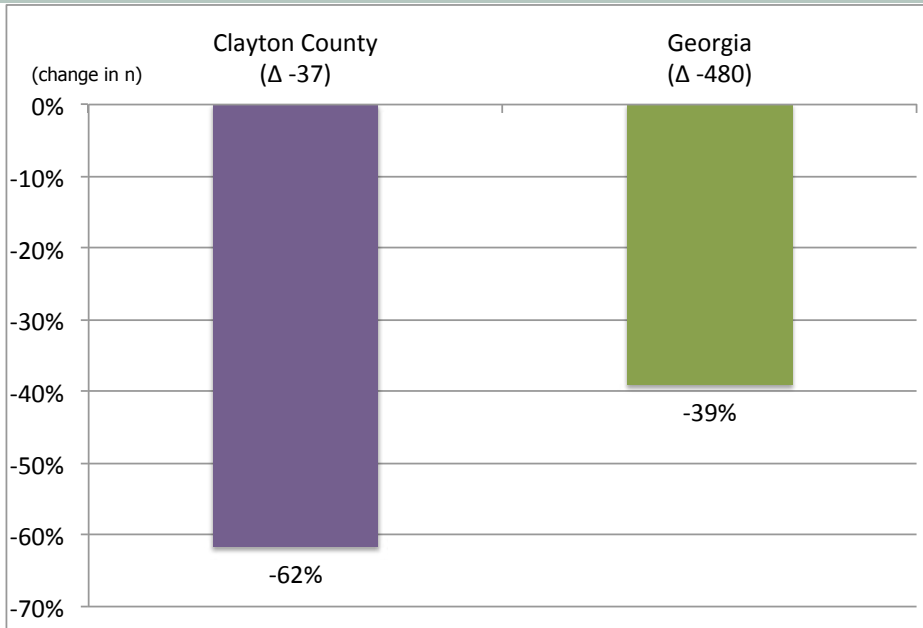
Georgia Total ADP, 1997-2010



+ 1 site,
3% of GA youth

Source: Census of Juveniles in Residential Placement.

Residential Placement: Percent Change in Commitment Counts, 2003-2010



Sources: Casey Annual Report 2010 (JDAI Sites), Census of Juveniles in Residential Placement (Georgia).

According to the CJRP, the percent change in the state total for commitment counts was a drop of 39%. The change in commitment for Clayton County was a drop of 62%.



Notes on Georgia

1. Children and Youth Coordinating Council, "Assessment of the Current Juvenile Detention System in Georgia," March 19, 2003, http://www.juvjustice.org/media/resources/public/resource_185.pdf.
2. JDAI, "As Suspensions, Expulsions and Juvenile Arrests Grow, JDAI Sites Push Back," *JDAI Newsletter*, Spring 2010, <http://www.aecf.org/MajorInitiatives/JuvenileDetentionAlternativesInitiative/Resources/May10newsletter/FeatureStory.aspx>.
3. Judge Steven Teske, "The Importance of Judicial Leadership in Juvenile Justice," Juvenile Justice Information Exchange, October 3, 2011, <http://jjie.org/importance-of-judicial-leadership-juvenile-justice/41786>.
4. Ibid.
5. JDAI, "As Suspensions, Expulsions and Juvenile Arrests Grow, JDAI Sites Push Back," *JDAI Newsletter*, Spring 2010, <http://www.aecf.org/MajorInitiatives/JuvenileDetentionAlternativesInitiative/Resources/May10newsletter/FeatureStory.aspx>.
6. JDAI, "As Suspensions, Expulsions and Juvenile Arrests Grow, JDAI Sites Push Back," *JDAI Newsletter*, Spring 2010, <http://www.aecf.org/MajorInitiatives/JuvenileDetentionAlternativesInitiative/Resources/May10newsletter/FeatureStory.aspx>.
7. Judge Steven Teske, "The Importance of Judicial Leadership in Juvenile Justice," Juvenile Justice Information Exchange," October 3, 2011, <http://jjie.org/importance-of-judicial-leadership-juvenile-justice/41786>.
8. Children and Youth Coordinating Council, "Assessment of the Current Juvenile Detention System in Georgia," March 19, 2003, http://www.juvjustice.org/media/resources/public/resource_185.pdf.

Hawai`i



The state of Hawai`i signed on as a state JDAI partner in 2008. Implementation began in Hawai`i County on the Big Island, and Honolulu County on the island of Oahu. The Hawaiian Islands contain five counties; however, Honolulu and Hawai`i Counties together hold 81% of the state's youth population. Between 2000 and 2010, Hawai`i's youth population increased by 1%—132,000 to 133,000.

Juvenile services in the state of Hawaii are organized by the State Department of Human Services, Office of Youth Services (OYS). OYS handles aftercare and the Hawaii State Youth Correctional Facility. The Family Courts handle the secure detention facilities, intake procedures, predisposition investigation, and probation.¹

In 1993, the Juvenile Justice State Advisory Council, along with OYS, implemented Ho`okala, an adolescent diversion program designed to comply with the Juvenile Justice and Delinquency Prevention Act of 1974. This state program focused on providing alternatives to lock-up such as intervention services, shelter, and community supervision.²

The detention of girls and young women was an issue and a focus of reform long before JDAI efforts began in Hawai`i. In response to a 78.5% increase in the number of females arrested between 1985 and 1995, Hawai`i created the Hawai`i Girls Project. The Project focused on educating decision-makers on gender differences and effective practices for delinquent girls.³ In September of 2004, the Family Court of the First Judicial Circuit created the Hawaii Girls Court as a specialty court to address these gender-specific issues in Hawai`i. The Court focuses on providing gender-responsive programming and services to address the vast gender discrepancies in the State.⁴ In 2011, the Senate passed Bill 467, which created a state requirement for the OYS and Department of Public Safety "to develop and implement gender-responsive, community-based programs for female adjudicated youth and female offenders, respectively," as well as provided funding for these efforts.⁵

Hawai`i joined JDAI in 2008 and swiftly put the JDAI core strategies into practice. The State put collaboration with stakeholders such as OYS, the Juvenile Justice State Advisory Council, and the Hawaii Judiciary

Hawai`i Facts at a Glance

Youth Population:

+1%

Detention:

-10%

Commitment:

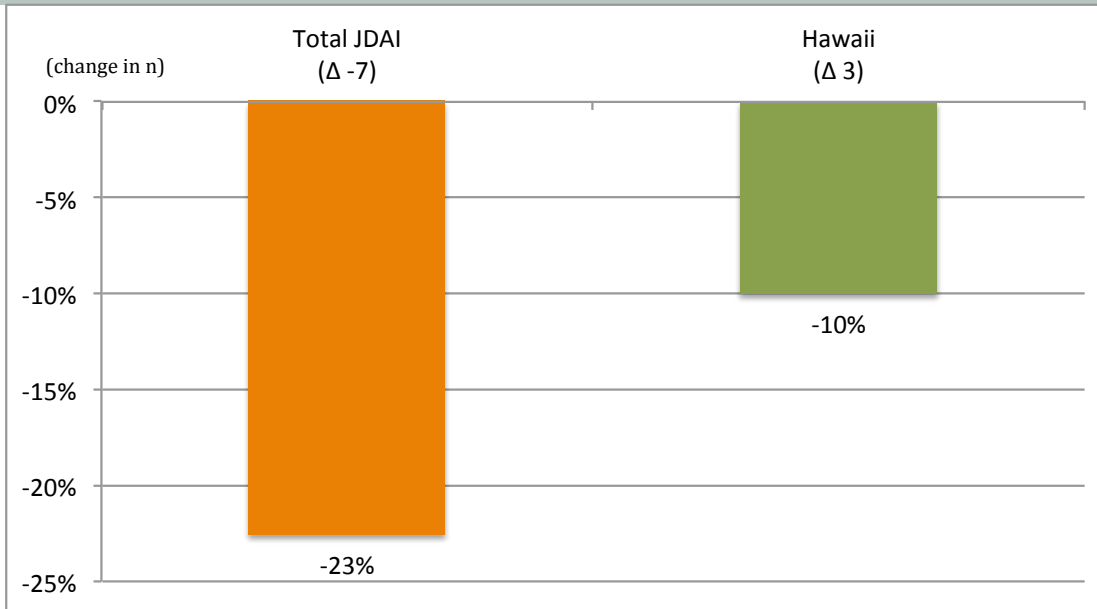
-3%

Arrest:

+1%

continued on page 36

Juvenile Detention: Percent Change in ADP Counts, 2007-2010



Sources: Casey Annual Report 2010 (JDAI Sites), Census of Juveniles in Residential Placement (Hawai'i).

From the baseline year of 2007 to 2010, the total change in ADP for JDAI counties was a decrease of 23%. The average change for the state (as measured by the CJRP) was a decrease of 10%.

The long-term detention trend in Hawai'i is a relatively slight increase from 1997 to 2010, with a marked spike in 2003.

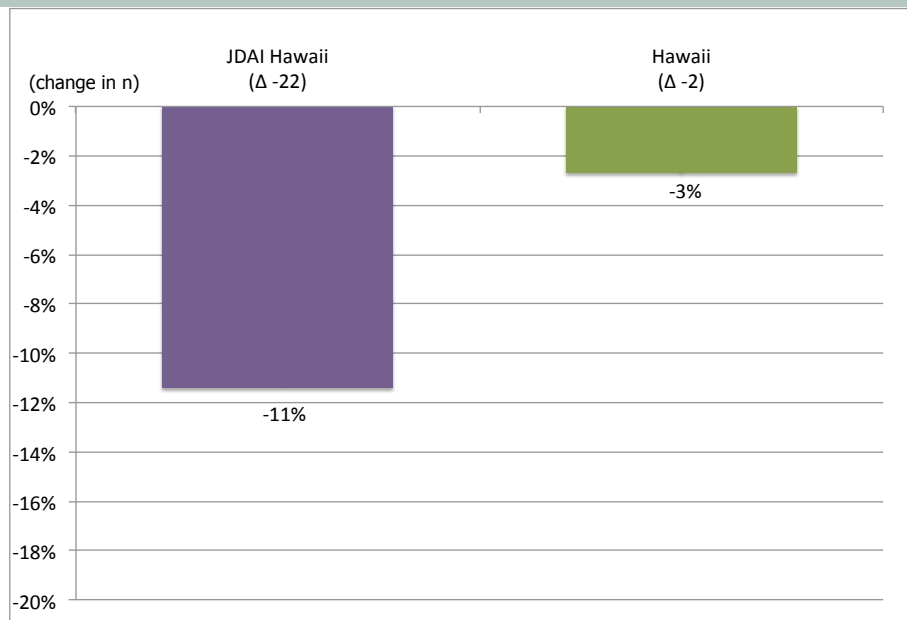
Hawai'i Total ADP, 1997-2010



⊕ 2 sites,
81% of HI youth

Source: Census of Juveniles in Residential Placement.

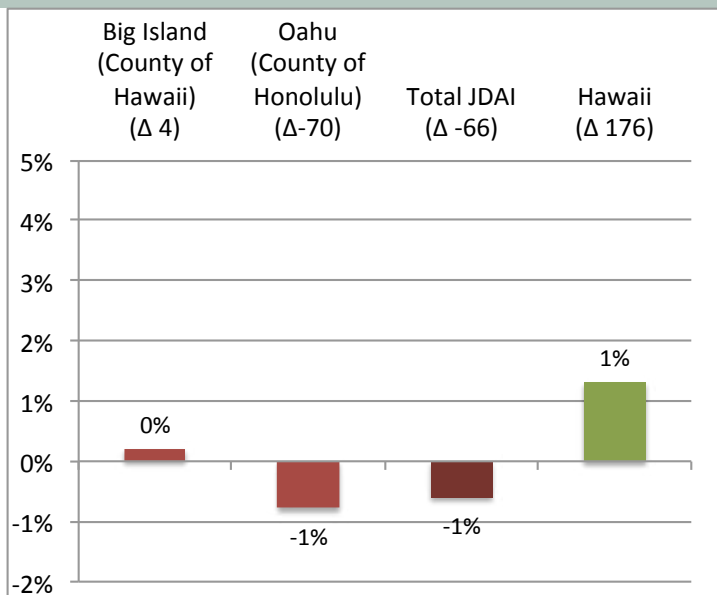
Residential Placement: Percent Change in Commitment Counts, 2007-2010



Sources: Casey Annual Report 2010 (JDAI Sites), Census of Juveniles in Residential Placement (Hawai'i).

The combined change in commitment for JDAI counties was a decrease of 11%. According to the CJRP, the percent change in the state total count for commitment was a decrease of 3%.

Juvenile Arrest Counts: Percent Change, 2007-2008



Source: FBI Uniform Crime Reports.

Juvenile arrests in Hawai'i changed slightly from the baseline year of 2007 to 2008 (the most recent year for which data are available). The

total change for the state was an increase of 1%. The total change in arrest for JDAI sites was a decrease of 1% (numbers are rounded).



at the forefront of its efforts. According to Hawaii Supreme Court Chief Justice, Ronald T.Y. Moon, Hawai`i faces unique challenges because of the over-inclusion of native Hawaiian youth and other over-represented minority youth.⁶ According to Moon, JDAI seeks to change policies that cause this over-inclusion and looks for different ways to handle these youth.

By 2010, Hawai`i had reduced its average daily population by 23%. The state had changed its policy regarding the detention of status offenders and probation violators, drafted a risk-assessment tool, and replaced a deteriorating facility.⁷

Notes on Hawai`i

1. National Center for Juvenile Justice, "State Juvenile Justice Profile – Hawaii," www.ncjj.org/State/Hawaii.aspx.
2. Office of Youth Services, "Adolescent Diversion - Ho`okala," <http://awaii.gov/dhs/youth/oys>.
3. Office of Juvenile Justice and Delinquency Prevention, "Hawaii," <http://www.ojjdp.gov/pubs/gender/state-hi.html>.
4. Family Court of the First Circuit – State of Hawaii, "What is Girls Court?" www.girlscourt.org/aboutus.html.
5. Council of State Governments Justice Center, "Hawaii Senate Bill 467," http://reentrypolicy.org/legislation/hawaii_senate_bill_467.
6. Annie E. Casey Foundation, "JDAI Site Updates: Hawaii Joins JDAI Ranks," *JDAI Newsletter*, August 2008, <http://www.aecf.org/MajorInitiatives/JuvenileDetentionAlternativesInitiative/Resources/Aug08newsletter/JDAISiteUpdates1.aspx>.
7. JDAI News, "Hawaii detention Population Reduced," Winter 2010, <http://www.aecf.org/MajorInitiatives/JuvenileDetentionAlternativesInitiative/Resources/winter10newsletter/JDAISiteUpdates8.aspx>.

Idaho



Ada County is the only JDAI site in Idaho, joining the Initiative in December, 2001.¹ Although there are 44 counties in Idaho, Ada County represents 23% of the state's youth. Between 2000 and 2010, Idaho's youth population grew 8%—172,000 to 186,000.

Ada County Juvenile Court Services, responsible for administering the JDAI program, experienced significant declines in ADP (49%) and ALOS (53%) by 2004. Ada County was able to achieve this by hiring Placement Coordinator Joe Vraspir, who is considered to be “a key factor [in] reducing detention.”² Mr. Vraspir is directly involved in the activities surrounding detention such as expediting court hearings and administering, scoring, and analyzing the risk assessment tool (RAI) findings to ensure JDAI's success.³

Ada County has implemented various alternatives to detention, such as the Community Supervision Program, which

has reduced failure to appear rates and violations among its participants.⁴ Other alternatives that Ada County has implemented through JDAI include house arrest, foster care placement, weekend detention, electronic monitoring, and a day reporting center focused on education and community service, as well as the Work in Lieu of Detention program.⁵

Ada County's successful JDAI efforts have resulted in the closing of two detention wings.⁶ Because of fewer detainees, Ada County Juvenile Court Services has experienced a number of positive changes: better interaction with detained youth, fewer incidents in detention, better programming, and overall more positive morale.⁷ Responding to the need for comprehensive change, Ada County's JDAI program has achieved encouraging results.

Idaho Facts at a Glance

Youth Population:

+8%

Detention:

-23%

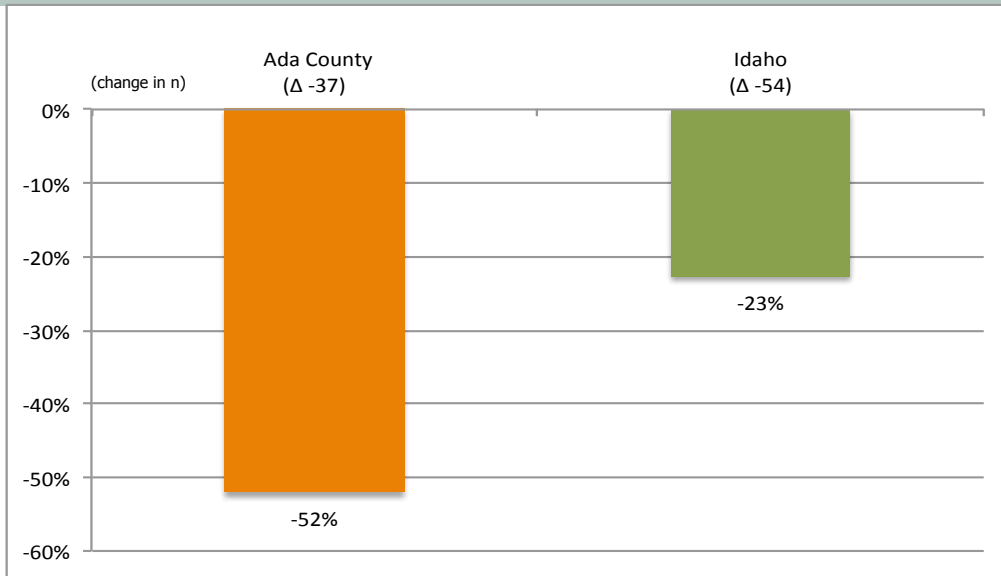
Commitment:

-1%

Arrest:

-12%

Juvenile Detention: Percent Change in ADP Counts, 2001-2010

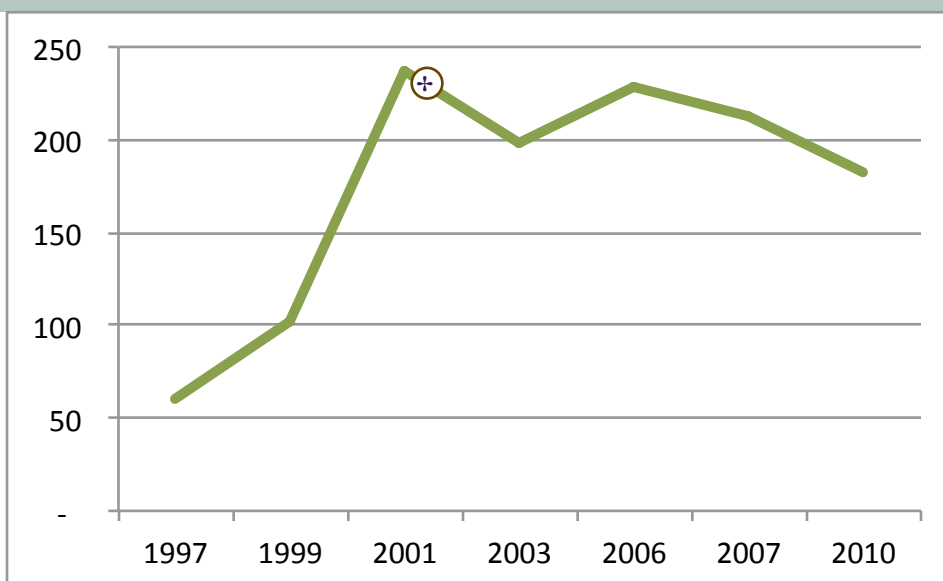


Sources: Casey Annual Report 2010 (JDAI Sites), Census of Juveniles in Residential Placement (Idaho).

From the baseline year of 2001 to 2010, Ada County saw a drop in ADP of 52%. The average drop for the state (as measured by the CJRP) was 23%.

The long-term detention trend in Idaho is a steady and rather steep rise to 2001, a drop that lasted two years, then another decline between 2006 and 2010.

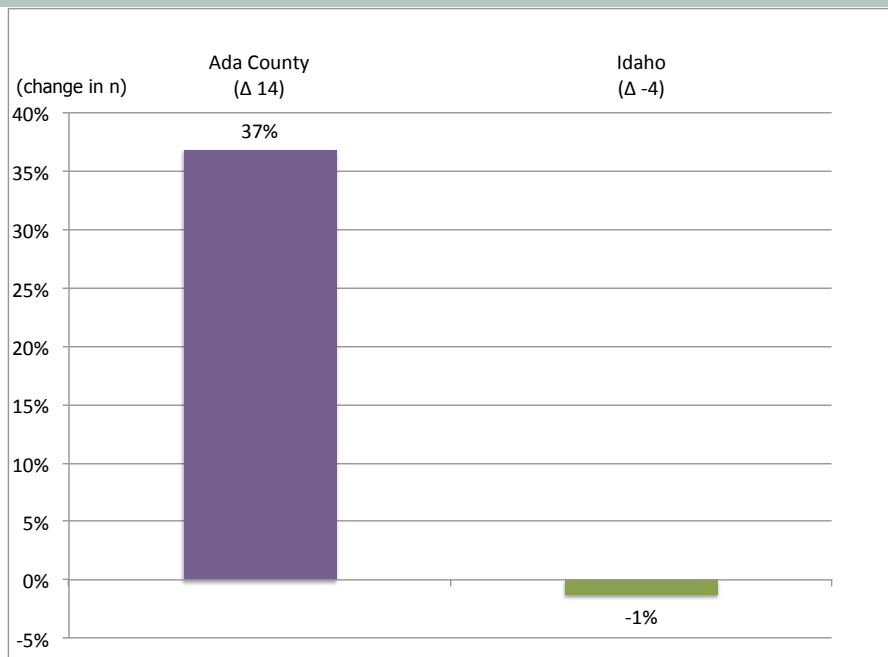
Idaho Total ADP, 1997-2010



⊕ 1 site,
23% of ID youth

Source: Census of Juveniles in Residential Placement.

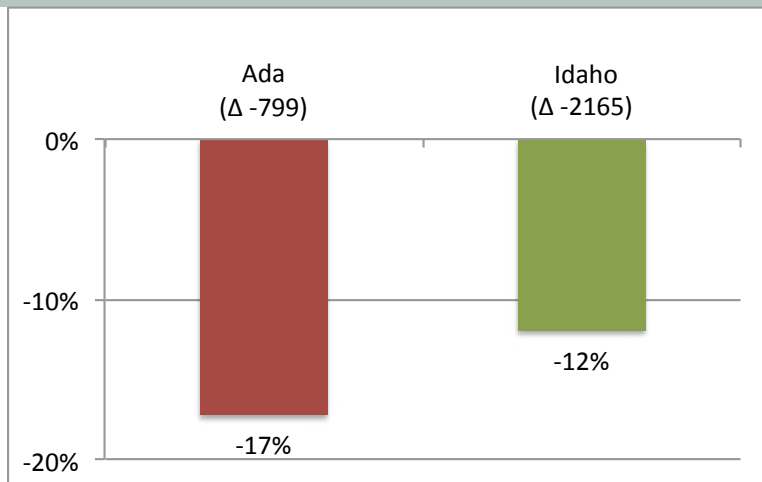
Residential Placement: Percent Change in Commitment Counts, 2001-2010



Sources: Casey Annual Report 2010 (JDAI Sites), Census of Juveniles in Residential Placement (Idaho).

According to the CJRP, the percent change in the state total for commitment counts was a drop by 1%. The change in commitment for the JDAI county was an increase of 37%.

Juvenile Arrest Counts: Percent Change, 2001-2008



Source: FBI Uniform Crime Reports.

Juvenile arrests decreased 12% statewide in Idaho from the baseline year of 2001 to 2008 (the most recent year for which data are available). The decrease in arrests for Ada County (23% of Idaho youth) was 17%.



Notes on Idaho

1. JDAI, "JDAI Idaho Style," JDAI Newsletter, June 2004, <http://www.aecf.org/upload/publicationfiles/june2004.pdf>.
2. Ibid.
3. Ibid.
4. Ibid.
5. Ada County Juvenile Court Services, "Juvenile Detention Alternatives Initiative (JDAI)," Detention Services, <http://www.adaweb.net/JuvenileCourt/DetentionServices.aspx#JuvenileDetentionAltern>.
6. JDAI, "JDAI Idaho Style," JDAI Newsletter, June 2004, <http://www.aecf.org/upload/publicationfiles/june2004.pdf>.
7. Joseph A. Vraspir, "Ada County Juvenile Court Services Juvenile Detention Alternatives Initiatives: A Better Way To Do Business."

Illinois



Illinois signed on to JDAI as a state partner in 1999. Illinois has nine sites that include six distinct counties and three judicial districts. The six JDAI counties account for 58% of the state's youth. Between 2000 and 2010, the Illinois youth population declined only 1%—1,444,000 to 1,434,000.

Cook County was the first Illinois site to adopt JDAI in 1997, followed shortly by DuPage County in 1999, LaSalle County in 2001, Lake County in 2002, Peoria County in 2003, and St. Clair County in 2004. The 2nd, 15th, and 4th Judicial Districts in Illinois joined in 2002, 2004, and 2005, respectively, each bringing a number of counties with them.

Cook County is one of four JDAI National Model Sites. With detention costs at an average of \$114 per day in a Cook County detention center,¹ finding detention alternatives for the high number of detained youth was an obvious priority. Between 1995 and 2005, Cook County reduced ADP in detention facilities from 682 to 441.² By 2010, ADP had continued to drop to 325, the lowest number in thirty years.³ Cook also experienced a decrease in the rate of violent juvenile crime of 54% from 1993-2000.⁴ The County was able to reduce admissions to detention from 10,200 to 4,960 between 1996 and 2005 and to reduce average daily population for minority youth from 527 to 354 during the same period.⁵ As a result,

Cook County avoided building a new facility that would have cost \$24 million. Instead, the County put the funding towards community-based programs and detention alternatives.⁶

Although Illinois has made significant progress in detention reform, a recent report by the Illinois Juvenile Justice Commission is skeptical of the state's practices in release, reentry, parole revocation, and case management of juveniles. The report challenges processes in the "back end" of the juvenile justice system in Illinois and provides an interesting take on JDAI success from the front end, with still more work to be done in other areas.

JDAI in Illinois is partnered with the Administrative Office of the Illinois Courts, Department of Human Services, Juvenile Justice Advisory Commission, and the Circuit Court of Cook County, among others.⁷ There is widespread support for juvenile justice reform in Illinois. The Governor's Juvenile Justice Commission gave \$2 million worth of federal block grant funds to support detention reform for the state.⁸ Other reforms efforts include Disproportionate Minority Contact, a Balanced and Restorative Justice Initiative, Models for Change, and Redeploy.⁹

Illinois Facts at a Glance

Youth Population:

-1%

Detention:

-41%

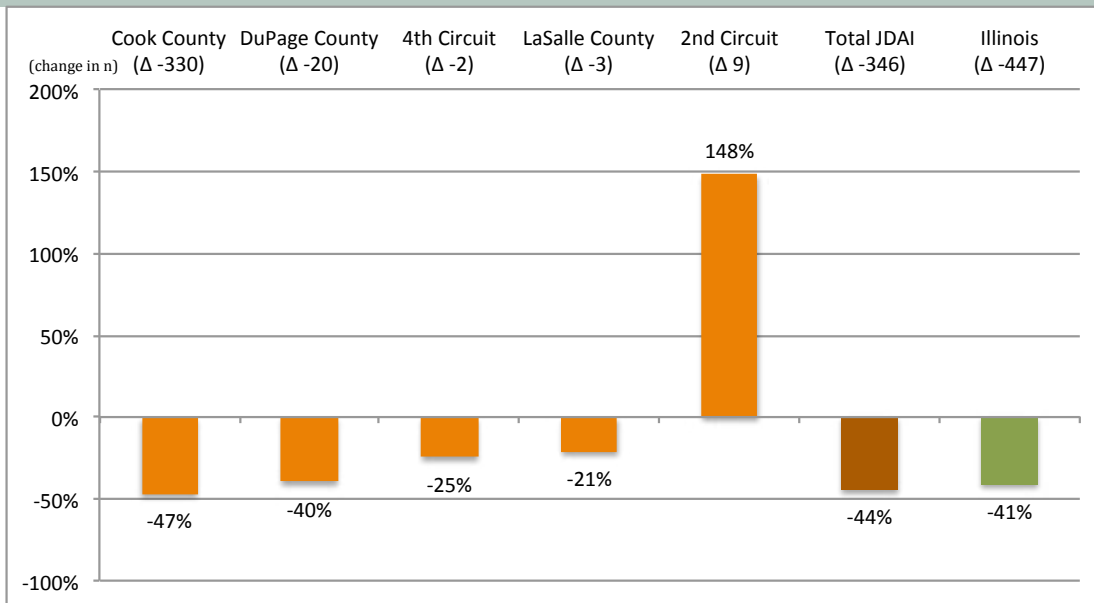
Commitment:

-40%

Arrest:

NA

Juvenile Detention: Percent Change in ADP Counts, 1997-2010



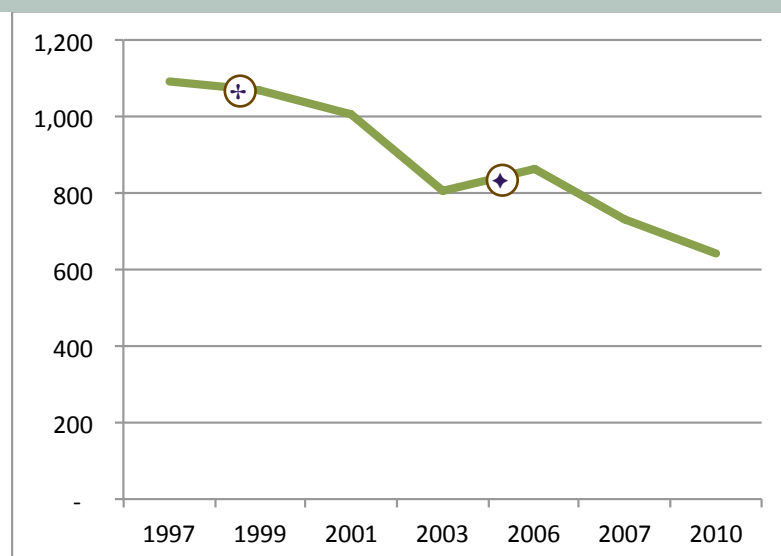
Sources: Casey Annual Report 2010 (JDAI Sites), Census of Juveniles in Residential Placement (Illinois).

From the baseline year of 1997 to 2010, most Illinois sites saw drops in ADP, while the 2nd Circuit saw an increase of 148% (n change was 9). The combined change in ADP for JDAI counties was a decrease of 44%. The average

change for the state (as measured by the CJRP) was a decrease of 41%.

The long-term trend in ADP was a relatively steady decrease from 1997 to 2010, with a slight increase in 2004.

Illinois Total ADP, 1997-2010

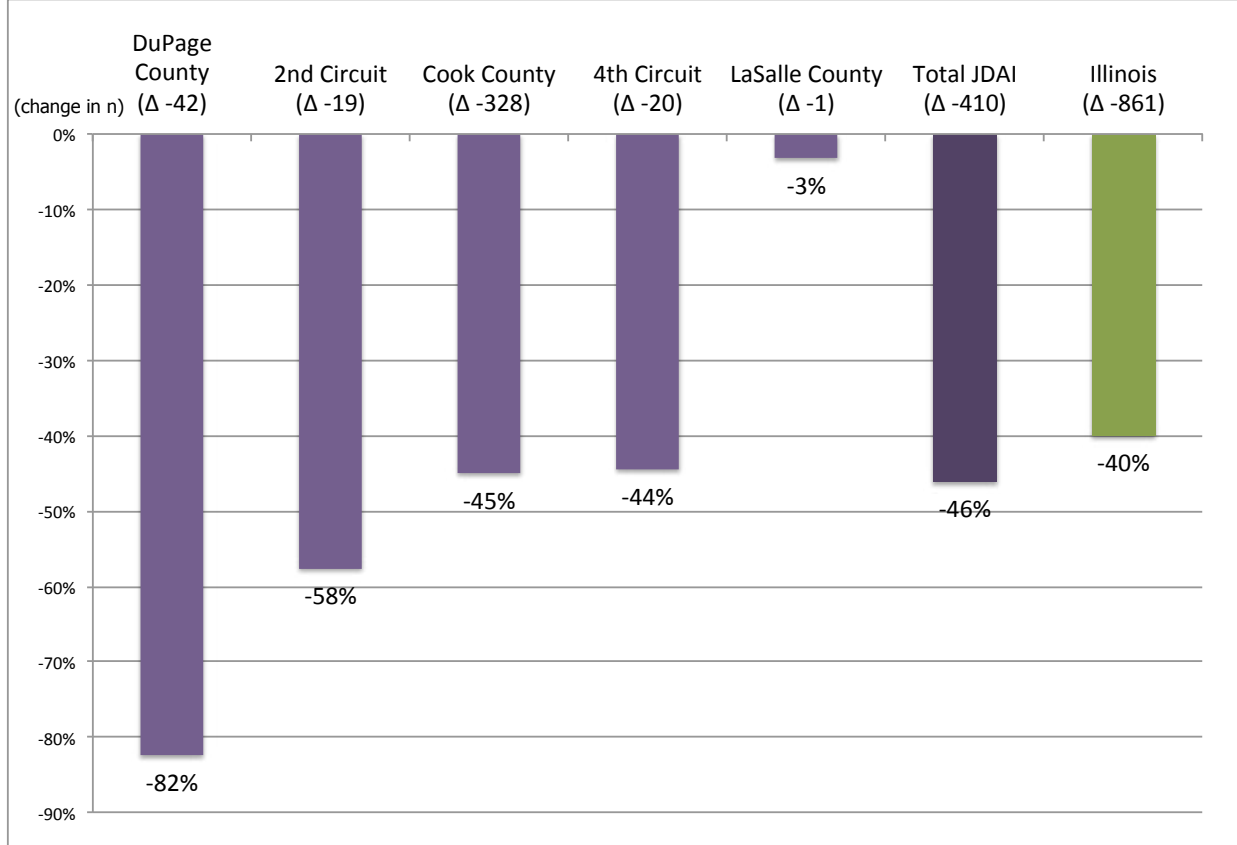


Source: Census of Juveniles in Residential Placement.

⊕ 2 sites, 48% of IL youth

⊕ 6 counties and 3 judicial districts, 62% of IL youth

Residential Placement: Percent Change in Commitment Counts, 1997-2010



Sources: Casey Annual Report 2010 (JDAI Sites), Census of Juveniles in Residential Placement (Illinois).

The combined change in commitment for JDAI counties was a decrease of 46%. According to the CJRP, the percent change in the state total count for commitment was a decrease of 40%.



Notes on Illinois

1. Annie E. Casey Foundation, "Detention Reform: A Cost-Saving Approach," JDAI, available online at http://www.aecf.org/upload/PublicationFiles/jdai_facts1.pdf.
2. JDAI, "Detention Populations Lowered," available online at <http://www.aecf.org/MajorInitiatives/JuvenileDetentionAlternativesInitiative/JDAIResults.aspx>.
3. JDAI, "Cook County detention population at lowest level in 30 years," JDAI News, Spring 2011, available online at <http://www.aecf.org/MajorInitiatives/JuvenileDetentionAlternativesInitiative/Resources/JDAI/2011/Spring%202011/JDAI%20Site%20Updates/Cook%20County%20detention%20population%20at%20lowest%20level%20in%2030%20years.aspx>.
4. JDAI, "Detention Populations Lowered," available online at <http://www.aecf.org/MajorInitiatives/JuvenileDetentionAlternativesInitiative/JDAIResults.aspx>.
5. Ibid.
6. Ibid.
7. JDAI, "Illinois Symposium Focuses on Rural Judicial Leadership," JDAI News, June 2004, available online at <http://www.aecf.org/upload/publicationfiles/june2004.pdf>.
8. JDAI, "Detention Populations Lowered," available online at <http://www.aecf.org/MajorInitiatives/JuvenileDetentionAlternativesInitiative/JDAIResults.aspx>.
9. Detention/IJDAI Committee Meeting Minutes, October 18, 2007, available online at [www.ipcsa.org/IPCSA%20note%20Oct%2018%20mtg%20\(2\).doc](http://www.ipcsa.org/IPCSA%20note%20Oct%2018%20mtg%20(2).doc).

Indiana



Indiana, a state of 92 counties, has one long-running JDAI site—Marion County, which contains the state capital of Indianapolis. In 2010, Indiana became a statewide replication site and August 2011 marked the official beginning of the statewide expansion.¹ Eight more sites are preparing to launch by the end of 2012. Marion County has 13% of the state's youth population. Between 2000 and 2010, Indiana's youth population grew 3%—710,000 to 729,000.

Marion County became a JDAI site in 2006, at the behest of judges in the Marion Superior Courts.² It received its first grant from the Annie E. Casey Foundation, as well as funds from the Indiana Criminal Justice Institute and the local community. As in the case of other states, the motivation for reform emerged at a time of crisis in the city. In 2005, scandals about the treatment of children in the county detention center led to public scrutiny of conditions and demands for change. According to a 2006 National Partnership of Juvenile Services report, the Marion County Juvenile Detention Center was dirty, chaotic, over its capacity and unsafe for children.³ The County responded by, among other things,

using JDAI as a model for change, and establishing a steering committee and working groups to implement the changes.

Among the reforms catalyzed by JDAI, Marion County reports that it used grant money to pilot a reception center for youth who commit misdemeanors or status offenses. This was done after a visit to Multnomah County, Oregon, exposed county officials to a successful reception center model.⁴ The center gives the police an alternative to detention for those youth that they determine do not pose a threat to public safety. In its first year, the center reportedly diverted 12% of youth from the court system.⁵ Other new programs reported by the City of Indianapolis to reduce the detention population include a day reporting center, evening reporting centers, an initial hearings court with an assigned probation officer, and a risk assessment tool.⁶

Our data show that Indianapolis saw a drop of almost 40% in the detention population of the local detention center, from 169 youth per day in 2005 to 103 per day in 2010. This is a more pronounced decline than the 35% drop statewide in 2010.

Indiana Facts at a Glance

Youth Population:

+3%

Detention:

-35%

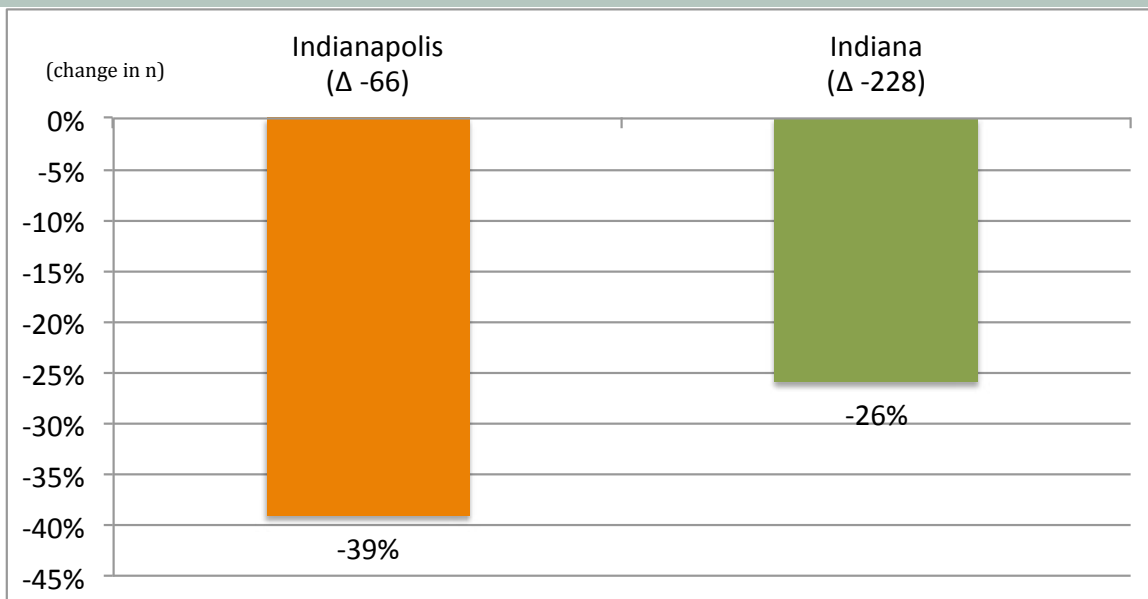
Commitment:

-18%

Arrest:

NA

Juvenile Detention: Percent Change in ADP Counts, 2006-2010

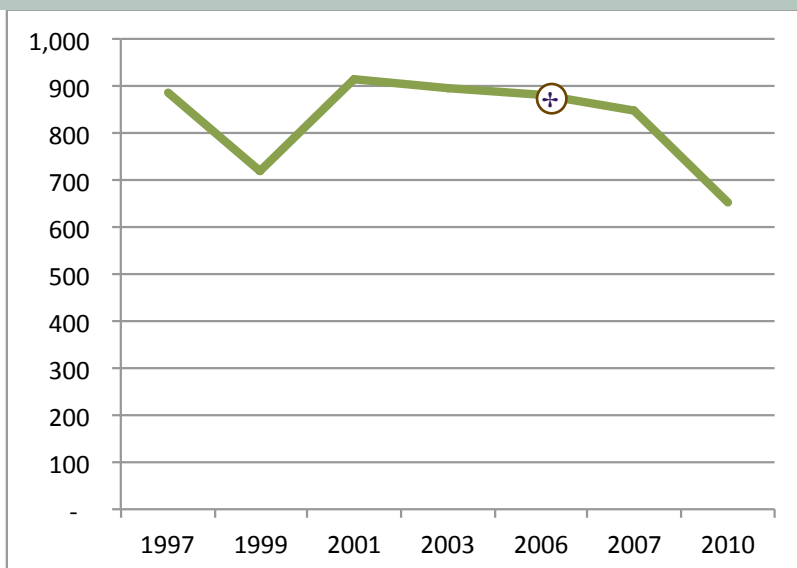


Sources: Casey Annual Report 2010 (JDAI Sites), Census of Juveniles in Residential Placement (Indiana).

From the baseline year of 2006 to 2010, Indianapolis saw a decrease in ADP of 39%. The average change for the state (as measured by the CJRP) was a decrease of 26%.

The long-term trend in ADP shows a dip in 1999, then an increase until 2001, when there is a decline until 2007, after which the decline steepens.

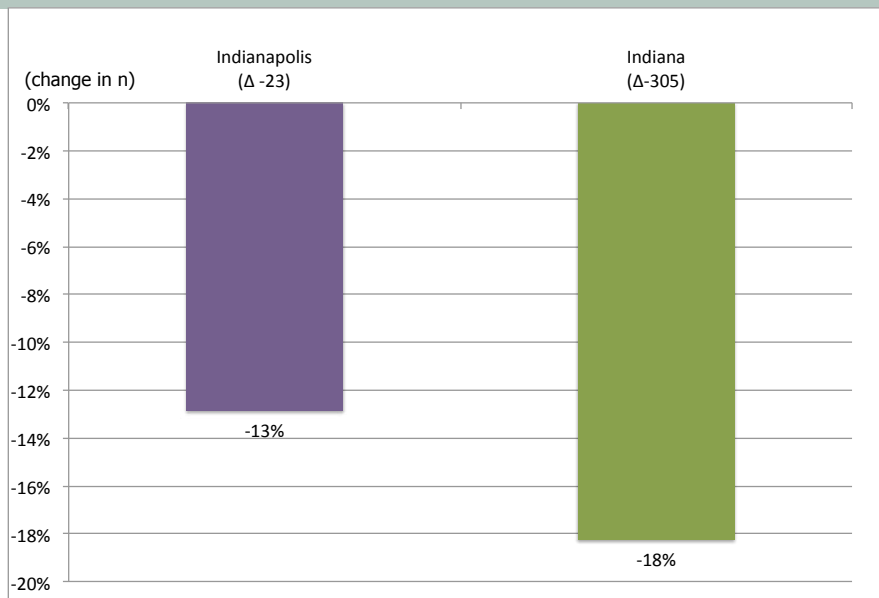
Indiana Total ADP, 1997-2010



Source: Census of Juveniles in Residential Placement.

⊕ 1 site,
13% of IN youth

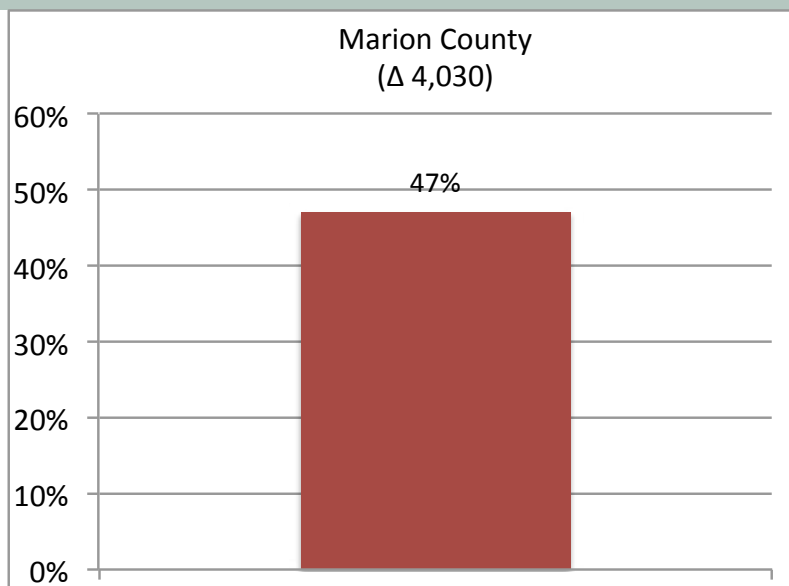
Residential Placement: Percent Change in Commitment Counts, 2006-2010



Sources: Casey Annual Report 2010 (JDAI Sites), Census of Juveniles in Residential Placement (Indiana).

The combined change in commitment for JDAI counties was a decrease of 13%. According to the CJRP, the percent change in the state total count for commitment was a decrease of 18%.

Juvenile Arrest Counts: Percent Change, 2006-2008



Source: FBI Uniform Crime Reports.

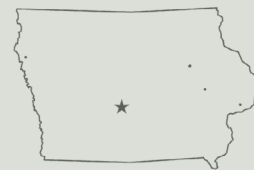
Juvenile arrest increased 47% in Marion County from the baseline year of 2006 to 2008 (the most recent year for which data were available).



Notes on Indiana

1. "Indiana's Journey toward JDAI State Expansion", *JDAI Newsletter*, September 2011, <http://www.aecf.org/MajorInitiatives/JuvenileDetentionAlternativesInitiative/Resources/JDAI/2012/Winter%202012/JDAI%20Site%20Updates/Indiana%20begins%20journey%20toward%20JDAI%20statewide%20expansion.aspx>.
2. Jeffrey Bercovitz, "Juvenile Detention Alternatives Initiative in Indiana," *Indiana Court Times* (October 31, 2009), <http://indianacourts.us/times/2009/10/juvenile-detention-alternatives-initiative-in-indiana/>.
3. Gael Deppert, "Crisis = Opportunity."
4. Bercovitz, note 2.
5. Ramsey County JDAI Sub-Committee, "JDAI Elsewhere – Rapid Success at Marion County Reception Center," *JDAI News Ramsey County*, Spring 2009, http://www.180degrees.org/pdf/JDAI_news.pdf
6. City of Indianapolis, "JDAI," <http://www.indy.gov/eGov/County/Probation/Pages/JDAI.aspx>.

Iowa



In November of 2008, Iowa became a state partner with JDAI, initiating the program in three counties—Black Hawk, Polk, and Woodbury. Together, these counties are home to 21% of the state’s youth. Between 2000 and 2010, Iowa’s youth population declined by 5%—343,000 to 325,000.

Reform efforts have key support from various offices of the government. Iowa Governor Culver expressed an explicit commitment to use the state’s detention facilities only for those youth that really need it and to find alternatives to detention for the rest. He assigned oversight of the initiative to his Youth, Race and Detention Task Force.¹

The state had seen a growth in the use of detention of over 100% during the 15 years prior to 2006.² One analysis revealed that 80% of youth held in Iowa detention facilities were for misdemeanor offenses or technical violations for the same. The state had no specific criteria for admissions to detention or an instrument to guide those decisions. In response, Iowa adopted the Iowa Delinquency Assessment (IDA). State officials recognized that their so-called alternatives did not reduce the use of detention.³

In Iowa, there is support for JDAI from the bench. At a stakeholder’s meeting,

Chief Judge Arthur Gamble of the 5th Judicial District challenged the group to scrutinize and improve the conditions of the juvenile justice system. Some of the requisite funding is coming from the state’s Juvenile Justice Advisory Council.⁴

Monitoring progress is a clear goal at the state level. Iowa reports that, between 2007 and 2009, it reduced ADP in detention by about one-third. Black Hawk and Polk Counties report a reduction of half.⁵

Reducing racial disparities in the state was a particular area of focus for Iowa. Polk County reported a decrease in the detention of minority youth of about one-half as well, compared to the 29% decrease in the state. The Governor has expressed his approval of these results. He states, “Our juvenile justice system is working more appropriately, saving taxpayer money and allowing youth and families to address their problems at home.”⁶

In addition to reducing disparity for minority youth, Iowa stakeholders are grappling with the issues of funding, access to services for youth before they reach the system, collaboration among agencies, raising awareness of the issues, and data collection and analysis.⁷

Iowa Facts at a Glance

Youth Population:

-5%

Detention:

-35%

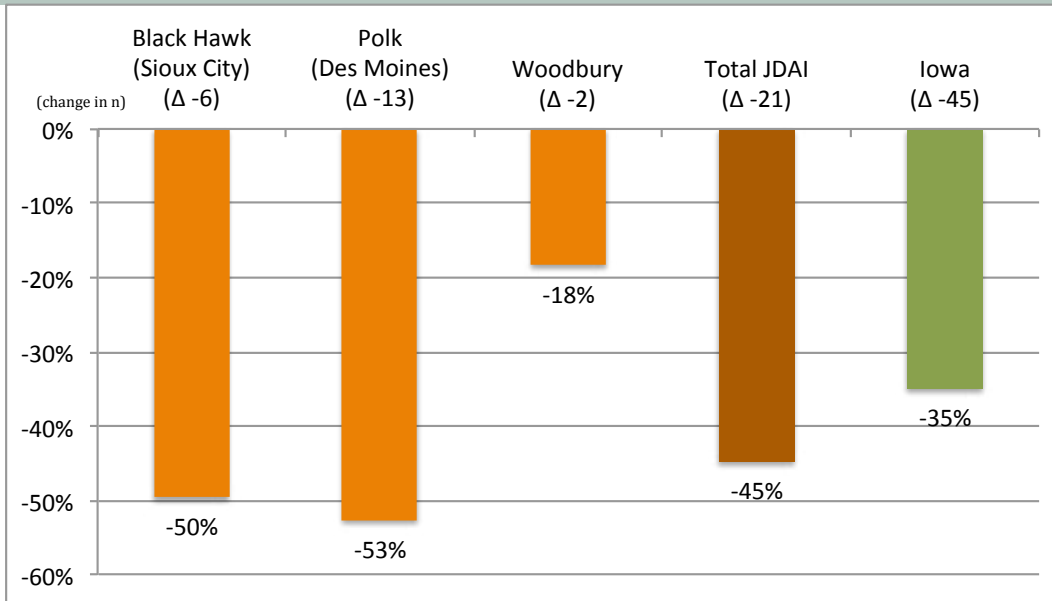
Commitment:

-24%

Arrest:

-8%

Juvenile Detention: Percent Change in ADP Counts, 2007-2010



Sources: Casey Annual Report 2010 (JDAI Sites), Census of Juveniles in Residential Placement (Iowa).

From the baseline year of 2007 to 2010, the three JDAI sites each saw a decrease in ADP. Their combined change was a drop of 45%. The total change in ADP for the state of Iowa was a decrease of 35%.

The long-term detention trend from 1997 in Iowa began with a slight decrease, then increased until 2003, when the trend reversed and began a steady decline until 2010.

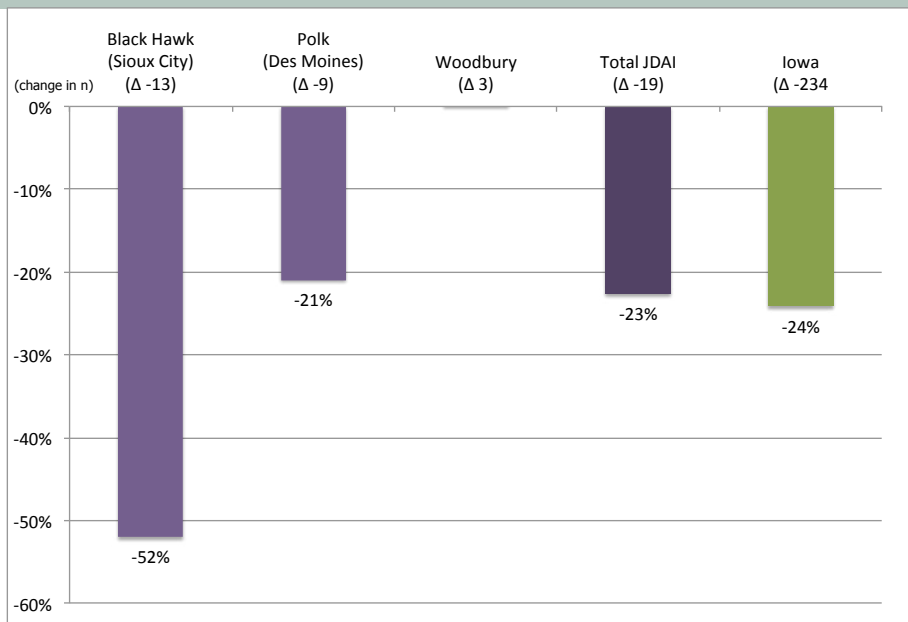
Iowa Total ADP, 1997-2010



⊕ 3 sites,
21% of IA youth

Source: Census of Juveniles in Residential Placement.

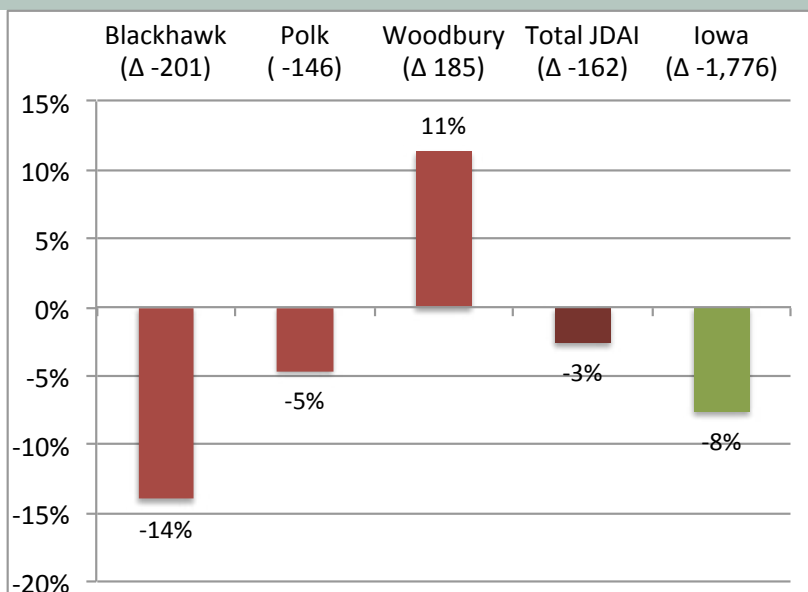
Residential Placement: Percent Change in Commitment Counts, 2007-2010



Sources: Casey Annual Report 2010 (JDAI Sites), Census of Juveniles in Residential Placement (Iowa).

The combined change in commitment for JDAI counties was a decrease of 23%. According to the CJRP, the percent change in the state total count for commitment was a decrease of 24%.

Juvenile Arrest Counts: Percent Change, 2007-2008



Source: FBI Uniform Crime Reports.

Juvenile arrests decreased 8% in Iowa from the baseline year of 2007 to 2008 (the most recent

year for which data are available). The total change in arrest for JDAI sites was a decrease of 3%.



Notes on Iowa

1. Annie E. Casey Foundation, "JDAI Site Updates: Iowa Launched as JDAI Site," *JDAI Newsletter*, <http://www.aecf.org/MajorInitiatives/JuvenileDetentionAlternativesInitiative/Resources/Dec08newsletter/JDAISiteUpdates1.aspx>.
2. Ibid.
3. National Resource Center for Family Centered Practice, "Report of the DMC Resource Center to the Governor's Youth Race and Detention Task Force," The University of Iowa School of Social Work, May 2008, <http://www.humanrights.iowa.gov/cjpp/images/pdf/jdai/Report-DMC%20Resource%20Center%20Interviews%20With%20Local%20Staff-Use%20of%20Detention%20and%20Alternatives.pdf>.
4. Annie E. Casey Foundation, "JDAI Site Updates: Iowa Launched as JDAI Site," *JDAI Newsletter*, December 2008, <http://www.aecf.org/MajorInitiatives/JuvenileDetentionAlternativesInitiative/Resources/Dec08newsletter/JDAISiteUpdates1.aspx>.
5. Annie E. Casey Foundation, "Iowa Reports Details Detention Population Declines" *JDAI Newsletter*, <http://www.aecf.org/MajorInitiatives/JuvenileDetentionAlternativesInitiative/Resources/winter10newsletter/JDAISiteUpdates2.aspx>.
6. Ibid.
7. National Resource Center for Family Centered Practice, "Report of the DMC Resource Center to the Governor's Youth Race and Detention Task Force," May 2008, <http://www.humanrights.iowa.gov/cjpp/images/pdf/jdai/Report-DMC%20Resource%20Center%20Interviews%20With%20Local%20Staff-Use%20of%20Detention%20and%20Alternatives.pdf>.

Louisiana



Louisiana signed on to JDAI as a state partner in 2006, through the state-designated JDAI agency—the Louisiana Commission on Law Enforcement and Administration on Criminal Justice (LCLE)—and five parishes. The LCLE was created to help ensure that the parishes adhere to the JDAI strategies.¹

Louisiana has a total of 64 parishes (the equivalent of counties in other states). The five JDAI sites—Caddo, Calcasieu, East Baton Rouge, Jefferson, and Orleans Parishes—account for 35% of the state’s youth. Between 2000 and 2010, Louisiana’s youth population declined 12%—567,000 to 497,000.

One site, Caddo Parish, implemented a misdemeanor referral center as a diversion for low-risk youth and credits it in part to the drop in ADP.²

Even prior to the JDAI effort, the 2003 Juvenile Justice Reform Act sought to reform detention centers in the state. With this Act, along with government support, Louisiana managed to reduce its custody population from 1,900 in 1999 to 371 in 2006, a significant decline (80% over seven years) even prior to JDAI in Louisiana. Even with these significant improvements, the state saw a need for additional local reform to complement the state effort and ensure a long-term positive effect.³

A number of circumstances make Louisiana a unique state for JDAI. Louisiana shares its authority over detained youth between the state and local governments. This structure presents challenges and demands collaboration and communication for JDAI site decision-making. Also, probation and family courts are run by the state, while the parishes operate secure detention facilities.

Hurricane Katrina was a singular event that caused dramatic destruction to a number of juvenile facilities, making physical displacement of youth a critical factor, on top of the more common (yet significant) issues of racial disparity and inadequate risk assessment.⁴

Although the tragedy of Hurricane Katrina in 2005 was devastating, rebuilding the juvenile justice system in New Orleans (Orleans Parish) “opened the doors for change.”⁵ The displacement of delinquent youth allowed the justice system to unite large numbers of youth with their families, significantly decreasing the detained youth caseload. Because Katrina destroyed buildings, displaced staff, and basically eliminated the budget, the juvenile justice system (in Orleans Parish specifically) was forced to rebuild from scratch. “No longer can we blame the path on something we inherited,” stated Orleans Parish Judge Bell.⁶ According to the Orleans Parish Juvenile Court, the Parish “has seen a

Louisiana Facts at a Glance

Youth Population:

-12%

Detention:

-19%

Commitment:

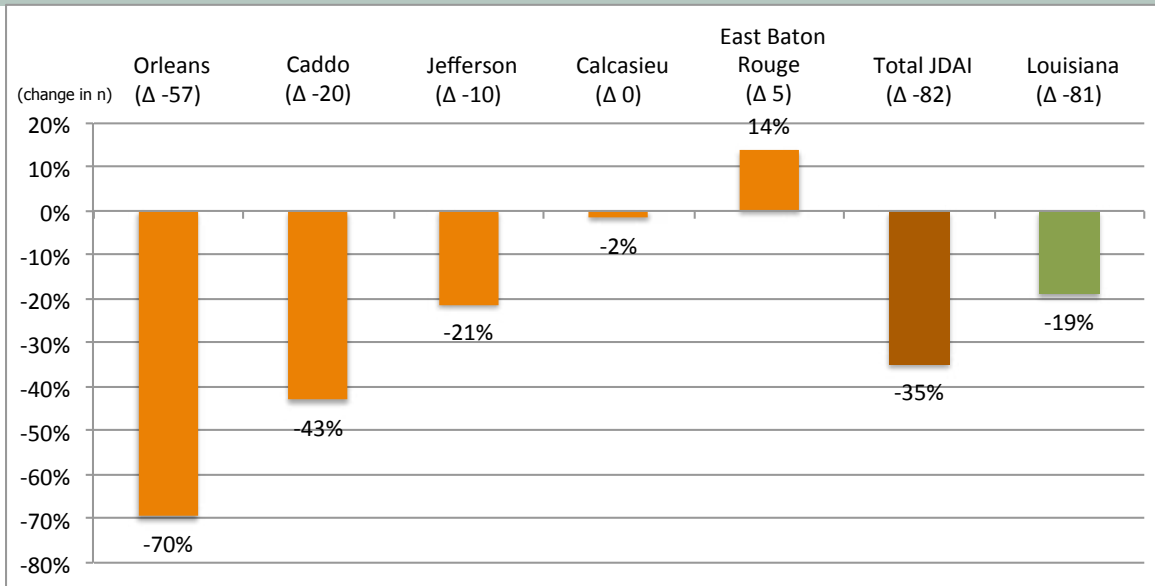
-16%

Arrest:

N/A

continued on page 56

Juvenile Detention: Percent Change in ADP Counts, 2006-2010



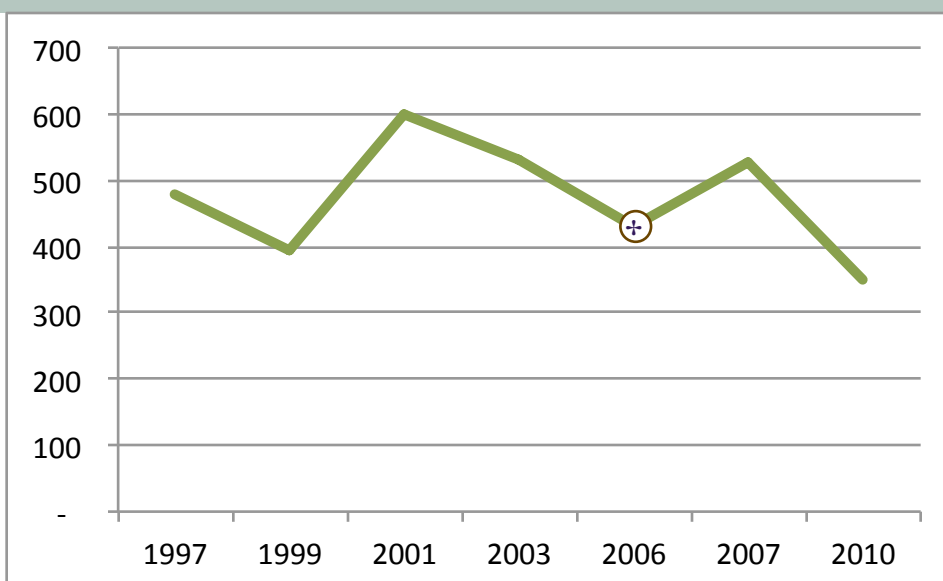
Sources: Casey Annual Report 2010 (JDAI Sites), Census of Juveniles in Residential Placement (Louisiana).

From the baseline year of 2006 to 2010, and according to the JDAI sites reporting, Orleans Parish had a drop in ADP of 70%, Caddo a drop of 43%, Jefferson a drop of 21%, and Calcasieu a drop of 2%. During the same period, East Baton Rouge had a 14% increase in ADP. The average change in ADP for JDAI Parishes was a drop of

35%. The average for the state (as measured by the CJRP) was 19%.

Long-term ADP in Louisiana has been rising and falling over the years between 430 and 600. In 2010 the numbers was 348, the lowest for at least 13 years.

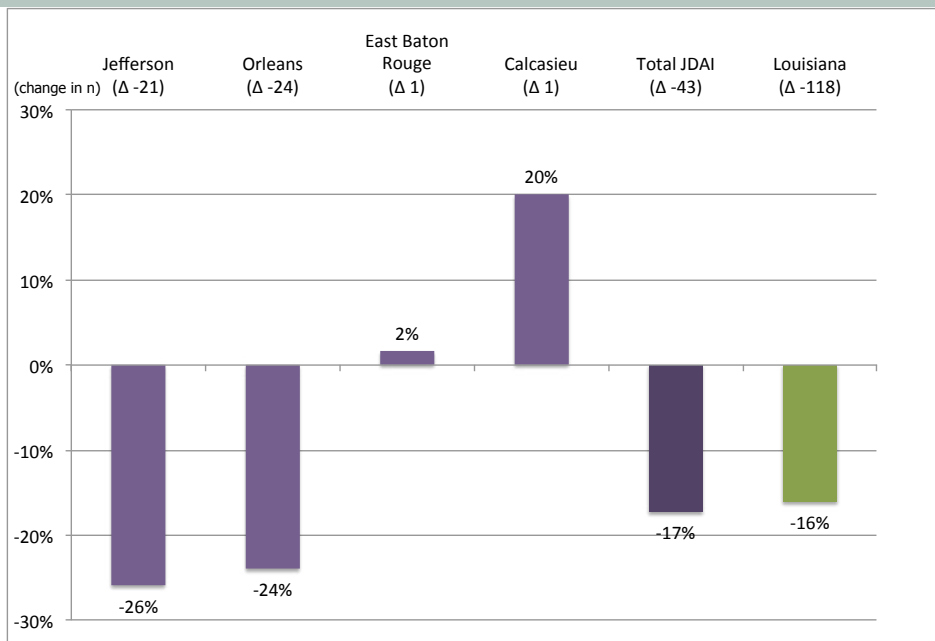
Louisiana Total ADP, 1997-2010



⊕ 5 sites,
35% of LA youth

Source: Census of Juveniles in Residential Placement.

Residential Placement: Percent Change in Commitment Counts, 2006-2010

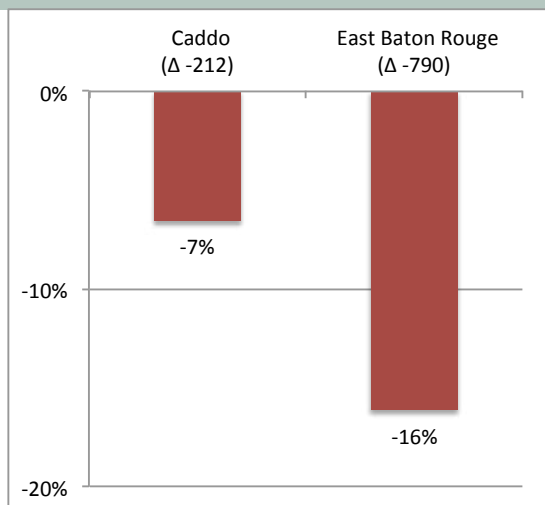


Sources: Casey Annual Report 2010 (JDAI Sites), Census of Juveniles in Residential Placement (Louisiana).

According to the CJRP, the percent change in the state total count for commitment was a decrease of 16%. The combined change in commitment for JDAI counties was a drop of 17%. The

actual number change for East Baton Rouge and Calcasieu was a single youth. The other sites saw a drop in commitments of approximately one quarter.

Juvenile Arrest Counts: Percent Change in Selected Counties, 2006-2008



Source: FBI Uniform Crime Reports.

Juvenile arrests decreased 7% in Caddo Parish from the baseline year of 2006 to 2008 (the most recent year for which data are available). In East Baton Rouge, juvenile arrests decreased 16%.



reduction in the number of youth being detained for status offenses and low-level misdemeanors,” and “is using JDAI data to drive juvenile court policy and reduce inappropriate detentions.”⁷

Louisiana continues to support other juvenile justice reforms. In August, 2010, House Bill 1277 mandated the Juvenile Detention Standards for all facilities. Standards were not in use prior to the legislation.⁸ According to the executive director of the Juvenile Justice Project of Louisiana, “There is no question but that the strategies and best practices carried out every day in Louisiana’s five JDAI sites was the impetus behind the legislative action.”⁹ It was a very hands-on effort, incorporating interviews and discussing state and national models for detention. One model that the Louisiana Juvenile Detention Association (LJDA) reviewed was the Annie E. Casey Foundations’ Conditions of Confinement Standards for Juvenile Detention Facility Self-Assessment. Along with these standards, as well as input from numerous agencies and advocacy groups, the LJDA finalized a draft for the Louisiana Department of Children and Family Services in July of 2011. As of January 1, 2013, the state will begin licensing detention facilities based on these standards to incorporate best-practice at the local level.¹⁰

Notes on Louisiana

1. Louisiana Commission on Law Enforcement and Administration of Criminal Justice, “Juvenile Detention Alternatives Initiative,” 2008, <http://lcle.la.gov/programs/jdai.asp>.
2. JDAI, “Louisiana Parish Decreases Detention by Diverting Misdemeanors,” *JDAI Newsletter*, Winter 2009, <http://www.aecf.org/MajorInitiatives/JuvenileDetentionAlternativesInitiative/Resources/Dec09newsletter/JDAISiteUpdates10.aspx>.
3. JDAI, “JDAI Welcomes Five Louisiana Parishes,” *JDAI News*, November 2006, <http://www.aecf.org/~media/1587DE820EA7417C9AB0B73A38015243.ashx>.
4. *Ibid.*
5. *Ibid.*
6. *Ibid.*
7. State of Louisiana, “Juvenile Detention Alternatives Initiative—JDAI,” Orleans Parish Juvenile Court, 2010, <http://www.opjc.com/programs/jdai.htm>.
8. Louisiana Juvenile Detention Association, “Louisiana Juvenile Detention Standards,” 2011, <http://www.jdaihelpdesk.org/Docs/Documents/Louisiana%20Juvenile%20Detention%20Standards%202011.pdf>.
9. Annie E. Casey Foundation, “Louisiana officials approve detention standards,” *JDAI Newsletter*, October 2010, <http://www.aecf.org/~media/Pubs/Initiatives/Juvenile%20Detention%20Alternatives%20Initiative/JDAINewsletters/JDAINewsOctober2010/JDAINewsletter1010132.pdf>.
10. Annie E. Casey Foundation, “JDAI facility assessment training to inform Louisiana standards,” *JDAI Newsletter*, Summer 2011, <http://www.aecf.org/MajorInitiatives/JuvenileDetentionAlternativesInitiative/Resources/JDAI/2011/Summer%202011/JDAI%20Site%20Updates/JDAI%20facility%20assessment%20training%20to%20inform%20Louisiana%20standards.aspx>.

Maryland



Baltimore City is currently the only JDAI site in the state of Maryland. Baltimore is home to 10% of Maryland's youth. Between 2000 and 2010, Maryland's youth population grew 1%—614,000 to 622,000.

Signing on to JDAI in 2002, the Office of the Secretary in the Department of Juvenile Services (DJS) oversees all JDAI functions in Baltimore City. Baltimore's decision-makers and community leaders sought to target the excessive length of stay in detention for juveniles awaiting disposition, and the increasing detained population at the Baltimore City Juvenile Justice Center.¹ JDAI implementation efforts thus far have been focused on reducing case processing timelines, opening PACT (discussed below), developing community supervision strategies, and creating and validating a Detention Risk Assessment Instrument (DRAI), among others.²

Even with the long-term record of JDAI, Baltimore's detention rate is significantly higher than the overall JDAI average for sites of similar size. On the same note, Baltimore's "use of detention relative to the total number of juvenile complaints actually appears to have increased" by 25% since prior to JDAI implementation, a pattern not common to JDAI sites.³ The Detention Utilization Report in January of 2012, done by the Department of Juvenile Services and the University of Maryland

Institute for Governmental Service and Research suggests a number of ways to reverse this trend, such as expediting placements and improving the screening process for new complaints. DJS also made recommendations for improving how data are entered, reviewed, and audited to ensure future accuracy.⁴ DJS characterizes youth in Baltimore detention as overwhelmingly black, male, mostly nonviolent offenders. The facility is used disproportionately to hold post-dispositional youth awaiting placement; detention decisions are determined mostly by policies and procedures rather than offenses or offender risk.⁵

In 2007, Baltimore opened the Pre-Adjudication Coordination and Transition center (PACT) to combine "intensive supervision with community-based services coordination for male youth," and was awarded the "best practices award" in 2009 by the Officer of Juvenile Justice and Delinquency Prevention.⁶ The program saw a 98% appearance rate for scheduled court hearings in 3 years since its opening, and 92% of the youth did not reoffend while part of PACT during the same 3 years.⁷

Although Baltimore City is the only official JDAI site in the state of Maryland, in 2007, the Department of Juvenile

Maryland Facts at a Glance

Youth Population:

+1%

Detention:

-31%

Commitment:

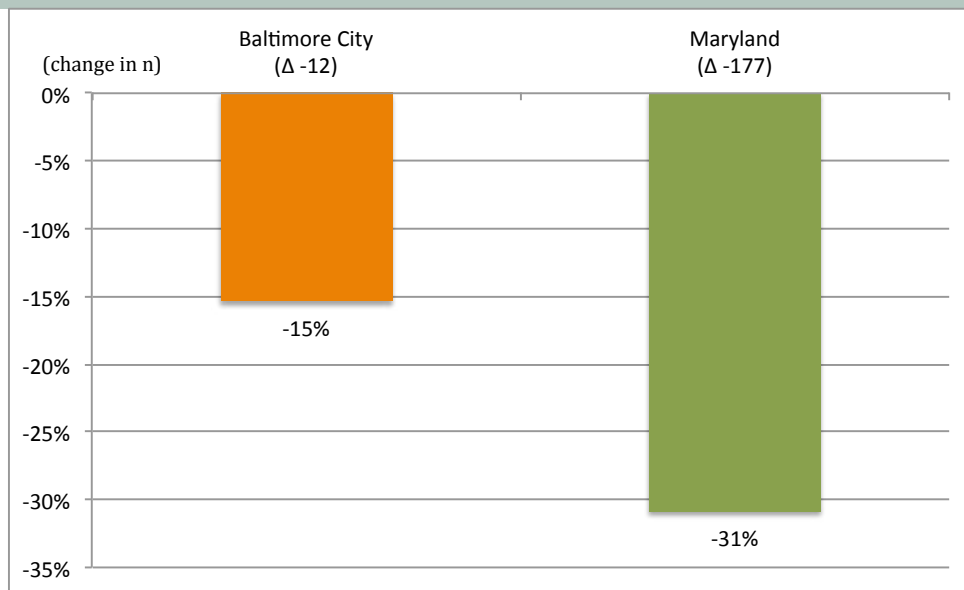
-58%

Arrest:

-2%

continued on page 60

Juvenile Detention: Percent Change in ADP Counts, 2001-2010

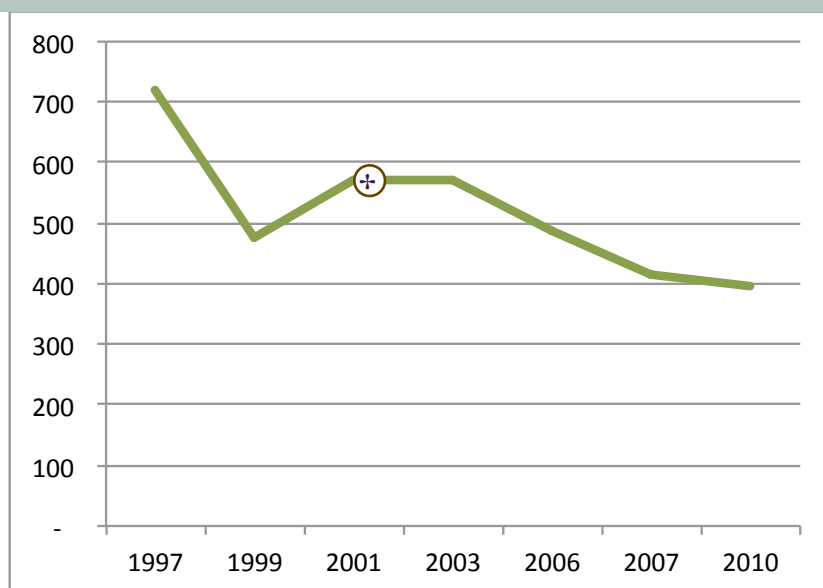


Sources: Casey Annual Report 2010 (JDAI Sites), Census of Juveniles in Residential Placement (Maryland).

From the baseline year of 2001 to 2010, Baltimore City saw a drop in ADP of 15%. The average change for the state (as measured by the CJRP) was drop of 31%.

The long-term trend in detention shows a sharp decline until 1999, when detention began to rise. There was a plateau in 2001 and 2002. In 2003, detention began a sustained decline until 2010.

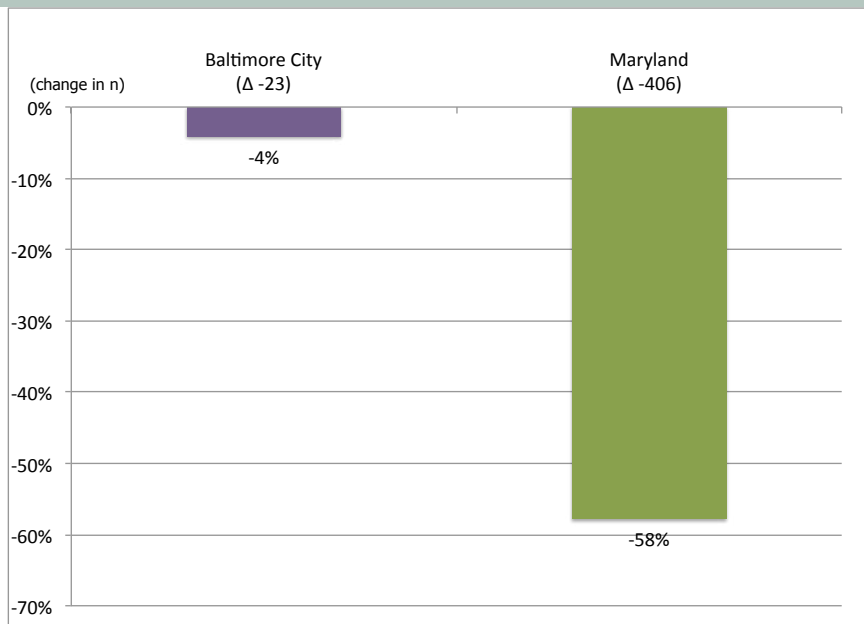
Maryland Total ADP, 1997-2010



⊕ 1 site,
10% of MD youth

Source: Census of Juveniles in Residential Placement.

Residential Placement: Percent Change in Commitment Counts, 2001-2010

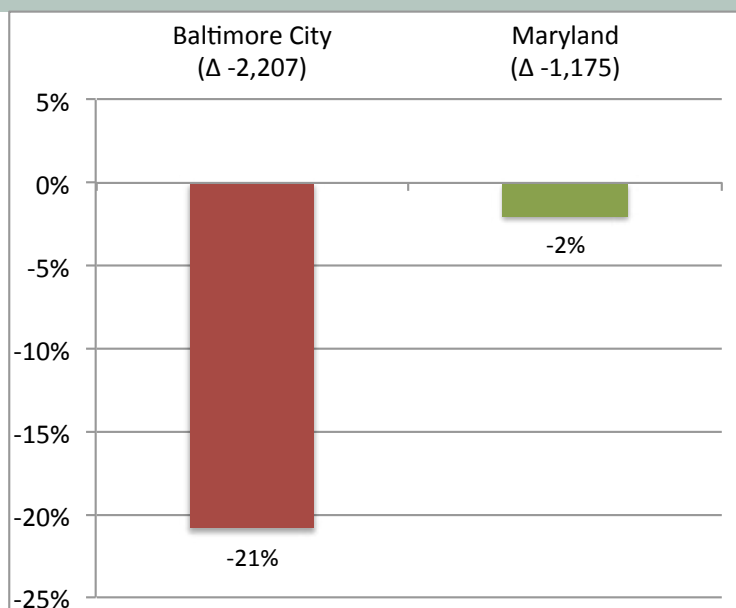


Sources: Casey Annual Report 2010 (JDAI Sites), Census of Juveniles in Residential Placement (Maryland).

The change in commitments for Baltimore City was a drop of 4%. According to the CJRP, the

percent change in the state total count for commitment was a decrease of 58%.

Juvenile Arrest Counts: Percent Change, 2001-2008



Source: FBI Uniform Crime Reports.

The total decrease in arrest for Baltimore City—the single JDAI site in Maryland—was 21%.

For the state as a whole, juvenile arrests dropped 2% from the baseline year of 2001 to 2008 (the most recent year for which data are available).



Services (DJS) in Maryland began statewide participation in JDAI. Maryland's DJS developed and implemented the Detention Risk Assessment Instrument (DRAI) in 5 jurisdictions in 2007. They developed the instrument to account for region-specific differences. DJS locally validated the DRAIs for the 5 biggest counties and developed a separate DRAI for the smaller remaining counties.⁸ The final DRAI that DJS developed was automated.⁹

Other initiatives outside of JDAI in Maryland recognize the need for detention alternatives due to high levels of unnecessary detention. In 2008, the Advocates for Children and Youth issued a review of court records in Baltimore City and found that even when the DRAI indicated the youth was eligible for a detention alternative or released without services, 30% were still detained.¹⁰ Apparently, the JDAI strategies will need unique refining in Baltimore to achieve the desired results.

Notes on Maryland

1. Department of Juvenile Services & the University of Maryland Institute for Governmental Service and Research, "Doors to Detention, A Study of Baltimore City Detention Utilization," January 2012, www.djs.state.md.us/assets/Detention_Utilization_Report_Final_computer_viewing_only.pdf.
2. Ibid.
3. Ibid.
4. Ibid.
5. Ibid.
6. Annie E. Casey Foundation, "Baltimore Evening Reporting Center Earns Recognition," *JDAI Newsletter*, Winter 2010, <http://www.aecf.org/MajorInitiatives/JuvenileDetentionAlternativesInitiative/Resources/winter10newsletter/JDAISiteUpdates6.aspx>.
7. Annie E. Casey Foundation, "Baltimore Evening Reporting Center Earns Recognition," *JDAI Newsletter*, Winter 2010, <http://www.aecf.org/MajorInitiatives/JuvenileDetentionAlternativesInitiative/Resources/winter10newsletter/JDAISiteUpdates6.aspx>.
8. Department of Juvenile Services, "Juvenile Detention Alternatives Initiative," www.djs.maryland.gov/jdai.html.
9. Department of Juvenile Services, "Juvenile Detention Alternatives Initiative," www.djs.maryland.gov/jdai.html.
10. Advocates for Children and Youth, "Ending Maryland Cycle of Delinquency," February 2008, http://www.acy.org/upimages/ACY_Court_Review.pdf.

Massachusetts



Massachusetts currently has four JDAI county sites—Suffolk, Worcester, Middlesex, and Essex. In 2006, Suffolk and Worcester Counties were the pilot sites chosen to implement JDAI. These two counties have 23% of the state's youth. By 2009 Massachusetts added Middlesex and Essex Counties as two additional JDAI sites. Combined, these four counties have 56% of the state's youth population. Between 2000 and 2010, Massachusetts' youth population declined 1%—675,000 to 666,000.

In 2006 the state's Juvenile Justice Advisory Committee, operating under the Executive Office of Public Safety and Security, utilized federal Formula Grant funds to support two separate detention alternative initiatives—JDAI and the Detention Diversion Advocacy Project.¹ It was later reported that youth detention reform efforts would be based upon the JDAI model. Currently, the state Department of Youth Services (DYS) is the primary agency that oversees the facilitation of the JDAI program.² The main role of DHS is to prevent crime and protect public safety while focusing on the development of youth under its care.³

With financial support of the Annie E. Casey Foundation, Massachusetts has been able to continue to implement and maintain its JDAI efforts.⁴ Even during tough financial times, the DHS has recognized JDAI as a successful model in reducing reliance on secure detention for youth. In order to advance implementation of a statewide strategy in detention reduction, the DHS filed legislation that enabled the state to place detained youth outside of locked secure detention facilities.⁵ As of February, 2010, Worcester County opened a reception center to assess and place pre-trial youth who were low-risk for failure to appear in court. The reception center is based upon a model that has been used by various JDAI sites, such as New Mexico, Oregon, and Indiana.⁶

While implementing the JDAI model, Massachusetts has assembled various subcommittees, held special meetings, and led various statewide conferences to educate and collaborate with key stakeholders about the goals and direction of Massachusetts detention reform efforts.⁷

Massachusetts Facts at a Glance

Youth Population:

-1%

Detention:

-45%

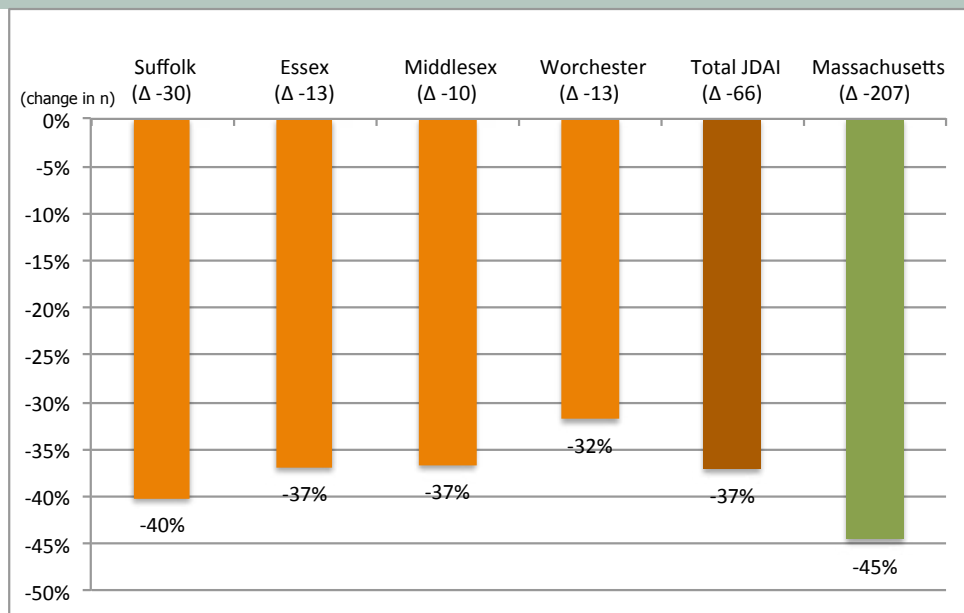
Commitment:

-30%

Arrest:

-3%

Juvenile Detention: Percent Change in ADP Counts, 2006-2010

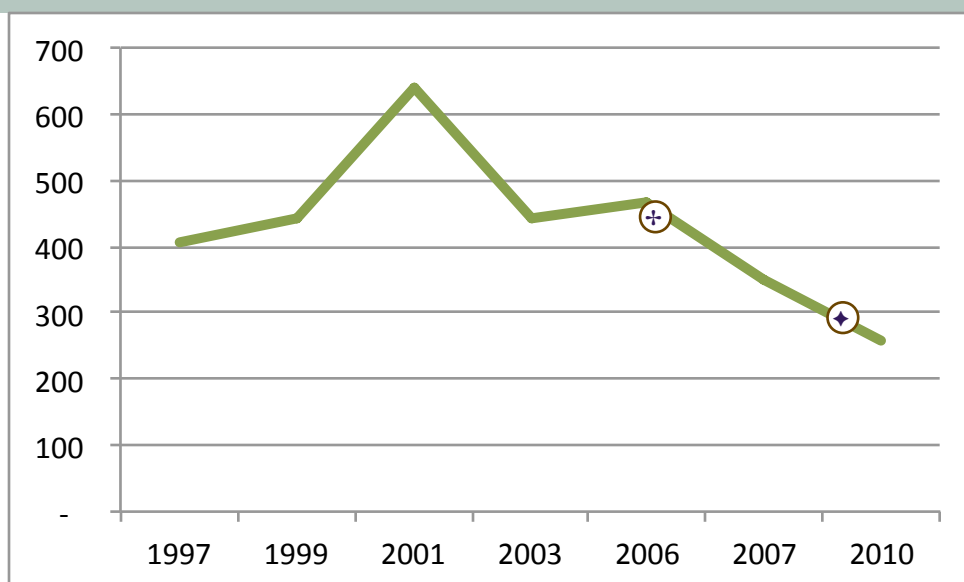


Sources: Casey Annual Report 2010 (JDAI Sites), Census of Juveniles in Residential Placement (Massachusetts).

From the baseline year of 2006 (generalized for all four Massachusetts Counties) to 2010, there was a combined drop in ADP for JDAI Counties of 37%. The average for the state (as measured by the CJRP) was a drop of 45%.

The long-term detention trend in Massachusetts is characterized by a steep rise until 2001, followed by an equally steep drop until 2003. Since 2006, there was a steady decline to 2010.

Massachusetts Total ADP, 1997-2010



⊕ 2 sites,
23% of MA youth

⊕ 4 sites,
56% of MA youth

Source: Census of Juveniles in Residential Placement.

Residential Placement: Percent Change in Commitment Counts, 2006-2010

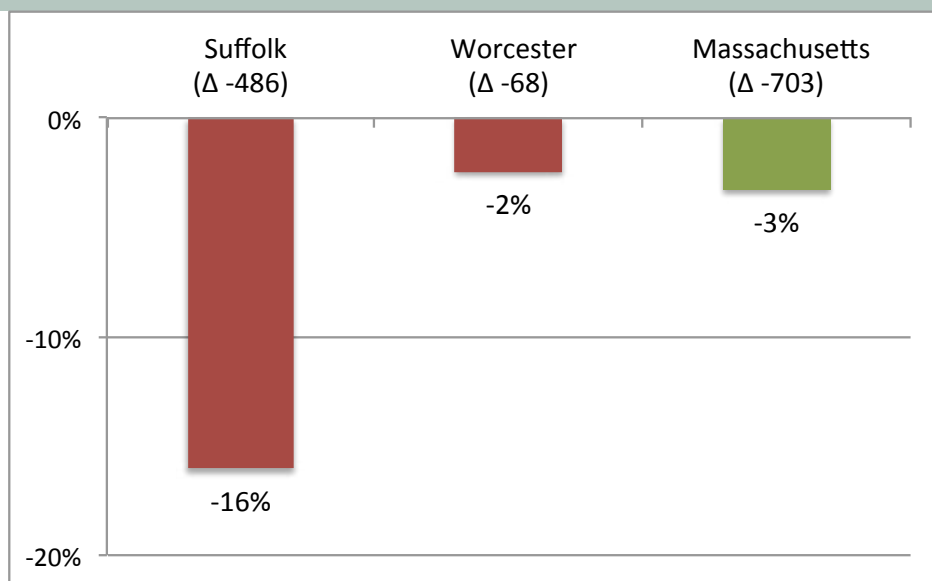


Sources: Casey Annual Report 2010 (JDAI Sites), Census of Juveniles in Residential Placement (Massachusetts).

According to the CJRP, the percent change in the state total count for commitment in Massachusetts was a drop of 30%. The combined

drop in commitment for JDAI counties was 33%. Commitments dropped further than the state average in 3 of 4 JDAI counties.

Juvenile Arrest Counts: Percent Change, Selected Sites, 2006-2008



Source: FBI Uniform Crime Reports.

Juvenile arrests decreased 3% in Massachusetts from the baseline year of 2006 to 2008 (the most recent year for which data are available). In

Suffolk County, juvenile arrests decreased 16%, and in Worcester 2%.



Notes on Massachusetts

1. Citizens for Juvenile Justice, "Detention Fact Sheet," November 2006, http://www.cfjj.org/pdf/117-detention-11_28_06.pdf.
2. Amy Seeherman, "Juvenile Detention Alternatives Initiative (JDAI) Massachusetts (Suffolk County and Worcester county) Accomplishments – 2007," www.mass.gov/eohhs/docs/dys/jdai-accomplishments-07.doc.
3. Annie E. Casey Foundation, "Newsletter of the Juvenile Detention Alternatives Initiative," March 2007, <http://www.aecf.org/~media/Pubs/Topics/Juvenile%20Justice/Other/JDAINewsMarch2007/JJ3622H5033.pdf>.
4. Amy Seeherman, "Juvenile Detention Alternatives Initiative (JDAI) Massachusetts (Suffolk County and Worcester county) Accomplishments – 2008," www.mass.gov/eohhs/docs/dys/jdai-accomplishments-08.doc.
5. JDAI Site Update available at: <http://www.aecf.org/MajorInitiatives/JuvenileDetentionAlternativesInitiative/Resources/May10newsletter/JDAISiteUpdates3.aspx>.
6. Amy Seeherman, "Juvenile Detention Alternatives Initiative (JDAI) Massachusetts (Suffolk County and Worcester county) Accomplishments – 2009," www.mass.gov/eohhs/docs/dys/jdai-accomplishments.doc.
7. Amy Seeherman, "Juvenile Detention Alternatives Initiative(JDAI) Massachusetts (Suffolk County and Worcester county) Accomplishments – 2009," www.mass.gov/eohhs/docs/dys/jdai-accomplishments.doc.

Minnesota



Minnesota signed on to JDAI in 2006 with three pilot sites—Hennepin, Ramsey, and Dakota Counties. Hennepin County (Minneapolis) has 20% of the state’s youth, Ramsey County (St. Paul) has 9%, and Dakota County (suburban Twin Cities area) has 8%. St. Louis County joined in 2008 and hosts 3% of the youth population. Combined, 40% of the state’s youth live in these counties. Between 2000 and 2010, Minnesota’s youth population declined 5%—604,000 to 573,000.

When JDAI began, all three original sites had “detention facilities that were overcrowded or functioning at capacity, significant racial and ethnic disparities, and no objective screening for detention admissions.”¹ Since 2006, all JDAI counties have implemented screening instruments, court processing improvements, scrutiny of responses to probation violations, and greater safety for youth in custody through improvements of facility conditions.² Overall, Minnesota sites consider JDAI a success from its inception to the present.

Hennepin County distinctly states that “Youth who pose a low risk to public safety should not be detained.”³ The county has as a clear goal of finding more effective ways than detention to respond to youth crime;

using the least restrictive alternative is a stated policy.

In Ramsey County, decreasing numbers of young detainees allowed the county to close one wing of a detention center, saving an estimated \$250,000 annually. Those funds were freed to support some of the alternatives the county favors instead of detention.⁴

Ramsey County has strong voices—including those of judges—advocating for reforms and identifying JDAI as a means to their goals. They recognize and state publicly that policy makers need to understand the issues (especially DMC), buy in to system reforms, and implement change in the form of legislation and in other ways.

In St. Louis County, officials are bringing back into use their Youth Bureau, a team approach to rationally addressing youth law violation. The bureau team includes police, prosecution, a school liaison, and probation.

Disproportionate confinement of youth of color is a persistent problem in Minnesota, where youth of color are less than one-third of the general youth population but

Minnesota Facts at a Glance

Youth Population:

-5%

Detention:

-40%

Commitment:

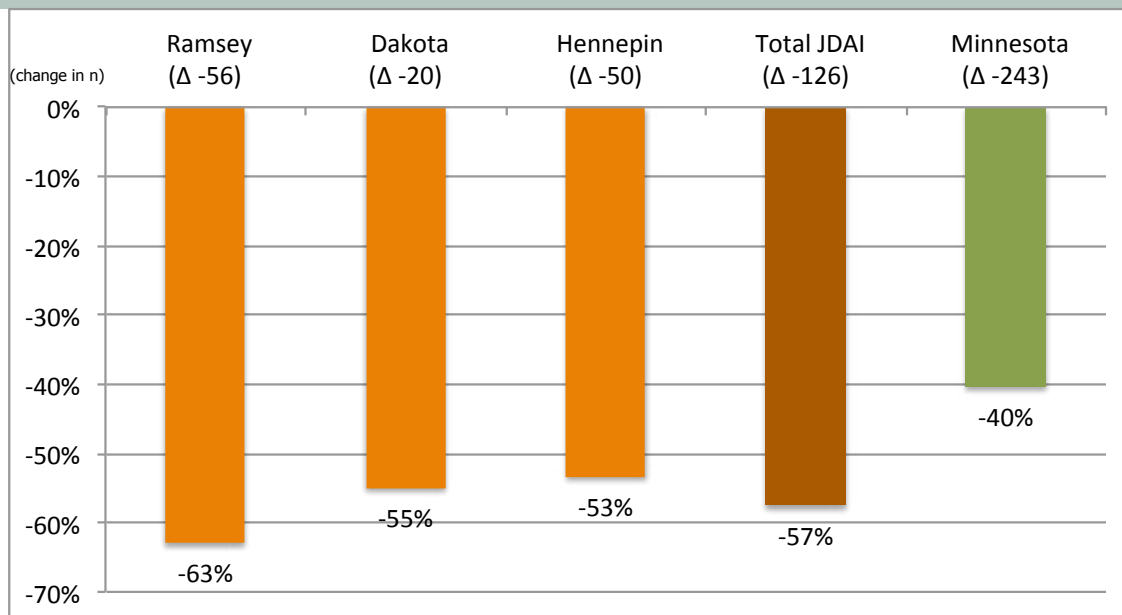
-37%

Arrest:

-11%

continued on page 68

Juvenile Detention: Percent Change in ADP Counts, 2006-2010

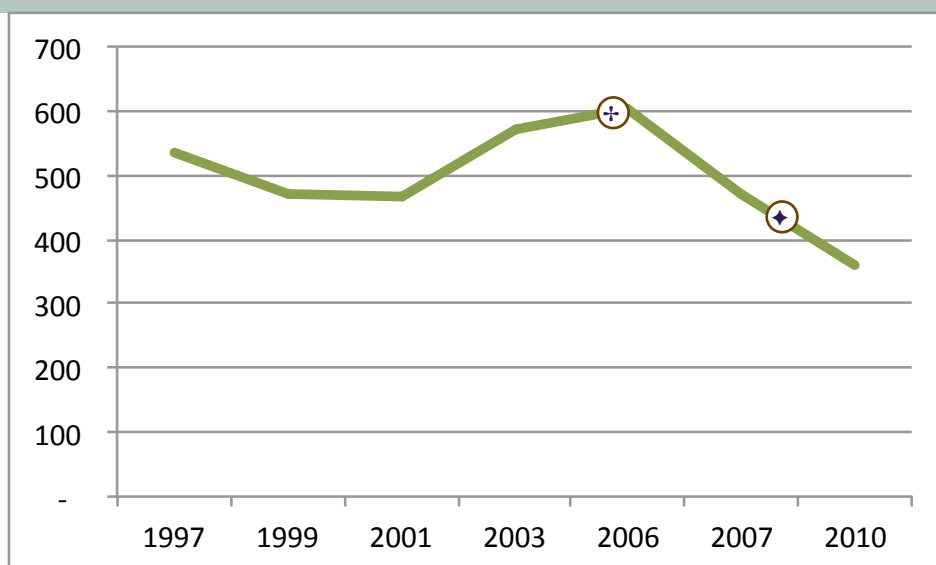


Sources: Casey Annual Report 2010 (JDAI Sites), Census of Juveniles in Residential Placement (Minnesota).

From the baseline year of 2006 (generalized for all MN Counties in JDAI) to 2010, the JDAI counties saw a combined drop in ADP of 57%. The average drop for the state (as measured by the CJRP) was 40%.

The long-term trend in ADP in Minnesota is a dip in the late 1990s, followed by a rise until 2006, and then a sustained decline to 2010.

Minnesota Total ADP, 1997-2010

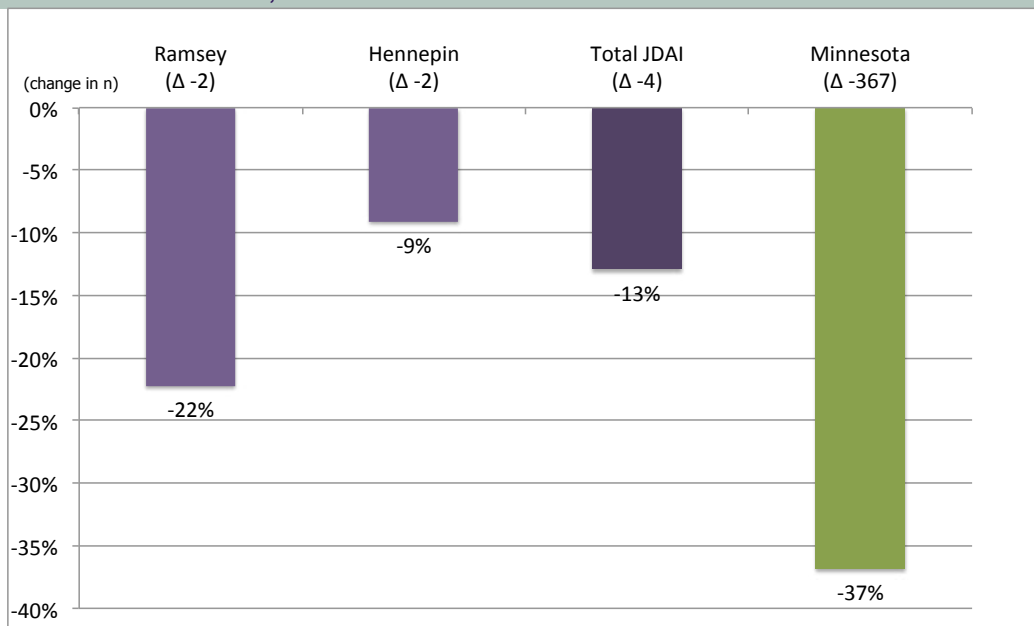


⊕ 3 sites,
37% of MN youth

⊕ 4 sites,
40% of MN youth

Source: Census of Juveniles in Residential Placement.

Residential Placement: Percent Change in Commitment Counts, Selected Sites, 2006-2010

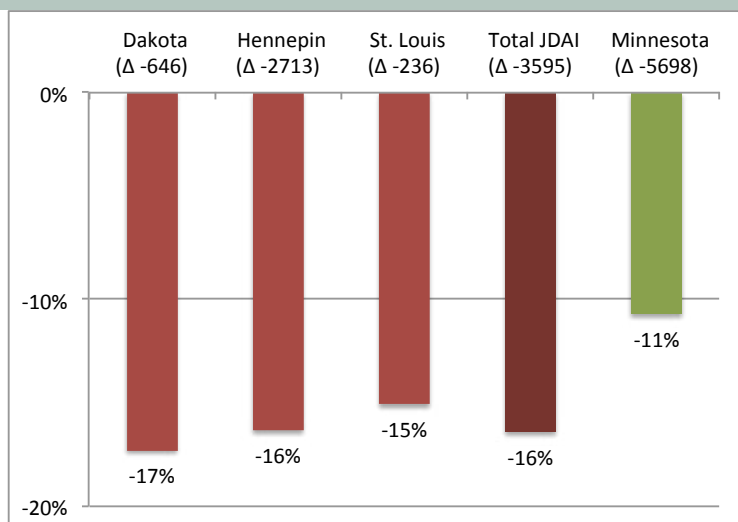


Sources: Casey Annual Report 2010 (JDAI Sites), Census of Juveniles in Residential Placement (Minnesota).

According to the CJRP, the percent change between 2006 and 2010 in the state total count for commitment was a decrease of 37%. According to data as reported by two JDAI sites in Minnesota (Hennepin and Ramsey Counties),

the combined drop in commitment was 13%. Dakota and St. Louis Counties did not report. State numbers are missing the nonreporting JDAI counties.

Juvenile Arrest Counts: Percent Change, Selected Sites, 2006-2008



Source: FBI Uniform Crime Reports.

Juvenile arrests decreased 11% in Minnesota from the baseline year of 2006 to 2008 (the most recent year for which data are available). The total drop in arrest for JDAI sites was 16%.



90% of the detainees.⁵ Juvenile justice leaders readily acknowledge this disproportion and appear to be striving to correct it.

The State recognizes the role of improved data collection at all stages of the juvenile justice system; first of all to accurately identify problem areas and then to address them. The state passed legislation in 2009 that requires uniform collection of race and ethnicity data.

Notes on Minnesota

1. Minnesota Juvenile Justice Advisory Committee, "Annual Report to the Governor and the Legislature," October, 2008, 14.
2. Ibid.
3. Hennepin County Public Affairs, "Hennepin County Fact Sheet: Juvenile Detention Alternatives Initiative," March 2011, http://www.hennepin.us/files/HennepinUS/Public%20Affairs/PA%20Info%20&%20Media%20Outreach/Fact%20Sheets/_Criminal%20Justice/JDAI_2011.pdf.
4. Annie E. Casey Foundation, Spotlight on Minnesota, *JDAI Newsletter*, Spring, 2010, <http://www.aecf.org/MajorInitiatives/JuvenileDetentionAlternativesInitiative/Resources/May10newsletter/JDAISiteUpdates5.aspx>.
5. Star Tribune, "Far fewer juveniles in lockup, but still a minority gap," January, 26, 2011, <http://www.jdaihelpdesk.org/Docs/Documents/Star%20Tribune%20MN.pdf>.

Mississippi



Mississippi was the 25th state to join JDAI.¹ In 2009, Mississippi announced that three counties would participate as JDAI sites—Adams, Leflore, and Washington.² Within these counties, Mississippi identified the respective county seats, Natchez, Greenwood, and Greenville, as the focal points of JDAI efforts. Combined, these three sites account for 4% of Mississippi's youth population. Between 2000 and 2010, Mississippi's youth population declined 5%—355,000 to 339,000.

The state's JDAI efforts are overseen by the Department of Public Safety under the Juvenile Justice Division. The Juvenile Justice Division receives funding from the federal Juvenile Justice and Delinquency Prevention Act of 1974 and provides grant money to support state programs such as "juvenile detention alternatives, shelter care facilities, alternative education,

advocacy, prevention, research projects, and an annual statewide training conference for juvenile justice practitioners."³ The Juvenile Justice and Delinquency Prevention Act also funds the state Juvenile Justice Advisory Committee, which works closely with the Department of Public Safety to ensure compliance with the act.⁴ Department Assistant attorney general, Patti Marshall, has been designated as the JDAI coordinator.⁵

Mississippi has made its juvenile justice efforts publicly known, as Governor Haley Barbour signed legislation ordering that optional federal guidelines are to be implemented into state law.⁶ In a civil rights lawsuit, which was filed by the Southern Poverty Law Center, JDAI principles were recognized as a "model standard" in youth detention efforts.⁷

Mississippi Facts at a Glance

Youth Population:

-5%

Detention:

+56%

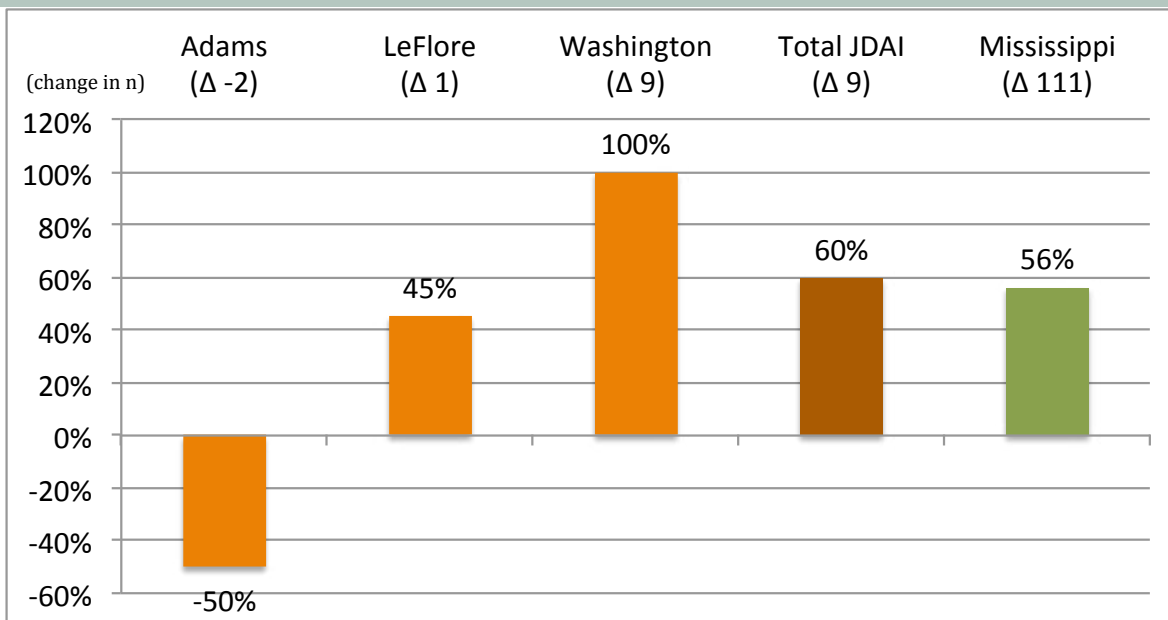
Commitment:

-56%

Arrest:

N/A

Juvenile Detention: Percent Change in ADP Counts, 2007-2010



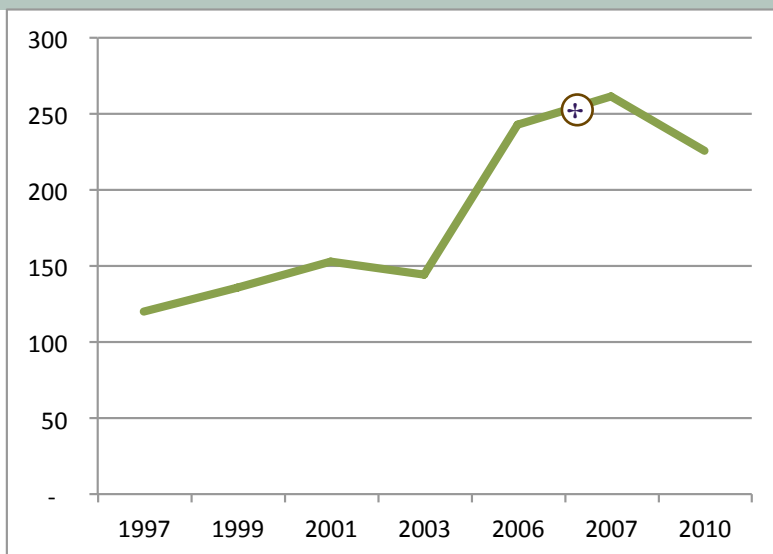
Sources: Casey Annual Report 2010 (JDAI Sites), Census of Juveniles in Residential Placement (Mississippi).

From the baseline year of 2007 to 2010, 2 of 3 participating Mississippi counties had a rise in ADP, while the third had a drop. The total change for JDAI counties was a rise of 60%. The total change for the state was a rise of 56%. (It should be noted that Mississippi's numbers are very

small and JDAI counties represent only 4% of the state's youth population.)

The long-term trend in ADP shows a persistent increase from 1997 to 2007, with a minor drop in 2001. After 2007, ADP began to decline.

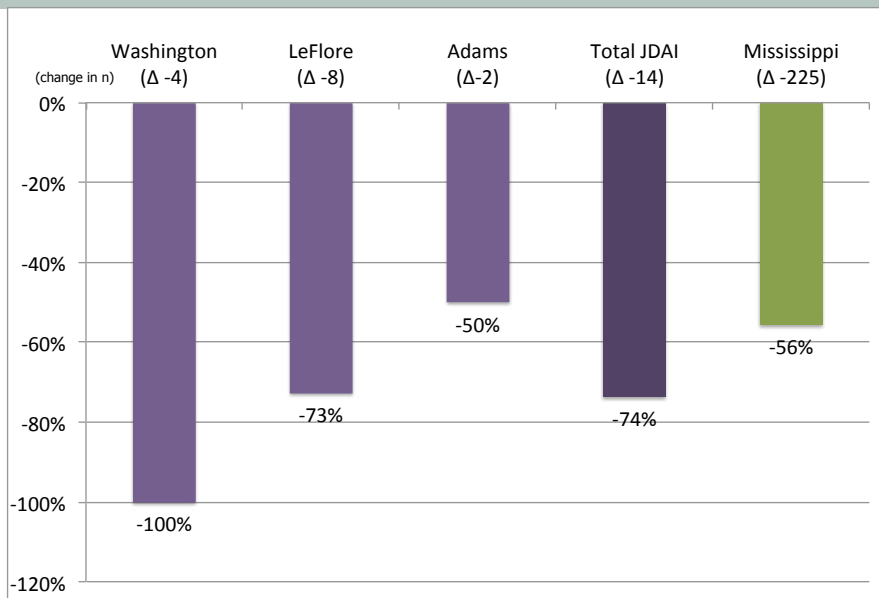
Mississippi Total ADP, 1997-2010



⊕ 3 sites,
4% of MS youth

Source: Census of Juveniles in Residential Placement.

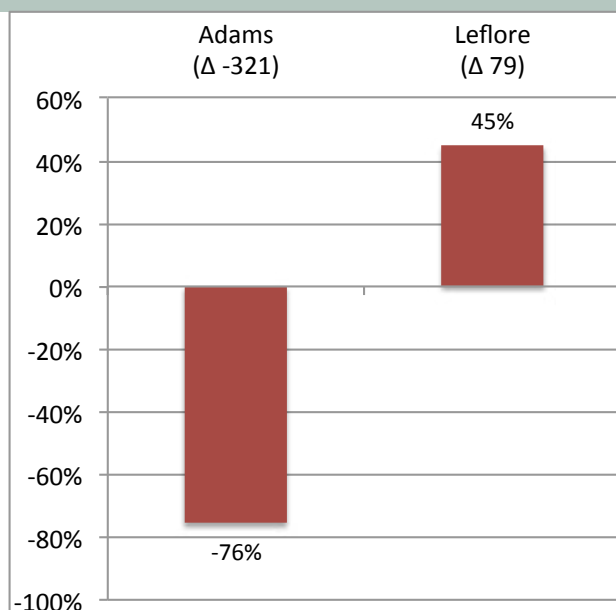
Residential Placement: Percent Change in Commitment Counts, 2007-2010



Sources: Casey Annual Report 2010 (JDAI Sites), Census of Juveniles in Residential Placement (Mississippi).

The combined change in commitment for JDAI counties was a decrease of 74%. According to the CJRP, the percent change in the state total count for commitment was a decrease of 56%.

Juvenile Arrest Counts: Percent Change, 2007-2008



Source: FBI Uniform Crime Reports.

Juvenile arrests decreased 76% in Adams County from the baseline year of 2007 to 2008 (the most recent year for which data are available). Arrests increased in Leflore County by 45%.



Notes on Mississippi

1. Annie E. Casey Foundation, "Site Updates: Mississippi," *JDAI Newsletter*, May 2009, <http://www.aecf.org/MajorInitiatives/JuvenileDetentionAlternativesInitiative/Resources/May09newsletter/JDAISiteUpdates1.aspx>.
2. Ibid
3. Mississippi Department of Public Safety, "Public Safety Planning: Juvenile Justice," MDPS, March 9, 2012, http://www.dps.state.ms.us/dps/dps.nsf/webpages/PublicSafetyPlanning_JuvenileJustice?OpenDocument.
4. Mississippi Juvenile Justice Advisory Committee, "Goals of the MS JJAC," Mississippi State Advisory Group (SAG) on Juvenile Justice, <http://jjacms.org/goals.html>.
5. Annie E. Casey Foundation, "Site Updates: Mississippi," May 2009.
6. Annie E. Casey Foundation, "Site Updates: Mississippi," *JDAI Newsletter*, August 2009, "http://69.18.145.86/~media/Pubs/Initiatives/Juvenile%20Detention%20Alternatives%20Initiative/JDAINewsletters/JDAINewsAugust2009/JDAI%20Newsletter7%2009%206
7. Annie E. Casey Foundation, "Mississippi lawsuit quotes JDAI standards on fixed restraints," *JDAI Newsletter*, Winter 2012, <http://www.aecf.org/MajorInitiatives/JuvenileDetentionAlternativesInitiative/Resources/JDAI/2012/Winter%202012/JDAI%20Site%20Updates/Mississippi%20lawsuit%20quotes%20JDAI%20standards%20on%20fixed%20restraints.aspx>.

Missouri



Missouri is a state in which responsibility for juveniles is shared between state, regional, and county levels. Juvenile detention is the responsibility of local courts (funded by counties), therefore, the sites are organized according to the 45 judicial circuit districts, each of which may encompass several of Missouri's 114 counties. Four sites joined JDAI in April, 2006, including the highly populated urban centers of Kansas City and St. Louis. Another five sites joined between 2008 and 2010. Some comprise smaller towns and rural communities. Three more sites, including St. Charles County, are planned for 2012.⁴ As a whole, the JDAI sites are home to 51% of the state's youth population. Between 2000 and 2010, Missouri's total youth population declined by 3%—661,000 to 645,000.

Missouri has a long history of implementing large-scale juvenile justice reforms. As far back as the early 1980s, Missouri led the way nationally with the "Missouri Model" of detention reform, in which aging reform institutions were replaced with smaller regional detention facilities distributed throughout the state. These facilities took a holistic approach to youth corrections and employed professional child welfare specialists rather

than corrections officers. The model has been recognized in numerous publications, including some by the Casey Foundation, and the de-institutionalization of youth offenders is now synonymous with reforms pioneered in Missouri.¹

However, these reforms, which affected the post-adjudication experience of Missouri's troubled youth, do not encompass the entire range of the juvenile justice experience. Since 2006, Missouri has also been addressing pre-adjudication detention in several counties through the JDAI program. Missouri's JDAI sites have been recognized by the Casey Foundation's Bart Lubow as "among the most successful nationwide."² After a recent visit to New Jersey by a team of state-level stakeholders, Missouri has now established a statewide replication team to bring JDAI to scale.³ As well as individual efforts, the state offers training and support and has a statewide data collection system for youth in the justice system.

Since implementing JDAI, Casey has named three of Missouri's sites as among the highest achievers nationally, because they have reduced detention by more than 50% without compromising public safety.

Missouri Facts at a Glance

Youth Population:

-3%

Detention:

-21%

Commitment:

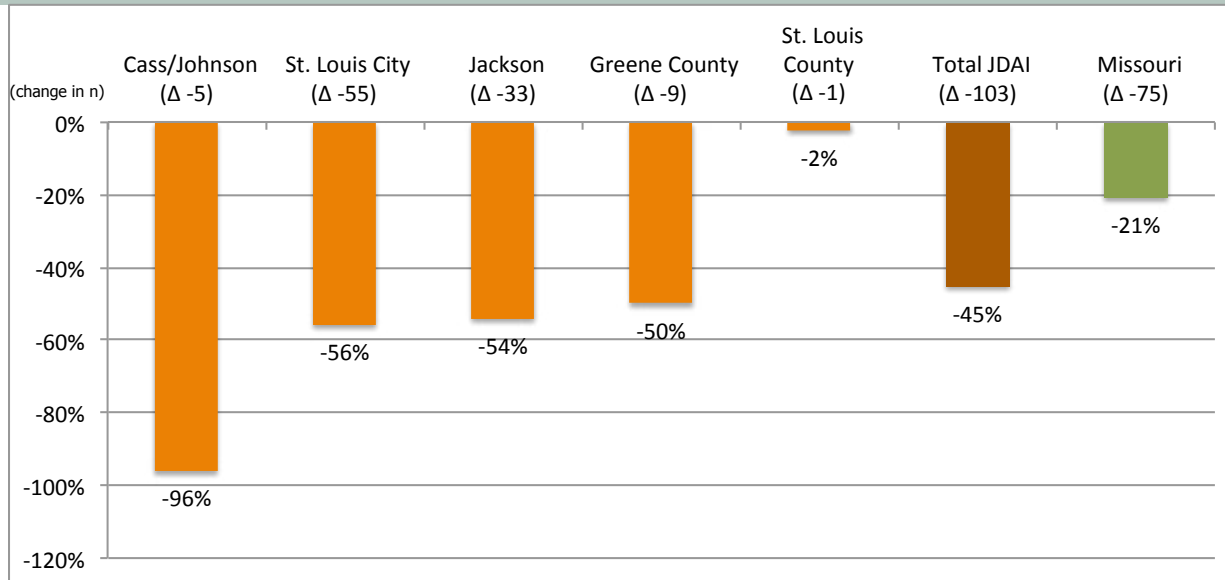
+14%

Arrest:

-5%

continued on page 76

Juvenile Detention: Percent Change in ADP Counts, Selected Sites, 2006-2010

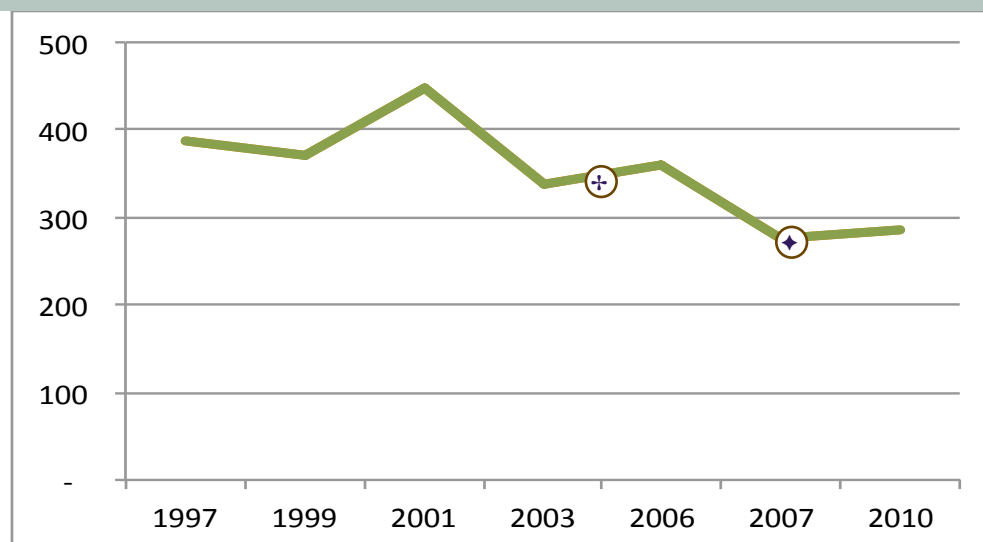


Sources: Casey Annual Report 2010 (JDAI Sites), Census of Juveniles in Residential Placement (Missouri).

From the baseline year of 2006 (generalized for all MO Counties in JDAI) to 2010, four of five of participating counties saw a drop in ADP of over 50%. The combined drop in ADP for those JDAI Counties was 45%. The average drop for the state (as measured by the CJRP) was 21%.

The long-term detention trend in Missouri is a rise from the late 1990s to 2001 and then a general decline to 2010.

Missouri Total ADP, 1997-2010

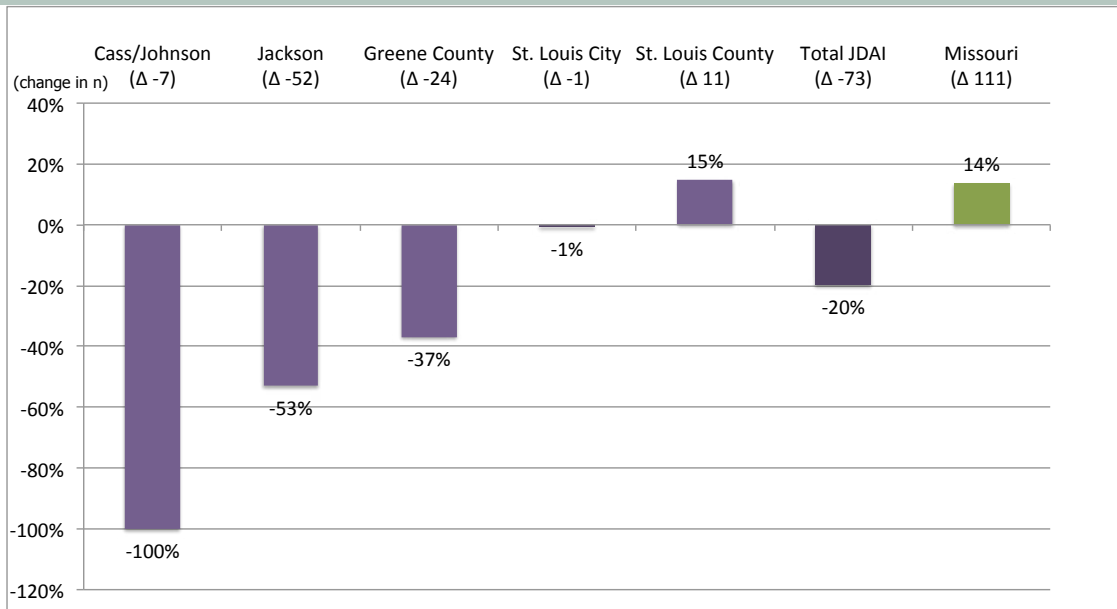


⊕ 3 sites,
38% of MO youth

⊕ 8 sites,
57% of MO youth

Source: Census of Juveniles in Residential Placement.

Residential Placement: Percent Change in Commitment Counts, 2006-2010

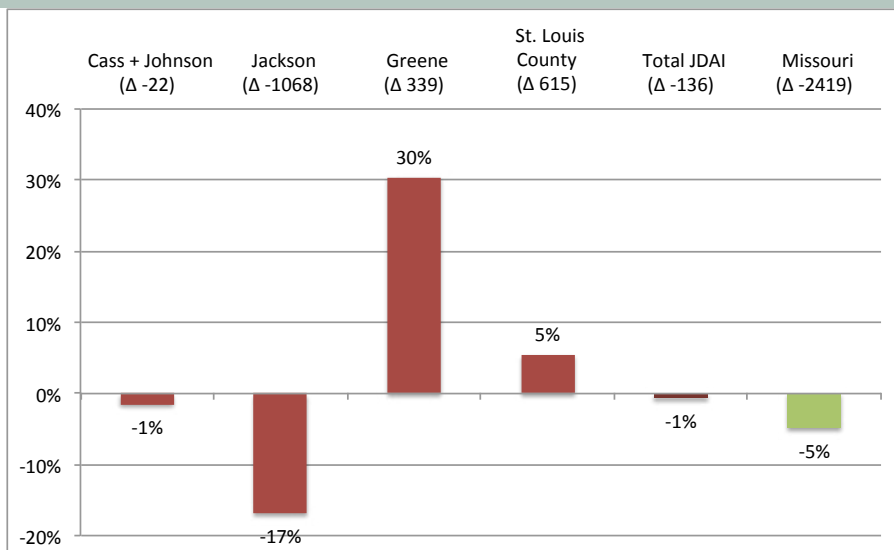


Sources: Casey Annual Report 2010 (JDAI Sites), Census of Juveniles in Residential Placement (Missouri).

Using the generalized baseline year of 2006, the combined change in commitment for JDAI counties was a drop of 20%. St. Louis County

had a rise of 15% instead of a drop. According to the CJRP, the percent change in the state total count for commitment was an increase of 14%.

Juvenile Arrest Counts: Percent Change, 2006-2008



Source: FBI Uniform Crime Reports.

Juvenile arrests decreased 5% in Missouri from the baseline year of 2006 to 2008 (the most recent year for which data are available). The total drop in arrest for JDAI sites was 1%.



Green County was ranked first for reducing its daily population by 83%—from 18 to 3 youth—between 2006 and 2009.⁵

Reductions in the detained youth population have led to some facility closures. In 2010, the Circuit Courts Budget Committee established a Juvenile Detention Facilities Workgroup to conduct an assessment of the state's 15 secure detention centers. In March 2011, it recommended that six facilities have their staff reduced because their daily populations were less than four. For those circuits in which the facilities would be forced to close, the group recommended funding for detention alternatives.⁶

Support for a statewide approach to JDAI has also been bolstered by an order of the Missouri Supreme Court. On April 8, 2011, the Court ordered that all juvenile officers and detention intake staff rely on a standardized risk assessment tool to make a decision about detention and emphasized that secure detention should only be used if a youth presents a risk to public safety or is likely to fail to appear in court. The state's court administrator is also required to train judicial circuits, and the circuits must maintain better data on youth detained and released and to keep track of the number of risk-assessment overrides.⁷

Notes on Missouri

1. See e.g. Richard A Mendel, "Small Is Beautiful: The Missouri Division of Youth Services," *AdvoCasey* 5, no. 1, (Spring 2003): 29-38.
2. Justice Policy Institute and Annie E. Casey Foundation, "National Juvenile Justice Reform Conference Comes to Missouri", Oct. 4, 2010, <http://www.aecf.org/Newsroom/NewsReleases/HTML/2010Releases/NatlJuvenileJusticeReformConferenceComestoMO.aspx>.
3. Annie E. Casey Foundation, "Missouri taking JDAI to scale", *JDAI Newsletter*, Summer 2011, <http://www.aecf.org/MajorInitiatives/JuvenileDetentionAlternativesInitiative/Resources/JDAI/2011/Summer%202011/Feature%20Story/Missouri%20taking%20JDAI%20to%20scale.aspx>.
4. Ibid.
5. This figure is based on the results of a one-day census across JDAI participating sites on June 17, 2009, and then compared to the ADP average in the year before joining JDAI. Annie E. Casey Foundation, "Two Decades of JDAI: A Progress Report," 2009, 16.
6. Juvenile Detention Facilities Workgroup, "Report to the Circuit Court Budget Committee," March 10, 2011, sent to the CCBC by letter dated April 12, 2011, www.ccbc-juvenile-detention-facilities-workgroup-report-04-08-11.pdf.
7. Supreme Court of Missouri, "En Banc, Order, In Re: Adoption of Court Operating Rule 28, entitled 'Juvenile Detention Evaluation'", April 8, 2011, effective January 1, 2012.

Montana



In 2008, Montana launched JDAI in three detention centers—Havre, Hill County; Missoula, Missoula County; and Great Falls, Cascade County. This effort was set forth as a “quick launch” process aimed to jump start the adoption of JDAI fundamentals, while offering resources and support for new sites.¹ The program expanded eventually to include Yellowstone County and a few Native Tribal councils. Two Native Tribal councils—Fort Belknap and Rocky Boy Tribe—are working in collaboration with Hill County to collect data and further implement JDAI strategies. Fort Peck Tribe, which is the only tribe in Montana to own and operate its own juvenile detention facility, also joined as a JDAI site.² Collectively, both counties and tribes are home to approximately 21% of Montana’s youth population. Between 2000 and 2010, Montana’s youth population declined 12%—113,000 to 100,000.

Currently, Montana’s JDAI program is mainly supported by federal funds that are overseen by a state advisory committee.³ The advisory group receives federal block grants, which are distributed by the

Montana Board of Crime Control (MBCC). The MBCC is the designated agency to allocate federal funding and “serves to improve the juvenile justice system through planning, research, and development of statewide juvenile justice programs under the Montana Youth Court Act, the federal Juvenile Justice and Delinquency Prevention Act of (the Act), and related federal regulations and guidelines developed by the Office of Juvenile Justice and Delinquency Prevention.”⁴

On January 1, 2011, Hill County opened a Youth Reporting Center in conjunction with a local Boys & Girls Club. The reporting center, which is funded by a MBCC, opens its doors to both high- and low-risk youth to focus on homework, life skills, recreation, and community service.⁵ On a state level, Montana JDAI coordinator, Stacey Dorrington organized Montana’s first JDAI conference in the fall of 2011. JDAI participants and stakeholders heard from successful JDAI sites from across the nation with the goal of building upon and improving current practices.⁶

Montana Facts at a Glance

Youth Population:

-12%

Detention:

0%

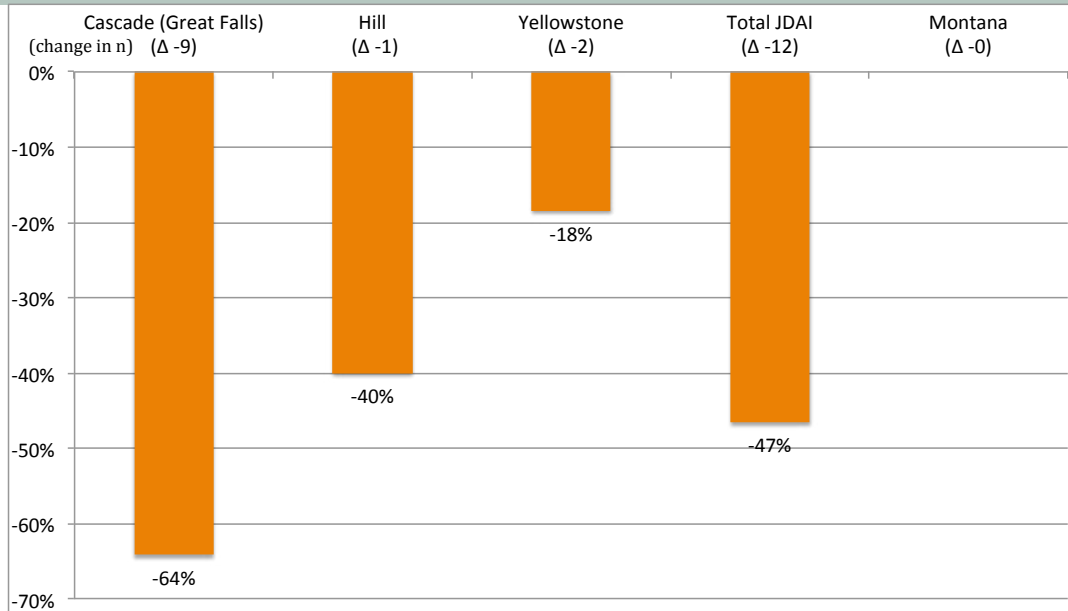
Commitment:

-9%

Arrest:

-10%

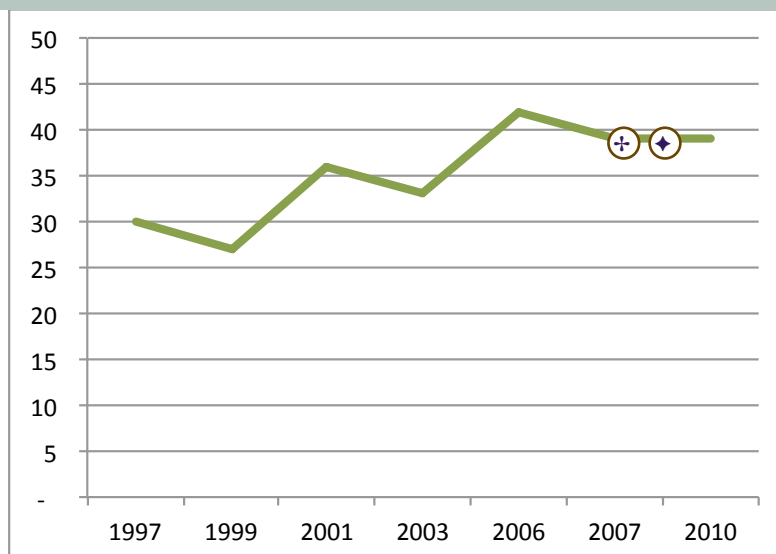
Juvenile Detention: Percent Change in ADP Counts, 2007-2010



Sources: Casey Annual Report 2010 (JDAI Sites), Census of Juveniles in Residential Placement (Montana).

From the baseline year of 2007 to 2010, the combined change in ADP for JDAI counties was a decrease of 47%. The average ADP for the state (as measured by the CJRP) did not change.

Montana Total ADP, 1997-2010

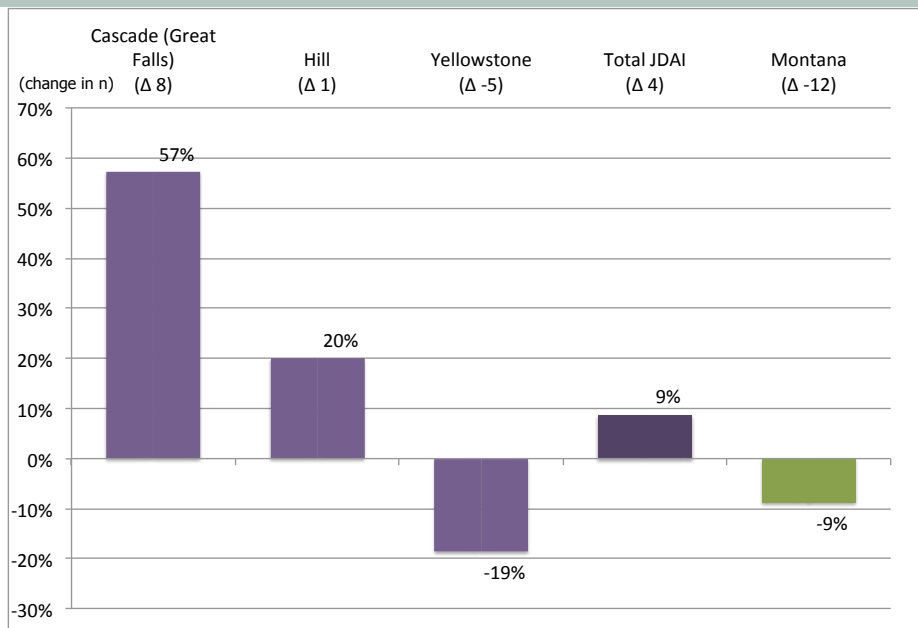


⊕ 3 sites,
21% of MT youth

⊕ 7 sites,
36% of MT youth

Source: Census of Juveniles in Residential Placement.

Residential Placement: Percent Change in Commitment Counts, 2007-2010

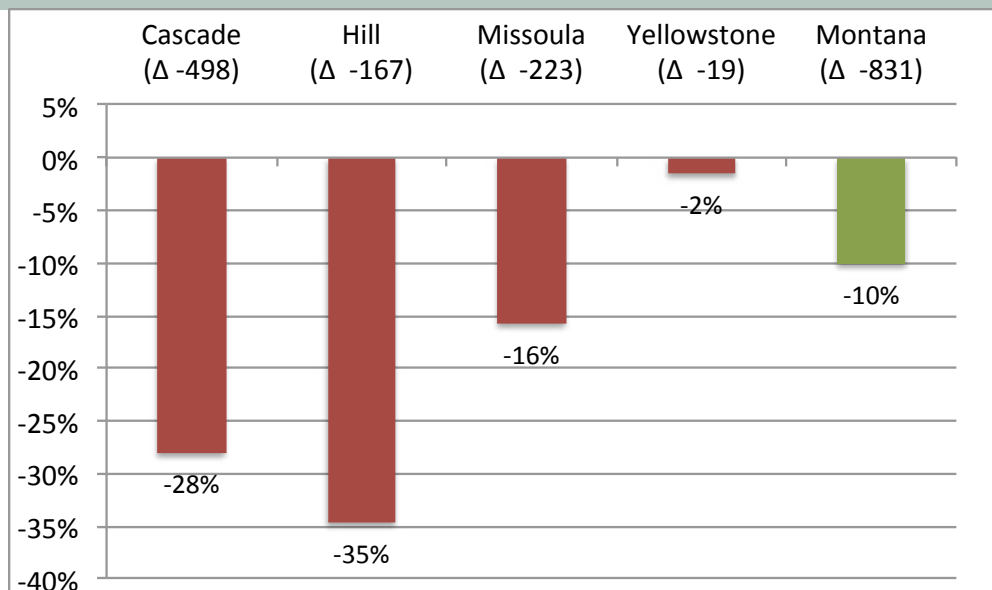


Sources: Casey Annual Report 2010 (JDAI Sites), Census of Juveniles in Residential Placement (Montana).

The combined change in commitment for JDAI counties was a rise of 9% (n change of 4). According to the CJRP, the percent change in the

state total count for commitment was a decrease of 9%.

Juvenile Arrest Counts: Percent Change, 2007-2008



Source: FBI Uniform Crime Reports.

From the baseline year of 2007 to 2008 (the most recent year for which data are available), the changes in arrests varied between -35% and -2%

for the JDAI sites. Juvenile arrests declined 10% in Montana as a whole.



Notes on Montana

1. Annie E. Casey Foundation, "JDAI Site Updates: Montana," *JDAI Newsletter*, May 2008, <http://www.aecf.org/MajorInitiatives/JuvenileDetentionAlternativesInitiative/Resources/May08newsletter/JDAISiteUpdates2.aspx>.
2. Annie E. Casey Foundation, "JDAI Site Updates: Montana," *JDAI Newsletter*, December 2009, <http://www.aecf.org/MajorInitiatives/JuvenileDetentionAlternativesInitiative/Resources/Dec09newsletter/JDAISiteUpdates4.aspx>.
3. Ibid.
4. Montana Board of Crime Control, "Juvenile Justice," Government of Montana, <http://www.mbcc.mt.gov/JuvenileJustice/JuvJustice.asp>.
5. Annie E. Casey Foundation, "Montana Site Launches Reporting Center," *JDAI Newsletter*, Spring 2011, <http://www.aecf.org/MajorInitiatives/JuvenileDetentionAlternativesInitiative/Resources/JDAI/2011/Spring%202011/JDAI%20Site%20Updates/Montana%20site%20launches%20reporting%20center.aspx>.
6. Annie E. Casey Foundation, "Montana Holds First JDAI Conference," *JDAI Newsletter*, Winter 2010, <http://www.aecf.org/MajorInitiatives/JuvenileDetentionAlternativesInitiative/Resources/winter10newsletter/JDAISiteUpdates3.aspx>.

Nevada



There are 16 counties and one independent city in the state of Nevada. The Nevada Department of Health and Human Services runs the Juvenile Justice Services Division, which consists of three state-run youth centers and the Youth Parole Bureau.

Nevada's population distribution is typical of many western states, with most of the population concentrated in a small number of urban centers. Events in these concentrated areas have a significant impact on the whole.

Nevada has two major urban centers, Las Vegas in Clark County and Reno in Washoe County. JDAI is currently operating in both, which together comprise 87% of the state's youth population; 72% are in Clark County, and 15% are in Washoe County. Between 2000 and 2010, Nevada's youth population grew 34%—219,000 to 294,000.

According to the Nevada subcommittee on Juvenile Justice, Washoe and Clark Counties sought to “develop alternatives to detention, build partnerships with other agencies, and reduce racial disparity,” through JDAI implementation.¹

Clark County adopted JDAI in 2004 and has shown positive results thus far. By 2010, Clark County had reduced its average daily population by 34% and the average

length of stay by 20%, even when the youth population and monthly referrals were increasing. Due to the drop in ADP, the County was able to close the largest and oldest unit in its detention facility.² Clark County attributes its success to JDAI implementation, stating that “because of JDAI we have enacted systematic changes that have left us better prepared to deal with upheavals in the economy and shifts in demographics.”³ Along with the JDAI model, Clark County has implemented a Weekly Aging Report system, compiled from a youth's risk-assessment score and various personal contacts, which monitors the longest-detained youth. The intent is to learn about the obstacles that keep these youth in detention.⁴

There are immense racial disparities in the Nevada youth population, and Clark County has specifically focused on this as an area for improvement. Through various culturally-responsive strategies such as improved communication with youth and their families, Clark County managed to decrease the number of Hispanics detained on warrants by 14%.⁵

Washoe County adopted JDAI in 2004 as well. In 2005, Washoe adopted a gender-specific, detention-reduction focus through JDAI aimed specifically at decreasing its female detention population. High-need,

Nevada Facts at a Glance

Youth Population:

+34%

Detention:

-37%

Commitment:

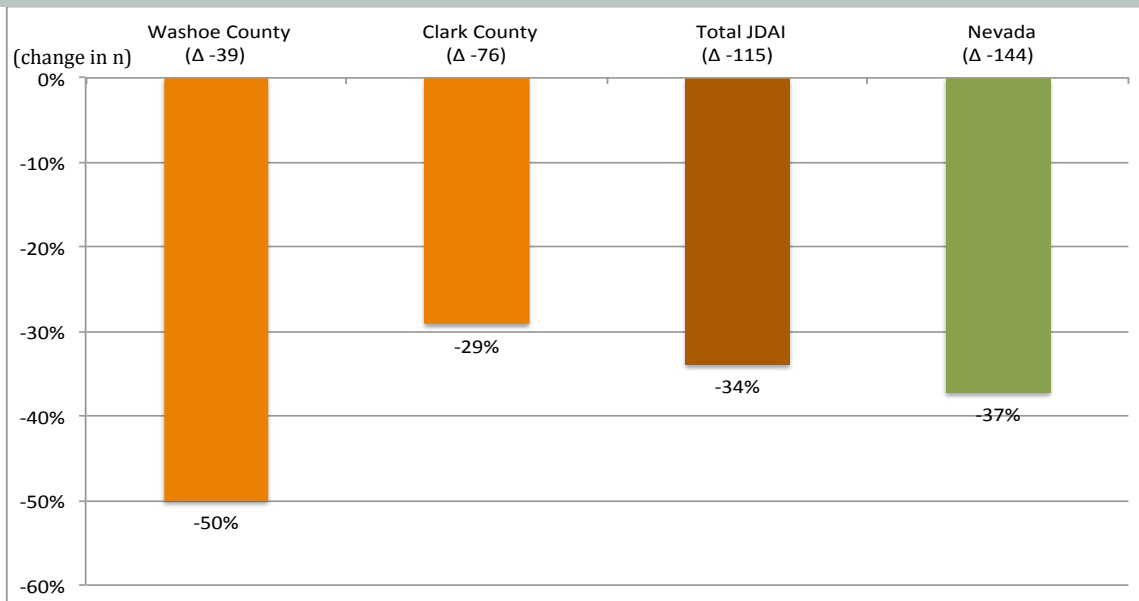
-5%

Arrest:

+12%

continued on page 84

Juvenile Detention: Percent Change in ADP Counts, 2003-2010

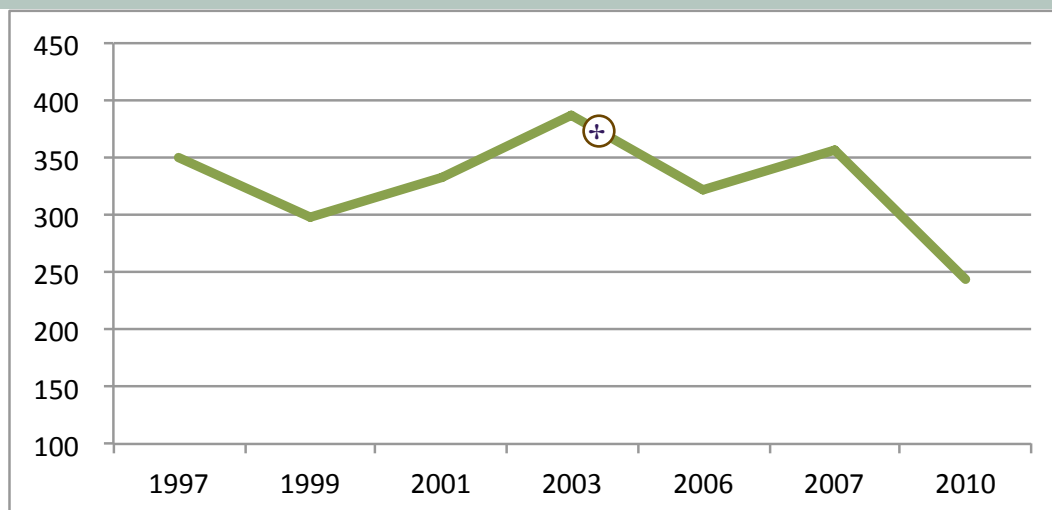


Sources: Casey Annual Report 2010 (JDAI Sites), Census of Juveniles in Residential Placement (Nevada).

From the baseline year of 2003 for the two Nevada counties in JDAI to 2010, both saw a significant drop in ADP. The combined drop for those counties was 34%. The average drop for the state (as measured by the CJRP) was 37%.

Long-term ADP was declining until 1999, then began a rise until 2003, when it began to decline again. Despite a rise from 2006 to 2007, ADP counts declined from 2007 to 2010.

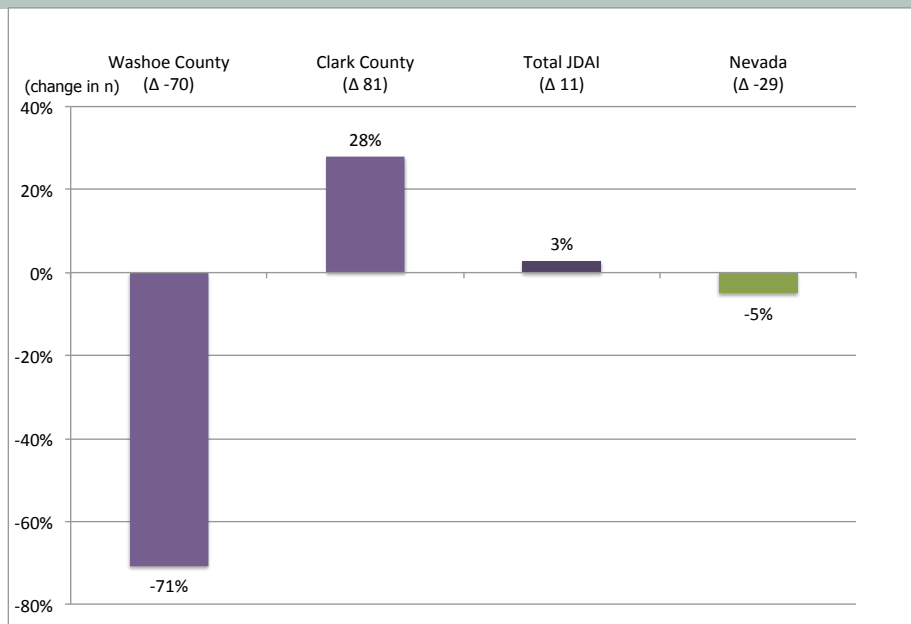
Nevada Total ADP, 1997-2010



⊕ 2 sites,
87% of NV youth

Source: Census of Juveniles in Residential Placement.

Residential Placement: Percent Change in Commitment Counts, 2003-2010

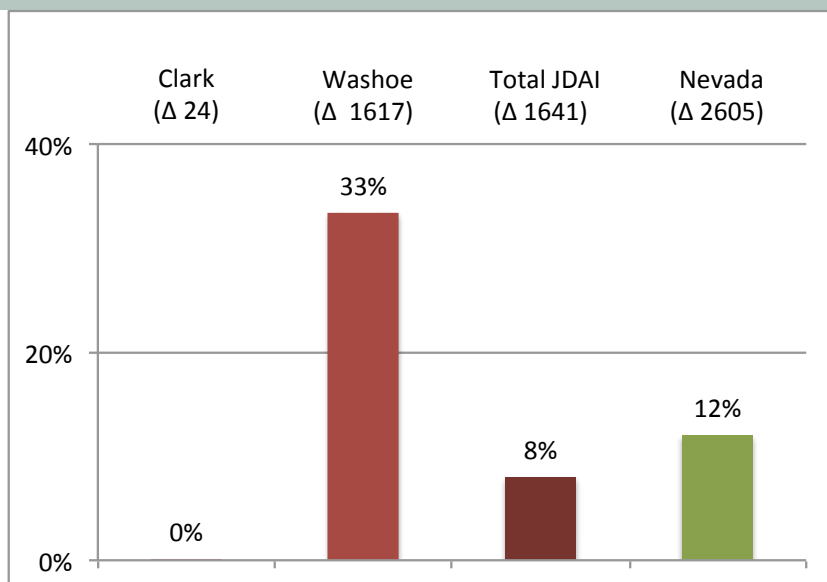


Sources: Casey Annual Report 2010 (JDAI Sites), Census of Juveniles in Residential Placement (Nevada).

According to the CJRP, the percent change in the state total count for commitment was a decrease of 5%. The combined change in commitment for

JDAI counties was a rise of 3%, despite a drop in Washoe County of 71%.

Juvenile Arrest Counts: Percent Change, 2003-2008



Source: FBI Uniform Crime Reports.

Juvenile arrests increased 12% in Nevada from the baseline year of 2003 to 2008 (the most recent year for which data are available). The total increase in arrest for JDAI sites was 8%.



low-risk girls were being locked up for being a “threat to themselves,” rather than a threat to their community, and the female average daily population at the start of this focus was 16.6. Through gender-responsive strategies, admission policies, and changes in practice, Washoe County lowered its female average daily population to 9.8 in 2007.⁶ In their total youth population, Washoe County has effectively “reduced the overuse of secure dentition without sacrificing public safety.”⁷

Notes on Nevada

1. “Agenda Minutes of the Subcommittee on Juvenile Justice of the Advisory Commission on the Administration of Justice with Recommendation,” Government of Nevada, April 7, 2008, http://www.leg.state.nv.us/74th/Interim_Agendas_Minutes_Exhibits/Exhibits/AdminJusticeJuvenile/E073008C.pdf.
2. Annie E. Casey Foundation, “Clark County Review Shows Positive Results,” *JDAI Newsletter*, October 2010, <http://www.aecf.org/~media/Pubs/Initiatives/Juvenile%20Detention%20Alternatives%20Initiative/JDAINewsletters/JDAINewsOctober2010/JDAINewsletter1010132.pdf>.
3. Ibid.
4. Ibid.
5. Annie E. Casey Foundation, “Site Updates: Clark County Delivers Impressive Results,” *JDAI Newsletter*, May 2009, <http://www.aecf.org/MajorInitiatives/JuvenileDetentionAlternativesInitiative/Resources/May09newsletter/JDAISiteUpdates7.aspx>.
6. Annie E. Casey Foundation, “Sustained and Deliberate Focus on Girls Realizes Impressive Results,” *JDAI Newsletter*, May 2008, <http://www.aecf.org/MajorInitiatives/JuvenileDetentionAlternativesInitiative/Resources/May08newsletter/FeatureStory1.aspx>.
7. “Juvenile Detention Reform Initiative,” Washoe County website, www.co.washoe.nv.us/juveniles/jdai.html.

New Jersey



New Jersey took up the JDAI program in 2003 as a state-led initiative. The program was initiated in five counties that year, (Atlantic, Camden, Essex, Hudson, and Monmouth), and in 2005, five more counties joined (Bergen, Burlington, Mercer, Ocean, and Union). These ten counties comprised more than 64% of the states total youth. Between 2000 and 2010, New Jersey's youth population grew 4%—922,000 to 959,000.

In 2008, two more counties began implementing JDAI—Somerset and Passaic—bringing the total to 12 of the state's 21 counties and accounting for 85% of the state's youth. Therefore, in New Jersey, JDAI counties exert a powerful influence on state trends.

The Casey Foundation chose New Jersey to be its first JDAI Model State Program in 2009, both because the state's JDAI sites had "remarkable results sustained over a number of years" and because New Jersey was willing to adopt the program at the state level. This statewide adoption was one of Casey's strategic priorities for taking the JDAI project to scale.¹

As part of its state-level management, JDAI is overseen by the New Jersey Juvenile Justice Commission (JJJC). The JJJC was established in 1995 to lead reforms of the juvenile justice system, which until then had no centralized oversight.² The Commission is now in charge of all detention facilities and parole/aftercare of released youths, as well as setting and

monitoring standards for facilities, and administering grant programs for county-led programs.

JDAI implementation is led by a State Steering Committee, which includes stakeholders from all parts of the criminal justice system, as well as the Department of Education, county administrations, and county youth services. Each participating county also has its own local steering committee.³

Those involved with the program at the county level have noted a dramatic shift in the way youth are treated since the introduction of JDAI. Judge Rand from Camden County, for example, explained that before JDAI, the county's detention facility—built for 38 youth—was severely overcrowded, sometimes reaching 137 youth at any one time. This he said was "a way of life," and staff were happy if the numbers fell to 80. In February, 2011, the average was 46, and a larger facility means that overcrowding is no longer a problem.⁴ Across the state, detention centers have been closing or merging over the past ten years. Much of this is attributed in the media to JDAI.

As well as JDAI, New Jersey has a number of other programs targeted at helping troubled youth involved with the criminal justice system. The Juvenile Justice and Delinquency Prevention Committee (JJJPC) funds programs around the state to support families and teens at risk.

New Jersey Facts at a Glance

Youth Population:

+4%

Detention:

-52%

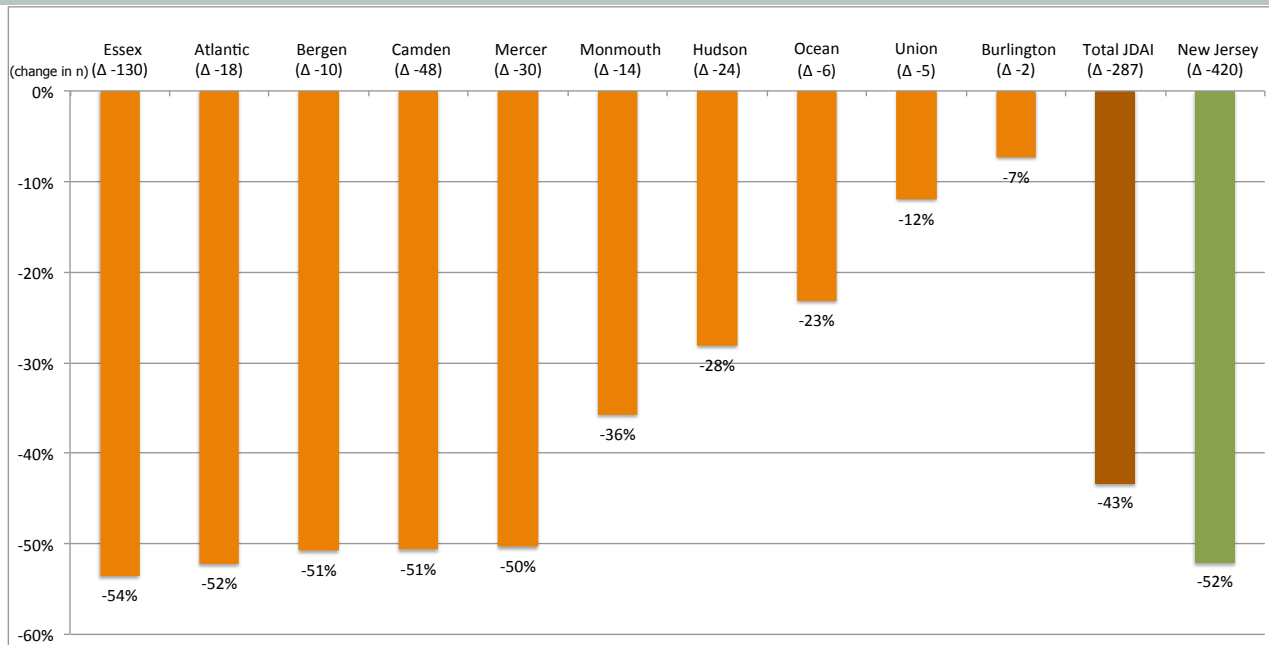
Commitment:

-27%

Arrest:

-15%

Juvenile Detention: Percent Change in ADP Counts, 2003-2010



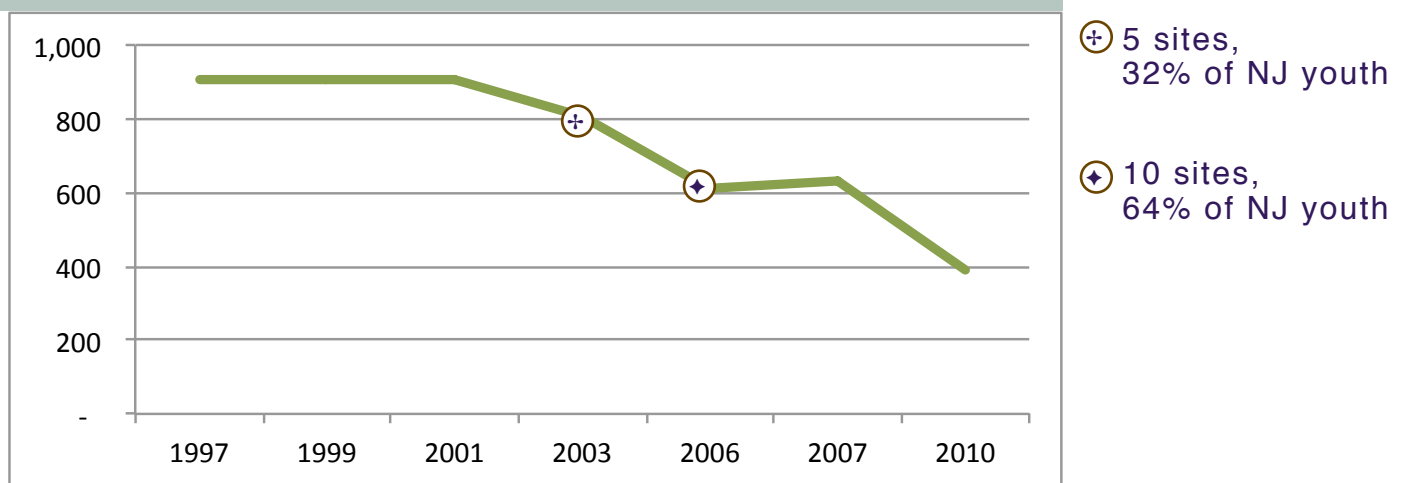
Sources: Casey Annual Report 2010 (JDAI Sites), Census of Juveniles in Residential Placement (New Jersey).

From the baseline year of 2003 (generalized for the selected JDAI counties) to 2010, half of those participating saw a drop in ADP of over 50%. The combined drop in ADP for JDAI Counties was 43%. The average for the state (as measured by the CJRP) was 52%. Going forward, state totals are likely to be even more closely linked to JDAI

numbers, given that two more counties besides those tracked here are implementing detention reduction measures.

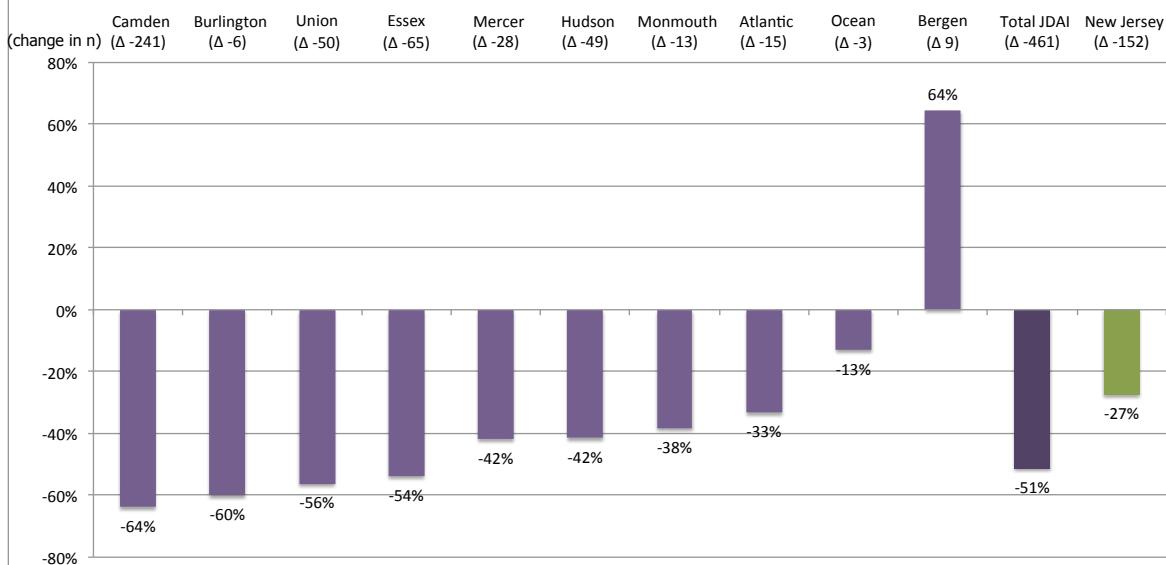
The long-term detention trend in New Jersey is a relatively steady decline from 2000 to 2010.

New Jersey Total ADP, 1997-2010



Source: Census of Juveniles in Residential Placement.

Residential Placement: Percent Change in Commitment Counts, 2003-2010

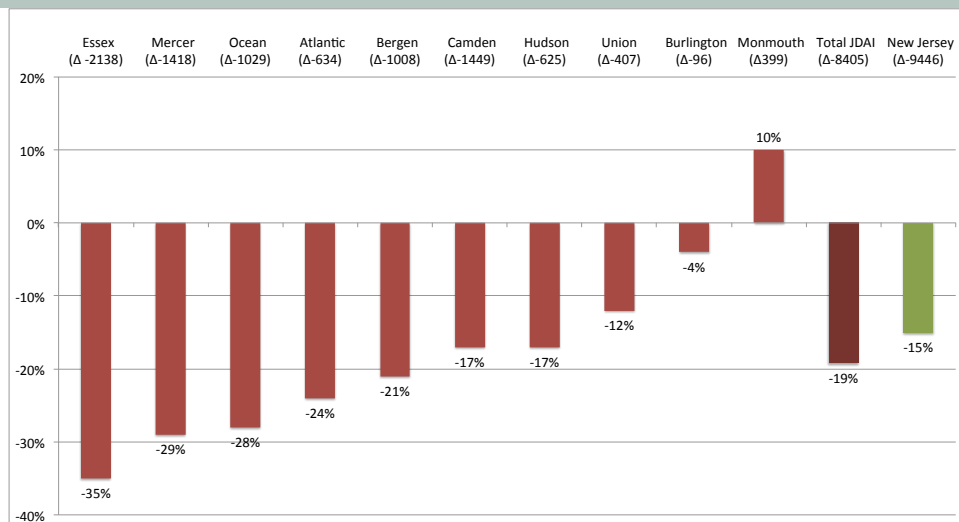


Sources: Casey Annual Report 2010 (JDAI Sites), Census of Juveniles in Residential Placement (New Jersey).

According to the CJRP, the percent change in the state total count for commitment was a drop of 27%. The combined drop in commitment for JDAI counties was 51%. Commitments dropped

further than the state average in 8 of 10 JDAI counties. Only Bergen County had an increase in commitments from 2003-2010, which was attributable to 9 individual youth.

Juvenile Arrest Counts: Percent Change, 2003-2008



Source: FBI Uniform Crime Reports.

Juvenile arrests declined 15% statewide in New Jersey from the baseline year to 2008 (the most recent year for which data are available). The combined drop in arrests for JDAI Counties was 19%. In 7 out of 10 of New Jersey's JDAI counties,

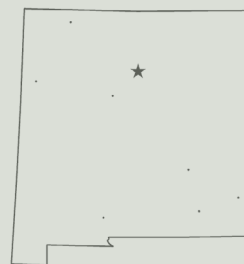
the number of youth arrests declined more than the state average. In three of those cases (Essex, Mercer, and Ocean), the decline was approximately double the state average. Only Monmouth County saw an increase in arrests for youth.



Notes on New Jersey

1. Annie E. Casey Foundation, “New Jersey Designated Model State JDAI Program”, *JDAI Newsletter*, May 2009, http://www.aecf.org/jdai/newsletter/jdai_may09.htm.
2. Governor Whitman’s Advisory Council on Juvenile Justice made the recommendation for creation of the JJC in 1994 after finding a lack of centralized authority for planning, policy development and service provision in the juvenile justice system” N.J.S.A. 52:17B-169 et seq..
3. Juvenile Justice Commission, “JDAI State Steering Committee Membership, (undated)” <http://www.nj.gov/oag/jjc/pdf/JDAI-StateSteeringCommittee.pdf>.
4. Hon. Charles Rand, in an interview with Lauren Hitton, Blogtalk Radio, Spotlight on Youth, aired in New Jersey, March 11, 2011, <http://www.blogtalkradio.com/spotlightonyouth/2011/03/11/jdai-on-the-ground-one-states-experience>.

New Mexico



Bernalillo County (Albuquerque) in New Mexico was an early adopter of JDAI. In 1999, Bernalillo was the fourth of the current JDAI model sites, with 29% of the state's youth population. Between 2000 and 2010, New Mexico's youth population declined 3%—237,000 to 230,000.

The state of New Mexico became a Casey grantee in 2003. JDAI implementation is now a collaborative effort between the state's Children, Youth and Families Department (CYFD) and the Bernalillo County Juvenile Detention Center (BCJDC). As of August, 2011, New Mexico had 14 secure detention facilities across its 33 counties.¹ The largest counties are Bernalillo, followed by Doña Ana, Santa Fe, San Juan, and Lea Counties, all of which adopted the JDAI model between 2003 and 2005. Among them, the youth population is 56% of the state's total.

JDAI has had a significant impact on the juvenile justice system in New Mexico. In 2003, the key principles of the program were signed into New Mexico's Children's Code. These principles include case processing standards for the detention hearing, the filing of a petition, legal representation at the detention hearing, specification of reasons for detention, use of a risk assessment tool in all detention decisions, and an allowance for probation staff to make detention decisions.² A risk

assessment tool is now in use across the state, and a statistical review by BCJDC found it to be accurate in 90% of cases. In the cases in which youth did re-violate the law, their offenses were low-level misdemeanors.³

In Bernalillo County, an internal review identified that many youth in detention had mental health needs that could be better addressed in a healthcare facility. This led to the amendment of the state's Medicaid law and the establishment of an outpatient mental health clinic to serve children and youth. The numbers of children in detention dropped by 45% between 2000 and 2006 as a result.⁴ Between 1999 and 2004, JDAI reports that the decline was 58%.⁵

Nevertheless, not all counties adopted all aspects of the program at once. Initially, some counties still used detention facilities for status offenders arrested for possession of alcohol, despite a mandate from CTFD discouraging detention in such cases. As a result, the State Advisory Group on juvenile justice supported the creation of detention alternatives in New Mexico's counties. Using federal funds from block and formula grants, the SAG has invested more than \$1 million in county detention alternatives since 2003, realizing, at least in part, one of JDAI's central principles.⁶

New Mexico Facts at a Glance

Youth Population:

-3%

Detention:

+29%

Commitment:

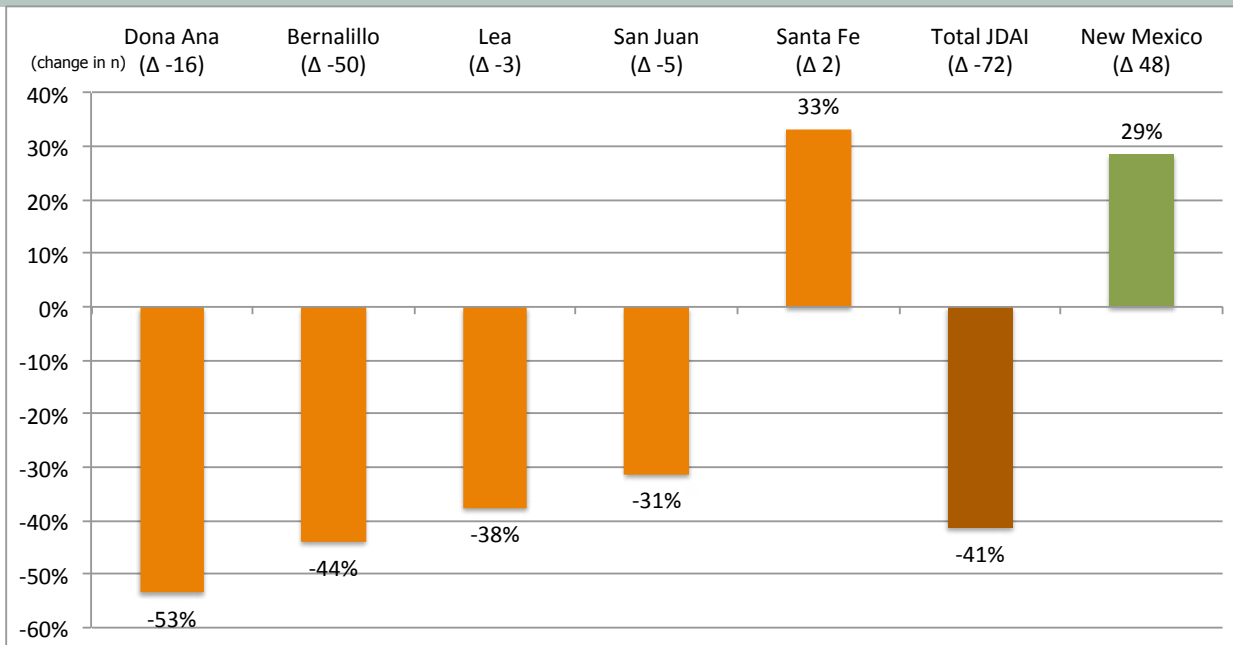
-7%

Arrest:

N/A

continued on page 92

Juvenile Detention: Percent Change in ADP Counts, 2003-2010

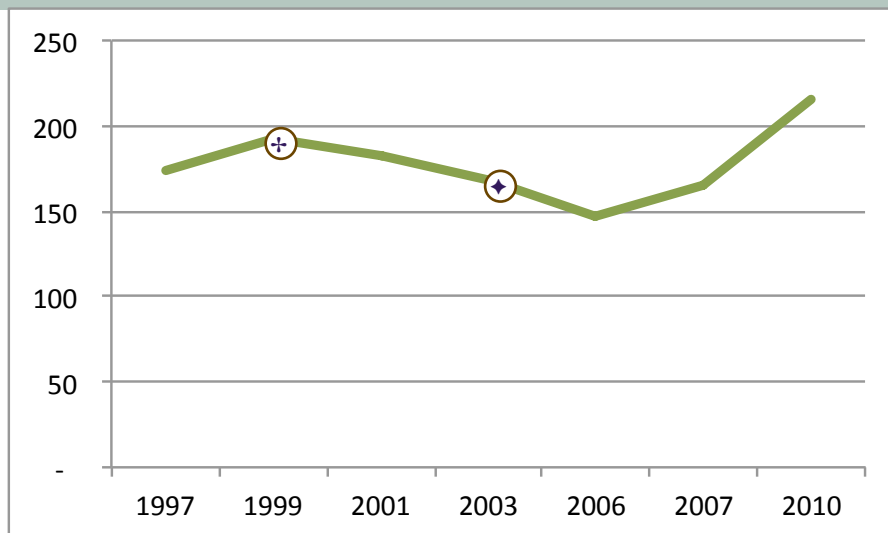


Sources: Casey Annual Report 2010 (JDAI Sites), Census of Juveniles in Residential Placement (New Mexico).

From the baseline year of 2003 (generalized for all NM Counties in JDAI) to 2010, all sites but Santa Fe saw a drop in ADP of approximately one third or more. The combined drop in ADP for JDAI

Counties was 41%. The average change for the state (as measured by the CJRP) was an increase of 29%. Long-term ADP declined from 1999 to 2006, at which point it began to rise.

New Mexico Total ADP, 1997-2010

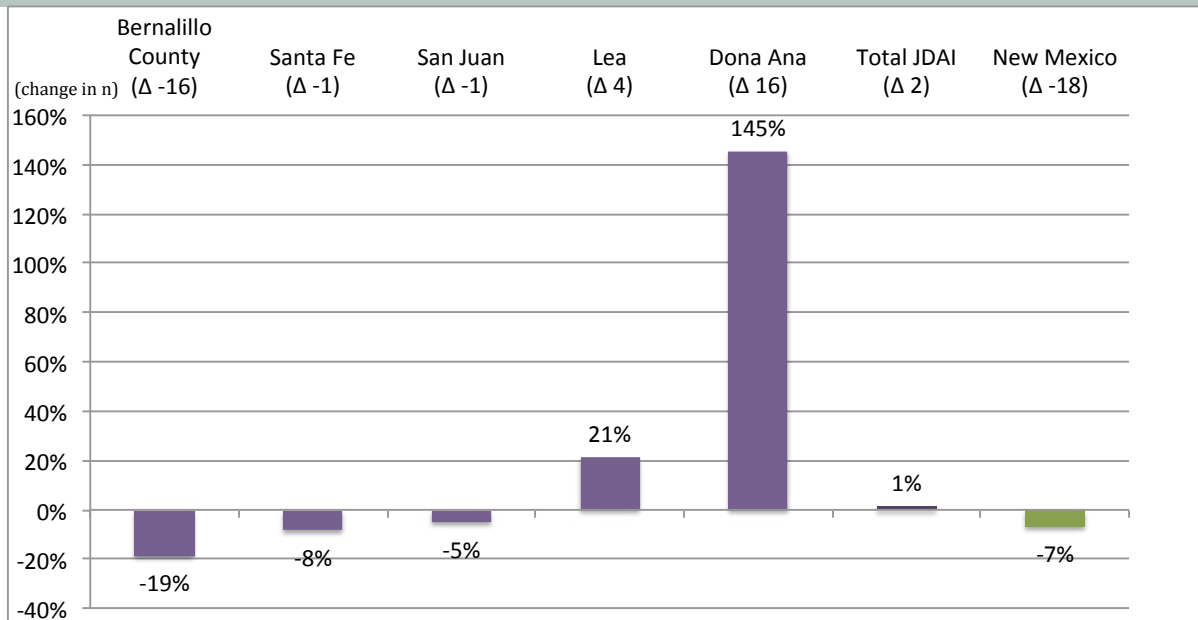


⊕ 1 site,
29% of NM youth

⊕ 4 sites,
56% of NM youth

Source: Census of Juveniles in Residential Placement.

Residential Placement: Percent Change in Commitment Counts, 2003-2010

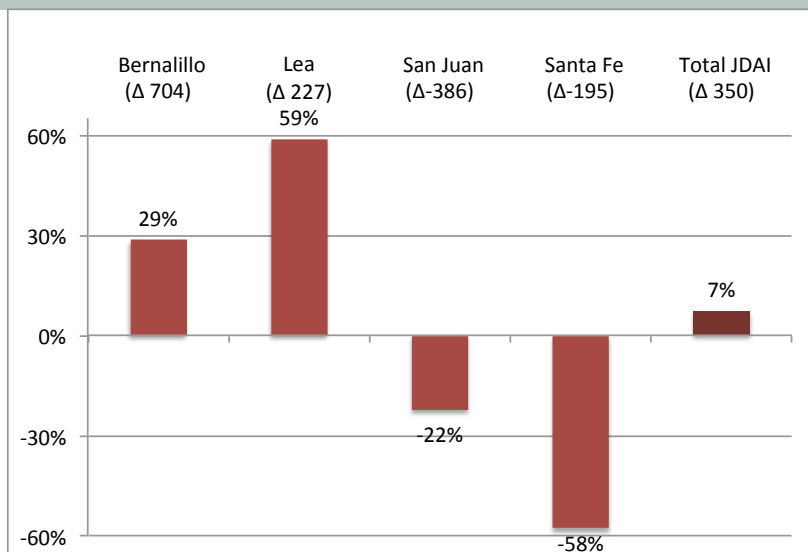


Sources: Casey Annual Report 2010 (JDAI Sites), Easy Access to Census of Juveniles in Residential Placement (New Mexico).

According to the CJRP, the percent change in the state total for commitment count was a decrease of 7%. The combined change in commitment for JDAI counties was an increase of 1%. Santa Fe

County had a drop (8%) in commitment similar to the state total. The other four sites had an increase in commitment. These figures are based on very small counts, overall.

Juvenile Arrest Counts: Percent Change in Selected Counties, 2006-2008



Source: FBI Uniform Crime Reports.

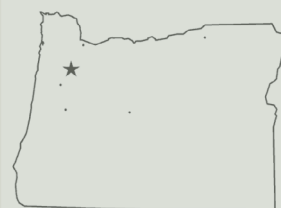
Juvenile arrests increased 7% in selected JDAI counties for which data were available from the baseline year of 2006 to 2008 (the most recent year for which data are available).

In addition to JDAI, the state and individual counties have implemented other reforms. In 2007, the Vera Institute partnered with Doña Ana County to develop a strategic plan to make services more available to at-risk youth or youth already involved in the system. The ACLU of New Mexico has also worked with the CYFD since 2006 to improve conditions in state-run facilities.⁷

Notes on New Mexico

1. National Center for Juvenile Justice, “National Center for Juvenile Justice Resources, NCJJ, www.ncjj.org/State/New-Mexico.aspx.
2. HB 517, March 2007.
3. www.jdaihelpdesk.org/Docs/Documents/cyfd%20annual.pdf.
4. www.aec180essay_booklet_mech.pdf.
5. Annie E. Casey Foundation, “Results from the Juvenile Detention Alternatives Initiative,” <http://www.aecf.org/MajorInitiatives/JuvenileDetentionAlternativesInitiative/JDAIResults.aspx>.
6. Coalition for Juvenile Justice, “Supporting Juvenile Detention Reform in JJDP State Three-Year Plans,” *Best Practice Bulletin*, April 2009, www.juvjustice.org/media/resources//resource_232.pdf.
7. American Civil Liberties Union, “ACLU and CYFD Reach Agreement on Juvenile Justice Facilities,” ACLU, September 4, 2009, <http://aclu-nm.org/aclu-and-cyfd-reach-agreement-onjuvenile-justice-facilities/2010/05/>.

Oregon



In Oregon, JDAI is currently operating in a total of 11 sites. The largest of these by far is Multnomah County, which contains the metropolitan center of Portland and encompasses 16% of the state's youth population. The other 10 sites are in the rural regions of central and eastern Oregon, where 5% of the state's youth reside. Between 2000 and 2010, Oregon's youth population remained steady between 391,000 and 392,000.

Multnomah adopted JDAI in 1994 (one of the five original JDAI sites), amidst a number of crises in juvenile detention in Portland, including a consent decree to reduce the detention population at the aging county facility. After receiving a 3-year, \$2.25 million grant from Casey, Multnomah continued with the program and is now one of JDAI's four model sites. The Multnomah JDAI program is overseen by the county Department of Community Justice.

In addition to urban Multnomah, a consortium of 17 rural counties in the

central and eastern part of Oregon signed onto JDAI.

The Central and Eastern Oregon Juvenile Justice Consortium (CEOJJC) formed in 1987 to pool resources in response to changes in juvenile justice policy and sentencing reforms.¹ Nine of the CEOJJC member counties began to implement JDAI in 2006; a tenth county joined shortly after. These counties are relatively small and sparsely populated.

The CEOJJC developed and disseminated a standard risk assessment tool, adapted from that used in Multnomah County. It also established data collection processes and baselines.² The ten rural JDAI counties within the Consortium are Baker, Crook, Gilliam, Grant, Hood River, Sherman, Umatilla, Wallowa, Wasco, and Wheeler.³

The Oregon Youth Authority (OYA), the state's juvenile justice agency, has not itself signed onto JDAI or overseen implementation of the program in other counties.

Oregon Facts at a Glance

Youth Population:

+0%

Detention:

-37%

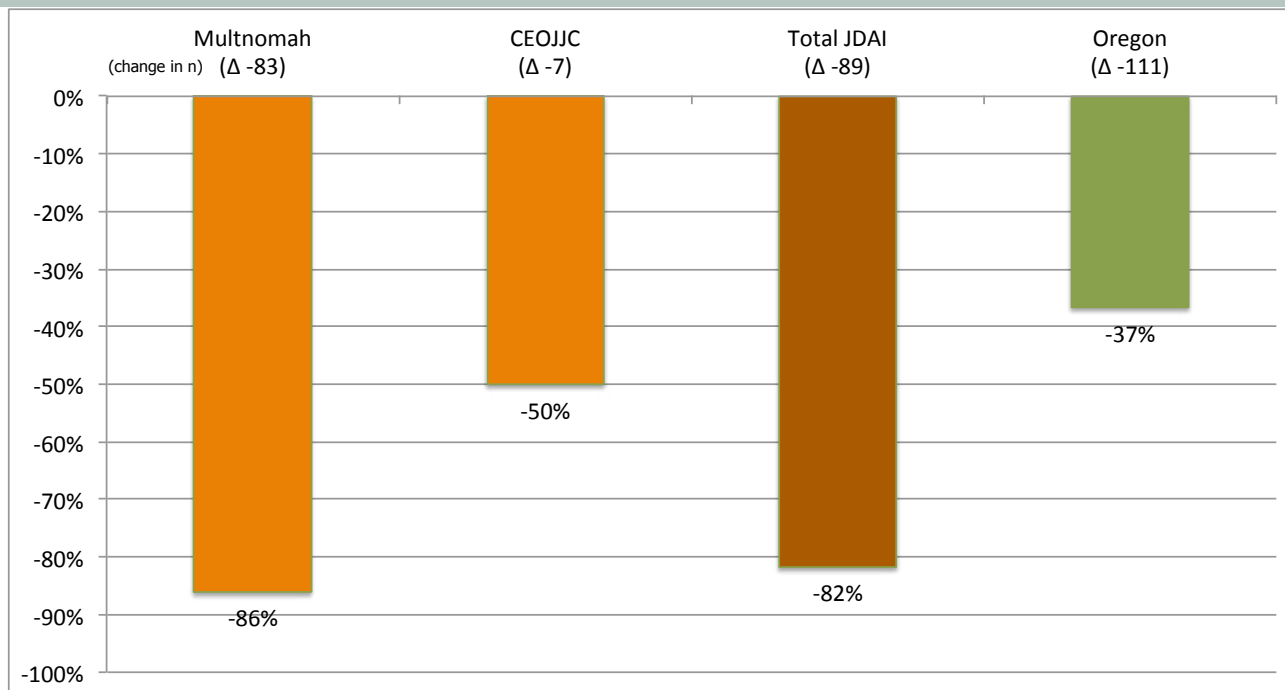
Commitment:

+1%

Arrest:

-4%

Juvenile Detention: Percent Change in ADP Counts, 2006-2010

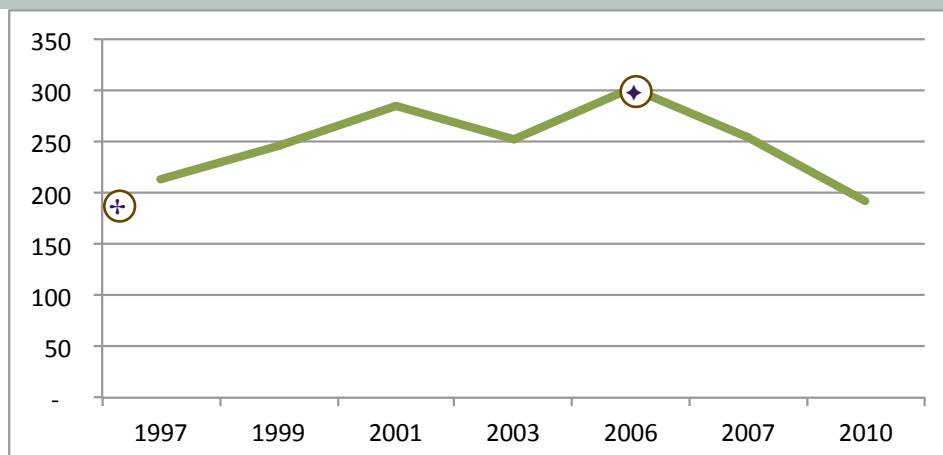


Sources: Casey Annual Report 2010 (JDAI Sites), Census of Juveniles in Residential Placement (Oregon).

From the combined baseline year of 2006 to 2010, Multnomah County ADP dropped 86%. ADP in the rural county consortium dropped 50%. The state ADP count dropped 37% during the same period.

The long-term detention trend in Oregon shows a general rise that peaked in 2006 and then began a sustained decline.

Oregon Total ADP, 1997-2010

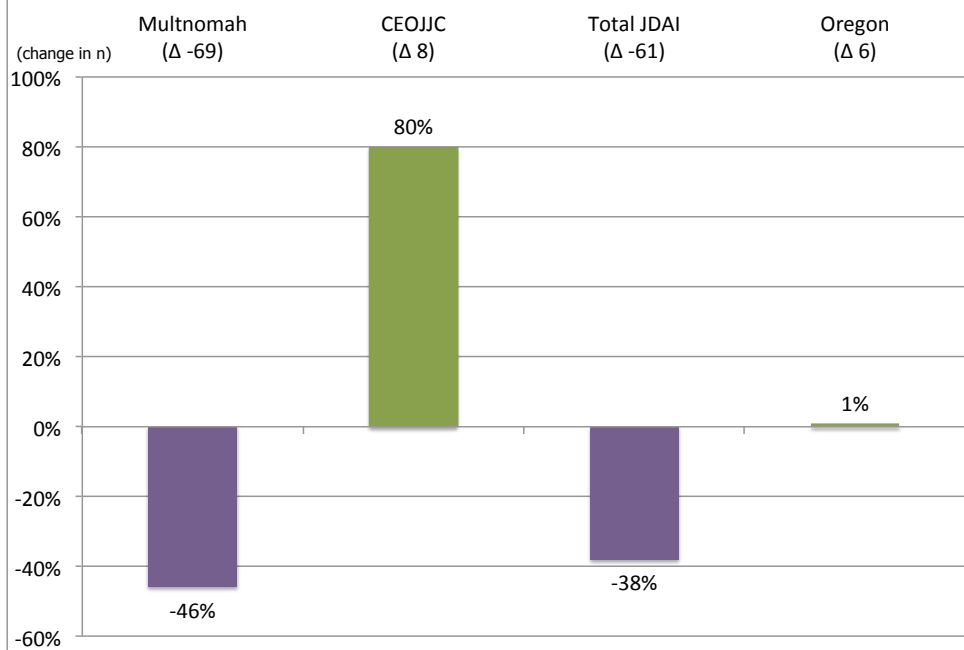


⊕ Multnomah, 16% of OR youth

⊕ Multnomah, plus CEOJJC, 21% of OR youth

Source: Census of Juveniles in Residential Placement.

Residential Placement: Percent Change in Commitment Counts, 2006-2010

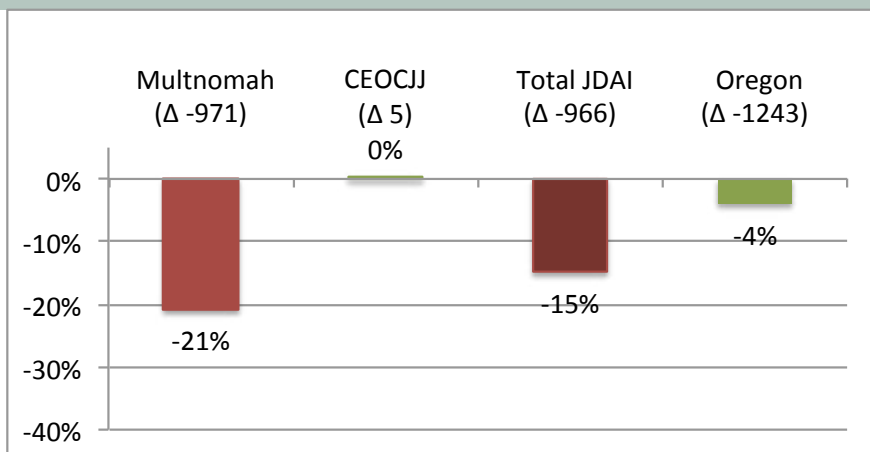


Sources: Casey Annual Report 2010 (JDAI Sites), Census of Juveniles in Residential Placement (Oregon).

According to the CJRP, the percent change in the state total for commitments between 2006 and 2010 was an increase of 1%, compared

to the total drop for JDAI in Oregon of 38%. The combined increase in commitment for the CEOJJC, from 2006 to 2010, was 80%.

Juvenile Arrest Counts: Percent Change, 2006-2008



Source: FBI Uniform Crime Reports.

Arrests in Oregon decreased 4% from 2006 to 2008. Arrests in JDAI sites decreased 15% during the same time period. That decrease was largely driven by Multnomah County.



Notes on Oregon

1. See Richard Mendel, "Detention Reform in Rural Jurisdictions: Challenges and Opportunities," Annie E. Casey Foundation, *Pathways to Juvenile Detention Reform Series* 15, (2008):38-45.
2. See Chuck Logan-Belford, "Central and Eastern Oregon Juvenile Justice Consortium (CEOJJC): Juvenile Detention Alternatives Initiative," CEOJJC, power-point presentation, 2008, http://www.jdaihelpdesk.org/Docs/Documents/Key%20%20lessons%20%201100_924_Atlanta_Chuck%20Indianapolis%20Presentation%2008.pdf.
3. CEOJJC, "JDAI Regional Implementation Plan for the Central and Eastern Oregon Juvenile Justice Consortium," July 2005, <http://www.jdaihelpdesk.org/Docs/Documents/Oregon%203-year%20JDAI%20Work%20Plan.pdf>.

Texas



There are two county-level JDAI sites in Texas—Dallas County in the north region of the state and Harris County (Houston) in the east. Dallas adopted JDAI in May, 2006, and Harris County joined 16 months later in September, 2007. Together, Dallas and Houston contain approximately 26% of the Texas youth population. Between 2000 and 2010, the Texas youth population grew 15%—2,624,000 to 3,009,000.

In both sites, JDAI is overseen by the county’s juvenile justice body—the Harris County Juvenile Probation Department and the Dallas County Juvenile Department. Both counties have developed risk assessment tools, carried out internal assessments, are developing alternatives to detention, and are implementing other aspects of the JDAI approach.¹ Observers inside and outside of the county have noted significant successes in reducing youth detention populations. By late 2009, Dallas had reduced its population by 48 beds, and Houston had closed a detention center.²

Dallas and Houston both introduced JDAI at a time of massive reform of the Texas Youth

Commission (TYC) following findings of serious widespread abuse and cover-up of that abuse in TYC facilities.³ In early 2007, under Governor Rick Perry, Texas passed SB 103, which redefined TYC’s mandate and limited the use of its facilities to youth convicted of felonies. This resulted in a sudden and dramatic drop in the number of youth sent to the state system.⁴ In 2011, Texas approved the merger of the TYC and the Texas Juvenile Probation Commission (which oversees probation and county-level juvenile justice).

These changes do not affect JDAI directly, it being targeted to pre-adjudication detention populations. On the one hand, county facilities have experienced population pressures as more youth are kept close to home, rather than going to the state system. On the other hand, researchers have also noted that more youth are being sent to the adult system; those youth are going to county jail rather than pre-adjudication detention. This trend was most pronounced in Harris County.⁵

Texas Facts at a Glance

Youth Population:

+15%

Detention:

-17%

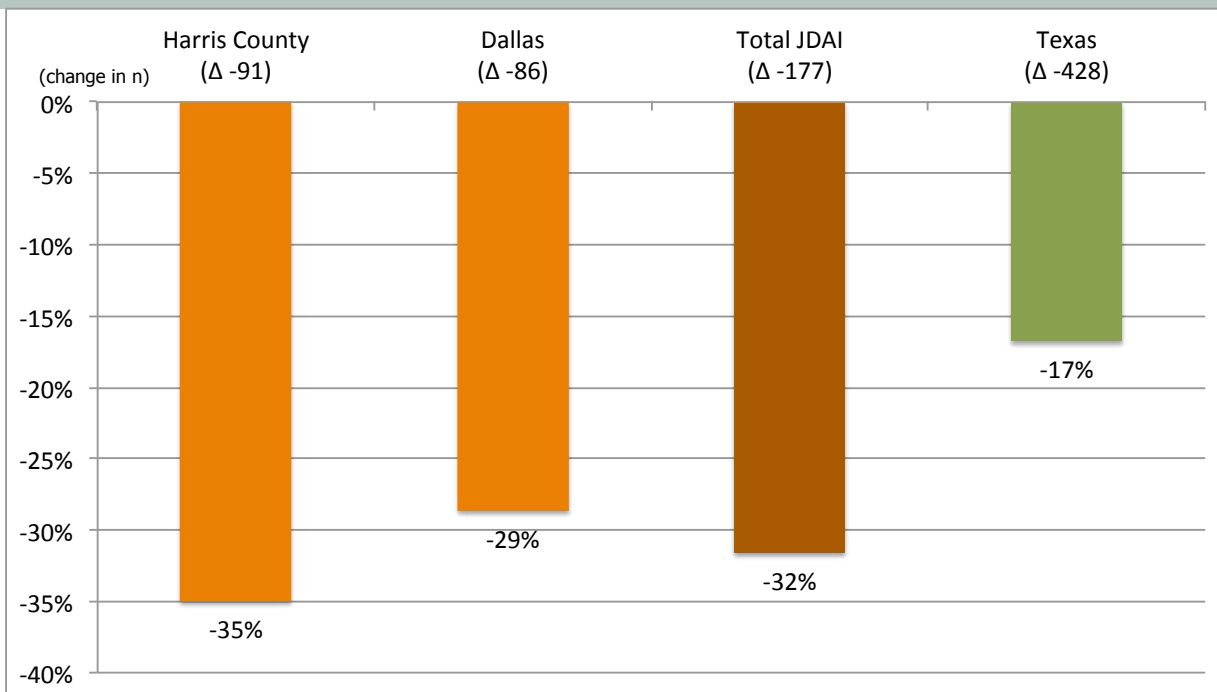
Commitment:

-43%

Arrest:

-2%

Juvenile Detention: Percent Change in ADP Counts, 2006-2010

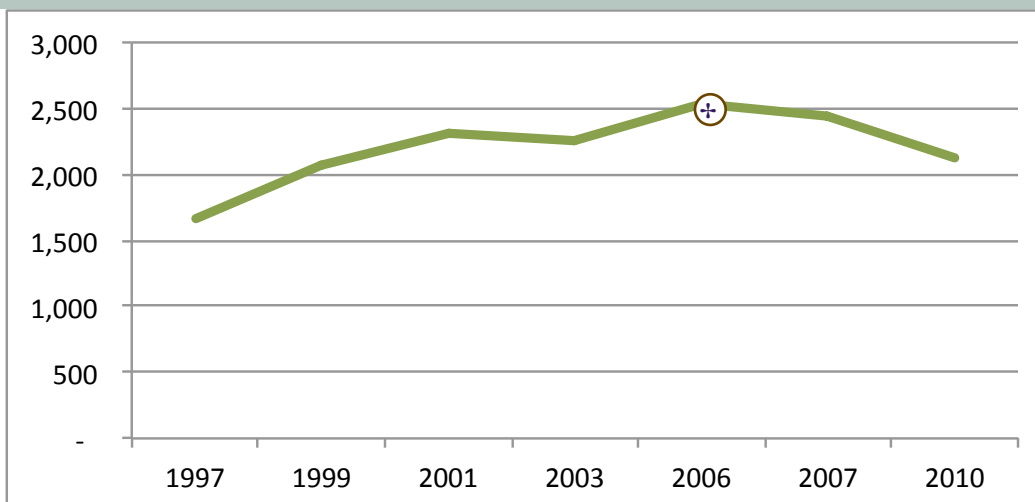


Sources: Casey Annual Report 2010 (JDAI Sites), Census of Juveniles in Residential Placement (Texas).

From the baseline year of 2006 to 2010, both participating counties saw a drop in ADP of about one-third (35% in Harris County and 29% in Dallas County). The combined drop in ADP for the counties was 32%. The average drop for the state (as measured by the CJRP) was 17%.

The long-term detention trend in Texas is one of fairly steady increase until about 2006, when it peaked and began to decline.

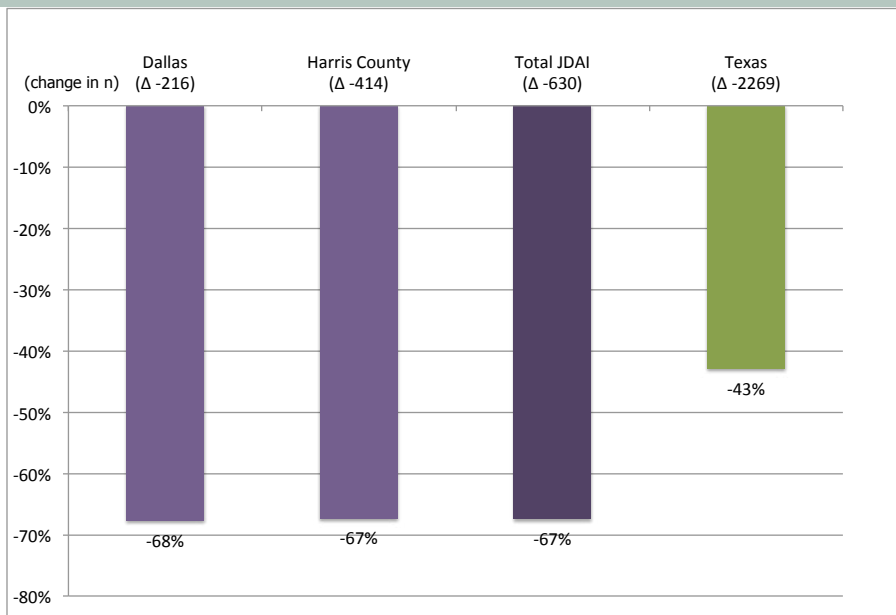
Texas Total ADP, 1997-2010



⊕ 2 sites,
26% of TX youth

Source: Census of Juveniles in Residential Placement.

Residential Placement: Percent Change in Commitment Counts, 2006-2010

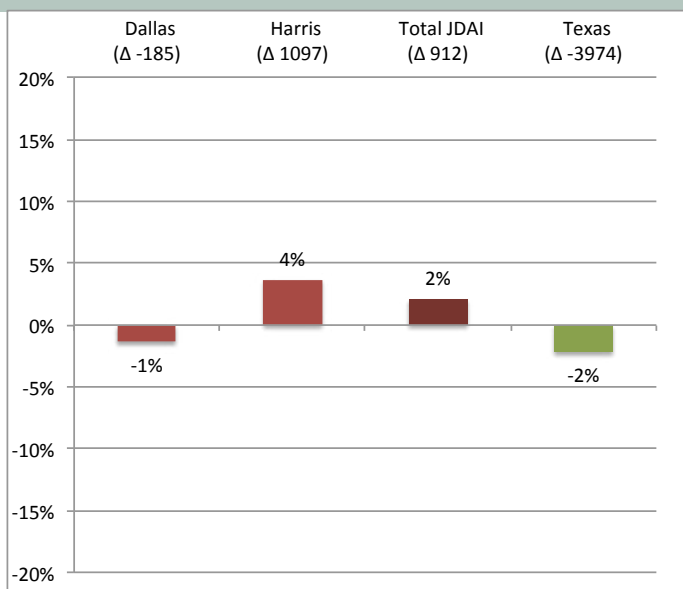


Sources: Casey Annual Report 2010 (JDAI Sites), Census of Juveniles in Residential Placement (Texas).

According to the CJRP, the percent change in the state total commitment count was a drop of 43%. The combined drop in commitment for JDAI

counties was 67%. Harris and Dallas Counties had virtually the same amount of drop in the number of commitments.

Juvenile Arrest Counts: Percent Change, 2006-2008



Source: FBI Uniform Crime Reports.

Juvenile arrests decreased 2% in Texas from the baseline year of 2006 to 2008 (the most recent year for which data are available). The total change in arrest for JDAI sites was an increase of 2%.



Notes on Texas

1. For an overview of implementation activities, see the site newsletters published by the two counties, available at Juvenile Detention Alternatives Initiative, "Site Newsletters," JDAI, <http://www.newjdaihelpdesk.org/Pages/SiteNewsletters.aspx>.
2. Marc Levin, "Texas Counties Can Unlock Kids and Savings, Policy Brief," Texas Public Policy Foundation, and The Center for Effective Justice, December 2009, www.texaspolicy.com/pdf/2009-12-PB24-UnlockKids-ml.pdf.
3. Everette B. Penn and Jennifer Tanner, "Texas and its Juvenile Justice System."
4. Michael Lindsey, "Texas Opens Door to Reform," JDAI Newsletter, October 2007, www.aecf.org/upload/PublicationFiles/JDAINewsOctober2007.pdf.
5. See Michele Deitch, "Juveniles in the Adult Criminal Justice System in Texas," Lyndon B. Johnson School of Public Affairs, Austin, 2011, <http://www.utexas.edu/lbj/sites/default/files/file/news/juvenilestexas--final.pdf>.

Virginia



The state of Virginia has 95 counties and 39 independent cities. The largest of the counties are Fairfax, Chesterfield, and Loudon. There are currently ten JDAI sites across the state, including both counties and cities as well as combined regions. Together, these sites account for approximately 21% of the state's youth population. Between 2000 and 2010, Virginia's youth population grew 6%—785,000 to 832,000.

Virginia reports that it joined JDAI because, in 2001, it had the second highest rate of detention in the nation, substantially above the national average, despite a lower than average juvenile crime rate. Its detention centers were often overcrowded, and the detention composition, noted in a one-day census, was 65% non-felony youth offenders. In addition, the detained population was disproportionately minority youth.¹

The Virginia General Assembly had already taken steps to reduce its detention population prior to working with the Casey Foundation. In 2000, it mandated the creation of a Detention Assessment Instrument (DAI) for use by intake staff and by the judiciary at detention hearings by 2001.² The DAI working group developed the instrument, piloted it, and then distributed it for

implementation in December, 2002. This instrument was given a passing grade by independent experts who studied public safety outcomes following use of the DAI in September 2005.³ The DAI is now a statewide requirement.

In October 2003, Virginia's Department of Juvenile Justice became a state partner with JDAI. It introduced the program in nine jurisdictions served by six detention facilities. The first were Richmond, Petersburg, Hopewell, Bedford, Lynchburg, Richmond, Hampton, and Newport News. In 2005, the city of Norfolk joined. Then in Spring 2009, Loudon and Virginia Beach, two of the larger metropolitan areas, became involved with the program.⁴ The JDAI program in Virginia encouraged a thorough examination of the juvenile justice system in each jurisdiction and underscored the importance of existing approaches such as the DAI and a program to reduce Disproportionate Minority Contact.

The sites reported strong outcomes after adopting JDAI. Richmond, for example, saw a 35% drop in average daily population.⁵ The City of Hampton explained how JDAI had led to the courts prioritizing cases of children in detention to usher them through more quickly, and to speed up processing of cases in which youth were

Virginia Facts at a Glance

Youth Population:

+6%

Detention:

-21%

Commitment:

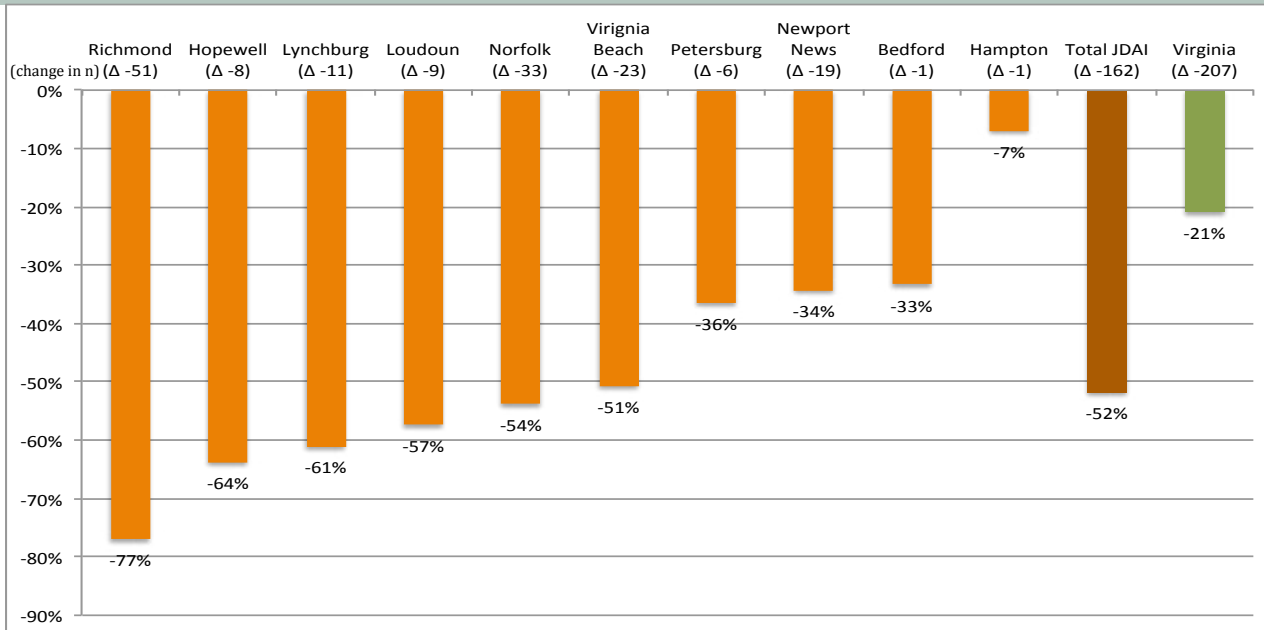
-26%

Arrest:

+21%

continued on page 104

Juvenile Detention: Percent Change in ADP Counts, 2003-2010



Sources: Casey Annual Report 2010 (JDAI Sites), Census of Juveniles in Residential Placement (Virginia).

From the baseline year of 2003 (generalized for all VA Counties in JDAI) to 2010, three of the participating counties saw a drop in ADP of over 60% and three more of over 50%. The combined drop in ADP for JDAI Counties was 52%. The

average for the state (as measured by the CJRP) was 21%.

The long-term detention trend in Virginia is a relatively steady decline from 1999 to 2010, with a slight increase between 2003 and 2006.

Virginia Total ADP, 1997-2010

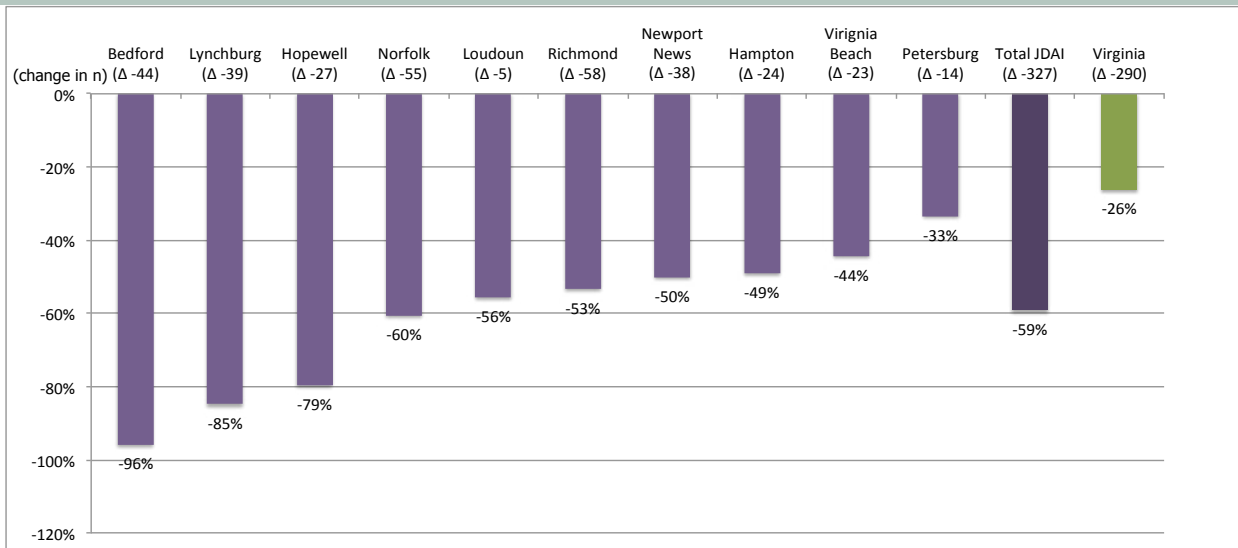
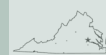


⊕ 8 sites,
13% of VA youth

⊕ 10 sites,
22% of VA youth

Source: Census of Juveniles in Residential Placement.

Residential Placement: Percent Change in Commitment Counts, 2003-2010

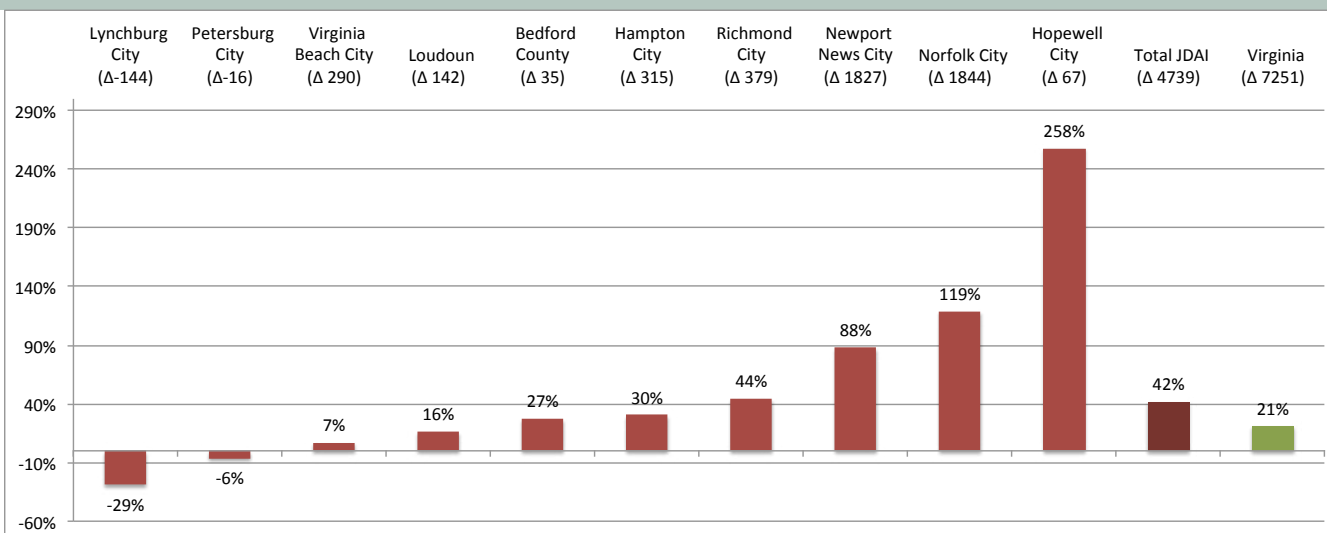


Sources: Casey Annual Report 2010 (JDAI Sites), Census of Juveniles in Residential Placement (Virginia).

According to the CJRP, the percent change in the state total for commitment counts was a drop of 26%. The drop in commitment for JDAI counties

was 59%. Every participating Virginia JDAI site had a drop in commitments greater than that of the state over all.

Juvenile Arrest Counts: Percent Change, 2003-2008



Source: FBI Uniform Crime Reports.

Juvenile arrests increased 21% statewide from the baseline year of 2003 to 2008 (the most recent year for which data are available). The

combined increase in arrests for JDAI Counties was 42%. Hopewell City large rise of 258% was an increase from 26 to 93 individuals.



detained for probation and parole violations. This resulted in a dramatic decline in length of stay for this group from 46 days in the last quarter of 2004 to 14 days by the second quarter of 2005. It also meant that Hampton spent less in FY 2005 than in 2004 by reducing the use of secure detention by 2,030 secure beds days. In 2009, Virginia's DJJ was "extremely pleased with the success of the initiative and continue[d] to explore expansion of this program to additional localities."

Notes on Virginia

1. "Celebrating 5 Years of JDAI in Virginia, 2003-2008", Powerpoint Presentation, www.djj.virginia.gov/Initiatives/pdf/VA_JDAI_Celebrating_5_Years_8-2008.pdf.
2. Commonwealth of Virginia General Assembly, "Acts of Assembly Chapter 978, 2000."
3. Scott Reiner, Jared Miller and Tripti Gangal, "Public Safety Outcomes of Virginia's Detention Assessment Instrument," *Juvenile and Family Court Journal* 58, no. 3, (2007): 31-41.
4. The list of cities and county sites is described slightly differently by JDAI's helpdesk, and the Virginia Department of Juvenile Justice.
5. Juvenile Detention Alternatives Initiative, "Richmond Sees a 35 Drop in average daily population and 20 percent reduction in Admissions" *JDAI Newsletter*, November 2006, 8.

Washington



Washington State has had a statewide JDAI program since 2004, one of the early statewide replication sites along with New Jersey. The strategy for rolling out JDAI was similar in both states: after becoming official partners of JDAI in 2004, they selected five pilot sites to begin implementation of the program, with the expectation of making it easier for other counties to follow.¹

Prior to being accepted as a statewide partner, the Governor's Juvenile Justice Advisory Committee (GJJAC)² had already selected JDAI as a model for best-practices outcomes in 2003 and had overseen a smaller grant in Pierce County (Tacoma).

The five pilot counties were King (Seattle), Pierce (Tacoma), Spokane, Whatcom, and Yakima. The program has since expanded to three more sites in more rural areas: Benton-Franklin Counties joined as a combined site in 2007, Mason County joined in December 2008, and Skagit County in 2009. Yakima ceased being a formal JDAI site in 2007. The total number of sites is now seven.³ These sites include the three most populous cities in Washington State—Seattle, Spokane, and Tacoma. Together, all of the JDAI sites comprise a total of 55% of Washington's

youth population. The DSHS also notes that the JDAI counties are home to 49% of the state's total referred youth and 52% of the detained youth.⁴ Between 2000 and 2010, Washington's youth population grew 2%—697,000 to 712,000.

The Casey Foundation JDAI grant is administered at the State level by the WA-Partnership Council on Juvenile Justice⁵/Office of Juvenile Justice, under the DSHS. As well as funding from Casey, the Washington State legislature allocated over \$400,000 between 2007 and 2009 to expand and enhance JDAI in the state, including strengthening data collection and analysis.⁶

As a result of the State's efforts, detention admissions and average daily population in the JDAI sites has declined significantly. An independent study published in early 2009 compared juvenile justice trends in JDAI sites to non-JDAI sites in Washington. It found that admission numbers had declined at almost twice the rate in JDAI sites compared to non-JDAI sites between 2003 and 2007 (12% versus 6%). Further, ADP declined 23% in the JDAI counties between 2003 and 2007, compared to 11% in the non-JDAI counties. These figures were adjusted for changes in arrest

Washington Facts at a Glance

Youth Population:

+2%

Detention:

-39%

Commitment:

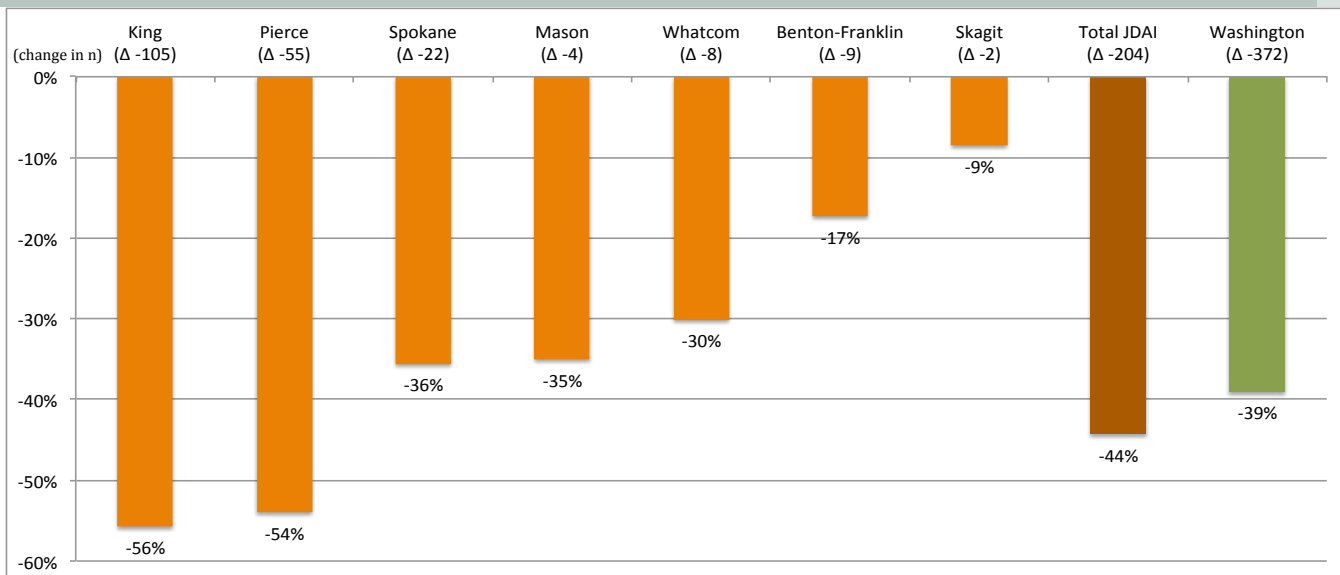
-26%

Arrest:

N/A

continued on page 108

Juvenile Detention: Percent Change in ADP Counts, 2003-2010



Sources: Casey Annual Report 2010 (JDAI Sites), Census of Juveniles in Residential Placement (Washington).

From the baseline year of 2003 (generalized for all WA Counties in JDAI) to 2010, four of seven sites saw a drop in ADP of at least one third. The combined drop in ADP for JDAI Counties was 44%. The average drop for the state (as measured by the CJRP) was 39%.

Long-term ADP in Washington stayed within a range of 200 until 2003, when it saw a steep drop until 2006, when it generally leveled off.

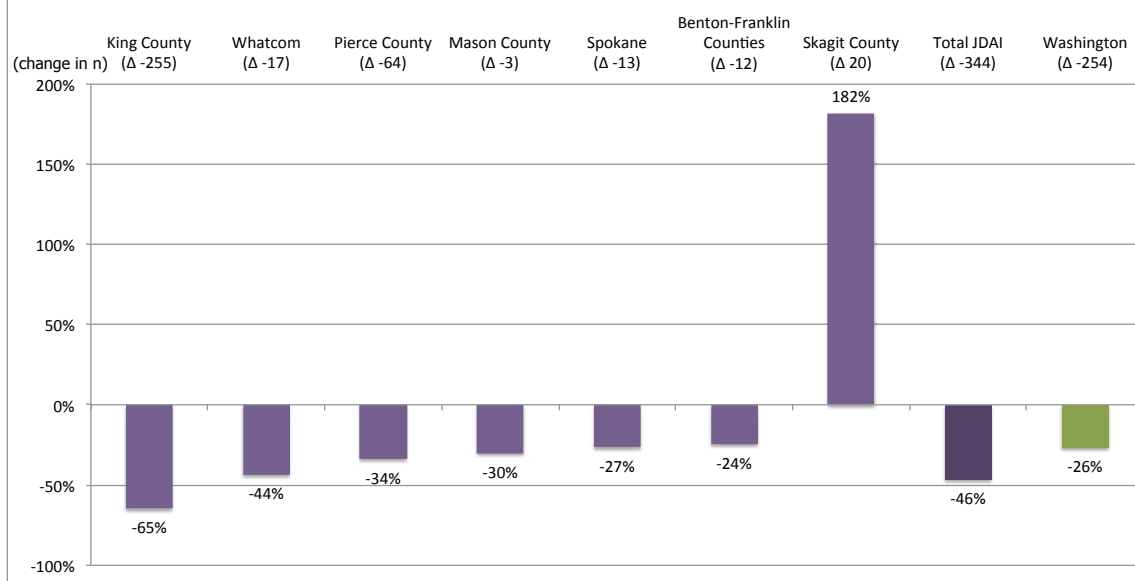
Washington Total ADP, 1997-2010



- ⊕ 4 sites, 48% of WA youth
- ⊕ 6 sites, 52% of WA youth
- ⊕ 7 sites, 55% of WA youth

Source: Census of Juveniles in Residential Placement.

Residential Placement: Percent Change in Commitment Counts, 2003-2010

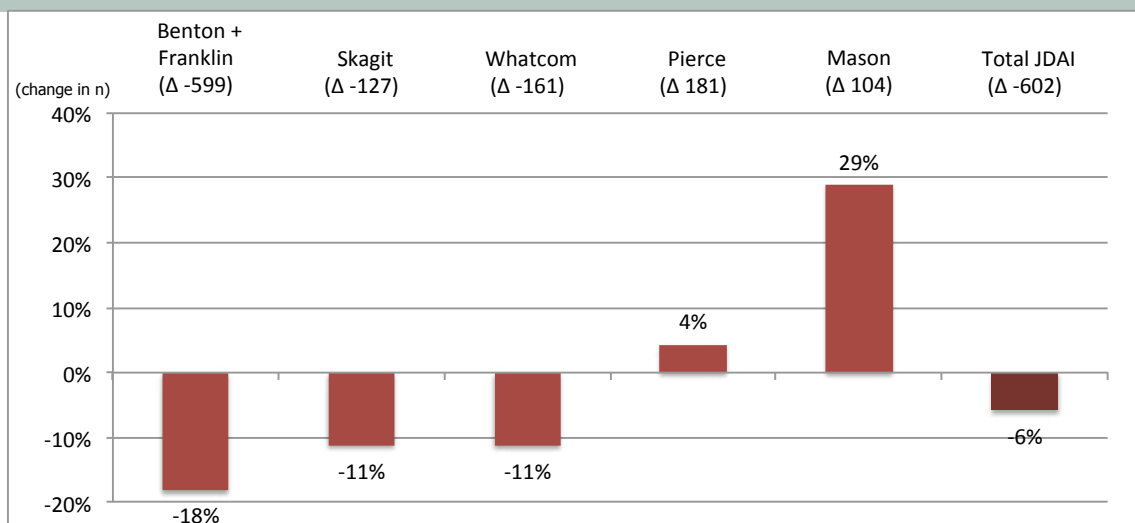


Sources: Casey Annual Report 2010 (JDAI Sites), Census of Juveniles in Residential Placement (Washington).

According to the CJRP, the percent change in the state total count for commitment was a decrease of 26%. The combined change in commitment for JDAI counties was a drop of 46%, despite a rise

in Skagit County. All other counties saw a drop in commitments between 24% and 65%.

Juvenile Arrest Counts: Percent Change, Selected Sites, 2003-2008



Source: FBI Uniform Crime Reports.

State totals for juvenile arrest were not available. From 2003 to 2008, there was a 6% drop in arrests in the JDAI counties with available data.



patterns, and the overall conclusion was that “JDAI is associated with a large reduction in the arrest-adjusted detention admissions rates and ADP.”⁷

As well as adopting JDAI, Washington has also been one of the four model states in the MacArthur Foundation’s Models For Change Program since 2008. This program also supports systematic review of the juvenile justice system, including the detention system, but with a particular emphasis on reducing Disproportionate Minority Contact.⁸

Notes on Washington

1. “New Jersey and Washington Become Newest JDAI Replication Sites”, *JDAI Newsletter* 1 no. 3, (June 2004): 6.
2. In other states this body is referred to as the State Advisory Group (SAG) under the federal JJDP Act.
3. Juvenile Rehabilitation Administration, “Division of Treatment and Intergovernmental Programs, Report to the Legislature: Racial Disproportionality in the Juvenile Justice System,” presented in Olympia, December 2009.
4. Washington State Department of Social and Health Services, “JDAI,” <http://www.dshs.wa.gov/ojj/jdai.shtml>.
5. Formerly the Governor’s Juvenile Justice Advisory Committee (GJJAC), the Washington State SAG.
6. Washington State Department of Social and Health Services, “JDAI.”
7. Washington State Center for Court Research, “The Annie E. Casey Foundation’s Juvenile Detention Alternatives Initiative Data Analysis: Analysis of Outcomes, Administrative Office of the Courts,” presented in Olympia, February 2009.
8. Juvenile Rehabilitation Administration, “Division of Treatment and Intergovernmental Programs, Report to the Legislature: Racial Disproportionality in the Juvenile Justice System.”

Appendix

Key Data Sources

Uniform Crime Reports. The federal Uniform Crime Reporting (UCR) program is the national standard and centralized system for collecting crime data and is administered by the Federal Bureau of Investigation. UCR publishes index crime data annually. It is the source of juvenile arrest data in this report, which were obtained through the Office of Juvenile Justice and Delinquency Prevention's (OJJDP) on-line data analysis tool, Easy Access to FBI Arrest Statistics. (www.ojjdp.gov/ojstatbb/ezaucr/asp/ucr_display.asp)

Census of Juveniles in Residential Placement. The CJRP is a national survey of juvenile residential custody facilities that is sponsored by OJJDP and conducted approximately every two years. Every juvenile residential custody facility is required to describe "each youth assigned a bed in the facility on the census reference date." The individual-level data includes information on age, sex, race/ethnicity, placement status, length of stay, and most serious offense, among other characteristics. CJRP data is available on-line through OJJDP's Easy Access to On-Line CJRP. (<http://www.ojjdp.gov/ojstatbb/ezacjrp/asp/selection.asp>)

U.S Census. The U.S. Census publishes population estimates annually. Data can be queried by age and by county level. Data on the number of youth in the general population, defined as 17 years old and younger, were obtained through OJJDP's Easy Access to Juvenile Populations. (http://www.ojjdp.gov/ojstatbb/ezapop/asp/comparison_selection.asp?selState=1)

National Trends in Juvenile Crime Since 1990

Juvenile crime, along with adult crime, has been declining since the mid 1990s. The use of secure confinement has not declined in proportion to that increase. On the contrary, in the adult system, incarceration has grown steadily, despite a lack of evidence that imprisonment is a deterrent to crime, that it corrects behavior, or that it improves public safety. Some proponents of punishment argue that crime is down because of increased incarceration, but the facts do not support that claim. These same observers may suggest that releasing more youth to their families and communities instead of locking them up creates a hazard. The second part of the data presented in each state's profile looks at crime (as measured by arrest data) in the JDAI sites and in their respective states.

A more nuanced look at the relationship between detention and crime would consider additional details. For example, we would want to further explore the question of youth crime being of a less serious nature than adult crime, in general, even in the same crime categories. The average aggravated robbery by a youth, compared to an adult, results in less harm to victims and involves a weapon less often (Greenwood, 1983,1986).

Besides a more finely grained understanding of what kinds of crimes youths commit and how serious or nonserious those crimes are, we might also want to examine in more detail what happens to youth following arrest for a given type of crime; are they detained pre- or post-adjudication, are they sent to a well evaluated EBP program, is their family involved, do they have a multitude of problems and are those problems thoroughly addressed?

