Juvenile Detention Alternatives Initiative

2012 Annual Results Report

The Juvenile Detention Alternatives Initiative (JDAI) is a nationwide effort of local and state juvenile justice systems, initiated and supported by the Annie E. Casey Foundation, to eliminate unnecessary and inappropriate use of secure detention for juveniles. Begun in 1992, JDAI has grown to become the most widely replicated juvenile justice reform initiative in the United States, reaching youth in almost 200 jurisdictions across 39 states and the District of Columbia as of 2013. JDAI sites submit Results Reports to Casey for two primary purposes: (1) to provide sites with an annual opportunity to assemble and report measures of detention reform progress that can be shared with local system stakeholders, policymakers and the community; and (2) to generate initiative-wide aggregate measures and inter-site comparisons to deepen our understanding of the overall impact, influence and leverage of the detention reform movement.

JDAI is implemented largely at the local level, but not all grantees are organized in the same way. Some are single local jurisdictions, while others are groups of local jurisdictions that implement JDAI in partnership with state or regional agencies. Casey received complete 2012 Results Reports from 112 state and local JDAI sites, representing a total of 38 grantees (15 single jurisdictions and 23 state or regional groups). Some sites did not provide data on all indicators, and the following summaries for each indicator show the number of sites on which the summary is based.

As of 2012, JDAI sites had:

- **Substantially reduced reliance on secure detention.** In the aggregate, sites reduced the number of youth detained on an average day by more than 3,000 compared with pre-JDAI levels, a reduction of 43 percent.

- **Reduced annual admissions to detention by more than 59,000 youth.** This is a 39 percent decrease compared with pre-JDAI admissions.

- **Reduced detention among youth of color.** More than half of the reduction in detention admissions occurred among youth of color, who are historically overrepresented in secure detention across the United States. In the aggregate, JDAI sites detained 39 percent fewer youth of color than they did prior to JDAI. However, youth of color are still detained at substantially higher rates than other youth. Adjusting for demographic changes, JDAI sites have reduced detention among youth of color by about the same proportion as all other youth; but large racial and ethnic disparities persist.

- **Reduced commitment of youth to state custody.** JDAI sites reduced the number of youth they commit to state custody by 40 percent, or by more than 5,200 youth annually.

- **Experienced reductions in juvenile crime.** JDAI sites use a variety of indicators to gauge the overall level of juvenile crime. Regardless of the indicator used, JDAI sites report substantially less juvenile

offending, providing evidence that detention can be reduced without eroding public safety. Juvenile crime indicators in 2012 were down by an average of 36 percent from pre-JDAI levels.

• **Secured $44 million in financial resources above and beyond JDAI grants to support detention reform.** This represented a 10 percent increase since 2010, and reflected a reduction in local government funding, but a substantial increase in funding from state and federal sources.

Aggregate JDAI-Wide Results on Key Impact Indicators

IMPACT INDICATOR	PRE-JDAI AGGREGATE LEVEL	2011 AGGREGATE LEVEL	NUMERICAL CHANGE	PERCENT CHANGE
Detention Population Indicators				
Average Daily Population (ADP)	7,426.3	4,253.4	− 3,172.9	− 43%
Admissions Total	152,333	93,207	− 59,126	− 39%
Average Length of Stay (ALOS)*	17.7	16.2	− 1.5	− 8%
Youth of Color (YOC) ADP	5,286.6	3,201.7	− 2,085.0	− 39%
YOC Admissions	100,321	66,720	− 33,601	− 33%
YOC ALOS*	19.2	16.8	− 2.5	− 13%
Commitment Indicators				
Commitments Total	12,321	7,067	− 5,254	− 43%
YOC Commitments	8,767	5,256	− 3,511	− 40%
Juvenile Crime Indicators				
Delinquency Petitions Filed	24,985	13,629	− 11,356	− 45%
Felony Petitions Filed	64,247	36,530	− 27,717	− 43%
Juvenile Arrests	40,517	27,065	− 13,452	− 33%
Juvenile Intakes	73,474	52,014	− 21,460	− 29%

*Aggregated ALOS is calculated by multiplying ALOS by Admissions for each site, adding up all of those products and dividing by the aggregated Admissions for those sites.

As a result of the dedicated efforts of many individuals across JDAI, the 2012 Results Reports yielded the largest and most informative dataset that the initiative has assembled to date. The Foundation expresses its profound gratitude for the efforts of those who have made this report possible, and those who continue the work of enhancing data management capacity in JDAI sites so that future reports will be even better.

Detention Population

CHANGE IN AVERAGE DAILY POPULATION (ADP) BY GRANTEE

N=38 Grantees, Comprising 112 Sites (Grantees Shown in Ascending Order by Percentage Change in ADP)

ADP
-43%
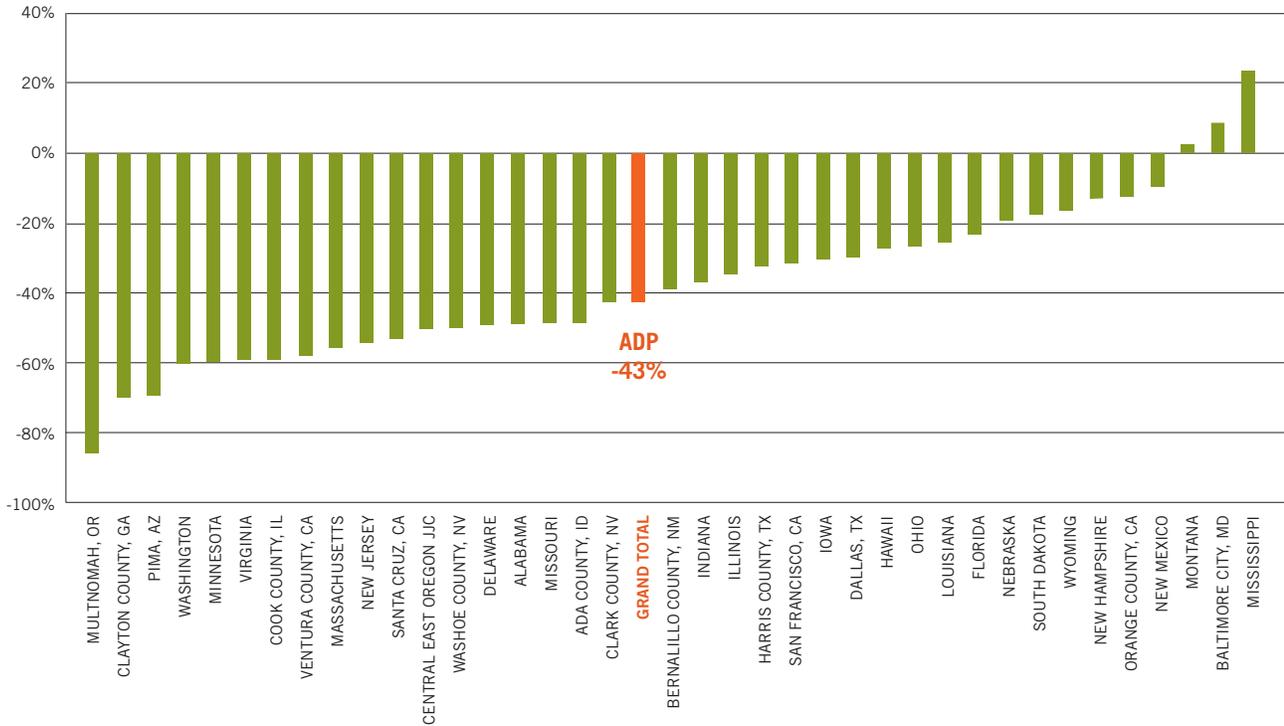
The broadest indicator of detention utilization is the average daily population (ADP), because it reflects both the number of youth admitted to detention and the length of time that those youth stay. By this indicator, JDAI sites had reduced their use of detention by 43 percent in the aggregate as of 2012. More than half of grantees reported reductions of greater than one-third, and 13 out of 38 grantees reported using less than half as much detention as they did prior to JDAI. Of the 33 grantees that provided data on this indicator in 2011 as well, 20 reported larger decreases in 2012 than in the year before.

Detention Admissions

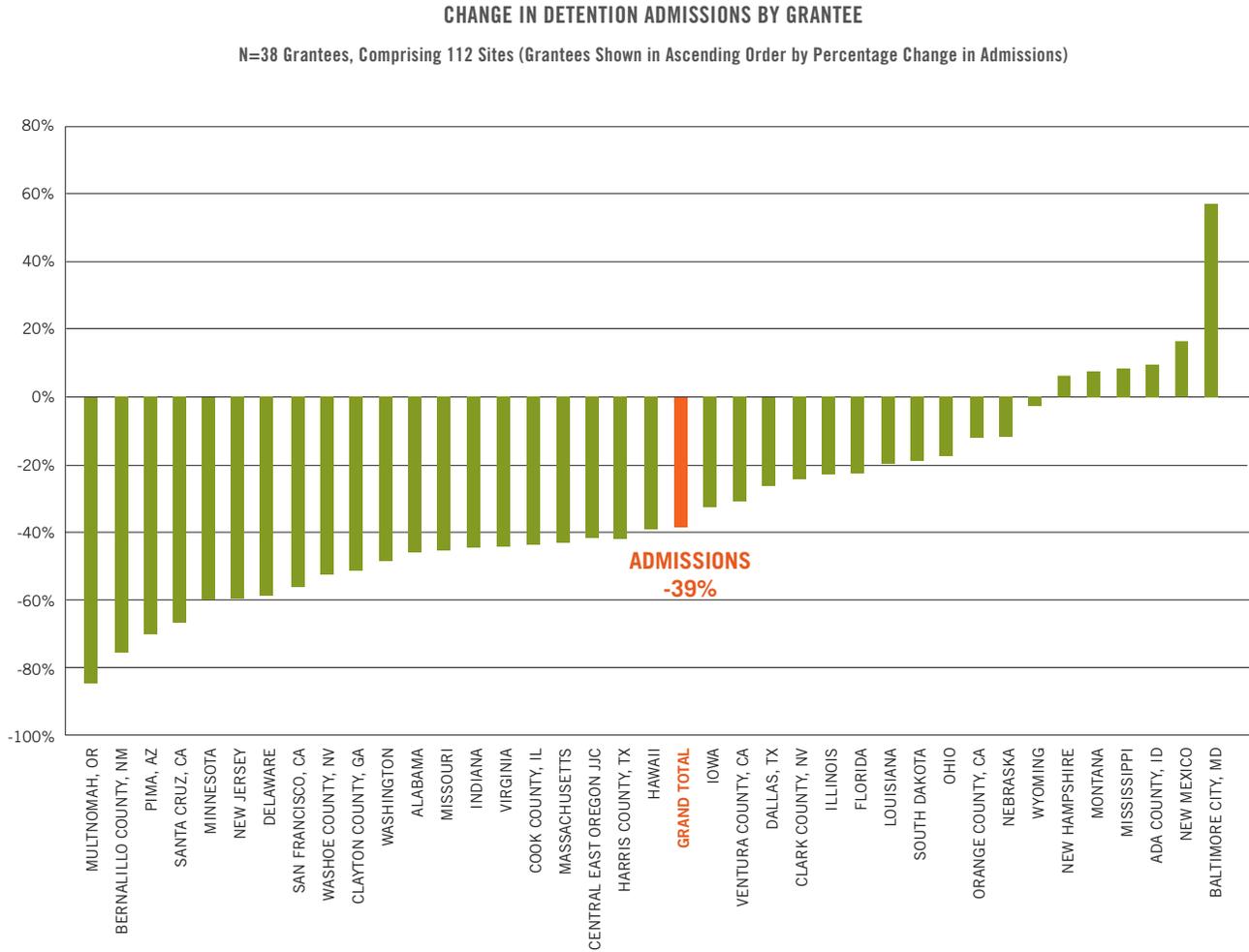**CHANGE IN DETENTION ADMISSIONS BY GRANTEE**

N=38 Grantees, Comprising 112 Sites (Grantees Shown in Ascending Order by Percentage Change in Admissions)

Most of the decrease in ADP appears to be the result of fewer youth being admitted to detention in JDAI sites. In aggregate, JDAI sites admitted over 59,000 fewer youth to secure detention in 2012 than they had in their baseline years, a reduction of 39 percent. Reductions in admissions were both large and broad-based: 21 out of 38 grantees reported reductions of more than one-third, and 10 reported reductions of more than one-half. Of the 33 grantees that also reported on this indicator in 2011, 19 reported deeper reductions in 2012 than the year before.

Six grantees reported increases in detention admissions, with the largest increase reported by the Baltimore JDAI collaborative. As part of an effort to reinvigorate detention reform in 2011, Baltimore conducted a study that revealed shortcomings in the way that detention population indicators had been measured in the past for the JDAI Results Reports. Baltimore has remedied these problems, and submitted a 2012 Results Report that both corrected its baseline year data and provided a more accurate count of admissions in 2012. These corrected numbers show the large potential gains from Baltimore's reinvigorated detention reform efforts. The integrity that the site has shown by making these corrections to its data bodes well for those efforts.

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Average Length of Stay in Detention

CHANGE IN AVERAGE LENGTH OF STAY (ALOS) BY GRANTEE

N=38 Grantees, Comprising 112 Sites (Grantees Shown in Ascending Order by Percentage Change in ALOS)

The second basic strategy for reducing detention use is to reduce the length of time that youth spend in detention, typically measured using the average length of stay (ALOS). JDAI sites have reduced lengths of stay in detention on average, but their experiences have varied widely. In 2012, grantees reported ALOS ranging from 7 days to 34 days. Ten grantees reduced their ALOS by more than 20 percent since starting JDAI, while another 10 saw an increase of more than 10 percent.

Reducing ALOS poses a unique challenge for many JDAI sites. ALOS is influenced heavily by stakeholders who are beyond the direct influence or control of the probation and youth services agencies that administer most detention facilities. Those stakeholders include the juvenile and adult courts; prosecutors and defenders; other agencies outside of the juvenile justice system altogether (e.g., education, mental health, social services); and family members and community partners who are not part of any public system. This makes it challenging for many sites to reduce ALOS, particularly at the same time that they are striving to limit detention admissions to only the most serious cases (which often take the longest time to resolve). Yet there are many examples across JDAI of sites that have overcome these challenges. The potential exists in many JDAI sites to achieve significant further reductions in unnecessary detention by focusing on ALOS.

Racial and Ethnic Disparities in Detention

CHANGE IN AVERAGE DAILY POPULATION (ADP) IN JDAI SITES FROM BASELINE TO 2012 FOR YOUTH OF COLOR AND ALL OTHER YOUTH

N=99 Sites from Which Complete ADP and YOC ADP Data Were Received and for Which Baseline and 2012 Population Data Could Be Obtained
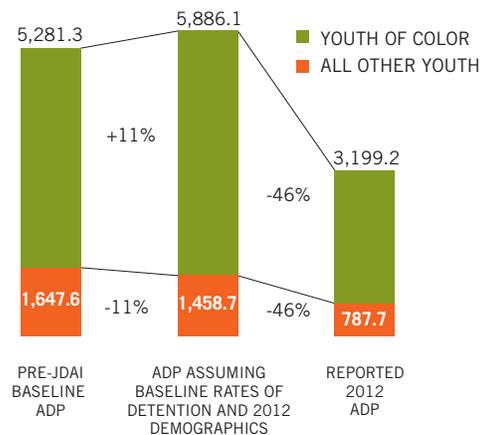

Youth of color (i.e., non-white race and/or Hispanic ethnicity) were a larger share of the overall 10- to 17-year-old youth population in JDAI sites in 2012 than was the case in their baseline years. Because youth of color are detained at a higher rate than other youth, both nationwide and in JDAI sites, this demographic shift by itself would have been expected to increase their detained populations overall. If sites had continued to detain youth at the same rates as in their baseline years, then this demographic shift would have resulted in an 11 percent increase in ADP for youth of color, an 11 percent decrease in ADP for all other youth and a 6 percent increase in total ADP. However, because JDAI sites have substantially reduced the rates at which they detain both youth of color and all other youth, their detained populations were 43 percent lower than in their baseline years, and 46 percent lower than the demographic shift would have predicted.

Racial and ethnic disparities do not appear to have narrowed in JDAI sites overall: Youth of color were still detained at more than three times the rate of all other youth in 2012, little changed from sites' baseline years, and youth of color still account for a disproportionate share of detention in JDAI sites (80 percent of ADP versus just 53 percent of the total youth population). However, it is also true that youth of color have accounted for most of the reductions in detention, and given the pervasiveness of racial and ethnic disparities in juvenile justice, it is noteworthy that JDAI sites have reduced detention rates for youth of color by the same proportion as they have for all other youth.

Commitments to State Custody

CHANGE IN COMMITMENTS TO STATE CUSTODY BY GRANTEE — BASELINE VS. 2012

N=38 Grantees, Comprising 112 Sites (Grantees Shown in Ascending Order by Percentage Change in Commitments)

COMMITMENTS
-43%
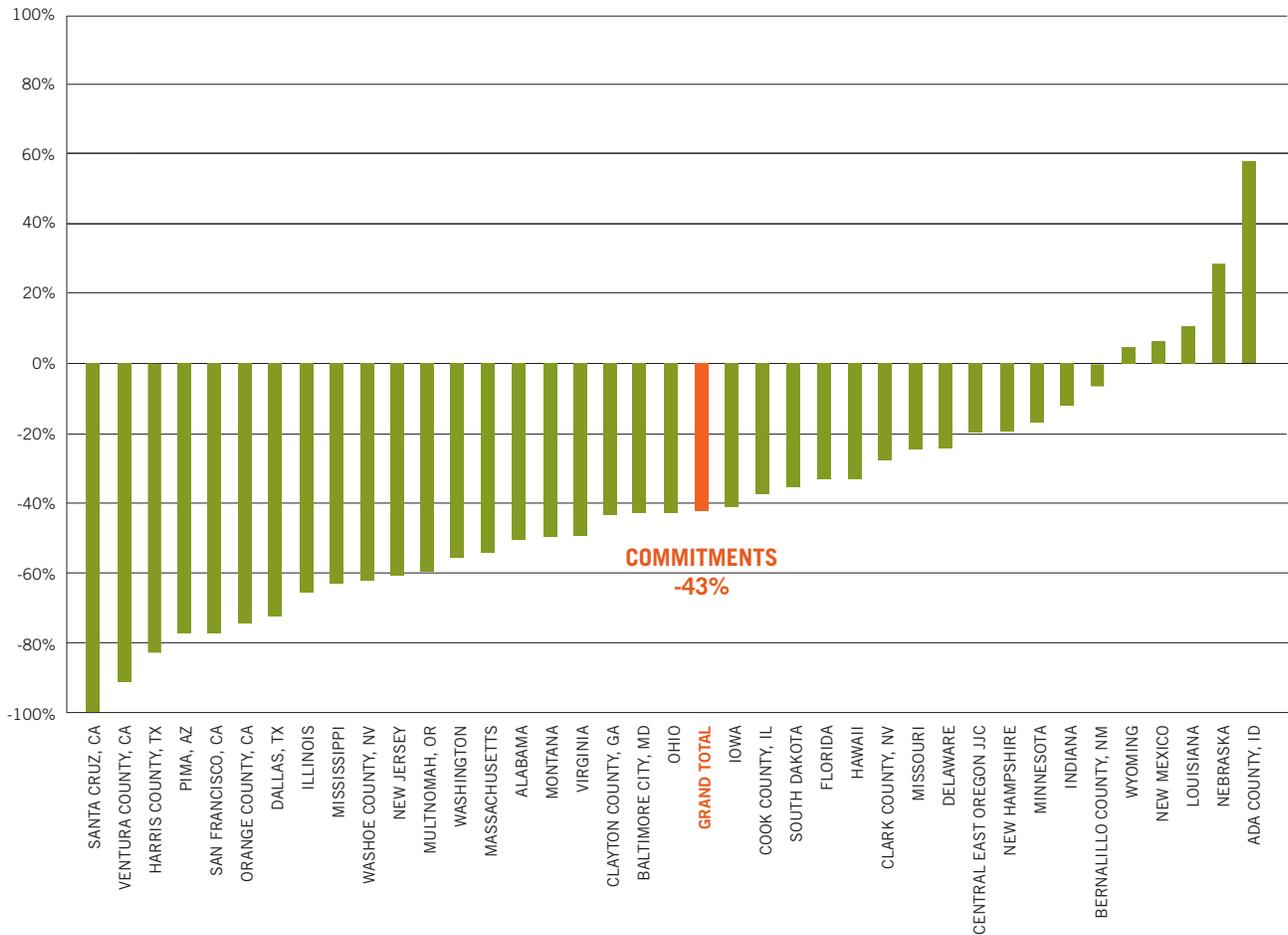
Most of the indicators collected through the Results Reports focus on the direct impact of detention reforms on the number of youth who come into the juvenile justice system. But JDAI was founded on the idea that the indirect impacts of detention reform could also produce changes at other levels of the system. The Results Report therefore requests information about the number of youth who are ultimately found to be delinquent and committed to the custody of state juvenile corrections agencies. It has been well-established in research that youth who are detained prior to a finding of delinquency are more

likely to be committed, so this is an area in which a reduction in unnecessary detention would reasonably be expected to have an impact.

The Results Reports lend support to that theory. In 2012, JDAI sites reported that in the aggregate they had reduced the number of youth they commit to state custody each year by 43 percent — a significantly larger decrease than the 38 percent aggregate reduction reported in 2011. The aggregate reduction in commitments is similar to the 39 percent aggregate reduction in detention admissions; and for about three-fourths of sites, the changes they reported on the commitment indicator were roughly proportional to the changes they reported in detention admissions (i.e., within one standard deviation of the average across sites). About one-eighth of sites reported reductions in commitments that were significantly larger than their reductions in detention admissions, and those sites were predominantly in California and Texas, where state-level policy changes since the time they joined JDAI may have played an important role in reducing commitments. About one-eighth of sites reported much smaller reductions in commitments than in detention admissions, and most of them were located in Indiana, Louisiana, Missouri and New Mexico. Casey is currently beginning to work with sites in these states to develop an intentional strategy to reform this deeper end of the juvenile justice system, building on the approach and principles of JDAI.

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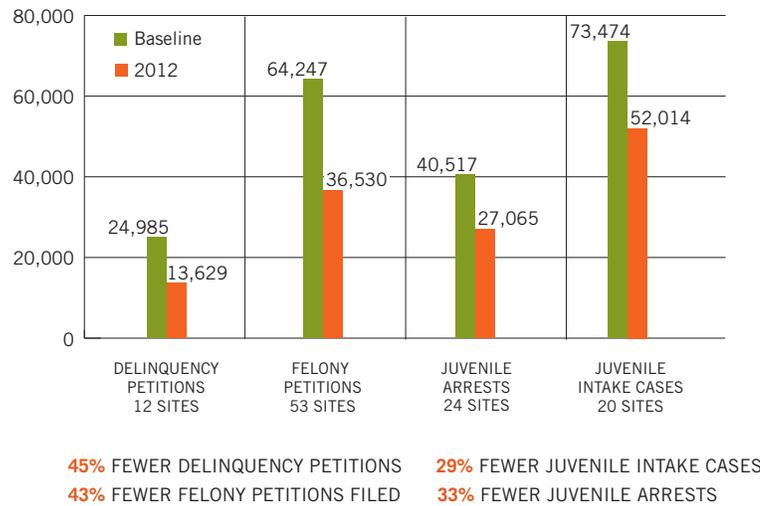
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Public Safety: Juvenile Crime

AGGREGATE REDUCTIONS IN JUVENILE CRIME BY INDICATOR TYPE
BASELINE VS. 2012
N=109 Sites

45% FEWER DELINQUENCY PETITIONS   **29%** FEWER JUVENILE INTAKE CASES
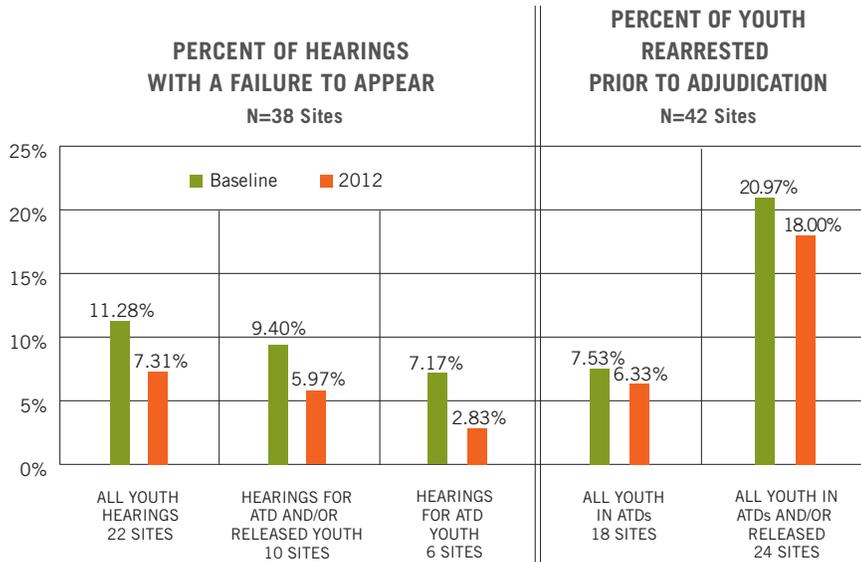**43%** FEWER FELONY PETITIONS FILED   **33%** FEWER JUVENILE ARRESTS

Reductions in detention utilization have come without sacrificing public safety in JDAI sites. Sites use a variety of different indicators to measure the rate of juvenile crime, but regardless of the type of indicator they use, sites reported lower juvenile crime in 2012 than in their baseline years. The average reduction across sites was 36 percent, and the average reductions for each type of juvenile crime indicator (JCI) ranged from 29 percent for sites using a count of juvenile referrals or intake cases, to 45 percent for sites using a count of all delinquency petitions filed. Almost all JDAI sites reporting on this indicator have experienced these public safety improvements, with 93 percent reporting a lower JCI in 2012 than in their baseline years.

This reduction in juvenile crime has accompanied JDAI sites' reductions in detention, but it does not fully account for them. In the aggregate, and in the majority of individual sites, percentage reductions in detention through 2012 were even larger than the percentage reductions in juvenile crime.

Public Safety: Failure to Appear (FTA) and Pre-Adjudication Rearrest

PERCENT OF HEARINGS WITH A FAILURE TO APPEAR
N=38 Sites

PERCENT OF YOUTH REARRESTED PRIOR TO ADJUDICATION
N=42 Sites

■ Baseline ■ 2012

	Baseline	2012
ALL YOUTH HEARINGS 22 SITES	11.28%	7.31%
HEARINGS FOR ATD AND/OR RELEASED YOUTH 10 SITES	9.40%	5.97%
HEARINGS FOR ATD YOUTH 6 SITES	7.17%	2.83%
ALL YOUTH IN ATDs 18 SITES	7.53%	6.33%
ALL YOUTH IN ATDs AND/OR RELEASED 24 SITES	20.97%	18.00%

Overall juvenile crime rates provide important context for evaluating detention reform. But it is also important to gauge whether the explicit purposes of detention are being met: namely, that during the period of time that charges are pending against a youth, that youth stays out of trouble (i.e., avoids rearrest) and complies with the legal process of the juvenile court. Despite diligent efforts, to date the majority of JDAI sites are still unable to provide complete data on these important indicators through the Results Reports. The minority of sites that do report on these indicators measure them in different ways, with some sites tracking failures to appear (FTA) or rearrest only for those youth they refer to Alternative to Detention (ATD) programs, and other sites tracking those events for a larger share of the youth they serve (e.g., all non-detained youth or, in the case of FTA rates, all youth with a hearing before the juvenile court).

Better and more complete reporting on these indicators remains an important goal for JDAI sites. However, the results that have been received show that on average, sites have been able to improve compliance with court procedures and reduce pre-adjudication rearrests. Regardless of the measures used, FTA rates were more than one-third lower in 2012 than in the reporting sites' baseline years; and average pre-adjudication rearrest rates were about one-sixth lower.

Influence: Detention Reforms Implemented During 2012

INFLUENCE: DETENTION REFORMS IMPLEMENTED DURING 2012

■ POLICY CHANGE   ■ PRACTICE CHANGE   ■ PROGRAM CHANGE
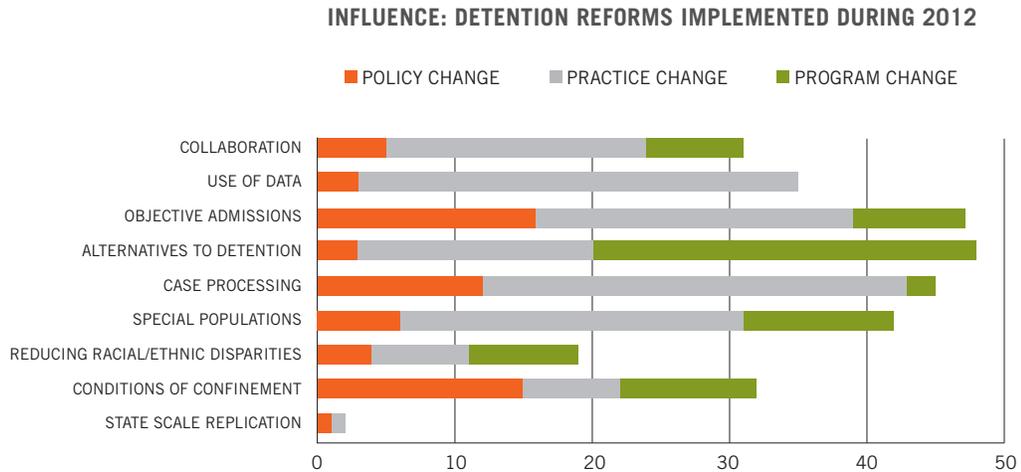
Sites were asked to report on specific detention reforms that they had implemented during the reporting year. Eighty-three sites responded. The core strategy areas in which the largest number of reforms was reported were Alternatives to Detention (48), Case Processing (45) and Special Populations (42). The areas in which the most policy changes were reported were Objective Admissions (16) and Conditions of Confinement (15); the most practice changes were reported were in Use of Data (32) and Case Processing (31); and the most program changes were reported in Alternatives to Detention (28).

Leveraged Financial Resources

**SHARE OF LEVERAGED FINANCIAL RESOURCES
BY MAJOR SOURCE**

	79 SITES $39.8 MM 2010	95 SITES $45.7 MM 2011	97 SITES $44.0 MM 2012
STATE OR FEDERAL GRANTS	32%	47%	58%
LOCAL GOVERNMENT FUNDS	65%	47%	39%
FOUNDATION/PRIVATE GRANTS, IN-KIND MATCH AND OTHER	3%	6%	3%

■ STATE OR FEDERAL GRANTS
■ LOCAL GOVERNMENT FUNDS
■ FOUNDATION/PRIVATE GRANTS, IN-KIND MATCH AND OTHER
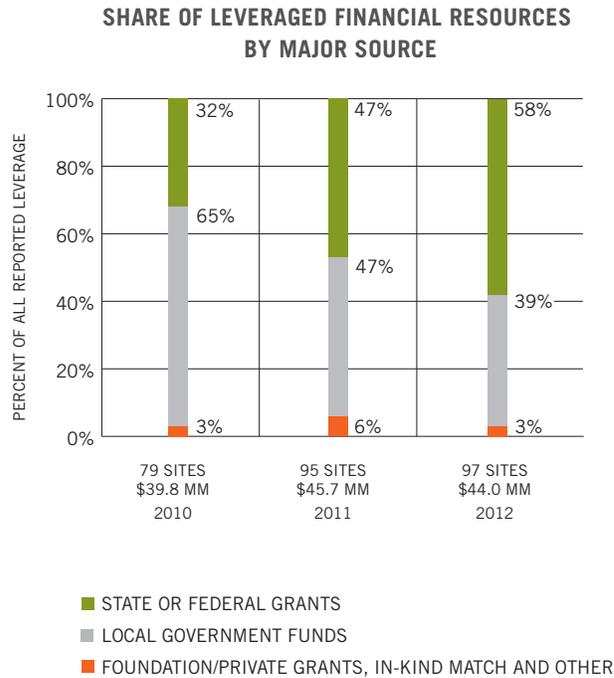
JDAI sites leveraged 10 percent more in additional financial resources than in 2010, raising the total from $39.8 million to just under $44.0 million.

The composition of JDAI leveraged funding has changed significantly since 2010. Local government funds accounted for 65 percent of sites' leveraged funding in 2010 — but only 39 percent in 2012. In contrast, state or federal grants accounted for just 32 percent of leveraged funds in 2010 — but in 2012 they were the largest source, accounting for 58 percent of the total.

THE ANNIE E. CASEY FOUNDATION