

JDAI Results Report 2005

Annie E. Casey Foundation

Impact Results

JDAI’s impact in our “model” sites has been extensive, deep and sustained, results that are all the more impressive because of the policy environment in which they were achieved. Regarding the most fundamental result we seek—reductions in average daily population in the juvenile detention center—these three counties reduced their populations from 31 to 66 percent (see Table 1). The sites were also able to reduce the absolute number of youth of color who were confined, and Multnomah County became the first documented jurisdiction to have successfully eliminated disparities in the odds of detention that previously existed when white youth and youth of color were compared. These results were accomplished with no sacrifice to public safety. In fact, a careful reading of the trend data for all three “model” sites reveals improvements in these rates, including a dramatic (58%) reduction in the latter’s FTA rate.

Santa Cruz County is important as a model site for a number of reasons, the most important of which is that it proved that replication was possible and that large foundation grants were not needed to transform these systems. With only JDAI tools, and some technical assistance support, this county reduced its population by 42 percent in just three years (the original sites took much longer) and reduced the proportion of minority youth in detention. Because of its late development, however, Santa Cruz’ data system is insufficiently developed to generate timely re-arrest or FTA rates. System officials report, however, that there has been no noticeable increase in these important measures.

Impact: JDAI Model Sites

	Cook County		Multnomah County		Santa Cruz County	
Result	Pre-JDAI	2003	Pre-JDAI	2003	Pre-JDAI	2003
Average Daily Population	623	454	96	33	47	27
Total Annual Admissions	7,438	6,396	2,915	348	1,591	972
Average Length of Stay	39	25	7	10	13	11
Average Case Processing Time	176	112	160	92	15	23
% Youth of Color in Detention	85%	78%	73%	50%	72%	70%

Result	Cook County		Multnomah County		Santa Cruz County	
	Pre-JDAI	2003	Pre-JDAI	2003	Pre-JDAI	2003
# Youth of Color in Detention	527	354	70	16	34	19
Re-Arrest Rate	24%	16%	33%	9%	N/A	2%
Failure to Appear Rate	39%	13%	7%	7%	N/A	3%
Juvenile Crime Indicator		-54%		-45%		-38%

Recently, exciting results from two of the model JDAI sites have become available that indicate that the “entry point” strategy is, in fact, working, as reflected by improved results in other areas of juvenile justice performance. In particular, out-of-home placements at the point of case disposition have been substantially reduced. These results mean that fewer delinquents are being removed from their families and neighborhoods and that the system is spending less money on incarceration and other expensive dispositions.

Cook County Probation Department
Average Monthly Residential Placements
1996 - 2005

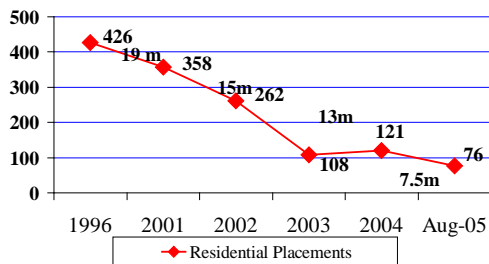


Figure 6

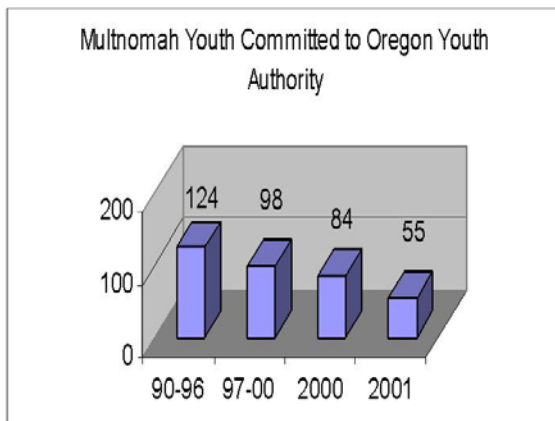


Figure 7

Santa Cruz County Delinquent Youth in Residential Placement/Commitment

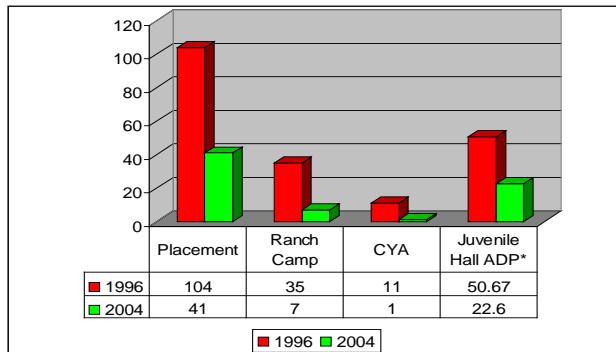


Figure 8

*Juvenile Hall Average Daily Population for 1996 consists of data from July 1996 - December 1996

JDAI replication is now underway in seventeen different states, including eleven in which the effort is designed to eventually take detention reform to scale throughout the state. (see Figure 9). These jurisdictions were carefully screened to ensure that there was a clear commitment JDAI and to redirect resources to the effort. In contrast to the original demonstration sites, which each received substantial cash grants during the implementation phase of the initiative, replication sites are receiving very modest grants depending upon size and the complexity of the jurisdiction. These funds primarily support local reform coordination, travel and conferences. Perhaps more valuable, the sites also receive intensive, sustained technical assistance.

2005 JDAI Sites

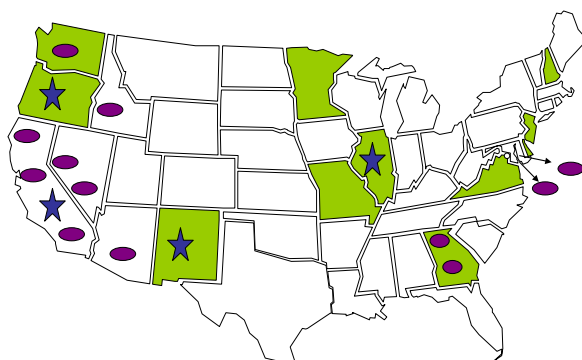


Figure 9

Impact results for the many replication sites are now available and they are very encouraging. Significant reductions in average daily population have already been achieved, again much faster than in the original JDAI sites. The following graphs document these results:

JDAI State Replication Sites Average Daily Population (ADP)

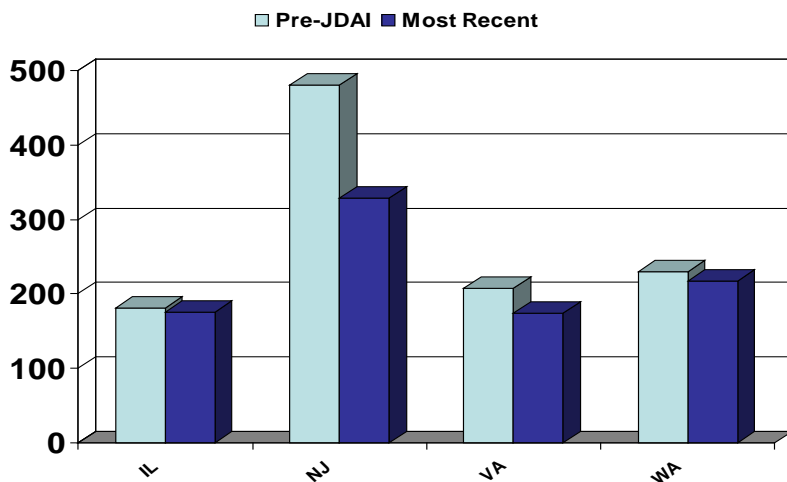


Figure 10a

JDAI County Replication Sites Average Daily Population (ADP)

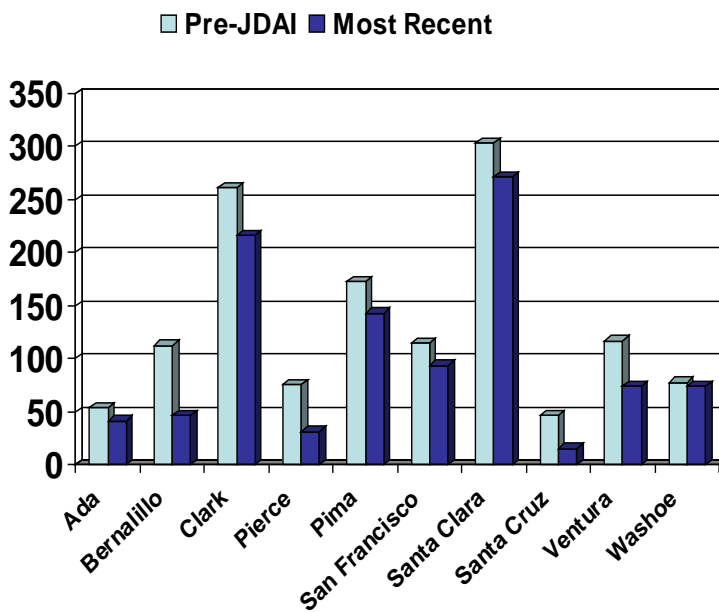


Figure 10b

Results in a JDAI Replication Site:

Bernalillo County (NM) Case Study

Foundation staff seriously considered Bernalillo County (Albuquerque), NM as a site for participation in the original JDAI demonstration. At that time, however, a number of important issues were identified that led us to question this site's readiness. In late 1999, however, county leaders again approached the Foundation and made a strong argument for participation as a replication site. Serious reform efforts began in 2000. Some results from their very successful replication effort include:

Impact

- ✓ Average daily population in secure detention decreased from 130 in 1999 to 73 in 2003, a reduction of 44%.
- ✓ During the same period, juvenile crime, as measured by the number of formal petitions filed, decreased by 26%.
- ✓ Detention admissions decreased by 35% between 1999 and 2003, and the percentage of bookings that were held for detention decreased from 60% to 38%.
- ✓ Average length of stay decreased by 13% in the first two years of reform implementation.
- ✓ The number of youth served in non-secure alternatives to detention increased from 369 in 2000 to 904 in 2003.

Influence

- ✓ New Mexico began JDAI replication on a statewide basis in late 2002 based upon Bernalillo County's successful demonstration of juvenile detention reform.
- ✓ The New Mexico children's code was substantially re-written in 2003 to include revised, objective criteria for detention admissions, expedited court processing and other JDAI-related policies and practices.

Leverage

- ✓ A unit of the Bernalillo County Detention Home was closed as a result of population reductions and \$200,000 was leveraged for detention alternatives.
- ✓ Negotiations with the state's behavioral health managed care provider resulted in the establishment of an outpatient clinic for delinquent youth funded through private and public insurance.
- ✓ \$55,000 in state funds were allocated to coordinate the implementation and training needed for statewide application of a detention risk assessment tool.

Influence Results

Influence results in JDAI fall into two basic groups: those that measure the implementation of specific reforms in JDAI replication sites and those that measure awareness of JDAI in general. The former are important because they are indicators that specific jurisdictions have significantly altered policies, practices and programs in ways that will transform their system and, therefore, enable them to achieve the initiative's primary objectives. The latter are important because they build the political will and public support for detention reform, enabling us to stimulate a national movement that makes JDAI-type approaches the state of the art in the field. Specific examples of both types of influence results are identified below.

Site-Specific Influence Results:

- ✓ Approximately 95% of JDAI replication sites have developed and implemented objective risk assessment instruments to guide detention admission decisions.
- ✓ All replication sites have developed formal collaborative structures to govern and oversee the process of detention reform.
- ✓ Court rules regarding case timeframes, warrants, violations of probation and related areas of practice have been changed in multiple replication sites.
- ✓ All JDAI replication sites are expanding or improving their community-based detention alternatives based upon JDAI models.
- ✓ JDAI replication sites have been trained in a self-inspection process to monitor conditions of confinement in their secure facilities.
- ✓ Participating counties in Illinois have ceased detaining status offenders as a result of policy and program changes implemented through JDAI replication.
- ✓ In Maryland, new statutes require the promulgation and monitoring of new detention conditions-of-confinement standards.
- ✓ In at least two major cities, plans to build new detention beds have been scaled back or dropped.
- ✓ In Multnomah County, a model memorandum of understanding between the police and probation fundamentally alters how the police deal with “non-

detainable” youth (e.g., runaways), consistent with overall detention reform policy.

- ✓ In Bernalillo County, NM, formal agreements were developed between the juvenile justice system and behavioral managed care providers to expand treatment opportunities and pay for them, an agreement that minimize the likelihood that youth with mental health conditions will end up in detention simply because there are no other places available.
- ✓ In Santa Clara County, CA, law enforcement agencies developed new objective detention reform criteria to guide whether police officers bring arrested youth for detention screening or cite and release them.
- ✓ Multiple JDAI sites have developed evening reporting centers based upon Cook County’s pioneering work designed to maximize supervision and services during the peak hours for delinquency.
- ✓ In New Mexico, the state’s children’s code was modified to incorporate key JDAI reforms (e.g., all youth must be screened using a risk assessment instrument prior to detention) and successful results in Bernalillo County resulted in state government’s decision to replicate JDAI statewide.

Public Awareness Results:

- ✓ Approximately 500 judges, prosecutors, probation officials, public defenders, advocates and program personnel, from 40 states, attended the National Training Symposium on Juvenile Detention Reform in January 2002 to learn from other jurisdictions how to reduce reliance on detention.
- ✓ Approximately 35 different jurisdictions sent teams to three JDAI model sites over the past year to learn about detention reform from their peers.

More than 6,000 sets of *Pathways to Juvenile Detention Reform*, JDAI’s monographs detailing essential reform strategies, have been distributed. References to them can be found increasingly in the juvenile justice literature.

- ✓ Model site personnel, JDAI technical assistance providers, and foundation staff have been featured speakers and trainers at more than a dozen different professional conferences over the past year, including those put on by the National Association of Counties, the Coalition for Juvenile Justice, the American Probation and Parole Association and the National Council of Juvenile and Family Court Judges.
- ✓ The JDAI documentary, *These Are Our Kids*, has been screened in jurisdictions throughout the country and more than 1500 copies have been distributed to date.

- ✓ Youth organizers in New York City, Oakland, San Francisco, Chicago, Baltimore and Washington D.C. have promoted JDAI as the alternative to continued construction of new detention facilities in their demonstrations and negotiations with public officials.

Major media coverage of JDAI has occurred in multiple local and national markets. This year feature articles on the initiative appeared in *Corrections Today*, *Juvenile Justice Update*, *NACo News*, *American Prospect* and a variety of other “trade” publications.

- ✓ The 2003 report to Congress by the Coalition for Juvenile Justice, the national association of the state advisory groups mandated by the Juvenile Justice and Delinquency Prevention Act, was completely devoted to detention reform.

Leverage Results

To leverage increased support for detention reform, our strategies include: 1) demonstrating the cost-effectiveness of JDAI approaches to encourage timely local investments or reallocation of resources; 2) providing technical assistance that enables jurisdictions to maximize federal reimbursements for services; 3) identifying and encouraging other grant makers or public agencies to make investments in detention reform; and, 4) helping JDAI sites succeed in major grant competitions through direct technical assistance or influence activities.

Accurately quantifying leverage results in an undertaking like detention reform can be quite complicated and not just a little bit suspect simply because frequently these results occur in the form of costs avoided. For example, when JDAI was first beginning to take hold in Cook County, crowding in the detention facility was so severe that serious planning was initiated to add 200 new beds to the system. At the very conservative estimate of \$1.5 million to build, finance and operate each bed over a twenty-year period, \$250,000,000 was “saved” by the county. These funds do not appear in a balance sheet, nor can anyone write a check against them. At the same time, however, politicians and administrators clearly recognize that they have investment choices, too, and when they see this kind of cost avoidance, they are more easily convinced to spend real local dollars in support of detention reforms. Despite these methodological complexities, important leverage results can be reported in virtually all JDAI replication sites, examples of which are summarized below:

- ✓ In Cook County, an entire continuum of community-based programs, some originally seeded by foundation investments and all of them stimulated by our detention reform efforts, has been funded by local government at an annual cost of approximately \$3 million, not counting the redeployment of county staff to probation programs that are part of the reforms.
- ✓ In Multnomah County, three units of the juvenile detention center have been “mothballed”. At an average cost of approximately \$115 per bed per day, the

annual savings from detention reform's impact on utilization is more than \$2 million. In practice, the county reassigned detention center staff (or vacant positions) to new programs and community supervision activities.

- ✓ In Santa Cruz County, which had been operating its juvenile hall at approximately 45 percent above capacity, new construction costs were avoided and local government was able to divert resources to facility improvements, including a new health clinic and better visitation areas.
- ✓ In Illinois, the Governor's Juvenile Justice Commission has allocated more than \$2 million in federal block grant funds over the past past years to support statewide detention reform efforts.
- ✓ In Maryland, the Governor's Office of Crime Control and Prevention awarded approximately one-quarter million dollars in grants to support various detention reform strategies. In 2005, this same office allocated \$125,000 in federal funds to support detention reform assessments related to reducing racial disparities in the state's four largest counties.
- ✓ State advisory groups (the state-level policy committees required by law to administer federal juvenile justice funds) in eight states have redeployed more than \$5 million to support detention reforms over the past four years..
- ✓ All three JDAI model sites were selected to participate in the Robert Wood Johnson Foundation's *Reclaiming Futures* initiative, which seeks to increase the prevention and treatment services available to drug-involved youth in the juvenile justice system.
- ✓ In Georgia, the Department of Juvenile Justice invested more than three-quarters of a million dollars in new, community-based alternatives-to-detention programs. It also redeployed 12 staff members to serve as "detention expeditors". Finally, as a result of our support of detention reform in this state, the Woodruff Foundation has made a series of substantial grants to the department.
- ✓ Bernalillo County, NM, has invested local tax dollars in new community-based programming, including approximately \$150,000 in a new mental health clinic developed to end the placement of kids with psychological or psychiatric problems in the detention center.
- ✓ Ada County, Idaho invested \$270,000 in local tax revenue funds to new alternatives to detention programming and staff to support those programs.
- ✓ Pierce County, Washington closed a 50 bed unit of its detention center and redeployed approximately \$800,000 in operating costs to support new

community-based alternative programs for youth who previously would have been detained.

- ✓ Three California JDAI sites were recipients of a new grant program, established by the California Endowment, designed to improve health-related outcomes for juvenile justice-involved youth.