I. Introduction

Why Annual Results Reports?

Juvenile Detention Alternatives Initiative (JDAI) sites began submitting annual results reports in 2004. These reports have 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, policy makers 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.

This is the first-ever published summary of the annual results reports. It is based upon reports submitted by JDAI sites in September 2009. In previous years, data reported by sites were either insufficiently complete or too idiosyncratic to assemble into an initiative-wide report. The delay in publishing this 2009 summary stems, again, primarily from data-related challenges explained in greater detail below. Still, improvements in the quality of the submitted reports, increased uniformity resulting from changes in the Annual Results Report format, and patient "cleaning" of the data by our consultant, Lisa Garry, and local site personnel now make it possible to produce this summary report. Despite the problems discussed candidly in both this introduction and various sections of the report, we are comfortable that the data summarized here provide a reliable account of progress in JDAI sites. The data shortcomings that are described below will hopefully stimulate all sites to strengthen their data collection and analysis capacities.

The Foundation wishes to express its appreciation to the site personnel (especially the local JDAI coordinators), TA providers and consultants who generously shared their time and expertise to clarify questions and to "clean" the data. We hope that this summary report will be carefully examined by all JDAI stakeholders and that it will generate suggestions for future reports while also stimulating improvements in site reporting.

The Data

The Annual Results Report collects measures of detention reform results in three core areas:

1. **Impact**, which refers to quantifiable changes in detention utilization, post-disposition commitments and placements, public safety and racial and ethnic disparities. The specific variables reported are listed in Table 1.

2. **Influence**, which refers to specific changes in policies, practices and programs implemented by the sites, as well as activities designed to increase awareness of and support for detention reform, such as media coverage, JDAI presentations and

training sessions (in the reporting year). The specific influence activities reported are listed in Table 2.

3. **Leverage**, which refers to dollars invested in the reporting year to support detention reform activities, whether those are local, state, federal or private. The specific leverage categories are summarized in Table 3.

Table 1:
IMPACT Indicators

- ADP Baseline
- ADP Recent
- Admissions Baseline
- Admissions Recent
- ALOS Baseline
- ALOS Recent
- Commitment Baseline
- Commitment Recent
- Placement Baseline
- Placement Recent
- FTA Baseline
- FTA Recent
- Re-Arrest Baseline
- Re-Arrest Recent
- JCI Baseline
- JCI Recent
- YOC in ADP Baseline
- YOC in ADP Recent
- YOC Commitment Baseline
- YOC Commitment Recent
- YOC Placements Baseline
- YOC Placements Recent
- YOC Admissions Baseline [NEW]
- YOC Admissions Recent [NEW]
- YOC ALOS Baseline [NEW]
- YOC ALOS Recent [NEW]
- Detention Capacity [NEW]

Table 2:
INFLUENCE Indicators

Media Coverage
- Print
- Broadcast
- Internet

Meetings, Conferences and Presentations

JDAI-Specific Trainings

Table 3:
LEVERAGE Indicators

Leveraged Funds
- Local Funds
- State and Federal Funds
- Other Foundation/Private Funds
- In-Kind Match

How Grantees Report Annual Results

Each year, an Annual Results Report format and related instructions are sent to all state and local JDAI sites. Results reports are typically prepared at the local level (since few states have centralized databases for tracking detention utilization and related measures sought in the report). In states where JDAI is a state-level initiative, state coordinators work to ensure timely local completion and to assemble the individual reports for all participating sites into a statewide submission.

For each of the impact indicators, two data points are requested: "pre-JDAI" and "most recent 12-month period". For influence and leverage indicators, sites report measures for the most recent 12-month period only.

As a general rule, "pre-JDAI" or "baseline year" refers to the year immediately prior to the site's initial implementation of detention reform strategies. For most sites, this means the year before becoming a JDAI site, although a few sites began implementing reform strategies prior to receipt of a grant or official designation as a JDAI site and, therefore, identified an earlier baseline year.

The most recent 12-month period typically covers the calendar year just passed, but sites are allowed to identify the period from which the data derives if their data systems or fiscal years make it easier to report a 12-month period other than the calendar year. For the purpose of this summary report, it is not essential that all sites use the same reporting period. It is important for internal consistency, however, that the sites use the same baseline year and the same recent reporting period each year that they complete the Annual Results Report so that trends can be accurately tracked and are not influenced by potential seasonal variations.

Analysis and Use of Results Data

The reports prepared by the sites are typically reviewed by TA Team Leaders prior to submission to the Foundation. Once they are submitted, Foundation personnel review them for internal inconsistencies (e.g., changes in baseline indicators), omissions, and items requiring clarification.

Though Annual Results Reports are submitted by each participating locality, in this report we aggregate the data from the localities in state-level JDAI sites into single measures for those states to simplify the presentation. For example, the average daily population figures from a state with five participating counties will be aggregated into a single state statistic. Therefore, throughout much of this report, we report on data from 34 grantees, even though it is derived from reports from 102 local sites. Individual reports are summarized in Appendix A, which provides the raw data from all of the impact results reports submitted in 2009.

II. Key Problems with the Annual Results Data

Results Reporting Capacity (2009 vs. 2008)

Because of data problems identified in the 2008 results reports, we conducted an administrative audit of the 2009 data to assess whether sites had strengthened their capacities to report the impact indicators. This review also helped to guide follow-up activities with grantees and TA Team Leaders to resolve ongoing data reporting problems.

A total of 102 local JDAI sites reported results data in 2009, most of which are local jurisdictions participating in state-scale JDAI initiatives. Seven local sites were new to JDAI during the reporting period and, therefore, reported only baseline data in 2009. Their data are not included in the aggregate analyses of results.

The audit of the 2009 results report revealed that while most JDAI sites have increased their capacities to report baseline and recent period data across most of the key impact indicators, there continue to be serious gaps in reporting capacities. (Table 4.)

The most serious data deficiencies are related to the following indicators:
- Failure-to-appear rate;
- Pre-adjudication re-arrest rate;
- Out-of-home placements;
- Youth of color commitments and out-of-home placements.

More than two-thirds of all local JDAI sites failed to report baseline and recent period data for the failure-to-appear and re-arrest indicators. More than one-third of local sites failed to report data for the out-of-home placement indicator. More than one-third of all local sites failed to report baseline and recent period data for the number of youth of color placed out-of-home, and more than 20% of them failed to report the number of youth of color committed to state custody.

Table 4: Percentage of Local JDAI sites not reporting data by Impact Indicator.	
Impact Indicators	**Percentage of JDAI Local Sites Not Reporting Data**
FTA Baseline	78%
Re-Arrest Baseline	71%
FTA Recent	66%
Re-Arrest Recent	58%
YOC Placements Baseline	42%
Placement Baseline	39%
Placement Recent	36%
YOC Placements Recent	36%
YOC Commitment Baseline	25%
YOC Commitment Recent	21%
YOC in ADP Baseline	17%
JCI Recent	16%
YOC in ADP Recent	15%
JCI Baseline	14%
Commitment Baseline	12%
Admissions Baseline	11%
Admissions Recent	10%
Commitment Recent	10%
ALOS Baseline	9%
ADP Baseline	8%
ADP Recent	8%
ALOS Recent	8%

Interestingly, we noted a significant improvement in these same indicators between the 2008 and 2009 results reports. They still, however, remain overwhelmingly underreported from year-to-year. We provide as an appendix to this summary the numeric and percentage increases in local site reporting of impact indicators between 2008 and 2009 (Appendix B).

Reporting of public safety data regarding failure-to-appear in court and pre-adjudication re-arrest rates remains the greatest single failing in the annual results reports. Part of the problem stems from the fact that most JDAI sites do not have this data prior to beginning detention reform efforts. Assembling these indicators for the baseline year is difficult, if not impossible, for many sites. Absent the baseline figures, it is impossible to measure changes prior to JDAI implementation. However, inability to produce baseline FTA and re-arrest rates does not explain why the reporting rates for these indicators is so low for the most recent period. The Annual Results Report format affords flexibility to sites in reporting FTA and re-arrest rates, allowing sites, for example, to report those rates only for youth placed in alternative-to-detention programs (rather than all released cases) if that simplifies the data collection challenges. Still, an unacceptably high number of sites fail to report even those straightforward (and essential) indicators. Sites must address this shortcoming if they are to credibly claim that their detention reforms do not undermine the integrity of the court process or jeopardize public safety

Problems in Computing Average Daily Population

We identified data consistency issues for some grantees based upon baseline and recent period data reported for ADP, admissions and average length of stay (ALOS). The standard formula for determining ADP is:

ADP =Total Admissions X ALOS/365

Based upon this equation, eleven JDAI grantees reported admissions and ALOS data inconsistent with their reported ADP (Table 5). Of these sites, six are state grantees for which one or more of the local jurisdictions implementing JDAI reported an ADP that fails to meet this test of internal consistency, thereby reducing confidence in the accuracy of the state's aggregate ADP.

Table 5: Problems in Computing ADP by Grantee
Grantees Reporting ADP Reductions Higher than ALOS and Admissions Data Suggest:
- Clayton County, GA   - Ventura County, CA   - Rockdale, GA   - Baltimore City, MD
Grantees Reporting ADP Reductions Lower than ALOS and Admissions Data Suggest:
- Bernalillo County, NM   - Washoe County, NV   - Washington State   - Minnesota   - Louisiana   - Harris County, TX

Problems with Internal Inconsistencies

There are also data reporting inconsistencies across JDAI grantees. These issues largely involve variability in the following:

- how grantees define admissions;
- how grantees measure lengths of stay to determine an average;
- how grantees define out-of-home placements; and
- general indicators of public safety, particularly for state grantees in which multiple local jurisdictions report different juvenile crime indicators.

These issues limit potential data analysis across sites, but readers should remember that the results reports were designed primarily to enable sites to assess their individual progress over time, rather than to aggregate across sites. Though the variability across sites inhibits certain aggregate analyses, if sites are consistent over time in the measures they use, we can measure their relative progress by examining percentage changes in the indicators.

Problems with Influence and Leverage Indicators

The influence indicators and activities reported annually have presented challenges that limit interpretation of results. In addition to the difficultly in attempting to aggregate certain influence results given variability in data reported across JDAI grantees, there are questions regarding the quality of data reported as well. These issues include, but are not limited, to:

- Lack of specificity in grantee reports regarding program, policy and practice reforms implemented in the most recent period. For example, a site may report that it is planning an evening reporting program even though it has not yet implemented one. Or, a site may report implementing a practice reform that seems, at best, indirectly related to detention. Because of these shortcomings, this report does not attempt to summarize the range in quantity of reforms implemented by sites during the past year;
- "Guesstimates" regarding the number of people who attend or are influenced by certain outreach activities or reached by media coverage; and,
- Questionable claims of leveraged funds that seem unrelated to detention reform activities.

III. Key Findings

A. Detention Utilization Results

1. Average Daily Detention Population

   - ADP has decreased by one-third across the initiative compared to the baseline year.
   - JDAI grantees reported an average reduction in ADP of 32%.
   - Nearly three-quarters of JDAI grantees (71% or 24 grantees) reported ADP reductions equal to or greater than 25%.

2. Detention Admissions
   - Detention admissions decreased by 30% across all reporting sites compared to the baseline year.
   - JDAI grantees reported an average reduction in admissions of 25%.
   - 41%, or 14 grantees, reported admissions reductions greater than the 25%.

3. Average Length of Stay (ALOS)
   - ALOS in secure detention decreased by 5% across the initiative compared to the baseline year.
   - Three-quarters of JDAI grantees reported a reduction in ALOS.
   - The median reduction in ALOS was 7%.

4. Bed Space Utilization
   - On average, JDAI grantees utilized 53% of total detention beds available.

5. ADP Reductions Based on Time in JDAI
   - JDAI grantees that have implemented JDAI for less than three years reported ADP reductions higher than those that have implemented JDAI for six to nine years.

B. Post-Disposition Results

1. Commitments to State Custody

   - Annual commitments to state youth corrections by JDAI sites decreased by one-third across the initiative compared to the baseline year.
   - JDAI grantees reported a median reduction of 34% in commitments to state custody.

2. Out-of-Home Placements
   - Out-of-home placements decreased by 16% across the initiative compared to the baseline year.

- JDAI grantees reported a 13% average reduction in out-of-home placements.
- Nearly one-third of JDAI grantees (32% or 11 grantees) reported reductions in out-of-home placements equal to or greater than 25%.

C. Public Safety Results[1]

- General Juvenile crime indicators reported by JDAI sites decreased by 23% across the initiative compared to the baseline year.
- 80% of JDAI grantees (27 grantees) reported either a reduction or no change in their juvenile crime indicator.
- 21% of JDAI grantees (7 grantees) reported reductions in their juvenile crime indicator equal to, or greater than 25%.

D. Racial and Ethnic Disparities Results

- JDAI grantees reported a 28% average reduction in youth of color in detention ADP compared to the baseline year.
- JDAI grantees reported a 25% average reduction in youth of color committed to state youth corrections.
- JDAI grantees reported a 12% average reduction in youth of color placed out-of-home at disposition.
- Reductions reported for youth of color in detention ADP and detention admissions were lower than reductions reported for the overall youth population for these indicators.
- Reductions reported for youth of color ALOS in detention and commitments to state corrections were higher than reductions reported for the overall youth population for these same indicators.

E. Influence Results

1. Media Coverage
   - JDAI grantees report a total of 171 instances of media coverage of their detention reform activities.

2. Meetings & Presentations
   - JDAI grantees reported conducting 728 meetings and presentations regarding their detention reform activities.

3. Trainings
   - JDAI grantees reported conducting or participating in 327 training events related to detention reform.

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[1] Gaps in reporting of Failure to Appear and Re-Arrest results data prevent data analyses to determine change in the indicators for individual grantees and across the initiative.

F. Leverage Results

- JDAI grantees reported a total of $51 million in leveraged funds to support detention reform.
- JDAI grantees reported that 59% of the leveraged funds supported either alternative-to-detention programming or detention-reform related personnel (e.g., coordinators or expediters).

IV. Summary of Findings by Indicator

Detention Utilization Results

Changes in Average Daily Population

JDAI grantees report significant reductions in average daily population in detention. 94% of grantees report reductions in ADP; 15 grantees (44%) reported ADP reductions greater than 33%; 24 grantees (71%) reported ADP reductions of at least 25% (Figure 1).

ADP has decreased by one-third across the initiative, with 1,927 fewer youth being held in secure detention compared to the baseline year. This result is consistent with the one-day count conducted by the Foundation on June 17, 2009, in which JDAI sites reported census counts that were 35% less than the average daily population in these jurisdictions prior to JDAI.

> *There have been 1,927 fewer youth held in secure detention across JDAI grantees*

Figure 1

CHANGE IN ADP: BASELINE VS. 2009
(Percent)
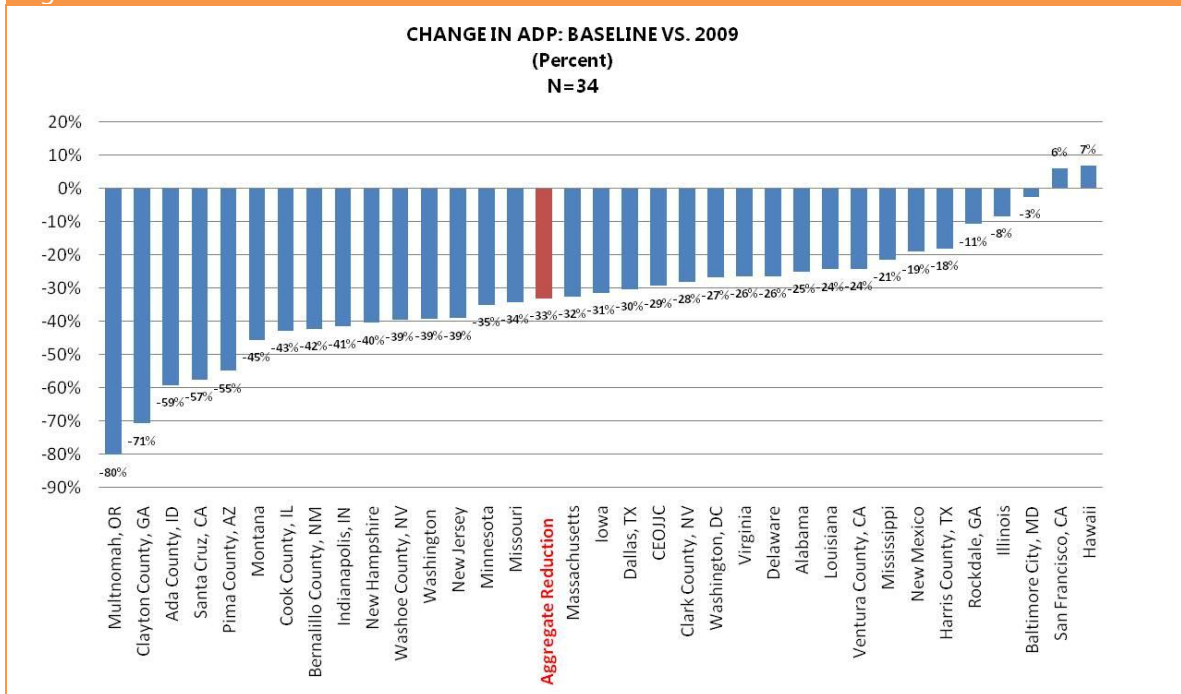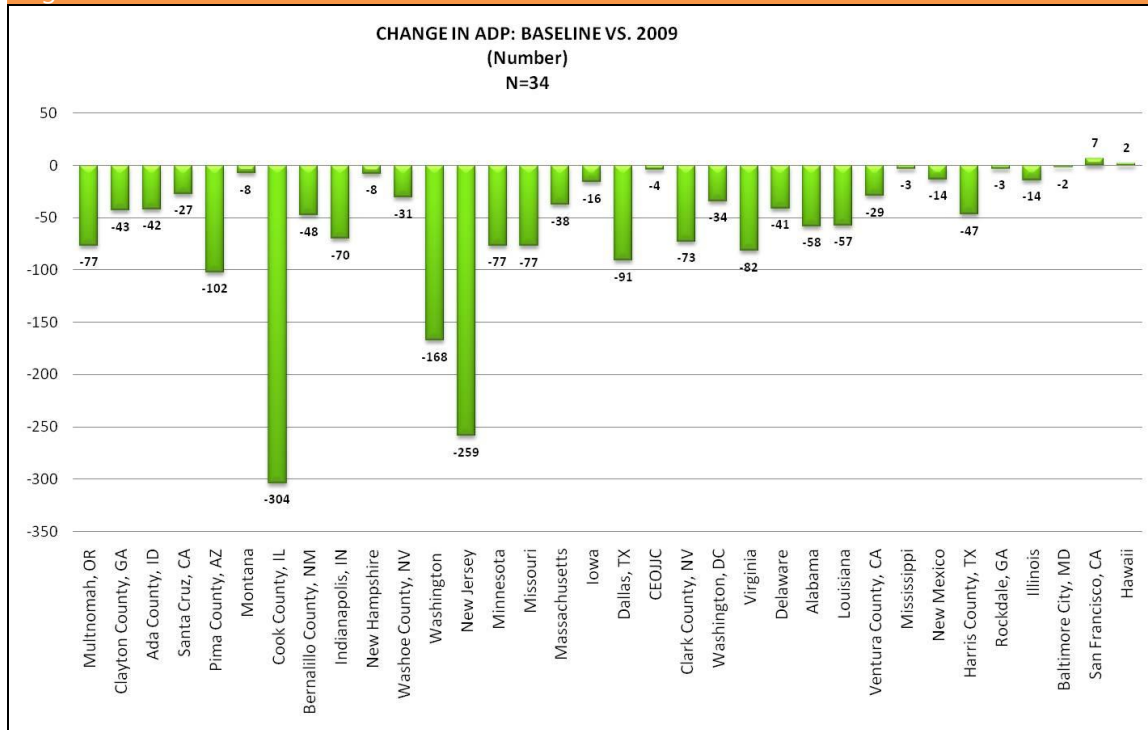N=34

Figure 2

CHANGE IN ADP: BASELINE VS. 2009
(Number)
N=34

Changes in Detention Admissions

With 97% of JDAI grantees reporting on admissions[2], 85% (29 grantees) reported reductions in the number of secure detention admissions. The average reduction in detention admissions was 25%, and the median reduction was 22%. The combined reduction in detention admissions initiative-wide was 30%, with 34,317 fewer youth admitted to secure detention across JDAI grantees compared to the baseline year. Fourteen JDAI grantees (41%) reported admissions reductions equal or greater than 25% (Figure 3).

> *There were 34,317 fewer youth admitted to secure detention initiative-wide than during the baseline year.*

[2] The District of Columbia is the only grantee excluded from admissions data analyses as they have not established a baseline for the indicator

Figure 3

CHANGES IN ADMISSIONS: BASELINE VS. 2009
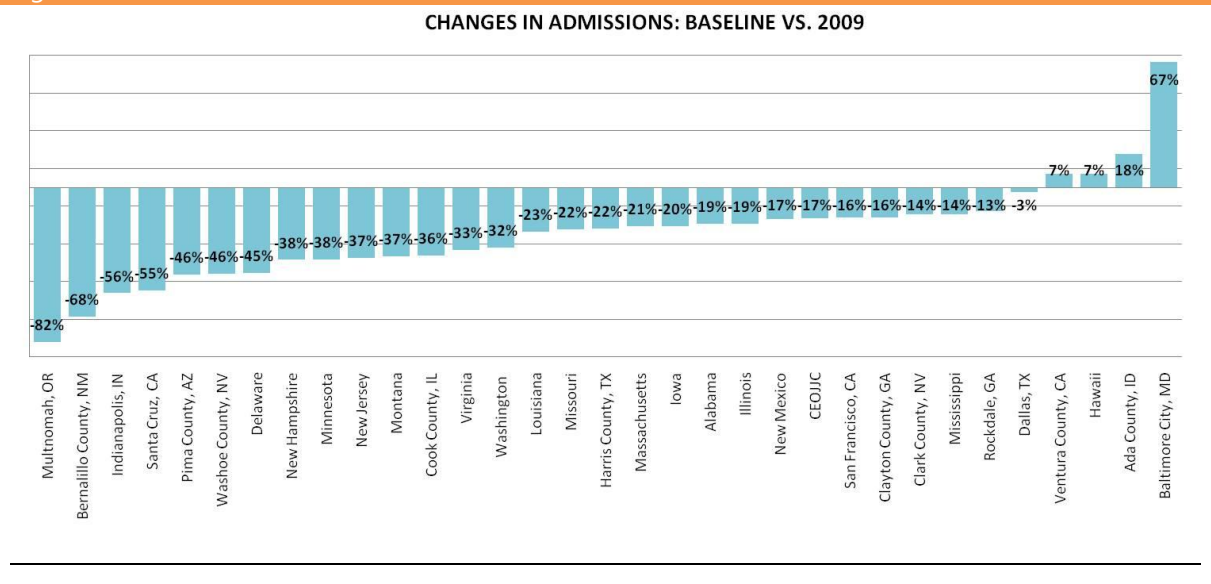
Changes in Average Length of Stay

All JDAI grantees (34) reported baseline and most recent period data for average length of stay (ALOS), with 74% (25 grantees) reporting reductions (Figure 4). The average reduction in ALOS for grantees was 7%. Combined results show that ALOS has only decreased by less than one day, with an aggregate reduction of 5% across grantees reporting. These findings are not surprising. First, ALOS in detention is typically short, so large reductions are unusual. Second, deep reductions in admissions generally occur because sites cease admitting cases with very short lengths of stay. Hence, admissions reductions typically drive overall increases in ALOS because the cases that are admitted generally have longer stays.

Figure 4

**CHANGES IN ALOS (IN DAYS) BY GRANTEE**

11
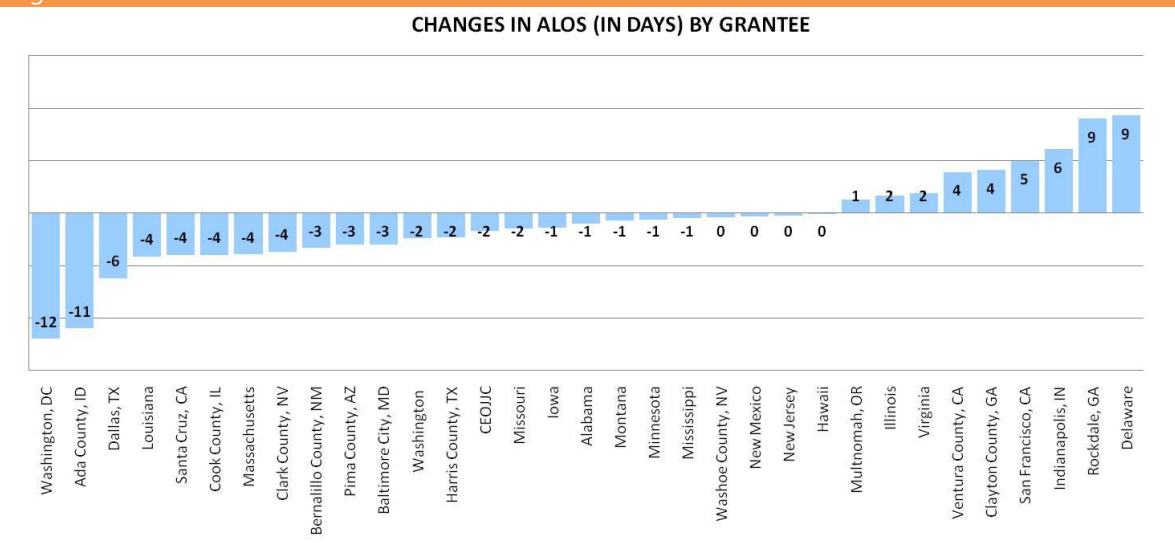
Use of Detention Beds

We began requesting detention facility capacity data in 2009 as a new indicator in the annual results report to determine the percentage of secure detention beds utilized during the recent reporting period, based upon recent period ADP data reported.

On average, JDAI grantees utilize only 53% of available detention bed capacity

Nearly all JDAI grantees (30 grantees, or 88%) reported detention facility capacity data for the first time. Comparing ADP to detention facility capacity, 82% of JDAI grantees (27) reported operating below full capacity (Figure 5).[3] Sixteen grantees operated near or below 50% of their total capacity.

Figure 5

PERCENTAGE OF DETENTION BEDS UTILIZED BY SITE (2009)
Total Detention Capacity = 6,101

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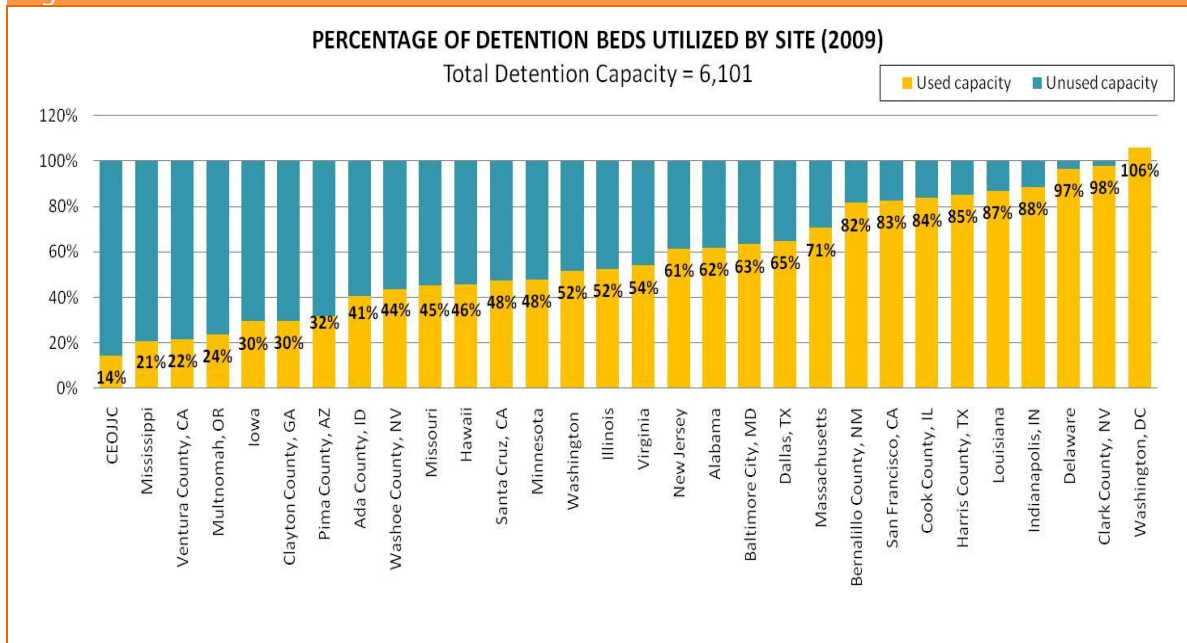
[3] We excluded data of two State grantees (Montana and New Mexico) in the detention capacity analysis because the majority of local jurisdictions implementing JDAI in these states did not report detention capacity, and therefore prevented calculation of a reliable aggregate of detention capacity in the state. New Hampshire did not report capacity data and there are validity issues with Rockdale, GA detention capacity data reported.
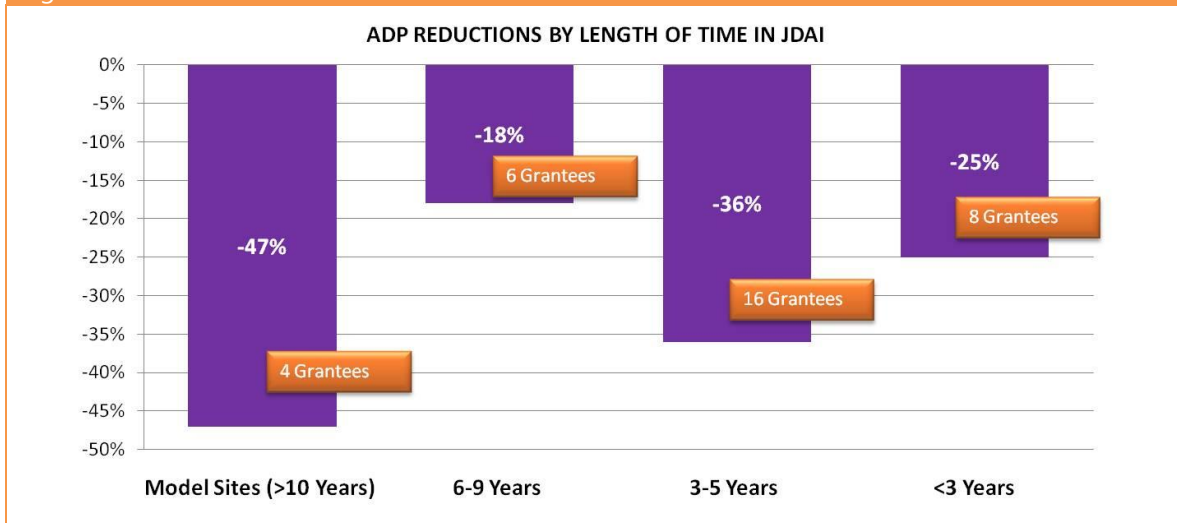
Average Daily Population and Time in the Initiative

The 2009 annual results show that ADP reductions reported by "younger" JDAI grantees are comparable to or exceed ADP reductions reported by grantees that have been implementing JDAI for a longer period of time (Figure 6). The combined average reduction reported by grantees implementing JDAI for less than three years was 25% and 36% for grantees implementing strategies for three to five years. In fact, the grantees in the latter group reported reductions two times higher than grantees who have been implementing JDAI six to nine years (18%).

> *Younger JDAI grantees report ADP reductions significantly higher than grantees who have implemented JDAI for longer periods of time*

The most likely explanation for this phenomenon is that grantees in the 6-9 year range were among the first group of JDAI replication sites. Our approach to replication was still evolving and support for those sites was far more idiosyncratic than is now the case, when a replication infrastructure (standardized training seminars, the Help Desk, Policy and Practice Guides, developmental milestones) was more firmly established.

Figure 6

ADP REDUCTIONS BY LENGTH OF TIME IN JDAI

- Model Sites (>10 Years): -47% (4 Grantees)
- 6-9 Years: -18% (6 Grantees)
- 3-5 Years: -36% (16 Grantees)
- <3 Years: -25% (8 Grantees)

New Jersey ADP data included in the aggregate ADP reduction of sites implementing JDAI for three to five years because the data analysis presented in Figure 6 is based upon actual time in the initiative, and not status as a "model site."

Commitments and Placements

While grantee reporting of commitments to state custody and out-of-home placements data has improved between 2008 and 2009, there remain a number of challenges that limit our analysis of the post-disposition results indicators.

The most significant challenge in reporting of annual commitment and placement data is the blurred definitional lines between commitments to state custody and out-of-home placements. Grantees were better able to count the numbers of youth annually who were committed to state custody. However, because some sites operate local post-dispositional facilities, or because placements in group homes and residential treatment centers may or may not result from commitments to state youth corrections agencies, the out-of-home placement options vary considerably across sites. For these reasons, the results regarding out-of-home placements should be viewed with caution.

Change in Commitments to State Custody

With 100% of JDAI grantees reporting, 74% of grantees (25) reported annual reductions in commitments to state corrections agencies, compared to the baseline year. The average reduction in commitments reported was 15%, but the median reduction much higher, 34%. The large difference between the mean and median reductions is due to large increases in commitments reported by two sites. The combined reduction in commitments to state custody was 33% across the initiative, with 2,932 fewer youth committed to state custody recently, compared to the baseline year. Nineteen JDAI grantees (56%) reported commitment reductions equal or greater than 25% (Figure 7).

> *2,932 fewer youth have been committed to state custody across JDAI grantees*

Figure 7

CHANGES IN COMMITMENT TO STATE CUSTODY BY GRANTEE
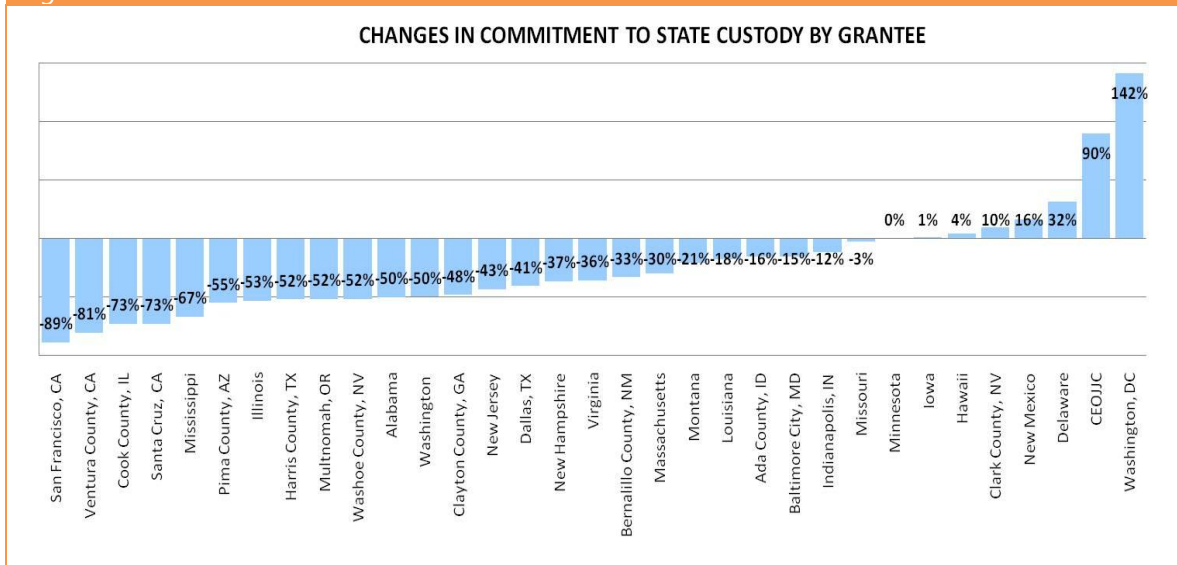
Change in Out-of-Home Placements

With 82% (27) of JDAI grantees reporting, the average reduction in the number of out-of-home placements was 13% compared to the baseline year. The aggregate reduction in out-of-home placements was of 16% across the initiative, with 1,830 fewer youth placed. Nearly one-third of JDAI grantees (11 grantees) reported reductions equal to or greater than 25% (Figure 8).

Figure 8
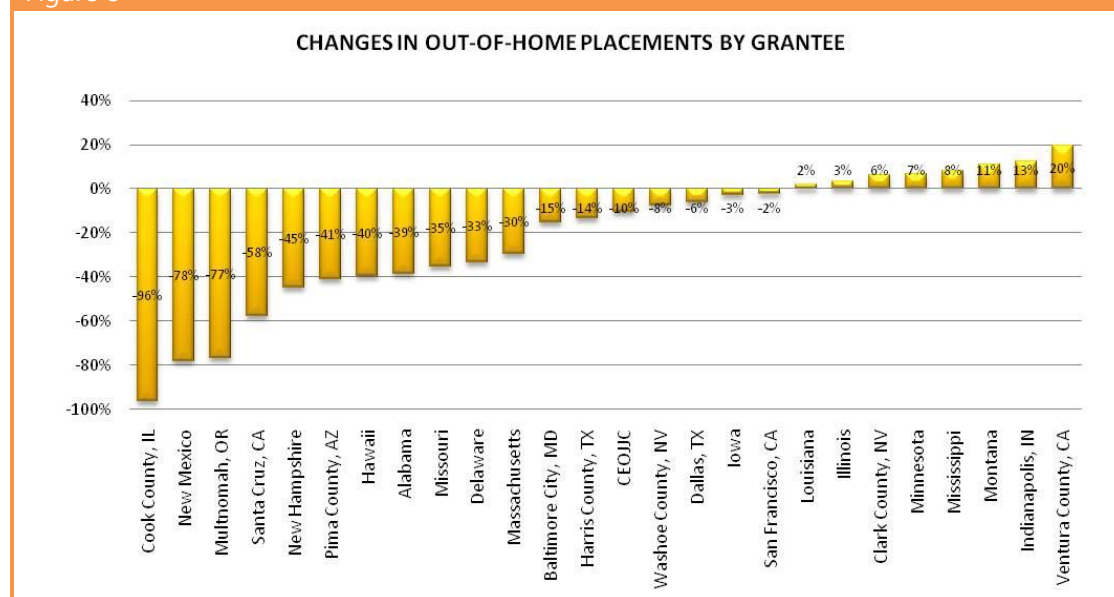
Public Safety

As noted earlier in this summary, grantee reporting of public safety data, especially failure-to-appear and pre-adjudication re-arrest rates, represents the single greatest shortcoming in the annual results report. But analysis of the public safety data is complex for another reason as well. Grantees are also asked to track a single general indicator of juvenile crime to measure overall public safety results. In 2009 the Foundation suggested that, whenever possible, sites report "felony petitions filed" as that measure, and many sites did change to that simple indicator. However, others had the option to—and many did—rely on a different measure, such as total juvenile arrests or total referrals. The different measures reported by sites mean that analyses must largely be restricted to whether the result indicator selected increased or decreased and by how much. Table 6 summarizes relative changes in various general public safety measures across the sites.

While the number of sites reporting FTA or re-arrest rates remains too low to draw firm conclusions, those sites that did report generally experienced reduced rates in these two key measures of pre-adjudication behavior. That is encouraging, but not definitive. A

number of sites reported substantial improvements in FTA rates, largely because of new practices (e.g., court date reminders).

Table 6:
Aggregation of Public Safety Data by Grantee and Indicator

	GRANTEES REPORTING (#)	AVERAGE BASELINE RATE	AVERAGE MOST RECENT RATE	AVERAGE PERCENTAGE POINT CHANGE	AVERAGE PERCENTAGE CHANGE
Failure to Appear Rate	12	11.8%	4.6%	-7.2%	-61%
Pre-Adjudication Re-Arrest Rate	13	26.5%	20.4%	-6.1%	-23%
Juvenile Crime Indicator[1]	30	Not Applicable[2]	Not Applicable	Not Applicable	-23%

[1] May be defined as juvenile arrests, delinquency petitions, felony petitions, or referrals/complaints
[2] Juvenile Crime Indicators reported as raw numbers, not rates.

Table 7 groups individual local JDAI sites by the type of general public safety indicator they track. Despite the variability in indicator selected, a clear pattern emerges: JDAI sites experienced lower levels of juvenile crime after implementing detention reforms than during the baseline year. 80% of sites reporting saw either no change or reductions in their measures, be they arrests, referrals and complaints, delinquency petitions or felony petitions.

Table 7:
Aggregation of Juvenile Crime Indicator (JCI) Data by Local JDAI Site and by Indicator Type

JUVENILE CRIME INDICATOR	# OF SITES[1] REPORTING	AGGREGATE BASELINE	AGGREGATE RECENT	CHANGE (#)	CHANGE (%)
Juvenile Arrests	15	29,885	25,756	-4,129	-13.8%
Referrals/ Complaints	18	170,661	125,220	-45,441	-26.6%
Delinquency Petitions	12	90,595	67,837	-22,758	-25.1%
Felony Petitions	29	53,151	41,402	-11,749	-22.1%

[1] Aggregation of Juvenile Crime data by local JDAI site, instead of grantee, because of variation in the type of indicator sites chose to report

Racial and Ethnic Disparities

While grantee reporting of racial and ethnic disparity data was less problematic in 2009 than in 2008, there are some limitations in determining changes in utilization of detention, commitments and out-of-home placements for youth of color. The most significant shortcoming is that more than one-third of JDAI grantees (12) did not report youth-of-color data for one or more of the five impact indicators for which it was requested (Table 8).

Table 8: Grantees Missing Baseline or Recent Data for Racial and Ethnic Disparities Data	
Grantee (In alphabetical order)	**Indicators Missing (Baseline and/or Recent Period)**
Ada County , ID	Admissions, ALOS and Placements
Bernalillo County, NM	Placements
Clayton County, GA	ALOS, Commitments and Placements
Hawaii	ADP, Admissions, ALOS and Placements
Minnesota	ALOS
Montana	ALOS
New Hampshire	Commitments and Placement
New Jersey	Placements
New Mexico	ADP, Admissions and ALOS
Virginia	Commitments and Placements
Washington	Placements
Washington, DC	Admissions

Change in Youth of Color in ADP

Thirty-one JDAI grantees reported baseline and recent period data for youth of color in their detention ADP, but only 19 of them reported youth of color in the related admissions and ALOS indicators. The average reduction in youth of color in ADP was 28% for grantees reporting. Across the initiative, the combined reduction was 26%, with 1,075 fewer youth of color in ADP across all grantees reporting.

For the majority of grantees reporting these data, the reduction youth of color in ADP is either lower or only slightly better than the reduction in ADP for all youth.

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Eight JDAI grantees (24%) reported larger percentage reductions in youth of color in ADP than their overall ADP reduction, and two grantees reported reductions in the number of youth of color in ADP by the same percentage as their overall ADP reduction (Table 9).

While fewer youth of color are being detained, this does not indicate a reduction in racial and ethnic disparities. Reductions in ADP, admissions and commitments for youth of color across the initiative have occurred at lower levels than reductions for the total population of youth. And while out-of-placements for the total population has decreased across the initiative, there has been little change in placements for youth of color, with a slight increase of less than 1%. Average length of stay is the single indicator for which JDAI grantees report reductions at a higher rate for youth of color than the total population (Figure 9).

Table 9: JDAI Grantees Reporting Larger or Same Percentage Reductions for Youth of Color in ADP		
GRANTEE	YOC ADP Reduction	Total ADP Reduction
Ada County, ID	-86%	-59%
Multnomah County, OR	-81%	-80%
Santa Cruz, CA	-59%	-57%
Massachusetts	-36%	-32%
Harris County, TX	-24%	-18%
Pima County, AZ	-55%	-55%
Massachusetts	-36%	-32%
Iowa	-31%	-31%
Dallas, TX	-30%	-30%
Alabama	-25%	-25%

Figure 9

Change in Youth of Color Indicators vs. Change in Total Population Indicators
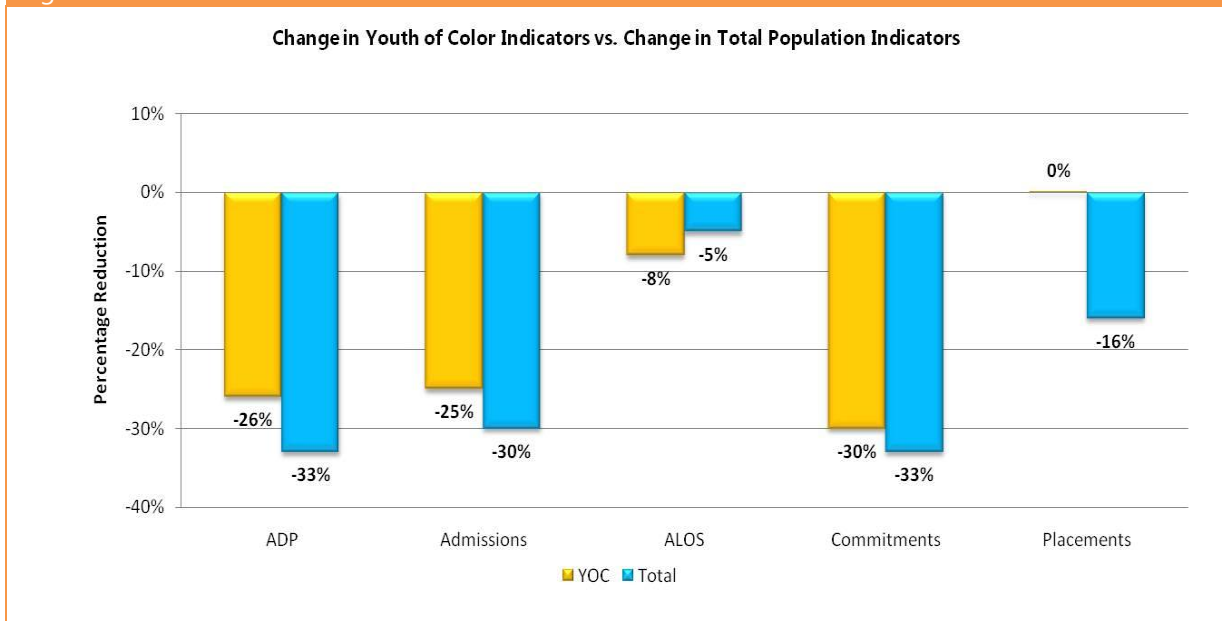
Changes in Youth of Color Committed to State Custody

Twenty JDAI grantees (59%) reported reductions in the number of youth of color committed to state custody. The average reduction reported in youth of color committed to state custody was 25%[4]. The combined reduction in youth of color commitments was 30%, with 2,052 fewer youth of color having been committed across the initiative in the most recent year, compared to the baseline year. Fourteen JDAI grantees (41%) reported reductions in youth of color commitments by 33% or greater. (Figure 10)

Figure 10

YOUTH OF COLOR COMMITMENT CHANGES VS. TOTAL COMMITMENT CHANGES
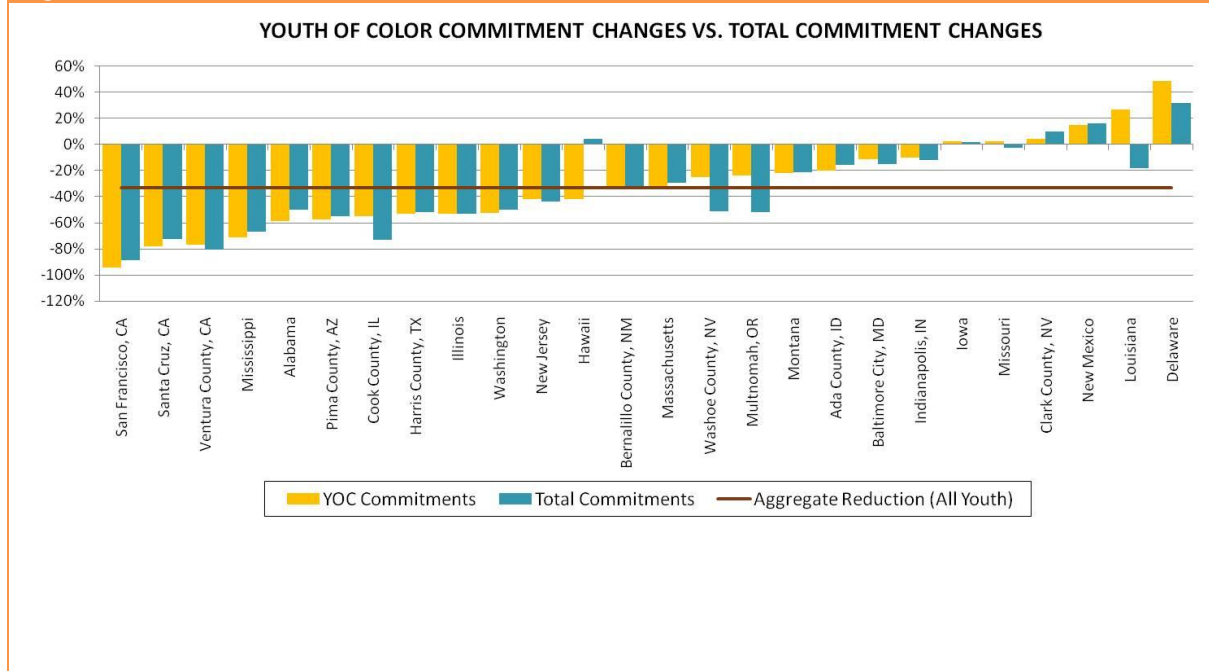
Changes in Youth of Color Out-of-Home Placements

Seventy-one percent of JDAI grantees reported annual results data for youth of color out-of-home placements. Of grantees reporting, 35% (13 grantees) reported either a reduction or no increase in the number of youth of color placed out-of-home (Figure 11). The median reduction in youth of color out-of-home placements was 11.5%.

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[4] Median average reduction used to frame the youth of color and commitment and placement results due to Rockdale County, GA and District of Columbia outlier data.

Figure 11

Changes in YOC Placements by Grantee
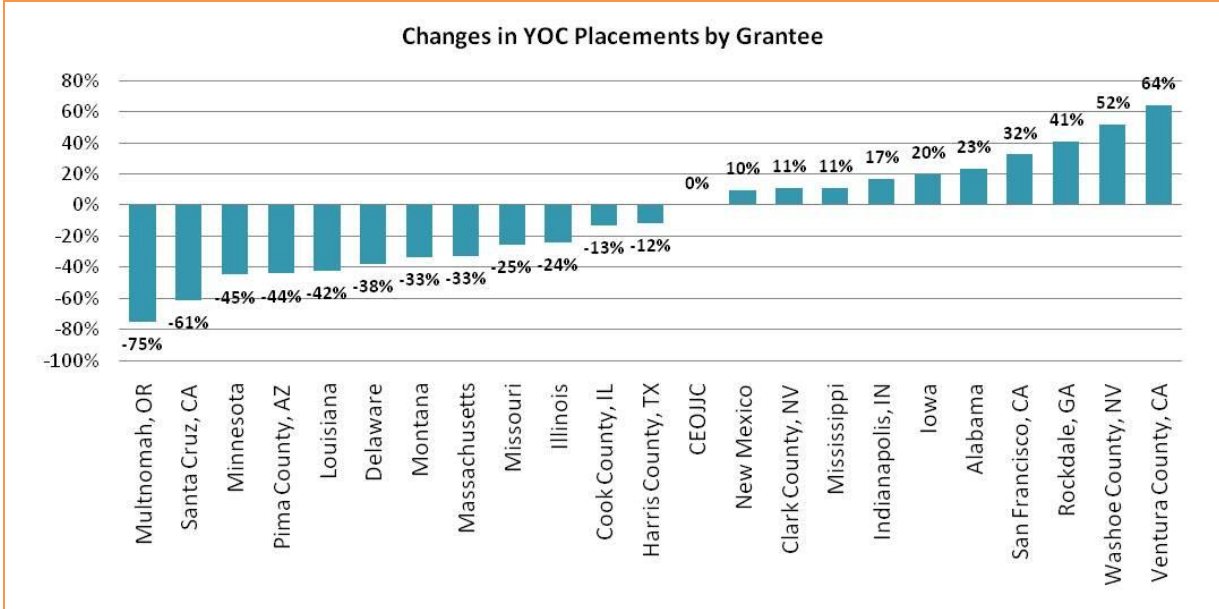
Aggregate Reductions, 2009 vs. 2008

Overall, aggregate reductions in key indicators in 2009 were higher than the 2008 aggregate reductions (Figure 12). This hopefully reflects continued progress across sites, but it may also be a result of improved reporting. The increase in the number of sites reporting, and the increased availability of both baseline and recent period data reported, created a richer data set from which to analyze results in more of the key indicators.

Figure 12

TRENDS IN AGGREGATE REDUCTIONS BY IMPACT DATA POINT
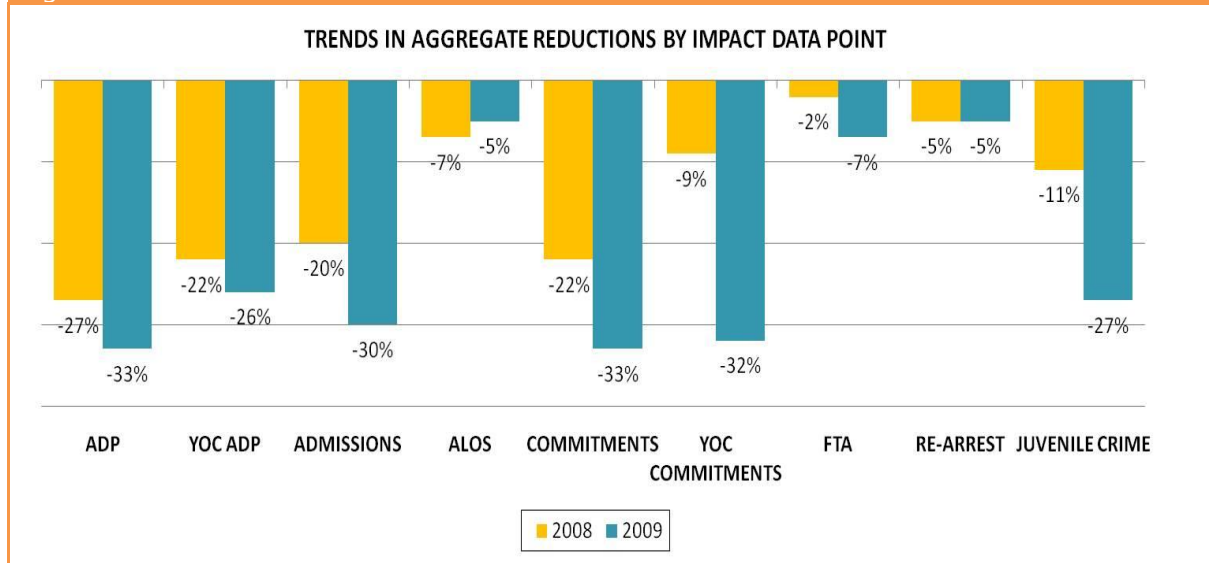
Aggregate Changes for FTA and Re-Arrest rates are percentage point changes, not percentage reductions

Influence

Media, Meetings, and Trainings

Sites report any print or broadcast coverage that their detention reform work received during the most recent reporting period.   Influence results reported also include meetings, presentations and trainings about detention reform for stakeholders, constituencies and the general public.

Influence activities are often difficult to quantify, especially estimating the number of people influenced by media coverage or presentations. Moreover, some attendees are present at outreach and training events multiple times throughout the reporting period. Therefore, the number of people "influenced" may be largely overstated in grantee reporting.

Grantee reporting of conference-related influence activities is also distorted because some sites report all conferences attended or conducted by juvenile justice personnel in the site. We analyzed narratives provided by the sites to determine whether conferences attended/conducted linked directly to detention reform, but the number of conferences reported in 2009 is also likely overstated for these reasons.

Table 10: Aggregate of Media, Meetings, and Trainings as Influence Activities	
Media Activities	Total: 171
• Number of Print Media Articles	104
• Number of Broadcasts	44
• Number of Internet Articles	23
Meetings and Presentations	Total: 728
• Number of Special Meetings	400
• Number of JDAI Presentations	209
• Number of JDAI Conferences	119
• Number of People Reached/Influenced	20,816
JDAI Trainings	Total: 327
• Number of Trainings on JDAI Core Principles	261
• Number of Model Site Visits	14
• Number of Miscellaneous Training and T/A	36
• Number of site-to-site TA Sessions across initiative	16
• Number of People Reached/Influenced	11,775

Grantees reported holding meetings and training sessions on JDAI a total of 728 times during the recent reporting period, with more than 20,000 attendees participating in these types of events (Table 10). A total of 327 training events were reported across the initiative.

Leverage

Leveraged funds refer to the dollars spent to support detention reforms (beyond those provided by the Foundation). These funds may include grants provided the State Advisory Group (SAG) for reform activities, private grants secured to enhance or expand detention reform, or local, state or federal funds allocated to support implementation of reform strategies and activities. Narrative explanations provided by sites indicate that the majority of these dollars are used to support alternatives to secure detention or to hire personnel who perform implementation activities or provide oversight (e.g., coordinators).

There are important limitations in the leveraged funds data that grantees reported. Grantees may underreport foundation and private funds leveraged to support or expand detention reform activities, and overstate local in-kind match funds. Another limitation is that grantee explanations of how these funds are related to detention reform are frequently unclear, implying that they may be only indirectly related to JDAI strategy implementation. After careful review, we estimated that as much as 40% of leveraged funds reported may be only indirectly related to specific detention reform programs and operations.

<u>Leveraged Funds</u>

Thirty JDAI grantees (88%) reported $51.2 million in total leveraged funds to support detention reform. Of this amount, $29 million were reported as local allocations. The combined total of state and federal funds, $18.8 million, represents more than one-third of total leveraged funds reported across the initiative (Table 11).

Thirty JDAI grantees (88%) reported leveraged funds in one or more of the four fund types. The median in total leveraged funds reported by grantees across the initiative was $638,000. Fifteen JDAI grantees (44%) reported total leveraged funds at least twice the average (Table 12).

Table 11: Combined Total Leveraged Funds across Grantees by Type of Fund	
Type of Funds	**Reported Leverages**
Local Funds	$29,057,221
State and Federal Funds	$18,817,392
Other Private Funds	$1,674,335
In-Kind Match	$1,706,574
Total Funds Reported:	**$51,255,522**

Data were disaggregated by reported use of these funds, based upon a review of narratives that grantees provided. Leveraged funds were used primarily to support staffing ($14.2 million or 28%) and for operation of detention alternative programs ($15.9 or 31%). While these two types of uses are not the only means of demonstrating investments that support detention reform, they are important factors in the implementation and monitoring of detention reform strategies (Figure 13).
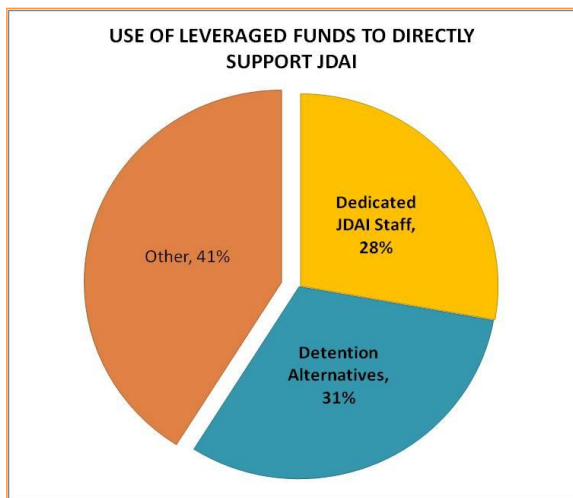
Table 12:
JDAI Grantees Reporting Total Leveraged Funds Above the Median Across the Initiative

Cook County, IL ($7.7 million)

New Jersey ($5 million)

Alabama ($4 million)

Bernalillo County, NM ($3.8 million)

Virginia ($3.8 million)

Washington ($3.7 million)

Illinois ($3.5 million)

Indianapolis, IN ($2.4 million)

Clark County, NV ($2.3 million)

San Francisco, CA ($2 million)

Pima County, AZ ($1.8 million)

Santa Cruz, CA ($1.7 million)

Louisiana ($1.6 million)

Missouri ($1.4 million)

Baltimore ($1.3 million)

Figure 13

USE OF LEVERAGED FUNDS TO DIRECTLY SUPPORT JDAI

Dedicated JDAI Staff, 28%

Other, 41%

Detention Alternatives, 31%