Juvenile Detention Alternatives Initiative

2013 Annual Results Report
Inter-site Conference Summary

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 initiative in the United States, reaching youth in nearly 300 local jurisdictions across 39 states and the District of Columbia as of May 2014. JDAI sites submit Annual Results Reports to the Foundation for two primary purposes: (1) to provide a yearly opportunity for sites 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 document is JDAI's fifth annual summary of the Results Reports. As of 2013 JDAI sites had:

- **Substantially reduced reliance on secure detention.** In the aggregate, sites reduced the number of youth detained on an average day by nearly 3,600 compared with pre-JDAI levels, a reduction of 44 percent. Over the course of one year, that translates into more than 1.3 million fewer days of detention than these sites used prior to implementing JDAI.
- **Reduced annual admissions to detention by nearly 68,000 youth** compared with pre-JDAI admissions, a decrease of 39 percent.
- **Reduced detention among youth of color.** Most of the reduction in detention admissions occurred among youth of color, who are historically over-represented in secure detention across the US. In the aggregate, JDAI sites detained 43 percent fewer youth of color than they did prior to JDAI – yet youth of color still account for the majority of detained youth, and are still detained at more than three times the rate of other youth in JDAI sites. Clearly much more must be done to eradicate racial and ethnic disparities. It bears recognizing, however, that JDAI sites are moving in the right direction: while they have reduced their rate of detention per 100,000 youth by 44 percent among white youth, they have reduced it by 46 percent among youth of color. As a result, disparities in detention remain very large, but are narrowing across JDAI sites in the aggregate.
- **Reduced their commitments of youth to state custody.** In their 2013 reporting years, JDAI sites committed more than 6,300 fewer youth to state custody than they did in their pre-JDAI baseline years – a reduction of 45 percent. They reduced their commitments of youth of color by 46 percent, or more than 4,500 per year. Accounting for youth of color's increasing share of the

overall youth population, sites have collectively reduced their rate of commitments among youth of color by 49 percent below pre-JDAI levels.

- **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 2013 were down by an average of 40 percent from pre-JDAI levels.

- **Secured more than $58 million in financial resources above and beyond their JDAI grants to support detention reform.** On an average per site basis, this represents a 7 percent increase above 2012, reversing a three-year downward trend in average leveraged funds per site. Compared with 2010, sites report drawing a smaller share of their leveraged funds from local government and private foundations, and a larger share from state and federal sources.

The following table summarizes the 2013 results reported by JDAI sites on several of the most frequently-cited indicators of the overall impact of detention reform.

Table 1: Aggregate JDAI Results on Frequently-Cited Impact Indicators

Indicator	Pre-JDAI Baseline	2013 Results	Numerical change	Percent change	Sites (grantees) included in analysis
Average Daily Population (ADP)	8,081.3	4,489.4	-3,591.9	-44%	131 (42)
Annual Admissions	175,010	107,088	-67,922	-39%	131 (42)
Avg. Length of Stay (ALOS) in days *	16.7	15.0	-1.7	-10%	131 (42)
Youth of Color (YOC) ADP	5,827.7	3,324.5	-2,503.2	-43%	122 (40)
YOC Annual Admissions	117,298	75,575	-41,723	-36%	122 (40)
YOC ALOS in days *	17.8	15.9	-1.9	-11%	122 (40)
Commitments Total	13,984	7,633	-6,351	-45%	131 (42)
YOC Commitments	9,881	5,297	-4,584	-46%	122 (40)
Juvenile Crime Indicator:					
Delinquency Petitions Filed	19,436	11,565	-7,871	-40%	19
Felony Petitions Filed	122,308	70,713	-51,595	-42%	76
Juvenile Arrests	36,355	21,943	-14,412	-40%	23
Juvenile Intakes	51,940	36,300	-15,640	-30%	15

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

These results depict an initiative that has accomplished a great deal, and still has much left to accomplish. It documents the progress that JDAI sites have made in reducing their reliance on secure detention and advancing juvenile justice reform; and it also

shows that sites continue to grapple with challenges in several areas of performance, most notably the stubborn persistence of racial and ethnic disparities.

On the whole, the results that JDAI sites have achieved are gratifying and impressive – and those achievements should give sites renewed confidence and deeper commitment to tackle the challenges that remain. The Foundation expresses its profound gratitude for the efforts of those who have made this report possible, and those who continue the work in JDAI sites so that future results will be even better.

SCALE OF JDAI REPLICATION

Thanks to the efforts of scores of dedicated practitioners over its two-decade history, JDAI has expanded to become the most widely replicated juvenile justice initiative in the United States. JDAI sites are a diverse cross-section of the American juvenile justice system. They range from single jurisdictions, to regional groups, to statewide initiatives. In terms of their youth populations[1], some contain fewer than 5,000 youth and others more than 500,000. They span the nation's cultural and political spectrum, and can be found in almost every region of the country. (Figure 1)
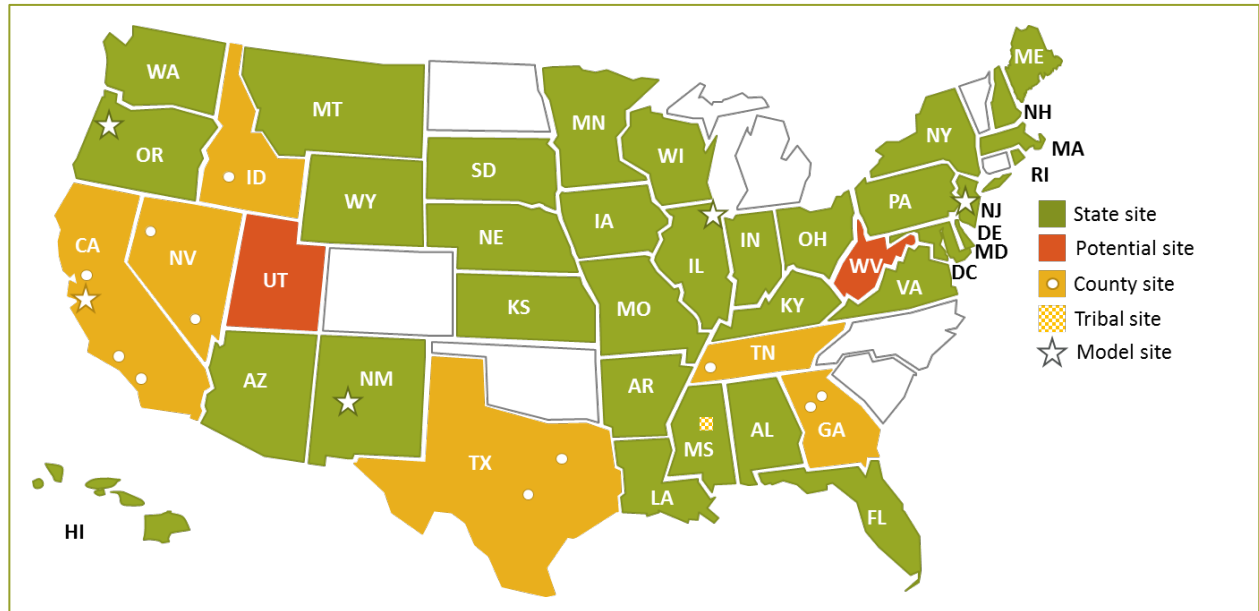
Figure 2: 2014 Status of JDAI Implementation

Collectively, JDAI sites account for a significant share of the nation's youth population, estimated in 2012 at more than 33 million. Sites currently participating in JDAI as of the end of 2013 contained more than 10.4 million youth, or 31 percent of the national total. Another 10.4 million (32 percent) live in jurisdictions that are not currently participating in JDAI, but located in one of the states that are partnering with local jurisdictions to expand detention
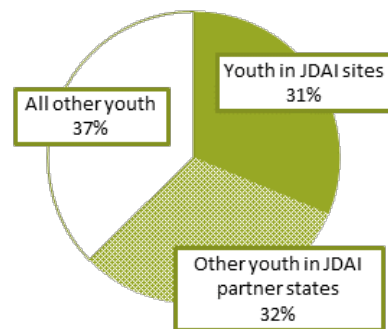

Figure 1: Youth Population & JDAI

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[1] Throughout this document, references to the "youth population" in a jurisdiction, site or grantee refer to persons 10 to 17 years of age. Although states use different ages of majority to define the jurisdiction of the their juvenile courts, the 10-17 age range accounts for the vast majority of youth involved with the juvenile justice system, and is commonly used by the U.S. Department of Justice, Bureau of Justice Statistics as the denominator when calculating rates of juvenile arrest, court involvement, and confinement. Population data for each JDAI site was assembled for this report using population estimates from the U.S. Census Bureau and made available by the U.S. Office of Juvenile Justice and Delinquency Prevention on its public website, http://www.ojjdp.gov/ojstatbb/default.asp, last downloaded on May 15, 2014.

reform statewide. Most of the remaining 12.4 million youth (37 percent) live in states where at least one JDAI site is present but there is currently no active partnership with the state to replicate JDAI (i.e. California, Texas, Georgia, Tennessee, Nevada, and Idaho). Among the states where there was no JDAI presence as of 2013, two (Utah and West Virginia) are actively engaged in planning JDAI efforts that could begin during 2014. (Figure 2)

It has taken nearly two decades for JDAI to achieve this scale of replication, and those years have seen a significant decrease in the national population of detained youth. Many factors have contributed to this national decline, and no one should assume that JDAI by itself has driven this national trend. But it is reasonable to infer that JDAI's expansion has contributed to it – a result which is wholly consistent with the goals and aspirations set for JDAI when it began in 1992.
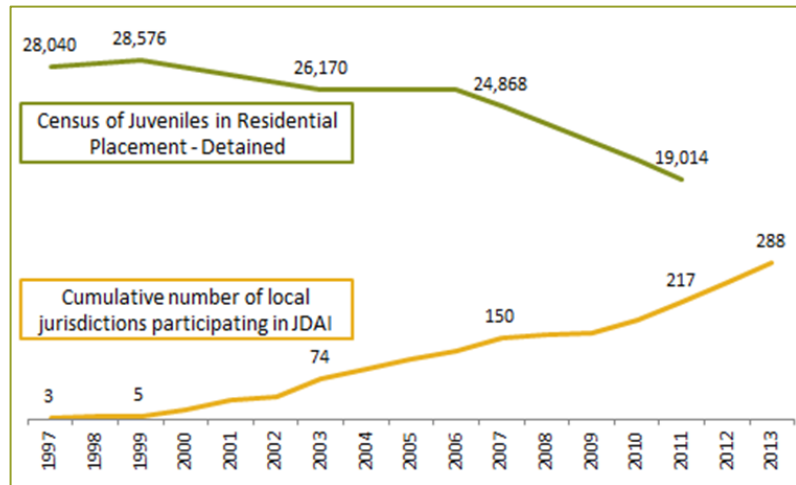

Figure 3: JDAI Replication and the National Trend in Detention

One reason to infer that JDAI has contributed to the national trend is simply that the increase in the number of local jurisdictions participating in the initiative (i.e. counties, parishes, independent cites, Indian Tribes) tracks the national trends in detention so closely. (Figure 3) A more compelling reason is that JDAI sites have consistently reduced their use of detention, by an increasing proportion, even as the initiative has expanded. A comparison of JDAI sites' performance as documented in the 2009 and 2013 Results Reports shows that while the number of sites reporting on changes in their average daily population (ADP) in detention went up by 54 percent (from 85 to 131), their aggregate reduction in ADP grew by 86 percent (from a decrease of 1,927 to a decrease of 3,592). Put another way: in 2009, 85 sites reported a 33 percent reduction in detention; and in 2013, an even larger group of 131 sites reported an even larger reduction of 44 percent. (Figure 4) This dynamic can only have helped to propel the national numbers downward.
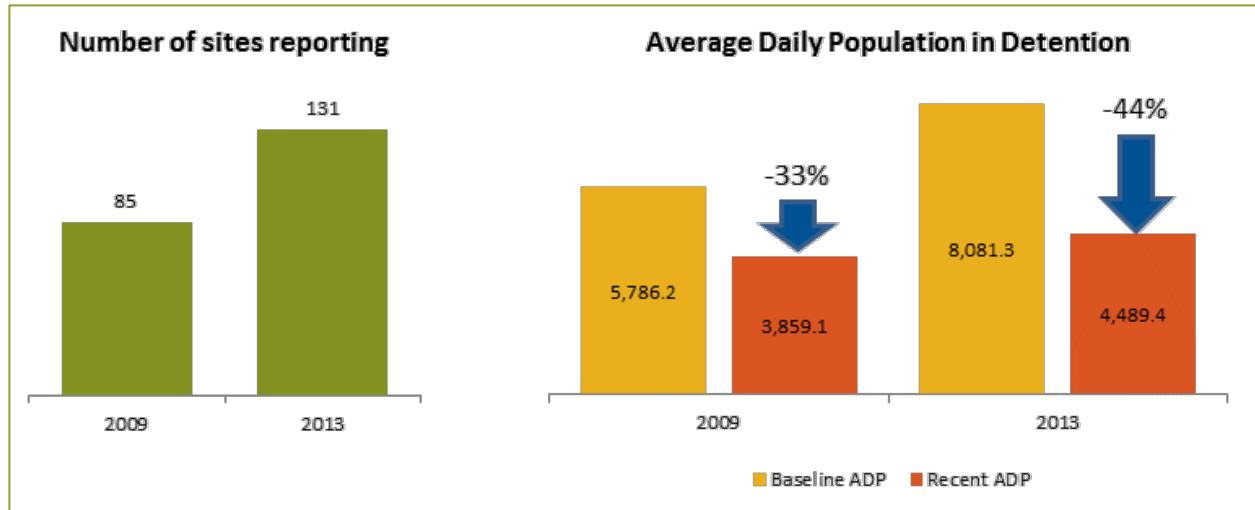
Figure 4: 2009 vs. 2013 Results in Reducing Juvenile Detention

JDAI Results Reports Overview & Technical Notes

Results Reports Indicators

JDAI sites report data across the following three categories to measure detention reform results:

- **Impact** indicators gauge changes in utilization of secure detention for pre- and post-adjudicated youth, and changes in the number of youth committed to state custody. Impact indicators measure changes in the over-representation and disparate treatment of youth of color involved in the juvenile justice system. These indicators also track changes in public safety and compliance with the court process, as measured by rates of failure to appear for court dates, pre-adjudication re-arrest, and overall juvenile crime. Impact results are determined by measuring the change in these indicators between the pre-JDAI year (baseline) and the year of annual results reporting (recent). The baseline year refers to a year just prior to the site's beginning implementation of JDAI core strategies, which in some cases begins before the site receives a grant from the Foundation or official designation as a JDAI site.

- **Influence** results measure progress as determined by juvenile justice policy, practice and program reforms. Influence results also capture efforts of grantees to engage multiple state and local stakeholders

Table 2: List of indicators on JDAI Annual Results Reports
Impact Indicators:
Average Daily Population (ADP)
Admissions
Average Length of Stay (ALOS)
Youth of Color (YOC) ADP
YOC Admissions
YOC ALOS
Detention Bed Capacity
Commitments to State Custody
Failure to Appear (FTA) Rate
Re-Arrest Rate
Juvenile Crime Indicators (JCI)
Leverage Indicators
Local Funds
State and Federal Funds
Other Foundation/Private Funds
In-Kind Match Resources

through information-sharing and education sessions (e.g., training and technical assistance).

- **Leverage** results measure the amount and of additional resources grantees are able to use to support and expand detention reform efforts. Leveraged resources include local, state, federal and other private funds, such as grants. Grantees also include in-kind match of resources to support detention reform in sites. In-kind matches more frequently involve deployment of existing human resources and public facilities for JDAI purposes.

All Results Report data are self-reported by JDAI sites, and although they are reviewed for internal consistency by JDAI staff, they are not independently validated. Table 2 lists the results that are summarized in this document.

2013 Reports Received

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. Generally, in the first year that a site participates in JDAI, the site assembles data on the results reports indicators for their pre-JDAI baseline period only. In their second year of JDAI participation, and each year thereafter, they are expected to provide complete reports, including statistics from both their pre-JDAI baseline year and the most recent year available. The time periods represented by the recent year data are all 12 months in length but specific timeframes vary by site, e.g. some sites report on a calendar year basis and others on a fiscal year basis. For the 2013 Annual Results Reports, for their recent year about two-thirds of sites used a 12-month period ending in 2012, and about one-third used a period ending in 2013.

Because sites are structured in different ways, some Results Reports cover only one local jurisdiction, while others aggregate the results of JDAI across multiple jurisdictions. In 2013, we received reports from 160 sites, of which 15 were implementing JDAI independently in a single local jurisdiction; 20 were implementing JDAI in multiple jurisdictions (on a statewide, regional or circuit / district court basis) and summarizing those efforts in a single Results Report; and 125 were implementing JDAI as part of a statewide detention reform effort but submitting one Results Report for each participating jurisdiction. We also received summary reports from 17 state partners, which did not include any information about Impact indicators that was not already provided in the local site reports, but did include information about leveraged funds that is included in that portion of this analysis.

It is worth noting that the 2013 Results Reports were collected from sites using a new submission process: a web-based portal that was developed by JDAI with support from technologists from Clemson University's Center for Human-Centered Computing and the Morehouse University Department of Computer Science. The Foundation expresses its gratitude to all JDAI sites and staff for their diligence and patience in the implementation of this new process, and extends special appreciation to Prof. Kinnis Gosha of Morehouse University for his work in creating the portal.

Summary Analysis of the Results Reports

Of the 160 site reports received, 17 contained baseline-year information only, leaving 143 reports that could be used to assess JDAI's cumulative impact. Some of those reports included complete information about some indicators but not others; and a small number contained information that was either internally inconsistent or judged to be unreliable by JDAI and site personnel. Wherever possible those inconsistencies were resolved through follow-up with the sites, but some could not be resolved in time for preparation of this analysis. As a result, the number of reports on which this analysis is based varies somewhat depending on the indicators examined. Table 1 shows the number of reports used for the analysis of each indicator in column six.

For simplicity of presentation, this analysis summarizes site reports by JDAI grantee. In the case of 20 of the 143 reports we received, the grantee name is the same as the site name: these are the reports we received from 15 single-jurisdiction sites and from 5 statewide or multi-jurisdiction sites that traditionally submit aggregated Results Reports. For the other 123 reports we received, all from local sites that are part of statewide detention reform efforts, we aggregated their results by state. Column six of Table 1 shows the number of grantees included in the analysis of each major impact indicator.

On each chart in this document, where results from multiple reports are aggregated up to a single grantee, the number of reports used to tabulate each grantee total is shown in parentheses on the horizontal axis. In some cases an analysis of an indicator could include only one site report for a state grantee that includes multiple sites, thereby yielding only a fragmentary picture of the results that are actually being achieved in that state; such instances are identified in a footnote on the first page of each portion of the analysis.

TOTAL DETENTION POPULATION[2]: AVERAGE DAILY POPULATION (ADP)

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 44 percent in the aggregate. Collectively, sites detained almost 3,600 fewer youth per day in 2013 than they did prior to JDAI. This translates into more than 1.3 million fewer
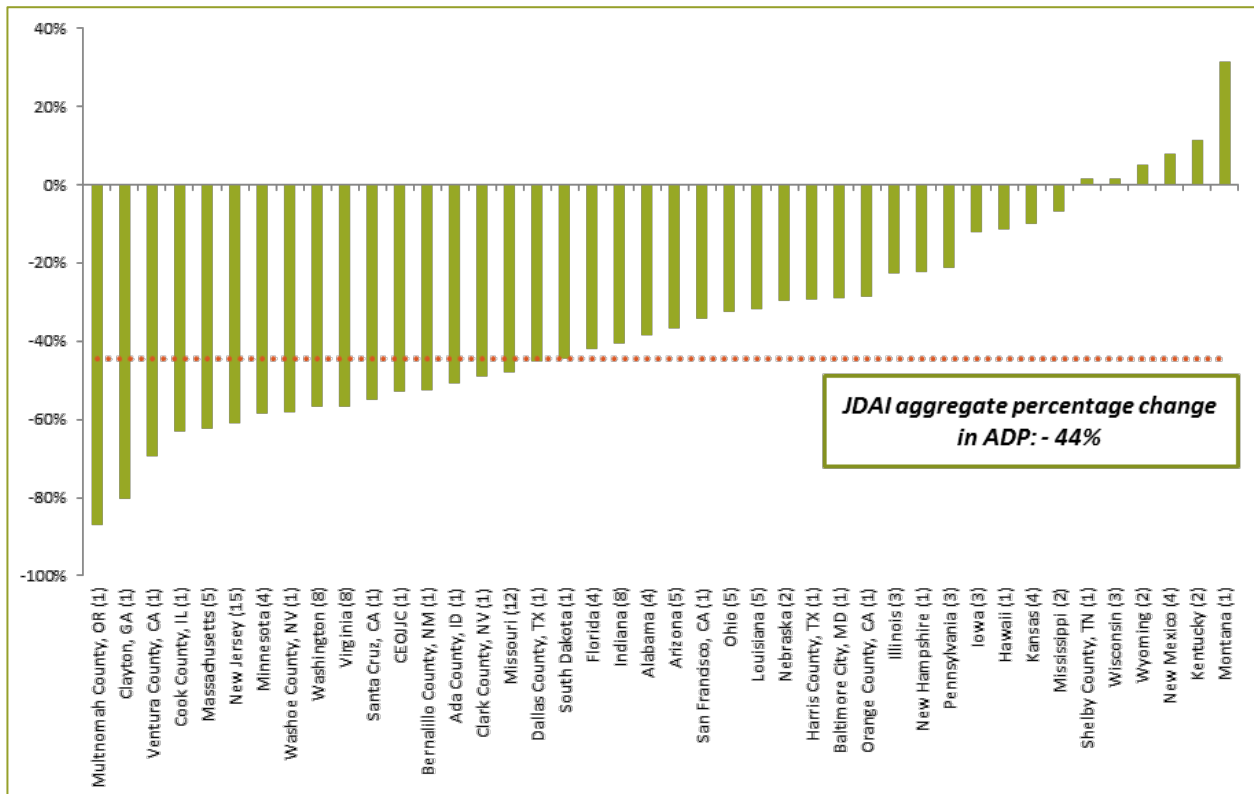

Figure 5: Percent Change in ADP from Baseline to 2013, by Grantee

detention days used per year.

Reductions in ADP were notably broad-based, with more than one-third of sites reporting reductions greater than 50 percent and the majority reporting reductions of at least one-third. (Figure 5) Less than one-fifth of sites reported a net increase in ADP, and those were predominantly newer sites that have just begun to implement reforms: four of the six grantees reporting an increase in ADP had been participating in JDAI for less than two years when their 2013 numbers were assembled (Kentucky, Wisconsin, Shelby TN, and the two sites in Wyoming that are included in this analysis). Because a general pattern can be observed that sites' ADP reductions grow larger the longer they

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[2] The analysis of Total Detention Population indicators is based on reports from 131 sites located in 42 different JDAI grantees. Their indicators are aggregated and presented by grantee for simplicity. In this analysis, the bars for two state partners represent just one site from each of those states: Montana (Cascade MT) and South Dakota (Pennington SD).

participate in JDAI, there is reason for optimism that with focused efforts these sites will be able to reduce their ADP in future years.
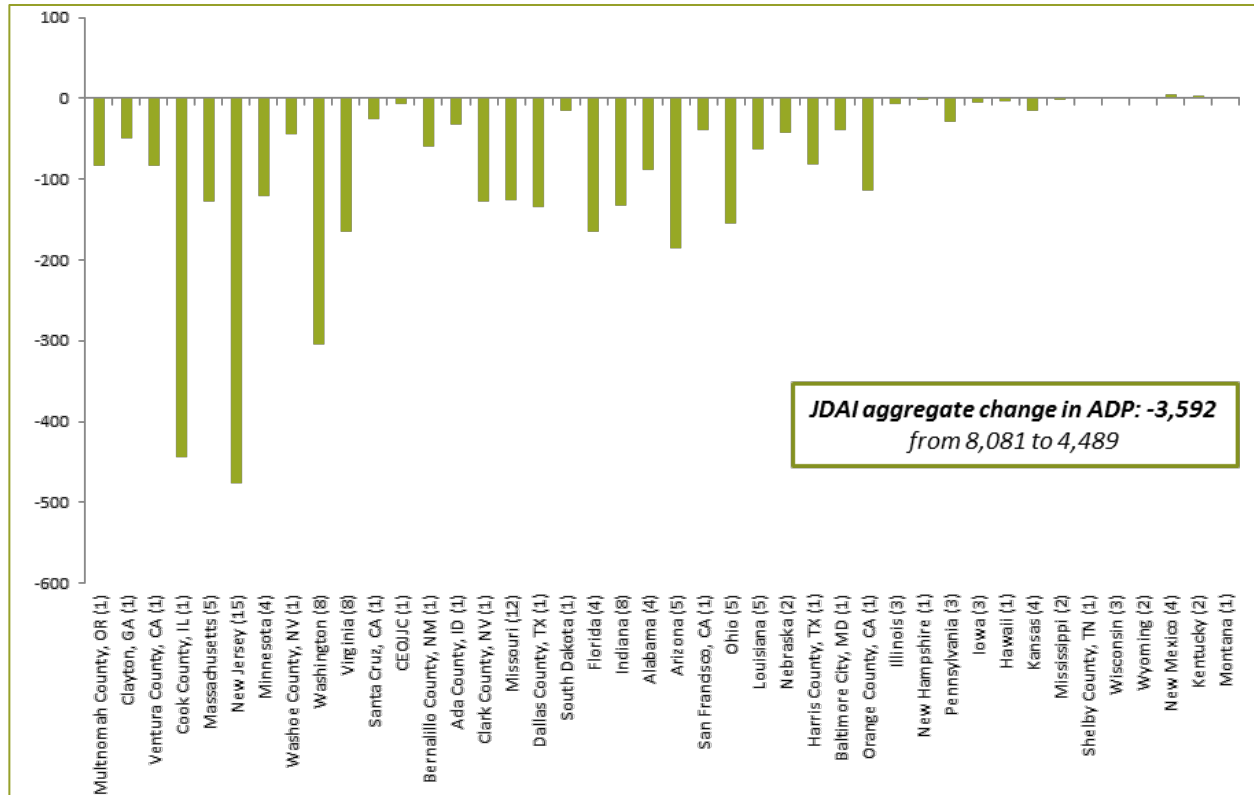

Figure 6: Numerical Change in ADP from Baseline to 2013, by Grantee

Although most sites contributed to the overall decrease in ADP, much of it can be attributed to a few large grantees. (Figure 6) The three grantees that have reduced their ADP by more than 300 (New Jersey, Cook County IL and the State of Washington) account for 34 percent of the total reduction across JDAI. The next four largest reducers each cut their ADP by more than 150 (Arizona, Virginia, Florida and Ohio), and together they account for another 19 percent of the total reductions across JDAI. By contrast, the six grantees whose ADP was higher in 2013 than in their baseline years reported a collective increase of just 13.6 youth per day, less than half of one percent of the decrease across JDAI overall.

Of course larger numbers will tend to come from larger jurisdictions, simply as a function of population size. Another way to look at reductions in ADP that takes population differences into account is by calculating **detention rates** – that is, the number of youth detained on an average day divided by the youth population.
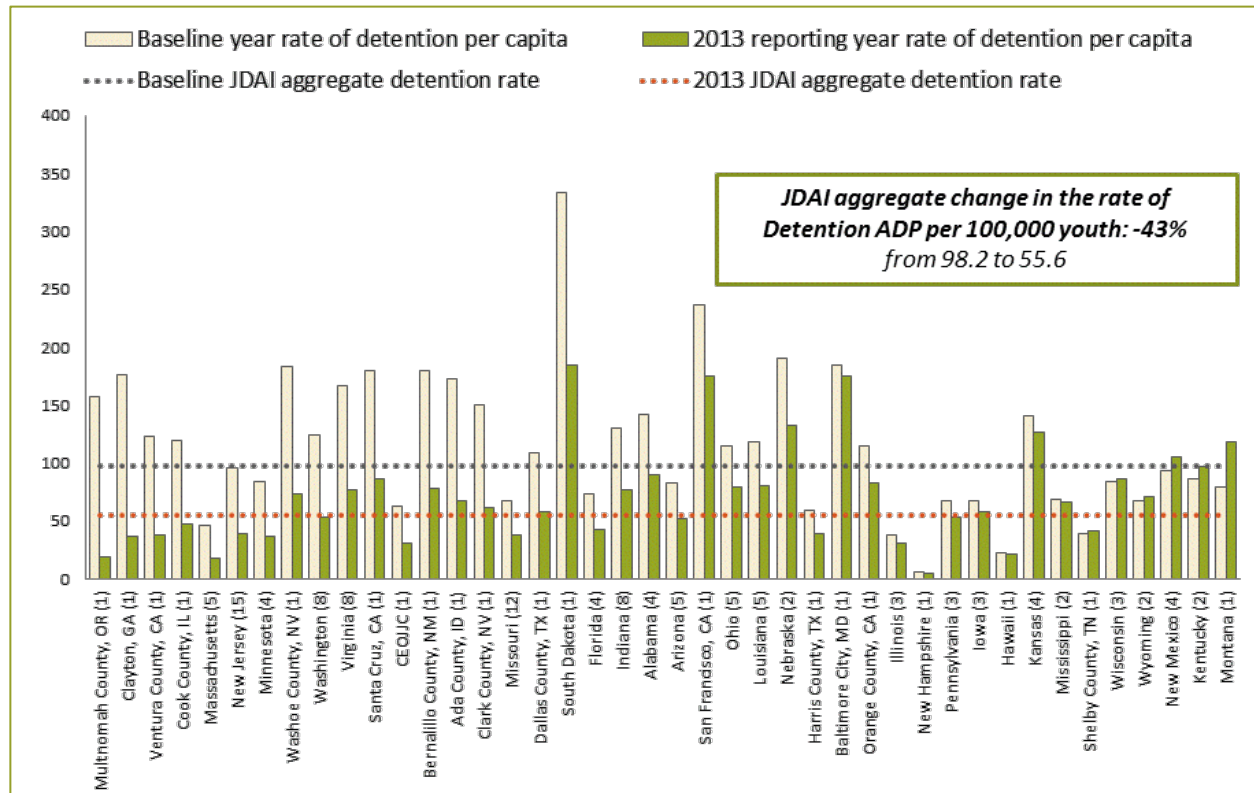
Figure 7: Rate of Detention per 100,000 Youth in Baseline Year and 2013, by Grantee

Figure 7 shows the detention ADP per 100,000 youth living in the JDAI jurisdictions within each grantee, both in their pre-JDAI baseline year and in their 2013 Result Reporting year. This view of the data confirms much of what we would conclude based on simply looking at the percent change in ADP in each site shown in Figure 5. In the aggregate, JDAI sites reduced their rate of detention per 100,000 youth by about the same percentage as their ADP: a 43 percent reduction, from a rate of 98.2 to 55.6.

But Figure 7 also shows how large the variances are between sites, with some detaining fewer than 20 youth per 100,000 in 2013 and others detaining more than five times that amount. The reasons for these vast differences are no doubt complex. But the experiences of other JDAI sites should be instructive. There are five grantees (Multnomah OR, Clayton GA, Ventura CA, Cook County IL and New Jersey) with 2013 detention rates below 50 per 100,000 that previously had a rate greater than 100 per 100,000. Those grantees are located all over the nation, and differ greatly from each other in a host of ways; yet they were each able to cut their detention rate by more than half. There are still seven grantees with a detention rate greater than 100 per 100,000, and for them these experiences should serve as both a challenge and an inspiration.

TOTAL DETENTION POPULATION: ANNUAL 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 39 percent fewer youth to secure detention in 2013 than they had in their baseline years, a reduction of nearly 68,000 admissions annually. As with the ADP, reductions in admissions were broad-based, with nearly one-third of sites reporting reductions greater than 50 percent and almost half reporting reductions of at least one-third. (Figure 8)
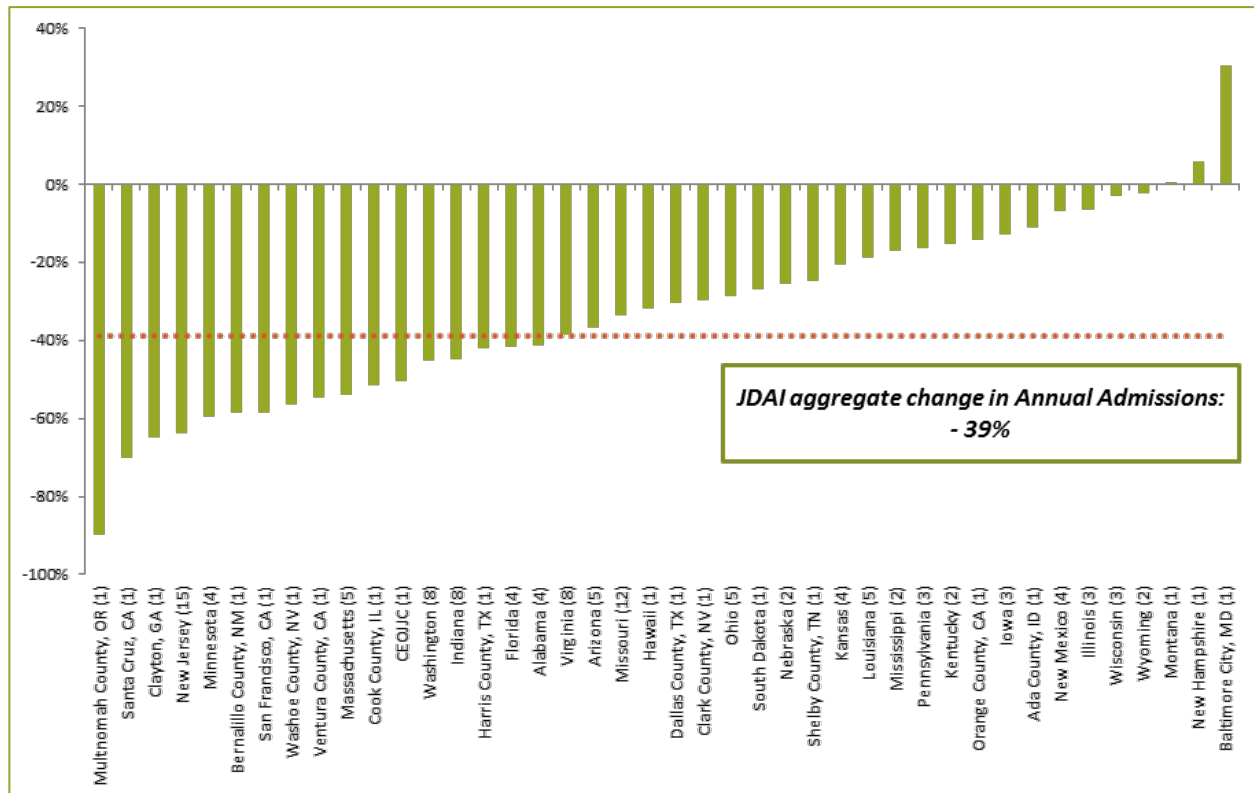
Figure 8: Percent Change in Annual Admissions from Baseline to 2013, by Grantee

Although more than 90 percent of grantees have report some reduction in their admissions, much of the total reduction across JDAI comes from a small number of large grantees. The four grantees that have reduced admissions by more than 5,000 per year (Washington, Minnesota, New Jersey and Florida) together account for about 37 percent of the aggregate reduction. The next four largest reducers, each of which have reduced admissions by more than 3,000 per year (Cook County IL, Indiana, Arizona and Ohio), collectively account for about 25 percent of the JDAI-wide total. (Figure 9)
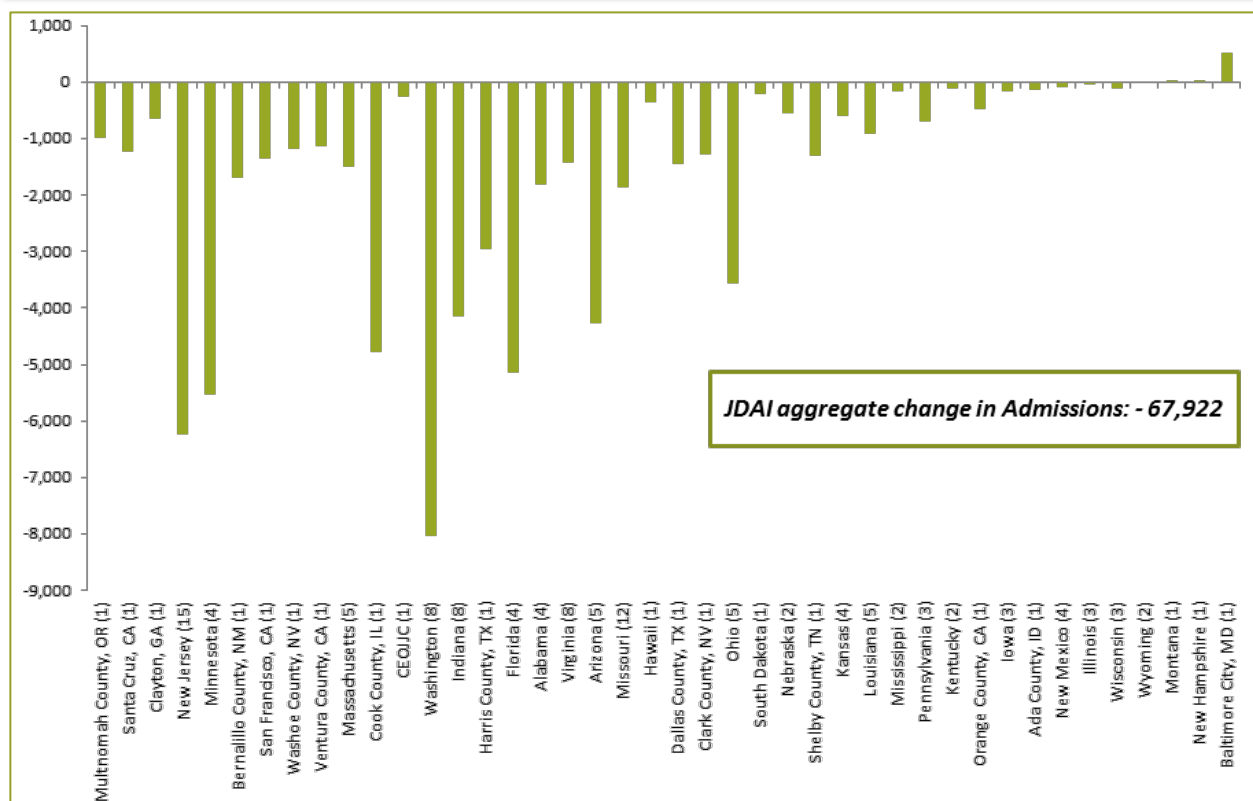
Figure 9: Numerical Change in Annual Admissions from Baseline to 2013, by Grantee

The handful of sites that reported increases in annual admissions are much smaller on average, and their impact on the aggregate is correspondingly modest: the total increase among the two grantees that reported increases in 2013 (New Hampshire and Baltimore MD) was just 520 admissions per year, less than one percent of the aggregate decrease across JDAI.

Moreover, increases since a site's baseline year can sometimes mask improvements that have been achieved over shorter periods of time. For example, although Baltimore's 2013 admissions were higher than in their 2001 baseline year, they were 17 percent lower than the site reported in 2012; and it is already known that their rate of admissions has fallen significantly since their 2013 reporting year ended in June 2013. Building on these recent improvements in Baltimore, the State of Maryland began planning to expand JDAI in 2013, and hopes to add up to three new jurisdictions in 2014.

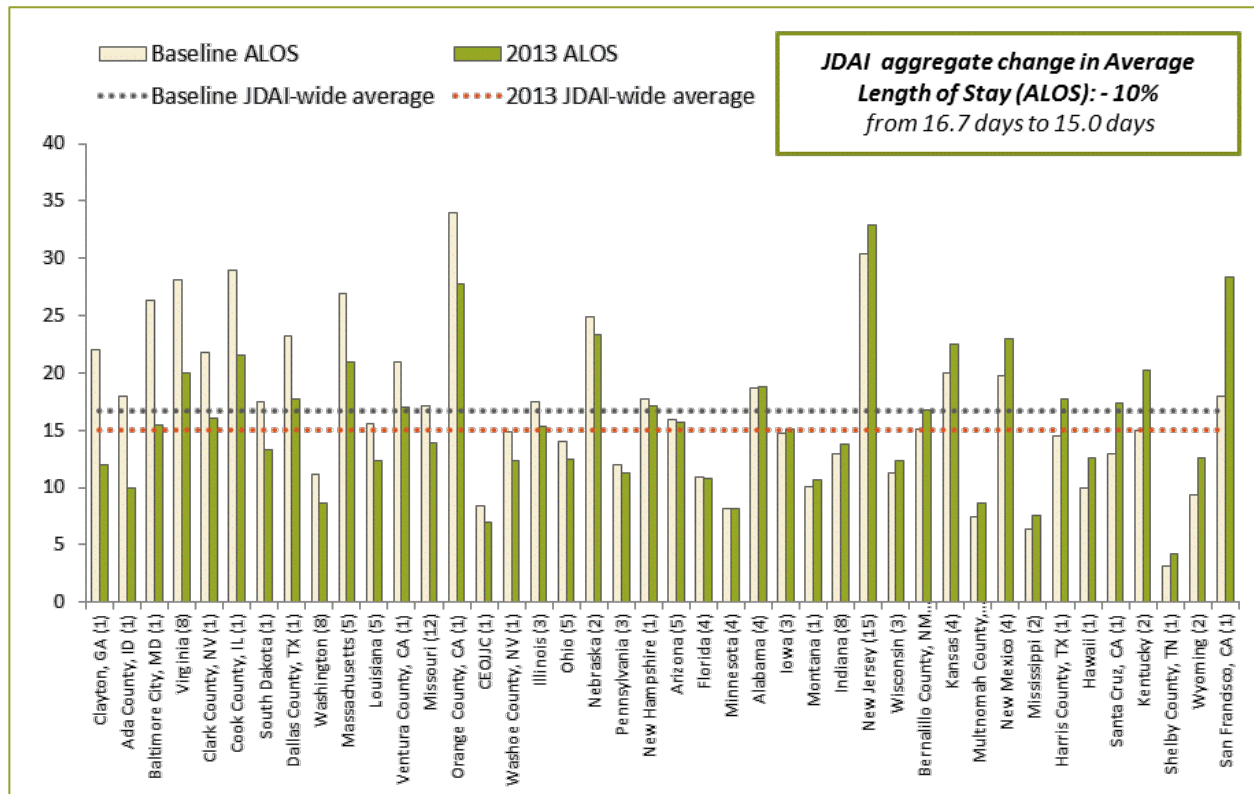## TOTAL DETENTION POPULATION: AVERAGE LENGTH OF STAY IN DETENTION (ALOS)

Figure 10: Baseline and 2013 Detention ALOS, by Grantee

In contrast to the large and broad-based reductions that sites reported in their detention admissions, their experiences with reducing length of stay were more mixed. (Figure 10) In the aggregate, ALOS was about 10 percent lower in 2013 than in sites' pre-JDAI baseline years. But the range of results was very wide: 18 grantees reported increases, while 11 reported reductions of more than 20 percent. Moreover, the range of ALOS reported across grantees is very large, from less than 5 days in Shelby TN to more than 30 days in New Jersey. Certainly the factors that drive ALOS in sites vary considerably, and it can be difficult to make direct comparisons. But this very wide range of experiences suggests that, notwithstanding the progress that has been made, there could be many untapped opportunities to shorten lengths of stay across JDAI.

This potential seems to be especially great given that the grantees with the longest ALOS in 2013 include some of JDAI's largest: among the nine grantees with an ALOS higher than 20 days, three of them (Cook County IL, Orange County CA, and New Jersey) have an ADP greater than 250, which places them among the five largest in JDAI. Given their size, well-targeted efforts to reduce ALOS in these sites could produce substantial reductions in ADP.

RACIAL / ETHNIC DISPARITIES: YOUTH OF COLOR (YOC) IN DETENTION[3]

In JDAI sites as in the nation as a whole, the vast majority of youth in detention are youth of color (non-White race and/or Hispanic ethnicity). That was true in JDAI sites before they began implementing detention reform, when 76 percent of their ADP was youth of color. It remained true in 2013, when 78 percent of their ADP was youth of color. Both in their baseline years and in 2013, sites detained youth of color at more than three times the rate of White non-Hispanic youth, relative to their shares of the overall youth population. (Figure 11)The persistence and pervasiveness of these disparities is sobering, and poses a continuous challenge to juvenile justice systems throughout the nation.

But as much as the evidence from the Results Reports shows the magnitude of this problem, it also provides cause for some hope. There has always been evidence from some JDAI sites that racial / ethnic disparities can be ameliorated (for example, in Bernalillo NM youth of color were detained at nearly three times the rate of White non-Hispanic youth prior to JDAI; but by 2013 those rates were the same). But it has been difficult to find clear evidence that disparities have narrowed across JDAI as a whole, despite the initiative's explicit focus on reducing those disparities. The 2013 Results Reports, however, offer a new perspective. When changing demographics across JDAI sites are taken into account – specifically, youth of color's growing share of their overall youth population – we can see that JDAI sites have made more progress than it would at first appear. The rate of detention per population among youth of color has been reduced in the aggregate by 46 percent in JDAI sites, slightly larger than the 44 percent reduction among other youth. (Figure 11) This amount of progress is small, but it
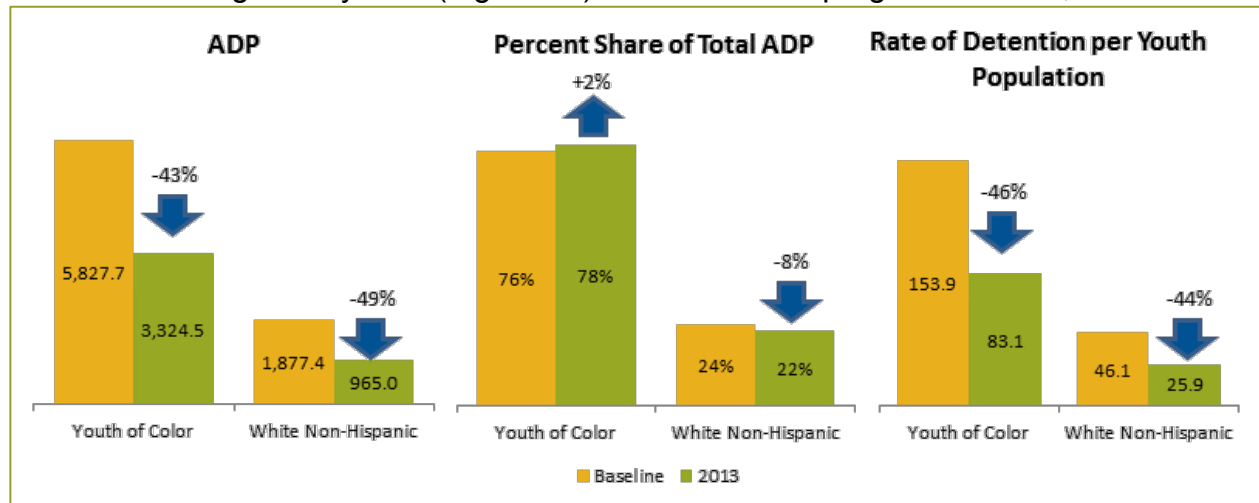

Figure 11: Summary of Changes in Racial/Ethnic Disparities in Detention

provides suggestive evidence that JDAI sites as a whole are beginning to make an

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[3] The analysis of Youth of Color in Detention indicators is based on reports from 122 sites located in 40 different JDAI grantees. Their indicators are aggregated and presented by grantee for simplicity. In this analysis, the bars for four state partners represent just one site from each of those states: Montana (Cascade MT), Nebraska (Sarpy NE), South Dakota (Pennington SD), and Wyoming (Laramie WY).

impact on one of the juvenile justice systems most vexing and chronic problems.

JDAI sites have consistently reported large and broad-based reductions in ADP for youth of color, and that continued in 2013. The sites with complete youth of color (YOC) detention population data showed a decrease of more than 2,500 youth per day, or 43 percent. More than one-fifth of grantees had reduced their YOC ADP by more than 50 percent, and the majority
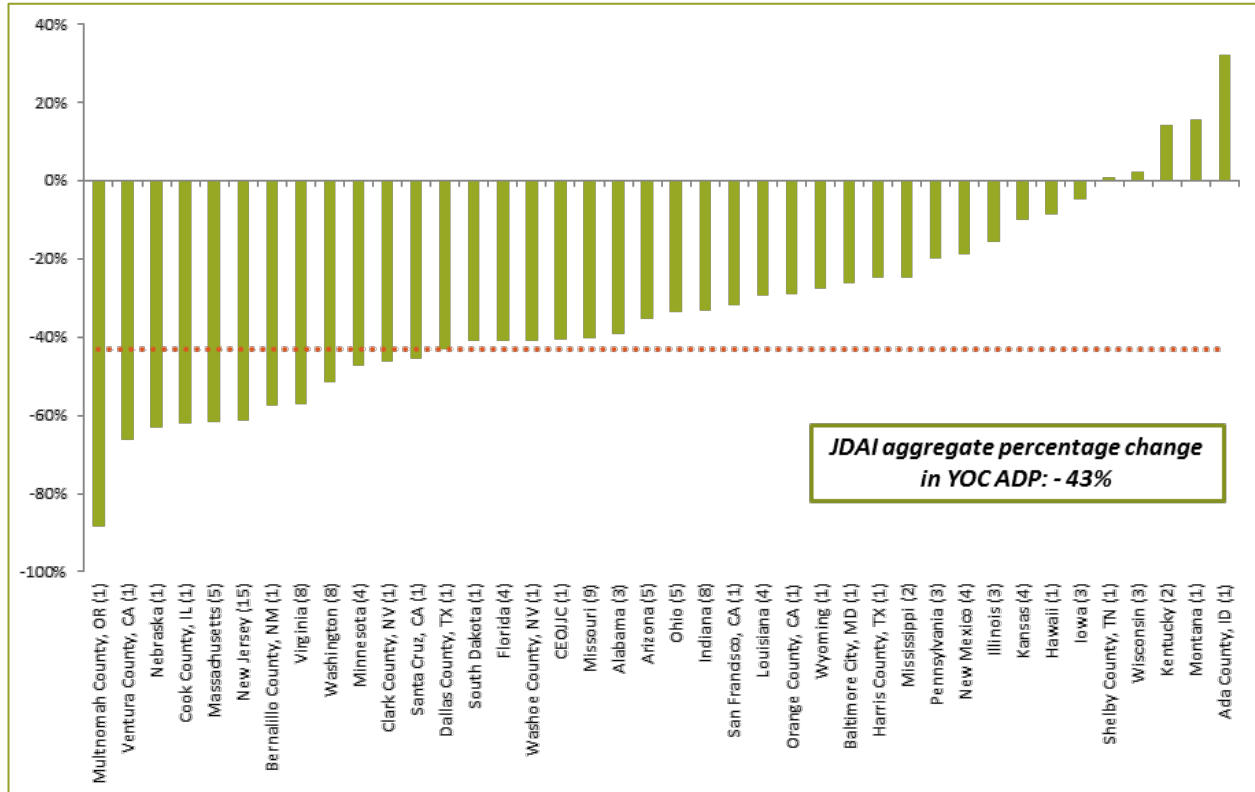

Figure 12: Percent Change in YOC Detention ADP from Baseline to 2013, by Grantee

reported decreases of more than one third. (Figure 12)

As with the total ADP, a few grantees contributed more heavily than others to the aggregate reduction. (Figure 13) Just two grantees (New Jersey and Cook County IL) each reduced their YOC ADP by more than 400, thereby accounting for one-third of the JDAI total; and the next seven largest reducers (Virginia, Washington, Dallas TX, Florida, Arizona, Ohio and Orange County CA) reported cuts of between 100 and 150, and together they accounted for another one-third of the total. Again, the grantees reporting any increases were very small, with the five grantees collectively accounting for an increase of less than 8 youth per day.

One thing that is strikingly different when comparing the YOC ADP indicator and the total ADP indicator across sites is how much larger the variation is with the YOC ADP indicator. (Figure 14) With respect to the total ADP, the gap between the grantee with the highest detention rate per youth population and the one with the lowest is a factor of 10 (with the lowest being around 18 and the highest around 185); but with respect to the YOC ADP, that gap is a factor of 24 (with the lowest being around 23 and the highest around 540). Looking at how sharply YOC detention rates have come down in some grantees (e.g. Multnomah OR, Bernalillo NM, Virginia, Santa Cruz CA and Pennington SD), dramatic progress is clearly possible.

JDAI aggregate change in YOC ADP: -2,503
from 5,828 to 3,325
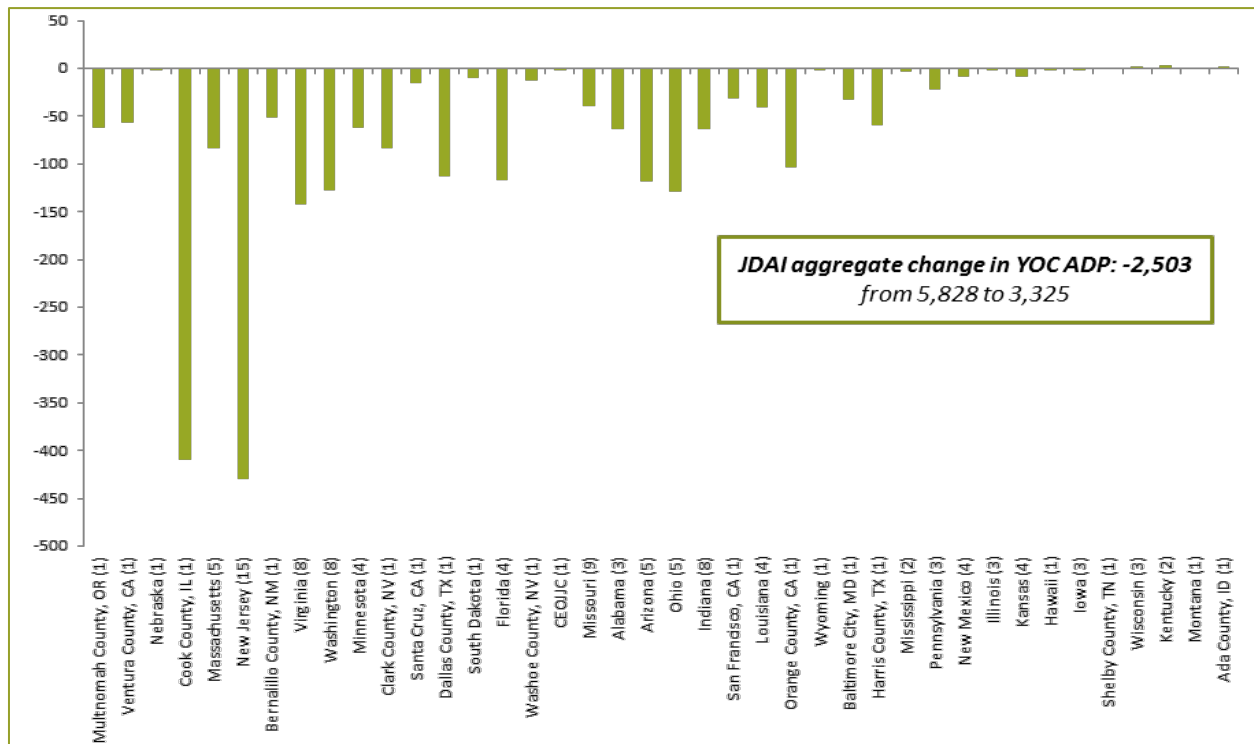
Figure 13: Numerical Change in YOC Detention ADP from Baseline to 2013, by Grantee

JDAI aggregate change in the rate of YOC ADP
per 100,000 youth of color: -46%
from 153.9 to 83.1
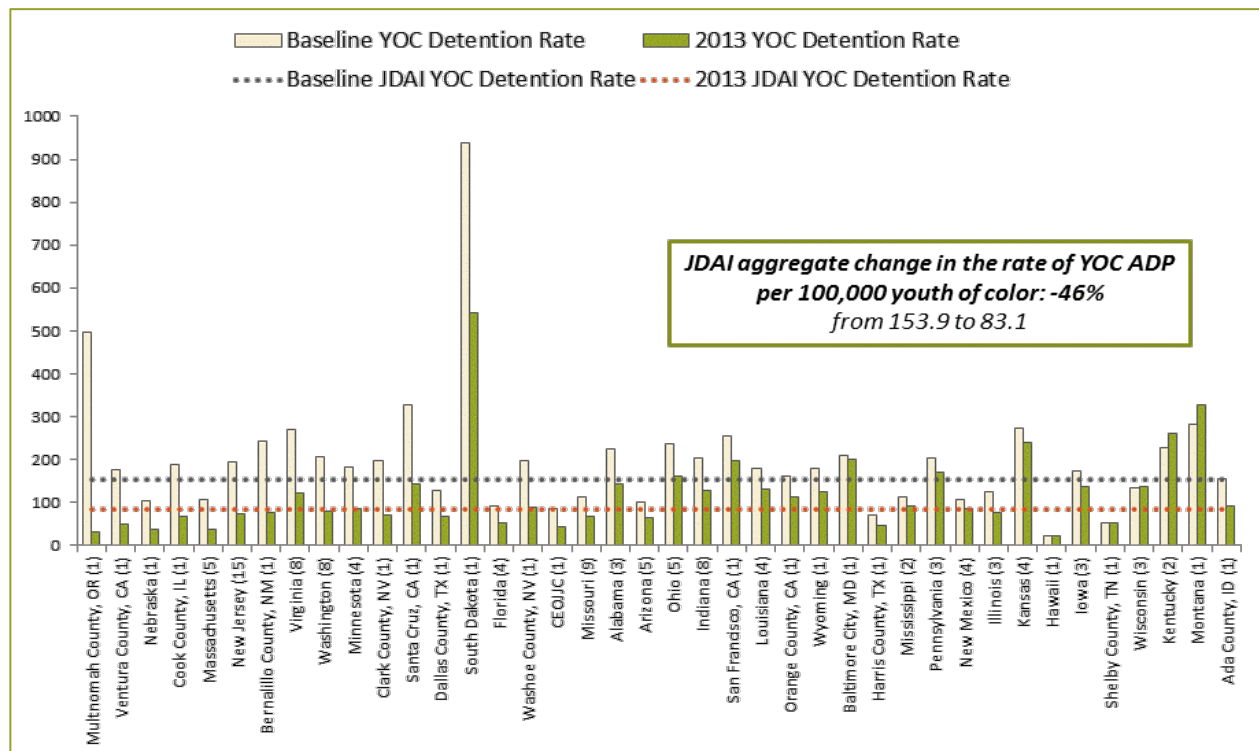
Figure 14: YOC Rate of Detention per Population by Grantee, Baseline and 2013

It is important to appreciate, however, that the YOC share of the detention population is not just a function of the rate at which youth of color are detained, relative to White non-Hispanic youth. It is also influenced by youth of color's share of the total population; and that share has been rising in JDAI sites. Comparing the youth populations of JDAI sites in their baseline years with their 2013 reporting years shows that White non-Hispanic youth went from almost 52 percent of the youth population in the sites' baseline years to just 48 percent in 2013. Over years from their baselines to 2013, sites' populations of youth of color rose by about 6 percent, while their populations of White non-Hispanic youth fell by 9 percent.

Because youth of color are detained at a higher rate than other youth, 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 6 percent increase in ADP for youth of color, a 9 percent decrease in ADP for all other youth, and a 2 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
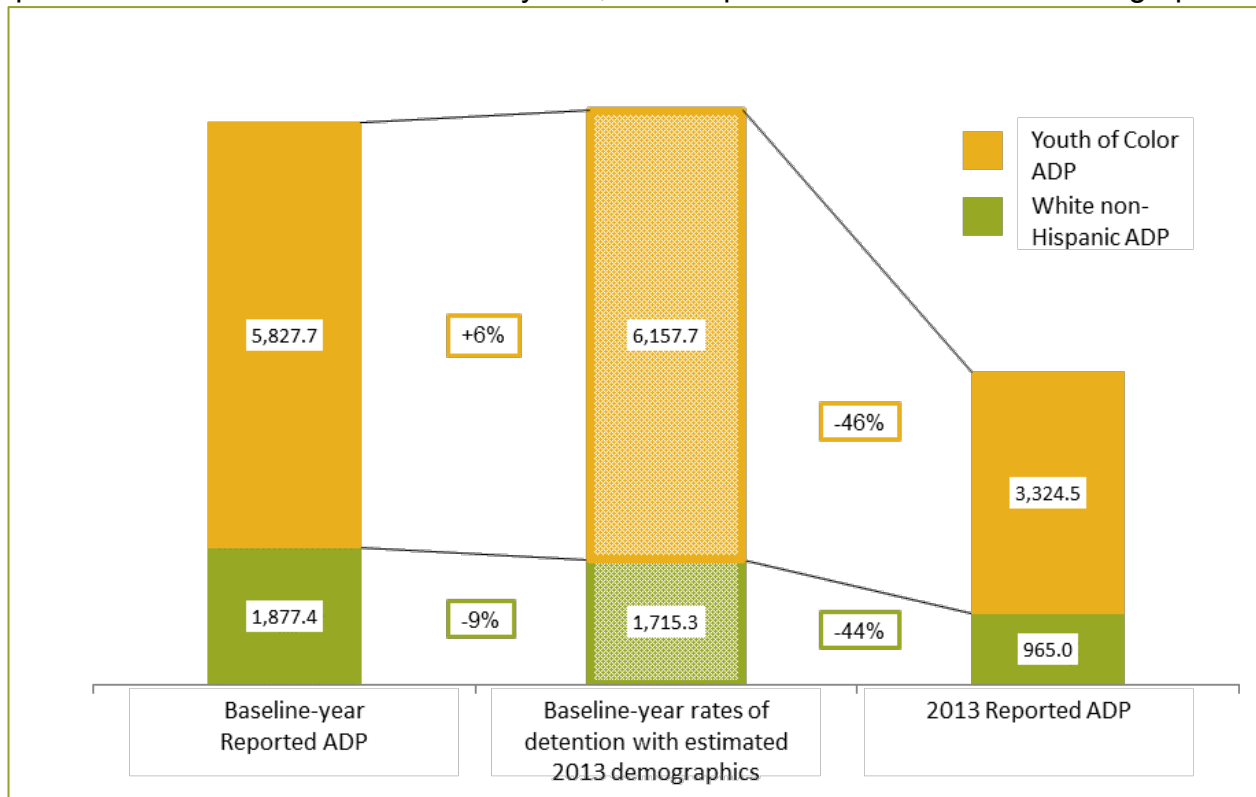

Figure 14: Changes in ADP Due to Detention Rates & Demographics by Race, Baseline to 2013

shift would have predicted. (Figure 15)

COMMITMENTS TO STATE CUSTODY[4]

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 Reports therefore request 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 experience these commitments, so this is an area in which a reduction in unnecessary detention would reasonably be expected to have an impact.

The Results Reports lend some support to that theory. In 2013 JDAI sites reported that in the aggregate they had reduced the number of youth they commit to state custody each year by more than 6,300 annually, or 45 percent. (Figure 16) On a percentage basis, the results varied widely by grantee, but several of these grantees had very few commitments, even in their baseline years, so simply looking at the percent change may
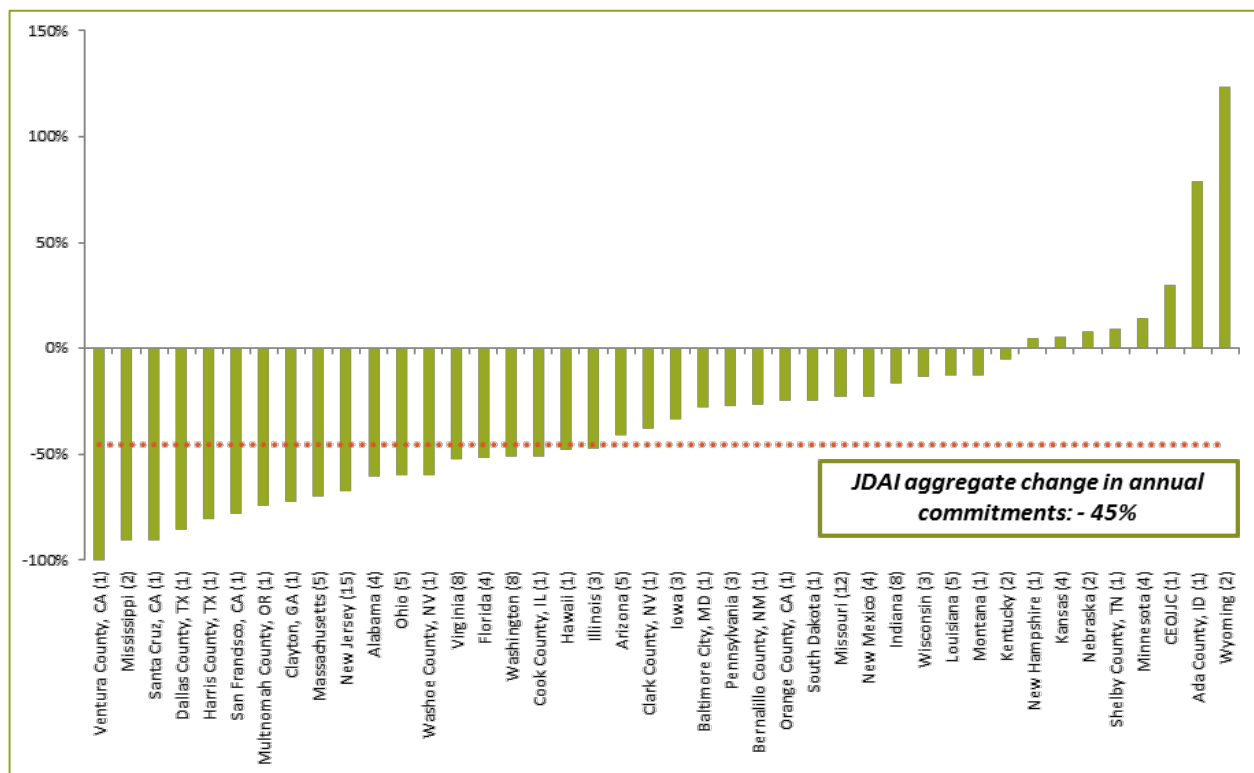

Figure 15: Percent Change in Commitments from Baseline to 2013, by Grantee

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[4] The analysis of the Commitments indicator is based on the same reports used for the Total Detention Population analysis (131 sites located in 42 grantees); and the analysis of Youth of Color Commitments is based on the same reports used for the Youth of Color in Detention indicators (122 sites located in 40 grantees).
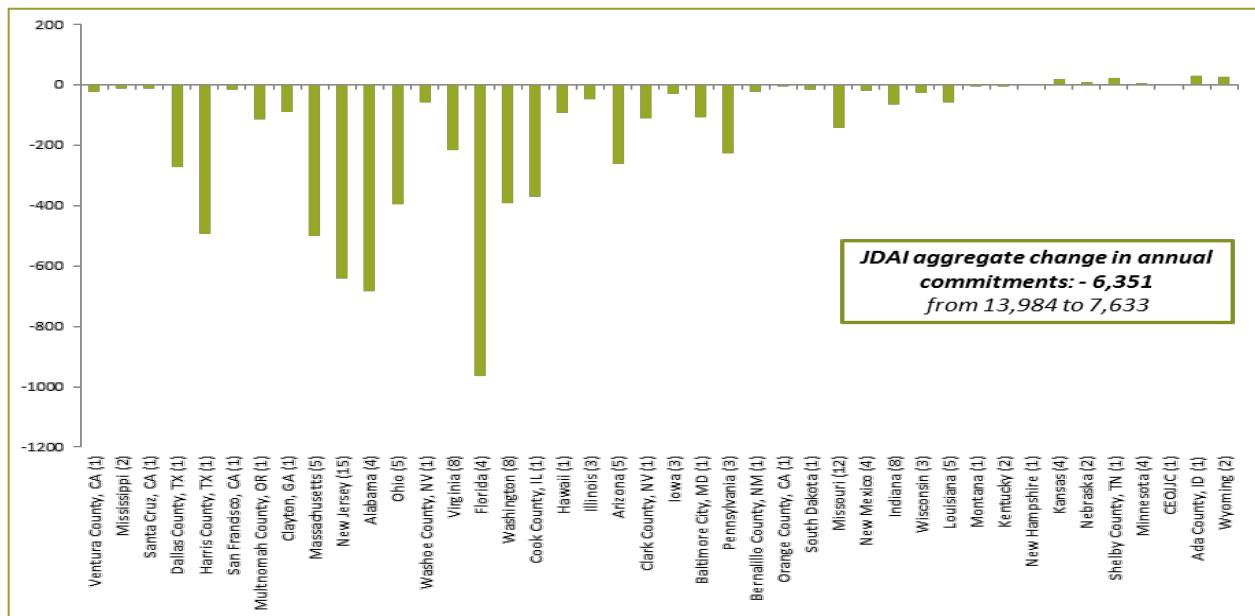
be misleading.

Figure 17: Numerical Change in Commitments from Baseline to 2013, by Grantee

It is more informative to look at commitments by the numerical change, which allows us to see which grantees have contributed the most to this reduction. (Figure 17) The grantees that emerge as the leading reducers of commitment are Florida, Alabama, New Jersey, Massachusetts and Harris County TX. These are the same grantees that also account for most of the JDAI-wide reduction in commitments of youth of color, which was down more than 4,500 per year, or 46 percent, from its pre-JDAI level. (Figure 18)
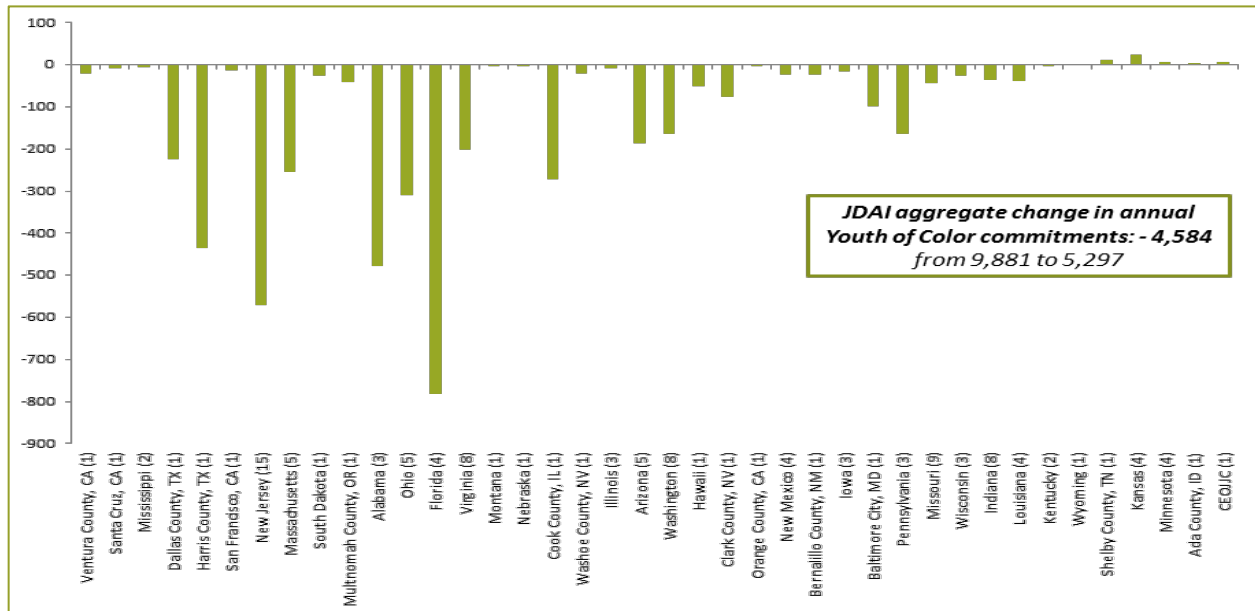
Figure 18: Numerical Change in YOC Commitments from Baseline to 2013, by Grantee

It is illuminating way to look at the changes in commitments across JDAI sites through the lens of a population rate. (Figures 19 and 20) This highlights that some grantees, especially Alabama, Clayton GA and Pennington SD, have dramatically lowered rates of
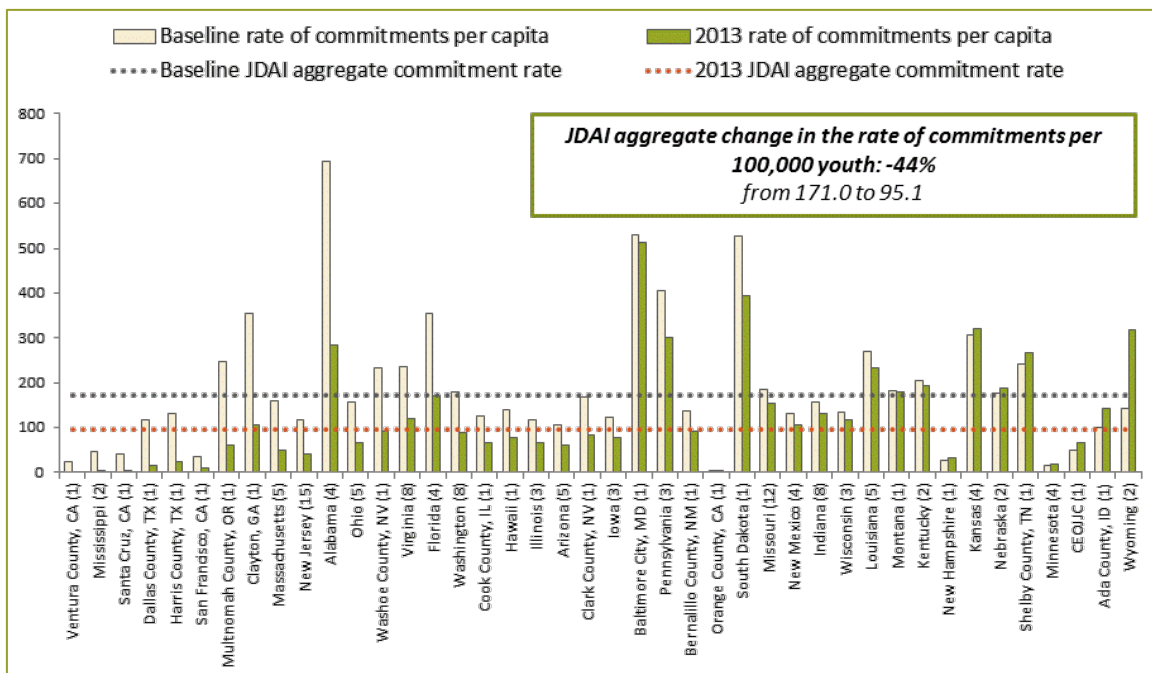

Figure 16: Rate of Commitment per Youth Population by Grantee, Baseline and
commitment from levels that were initially extraordinarily high.
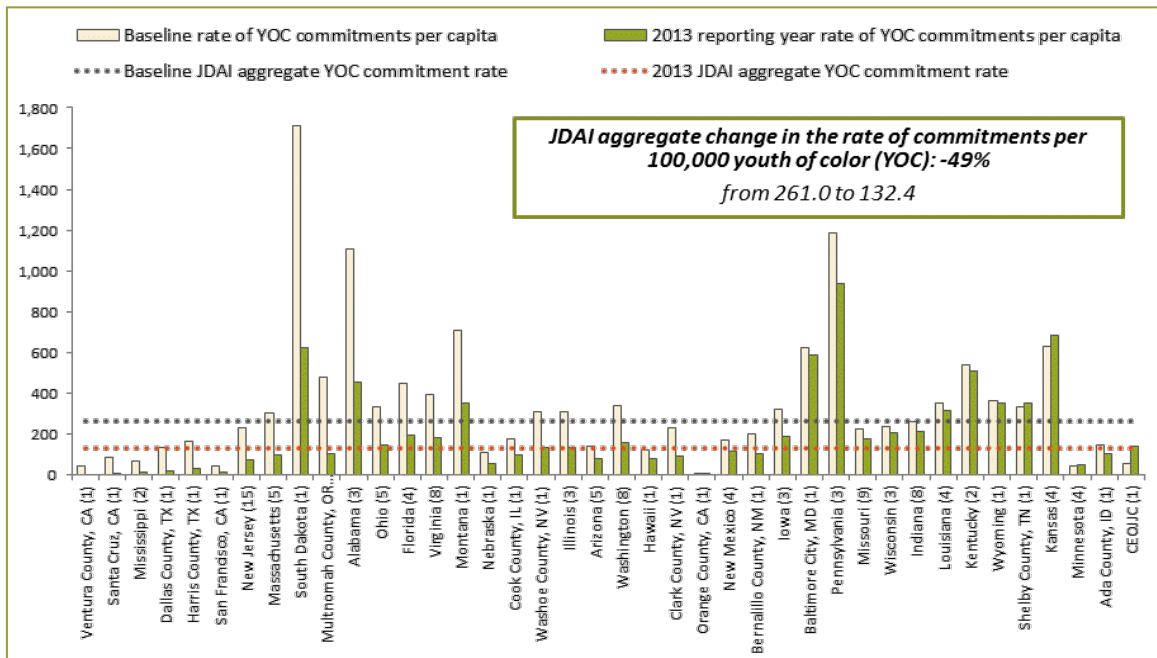
Figure 20: YOC Rate of Commitment by Grantee, Baseline and 2013
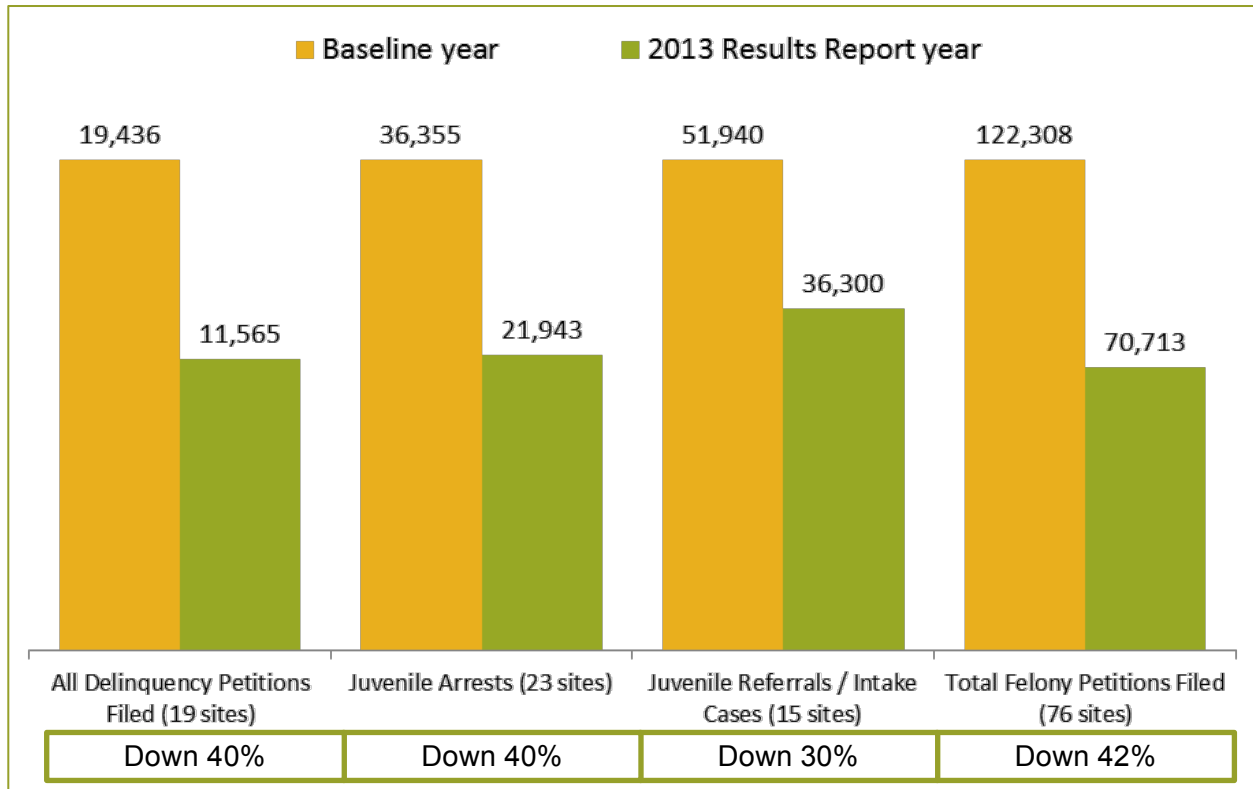
PUBLIC SAFETY: JUVENILE CRIME[5]

Figure 21: Aggregated Change in Juvenile Crime Indicator from Baseline to 2013, by Type

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 overall levels of juvenile crime in 2013 than in their baseline years. The average reduction across sites was around 40 percent, and the average reductions for each type of juvenile crime indicator (JCI) ranged from 30 percent for sites using a count of juvenile referrals or intake cases, to 42 percent for sites using a count of juvenile felony petitions filed. Almost all JDAI sites reporting a JCI in 2013 have experienced these public safety improvements, with 84 percent reporting a lower JCI 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.

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[5] Analysis of the Juvenile Crime Indicators is based on reports received from 133 sites.

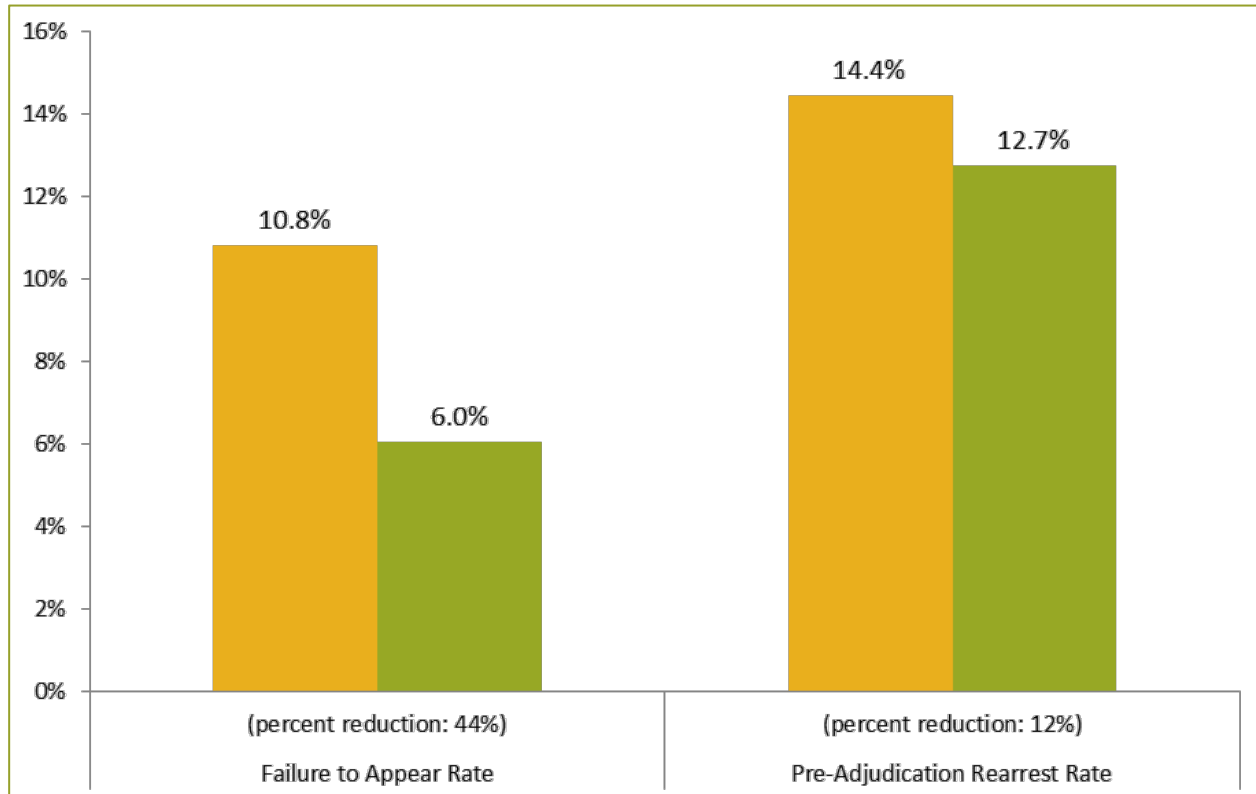## PUBLIC SAFETY: FAILURE TO APPEAR (FTA) & PRE-ADJUDICATION RE-ARREST[6]

Figure 22: Baseline and 2013 FTA and Rearrest Rates, Aggregated

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 re-arrest) 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. Better and more complete reporting on these indicators remains an important goal for JDAI sites. However, the results that have been received in past years have shown that on average, sites have been able to improve compliance with court procedures and reduce pre-adjudication re-arrests.

The 2013 reporting year brought two pieces of good new with respect to these indicators. First, the number of sites providing this information, for both the baseline period and the most recent reporting year, went up by more than one-fourth (from an average of 40 sites in 2012 to an average of 51 sites in 2013). Second, adding these sites to the analysis of these indicators did not diminish the positive results we have seen in the past: in the aggregate, FTA rates were 44 percent lower in 2013 than in the

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[6] Analysis of the FTA Rate is based on reports from 48 sites, and of the Rearrest Rate from 54 sites.

reporting sites' baseline years; and average pre-adjudication re-arrest rates were 12 percent lower.

INFLUENCE: DETENTION REFORMS IMPLEMENTED

In conjunction with the release of the new Annual Results Reporting web portal, JDAI changed the way that we asked sites about the detention reforms that they have implemented. In the past, we asked sites to tell us about the reform activities in which they had engaged during that reporting year only; and while we asked sites to tell us which of the JDAI core strategies[7] the activities related to, we did not identify specific reforms about which we wanted sites to inform us. This produced results that were limited in two ways: the data were very difficult to analyze because the specific reforms that sites reported could relate to any number of policies, programs or practices; and the fact that we asked solely about activities during the year made it very difficult to see any progress in sites over time.

In an attempt to address those limitations, starting in 2013 JDAI began to ask sites to report on their status in implementing a discrete list of key reforms that have emerged over time as particularly promising: reforms that have proven to be replicable, and that have been implemented successfully in multiple JDAI sites to good effect. The focus of these questions is simply to determine, on a consistent basis across JDAI, which of these practices have been implemented in which sites; and of those that haven't yet been implemented, how much progress toward implementation has been achieved up to this point. In the near term, this data will help to inform decisions about providing technical assistance to sites (i.e. reforms that a large number of sites are working to implement should receive adequate support). In future years, sites' responses to these questions will be able to be compared with their responses in 2013 to gauge progress in implementation over time. However, because these questions are new and our goal this year was simply to obtain baseline data, we are not summarizing the 2013 results in this document.

The key practices we inquired about are as follows, grouped according to the JDAI Core Strategy with which they are most closely related:

JDAI Core Strategy	Key Practice
Collaboration	Formal collaborative governance structure
	Collaborative work plan
	Statement on the Purpose of Detention
	Authority to address racial / ethnic disparities
Data-Driven Decision Making	Detention Utilization Study
	Comprehensive detention population reports
	Comprehensive reports on intake screening process
	Comprehensive reports on ATD programs
Objective Admissions	Field detention criteria for law enforcement
	Objective Detention Risk Assessment Instrument (RAI)

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[7] Learn more by visiting the JDAI Help Desk, http://www.jdaihelpdesk.org

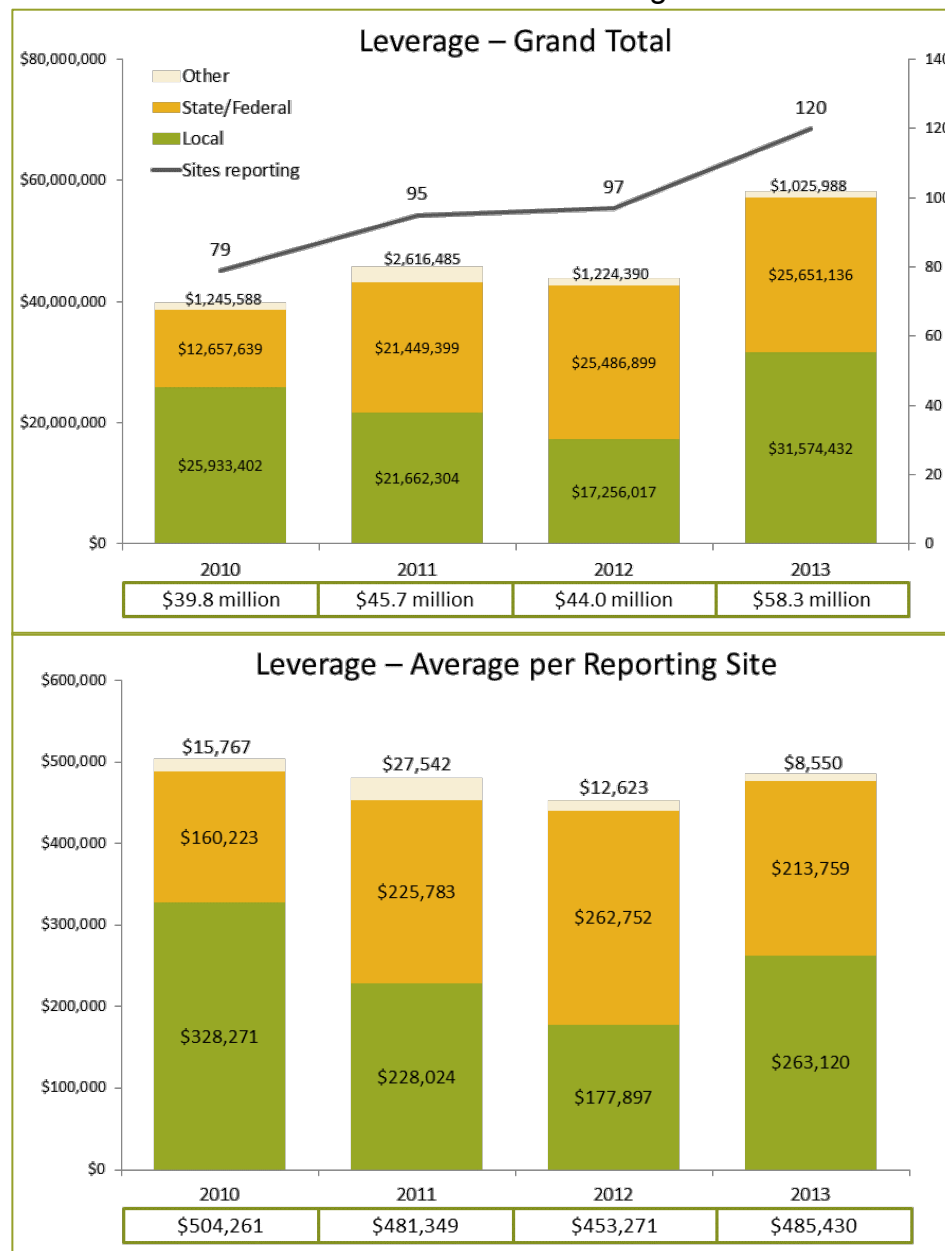| JDAI Core Strategy	Key Practice
	"24x7" screening (so that objective criteria for detention are applied at all times)
Alternatives to Detention (ATD)	Home Detention program
	Day / Evening Reporting Centers
	Shelter / Foster Care beds
	ATD placement coordination
Case Processing	Weekly review of detention cases
	Revised "speedy trial" rules
	Case expeditor role to minimize delays
	Protocol for targeting "stuck cases" that are lingering in detention
Special Populations	Court date notification system
	Sanctions/Incentives grid for youth on probation
	Differential warrant policies to avoid detention of low-risk youth
Racial / Ethnic Disparities	Formal mandate for addressing racial / ethnic disparities
	Community engagement strategies
	Reports are consistently disaggregated by race / ethnicity
	Prioritized case processing reforms that target drivers of disparity
Conditions of Confinement	Adoption of the JDAI Detention Facility Standards
	Adoption of a self-assessment facility inspection process
	Implementation of corrective action planning around the self-assessment

LEVERAGED FINANCIAL RESOURCES

JDAI sites leveraged almost one-third more in additional financial resources (above and beyond their grants from the Foundation) than they reported in 2012, raising the total from $44.0 million to $58.3 million. This was partly attributable to an increase in the number of sites reporting any financial leverage, from 97 sites in 2012 to 120 in 2013. However the average amount per site also increased by about 7 percent, reaching its highest level since 2010.

This increase reverses a three-year downward trend in leveraged resources, perhaps attributable to the severe fiscal retrenchment that has affected most states and localities since the Great Recession. The mix of leveraged resources that has emerged seems to have changed significantly from what it was in 2010. The role of state and federal sources has clearly increased (32 percent of leveraged funds in 2010 vs. 44 percent in 2013) while local government and private sources of funds have diminished (68 percent of leveraged funds in 2010 vs. 56 percent in 2013).

Figure 23: Leveraged Financial Resources Reported from 2010 to 2013