

# Juvenile Detention Alternatives Initiative

*DRAFT*

2011 Annual Results Report

THE ANNIE E. CASEY FOUNDATION



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# Juvenile Detention Alternatives Initiative (JDAI)

## 2011 Annual Results Report Summary

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### EXECUTIVE 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 (AECF), to eliminate unnecessary and inappropriate use of secure detention for juveniles. Through this effort, JDAI sites seek to drive comprehensive improvements in their juvenile justice systems. Begun in 1998, JDAI has grown to become the most widely replicated juvenile justice initiative in the United States, reaching youth in more than 200 counties across 39 states as of 2013. These counties contain over 9 million young people ages 10 to 17, about 28 percent of all such youth nationwide.

JDAI sites began submitting annual results reports to AECF 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 third published summary of the annual results reports. The primary purpose of this summary is to share with JDAI stakeholders some of the overall trends that these annual results reports suggest are emerging across sites – including the gains that sites are making, and the challenges they continue to face. Data for the 2011 reporting year (table 1) show that JDAI sites have:

- **Substantially reduced reliance on secure detention.** Sites reported detaining 41 percent fewer youth on an average day in 2011 than they did prior to implementing JDAI reforms. In the aggregate, sites detained more than 2,800 fewer youth on an average day.
- **Reduced annual admissions to detention by almost 55,000 youth** compared with pre-JDAI admissions, a decrease of 38 percent.
- **Detained fewer youth of color.** More than half 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 39 percent fewer youth of color than they did prior to JDAI. However, youth of color continue to account for most detention across JDAI sites, and their share of the detained population in sites has risen somewhat overall.
- **Reduced their commitment of youth to state custody.** Most stays in juvenile detention take place prior to the disposition of a youth's case by a juvenile court. While these pre-dispositional stays tend to be relatively brief, they are strongly associated in most jurisdictions with an increased risk that a case will be disposed to a longer-term placement, often in the custody of a state agency. For that reason, the annual results reports look for evidence that reducing detention is accompanied by reductions in these commitments. Although this pattern does not hold in every JDAI site, it does appear to hold in the aggregate: as of 2011, JDAI sites had reduced the number of youth they commit by 38 percent, or by more than 4,200 youth annually.
- **Experienced reductions in juvenile crime.** JDAI sites use a variety of indicators to gauge the overall level of juvenile crime. Regardless of the indicator used, JDAI sites report substantially less juvenile offending, providing evidence that detention can be reduced without eroding public safety. Juvenile crime indicators in 2011 were down by an average of 32 percent from pre-JDAI levels.
- **Made continued improvements in reporting capacity.** A higher proportion of JDAI sites provided data in 2011 on almost every impact indicator, reflecting a stronger emphasis on data quality and accurate, timely reporting. Improvements were especially notable in reporting detention population

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and commitment indicators for youth of color, and reporting on an overall juvenile crime indicator. There were also more modest improvements on pre-adjudication re-arrest and failure to appear (FTA) rates; while these gains are gratifying, the number of sites reporting on these indicators remains much too low and should clearly be a priority for further improvements in 2012 and beyond.

**Table 1: Aggregate JDAI-wide results on key impact indicators**

Impact Indicator	Pre-JDAI Aggregate Level	2011 Aggregate Level	Numerical Change	Percent Change
<b><i>Detention Population Indicators</i></b>				
Average Daily Population (ADP)	6,904.6	4,059.4	-2,845.2	-41%
Admissions Total	144,009	89,276	-54,733	-38%
Average Length of Stay (ALOS) *	17.1	16.1	-1.0	-6%
Youth of Color (YOC) ADP	4,692.7	2,852.1	-1,840.6	-39%
YOC Admissions	90,740	62,718	-28,022	-31%
YOC ALOS *	18.7	16.3	-2.4	-13%
<b><i>Commitment Indicators</i></b>				
Commitments Total	11,180	6,943	-4,237	-38%
YOC Commitments	8,142	5,255	-2,887	-35%
<b><i>Juvenile Crime Indicators</i></b>				
Delinquency Petitions Filed	53,748	28,896	-24,852	-46%
Felony Petitions Filed	57,261	42,314	-14,947	-26%
Juvenile Arrests	37,640	24,856	-12,784	-34%
Juvenile Intakes	36,053	29,207	-6,846	-19%

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

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### I. PURPOSE OF RESULTS REPORTING

The JDAI annual results report provides a valuable site-level tool by which JDAI sites are able to measure the impact and influence of core strategies to reduce over-reliance on secure detention and increase the equity and efficacy of juvenile justice decision making. The annual results, which include data collection and reporting across 22 indicators (see table 2), may be shared with local stakeholders in sites to monitor the impact of implemented reforms and to help further guide detention reform strategies. The Foundation also uses annual results to quantify detention reform progress in and across sites nationally.

The 2011 Results Report Summary distills key insights from that year's results reports that point to both continued progress in detention reform across JDAI sites, and continuing challenges that JDAI sites encounter in collecting and using relevant data to guide and deepen their detention reform efforts. We hope that this summary report will be carefully examined by the JDAI stakeholders and partners to stimulate additional reporting improvements and suggestions for increasing the efficacy of impact and influence reporting.

### II. ANNUAL RESULTS DATA

#### *Detention Reform Indicators*

JDAI grantees 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 the year immediately 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 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

**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)

#### Influence Indicators

Print Media Coverage  
Broadcast Media Coverage  
Internet Media Coverage  
JDAI Meetings  
JDAI Presentations  
State or Local JDAI Conferences  
JDAI Training on Core Strategies

#### Leverage Indicators

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

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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.

### *Reports & Sites Included in Summary Analysis*

Some JDAI grantees are individual local jurisdictions, while others are state-level or regional grantees that work to implement and support JDAI in multiple localities. In general, 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 2011 Annual Results Reports, the recent year periods all ended between December 2010 and August 2011.

In total, there were 122 sites from whom we expected 2011 results reports: 13 local grantees, 4 model sites, 5 state or regional grantees that report as single entities, and 100 sites that report their results individually but receive support through 18 state-level grantees. We received reports from 103 of those 122 sites (84 percent). Those included 9 reports from new sites that contained only baseline-year impact indicators, and 94 reports that contained both pre-JDAI baseline and post-JDAI data from the sites' 2011 reporting year. Those 94 reports are the basis for this summary. The sites from which these reports were received represent a total of 34 grantees, of which 15 are local jurisdictions and 19 are states. For many of the analyses shown in this summary, results from individual sites are aggregated by grantee, simply for ease of presentation. All of the information we received from sites on the Impact indicators are included as [an appendix to this report](#).

As in past years, 2011 reports contained complete data on most Impact indicators, but not all. Therefore, where noted in the text, the analyses of specific indicators in this summary may be based on reports from fewer than 94 sites and 34 grantees. However, the percentage of reports that could be included in each indicator analysis are generally somewhat higher in 2011 than in 2010, particularly on indicators for youth of color, and to a lesser extent on public safety and court compliance indicators (table 3). This progress is encouraging; however JDAI sites should still strive to improve their capacity to report on all indicators, especially rates of pre-adjudication re-arrests and failures to appear – important indicators for detention reform on which fewer than half of sites were able to report in 2011.

Table 3: Number and percentage of reports included in analysis of each impact indicator

Impact Indicator	Number of sites included in the analysis of this indicator in 2011	Percentage of all sites reporting in 2011 (n = 94)	Percentage of all reporting sites included in the analysis of this indicator in 2010	Change from 2010 to 2011
<b>Detention Population Indicators</b>				
ADP	94	100%	100%	*
Admissions	93	99%	99%	*
ALOS	93	99%	99%	*
Youth of Color ADP	87	93%	84%	+9%
Youth of Color Admissions	87	93%	84%	+9%
Youth of Color ALOS	87	93%	84%	+9%

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Impact Indicator	Number of sites included in the analysis of this indicator in 2011	Percentage of all sites reporting in 2011 (n = 94)	Percentage of all reporting sites included in the analysis of this indicator in 2010	Change from 2010 to 2011
Detention Capacity	80	85%	93%	-8%
<b><u>Out of Home Placement Indicators</u></b>				
Commitments to State Custody	93	99%	98%	+1%
Youth of Color Commitments to State Custody	84	89%	78%	+11%
<b><u>Public Safety &amp; Court Compliance Indicators</u></b>				
<i>Juvenile Crime - Any Indicator</i>	90	96%	90%	+6%
Juvenile Intake Cases	13	14%	19%	-5%
Juvenile Arrests	19	20%	19%	+2%
Delinquency Petitions	14	15%	10%	+4%
Felony Petitions	44	47%	42%	+5%
<i>Pre-Adjudication Failure to Appear - Any Indicator</i>	35	37%	36%	+1%
All Youth Hearings	23	24%	23%	+1%
Hearings for Youth Released with Alternative to Detention (ATD) Supervision and/or Released Youth	8	9%	8%	*
Hearings for ATD Youth Only	4	4%	5%	*
<i>Pre-Adjudication Re-Arrest - Any Indicator</i>	39	41%	38%	+3%
All Youth on ATDs and/or Released Youth	25	27%	27%	*
All Youth on ATDs only	14	15%	12%	+3%

\* Denotes a change of less than 0.5%.

### *Self-Reported Data*

The results report data analyzed here is self-reported by JDAI sites based on their administrative data systems, and is not independently validated. Moreover, JDAI is implemented somewhat differently in every site, and the results reports do not collect implementation metrics that would make it possible to gauge the extent or quality of a site's implementation of JDAI strategies. For those reasons, no attempt is made in this document to gauge the statistical reliability of these results, and no claim is made as to the contribution that specific JDAI strategies have made to the results that sites have achieved.

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### III. SUMMARY OF 2011 RESULTS

#### *Detention Population Indicators*

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 41 percent in the aggregate as of 2011 (figure 1). More than three quarters of grantees reported reductions of greater than one-third, and ten out of 34 grantees reported using less than half as much detention as they did prior to JDAI.

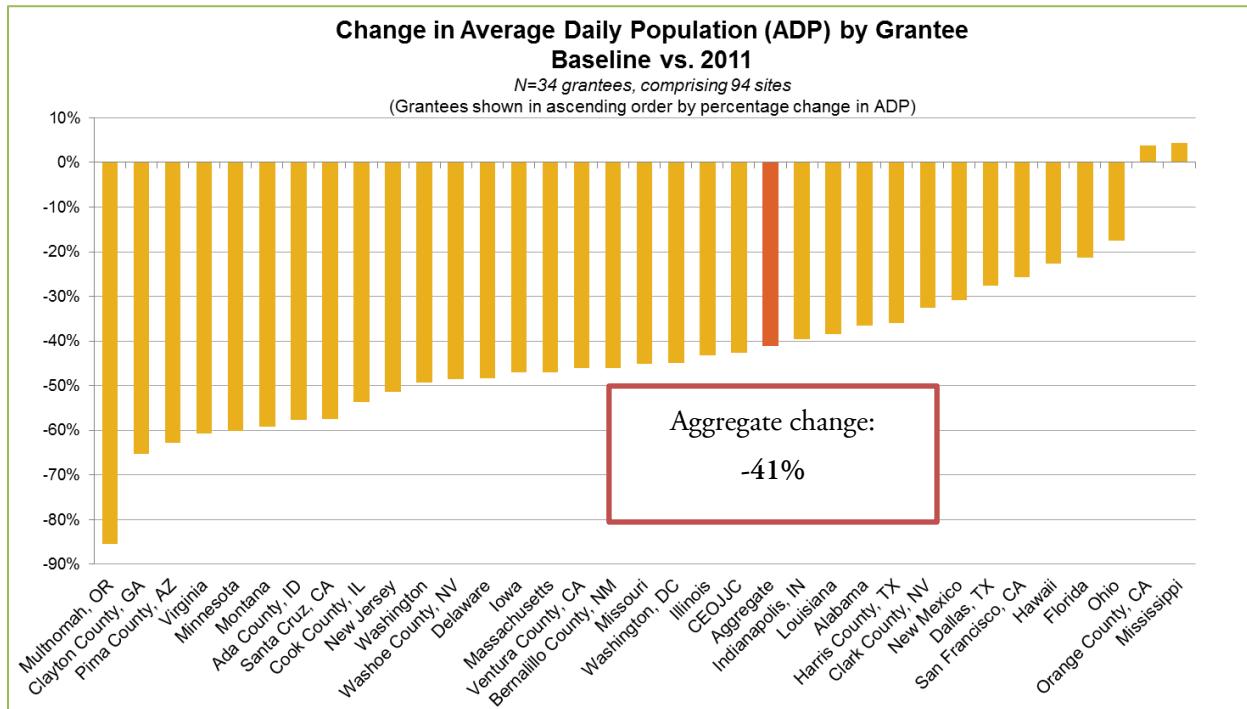


Figure 1: Average Daily Population

These gains are particularly noteworthy given that 2011 is the first year in which this summary analysis includes several large sites that have joined JDAI in just the past two years, including four large counties in Florida, five in Ohio, and Orange County in California. Because these sites have just begun JDAI, their percentage reductions in detention for 2011 are smaller than average; but because their populations are so large, they exert an outsize influence on initiative-wide aggregate statistics. The fact that the JDAI aggregate reductions for 2011 are almost equal to those reported in 2010 therefore represents a real accomplishment, and a sign that detention reforms are continuing to deepen and accelerate in established JDAI sites.

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 almost 55,000 fewer youth to secure detention in 2011 than they had in their baseline years, a reduction of 38 percent (figure 2). Twenty out of 33 grantees reported reductions of more than one third, and 10 reported reductions of more than one half, while only one reported any increase. Reductions in admissions were both large and broad-based.

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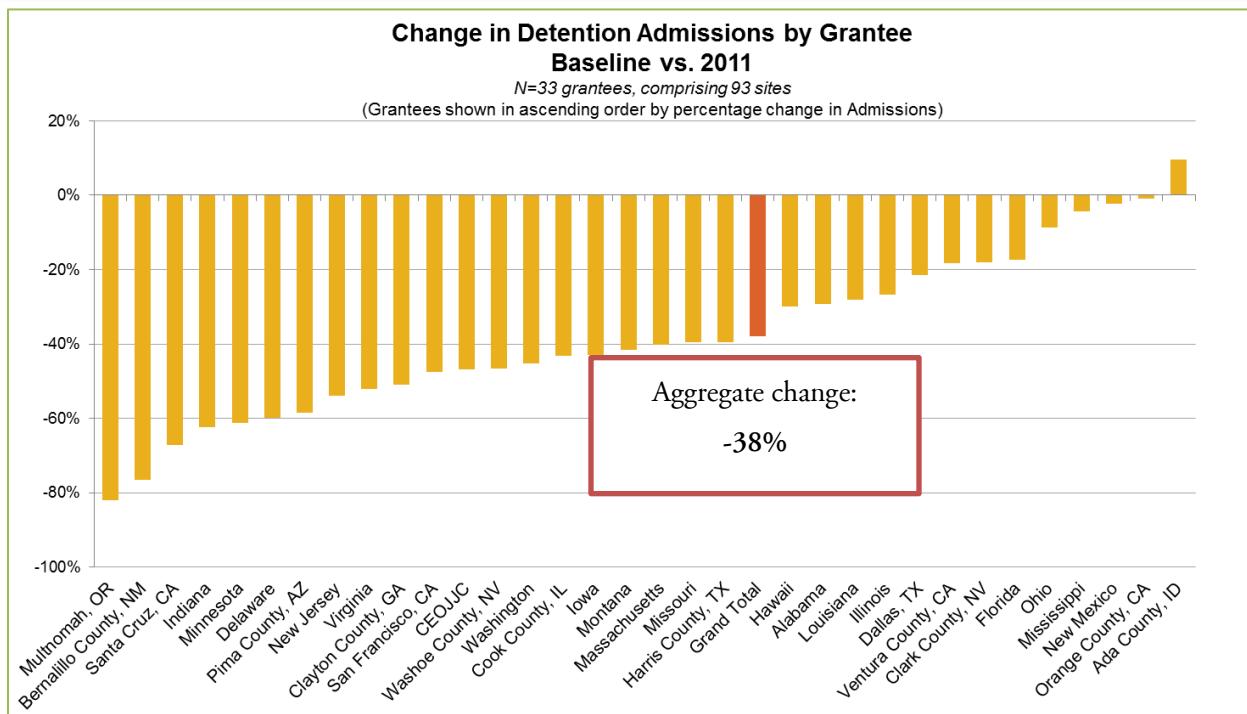


Figure 2: Admissions

In contrast, sites' experiences with reducing length of stay were more mixed (figure 3). In the aggregate, ALOS was about 6 percent lower in 2011 than in the sites' pre-JDAI baseline years. However, 14 grantees reported increases, and only 10 reported decreases of more than 15 percent. It is of course very difficult to reduce both admissions and ALOS simultaneously. In fact, if one looks at the 10 grantees with the largest reductions in admissions, and the 10 grantees with the largest reductions in ALOS, there is only one grantee (Virginia) on both lists. This simply means that, as much progress as sites have made in reducing unnecessary detention, there are almost always opportunities yet to be addressed.

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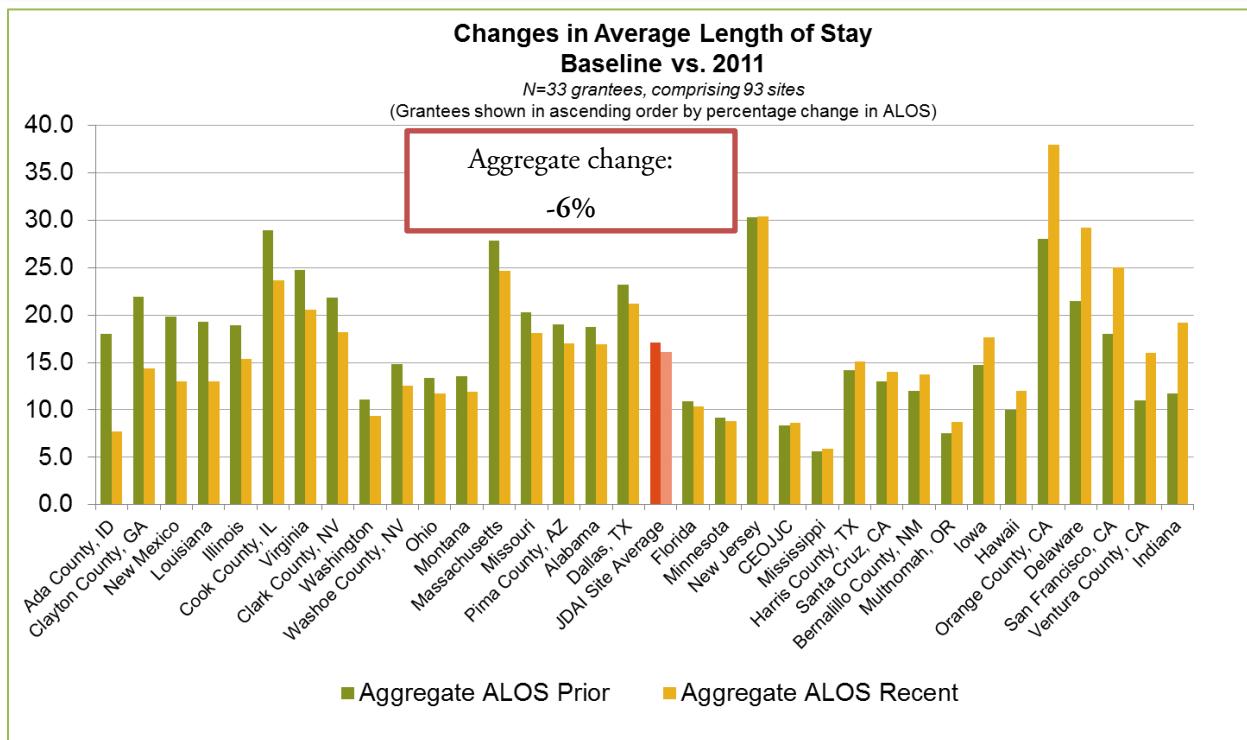


Figure 3: Average Length of Stay

### Racial & Ethnic Disparities

Sites' experiences are similarly mixed with respect to reducing disparate treatment of youth who are Hispanic or belong to non-White racial groups. Both before implementing JDAI and in 2011, the vast majority of JDAI sites looked very much like the nation as a whole in one respect: large majorities of the youth they detained were youth of color. JDAI sites have made progress on this front, in that the vast majority are detaining fewer youth of color. Out of 32 grantees for which 2011 data were included in this analysis, 29 reduced their ADP for youth of color, and in the aggregate they reduced it by 39 percent (figure 4, upper panel).

However, most sites reduced their ADP for White youth by an ever greater amount, and as a result youth of color were actually a larger share of their total ADP in 2011 than in their baseline years. Only 9 out of 32 grantees reported that youth of color were a smaller share of ADP in 2011 than in their baseline years. In the aggregate, youth of color represented 75 percent of ADP in JDAI sites before they started to implement reforms – and in 2011 that figure had risen to 80 percent (figure 4, lower panel).

One reason that racial and ethnic disparities are so pervasive and persistent is that it takes close analysis, using multiple metrics, to really understand disparities and to pinpoint changes in policy and practice that could mitigate them. JDAI sites face most of the same challenges as other jurisdictions when it comes to marshaling that data and maintaining the rigorous focus needed to make progress on reducing disparities. To improve on the results documented here, JDAI sites will need to engage in deeper analysis of detention patterns among youth of color.

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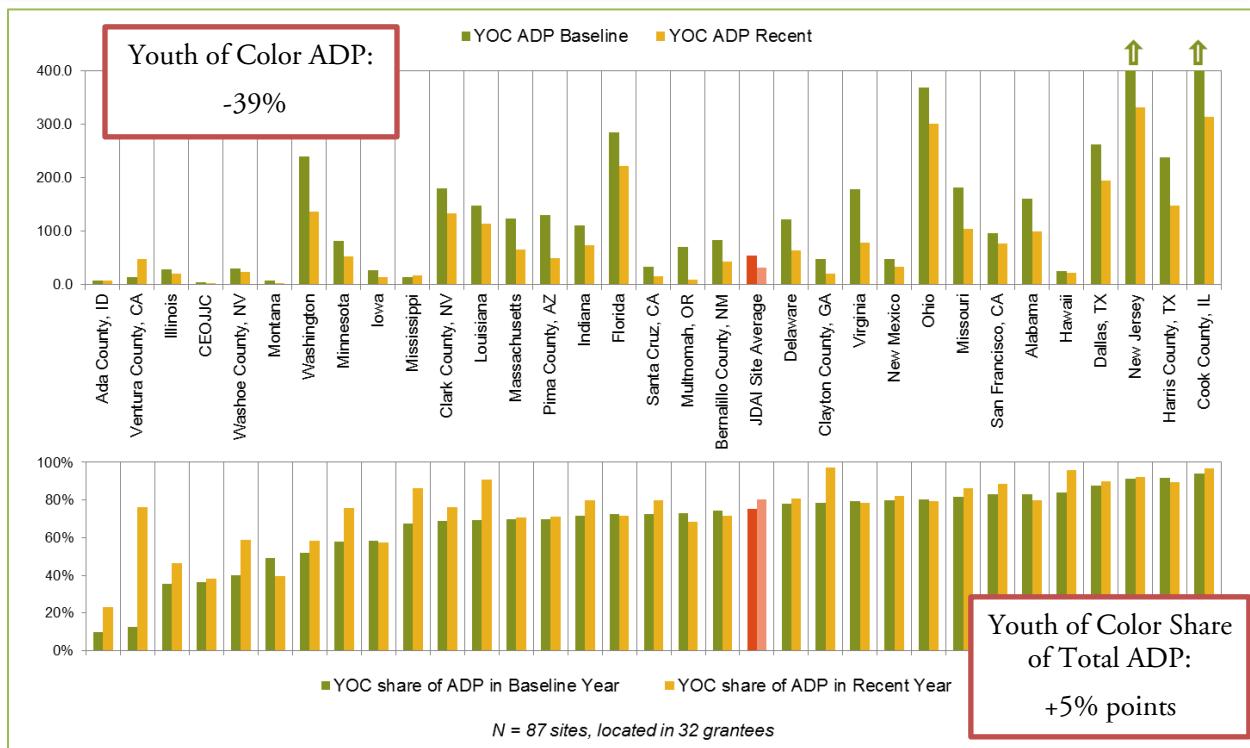


Figure 4: Youth of Color ADP and Youth of Color Share of Total ADP

### Commitments to State Custody

Detention reform focuses on eliminating unnecessary use of juvenile detention – but it can be a catalyst for system-wide reform, leading to changes in the way that systems respond to youth at every level of involvement. In particular, research has shown that when a youth is detained in the period before the disposition of his or her case, even when controlling for other factors, the youth is much more likely to be ordered into an out-of-home placement when their case reaches disposition. As documented in AECF's publication, [\*No Place for Kids: The Case for Reducing Juvenile Incarceration\*](#), these placements, which typically involve committing the youth to the custody of a state agency, tend to be extremely costly, unsafe, developmentally inappropriate (especially for youth who have not participated in any serious delinquent behavior), damaging to family and community ties, and ineffective in reducing recidivism or improving prospects for a successful transition to adulthood. It has always been a goal for JDAI to reduce unnecessary commitments and other out-of-home dispositional placements as a consequence of successful detention reform. Increasingly, JDAI sites are also beginning to explicitly expand the focus of their reform efforts to address the dispositional end of the system. The 2011 Annual Results Reports suggest that there is much progress for these efforts to build on.

In the aggregate, JDAI sites reported that they had reduced the number of youth they commit to state custody each year by 38 percent (figure 5). This amount is similar to the aggregate reduction in detention admissions, and for about half of JDAI sites the magnitude of reductions is similar for both commitments and detention admissions. However, there are some sites whose reductions in commitments are much larger than their reductions in detention: these are predominantly in states such as California, Florida and Ohio that have made significant policy changes to reduce commitments to state custody. And there are some sites that have seen much smaller reductions (or even increases) in commitments compared with their reductions in

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detention: in some of these sites policies may encourage commitment, for example as a means to secure mental health services for youth. Different sites will encounter different challenges in extending their detention reform efforts to address the dispositional end of the system, but the evidence from most JDAI sites is encouraging that detention reform can provide a strong foundation from which to tackle those challenges.

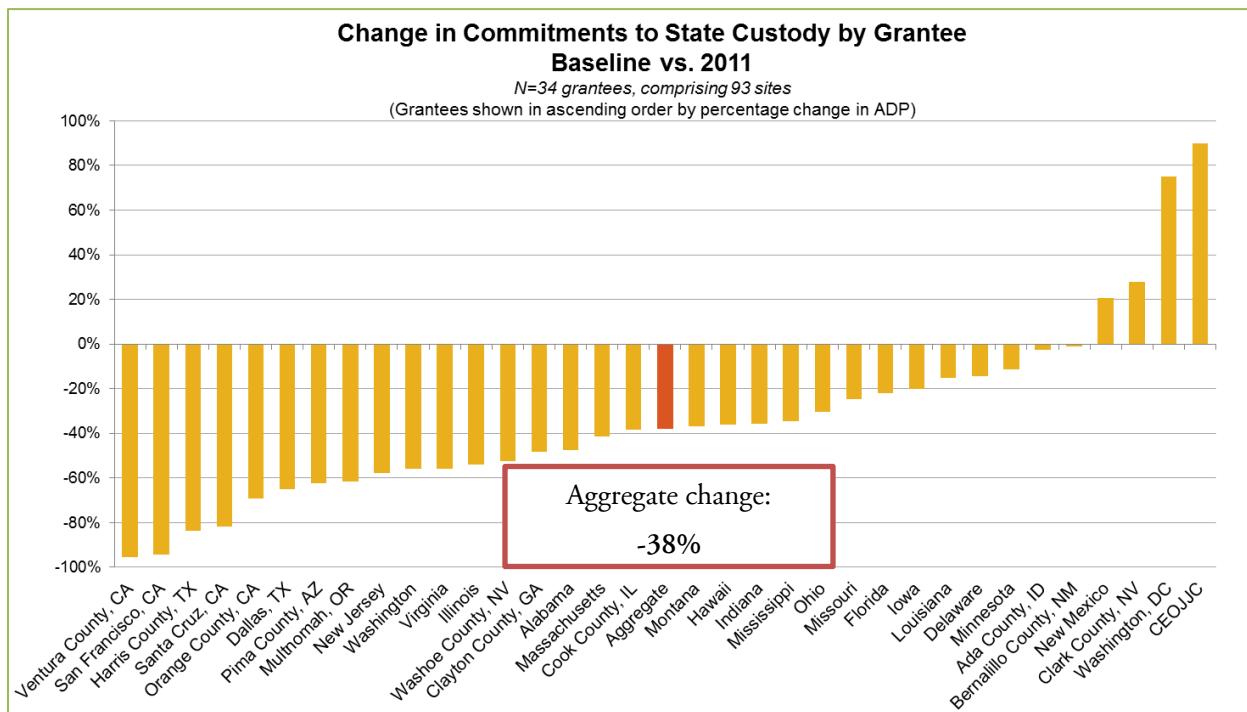


Figure 5: Commitments to State Custody

### Public Safety Indicators

JDAI sites set out to *safely* reduce detention: it is an explicit goal of the initiative to reduce detention in ways that are consistent with public safety and that do not increase juvenile crime. For that reason, through the Annual Results Report, each JDAI site tracks a general indicator of juvenile crime to measure whether this goal is being achieved. In 2009 the Foundation suggested that, whenever possible, sites report on felony petitions filed (the number of cases in which a youth is formally charged with a felony offense) as a measure of serious juvenile crime. As of 2011, nearly half of the sites reporting on this indicator are using that measure, while others continue to exercise the option to rely on one of three different measures: delinquency petitions (all juvenile cases in which any offense is formally charged), juvenile intake cases (all cases brought to the attention of the juvenile court, whether or not any charges are formally filed), and juvenile arrests (all arrests of persons under the jurisdiction's age of majority).

Despite the variability of indicator, there is an emerging pattern in which JDAI sites experience lower levels of juvenile crime after implementing detention reforms (figure 6). Sites reported in 2011 that they have experienced lower juvenile crime across all four juvenile crime indicators, with the percentage decreases ranging from 19% (for those reporting on juvenile intake cases) to 46% (for those reporting on delinquency petitions). It is unclear to what extent these reductions in juvenile crime are a contributor to, or a result of, detention reforms in JDAI sites. However, it is worth noting that across JDAI, aggregate reductions in detention have outpaced reductions in juvenile crime, regardless of the juvenile crime indicator used.

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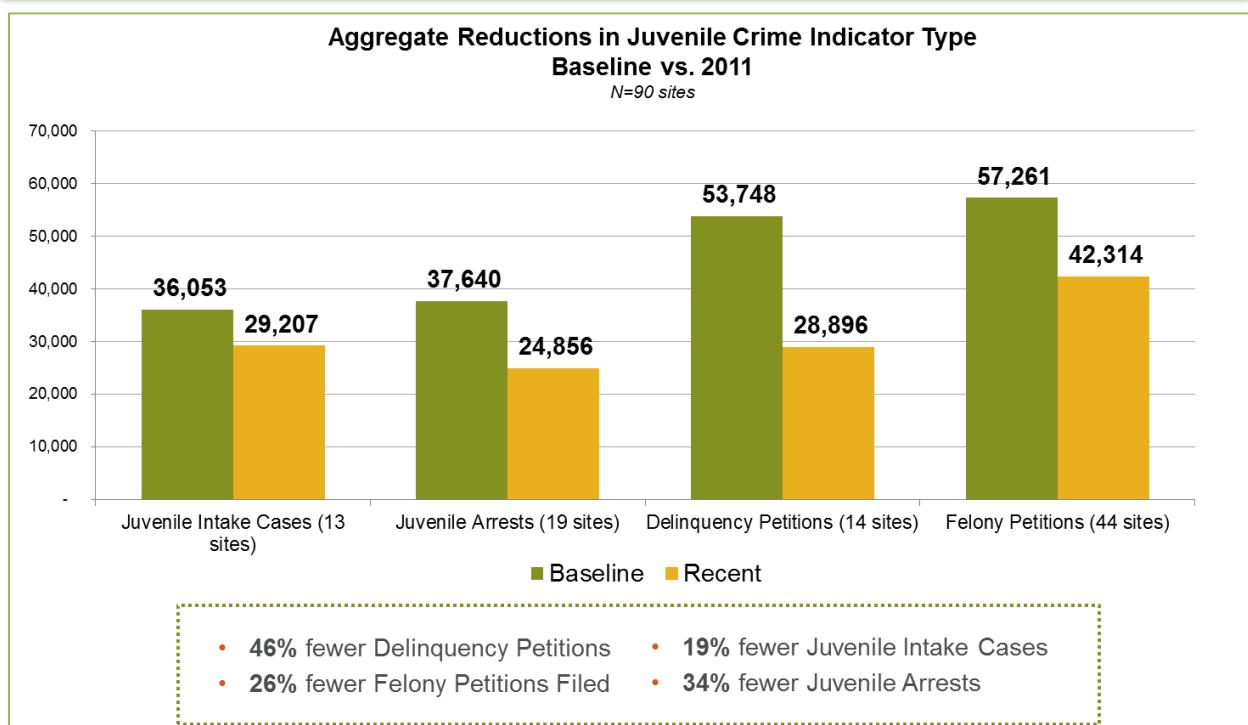


Figure 6: Juvenile Crime Indicators

Another aspect of safely reducing detention is ensuring that 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. Through the Annual Results Report, JDAI sites are asked to report on indicators related to these two goals: rates of failure to appear (FTA) and pre-adjudication re-arrest remain the most under-reported impact indicators.

For many sites, the challenges of reporting these indicators began even before they started implementing JDAI: because these indicators had never been tracked, they never had baseline year information to report, and no way of reconstructing it after the fact. Given these challenges, sites have the flexibility to use a different baseline year for these indicators than they use for the other indicators, generally representing a period of time after they started implementing JDAI reforms. Sites are also afforded flexibility to calculate these rates using different denominators, based on the data collection process that makes the most sense for the site. FTA rates can be based on all hearings in delinquency cases, only those hearings involving youth who were not detained (i.e. youth who were released both with and without a referral to an Alternative to Detention (ATD) program that would help to ensure their appearance), or only those hearings involving youth referred to ATDs. Re-arrest rates can likewise be based on all youth released or referred to ATDs, or only those youth referred to ATDs.

This flexibility, combined with diligent efforts by many sites, has helped sites to improve the rate at which sites have been reporting on these indicators. However, much clearly remains to be done: in 2011, barely 40 percent of reporting sites were able to provide these indicators. This is far from satisfactory for indicators that speak directly to fundamental goals of detention reform: to reduce unnecessary detention without undermining the integrity of the court process, and without jeopardizing public safety.

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Results from the minority of sites that did provide this data are generally favorable (figure 7). Regardless of the measures used, average FTA rates among the 35 sites reporting were lower in 2011 than in the sites' baseline periods. Likewise, the average pre-adjudication re-arrest rates among the 39 reporting sites were also lower in 2011 than in the sites' baseline periods, regardless of the measure used. If such results were reported with greater consistency across a larger set of JDAI sites, they would significantly strengthen the argument that reducing reliance on detention is fully compatible with improving public safety and strengthening compliance with the judicial process. These positive findings should serve as a further inducement, if any were needed, for JDAI sites that are not yet capturing this data to redouble their efforts to do so.

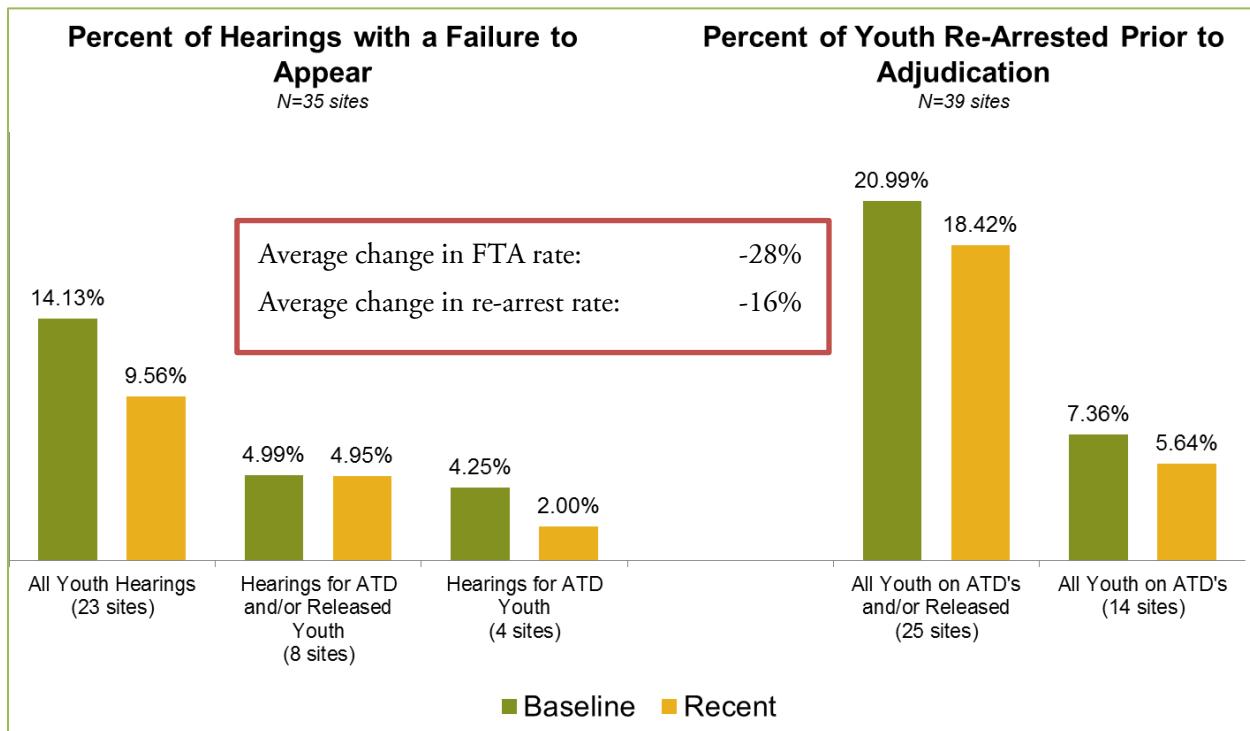


Figure 7: Pre-Adjudication Court Compliance Indicators

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### Financial Leverage

Leverage refers to the financial resources (e.g. grants, appropriations) allocated or obtained by sites to support detention reforms, beyond those provided through JDAI grants from the Annie E Casey Foundation. Leveraged funds may include grants provided by 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. Leveraged funds are difficult to define consistently, and even more difficult to track. Nevertheless, the information that sites were able to provide suggests that in the 2011 JDAI sites secured investments in detention reform far in excess of the grants they received from the Foundation.

In 2011 JDAI sites leveraged somewhat less in additional financial resources than they had in 2010, decreasing from \$40.6 million to \$39.9 million. As in past years, local government funds again represented the largest source of leveraged financial resources for JDAI sites, with 54 percent of the total (figure 8). But the amount that JDAI sites reported from this source was down 18 percent from its 2010 levels, from \$26.6 million to \$21.7 million – despite the addition of more sites in 2011. To partially offset those cuts in local funds, JDAI sites increased their leveraged funds from state and federal sources by 23%, from \$12.8 million to \$15.7 million; and doubled their leveraged funds raised from all other sources, from \$1.2 million to \$2.5 million.

### IV. CONCLUSION

This summary of the 2011 JDAI annual results reports depicts 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 detention 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 in the use of detention. While JDAI sites continued to make strides in the quality and completeness of their reporting in 2011, too many still struggled to collect data on key indicators of detention reform. 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.

As a result of the dedicated efforts of many individuals across JDAI, the data submitted for the 2011 results reports are the most complete and accurate to date. The Annie E Casey Foundation expresses its profound gratitude for the efforts of those who have made this report possible, and those who continue the work of enhancing data management capacity in JDAI sites so that future reports will be even better.

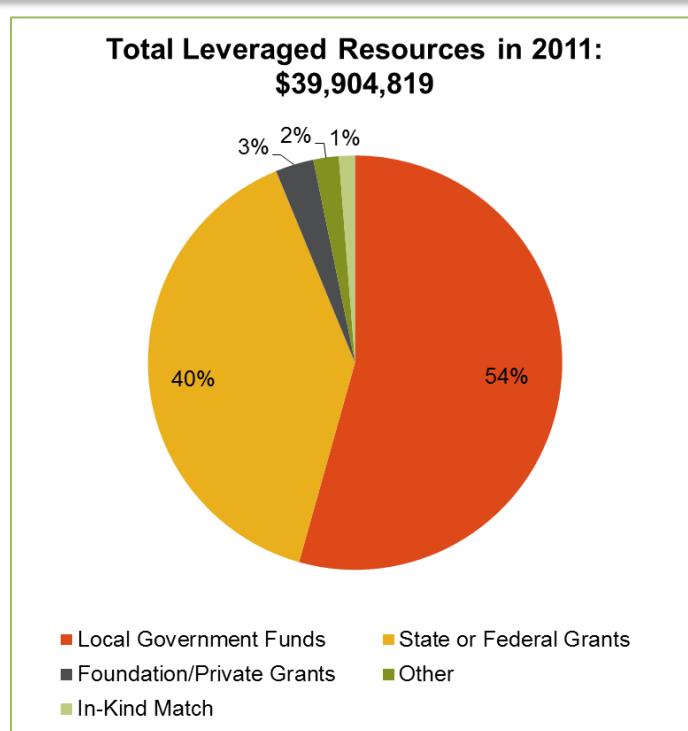


Figure 8: Sources of Leveraged Funds