

# New Jersey JDAI: Site Results Report

Prepared for the Annie E. Casey Foundation – September, 2006

## Overview of Report Contents

As a JDAI replication site, each September New Jersey is required to submit a summary, annual report to the Annie E. Casey Foundation regarding statewide and county-specific JDAI results. The Foundation aggregates the information submitted by all JDAI sites to create a national picture of JDAI's overall impact.

The information contained herein combines the findings from the two reports submitted by NJ to date (2005, 2006). Note that three types of measures are requested from the Foundation: measures of impact, influence, and leverage. This report is therefore divided into three parts, corresponding to each of these three requested measures; each part first defines the given measure, and then presents the applicable results.

## **PART I. IMPACT MEASURES**

### Definitions

**Impact** results are the quantifiable changes in the key measures JDAI seeks to achieve. JDAI's main purpose is to safely reduce reliance on secure detention. As such, impact measures include changes in **detention populations**, i.e., average daily population (ADP) and the two indicators that comprise ADP - admissions and length of stay (LOS). Impact measures also reflect indicators of **public safety**, including juvenile arrests and juvenile arrests for index (i.e., serious) offenses. Finally, because the JDAI focuses on reducing **racial disparities** in the use of detention, impact measures also include changes in ADP for youth of color, and the percentage of ADP comprised of youth of color.

### REPORTING PERIODS & OVERALL TIMELINE

2003 = Pre-JDAI

- ✓ Fall 2003 – Planning underway with JJC applying to be replication site via CJJ
- ✓ October 2003 – AECF visits NJ for Key Actors Meeting, followed by NJ's selection as a statewide JDAI replication site

2004 = Start-Up / Year 1 of JDAI in New Jersey

- ✓ January/February 2004 – Planning occurs between JJC, AECF, State AOC, lead key actors at local level, etc., to coordinate JDAI start-up
- ✓ March/April 2004 – “Kick-Off” Presentations/Meetings in all five initial sites and at state-level
- ✓ Spring 2004 – Four sites hold initial Steering Committee meetings, State-Level Committee convenes, detention specialists hired, marking “official” beginning of JDAI as a statewide initiative in NJ
- ✓ Summer 2004 – Initial one-day detention snapshots, formation of subcommittees, and development of work-plans occur in four sites; work on a detention screening tool is underway at state-level

2005 = Year 2 of JDAI in New Jersey

- ✓ Spring 2005 – Local-level work gets underway in the 5<sup>th</sup> site

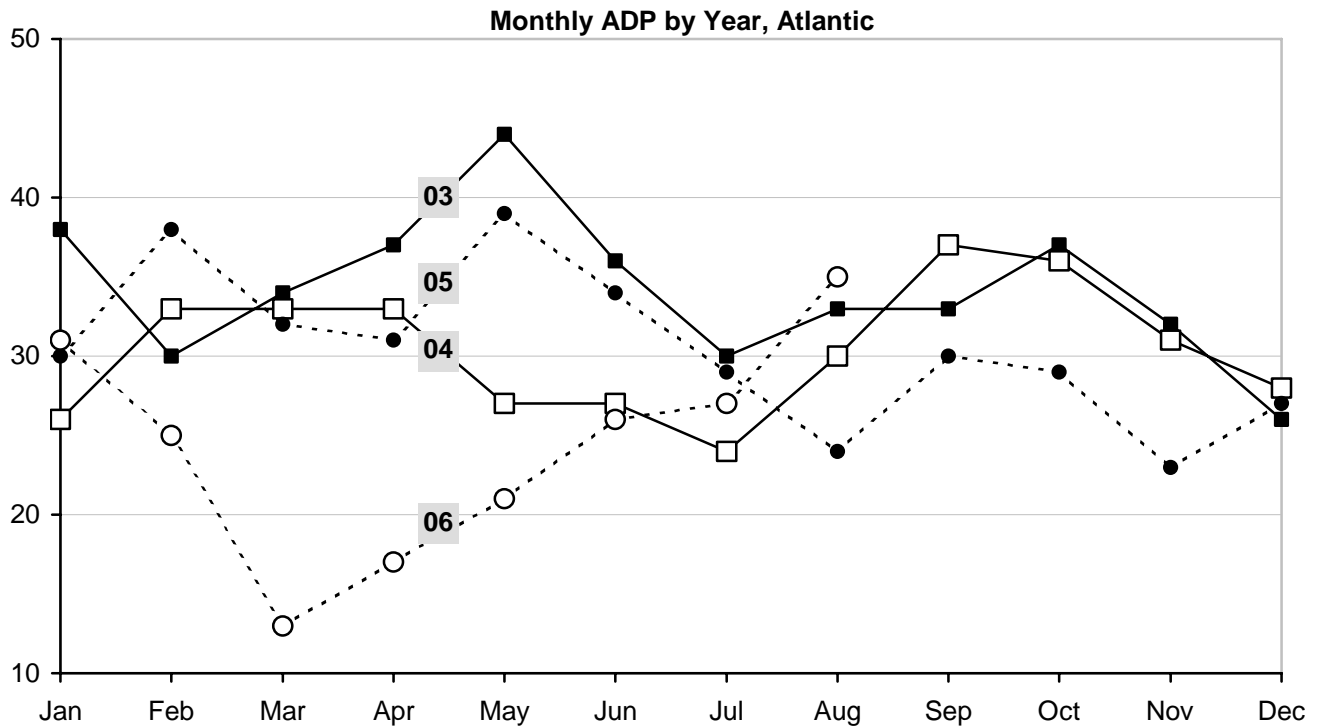
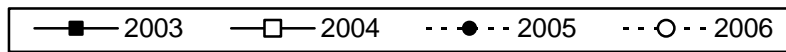
2006 = Year 3 of JDAI in New Jersey [**NOTE:** Figures reported are year-to-date through August]

- ✓ All five initial sites actively implementing JDAI
- ✓ Summer 2006 – Phase 2 JDAI sites selected, with two to begin in Fall 2006, and three to begin Winter 2007
- ✓ Screening Tool drafted and tested, pilot being planned for Fall 2006/Winter 2007

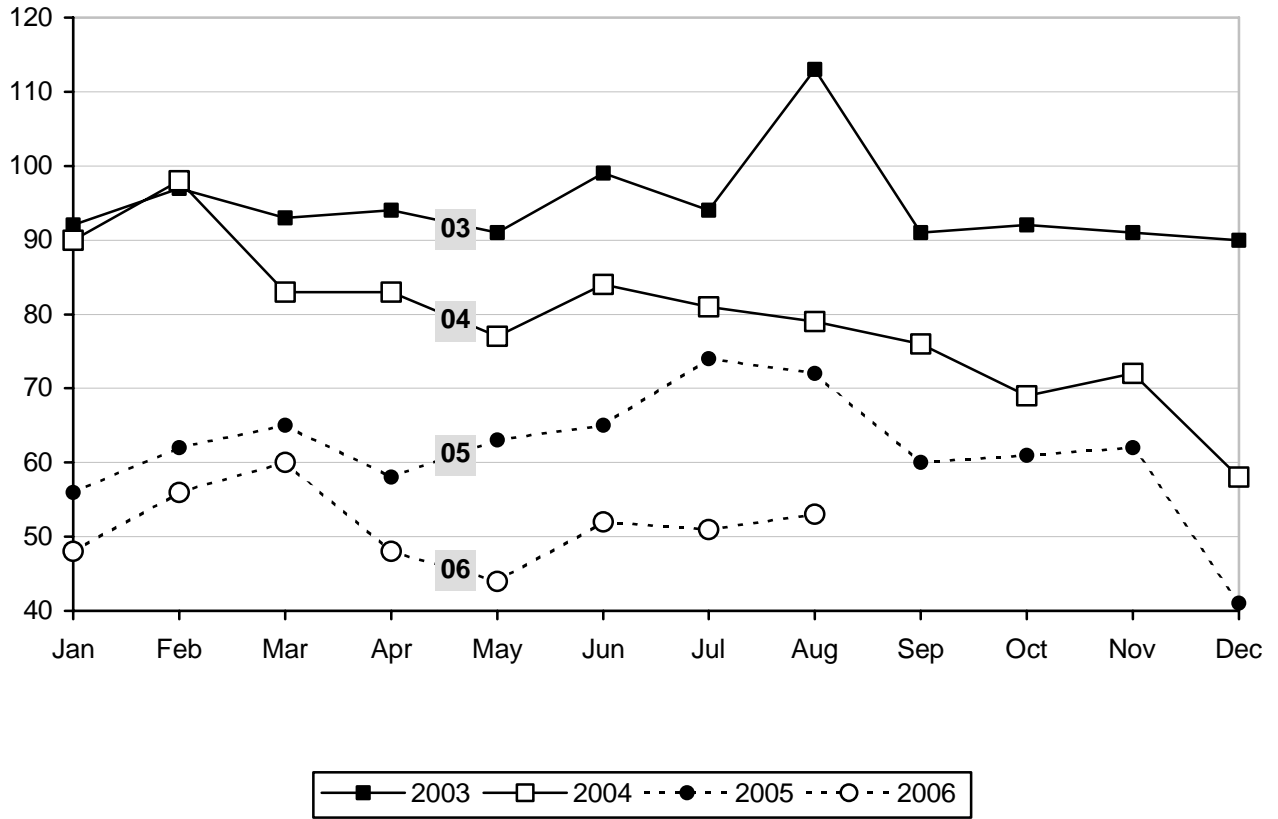
# Detention Populations

## AVERAGE DAILY POPULATION IN DETENTION

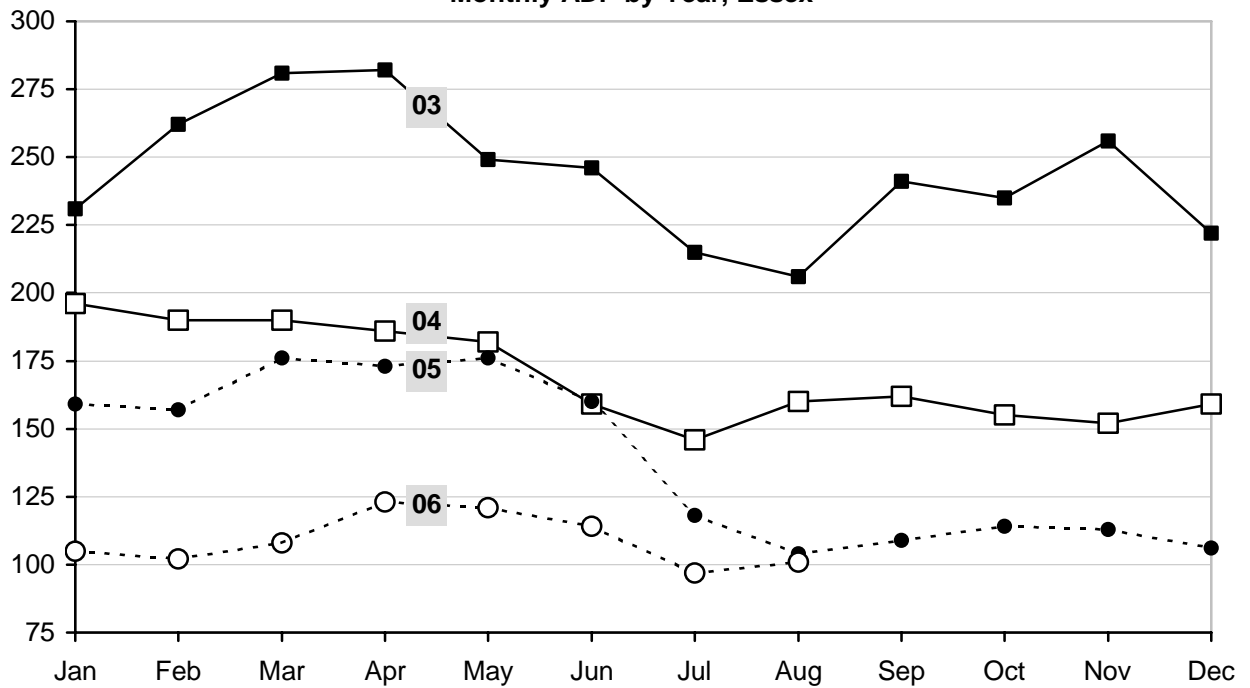
County	Pre-NJ JDAI	Post-NJ JDAI		
	2003	2004	2005	YTD 2006
Atlantic	34.1	30.5	30.4	24.4
Camden	94.6	78.9	61.5	50.9
Essex	243.6	171.0	138.5	109.1
Monmouth	40.0	39.5	24.9	24.3
Hudson	86.7	79.2	66.2	75.3
TOTAL-NJ SITES	499.0	399.1	321.5	284.0
<b>NJ CHANGE</b>	'03-[-100 kids / -20.0%]-'04			
	'03-.....[-178 kids / -35.6%]-.....'05			
	'03-.....[-215 kids / -43.1%]-.....'06			

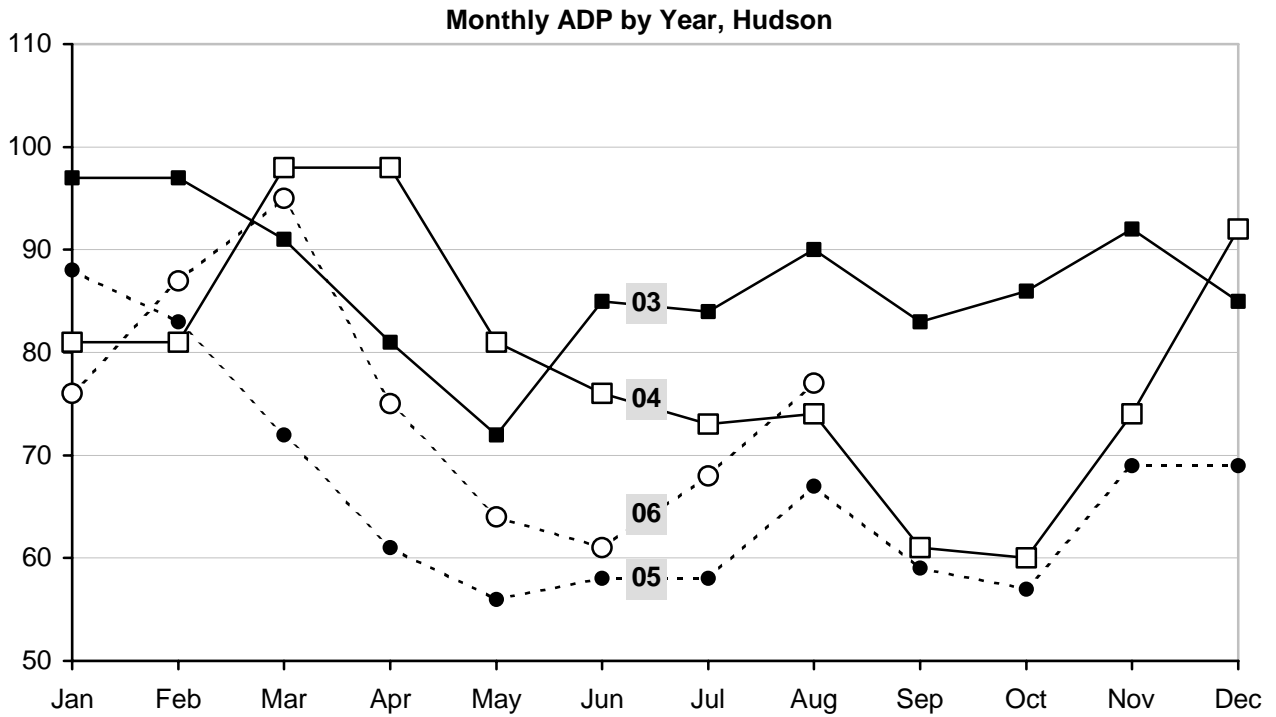
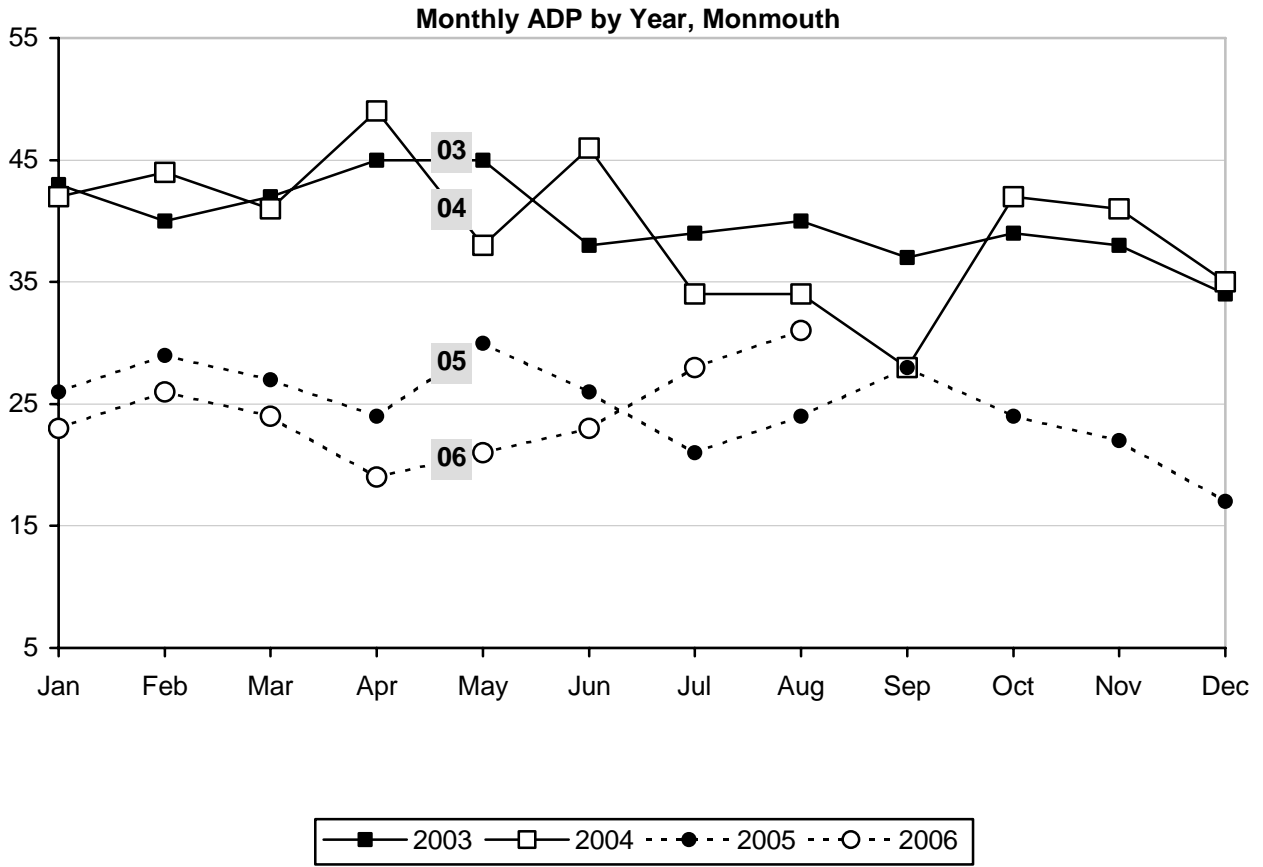


Monthly ADP by Year, Camden



Monthly ADP by Year, Essex





**AVERAGE MONTHLY ADMISSIONS TO DETENTION**

County	Pre-NJ JDAI	Post-NJ JDAI		
	2003	2004	2005	YTD 2006
Atlantic	33.2	33.3	31.4	26.1
Camden	138.4	134.5	107.4	94.5
Essex	205.0	167.8	155.9	178.4
Monmouth	42.3	47.4	33.9	36.4
Hudson	101.8	105.8	86.3	77.3
TOTAL-NJ SITES	520.8	488.8	415.0	412.6
<b>NJ CHANGE</b>	'03- [-32 kids / -6.1%]- '04 '03- -----[-106 kids / -20.3%]- -----'05 '03- -----[- 108 kids / -20.8%]- -----'06			

**AVERAGE LENGTH OF STAY IN DETENTION**

County	Pre-NJ JDAI	Post-NJ JDAI		
	2003	2004	2005	YTD 2006
Atlantic	29		29	24
Camden	20		19	17
Essex	40		30	21
Monmouth	32		24	19
Hudson	29		26	27
TOTAL-NJ SITES	31		25	21
<b>NJ CHANGE</b>	'03- -----[-6 days / -19.4%]- -----'05 '03- -----[-10 days / -32.3%]- -----'06			

**Public Safety**

**TOTAL JUVENILE ARRESTS**

County	Pre-NJ JDAI	Post-NJ JDAI	
	2003	2004	2005
Atlantic	2809	2793	2714
Camden	8511	8954	8725
Essex	6208	5464	4983
Monmouth	3931	4220	4398
Hudson	3612	3481	3173
TOTAL-NJ SITES	27074	26916	25998
<b>NJ CHANGE</b>	'03- ----- [-159 / -0.6%] - ----'04 '03- ----- [-1078 / -4.3%] - -----'05		

**JUVENILE ARRESTS FOR INDEX (SERIOUS) OFFENSES**

County	Pre-NJ JDAI	Post-NJ JDAI	
	2003	2004	2005
Atlantic	845	760	748
Camden	1001	1099	987
Essex	1088	989	908
Monmouth	834	925	916
Hudson	1096	920	790
TOTAL-NJ SITES	6867	6697	6354
<b>NJ CHANGE</b>	'03- ---- [-171 / -3.5%] ---- '04		
	'03- ----- [-515 / -10.6%] ----- '05		

**Racial Disparity/Disproportionate Confinement**

**ADP IN DETENTION FOR YOUTH OF COLOR**

County	Pre-NJ JDAI	Post-NJ JDAI		
	2003	2004	2005	YTD 2006
Atlantic	30.6	27.6	27.8	20.9
Camden	79.9	67.3	52.1	42.7
Essex	242.6	170.2	137.9	108.2
Monmouth	29.8	27.5	20.0	19.7
Hudson	82.5	74.9	63.3	72.6
TOTAL-NJ SITES	465.4	367.5	301.1	264.1
<b>NJ CHANGE</b>	'03- [- 98 kids / -21.%]- '04			
	'03- ----- [- 164 kids / -35.3%]- ----- '05			
	'03- ----- [- 201 kids / -43.3%]- ----- '06			

**% OF ADP IN DETENTION COMPRISED OF YOUTH OF COLOR**

County	Pre-NJ JDAI	Post-NJ JDAI		
	2003	2004	2005	2006
Atlantic	89.7	90.5	91.5	85.7
Camden	84.5	85.5	84.7	84.0
Essex	99.6	99.5	99.6	99.2
Monmouth	74.5	69.6	80.4	80.9
Hudson	95.1	94.6	95.7	96.4
TOTAL-NJ SITES	93.3	92.1	93.7	93.0
<b>NJ CHANGE</b>	'03-[-1.2 percentage pts]-'04			
	'03- ----- [+0.4 percentage pts]- ----- '05			
	'03- ----- [-0.3 percentage pts]- ----- '06			

## PART II. INFLUENCE MEASURES

### Definition

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As per the Casey Foundation, **influence measures** reflect changes in policy, practice, and programming that occur as a result of detention reform, and also shifts in public opinion or demonstration of political will in support of detention reform.

### State-Level

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1. Provided Access Training to twenty-four local key actors and detention specialists for the purpose of helping localities to develop and use data collection applications to track key measures of JDAI.
2. During the Fall 2006 legislative session, the assembly will be considering a bill to institutionalize JDAI in New Jersey. The current language of the bill provides for \$2 million in funding to the Juvenile Justice Commission for the purposes of permanently staffing JDAI at the state level and providing funds to help county and state agencies develop and implement policies and practices consistent with the goals of JDAI.
3. Subcommittee of State Steering Committee developed a draft detention Screening Tool and conducted both retrospective and prospective studies, with promising results. Report regarding its development and testing, with a request to proceed with a pilot in the five original JDAI sites, was submitted to the Administrative Office of the Courts for consideration.
4. Held two statewide conferences, attended by 200+ participants, with opening remarks by a state legislator, the Administrative Director for the state Administrative Office of the Courts, and the state Attorney General. The second annual conference received positive press in *The Trenton Times*.
5. The JJC issued a request for letters of interest, whereby non-JDAI counties “applied” to become the next JDAI site(s). A workgroup of the State Steering Committee received the letters of interest submitted, with five counties selected, doubling the number of active JDAI sites in NJ. Two sites will begin JDAI work in the fall of 2006, and three will begin in the winter of 2007.

### Atlantic County

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1. Presiding Judge directed Municipal Court Judges to refrain from using the detention center to place youth who violate municipal court orders. In prior years up to 17 youth had been placed in secure detention for violations of municipal court orders.
2. Based on results from initial data collection, the VOP subcommittee began to enforce their already existing “graduated sanctions” for technical probation violators.
3. Established process for daily email alert of detention count and detention alternatives count to all local and state key leaders.
4. Developed and implemented a new process for tracking and reporting all detention requests made to intake services, including a standardized form and corresponding Microsoft Access Detention Request Database.
5. Formed a Conditions of Confinement Site-Assessment Team, attended training, and conducted the secure detention center site assessment.
6. Enhanced the existing detention continuum by adding cellular units to the EM alternative, ensuring that lack of a home phone line does not preclude certain youth from placement on the EM detention alternative. Also, if there are problems with an existing home phone line youth can be temporarily placed on the cellular unit (in lieu of remaining in detention) while these problems are addressed.

## **Camden County**

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1. Completed Conditions of Confinement review in collaboration with the Youth Law Center and the Annie E. Casey Foundation, which showed the impacts of severe overcrowding on the operations of the facility; provided the influence to remove all the female youth out of the detention center and into either other detention centers or to the Girlstown shelter.
2. Developed and implemented YAP program as a detention alternative for youth who are in need of a child welfare placement.
3. Probation Accountability Grid in development.
4. The Presiding Judge streamlined the initial hearing process by taking responsibility for reviewing all initial cases and then distributing the cases to the two other judges. The PJ made a commitment to utilize the detention alternative programs more quickly and to review any youth who might be a potential candidate for placement in a detention alternative, regardless of case status.
5. Established process for daily email alert of detention count and detention alternative vacancies to all local and state key leaders.
6. Implemented a Microsoft Access Probation Database, which tracks violations filed, reasons, warrants vs. hearings, and key case processing timelines; generates reports that are reviewed to guide ongoing system improvement; developed accompanying policy whereby the database is used to generate the actual VOP Statement of Charges and Summary (previously a Word document).
7. Developed and implemented a new standardized form for tracking all detention requests made to intake services, a first step towards implementing a Microsoft Access Detention Request Database.
8. Implemented a Microsoft Access Detention Alternatives Database to track use of the alternatives continuum, including admissions, departures, length of stay, and characteristics of youth served.
9. Implemented a new Home Detention Program.
10. Developed and issued a Request for Proposal for an Evening Reporting Center detention alternative; proposals under review.

## **Essex County**

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1. Due to significant reductions in population, closed two operational units in the Detention Center.
2. Established Detention Review Committee to expedite hard-to-place cases forward to disposition.
3. Established a process by which youth could access detention alternatives more efficiently (within days as opposed to weeks). Moved detention alternative program from detention center to court, again increasing efficiency of referral and placement process for several alternative programs. Also reorganized detention alternatives in terms of supervision and staffing to ensure more effective outcomes, which led to court's greater confidence in/willingness to use the programs. This doubled the number of youth placed in alternatives, and for the first time Essex saw more youth in its detention alternatives than in detention on a given day.
4. Developed a process by which youth placed in detention alternatives could re-enroll in the Newark School District immediately after their court hearing. Subsequently expanded these re-entry procedures, worked on developing initial procedures for other local School Districts.



5. Established process for daily e-mail alerts regarding detention and detention alternative counts to all local and state key leaders.
6. Issued a Request for Proposal for an Evening Reporting Center; awarded contract; implemented this new detention alternative.
7. Implemented new Probation Detention Alternative (PDA) Program.
8. Agreed to create full-time Detention Review Expeditor position; drafted job specifications.
9. Implemented court hearing telephone notification system, where all youth scheduled for court receive reminder telephone calls, in an effort to reduce failures to appear.
10. Created monthly detention report analyzing detention trends, case processing status, and weekly admissions/departures; presented to Steering Committee each month to inform ongoing system improvement.
11. Created monthly detention alternatives report documenting all admissions, demographics, case processing, compliance/noncompliance, and final case disposition, to guide ongoing system improvement.
12. Implemented a process to track court adjournments to inform the work of the Case Processing Subcommittee.
13. Created monthly “accountability report” where each stakeholder tracks and reports case processing statistics relevant to their particular agency, to inform ongoing system improvement.
14. Created policy and procedures manual for detention alternative programs, including a policy where detention alternative staff initiate movement between alternatives as an “in-house” method to handle noncompliance in lieu of readmission to detention.
15. Established access to FACTS (court database) in the detention center, as a means for making this information available 24/7 to intake staff, to guide detention referral process.

## **Hudson County**

1. Re-evaluated and subsequently reorganized the Detention Alternative Resource Team (DART) in an attempt to create a process by which juveniles might access detention alternatives more efficiently.
2. Reestablished liaison with the Jersey City public school, resulting in the appointment of a Ph.D. school guidance counselor who appears in court everyday to ensure youth either become re-enrolled in school, or are provided with appropriate home-instruction.
3. Completed an evaluation of the existing detention alternative continuum via a “one-day snapshot” which examined detention alternative utilization, characteristics of youth served, and length of stay, among other key indicators.
4. Conducted an in-depth review of the In-Home Detention Program to evaluate its effectiveness, efficiency, and how well it reflects the principles of JDAI; resulted in a newly developed policy and procedure manual for the program.
5. Upon realization that at least one County funded program was not being utilized according to its original contracted purpose as a detention alternative, the County made the court aware of this

issue, and subsequently re-oriented the use of this program in accordance with the contract – thereby increasing its number of available detention alternatives.

6. The Prosecutors Office initiated increased collaboration with the Jersey City Police Department, Juvenile Unit, in order to expedite the exchange of discovery.

## **Monmouth County**

1. Data analysis identified the process of sending drug tests to the State Police lab as a cause of increased length of stay in detention for drug offenders. Prosecutor's office spearheaded the use of expediting letters to fast track drug lab results for youth who are placed in detention for a CDS offense. This policy change reduced wait time from almost two months to two-three weeks,
2. Probation Accountability Grid in development.
3. Established process for daily email alert of detention and detention alternatives count to all local and state key leaders.
4. Developed an expanded Detention Alternative Continuum that currently has three fully operational programs.
5. Developed and implemented a Detention Alternatives Policy and Procedures Manual including a Sanctions Grid.
6. Issued a Request for Proposals for an Evening Reporting Center; awarded contract; implemented this new detention alternative.
7. Published the *Family Guide to Juvenile Justice*, a publication that is distributed to all youth admitted to secure detention and to alternatives, as well as to their families. The guide has also been distributed to local juvenile agencies/community partners, including local police departments, for distribution to families and youth.
8. Created a Detention Emergent Calendar that allows youth to be placed in detention alternatives without having to be first admitted to secure detention.
9. Modified use of Orders of Arrest (OA) so that violations of probation and failures-to-appear no longer result in an "automatic" order of arrest for detention, but instead rely on detention as a last course of action after other steps have been taken.
10. Implemented a new, more efficient policy for executing day-time Orders of Arrest for FTAs, whereby upon arresting a youth on such a warrant, the police officers call Family Court staff for a new court date, and then provide written notification to the youth and family that same day, prior to release from police custody (instead of transporting the youth to court simply to receive this same notice).
11. Implemented a process for better tracking and reporting of all detention requests made to intake services, including a standardized form and corresponding Microsoft Access Detention Request Database.
12. Enhanced court notification procedures so that if the next court date is scheduled more than 30 days out from the current court date, a notice is sent out two weeks prior to the scheduled date instead of immediately.
13. Modified practice so that prosecutors now rotate between the two Juvenile Courts on a quarterly basis instead of every two weeks, which previously led to court hearings needing to be scheduled at

two-week intervals (instead of weekly intervals). The result has been a decrease in the time between initial appearances and subsequent plea or trial days as well as a decrease in the amount of time it takes to complete trials.

14. Judge restructured the court calendar to hear all detention alternatives referral and placement cases in the afternoon, allowing the detention alternative liaison to be present in court for these cases regularly, thereby enhancing the efficiency and timeliness of the referral and placement process.
15. Increased capacity to collect, analyze, and report system related statistics through the implementation of local, Microsoft Access databases, thereby supporting the institutionalization of JDAI as a data-driven process at the local level; databases are currently operating in Family Court, Probation, and the Youth Detention Center.
16. Prosecutor and Defense collaborated to modify process of requesting/providing discovery; Defense Counsel no longer sends request via a mailed letter, but instead completes a request form in the courtroom and hands it to the Prosecutor. Prosecutor immediately takes completed request form to administrative staff, who process the request that day, expediting receipt of discovery by two to seven days, with resulting reductions in case processing and length of stay.

### **PART III. LEVERAGE MEASURES**

#### **Definition**

The Annie E. Casey Foundation defines *leverage* as dollars invested in detention reforms beyond those provided to replication sites by the Foundation. This includes existing funds reallocated to support reform work and resulting detention policy, practice, and programming, as well as newly acquired funds, such as those received via a grant, for this work. Leverage also includes salaries of staff who are reassigned, either entirely or partially, to carry out work related to JDAI efforts and resulting reforms.

#### **State-Level**

1. The Governor's JJDP Committee has set aside \$300,000 for special initiatives through NJ JDAI. \$300,000
2. The JJDP Committee supported two of the five detention specialist positions in year one (\$101,000) and three of the positions in year two (\$152,000). \$253,000

#### **Atlantic County**

1. The County Youth Services Commission increased its annual detention alternative allocation by \$29,500 in order to expand its continuum with the addition of 10 cellular electronic monitoring units. \$29, 500

#### **Camden County**

1. Allocated \$115,000 (annual) for an Evening Reporting Center, with responses to a request for proposals currently under review. \$115,000

#### **Essex County**

1. Annual contract for Evening Reporting Center (first year). \$300,000
2. Two years (\$20,000, \$80,000) of contract for Wireless EM units. \$100,000

3. Two years (\$300,000, \$180,000) of reallocation of federal TANF funding, used for contract with Family Connections, an agency that assists youth in detention (e.g., breaking the cycle, familial support, employment training, and re-entry to school and work post-detention).	\$480,000
4. Funds expended for Probation Detention Alternative program – subcontract using Youth Services Commission Funding.	\$40,000
5. Funds expended to initiate movement of detention alternatives program to detention center – computer and other equipment, portion of public works time.	\$5,000
6. Two years of 50% of detention center social services supervisor allocated for expeditor position, to run detention review subcommittee. Time also allocated to compiling statistics, database development.	\$75,500
7. Two years of 100% allocation of Youth Services Commission monitor to take over operation of detention alternative program in the detention center.	\$130,000
8. Two years of funding for part-time monitor for alternatives program to increase judicial support for and confidence in program.	\$48,000
9. Two years of 100% allocation of Department of Citizen Services/Youth Services Commission case worker to detention center to support youth on TANF funding (see above) and to assist with re-entry to school and work post-detention and employment training.	\$100,000
10. Reallocation of MDT Conveners' hours for telephone notification process.	\$48,000
11. Clerical position for detention alternative program – on loan from DEDTE budget.	\$34,000
<i>ESSEX TOTAL: \$1,360,500</i>	

### **Hudson County**

1. Youth Services Commission allocated \$10,000 in its annual plan to juvenile probation for voice recognition equipment to supervise youth who had been on probation at the time of detention admission, and who otherwise would have been eligible for In-Home Detention supervision.	\$10,000
2. YSC plan also allocates \$200,000 (annual) for an Evening Reporting Center, to serve as a detention alternative.	\$200,000

### **Monmouth County**

1. Recipient of JJDP Grant in the amount of \$75,000 to support the creation of a Detention Alternative Evening Reporting Center. (NOTE: This allocation is part of the \$300,000 set aside noted above under "State Level" leverage.)	<i>(counted above)</i>
2. Youth Services Commission funding in the amount of \$50,000 allocated to match JJDP funds for Evening Reporting Center.	\$50,000
3. Expanded the YDC Senior Social Worker position to include the role of Detention Alternative Court Liaison. The Senior Social Worker now attends court in the afternoons to expedite detention alternative referrals and admissions, and to participate in detention review hearings when necessary. About 50% of this individual's time has been reallocated in this manner.	\$35,000