

J D A I N e w s

Newsletter of the Juvenile Detention Alternatives Initiative

June 2005

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Spring Inter-Site Conference Brings JDAI Sites to Baltimore

Ever wonder how good ideas like JDAI grow from a handful of sites into a multi-state, multi-site initiative, or how your local site measures up to others' on the developmental trajectory of JDAI? About 150 participants at this spring's JDAI Inter-site Conference in Baltimore gained insight into their own and others' progress as they compared and contrasted the different routes, speeds and sequences by which JDAI strategies have been implemented. The interactive conference featured a mix of plenary and small group discussions designed to assist sites in building stronger networks locally and nationally and to refine sites' abilities to monitor their reform process. How did we accomplish this? JDAI roles and responsibilities were more clearly defined in peer-to-peer discussions; mature sites were paired with newer sites, providing the opportunity for cross-site learning and coaching; prioritization of JDAI developmental activities helped sites identify technical assistance needs; and issues of racial disparity were looked at through a new framework as sites considered JDAI's eight core strategies through a DMC "lens." (See "From the Foundation" on p. 2 for additional commentary on the DMC framework.)

The conference began with the customary opening reception, allowing attendees to reconnect with colleagues from other JDAI sites and to prepare for the next day's work. This reception included recognition of two key site leaders who are making important transitions. Jerrauld Jones, Director of the Virginia Department of Juvenile Justice and the driving force behind that state's detention reform efforts,

was honored as he prepares to assume new responsibilities as a judge in his hometown of Norfolk. Bernalillo County (NM) Children's Court Judge Tommy Jewel was similarly recognized for his leadership as he prepares to retire from the bench. Fortunately, Judge Jewel will continue to work with JDAI sites as a technical assistance advisor. The reception also provided an opportunity to screen a new 13-minute version of the JDAI documentary, "These Are Our Kids."

Benchmarks of Success

The first day of the conference was devoted to presentations and discussions aimed at establishing clearer reform expectations and related benchmarks of success. To stimulate and organize the interactive discussions to follow, Patrick McCarthy, Vice President for System and Service Reform at the Annie E. Casey Foundation, summarized the developmental experiences and lessons learned from the foundation's mental health reform initiative, describing benchmarks for system reform directly relevant to JDAI efforts. He discussed how sites can achieve better outcomes and large scale change by managing the developmental trajectory of their reform process through written work plans and good governance models that measure progress and facilitate mid-course corrections when needed. This type of initiative management, he reported, creates a common set of expectations based on an overall game plan, produces a deeper commitment to the work through accountability and structure, and enables sites to target resources, like technical assistance and program dollars, more effectively.

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At the recent inter-site conference, attendees received a new (still draft) assessment framework designed to deepen JDAI sites' work on reducing racial disparities in their detention systems. The basic approach of this new tool is to examine each of JDAI's core strategies "through a racial lens." What does this mean?

Basically, what we've done is to break down each strategy into key

This new assessment framework is not rocket science. It is simply a structured compilation of our collective experience and thinking regarding ways to address racial disparities based upon a decade of JDAI work.

issues and practices and present a series of questions, or suggested desirable qualities, to determine if relevant steps have been taken to maximize the likelihood that bias has been eliminated, that a level playing field has been created, and that system personnel, agencies and programs are as cultural-

ly competent as possible. The underlying theory is that consistent attention to these benchmarks can fundamentally change the structure and function of critical system policies and practices, leading in turn to reduced racial disparities in the use of secure detention.

For example, one of JDAI's core strategies is *collaboration* between key juvenile justice, human services and community agencies to promote a more inclusive, coordinated and planned approach to identifying system problems, designing solutions and monitoring their impacts. Looking at this strategy "through a racial lens" involves examining whether the collaborative's formal mandate explicitly includes responsibility for reducing racial disparities, whether the composition of the collaborative includes people and organizations of color, whether the work has been organized in ways to consistently focus attention on this issue, and whether the collaborative context provides a safe place for people to engage in what are predictably delicate, often defensive, discussions.

This new assessment framework is not rocket science. It is simply a structured compilation of our collective experience and thinking regarding ways to address racial disparities based upon a decade of JDAI work. It is predicated on the notion that there is no silver bullet or magic pill to end what has historically been called "disproportionate minority confinement."

Instead, what is needed is consistent, determined attention to the causes of and solutions to the problem. The framework, therefore, might be thought of as a detailed checklist to help sites take as many steps—both small and large—as necessary to make progress and get results.

This new framework emerged from our work to establish a comprehensive assessment tool by which sites can measure their developmental progress. Given that larger framework, some may wonder why we would create a separate one for racial disparities. The answer is straightforward: our experiences consistently indicate that addressing racial disparities is perhaps the most difficult challenge that JDAI sites confront. Consequently, any tool that can lift up the issue, break it down into digestible pieces, and provide direction for concrete action should prove to be a valuable asset to sites. Only practice will tell whether the current iteration of this tool contributes to reductions in racial disparities. To that end, we encourage all sites to share with the national JDAI network their experiences using the new framework, perhaps in the form of updates submitted to *JDAI News*.

Bart Lubow
Raquel Mariscal

Copies of both frameworks are available by emailing either of us, at (blubow@aecf.org) or (rmariscal@aecf.org).

Report Finds Schools Unnecessarily Arresting Growing Number of Youth

The Advancement Project, a national racial justice organization, released its second report (*Education on Lockdown: The Schoolhouse to Jailhouse Track*) examining the overuse of zero tolerance school discipline policies and the growing reliance on police and juvenile courts as disciplinarians for what many would consider to be "normal" adolescent behaviors. The report, authored by the Advancement Project in partnership with Padres and Jovenes Unidos, Southwest Youth Collaborative, and the Children & Family Justice Center of Northwestern University School of Law, dissects the "schoolhouse to jailhouse track" by examining: (1) how zero tolerance, a policy originally designed to address the most serious misconduct, morphed into a "take no prisoners" approach to school discipline issues and created a direct track into the juvenile and criminal justice systems; (2) the expanding role of law enforcement in schools; and (3) the disparate impact of these practices on students of color.

The report illustrates that while there is much debate about how to improve school safety, many districts have taken the easiest route - increasing the number of police patrolling hallways and giving them a greater role in disciplinary matters. In a growing number of schools, police are hired on a full-time basis and schools have beefed up security measures to include cameras, metal detectors, tasers, canine units, and biometric hand readers. According to the authors, turning schools into "prison-like secure environments, replete with drug-sniffing dogs, metal detectors, and uniformed law enforcement personnel, may produce a perception of

Increasingly Schools React Harshly to Minor Offenses

Philadelphia, PA - A 10-year-old girl was handcuffed and taken to a police station for taking a pair of scissors to school. She used the scissors to work on a school project.

Port St. Lucie, FL - A 14-year old girl was arrested and charged with battery for pouring a carton of chocolate milk on the head of a classmate.

Wilmington, NC - A high school student was criminally charged by a sheriff's deputy for cursing in front of a teacher.

St. Petersburg, FL - A 5-year-old girl was arrested, cuffed and put in back of a police cruiser after an outburst at school where she threw books and boxes, kicked a teacher in the shins, smashed a candy dish, hit an assistant principal in the stomach and drew on the walls.

Denver, CO - Between 2000 and 2004, Denver Public Schools experienced a 71% increase in the number of student referrals to law enforcement (through tickets and arrests). Last year, most of these referrals were for non-violent behavior such as use of obscenities and disruptive appearance.

Chicago, IL - In 2003, over 8,000 students were arrested in Chicago Public Schools. More than 40% of these arrests were for simple assault and battery - often nothing more than a threat or harmless weaponless fight.

safety; however there is little or no evidence that these law enforcement tactics create safer learning environments or change disruptive behaviors. On the contrary, these measures lower morale and make learning more difficult."

Across the board a common thread exists, that a majority of these arrests are for minor conduct such as disorderly conduct and simple assaults previously handled by schools and parents. And, too often children of color are disproportionately impacted as was seen last year in Denver where African American students were referred to law enforcement at twice the rate compared to Caucasian students, and Latino students were referred to law enforcement at seven times the rate of Caucasian students.

To read the full report, visit: www.advancementproject.org

Advancement Project (AP) is a national policy, communications, and legal action organization that develops, encourages, pioneers, and widely disseminates innovative ideas and models that inspire and mobilize a broad national racial justice movement to achieve universal opportunity and a just democracy.

NACo Stimulating County Interest in Juvenile Detention Reform

The National Association of Counties (NACo) launched a new project on juvenile detention reform during a packed meeting of its Justice and Public Safety Steering Committee at NACo's March 2005 Legislative Conference in Washington, DC.

With a grant from the Annie E. Casey Foundation, NACo will disseminate information about JDAI and conduct outreach and education with county officials, including featured JDAI workshops at various NACo conferences. NACo will also produce and distribute a publication on JDAI geared specifically for county officials. *For more information on NACo, please contact Lesley Buchan at (lbuchan@naco.org) or 202/942-4261.*

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To assist sites in assessing the status of their detention reform endeavors, two new assessment frameworks were presented: "A Framework for Detention System Assessment" and "JDAI Core Strategies Through a Racial Lens." Although these tools are still being refined, they were widely praised as tools with which sites can better examine their detention policies, practices and programs. Structured and content-specific, these tools focus attention on critical aspects of policy and practice by dividing each core reform strategy into a set of key issues and related expectations. Sites were asked to carefully review these assessment frameworks and provide feedback to foundation staff and TA providers. (To request copies of these assessment instruments, email Julie Pope, jjpope@aecf.org.) Delegations used these frameworks for site specific discussions about the status of their reform efforts and used these discussions to refine their work plans.

The Unintended Consequences of Mass Incarceration

The luncheon keynote was provided by Professor Todd R. Clear from the John Jay

College of Criminal Justice of the City University of New York. Dr. Clear's research examines the unintended consequences of concentrated incarceration in disadvantaged, segregated neighborhoods. His studies reveal that high rates of incarceration (and related re-entry) destabilize neighborhoods, shred the social fabric and actually increase crime by producing financial hardship, stigma and family separation. These patterns have a particularly significant impact on children in these communities, since high incarceration neighborhoods are characterized by low levels of civic participation, trust, safety and belonging. Professor Clear asserted that any comprehensive approach to re-entry requires the perspective that re-entry is not just about the individual coming home; that it's also about the homes and communities to which they return. For more information on Todd Clear, his current projects and recent publications, visit his website at www.toddclear.org

Progress Report: Conditions of Confinement Self-Inspections

A well-rounded panel of national and local experts provided observations and feedback on the conditions of confinement facility inspections which took place recently in Baltimore and New Mexico. The panelists (Mark Soler, President, Youth Law Center; David Fishkin, Baltimore Public Defender's office; Maceo Hallmon, Director, East Baltimore Youth & Family Service; Art Murphy, Juvenile Justice

points they emphasized were: (1) anticipate the pressure of getting a lot done in a short amount of time during the facility inspection; (2) listen, look and take a lot of



Bernalillo County (NM) Children's Court Judge Tommy Jewel talks to conference participants about the role of judges in local reform initiatives.

notes--committing impressions to paper can be difficult, but if it's not written down initially it becomes even harder to reconstruct observations after the fact; (3) examine and measure variables like the numbers of minority youth, cultural competency in staffing, and evidence of (or lack of) culturally specific programming in order to assess how conditions in secure detention differentially affect youth of color. In addition, Mark Soler recommended that self-inspection teams plan a two-hour debriefing session immediately following the inspection, including a meeting with facility administrators to provide a preview of the team's final recommendations. It was also suggested that, prior to finalizing findings and recommendations, a draft report should be shared with relevant site leaders (especially facility administrators) to minimize factual errors and to enable site officials to provide clarifications. The final report is then routed to the site's JDAI steering committee.

The conference ended with feedback from sites on both the agenda and the interactive format. The next JDAI inter-site conference will be held November 30th through December 2nd.



The delegation from Santa Cruz County Probation Department at the 2005 JDAI Spring Conference is pictured from left to right: Judy Cox, Chief Probation Officer; Fernando Giraldo, Assistant Juvenile Division Director; and Scott MacDonald, Assistant Probation Chief.

Director, New Mexico Department of Children, Youth and Families; and MaryAnn Wooley, Division Director, Washoe County (NV) Department of Juvenile Services) described their recent experiences implementing the new inspection instrument, answered questions and shared "lessons learned." Among the key

College of Criminal Justice of the City University of New York. Dr. Clear's research examines the unintended consequences of concentrated incarceration in disadvantaged, segregated neighborhoods. His studies reveal that high rates of incarceration (and related re-entry) destabilize neighborhoods, shred the social fabric and

New Jersey Holds First JDAI All-Sites Conference

The New Jersey Juvenile Justice Commission hosted the state's first JDAI All-sites Conference on April 7 and 8 in Princeton. New Jersey became an official JDAI state replication site in April 2004. Its JDAI structure includes a state JDAI steering committee and local steering committees in five counties: Atlantic, Camden, Essex, Hudson and Monmouth. The conference was attended by over 130 key leaders who participate in JDAI at either the state or local level. Its purpose was to share national detention reform ideas and innovations with New Jersey participants and to energize attendees with the unlimited possibilities that JDAI presents to affect positive change. The conference was also organized to provide New Jersey participants with time to network and share information regarding their own progress.

The agenda had four major components: guest speakers, topic tracks, affinity groups and local steering committee meetings. Judge Philip Carchman, Administrative Director of the New Jersey Courts, and Howard Beyer, Executive Director of the Juvenile Justice Commission, welcomed attendees and described why

detention reform was important to the state. James Bell, Executive Director of the W. Haywood Burns Institute, gave a stirring plenary presentation on racial disparities in detention and outlined ways that jurisdictions could reduce disproportionality. Topic tracks included sessions on detention alternatives, case processing, special detention cases (VOPs and warrants) and risk screening tools. Special emphasis was placed on reducing racial disparities in detention use throughout these topical sessions. A team of national experts from various JDAI sites served as faculty and facilitators.

At the end of the first day, attendees divided into "affinity groups" based upon their roles in the system. One group ("In the Court Room") was composed of judges, prosecutors and defenders; a second ("Intake & Admissions") consisted of police, intake workers and detention staff; and the third ("Providers of Services & Supervision") was made up of probation personnel and representatives from the youth service delivery system. At a special session on the second day, affinity group leaders reported on major points and themes discussed in each group.

On the second day, participating counties held local steering committee meetings to determine how they

would apply what they learned to their local JDAI work plans. The outcome of these meetings was the development of a set of action steps to move each committee forward in the JDAI process. These action steps were reported out at the end of the second day and each site made a commitment to move forward with energy and focus.

Comments on the written evaluations and in subsequent steering committee meetings revealed that attendees learned a substantial amount from the faculty at the conference and left with a better understanding of JDAI and its importance to their individual and collective work. Each site sharpened its local reform plan and returned home with heightened enthusiasm for implementing system reforms in New Jersey.

The New Jersey Juvenile Justice Commission wishes to thank the amazing faculty, the conference attendees who embody the meaning of partnership at all levels of government, and particularly, Paul DeMuro, New Jersey's TA Team Leader, for his experience, guidance and support.

Article by Lisa Macaluso, Director, Office of Local Programs and Services, NJ Juvenile Justice Commission
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Virginia Hosts Statewide Conference for JDAI Sites

On April 28 and 29, 2005, approximately 170 local and state stakeholders and policy makers convened in Glen Allen, Virginia, for Virginia's second Statewide JDAI Conference. Teams from eight cities and counties from across the Commonwealth represented the judiciary, education, social services, juvenile probation, secure detention, detention alternatives, law enforcement, prosecution, defense, mental health and local government.

"The early success being realized in some localities is inspiring. I want to be part of making similar changes in my community."

Opening remarks were given by State JDAI Coordinator Scott Reiner, Jerrald Jones, Director of the Virginia Department of Juvenile Justice, the Honorable Judge Robert Frank, Virginia Court of Appeals, and Bart Lubow, Director of the Program for High-Risk Youth at the Annie E. Casey Foundation. Faculty included Bill Sifferman, who was recently named Chief Probation Officer of the San Francisco Juvenile Probation Department, John Rhoads, former Chief Probation Officer for Santa Cruz County, Alan Henry, Executive Director of the Pretrial Services

Resource Center and Frank Orlando, retired judge and Virginia's AECF TA Team Leader. Topics included effective collaboration and detention "appetite," non-compliance and risk-based supervision, operating efficient & effective detention alternatives and streamlining case processing.



Lynchburg Juvenile & Domestic Relations Court Judge Bill Light was one of 12 members of the judiciary in attendance.

Workshops on detention alternatives and case processing were especially well-received and stimulated deep discussion amongst sites. One participant offered, "As a result of the conference, we will be taking a closer look at length of stay for the secure detention population, as well as for our detention alternative programs. We are hoping to reduce the length of stay of our evening reporting center. Also, I had



Expeditor Ed Pickens, PO Barbara Butler and Deputy Commonwealth's Attorney Romeo Lumaban represented the City of Hampton.

underestimated the importance of monitoring case processing as an important element in controlling length of stay." Another participant responded, "The discussions that emerged as a result of the workshops jump started our alternative's commit-

tee, which was quite frankly stuck. We now have a better understanding that violating alternative programs should not necessarily result in secure detention."



Mental health professional, Dr. Terrance Allen, talks about his work with the evening reporting program at the Hopewell Boys' & Girls' Club.

"Role-alike" groups and jurisdictional break-out sessions complemented the workshops. Within these groups, participants were challenged to consider what they personally (and the constituencies they represented) had to gain from detention reform and what leadership they could provide in their individual communities or to the state as a whole. Having the opportunity to collaborate with colleagues from other jurisdictions was said to be a conference highlight. A probation officer shared, "One of the most beneficial parts of the conference was sitting down with professionals in my same role from other parts of the state and hearing what was working for them. I'm looking forward to taking a leadership role and implementing some of



Hopewell Chief of Police Rex Marks reviews data on secure detention admissions, average daily population and length of stay.

the ideas at my own court service unit." Another participant had a similar reaction noting, "The early success being realized in some localities is inspiring. I want to be part of making similar changes in my community."

Virginia plans to make the conference an annual event. State Coordinator Scott Reiner said, "This was our second conference. We hope to continue to provide our sites with the opportunity to come together to learn from one another and to spend a concentrated



Assistant State JDAI Coordinator Beth Stinnett facilitating a break-out session.

period of time focusing exclusively on detention reform. Much was accomplished during the group exercises and we are confident that participants will build upon those when they return to their jurisdictions."



Probation Director Frances Brown leads the Petersburg JDAI Team in a discussion on strategies to reduce VOPs in secure detention.

Article by Beth Sinnnett. For more information on VA detention reform contact Scott Reiner, State JDAI Coordinator, (Scott.Reiner@djj.virginia.gov) or Beth Stinnett, Assistant State JDAI Coordinator, (Beth.Stinnett@djj.virginia.gov).

NACo (National Association of Counties) announces its 2005 Annual Conference and Exhibition, July 15-19 in Honolulu, Hawaii. This year's conference will feature a workshop on JDAI: "Creating Juvenile Detention Alternatives: Achieving Breakthroughs in Your Juvenile Justice System". NACo, the only national organization that represents county governments in the United States, has a membership of more than 2,000 counties, representing over 80 percent of the nation's population. For more information, visit www.naco.org.

The National Council of Juvenile and Family Court Judges announces its 68th Annual Conference to be held in Pittsburgh, PA, July 17-20. The conference will offer workshops relat-

ed to juvenile justice, child abuse and neglect, family violence, substance abuse, truancy and other topics related to juvenile and family courts. Contact the registrar at 775-784-6012 or visit the website at: www.ncjfcj.org.

The National Institute of Justice announces its Annual Conference on Research and Evaluation in Washington, DC, July 18-20. This year's focus is evidence-based policies and practices. Learn what works, what doesn't, and what the latest research shows as promising. Hear what criminal justice practitioners around the country are doing to make their systems more effective with evidence-based programs. Talk to policy makers about how your research can make their work more productive.

For more information, contact www.ojp.usdoj.gov.

The New Mexico JDAI State Training Conference, scheduled for July 27-28, will be held in Albuquerque. JDAI replication sites and stakeholders from other jurisdictions wishing to be considered for inclusion in the NM statewide initiative should plan to attend. Workshops are being formulated to support the basic JDAI principals with a focus on the Conditions of Confinement Self-Inspection Instrument, DMC, special detention cases, data driven decisions, and information for counties wishing to be considered for JDAI replication. For more detailed information contact Mr. Doug Mitchell, (demitchell@bernco.gov).

The following is reprinted with permission by The *Richmond Times Dispatch* Newspaper printed on Sunday, March 27, 2005.

Juvenile Justice: Lower Risks Get a New Deal

By Jerrauld Jones

"When I accepted the position as Director of the Virginia Department of Juvenile Justice more than two years ago, in many ways I saw it as an opportunity to continue placing emphasis in this area, just as I had done in my 15 years of service as a Delegate to the General Assembly from Norfolk.

Those who know me realize my desire to serve as an advocate for children in the

state. One of the top issues for me as a Delegate and now as Director is to make certain that Virginia is at the forefront of juvenile justice reform. As a public official I know public safety will always be our top priority. Still, the department must seek innovative methods to provide programs and services for prevention, so that most of our children will never have a juvenile justice contact. For those juveniles who do come to our attention, we want to ensure there are interventions that will assist them in becoming productive citizens.

Historically Virginia has used secure confinement at a higher rate than most (states) and a majority of those juveniles we have detained have traditionally been misdemeanor offenders or have had other non-felony convictions. In fact, as late as 2001 Virginia's rate of 150 detentions per

100,000 juveniles was the second highest in the country.

However, it is a new day and we have reduced the number of admissions to our state-operated correctional centers from a high of 1,800 in 1995 to our current level of 962. I am pleased to report that there has been a gradual shift in the thinking of the department's response to juvenile crime in Virginia. Central to our approach is the belief that in the context of community protection, juveniles may be safely and effectively confined and rehabilitated in a variety of settings."

The remainder of Director Jones editorial column enumerates the strategies and benefits of JDAI. To read this column in its entirety, visit the Richmond Times Dispatch at <http://www.timedispatch.com>

Since 1948, the **Annie E. Casey Foundation** (AECF) has worked to build better futures for disadvantaged children and their families in the United States. The primary mission of the Foundation is to foster public policies, human service reforms, and community supports that more effectively meet the needs of today's vulnerable children and families. For more information on JDAI, please feel free to contact the resources listed below.

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