

DETENTION UTILIZATION STUDY  
18 AND 36 MONTH ANALYSES  
DUVAL COUNTY  
OCTOBER 2011

Bureau of Research and Planning  
Florida Department of Juvenile Justice



Rick Scott, Governor

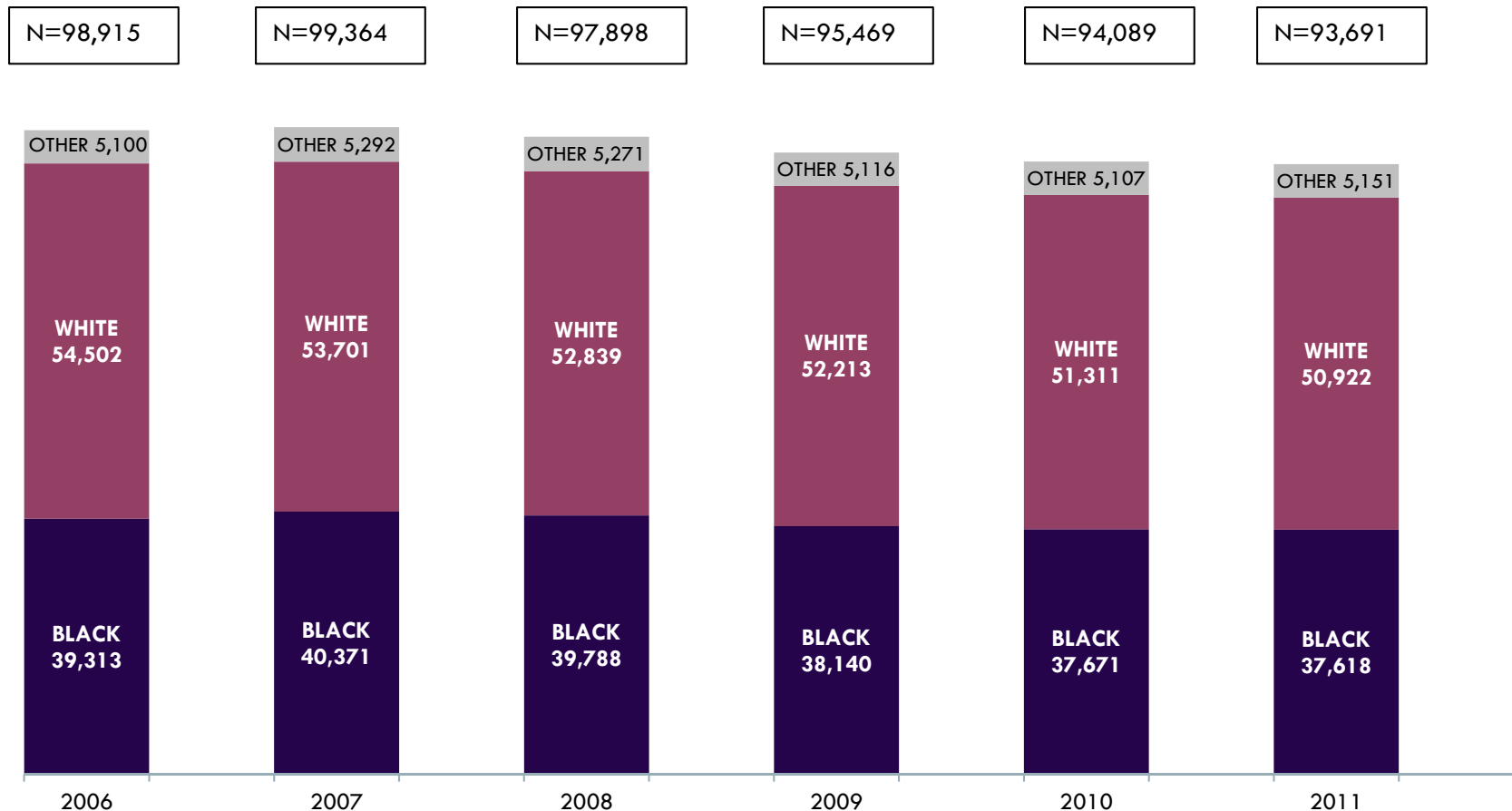
Wansley Walters, Secretary

# INTRODUCTION

The following slides constitute Stage 1 of the Duval Detention Utilization Study. These slides include analyses on Demographics, Length of Stay, Average Daily Population, Charges, and the Detention Risk Assessment Instrument (DRAI) .

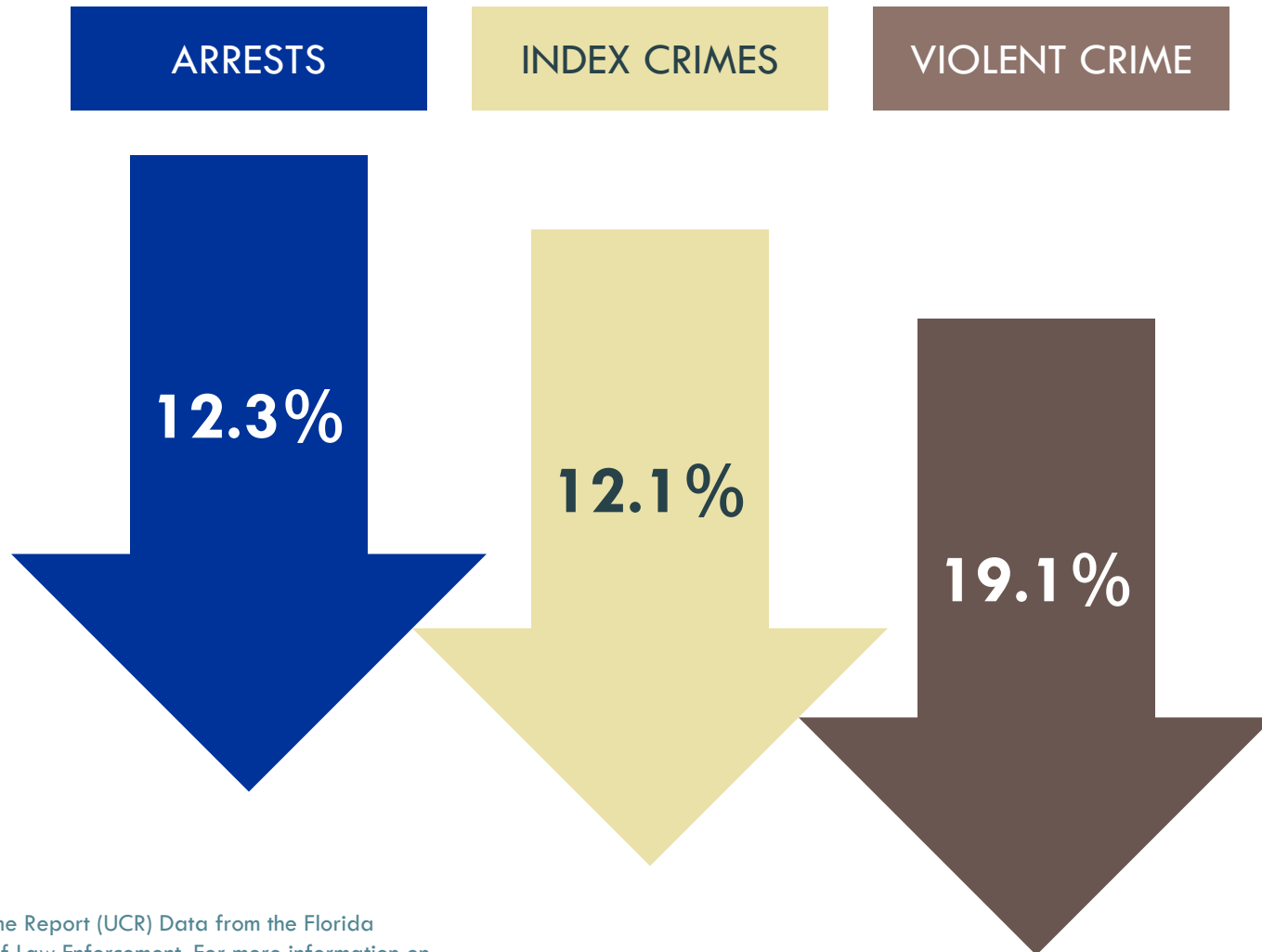
Some of the slides include “Digging Deeper” Questions, which are intended to trigger thoughts and questions. Some of these questions will be addressed later in the slides and in Stage 2 of the Detention Utilization Study, while others are meant to be looked in to more on the local level.

Duval County Juvenile Population Trend\*: The youth population in Duval County has decreased 5% over a 6-year period, from 98,915 in 2006 to 93,691 in 2011.



\*Data from the Office of Economic and Demographic Research, Florida Legislature, for juveniles ages 10-17

Duval County Crime Rate\*: The crime rate in Duval County is down from 2009 to 2010. Overall arrests are down 12.3%, Index crimes are down 12.1%, and Rate of Violent Crimes is down 19.1%.

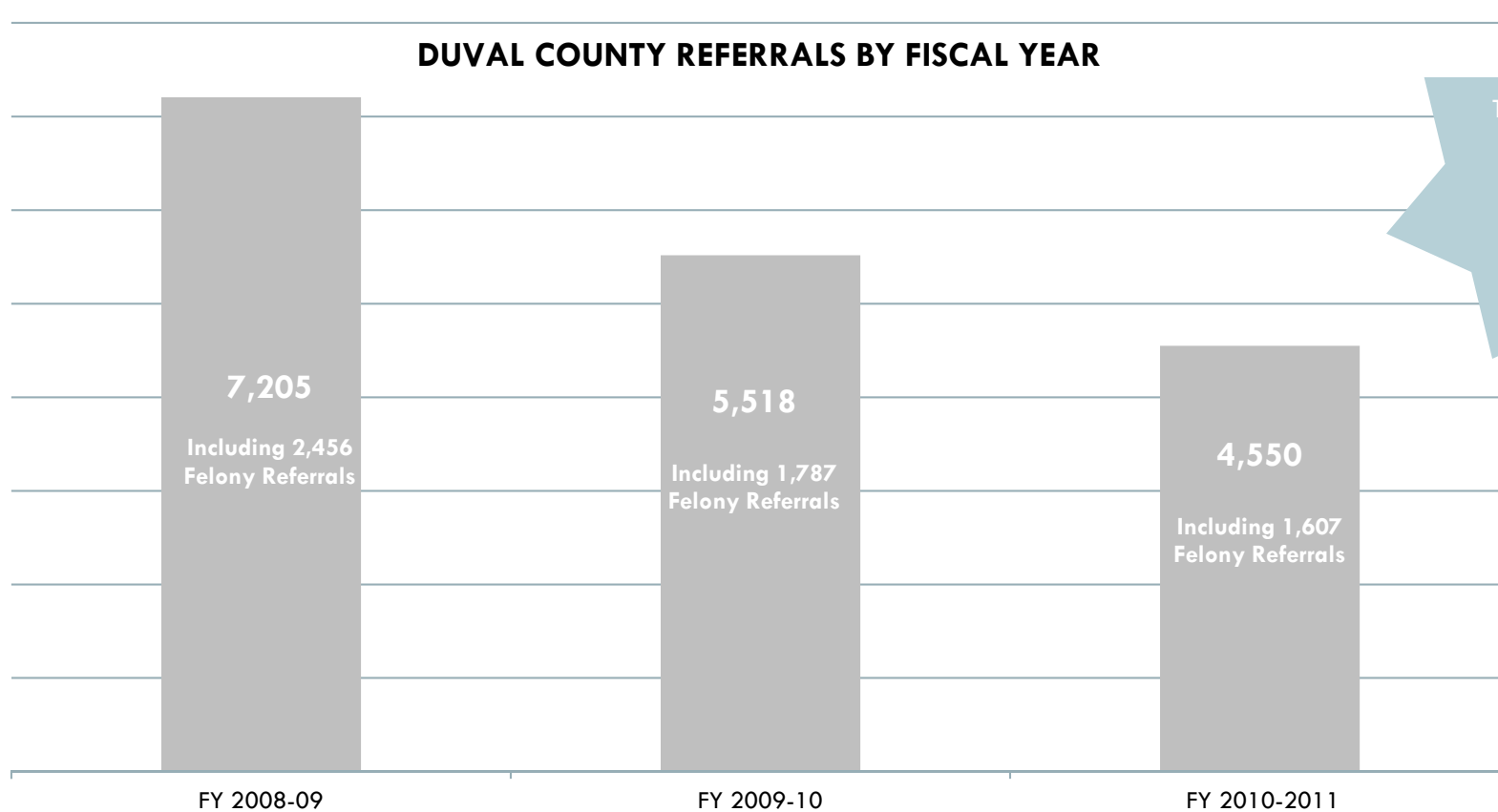


\*Uniform Crime Report (UCR) Data from the Florida Department of Law Enforcement. For more information on UCR data and Index crimes: <http://www.fbi.gov/about-us/cjis/ucr/ucr>

Duval County – Three Year DJJ Referrals Trend: Currently, referrals are trending downwards in Duval County, with an 18% reduction in referrals since last fiscal year, and a 37% total reduction over three years.

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### DUVAL COUNTY REFERRALS BY FISCAL YEAR



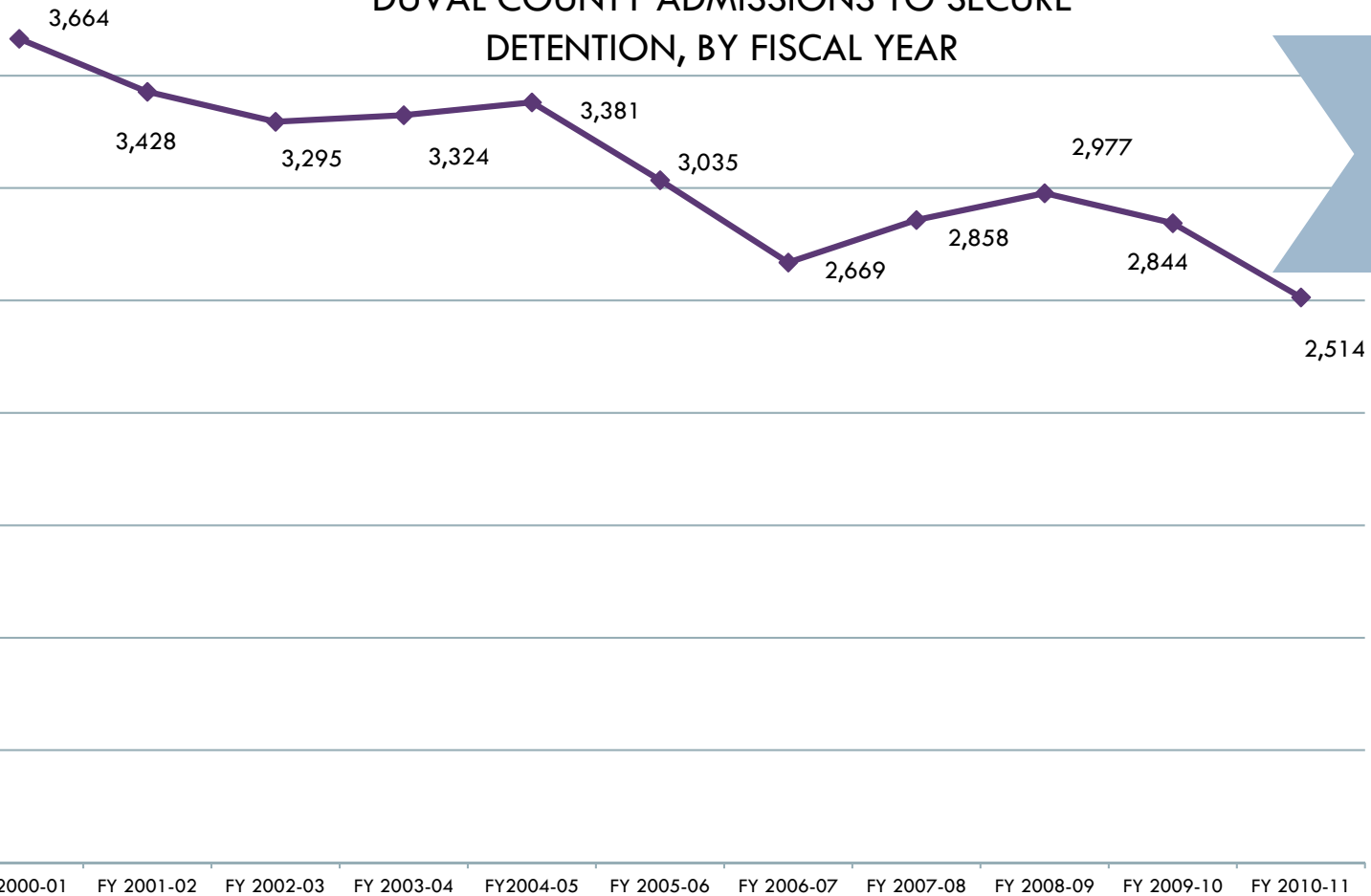
There has been a 35% reduction in Felony Referrals over 3 fiscal years.



= - 37%

Duval County Admissions to Secure Detention over 11 Fiscal Years:  
Annual admissions to secure detention have been on an overall decline over the past 11 years, with a downward slope since 2008.

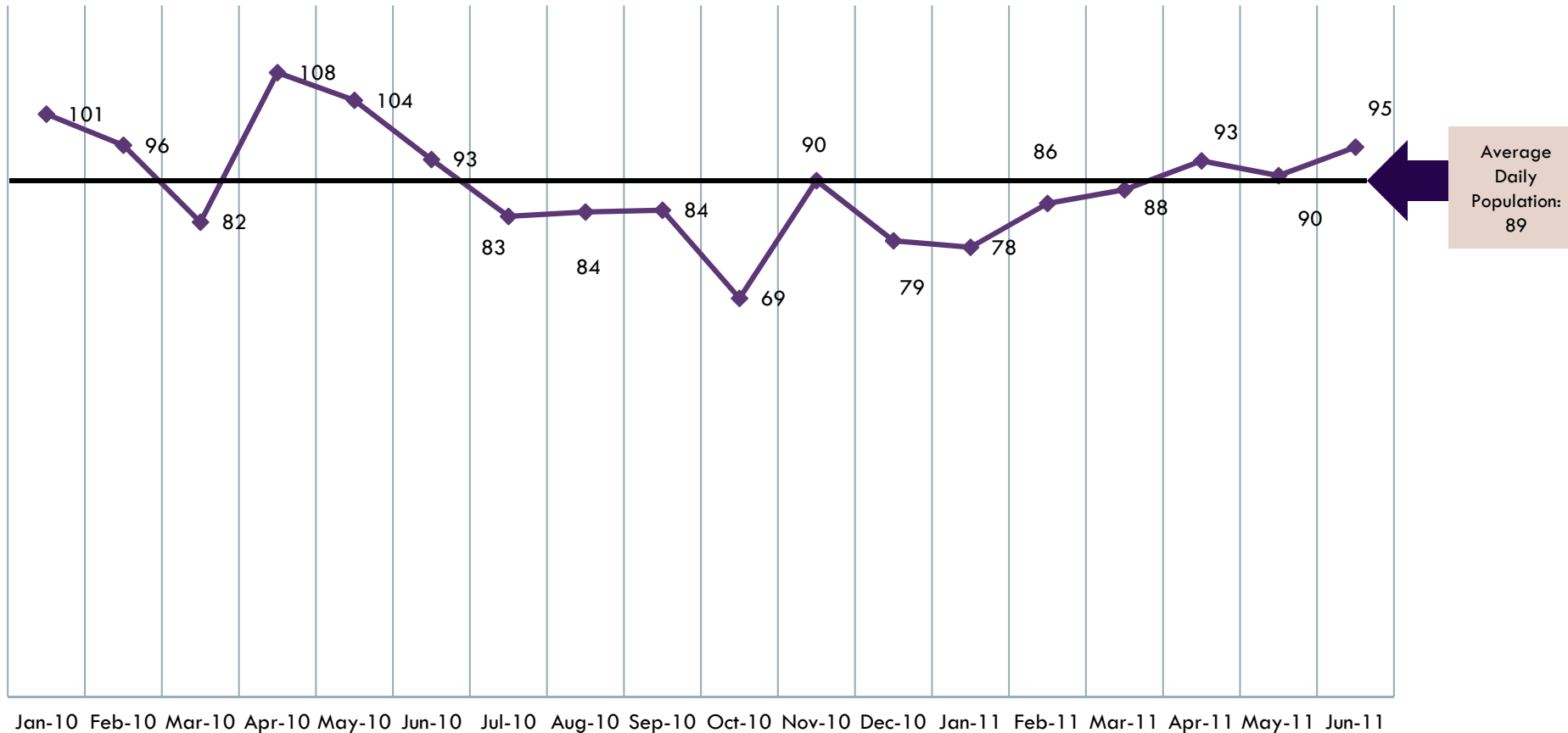
DUVAL COUNTY ADMISSIONS TO SECURE  
DETENTION, BY FISCAL YEAR



Admissions to secure detention are down 16% in the last 3 fiscal years. During the same period, delinquency referrals declined by more than twice as much – by 37%.

The average daily population in Duval County secure detention remained relatively stable over the 18-month study period, but has been trending up slightly over the past two-thirds of a year, since October 2010.

AVERAGE DAILY DETENTION POPULATION,  
BY MONTH , JAN. 2010 TO JUNE 2011



# In other words...

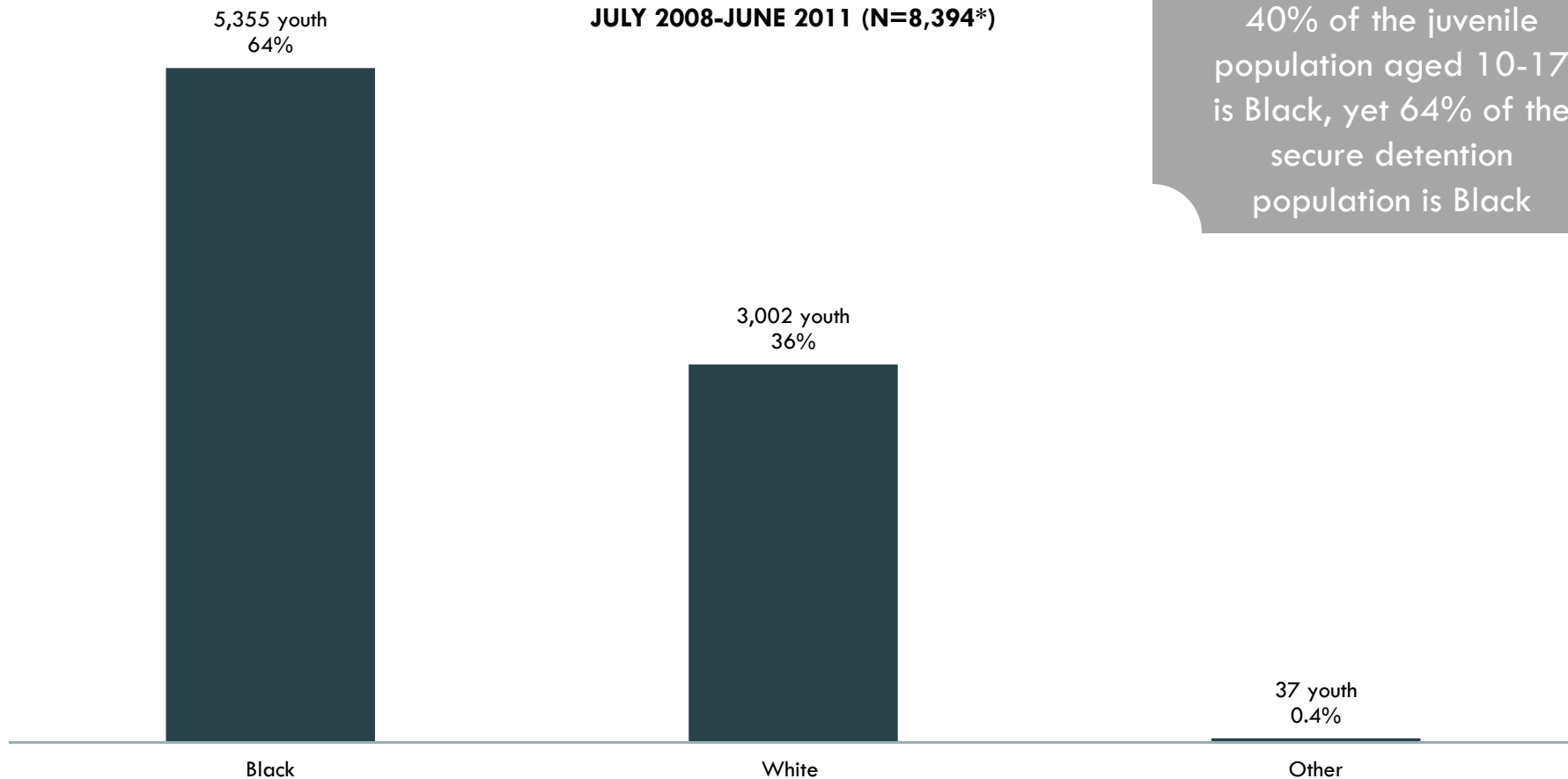
- The youth population is down, crime is down, referrals are down, and admissions to secure detention are trending down. In spite of all this, the average daily population has been trending up slightly.
- What does this mean? That, on average youth are being held in detention longer despite moderate reductions in new secure detention admissions and dramatic reductions in overall referrals.



# RACE/ETHNICITY: Sixty-four percent of youth in secure detention in Duval County are Black.

**YOUTH RELEASED FROM SECURE DETENTION  
IN DUVAL COUNTY, BY RACE,  
JULY 2008-JUNE 2011 (N=8,394\*)**

In Duval County, only 40% of the juvenile population aged 10-17 is Black, yet 64% of the secure detention population is Black

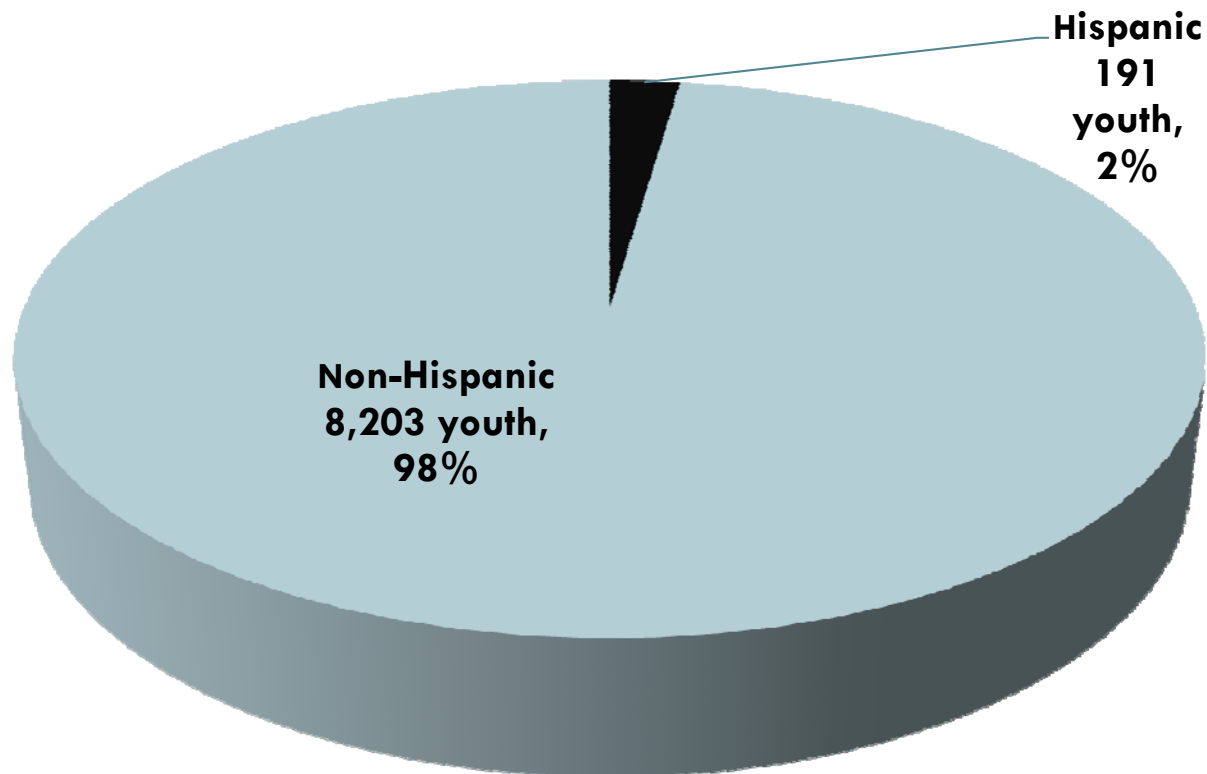


\*N = number of releases. Individual youth may have been admitted and released multiple times during the study period.

# ETHNICITY: JJIS data indicates most youth detained in secure detention in Duval County are non-Hispanic.

Screeners should routinely ask youth their Ethnicity, otherwise there is potential to undercount this important information. The Department is currently reviewing this policy to ensure that all Hispanic youth are being recorded.

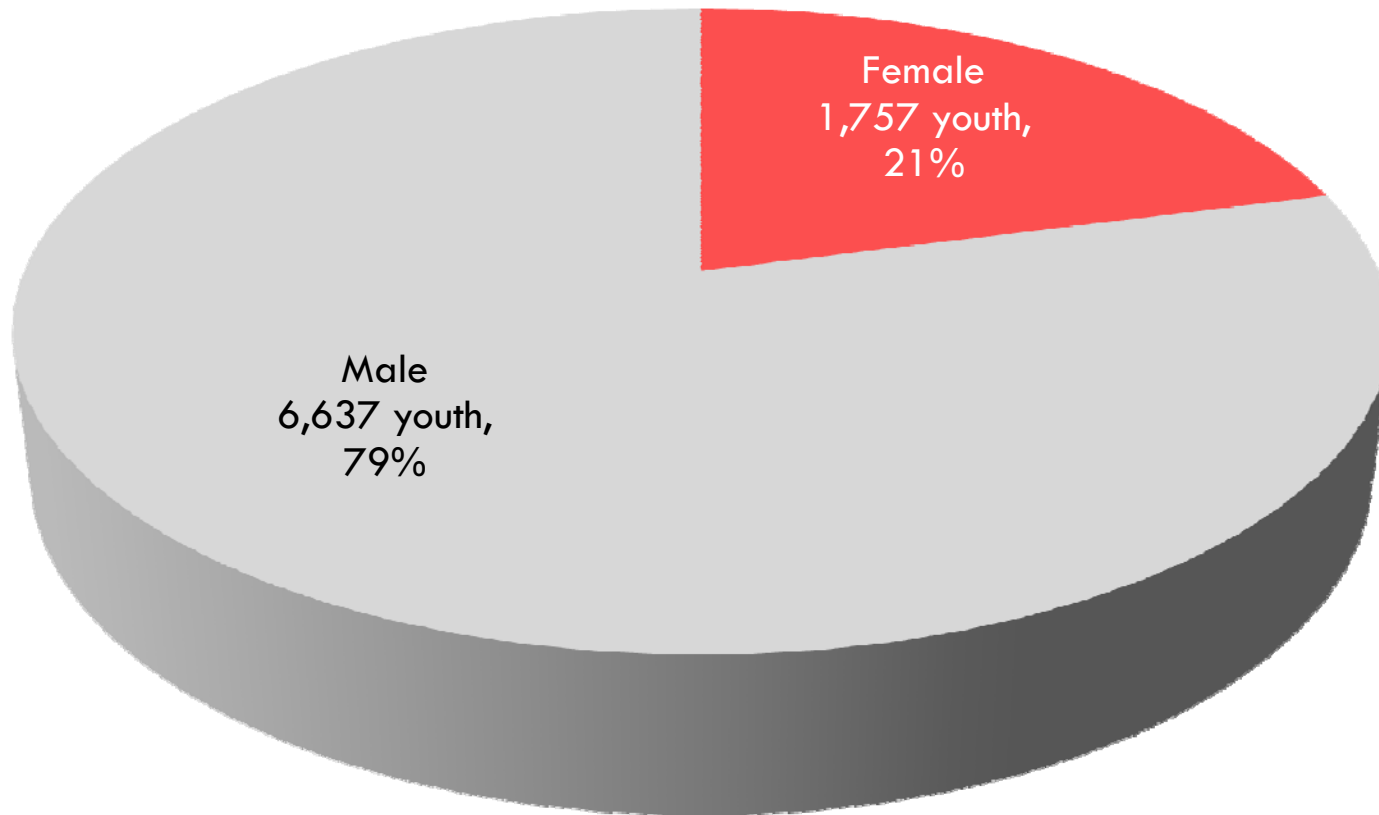
YOUTH RELEASED FROM SECURE DETENTION IN DUVAL COUNTY, BY ETHNICITY, JULY 2008-JUNE 2011 (N=8,394\*)



\*N = number of releases. Individual youth may have been admitted and released multiple times during the study period.

# GENDER: Seventy-nine percent of youth securely detained in Duval county are boys.

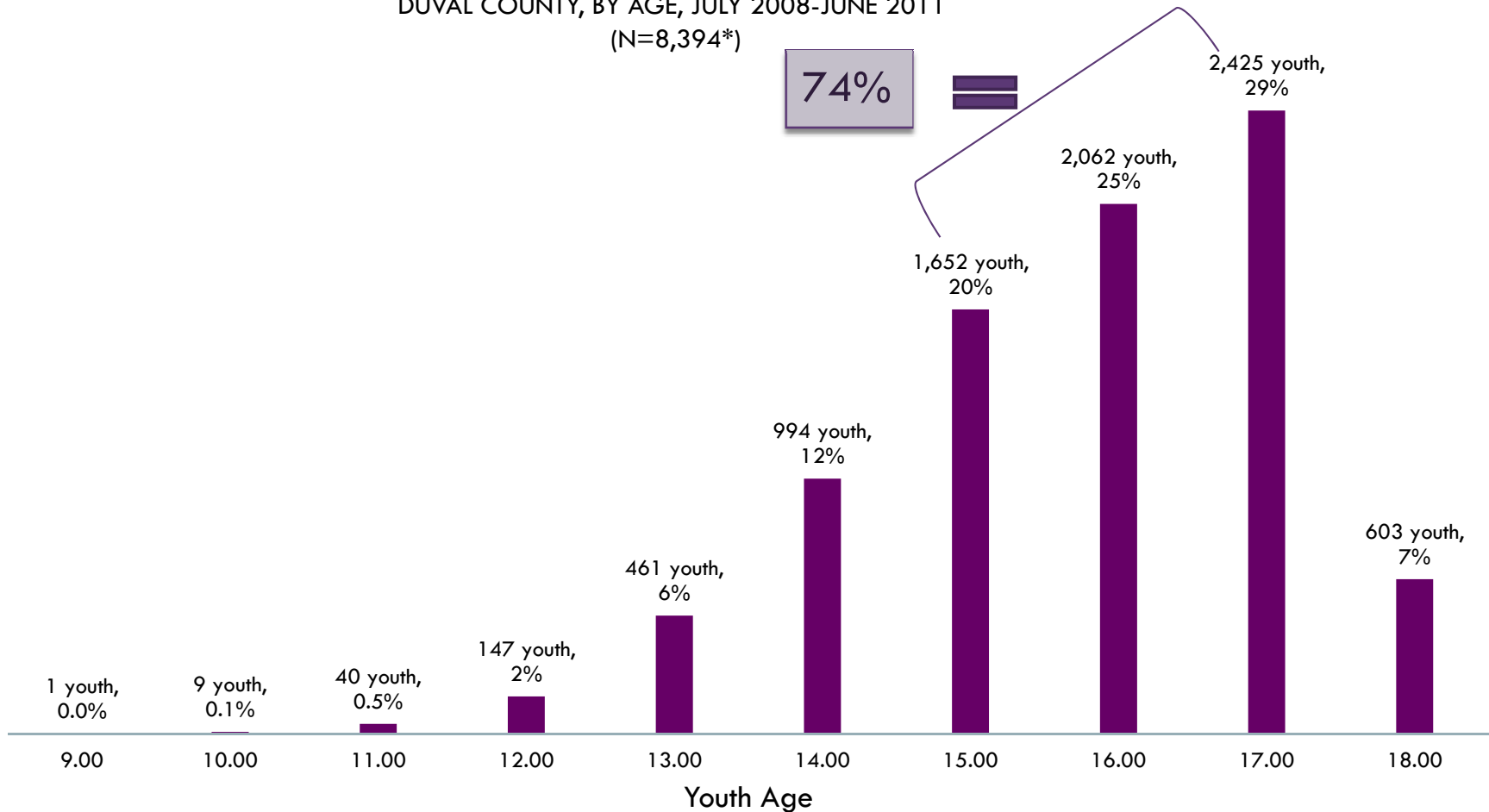
YOUTH RELEASED FROM SECURE DETENTION IN DUVAL COUNTY,  
BY GENDER, JULY 2008-JUNE 2011 (N=8,394\*)



\*N = number of releases. Individual youth may have been admitted and released multiple times during the study period.

# AGE: Almost three quarters (74%) of detained youth in Duval County are between the ages of 15 and 17.

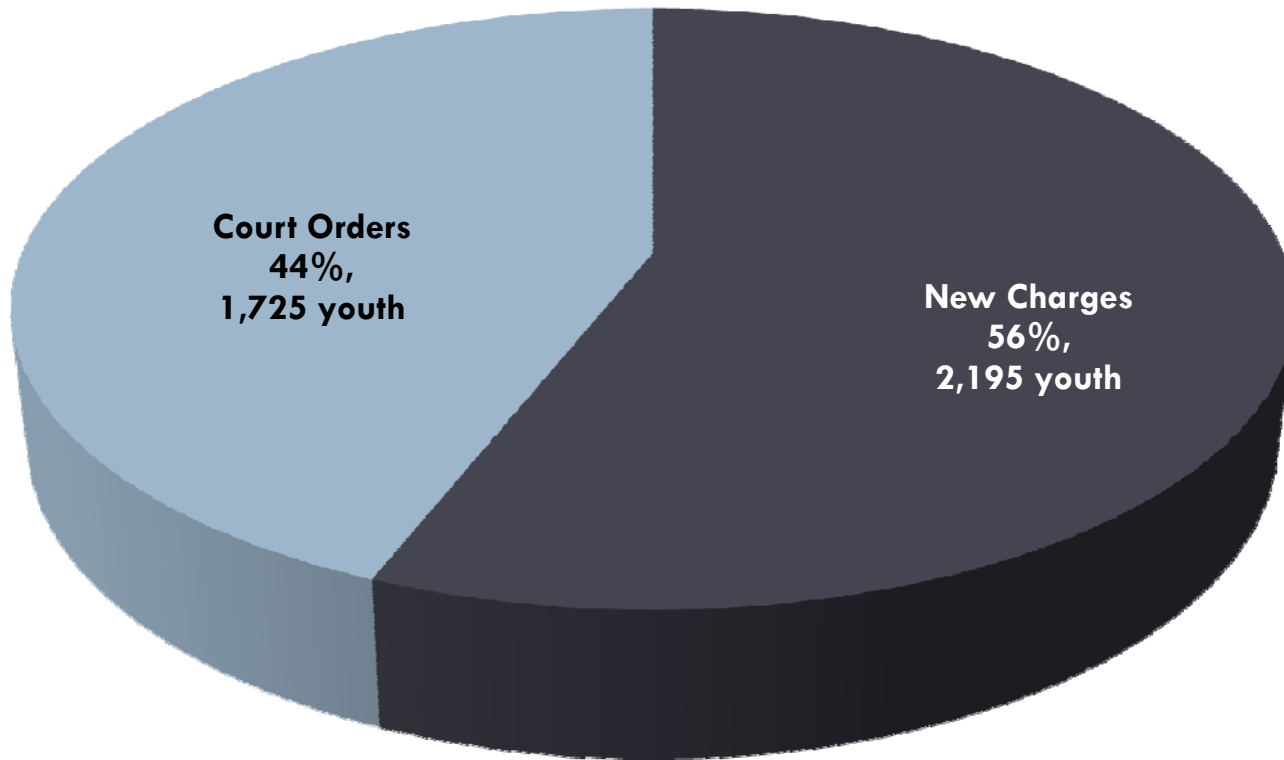
YOUTH RELEASED FROM SECURE DETENTION IN  
DUVAL COUNTY, BY AGE, JULY 2008-JUNE 2011  
(N=8,394\*)



\*N = number of releases. Individual youth may have been admitted and released multiple times during the study period.

**CHARGE TYPE:** Of youth admitted to secure detention in Duval County, 56% were related to new charges. Almost half (44%) of admissions to secure detention were related to court orders.

YOUTH ADMITTED TO SECURE DETENTION - BY REASON FOR DETENTION,  
JAN. 2010-JUNE 2011 (N=3,920)



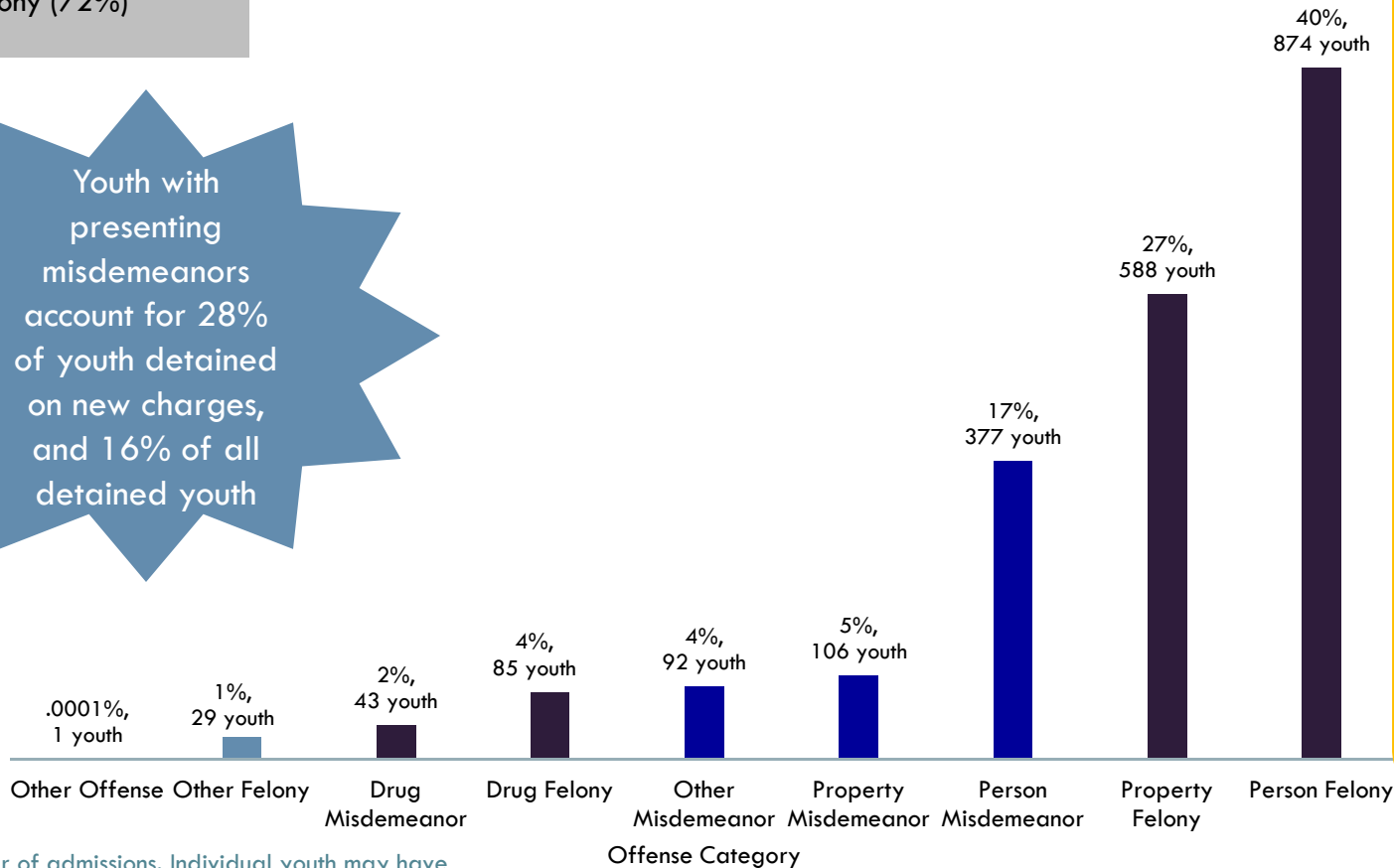
\*N = number of admissions. Individual youth may have been admitted and released multiple times during the study period.

New Charges: Of youth admitted to secure detention for new charges (N=2,195) in Duval County, the majority of charges (67%) are related to a person or property felony, while over a quarter (28%) had a misdemeanor offense as the most serious presenting offense.

YOUTH ADMITTED TO SECURE DETENTION BASED ON NEW CHARGES – BY OFFENSE TYPE, JAN. 2010-JUNE 2011 (\*N=2,195)

■ = Misdemeanor (28%)  
 ■ = Felony (72%)

Youth with presenting misdemeanors account for 28% of youth detained on new charges, and 16% of all detained youth



DIGGING DEEPER:

Of youth detained on presenting misdemeanors –

- How many had domestic violence charges?
- How many were scored based on an underlying offense?
- What were the racial/ethnic demographics, and how do those demographic compare with admissions generally?

\*N = number of admissions. Individual youth may have been admitted and released multiple times during the study period.

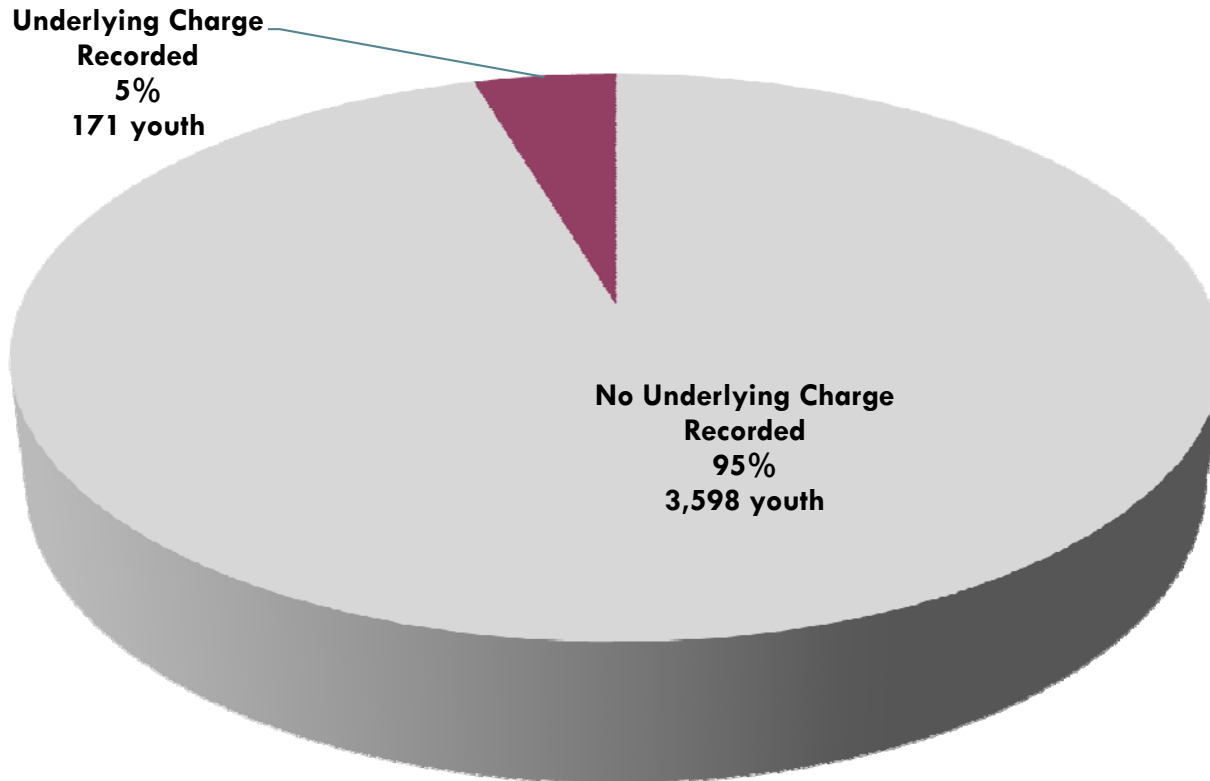
# UNDERLYING CHARGES

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- Under Florida law, youth who do not reach screening criteria on a current charge/charges may be scored on an underlying charge if they are under the supervision of the Department of Juvenile Justice at the time of the referral.
  
- Pursuant to Florida Statute §985.245  
“For a child who is under the supervision of the department through probation, home detention, nonsecure detention, conditional release, postcommitment probation, or commitment and who is charged with committing a new offense, the risk assessment instrument may be completed and scored based on the underlying charge for which the child was placed under the supervision of the department and the new offense.”
  
- Under current DJJ policy, youth who do not score for detention based on the presenting offense must be scored on the most serious underlying offense. Underlying charges used for DRAI scoring may even include offenses from several years prior, as long as the youth is still under supervision.

# DRAI Underlying Charges: Of youth screened and remanded to secure detention in Duval County, only 5% of youth were scored on the basis of an underlying charge.

YOUTH SCREENED BY DRAI AND ADMITTED TO SECURE DETENTION –  
PRESENTING CHARGE V. UNDERLYING OFFENSE  
AS BASIS FOR DRAI SCORE, JAN. 2010-JUNE 2011  
(N=3,769\*)



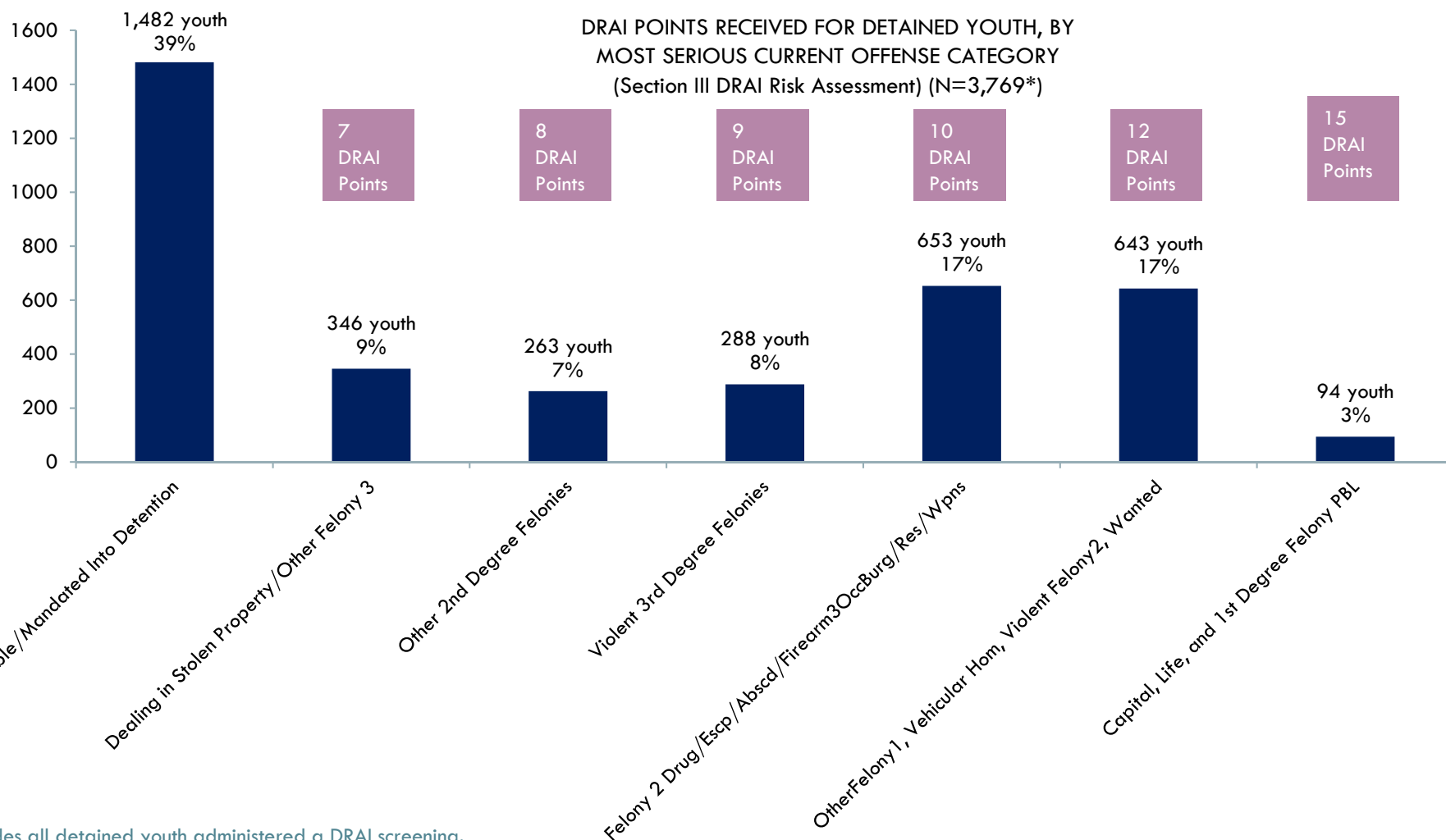
\*Includes all detained youth administered a DRAI screening. Individual youth may have been scored multiple times during the study period.



# How are DRAI points distributed for detained youth in Duval County?

Only 20% of youth score 12 or 15 points for their most serious current offense, with only 3% scoring 15 for the most serious current offense.

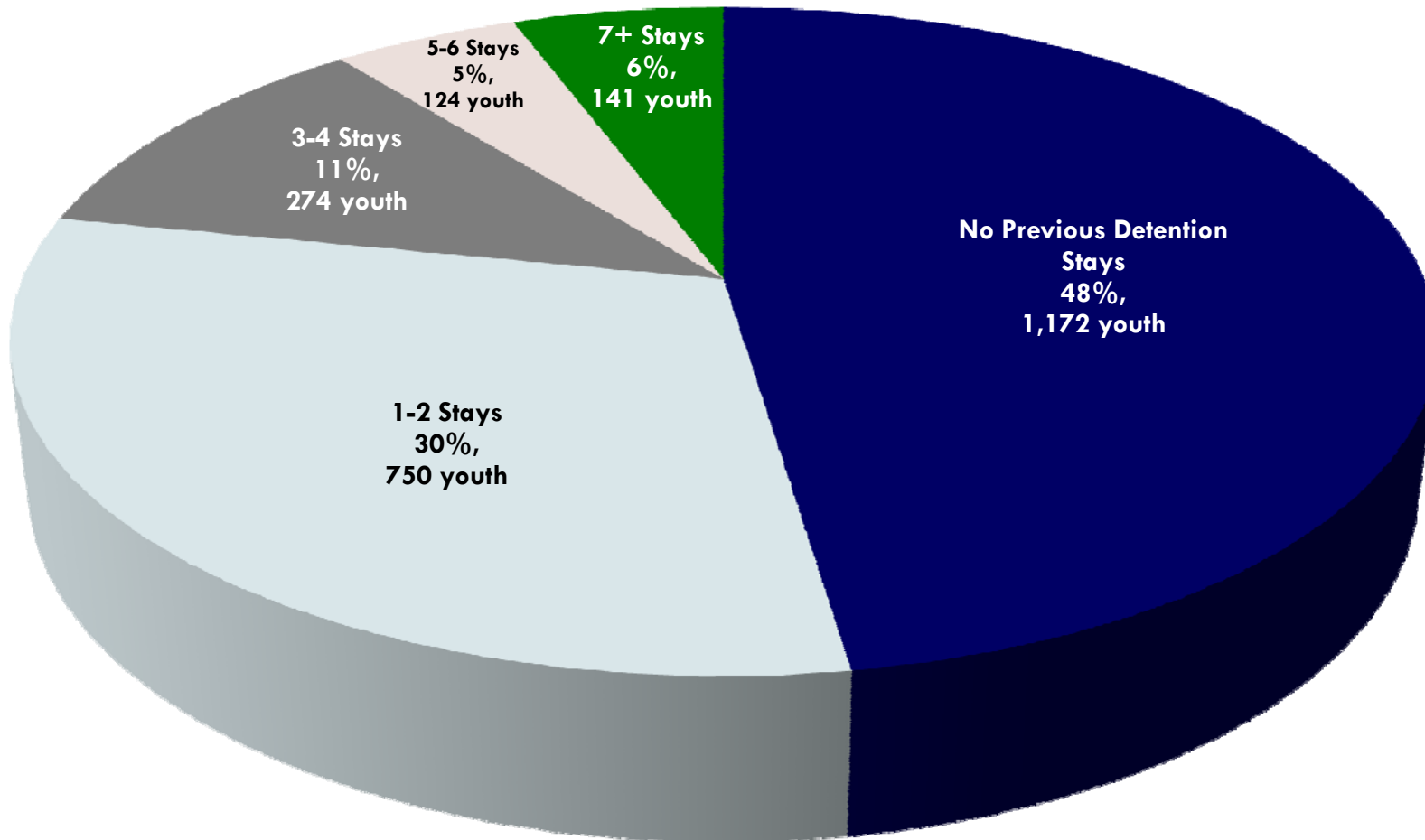
DRAI POINTS RECEIVED FOR DETAINED YOUTH, BY MOST SERIOUS CURRENT OFFENSE CATEGORY (Section III DRAI Risk Assessment) (N=3,769\*)



\*Includes all detained youth administered a DRAI screening. Individual youth may have been scored multiple times during the study period.

NUMBER OF PRIOR DETENTION STAYS: Of youth admitted to secure detention in Duval County, almost half (48%) have never been in secure detention before, and an additional 30% have been detained once or twice before.

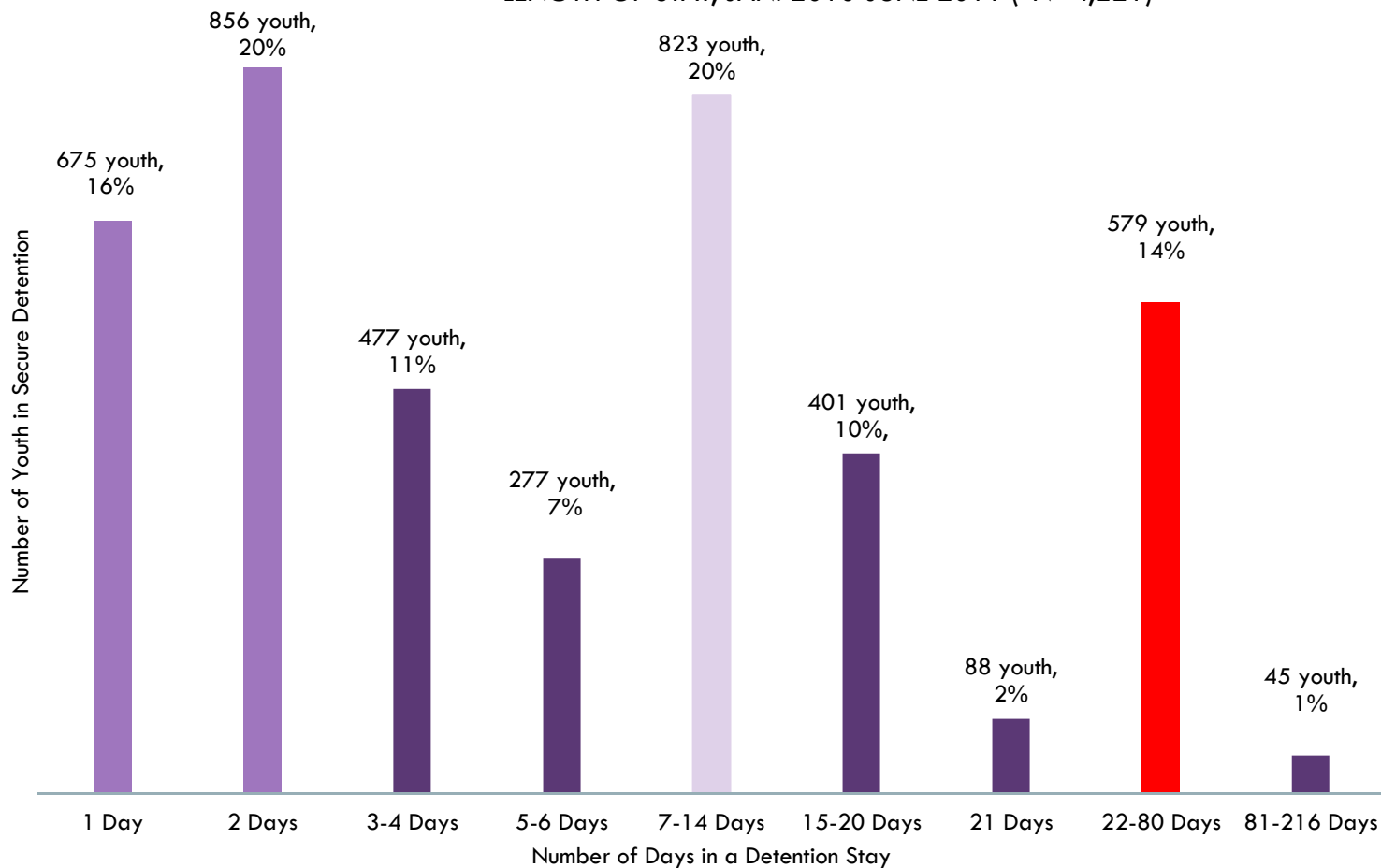
YOUTH ADMITTED TO SECURE DETENTION – BY  
NUMBER OF PRIOR STAYS IN DETENTION, JAN. 2010-  
JUNE 2011 (\*N=2,461)



\*N = Most recent admission to secure detention per youth

# LENGTH OF STAY: Over a third (36%) of youth in secure detention stay for only 1 or 2 days in Duval County, with at least 16% staying less than 24 hours.

NUMBER OF YOUTH RELEASED FROM DETENTION - BY LENGTH OF STAY, JAN. 2010-JUNE 2011 (\*N=4,221)



### KEY FINDINGS:

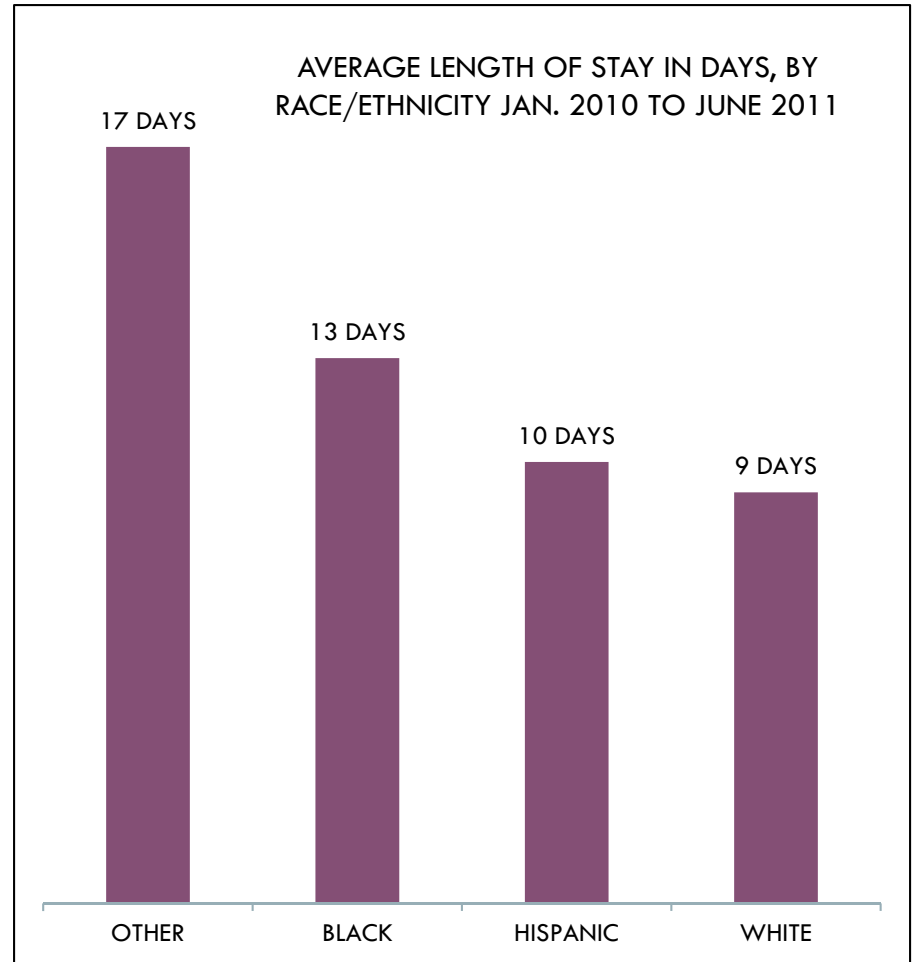
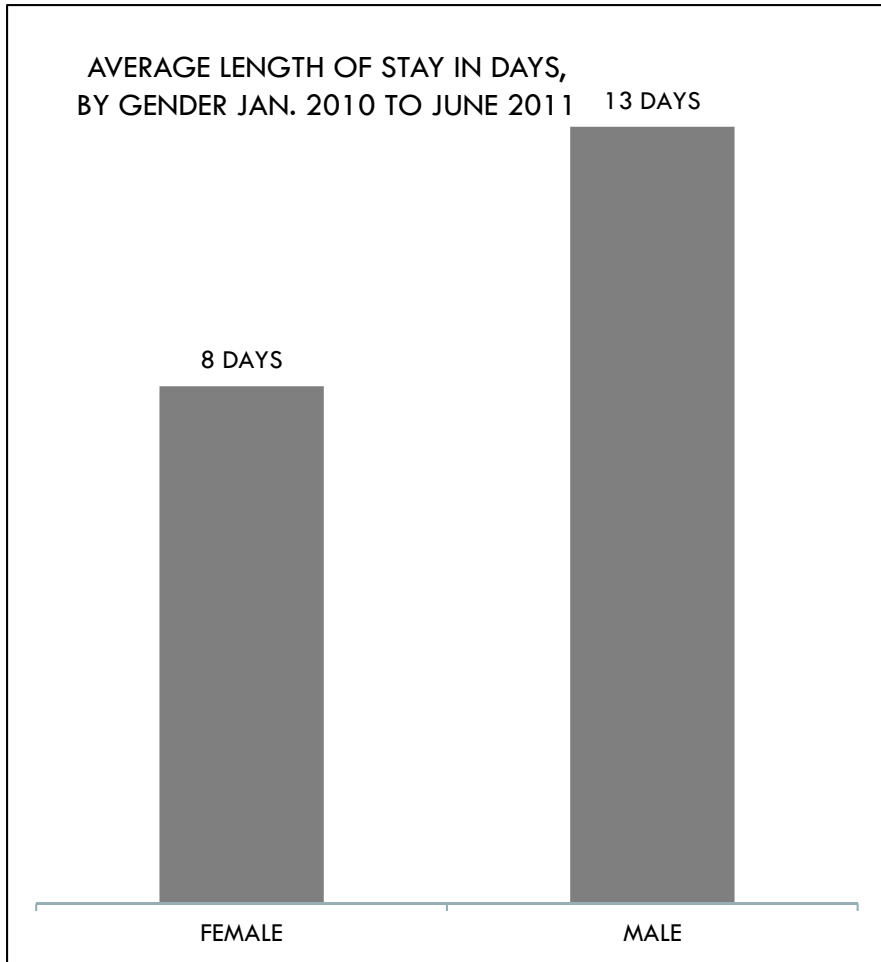
- 36% of detained youth are held for less than 2 days, with at least 16% staying less than 24 hours.
- A small number of youth (2%) are being kept for the maximum 21 days.
- A number of youth (15%) are being kept in detention beyond 21 days.

### NEXT STEPS:

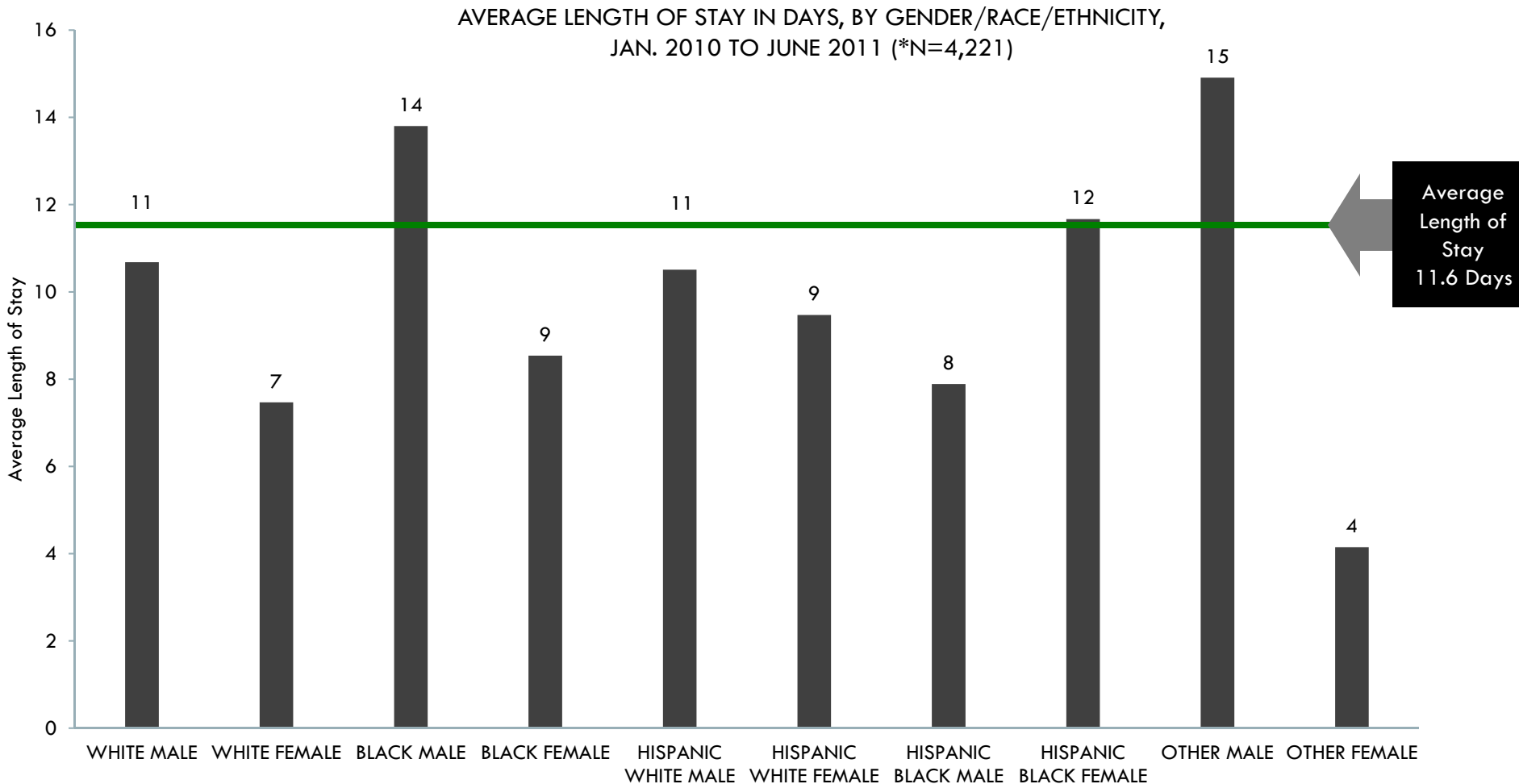
- Dig deeper into “short- timers” – what would it take to avoid these admissions altogether?

\*N = number of releases. Individual youth may have been admitted and released multiple times during the study period.

# LENGTH OF STAY BY GENDER AND RACE/ETHNICITY: Males tend to have longer stays in detention than females. In addition, on average Black and Other youth stay longer in detention.



# LENGTH OF STAY BY RACE/GENDER: Non-white males tend to have slightly longer stays in detention.

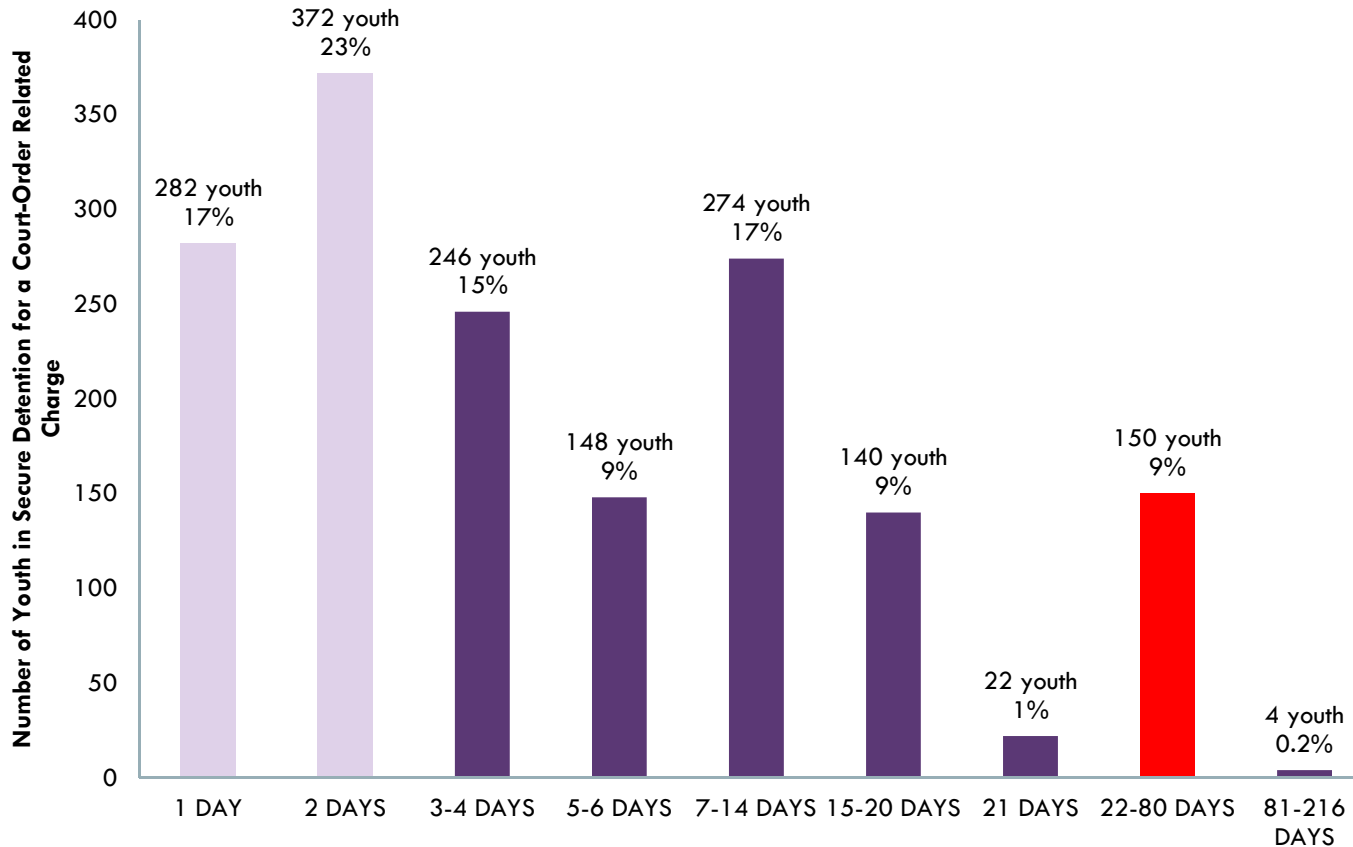


Average Length of Stay 11.6 Days

\*N = number of releases. Individual youth may have been admitted and released multiple times during the study period.

LENGTH OF STAY FOR COURT ORDER RELATED CHARGES: Over a third (40%) of youth in secure detention based on court orders stay for only 1 or 2 days in Duval County, while 1% are being kept for the maximum 21 days. In addition, a number of youth (9%) are being kept in detention beyond the 21-day period.

**NUMBER OF YOUTH RELEASED FROM DETENTION FOR COURT ORDER RELATED CHARGES - BY LENGTH OF STAY, JAN. 2010-JUNE 2011 (N=1,638)**



Court-ordered youth are only slightly more likely to be in detention less than 48 hours, as compared to all youth (40% to 36%).

However, of all youth in detention, 74% of youth stay 2 weeks or less, whereas 81% of court-ordered youth stay 2 weeks or less.

# DRAI INTRODUCTION

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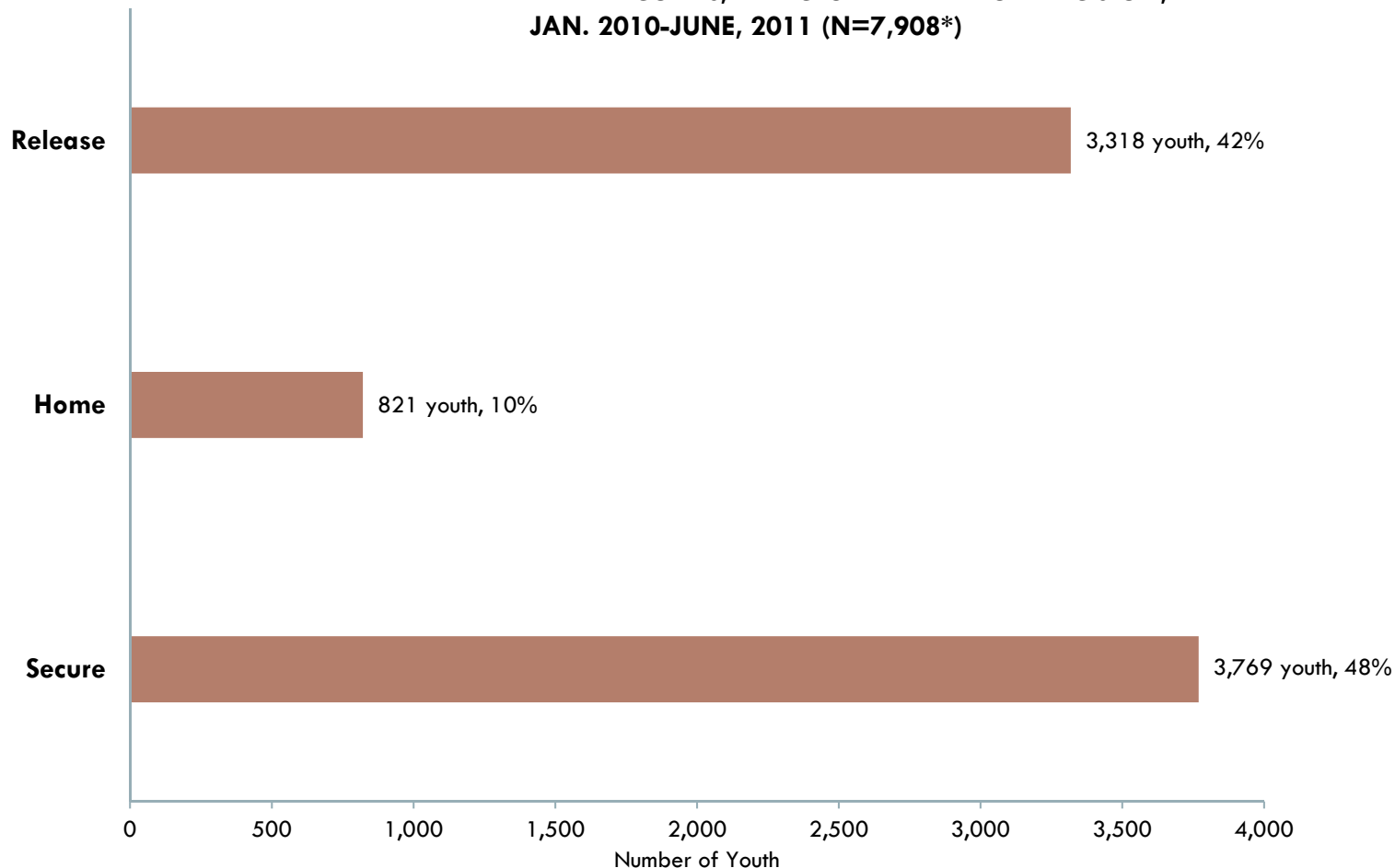
- A Detention Risk Assessment Instrument (DRAI) is administered to all youth presented at a detention center or juvenile assessment center, including youth presented on a court-order
- The DRAI collects demographic information, determines whether youth meet statutory eligibility criteria, and assigns a numerical score based on the severity of the offense and the presence of certain risk factors
- A DRAI record is created each time a screen is completed, even if the DRAI score is zero
- Youth who do not meet eligibility criteria & some youth with court-orders will have a zero score
- Of 7,908 youth administered the DRAI in the 18-month period, 4,516 (57%) had a zero score.

N =	CATEGORY
7,908	ALL YOUTH WITH A DRAI SCREEN
4,516	ZERO SCORE (includes detained youth & youth not held based on failure to meet eligibility criteria)
3,769	DETAINED
3,392	NON-ZERO SCORE
2,588	DETAINED NON-ZERO SCORE
1,181	DETAINED ZERO SCORE
490	DETAINED DRAI SCORE = 12
464	DETAINED NON-ZERO SCORE DRAI SCORE < 12
182	DETAINED BECAUSE OF AGGRAVATING FACTORS



# DRAI Decision - Actual Outcome: Of all the youth screened in Duval County, almost half (48%) were placed in secure detention.

**DRAI RECORDS, BY ACTUAL DETENTION DECISION,  
JAN. 2010-JUNE, 2011 (N=7,908\*)**



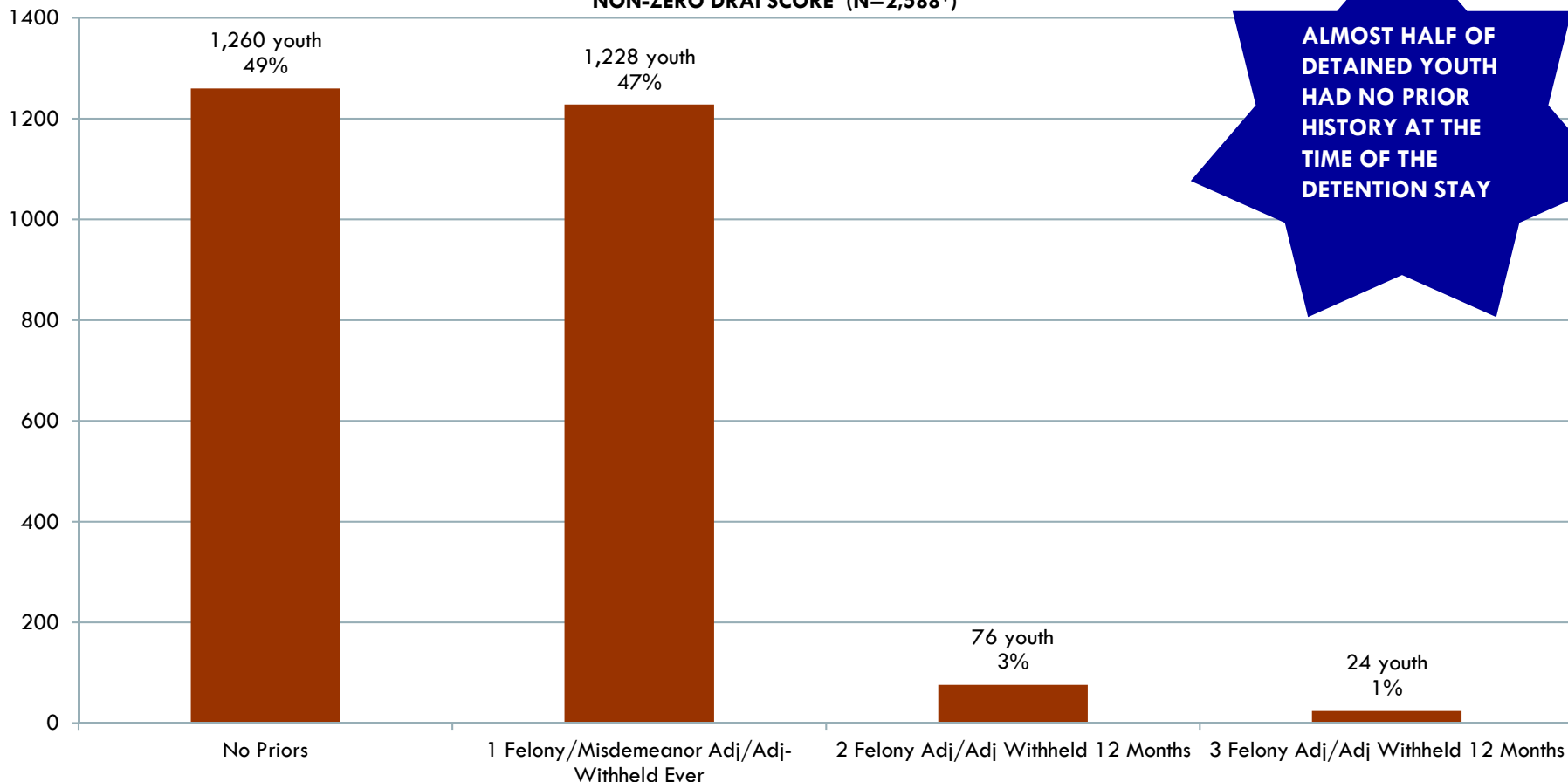
Of all youth with DRAI records (including youth with 0 scores):

- 48% were detained
- 10% were placed on home detention
- 42% were released
- NO youth were sent to Respite care.

\*Includes all youth administered a DRAI screening. Individual youth may have been scored multiple times during the study period.

DRAI SECTION III RISK ASSESSMENT: PRIOR HISTORY – Almost half (49%) of detained youth with non-zero DRAI scores in Duval county did not have any prior misdemeanor or felony adjudication/adjudication withheld in their history.

NUMBER OF PRIORS FOR ALL DETAINED YOUTH WITH A NON-ZERO DRAI SCORE (N=2,588\*)

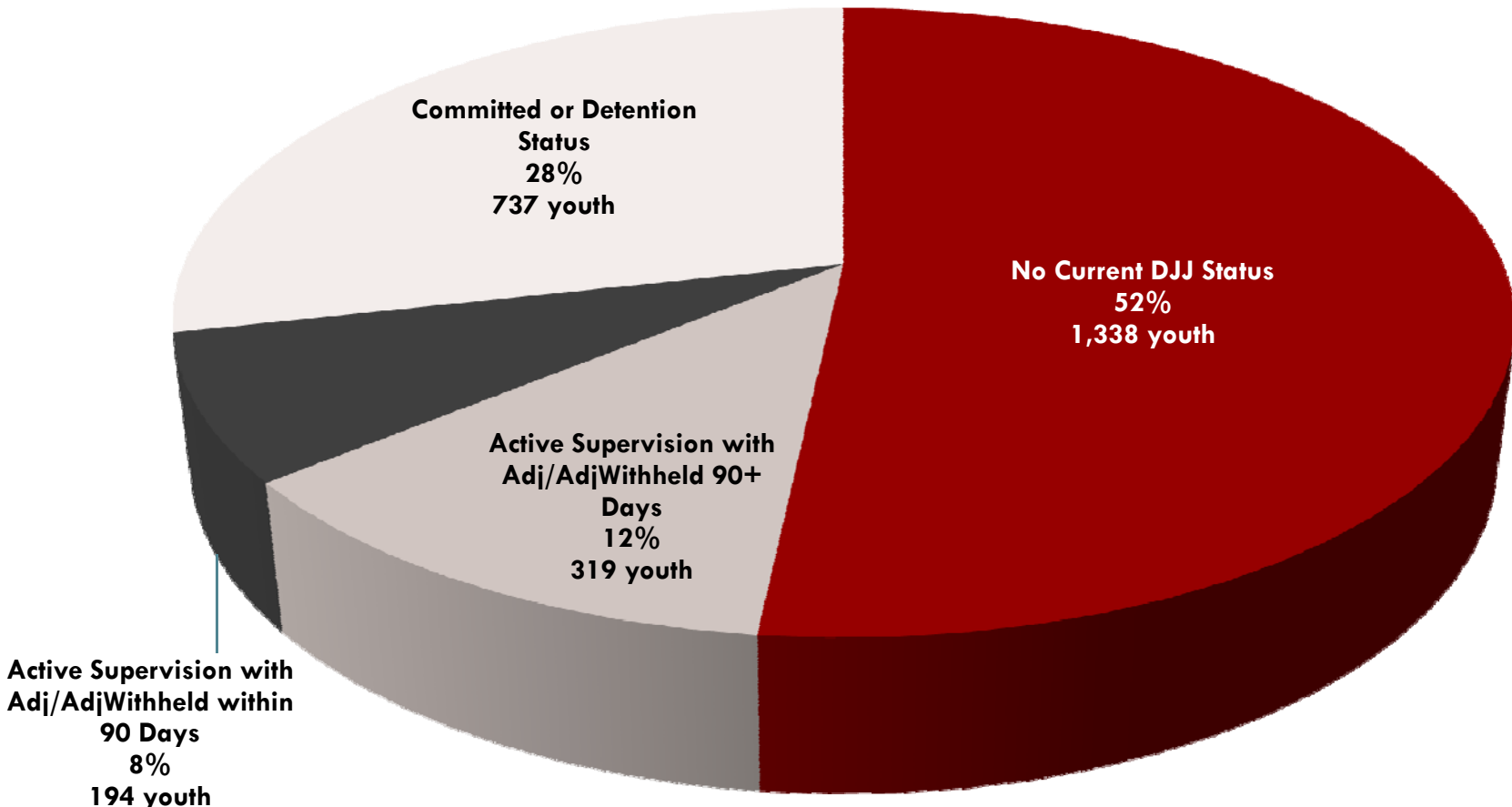


**ALMOST HALF OF DETAINED YOUTH HAD NO PRIOR HISTORY AT THE TIME OF THE DETENTION STAY**

\*Includes all youth administered a DRAI screening with a non-zero score. Individual youth may have been scored multiple times during the study period.

# DRAI RISK ASSESSMENT LEGAL STATUS: Of detained youth in Duval County with non-zero DRAI scores, the majority (52%) do not have any active legal status.

**CURRENT DJJ LEGAL STATUS FOR ALL DETAINED YOUTH WITH NON-ZERO DRAI SCORES (N=\*2,588)**

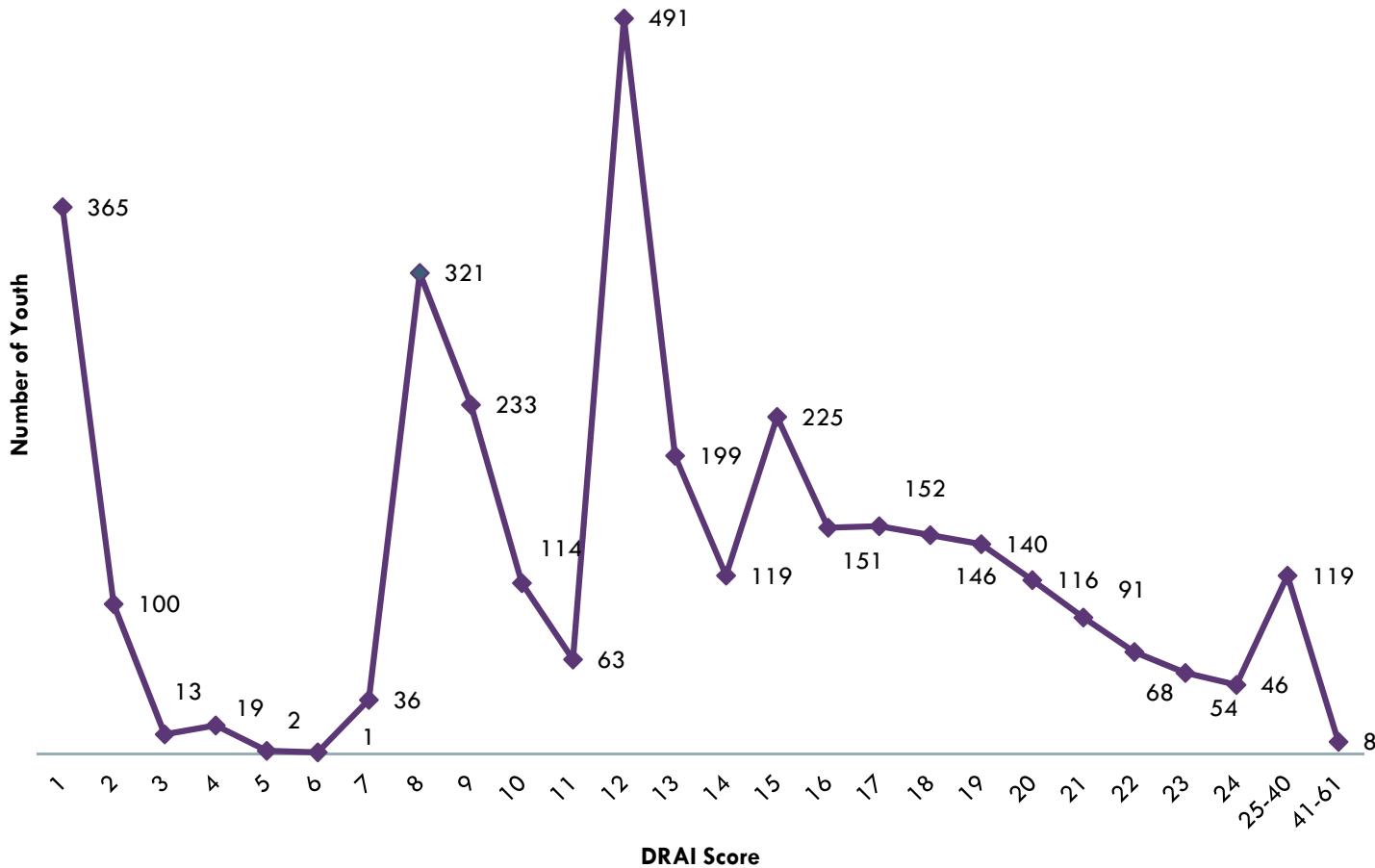


\*Includes all youth administered a DRAI screening with a non-zero score. Individual youth may have been scored multiple times during the study period.

**DRAI SCORE:** Of youth with a non-zero DRAI score in Duval County, 62% of youth scored at or above 12 points, with 15% scoring only the minimum DRAI score to qualify for detention. Youth were more than 7 times as likely to score a 12 than they were to score an 11.

\*Not included are 4,516 youth DRAI records with a Zero score

**YOUTH WITH NON-ZERO DRAI SCORES, BY SCORE, JAN. 2010-JUNE 2011 (N=3,392\*)**



- The distribution of DRAI scores spikes dramatically at 12 – the threshold for Secure Detention.

- A youth is more than 7 times as likely to score a 12 than an 11.

**DIGGING DEEPER:**

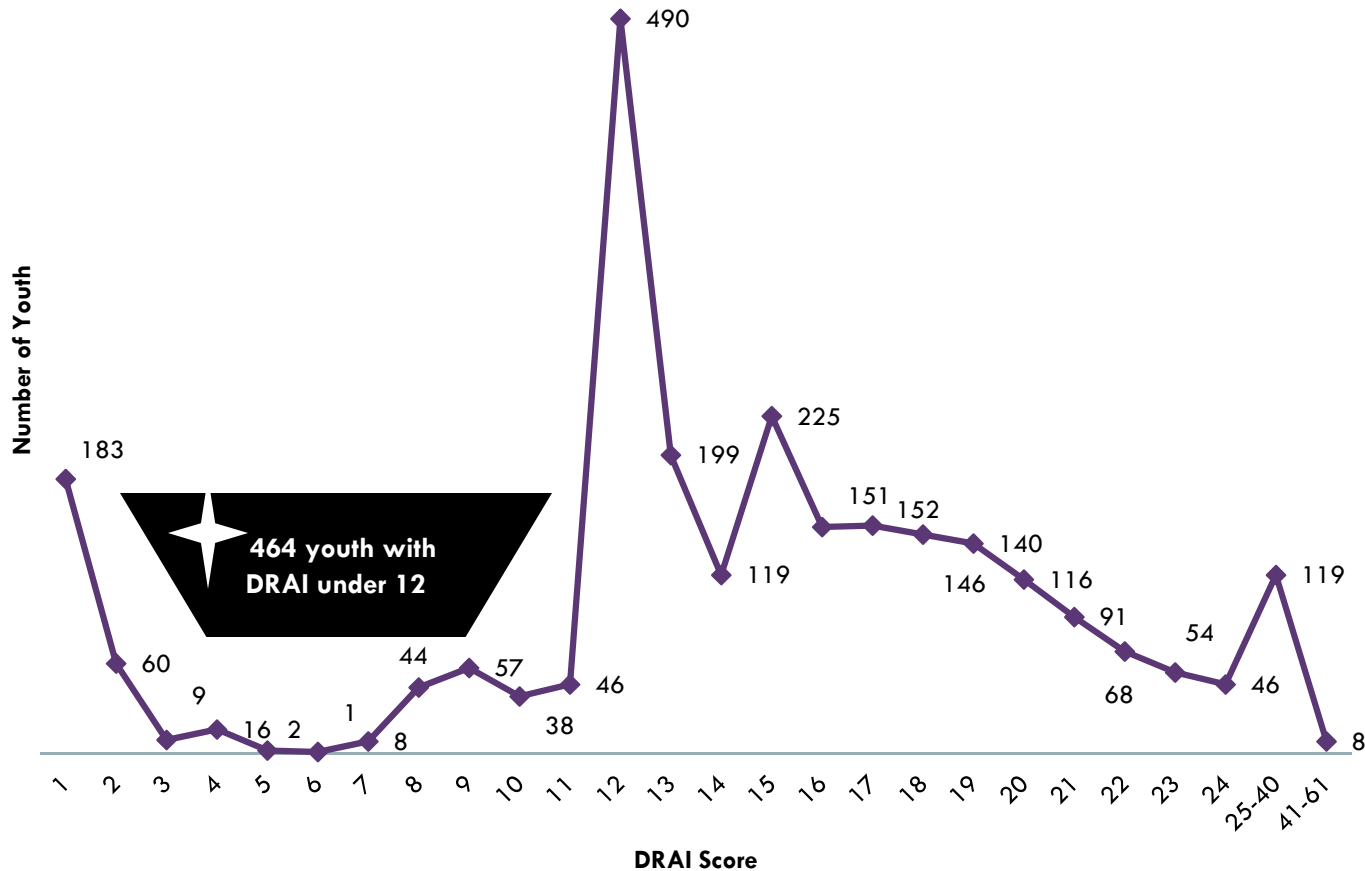
- Why do so many more youth score 12 than 11?

- Why do so many youth score 1 point on the DRAI?

**DRAI SCORES FOR YOUTH THAT WENT INTO SECURE DETENTION:** Of youth with a non-zero DRAI score in Duval County, 19% scored the minimum DRAI score to qualify for detention, and 18% of youth scored below 12 points on the DRAI.

\*Not included are 1,181 youth DRAI records with a Zero score

**YOUTH WITH NON-ZERO DRAI SCORES, BY SCORE, JAN. 2010- JUNE 2011 (N=2,588\*)**



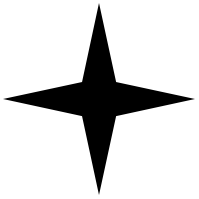
- The distribution of DRAI scores among **detained** youth also spikes at 12 –the threshold for Secure Detention.

- A detained youth with a non-zero DRAI score is more than 10 times as likely to score a 12 than an 11.

**DIGGING DEEPER:**

- Why were so many youth detained with DRAI scores below 12?
- Of detained youth who did not score for detention, how long were they held?
- How do those youth compare to other detained youth –by race, ethnicity, gender, offense, age, zip code, etc.?

\*Includes all youth administered a DRAI screening, excluding those with zero scores. Individual youth may have been scored multiple times during the study period.



## Youth in detention with DRAI scores under 12 (see previous slide): Detention Reasons

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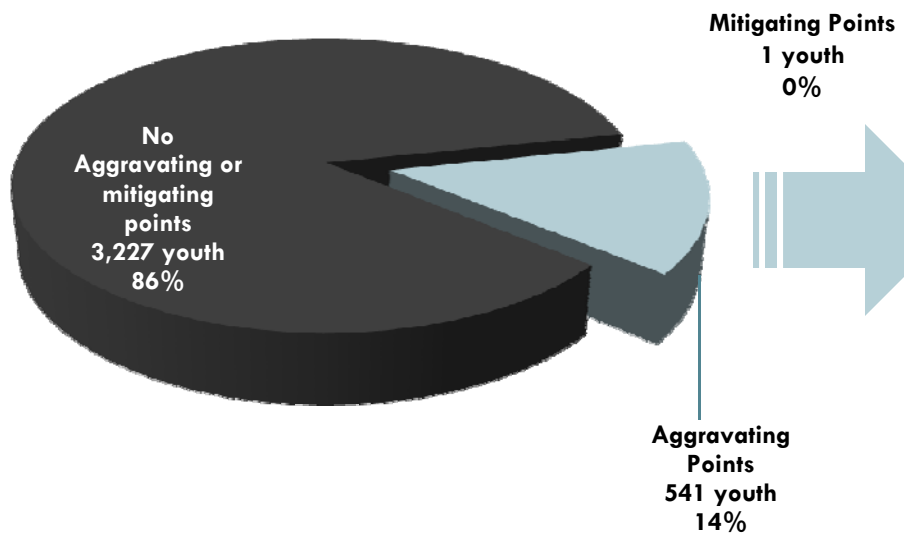
- Of the 464 youth who were detained AND scored under 12:
  - **332 youth were domestic violence related**
  - 106 youth were court-ordered
  - 37 overrides
  - 10 youth were scored on criteria F for firearm possession

Note: categories do not add up because they are not mutually exclusive, i.e. youth could qualify for secure detention for multiple reasons.

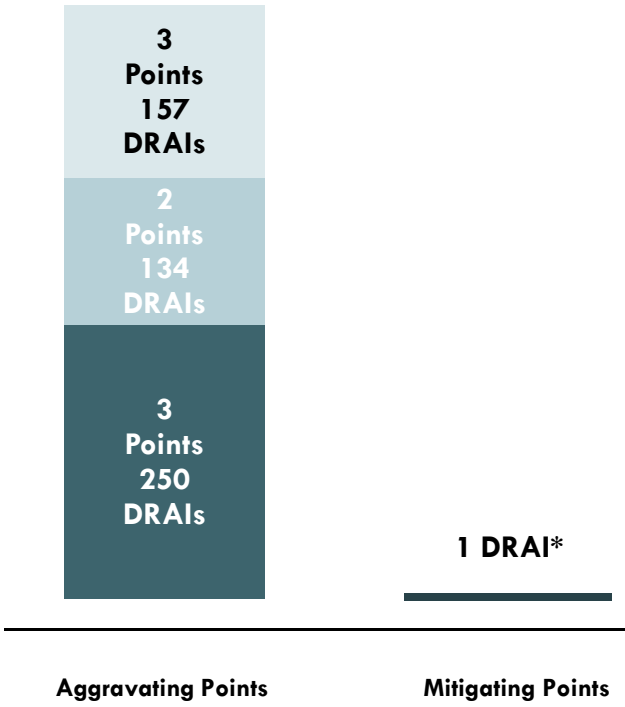
# DRAI AGGRAVATING FACTORS: Of detained youth in Duval County, discretionary aggravating factors were used in 14% of cases, while mitigating factors were used only once.

\*Does not include mandatory aggravator for firearm possession (scoring Criteria F)

PREVALENCE OF AGGRAVATION/MITIGATION AMONG DETAINED YOUTH W/NON-ZERO DRAI SCORES, JAN. 2010-JUNE 2011 (N=3,769)



AGGRAVATING AND MITIGATING POINTS AMONG DETAINED YOUTH WITH NON-ZERO DRAI SCORE, JAN.2010-JUNE 2011 (N=542\*)



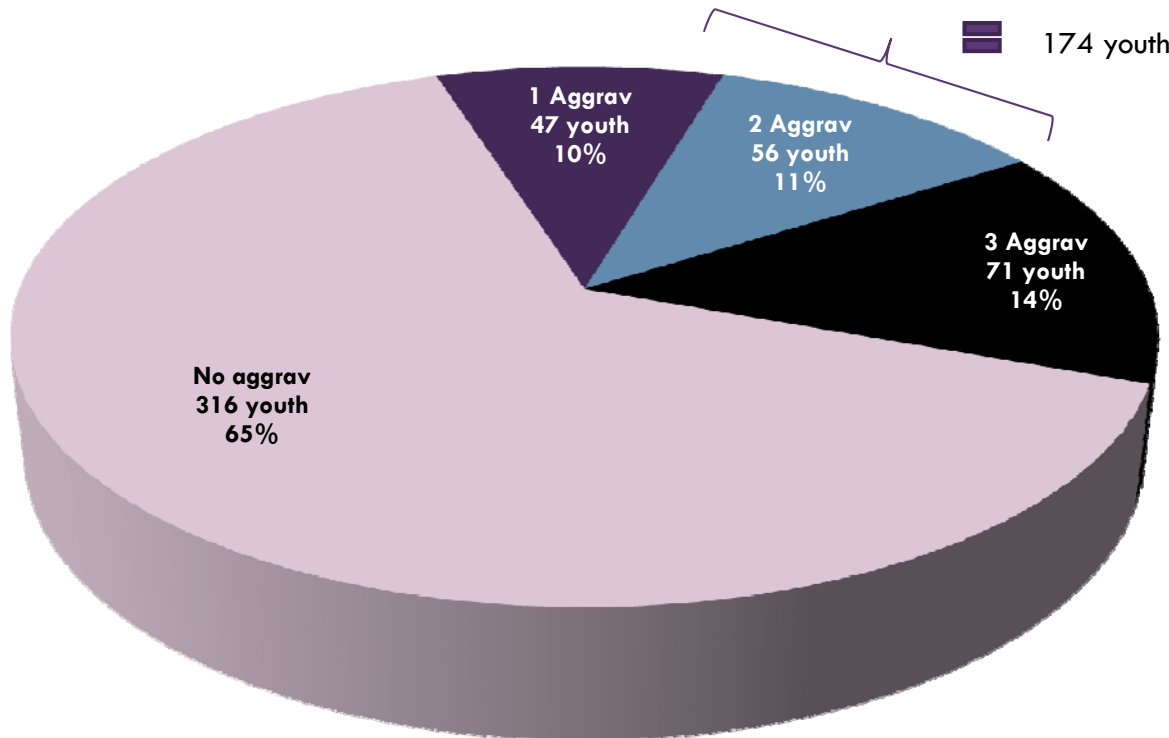
**DIGGING DEEPER:**

- Of detained youth who scored at or just above 12 on the DRAI, what percent had aggravating points added to their scores?
- How do youth with aggravating points compare to other youth? (consider race, ethnicity, gender, age, offense, geography, ALOS)

\*The one youth with a mitigating factor originally scored 12 points, and the mitigating factor brought him down to 11, except the youth was detained (youth had domestic violence –related charges)

# 35% of youth who reached the minimum score (12) for detention in Duval County **ONLY** did so because of the use of **aggravating factors**

**% OF YOUTH WITH DRAI SCORE=12 REMANDED TO SECURE DETENTION DUE TO AGGRAVATING FACTORS (N=490)**



Youth are being sent to secure detention because of the use of aggravating factors, despite the fact that mitigating factors rarely used.

Most youth who had their score “bumped” to 12 by aggravating factors are black male youth.

\*68% Male, 14% Female  
\*83% Black, 17% White



A total of 182 youth were sent to secure detention because of the use of aggravating factors. 174 youth scored exactly 12 because of aggravating factors, and an additional 8 youth were sent to secure detention by aggravating factors that put the score over 12.

- 182 youth had one of the following scenarios:
  - A score of 12, including 1, 2, or 3 aggravating points
  - A score of 13, including 2 or 3 aggravating points
  - A score of 14, including 3 aggravating points

- The majority were Third Degree Felonies
- Almost a quarter of these youth were charged with burglary of an unoccupied dwelling/conveyance/structure (unarmed). These youth also had larceny, drug, and battery/assault charges
- 67% of these youth were black, 83% were male

These youth did not pose an overwhelming flight risk, nor did they have violent crimes.

# Duval County Detention Overview: Strengths, Concerns, and Serious Concerns

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## STRENGTHS

- ALL youth are screened to determine statutory eligibility for detention
- Only 5% of youth are scored on underlying charges

## CONCERNS

- A significant number of youth are detained on domestic violence charges despite DRAI scores below the detention threshold, probably due to the absence of respite care resources
- The majority (57%) of youth have Zero DRAI risk scores
- Many youth in secure detention score only the minimum score for detention (19%)
- While aggravating factors are used in 14% of all detention cases, mitigating factors are almost never used

## SERIOUS CONCERNS

A significant number of youth who enter detention:

- spend less than 2 days (often less than 24 hours) in secure detention (36%),
- have never been in detention before (48%),
- are sent to detention because of a court order (44%)
- The majority of youth screened go to secure detention, as opposed to release, home, or respite (48%)
- Lack of alternatives