

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

Bureau of Research and Planning  
Florida Department of Juvenile Justice



Rick Scott, Governor

Wansley Walters, Secretary

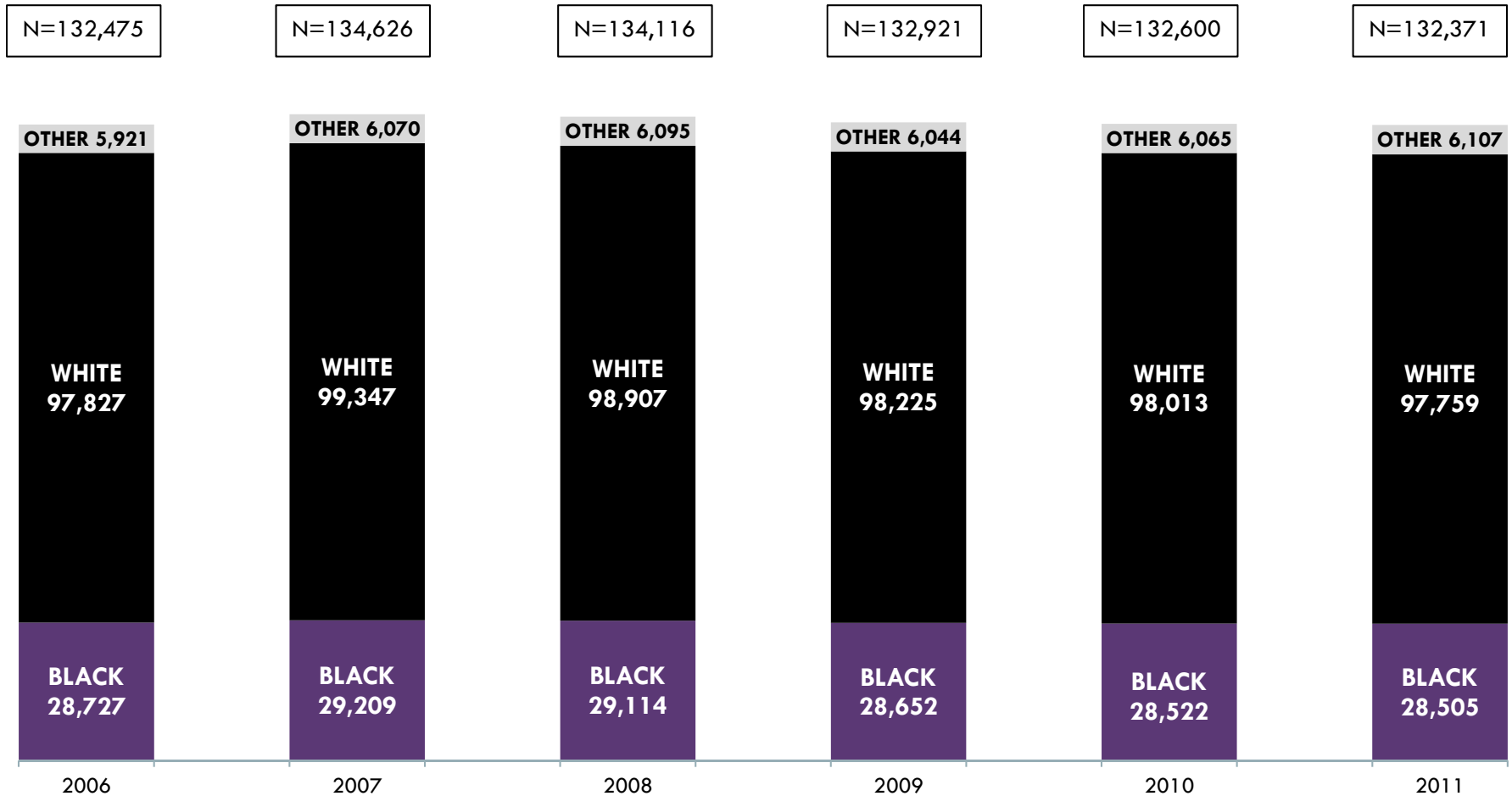
# INTRODUCTION

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

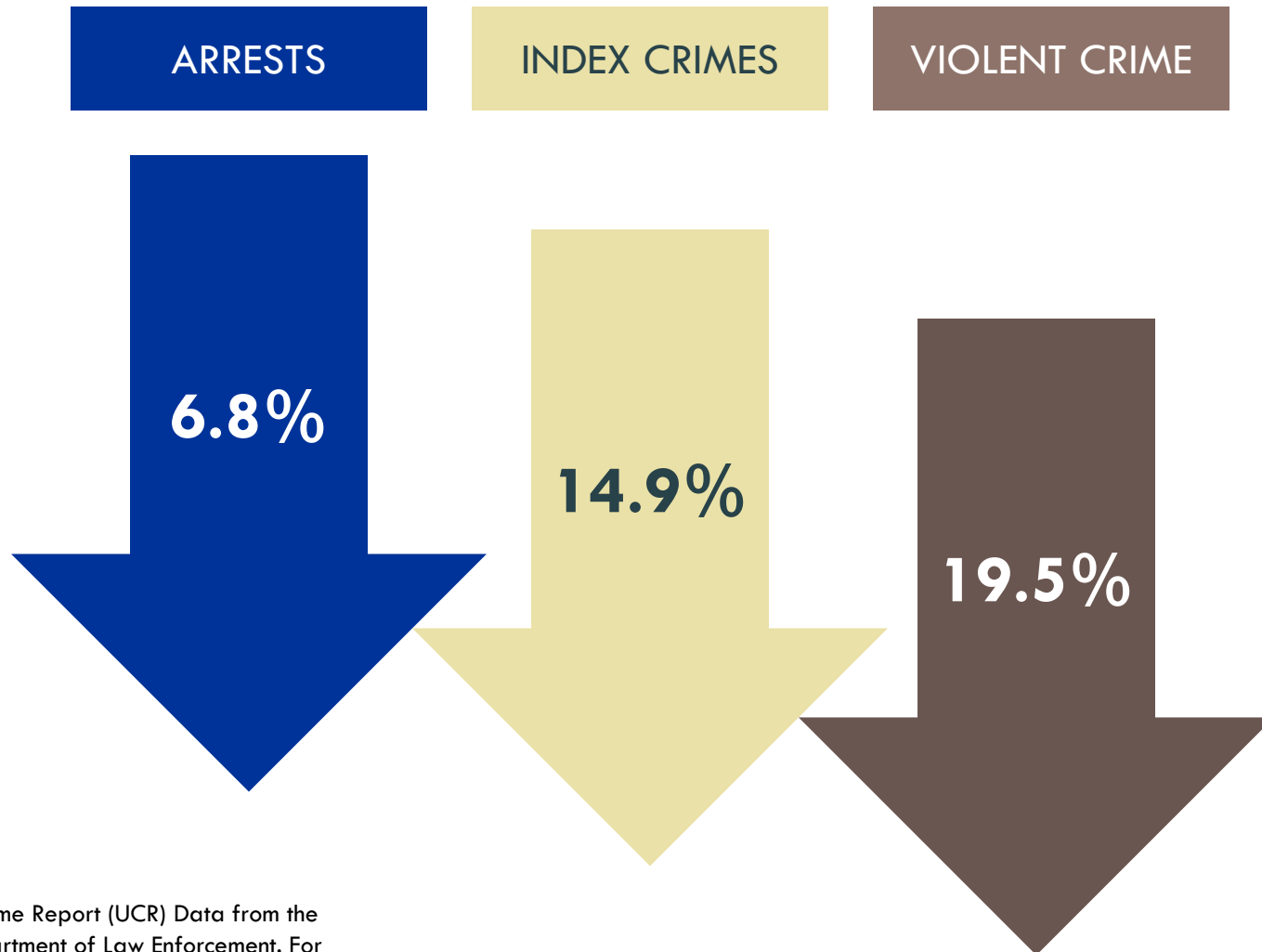
Some of the slides include “Digging Deeper” Questions, which are intended to trigger thoughts and questions. Some of these questions will be addressed later in the slides and in Stage 2 of the Detention Utilization Study, while others are meant to be looked in to more on the local level.

Hillsborough County Juvenile Population Trend\*: The youth population in Hillsborough County had an initial increase, and has decreased 2% over a 6-year period, from 134,626 in 2007 to 132,371 in 2011. In addition, in 2011 the youth population was comprised of 28% Hispanic youth of all races.



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

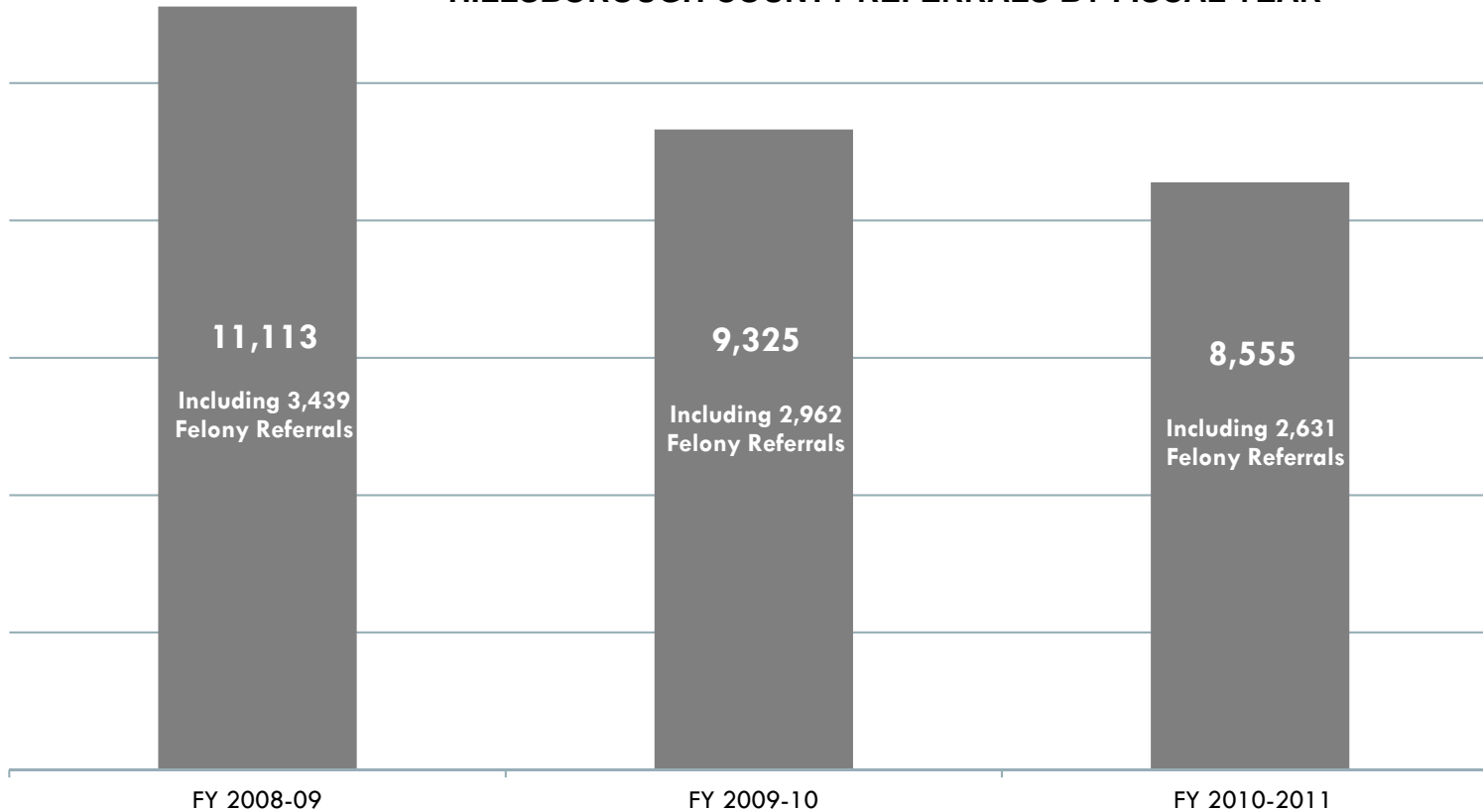
Hillsborough County Crime Rate\*: The crime rate in Hillsborough County is down from 2009 to 2010. Overall arrests are down 6.8%, Index crimes are down 14.9%, and Rate of Violent Crimes is down 19.5%.



\*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>

Hillsborough County –Three Year DJJ Referrals Trend: Currently, referrals are trending downwards in Hillsborough County, with an 8% reduction in referrals since last fiscal year. In addition, over 3 years, there has been a 24% decline in Felony referrals.

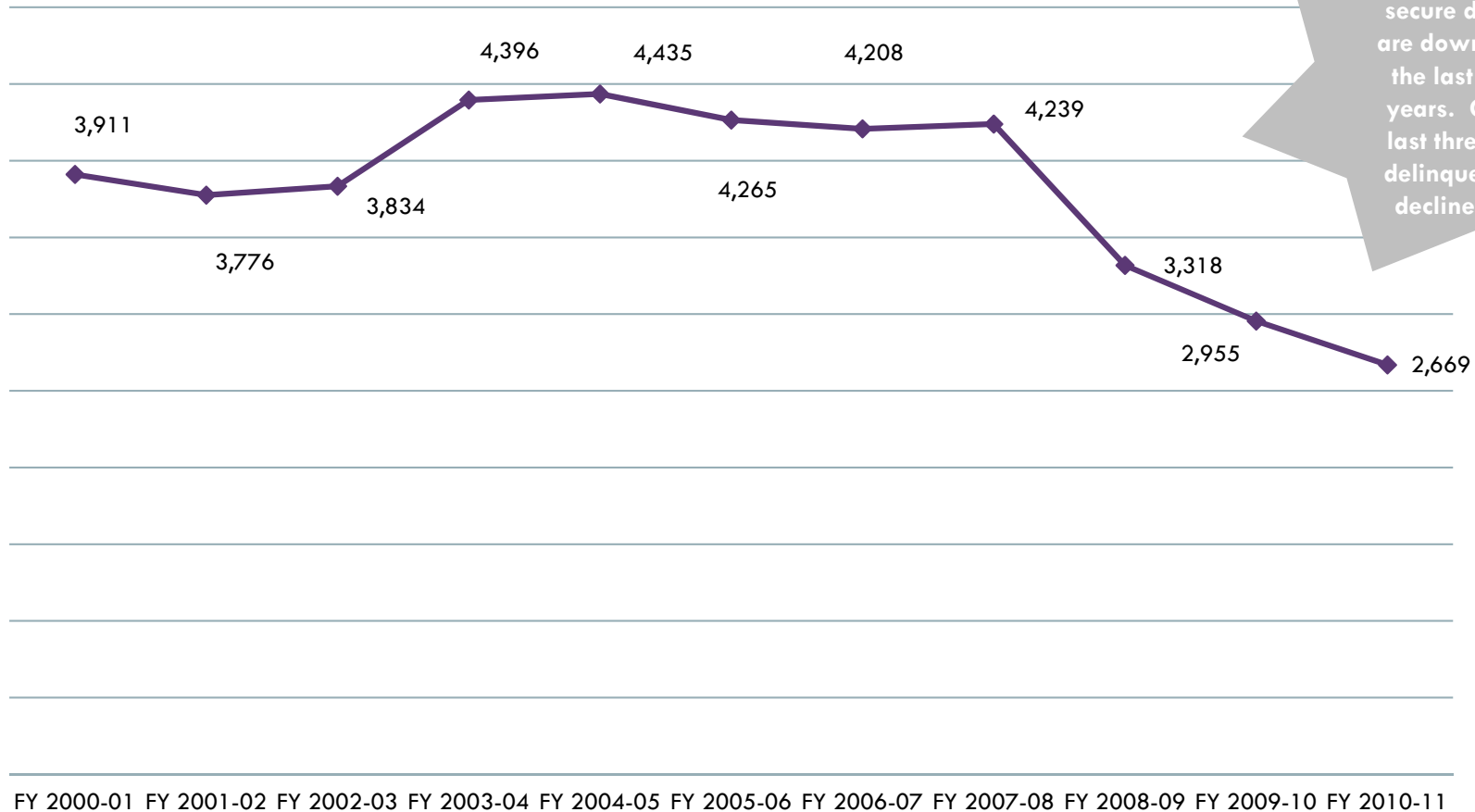
**HILLSBOROUGH COUNTY REFERRALS BY FISCAL YEAR**



**= - 23 %**

Hillsborough County Admissions to Secure Detention over 11 fiscal years:  
Annual admissions to secure detention show an overall downward trend since 2004, with steeper declines occurring since 2007.

**HILLSBOROUGH COUNTY ADMISSIONS  
TO SECURE DETENTION, BY FISCAL YEAR**

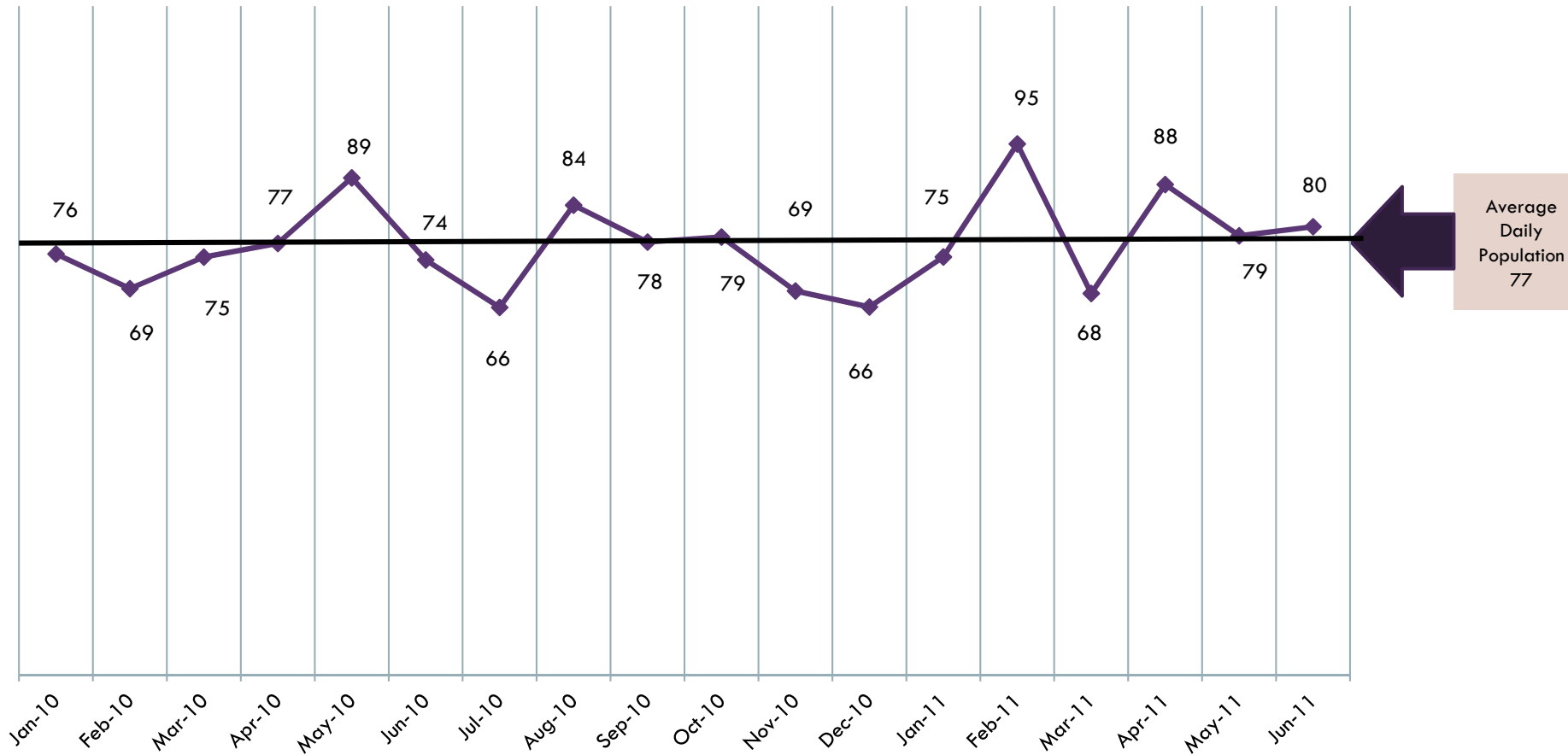


Admissions to secure detention are down 37% in the last 4 fiscal years. Over the last three years, delinquency has declined 23%.

FY 2000-01 FY 2001-02 FY 2002-03 FY 2003-04 FY 2004-05 FY 2005-06 FY 2006-07 FY 2007-08 FY 2008-09 FY 2009-10 FY 2010-11

The average daily population in Hillsborough County secure detention remained relatively stable over the 18-month study period, but has trended up slightly over the past year, since July 2010.

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



# In other words...

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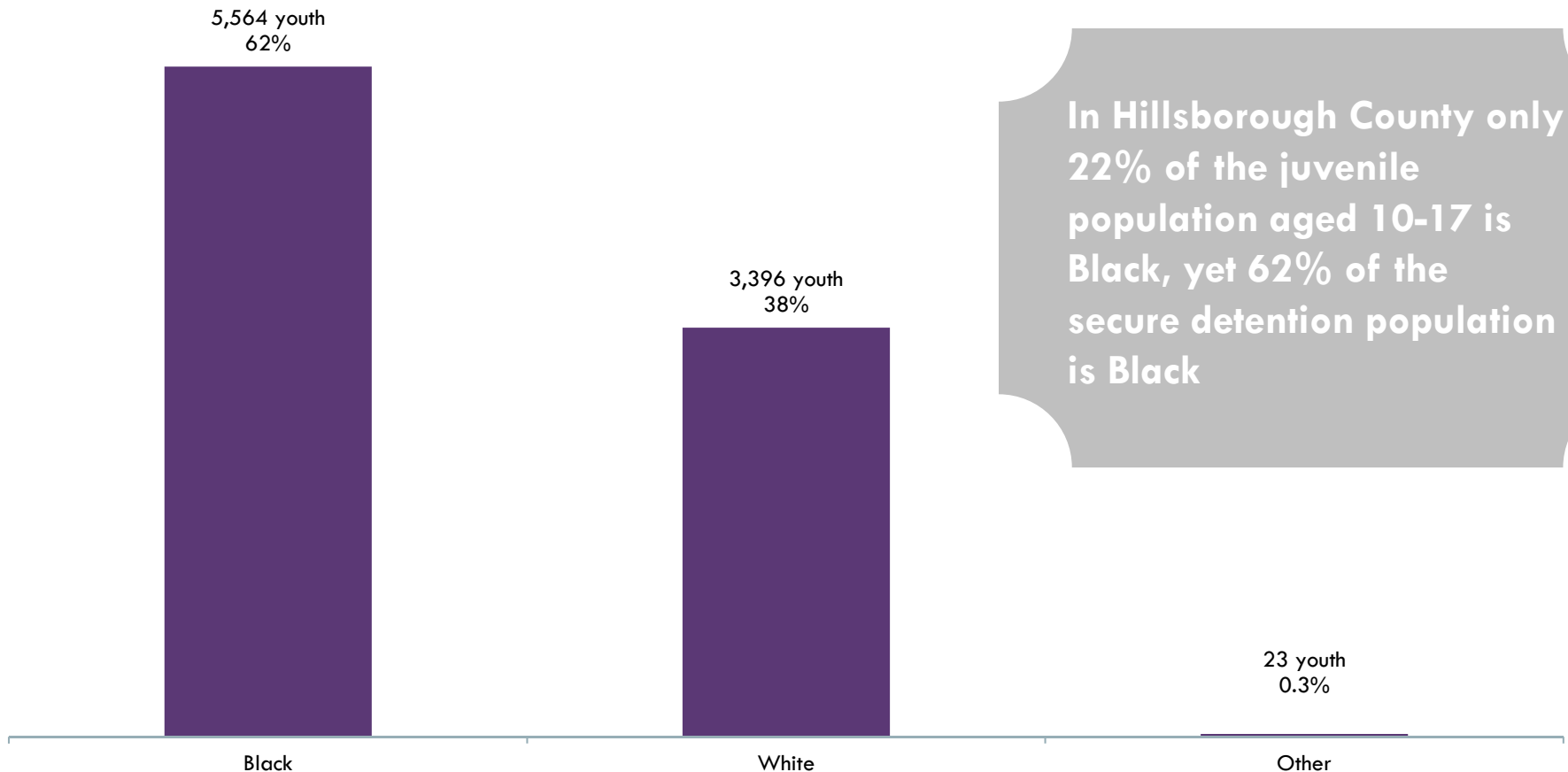
The youth population is down, crime is down, referrals are down, and admissions to secure detention are trending down. In spite of all this, the average daily population has been trending up slightly.

What does this mean? That, on average youth are being held in detention longer despite moderate reductions in new secure detention admissions.



# RACE/ETHNICITY: The majority of youth in secure detention in Hillsborough County are Black (62%).

**YOUTH RELEASED FROM SECURE DETENTION IN HILLSBOROUGH COUNTY, BY RACE, JULY 2008-JUNE 2011 (N=8,983\*)**

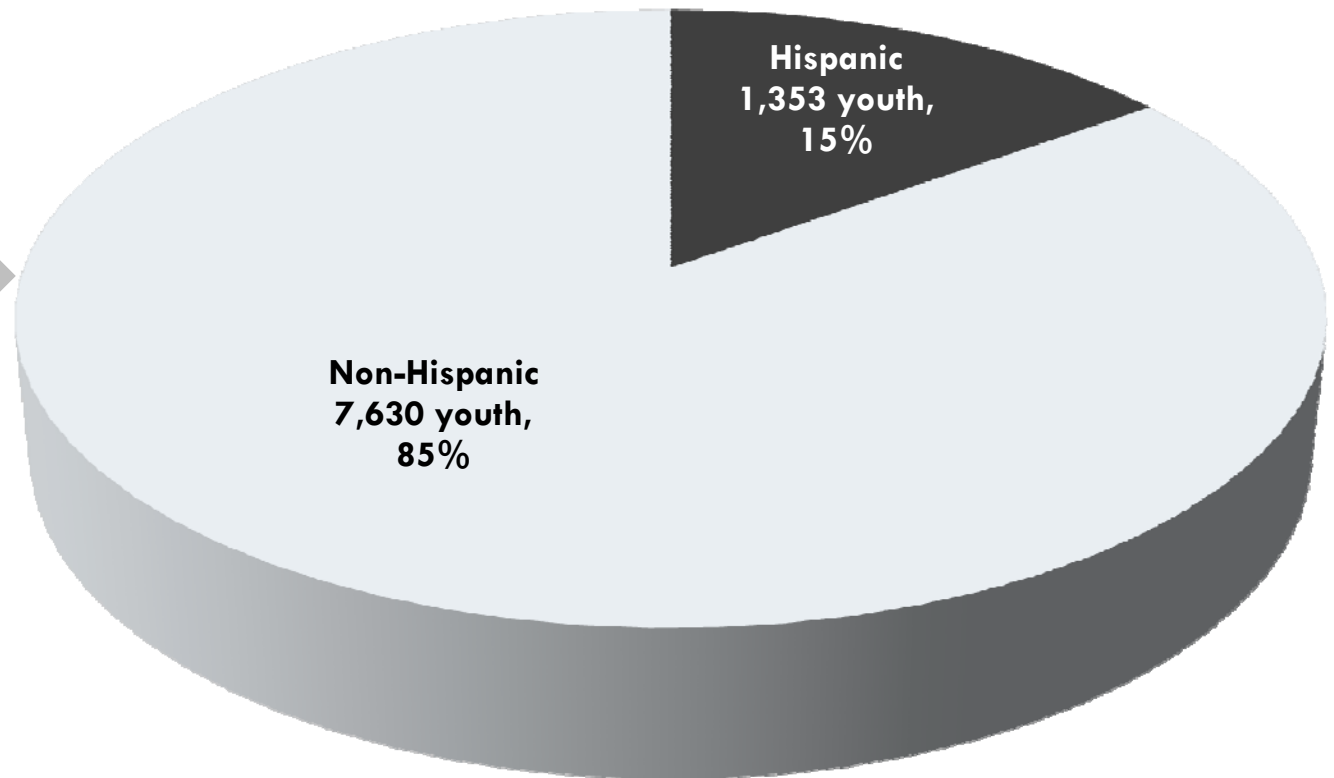


In Hillsborough County only 22% of the juvenile population aged 10-17 is Black, yet 62% of the secure detention population is Black

\*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 Hillsborough County are non-Hispanic.

YOUTH RELEASED FROM SECURE DETENTION IN HILLSBOROUGH COUNTY,  
BY ETHNICITY, JULY 2008-JUNE 2011 (N=8,983\*)

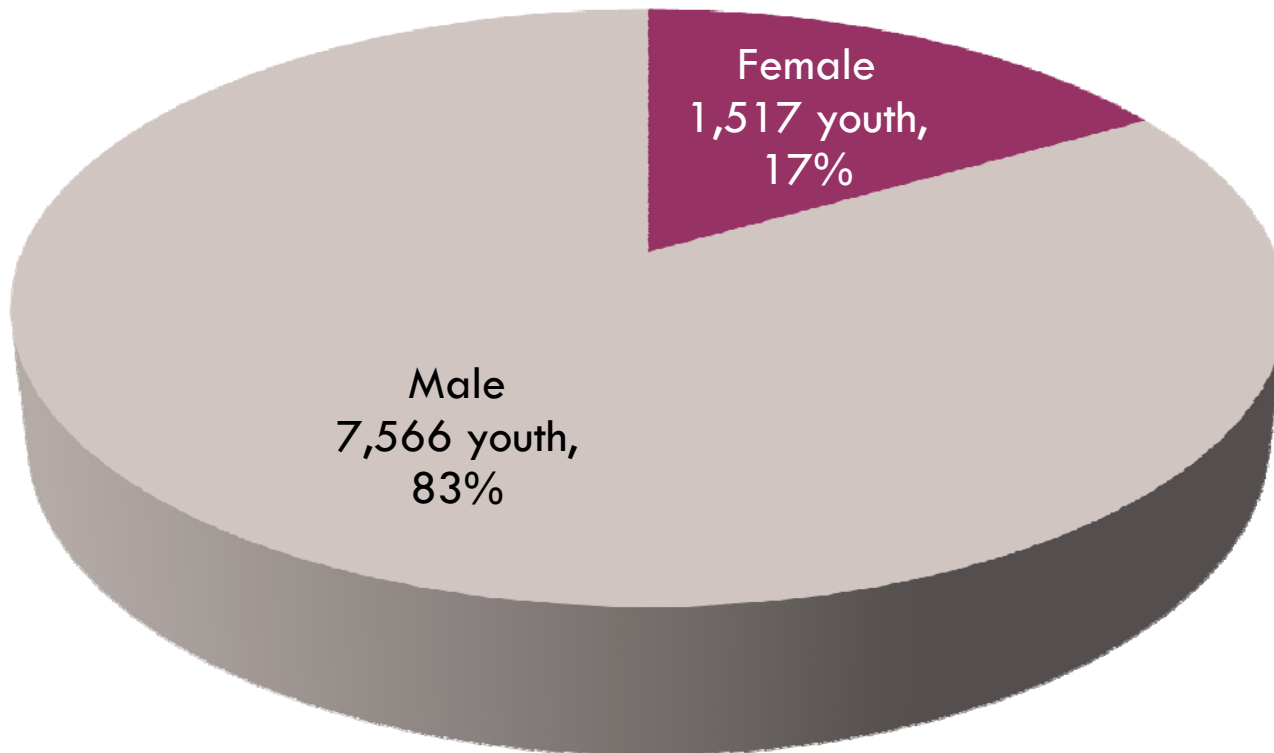


Screeners should routinely ask youth their Ethnicity, otherwise there is potential to undercount this important information. The Department is currently reviewing this policy to ensure that all Hispanic youth are being recorded.

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

# GENDER: Eighty-three percent of youth securely detained in Hillsborough County are boys. (N=8,983).

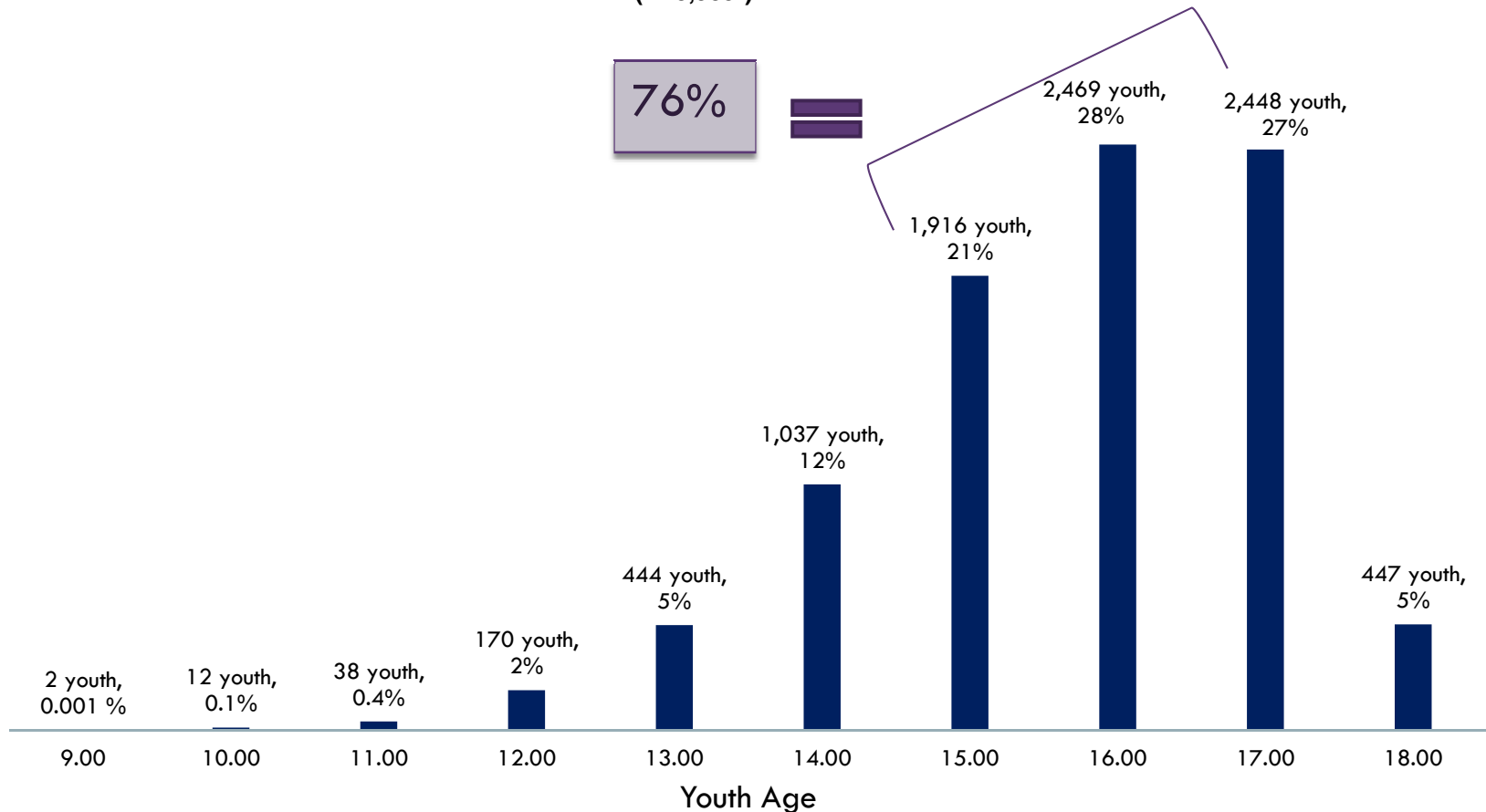
YOUTH RELEASED FROM SECURE DETENTION IN HILLSBOROUGH COUNTY, BY GENDER, JULY 2008-JUNE 2011 (N=8,983\*)



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

# AGE: Three quarters (76%) of detained youth Hillsborough County are between the ages of 15 and 17.

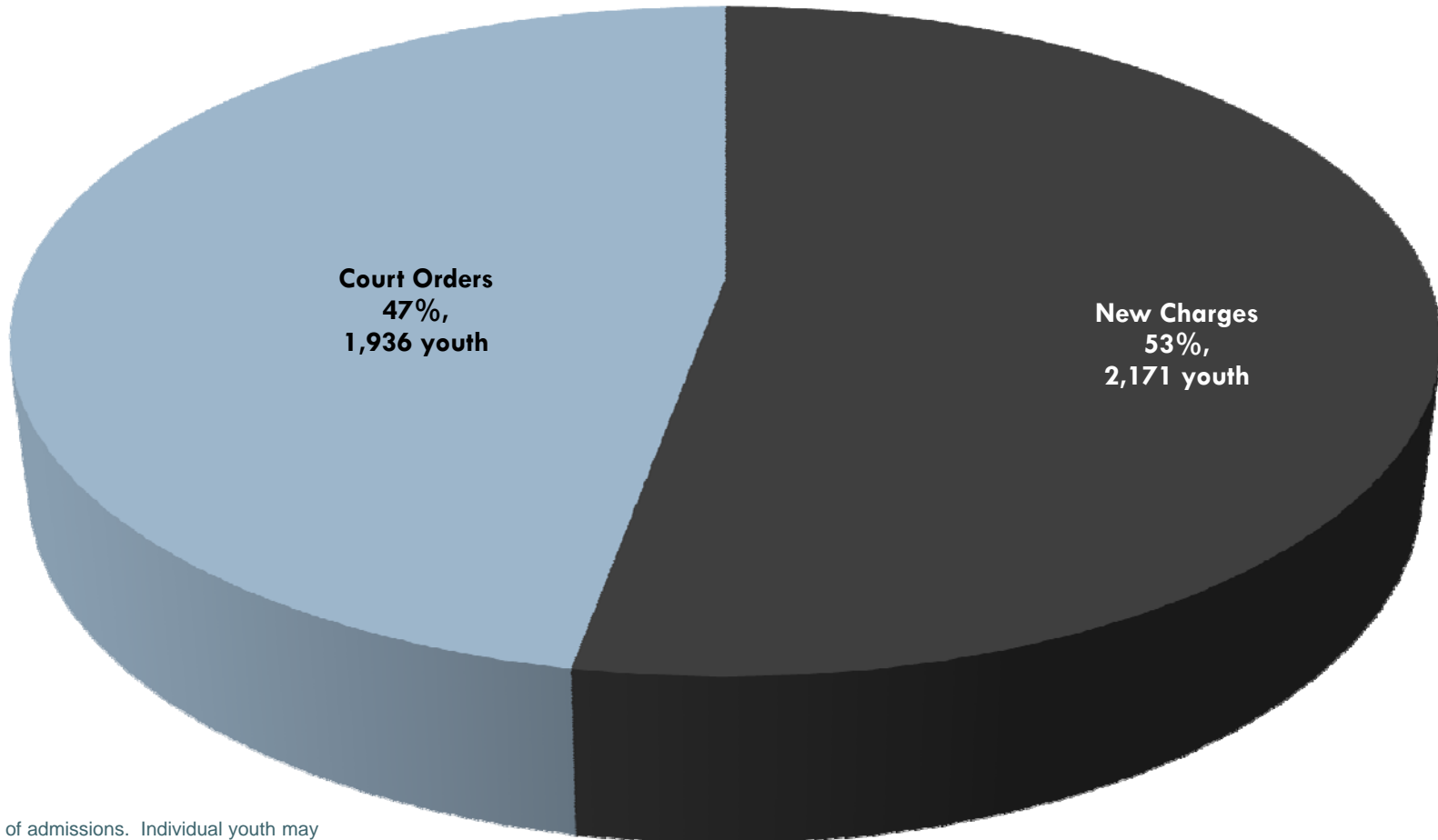
**YOUTH RELEASED FROM SECURE DETENTION IN HILLSBOROUGH COUNTY, BY AGE, JULY 2008-JUNE 2011 (N=8,983\*)**



\*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 Hillsborough County, only 53% were related to new charges. Almost half (47%) of admissions to secure detention were related to court orders.

**YOUTH ADMITTED TO SECURE DETENTION - BY REASON FOR DETENTION, JAN. 2010-JUNE 2011 (N=4,107\*)**

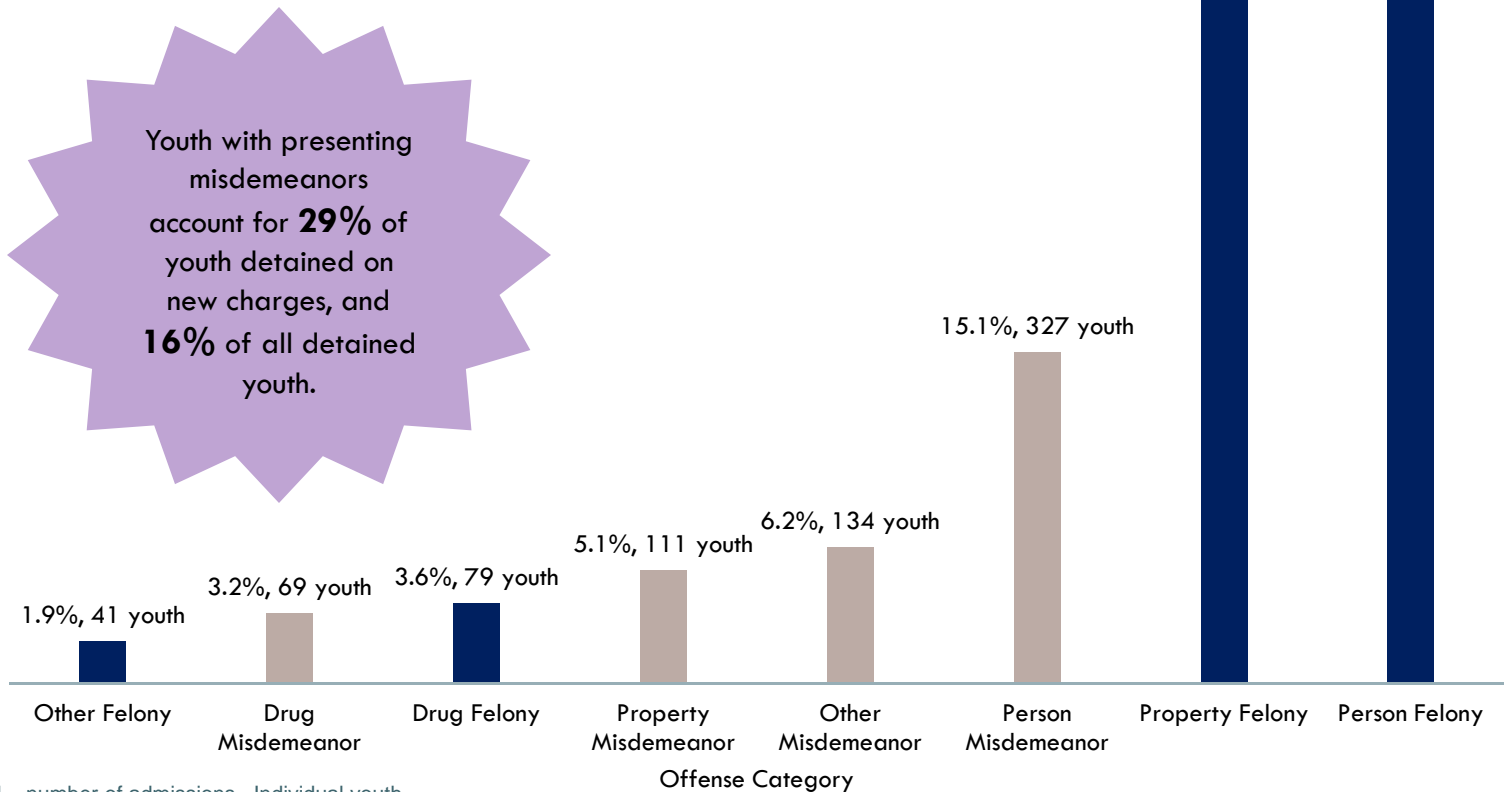


\*N = number of admissions. Individual youth may have been admitted and released multiple times during the study period.

New Charges: Of youth admitted to secure detention for new charges in Hillsborough County, the majority of charges (65%) were related to a person or property felony, while over a quarter (29%) 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=2,171)**

■ = Misdemeanor (29%)  
 ■ = Felony (71%)



**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.

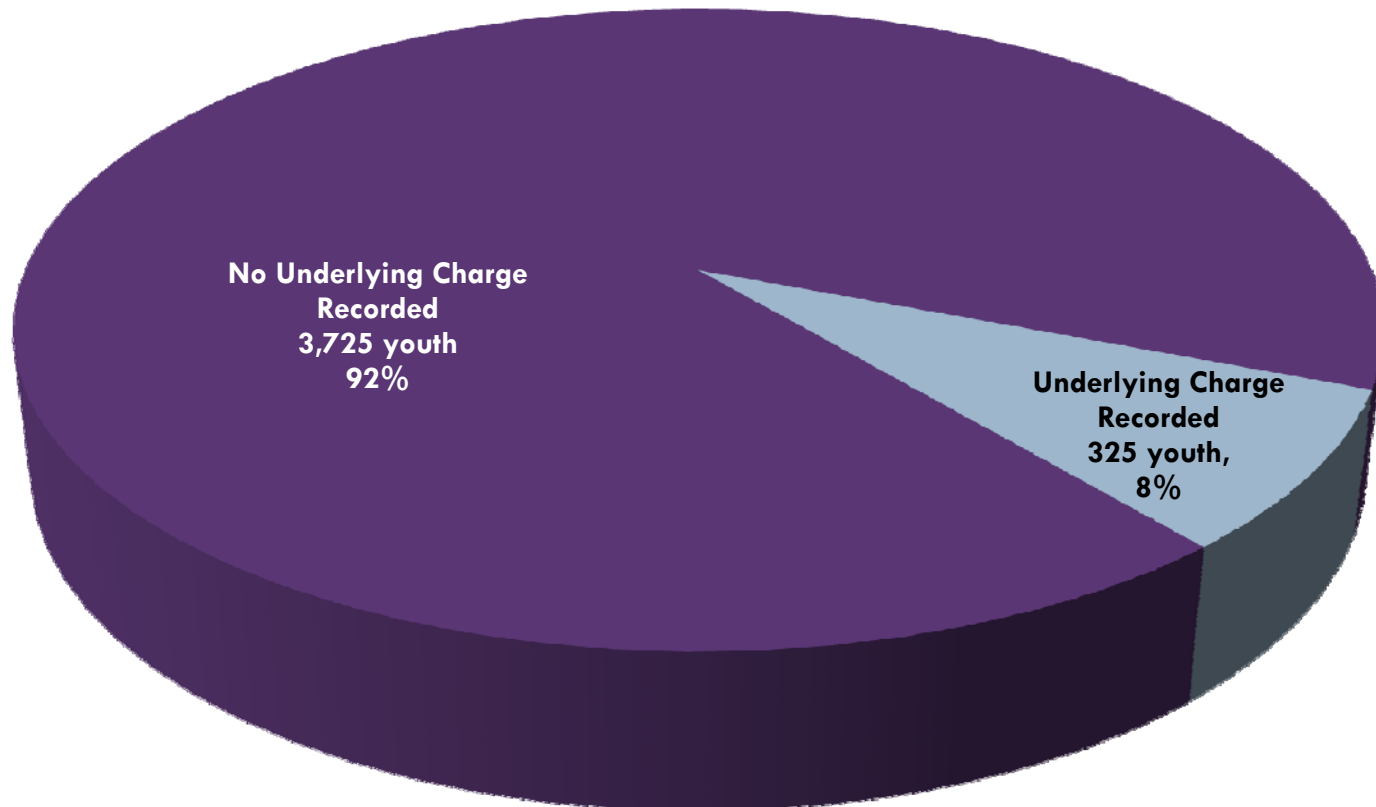
# UNDERLYING CHARGES

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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 Hillsborough county, only 8% of youth were scored on the basis of an underlying charge.

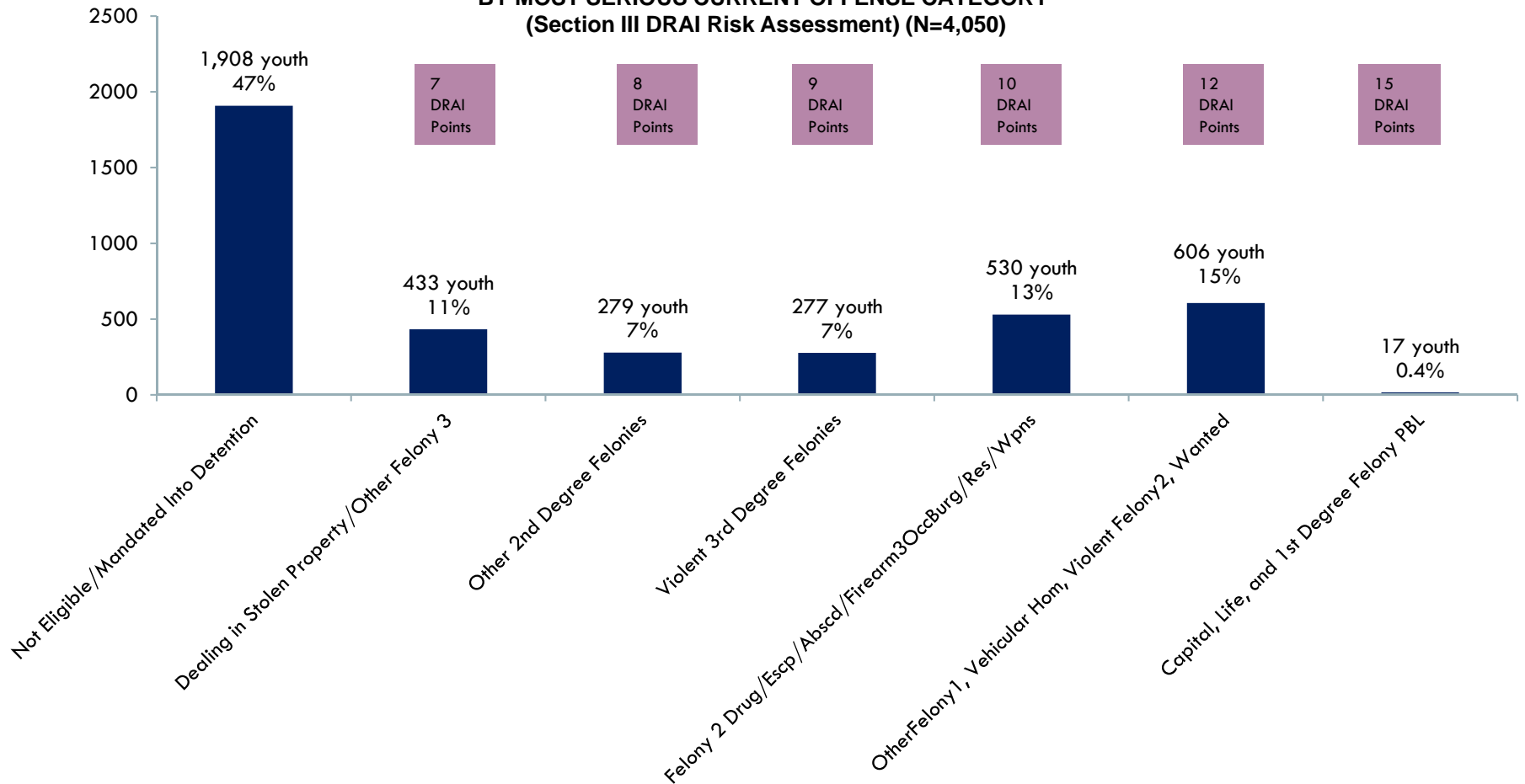
**YOUTH SCREENED BY DRAI AND ADMITTED TO SECURE DETENTION  
– PRESENTING CHARGE V. UNDERLYING OFFENSE AS BASIS FOR  
DRAI SCORE, JAN. 2010-JUNE 2011 (N=4,050)**





How are DRAI points distributed for detained youth? Only 15% of youth score 12 or 15 points for their most serious current offense, with fewer than 1% scoring 15 points for the most serious current offense.

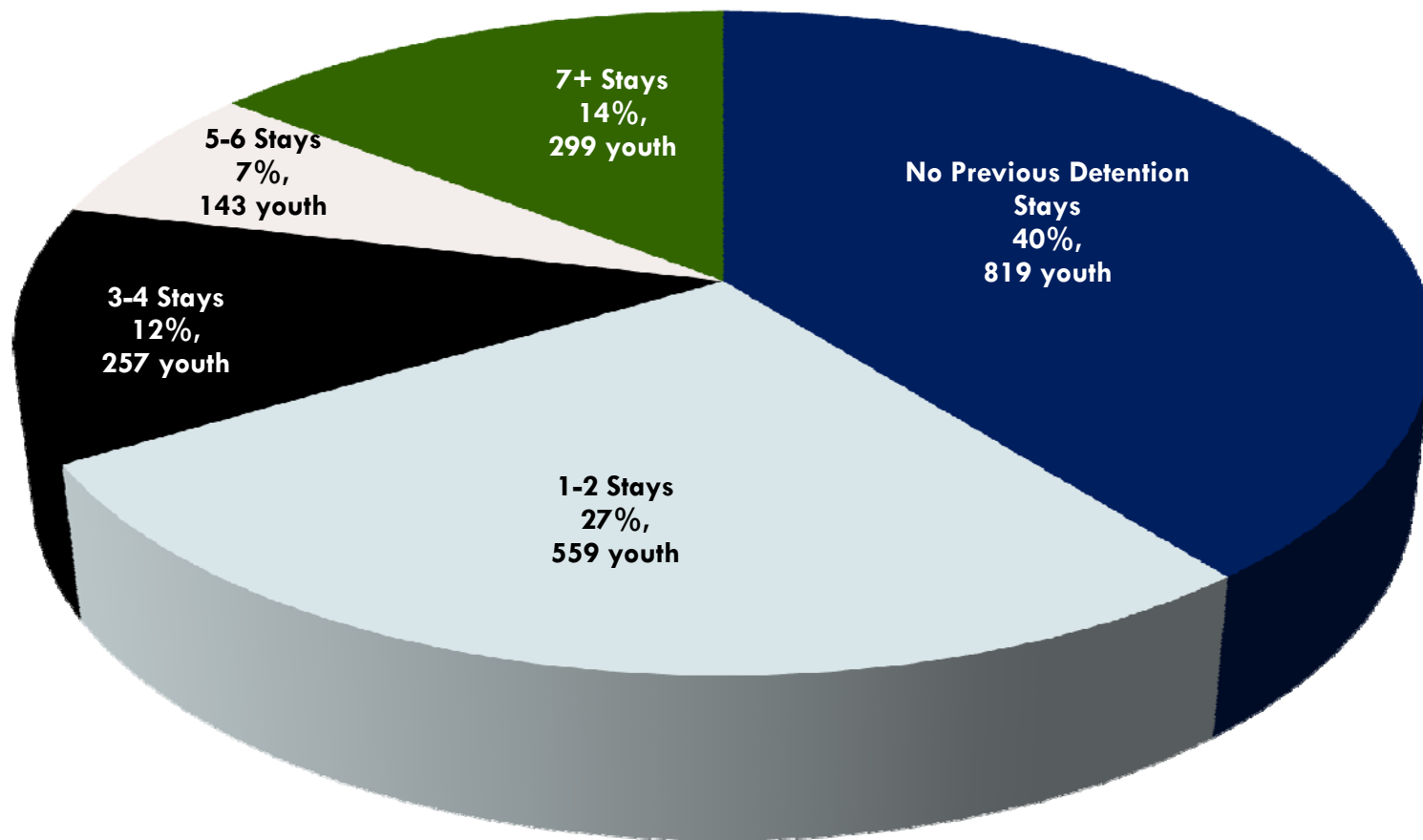
**DRAI POINTS RECEIVED FOR DETAINED YOUTH,  
BY MOST SERIOUS CURRENT OFFENSE CATEGORY  
(Section III DRAI Risk Assessment) (N=4,050)**



\*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 Hillsborough County, the majority (40%) have never been in secure detention before, and an additional 27% have been detained once or twice before.

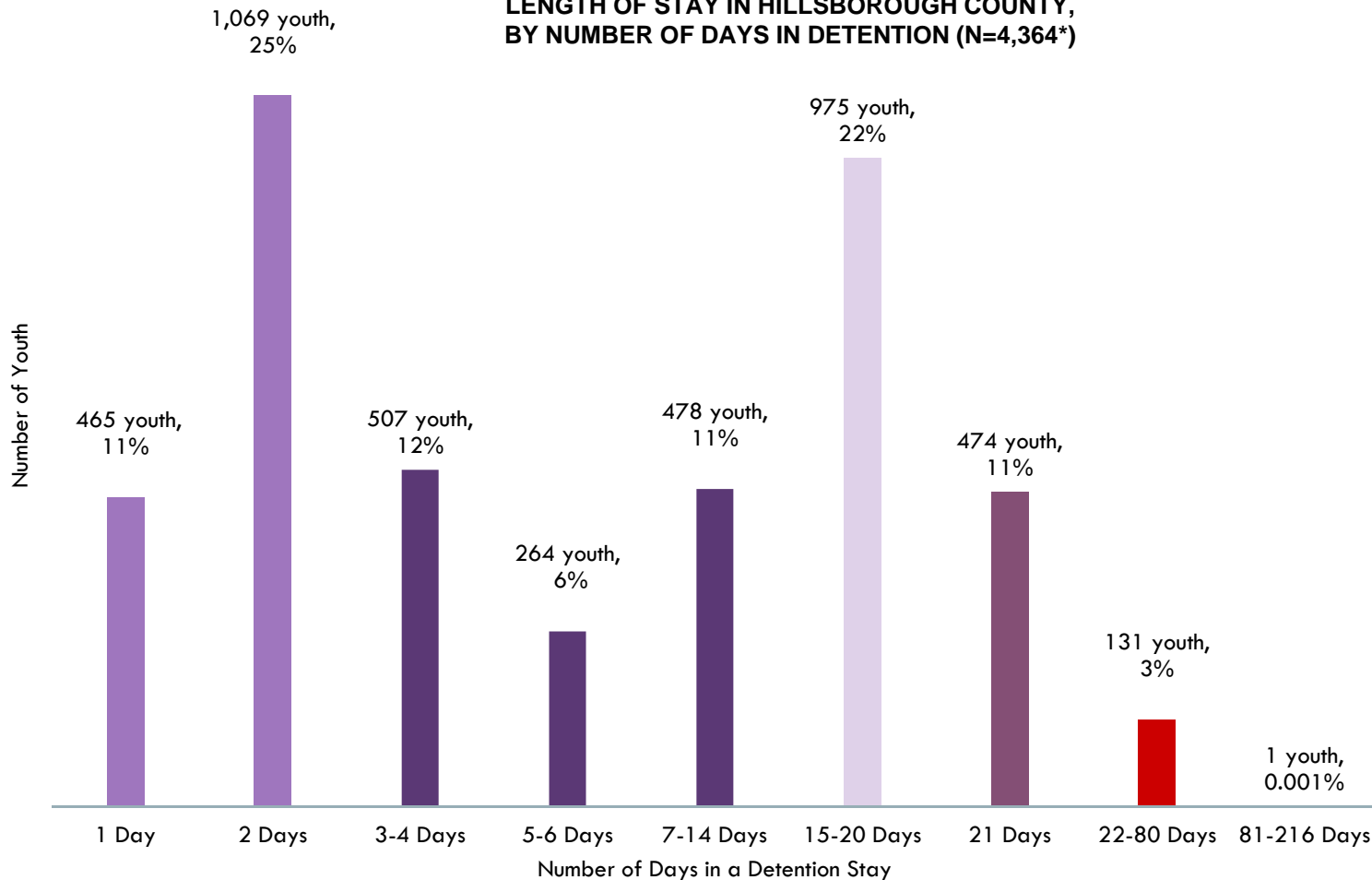
**YOUTH ADMITTED TO SECURE DETENTION – BY NUMBER OF PRIOR STAYS IN DETENTION, JAN. 2010-JUNE 2011 (\*N=2,077)**



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

# LENGTH OF STAY: Over a third (36%) of youth in secure detention stay only 1 or 2 days in Hillsborough County, with at least 11% staying less than 24 hours.

**LENGTH OF STAY IN HILLSBOROUGH COUNTY, BY NUMBER OF DAYS IN DETENTION (N=4,364\*)**



**KEY FINDINGS:**

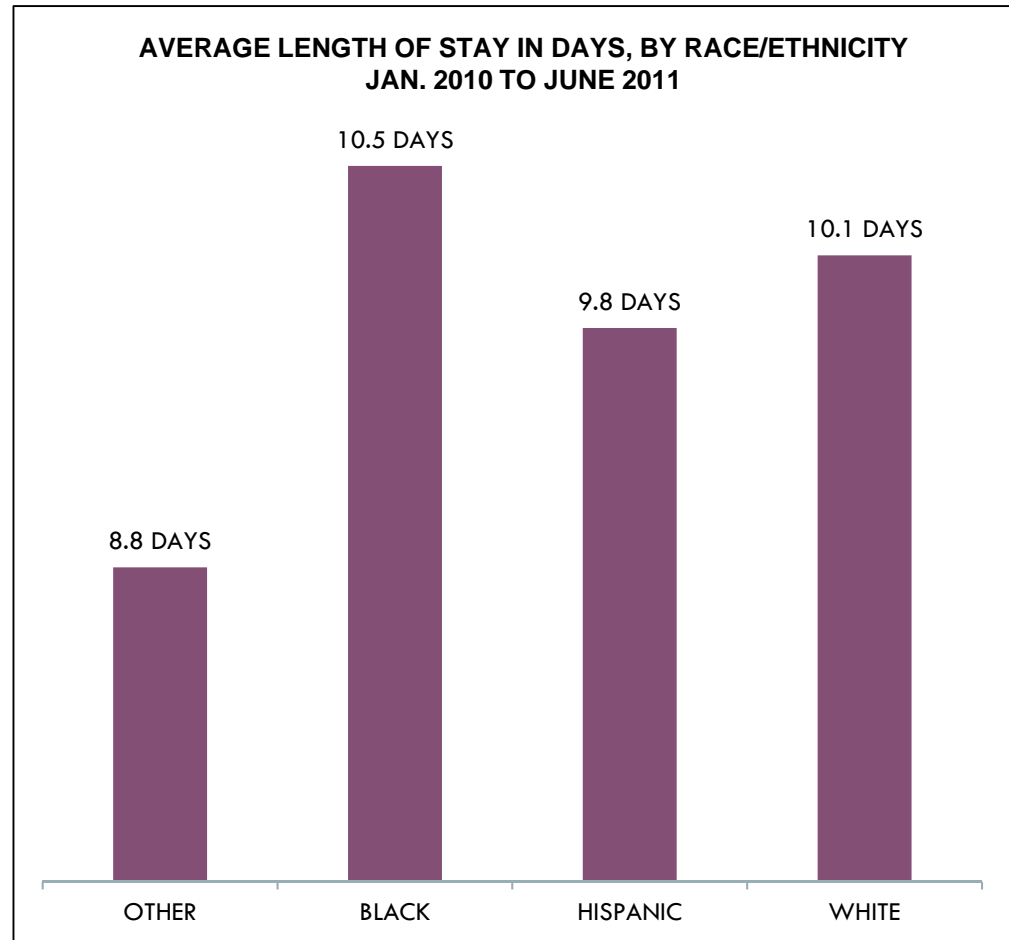
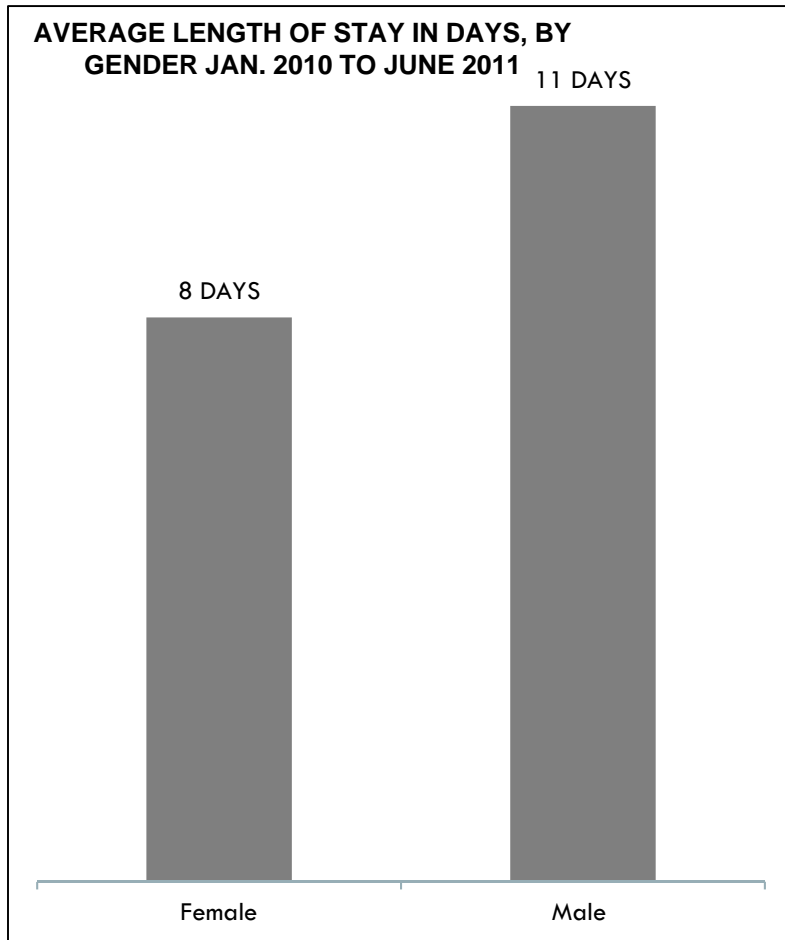
- 36% of detained youth are held for less than 2 days, with 11% staying less than 24 hours.
- Over a tenth of youth (11%) are being kept for the maximum 21 days.
- A number of youth (3%) are being kept in detention beyond 21 days.

**NEXT STEPS:**

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

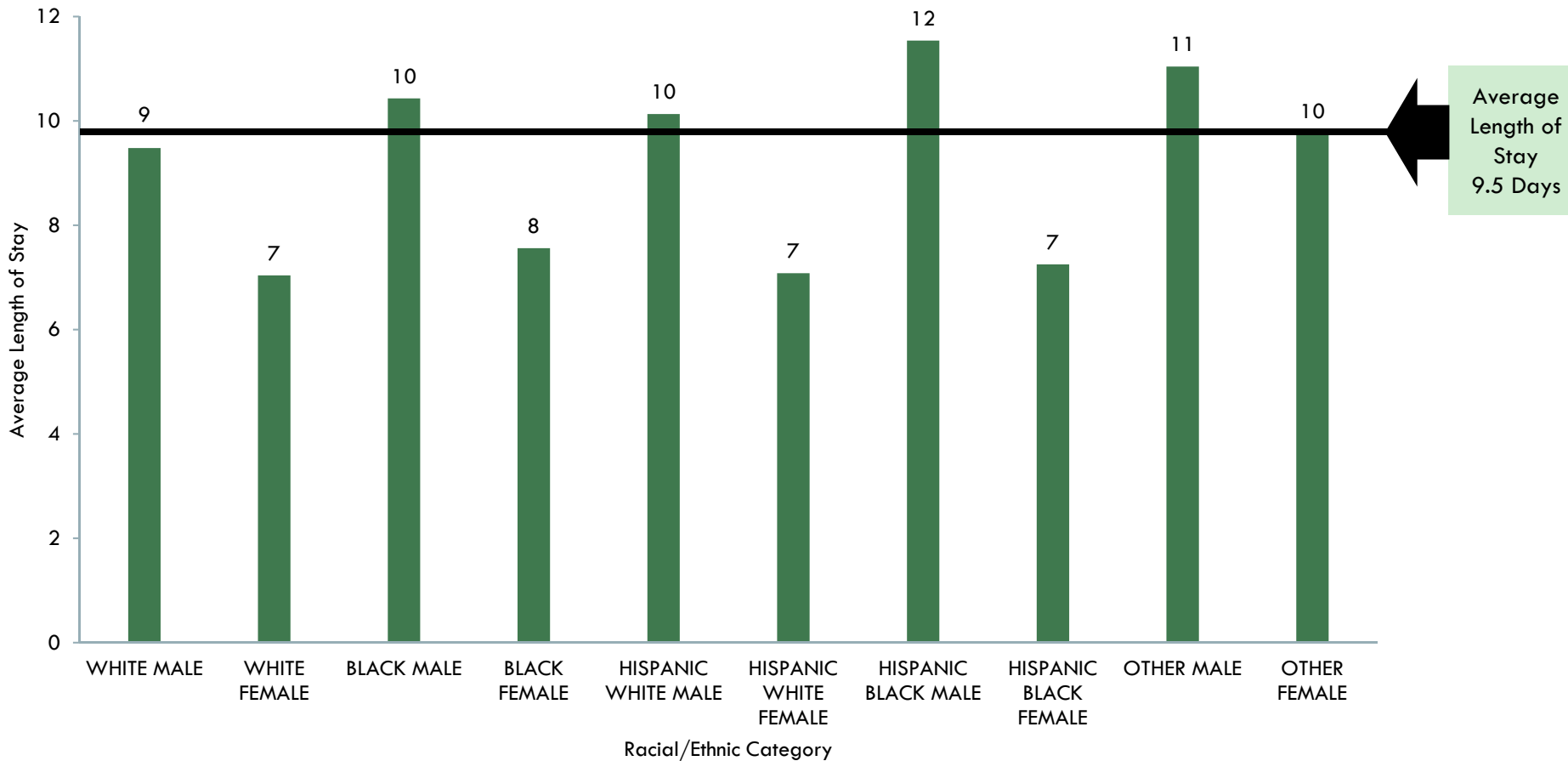
\*N = number of releases. Individual youth may have been admitted and released multiple times during the study period.

LENGTH OF STAY BY GENDER AND RACE/ETHNICITY: Males tend to have longer stays in detention than females. In addition, on average Black 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 IN DAYS, BY GENDER/RACE/ETHNICITY, JAN. 2010 TO JUNE 2011 (\*N=4,364)**

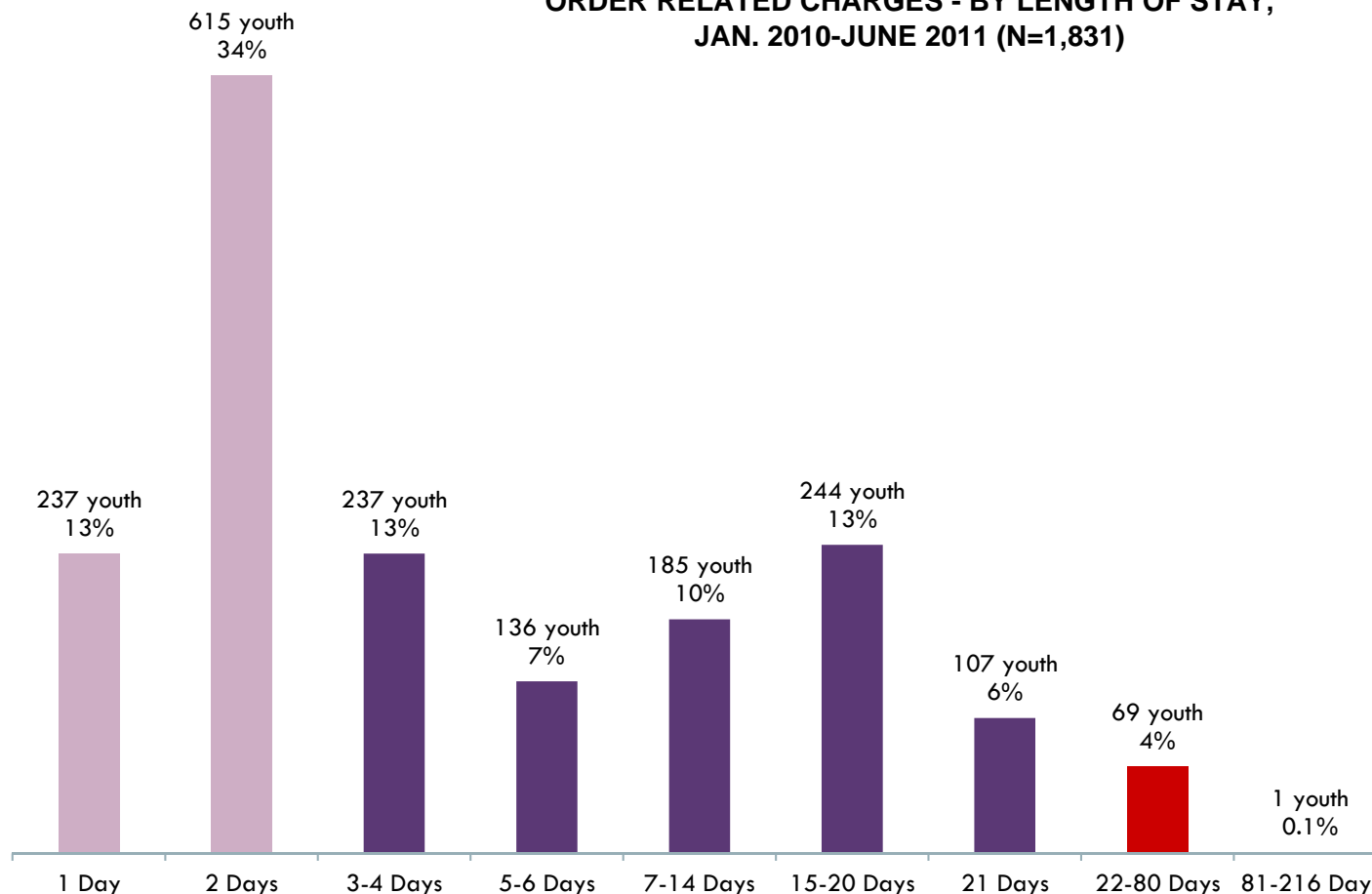


Average Length of Stay 9.5 Days

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

**YOUTH DETAINED ON COURT ORDERS TEND TO HAVE SHORTER STAYS IN DETENTION:** Almost half (47%) of youth in secure detention based on court orders stay for only 1 or 2 days in Hillsborough County, while 6% are being kept for the maximum 21 days. In addition, a number of youth (4%) 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=1,831)**



Court-ordered youth are significantly more likely to be in detention less than 48 hours, as compared to all youth (47% to 36%).

In addition, of all youth in detention, 65% of youth stay 2 weeks or less, whereas 77% of court-ordered youth stay 2 weeks or less.

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

# 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

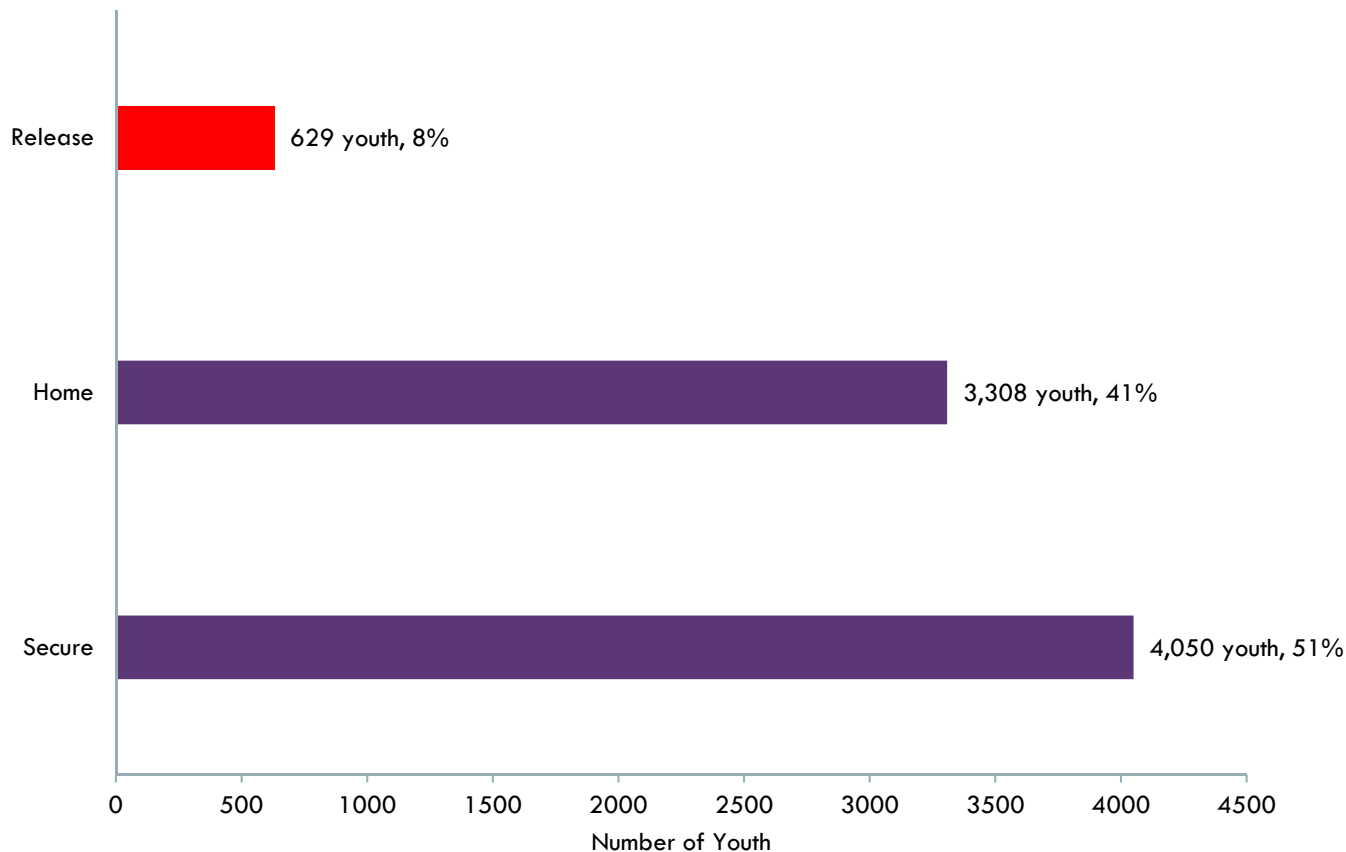
Of 7,987 youth administered the DRAI in the 18-month period, 3,984 (50%) had a zero score.

| N =   | CATEGORY                                                                                            |
|-------|-----------------------------------------------------------------------------------------------------|
| 7,987 | ALL YOUTH WITH A DRAI SCREEN                                                                        |
| 3,984 | ZERO SCORE (includes detained youth & youth not held based on failure to meet eligibility criteria) |
| 4,050 | DETAINED                                                                                            |
| 4,003 | NON-ZERO SCORE                                                                                      |
| 2,397 | DETAINED<br>NON-ZERO SCORE                                                                          |
| 1,653 | DETAINED<br>ZERO SCORE                                                                              |
| 367   | DETAINED<br>DRAI SCORE = 12                                                                         |
| 355   | DETAINED<br>NON-ZERO SCORE<br>DRAI SCORE < 12                                                       |
| 3     | DETAINED BECAUSE OF AGGRAVATING FACTORS                                                             |



**DRAI Decision - Actual Outcome:** Of all youth screened in Hillsborough County, over half (51%) were placed in secure detention. In addition, almost half (41%) were placed in home detention, while only 8% of youth were released.

**DRAI RECORDS, BY ACTUAL DETENTION DECISION,  
JAN. 2010-JUNE, 2011 (N=7,978\*)**

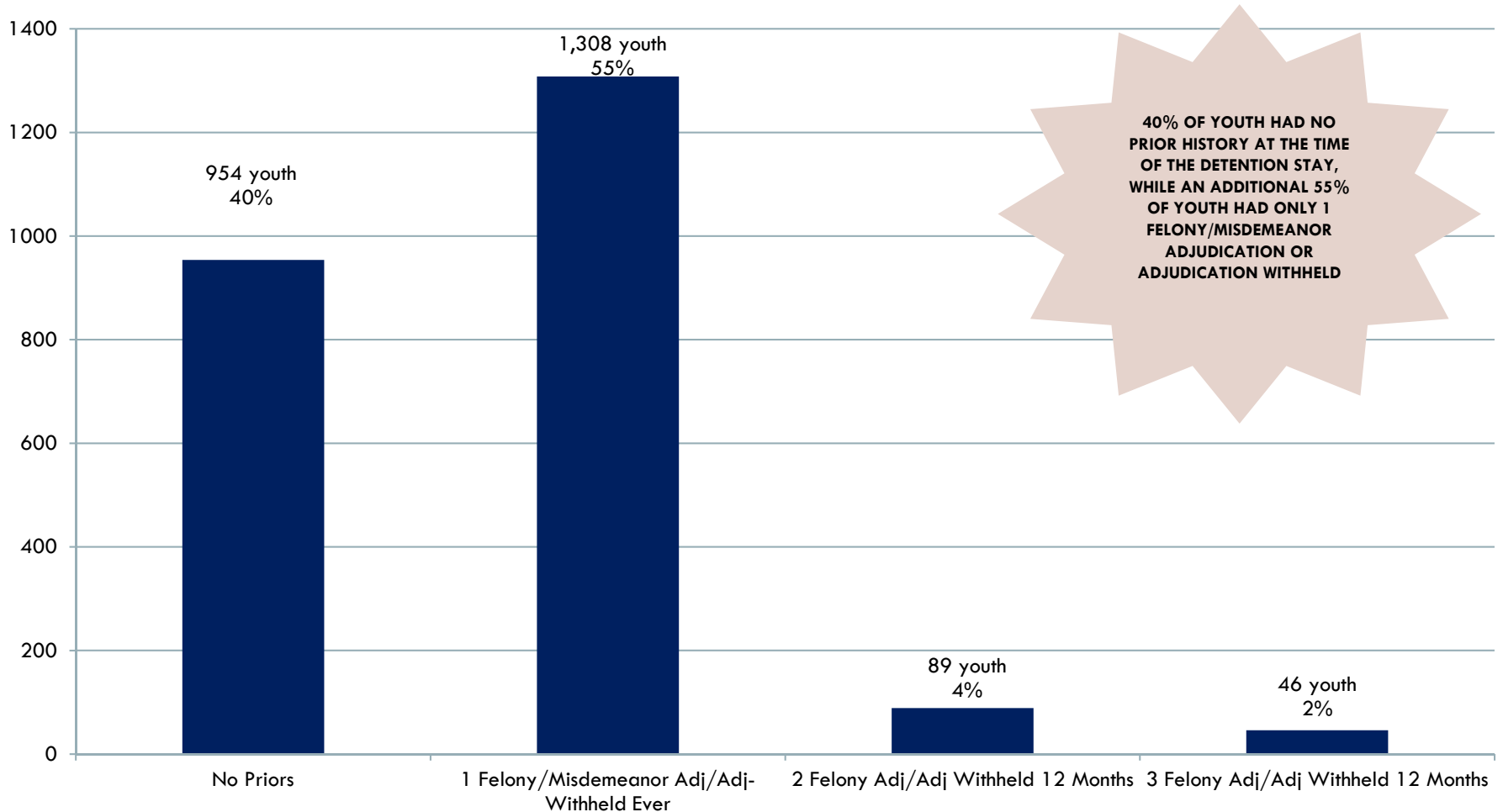


Of all youth with DRAI records (including youth with 0 scores):

- 51% were detained
- 41% were placed on home detention
- 8% were released
- No youth were sent to Respite care.

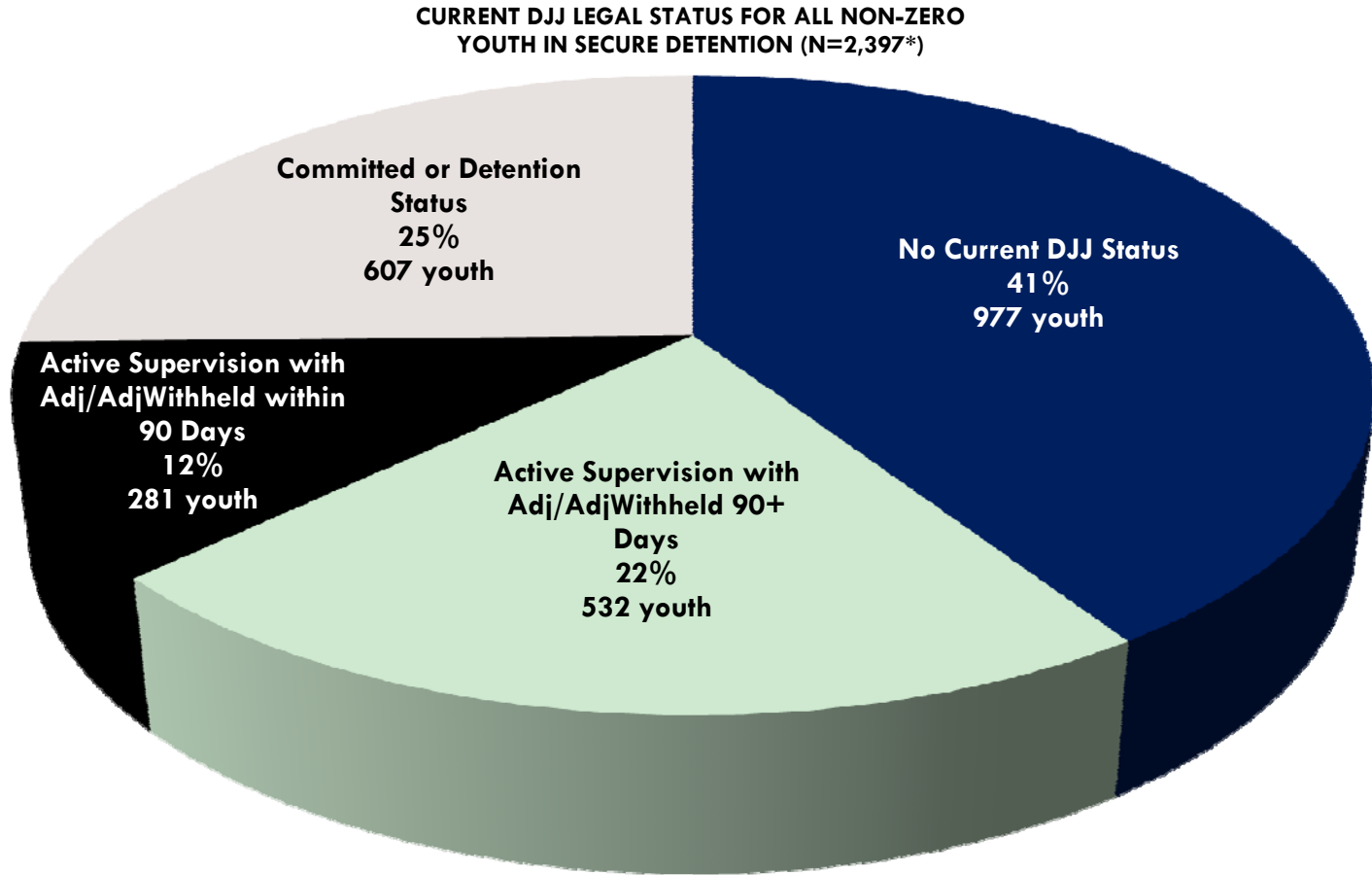
\*Includes all youth administered a DRAI screening. Individual youth may have been scored multiple times during the study period.

# DRAI SECTION III RISK ASSESSMENT: PRIOR HISTORY – A full 40% of detained youth with non-zero DRAI scores in Hillsborough County did not have any prior misdemeanor or felony adjudication/adjudication withheld in their history.



\*Includes all youth in secure detention with a non-zero score. Individual youth may have been scored multiple times during the study period.

# DRAI RISK ASSESSMENT LEGAL STATUS: Of youth securely detained in Hillsborough County with non-zero DRAI scores, 41% do not have any active legal status.

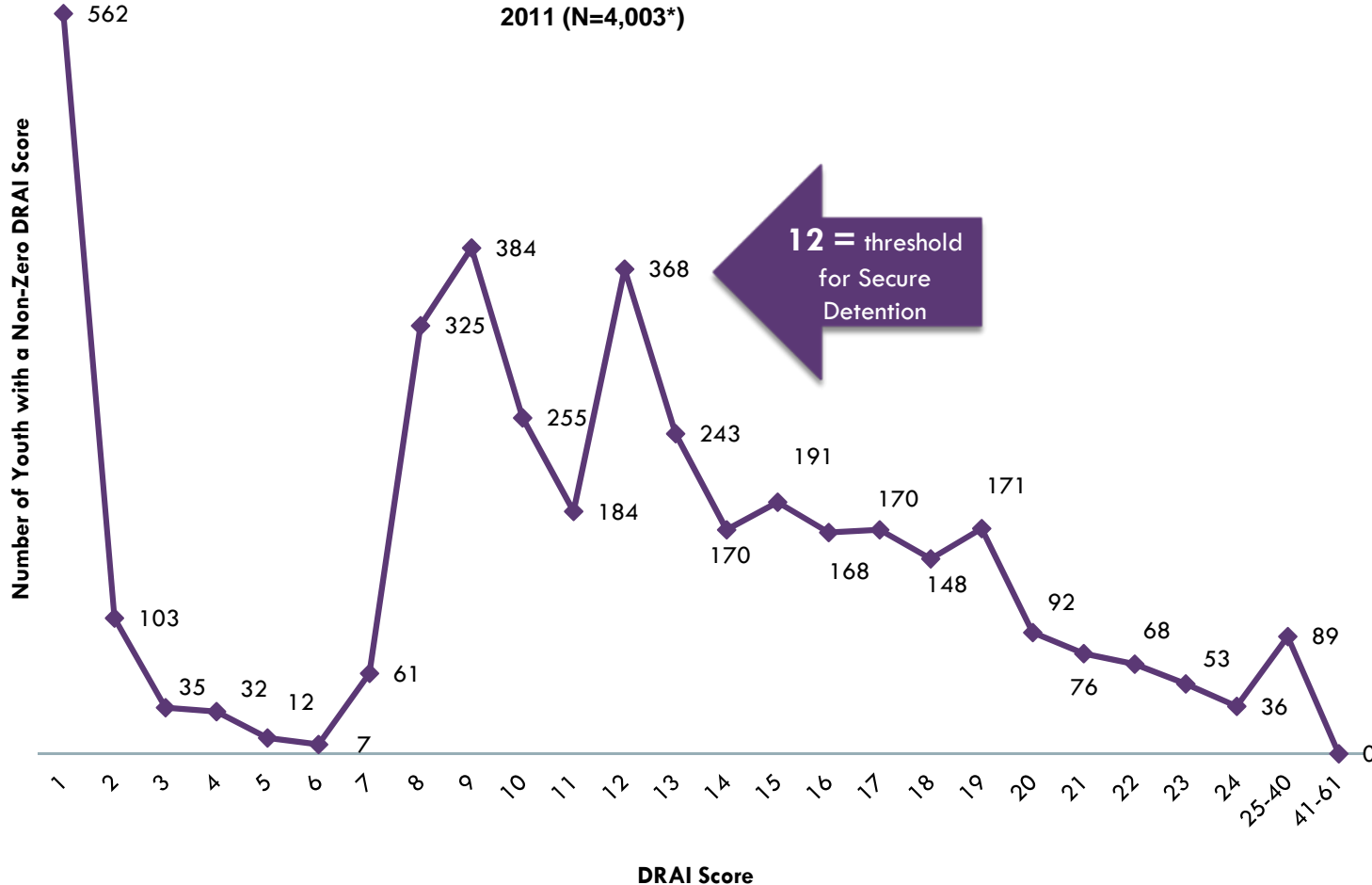


\*Includes all youth in secure detention with a non-zero score. Individual youth may have been scored multiple times during the study period.

**DRAI SCORE:** Of youth with a non-zero DRAI score in Hillsborough County, 9% scored the minimum DRAI score to qualify for detention. Over half (51%) of youth scored at or above 12 points. Youth were more than twice as likely to score a 12 than they were an 11.

\*Not included are 3,984 youth DRAI records with a Zero score

**YOUTH WITH NON-ZERO DRAI SCORES, BY SCORE, JAN. 2010-JUNE 2011 (N=4,003\*)**



- The distribution of DRAI scores spikes slightly at 12 – the threshold for Secure Detention.
- A youth is more than twice as likely to score a 12 than an 11.

**DIGGING DEEPER:**

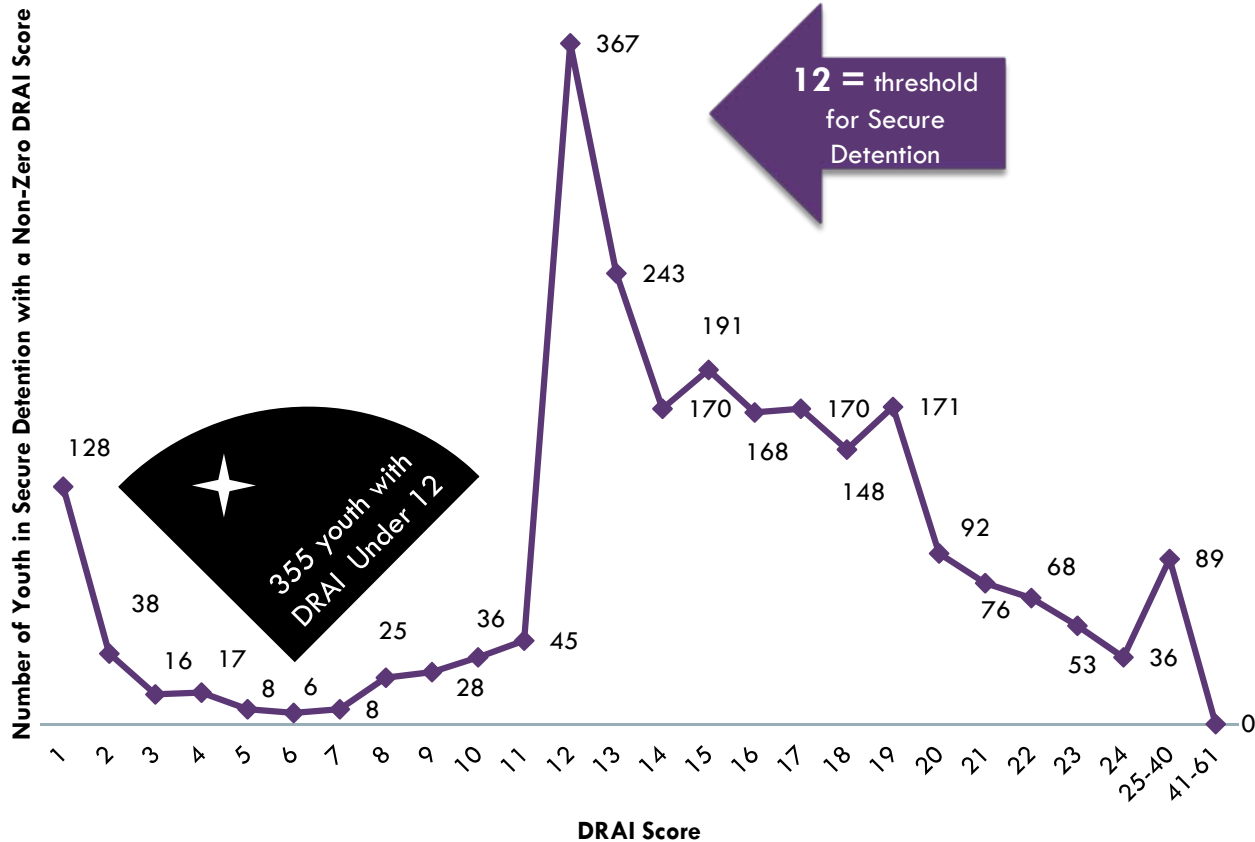
- Why do so many more youth score 12 than 11?
- Why do so many youth score only one point on the DRAI?

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

# DRAI SCORES FOR YOUTH THAT WENT INTO SECURE DETENTION: Of detained youth with a non-zero DRAI score in Hillsborough County, 15% scored the minimum DRAI score to qualify for detention, and 15% of youth scored below 12 points on the DRAI.

\*Not included are 1,653 youth DRAI records with a Zero score

**YOUTH WITH NON-ZERO DRAI SCORES ADMITTED TO SECURE DETENTION, BY DRAI SCORE, JAN. 2010-JUNE 2011 (N=2,397\*)**

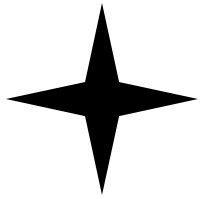


- The distribution of DRAI scores among **detained** youth also spikes at 12 – the threshold for Secure Detention.
- A detained youth with a non-zero DRAI score is more than 8 times as likely to score a 12 than an 11.

**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 who were remanded to secure detention, 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 355 youth who were detained AND scored under 12:
  - ▣ **271 youth were domestic violence related**
  - ▣ 71 youth were court-ordered
  - ▣ 49 overrides
  - ▣ 4 scored on criteria F for firearm possession

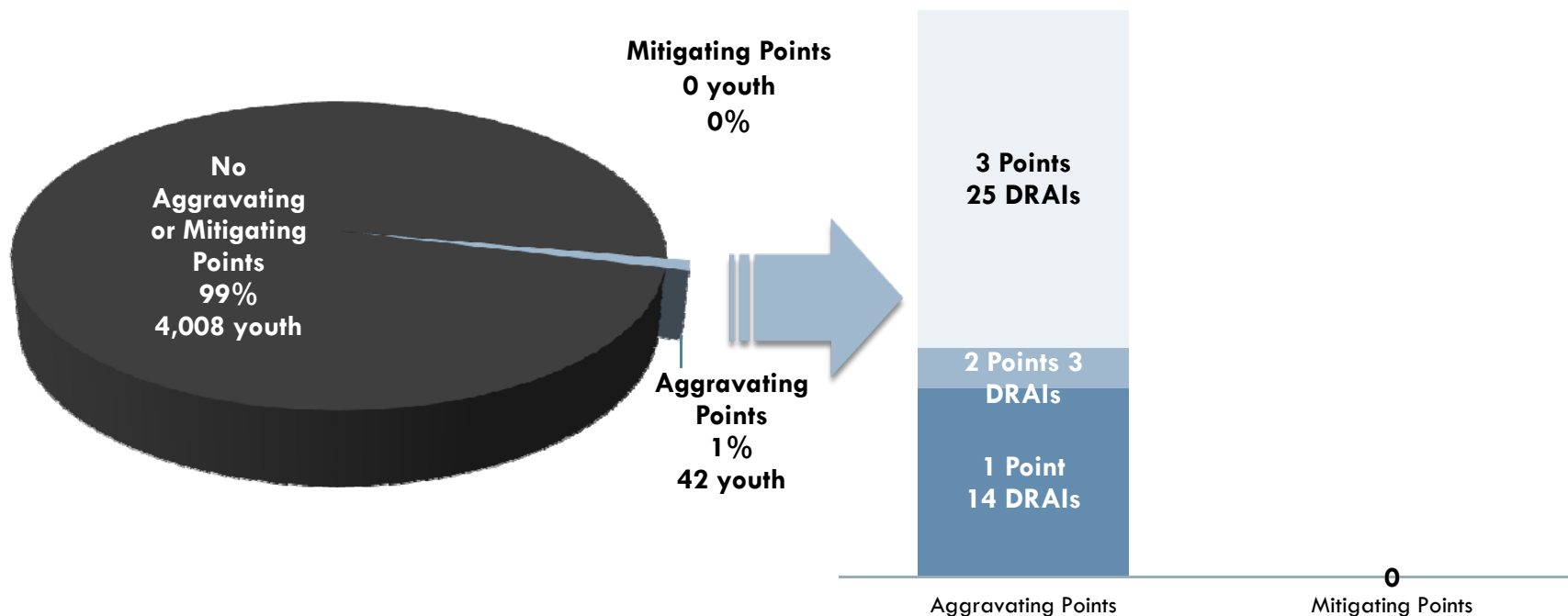
Note: categories do not add up because they are not mutually exclusive, i.e. youth could qualify for secure detention for multiple reasons

**DRAI AGGRAVATING FACTORS:** Of detained youth in Hillsborough County, discretionary aggravating factors were used in only 1% of cases, while mitigating factors were not used at all.

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

**PREVALENCE OF AGGRAVATION/MITIGATION AMONG DETAINED YOUTH, JAN. 2010-JUNE 2011 (N=4,050\*)**

**AGGRAVATING AND MITIGATING POINTS AMONG DETAINED YOUTH, JAN. 2010-JUNE 2011 (N=42)**



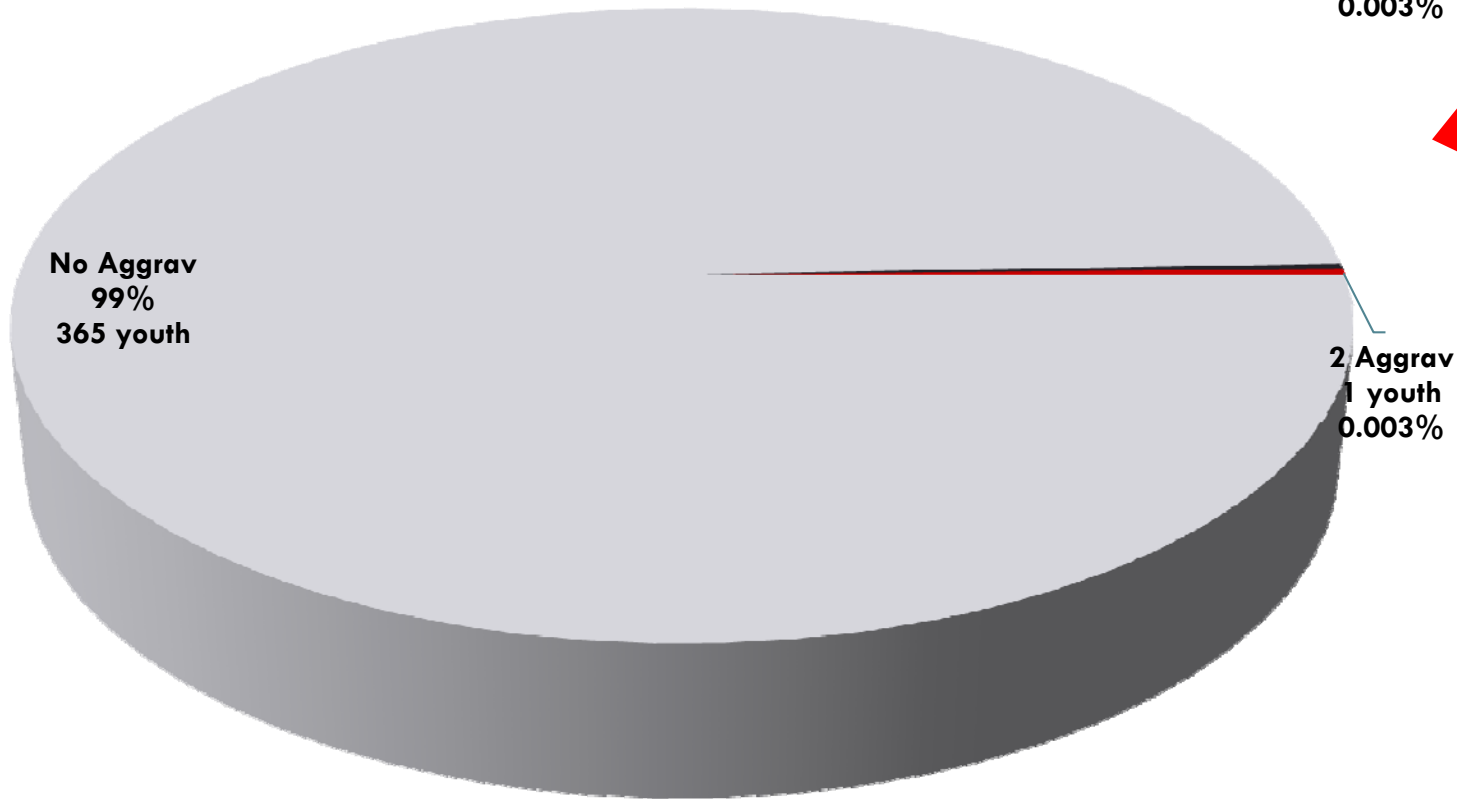
**DIGGING DEEPER:**

- 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)

# Less than 1% of youth who reached the minimum score (12) for detention **ONLY** did so because of the use of aggravating factors

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**% OF YOUTH WITH DRAI SCORE=12 REMANDED TO SECURE DETENTION DUE TO AGGRAVATING FACTORS (N=367\*)**



**1 Aggrav  
1 youth  
0.003%**

Only 2 youth were sent to secure detention because of the use of aggravating factors. However mitigating factors are never used.

**2 Aggrav  
1 youth  
0.003%**

Both youth who had their score “bumped” to 12 by aggravating factors were white male youth.



A total of 3 youth were sent to secure detention because of the use of aggravating factors. 2 youth scored exactly 12 because of aggravating factors, and an additional 1 youth was sent to secure detention by aggravating factors that put the score over 12.

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- 3 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

- Either Second or Third Degree Felonies
- These youth were charged with burglary or battery/assault charges

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

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## STRENGTHS

- ALL youth are screened to determine statutory eligibility for detention
- Only 8% of youth are scored on underlying charges
- Aggravating factors are used sparingly

## 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
- Half of all screened youth have Zero DRAI risk scores
- Many youth in secure detention score only the minimum score for detention (15%)
- Mitigating factors are never used

## SERIOUS CONCERNS

**Only 8% of all screened youth were released home, while the remaining 92% received either home or secure detention**

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 (40%),
- are sent to detention because of a court order (47%)
- The majority of youth screened go to secure detention, as opposed to release, home, or respite (51%)
- Lack of alternatives