JUVENILE DETENTION ALTERNATIVES INITIATIVE
JDAI
ST. LOUIS COUNTY
Arrowhead Regional Corrections (ARC)

- Serves Five Counties: St. Louis, Cook, Lake Koochiching, and Carlton
- Serves 5% of the State’s Population
- ARC serves the “Arrowhead Region” which encompasses 13,738 Sq. Miles or 17% of the State’s total area
- Driving from one end to another can take as much as 4 hours
St. Louis County JDAI

- St. Louis County largest user of Arrowhead Juvenile Center (AJC) – 82%
- JDAI focused on making the largest impact - where the most use is – St. Louis County
- Intention was to develop tools, establish procedures in St. Louis County and expand to ARC region
- Now engaging Carlton County – second highest user – 14% of use
Trends: Use Of AJC By County

Percent Use of AJC By County From 2009 - 2011

<table>
<thead>
<tr>
<th>County</th>
<th>2009</th>
<th>2010</th>
<th>2011</th>
</tr>
</thead>
<tbody>
<tr>
<td>St. Louis</td>
<td>87.1%</td>
<td>85.7%</td>
<td>82.6%</td>
</tr>
<tr>
<td>Carlton</td>
<td>9.1%</td>
<td>10.5%</td>
<td>14.0%</td>
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<tr>
<td>Lake</td>
<td>1.9%</td>
<td>0.9%</td>
<td>2.2%</td>
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<tr>
<td>Koochiching</td>
<td>1.7%</td>
<td>1.7%</td>
<td>1.0%</td>
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<tr>
<td>Cook</td>
<td>0.2%</td>
<td>1.1%</td>
<td>0.2%</td>
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</table>
Trends: All ARC Counties Race/Gender

AJC Detention Intakes All ARC Counties Race/Gender 2009 - 2011

- White Female: 78 (2009), 67 (2010), 57 (2011)
- Asian Female: 0 (2009), 1 (2010)
- Black Male: 60 (2009), 60 (2010), 48 (2011)
- Total Male: 397 (2009), 400 (2010), 364 (2011)
- Total Female: 185 (2009), 166 (2010), 109 (2011)
<table>
<thead>
<tr>
<th>County</th>
<th>NEW</th>
<th>VOP TECH.</th>
<th>VOP NEW CHARGE</th>
<th>WARRANT FTA</th>
<th>WARRANT OTHER</th>
<th>COURT ORDER</th>
<th>Total</th>
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<tr>
<td>Cook</td>
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<td></td>
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<tr>
<td>Carlton</td>
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<td>1</td>
<td>1</td>
<td>2</td>
<td>1</td>
<td>15</td>
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<tr>
<td>Koochiching</td>
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<td>Lake</td>
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<td>8</td>
<td>4</td>
<td>89</td>
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<tr>
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<td></td>
<td>2</td>
<td>5</td>
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<td>10</td>
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<td>Grand Total</td>
<td>30</td>
<td>35</td>
<td>14</td>
<td>17</td>
<td>15</td>
<td>6</td>
<td>117</td>
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JDAI: 2012 What We Accomplished and Where We Are Going

- **Risk Assessment Instrument**
  - Completed and Used as Decision Making Tool for St. Louis County:
  - Combined JDAI Committee into Operational Committee

- **Graduated Response Grid** Adopted as policy

- **Alternatives to Detention + Coordination**
  - Coaches, Electronic Monitoring, Emergency Short Term Foster Care
  - Secured $75,000 local foundations
  - $40,000 MN OJP,
  - $78,000 Casey Foundation
  - $40,000 from Bremer

- **Failure to Appear Warrants**
  - Coach calling juveniles to remind of Court appearance
  - Change in Court policies – sign and release

- **Expand JDAI tools to other ARC Counties**
Challenges and Successes for a Rural County

- Geographic size:
  - Use alternative communications: I-TV, constant electronic communications, conference calls, tireless face to face organizing

- Disproportionate Minority Contact and Lack of Culturally Based- Alternative
  - Working with Community Leaders
  - Forming Cultural Committees
  - Involvement of Community in process from beginning
JDAI Success in St. Louis County

St. Louis County, the largest County in the State, with very rural areas, small towns, a metro area, three court houses, multiple law enforcement agencies, has seen success in instituting JDAI.

Success in St. Louis County illustrates that success is possible for other rural areas in the State.
Success and Accomplishments With JDAI

Since April 2009 the JDAI collaborative has been working toward fulfilling its mission. That mission includes sustaining a juvenile justice system which ensures the safety of the children and the community, a justice system where children are treated fairly and equitably, the unnecessary detention of children is eliminated, and community-based alternatives exist that allow children to develop to their full potential.

Often times the question arises, “When will you be done with JDAI and have you met your objectives?”

While JDAI has specific strategies and instruments that are developed, one of the most important facets of JDAI is that the reform work that is accomplished becomes “a way of doing business” and is institutionalized in the agencies and departments of the juvenile justice system. As part of this institutionalization, all of those involved in the juvenile justice system come together and continually monitor and evaluate the tools and policies that are developed during the initial phases of JDAI.

Alternatives to detention have been and continue to be developed for those juveniles who should not be securely detained. These alternatives will be continually monitored, evaluated, and changed if necessary.

Minimizing failures to appear in court. The Courts have been reviewing their policies for issuing warrants. In addition, programs are being developed to personally notify juveniles and their parents that they have upcoming court appearances.

JDAI partners are always working toward a juvenile justice system which ensures the safety of the children and the community, a justice system where children are treated fairly and equitably, unnecessary detention is eliminated, and community-based alternatives exist that allow children to develop to their full potential.

Risk Assessment Instrument (RAI) that helps to objectively determine which youth should be detained has been developed and is being used for all of St. Louis County. It is fully expected to be extended to Carlton, Cook, Lake, and Koochiching Counties. The RAI will be continually monitored, evaluated, changed, and used to identify areas and trends regarding offenses and possible solutions for reducing detention.

Graduated Response Grid has been developed for use with juveniles who are on probation. The purpose of the Grid is to provide a guide in addressing violations of probation. The Grid is based on the seriousness of the technical probation violation and the risk level of the juvenile. The success of using the grid as well as the success of the responses will continually be monitored and evaluated.
The “JDAI Effect” refers to the beneficial changes that occur even before a jurisdiction fully implements JDAI. This effect begins when JDAI sparks discussion among the many groups involved in juvenile justice: the courts, community corrections, law enforcement, schools, health care agencies, and juvenile mental health providers. These agencies are often isolated from one another, so their concerns and priorities aren’t aligned. When a community begins to consider JDAI, these parties begin talking and working together. The barriers between groups start to crumble. Goals, concerns, and priorities can align.

The chart above shows a number of facts:

- St. Louis County is the largest user of the Arrowhead Juvenile Center (AJC)
- There has been a 20% decrease in St. Louis County secure detention (from 507 – 407 intakes) since 2009, the year that JDAI was initiated in St. Louis County.
- The second largest user of AJC is Carlton County which has had a 27% increase in secure detention (from 53 to 69 intakes) since 2009. JDAI has not yet been initiated in Carlton County.

There are many variables that affect crime rates and it is not possible to claim that JDAI was solely responsible for the reduction in secure detention intakes. It has, however, been documented that there is a “JDAI Effect” that has been experienced by other sites and detention starts to decrease with the start of JDAI. This decrease in detention could possibly be that “JDAI Effect.”
Community Coaches. During the summer of 2011, community leaders from the JDAI Cultural Committees and members of the Oversight Committee met with local Foundations to talk about the work of JDAI and invited them to partner in building culturally-based alternatives to secure detention. In particular, the group focused on securing funds to hire two community coaches.

As a strategy to reduce disproportionate minority contact (DMC) Community Coaches will serve all youth of color who are detained and later released, who qualify for an alternative to detention, who fail to appear in court after a summons, or who are placed on supervised probation.

Coaches will assist and support juveniles and their families to ensure that juveniles who are released to an alternative attend scheduled court dates and do not commit additional offenses prior to scheduled court dates. Coaches will also work to connect youth to their communities as a liaison between the juvenile, families, and the criminal justice system in bridging gaps often present in the current system. Coaches will engage the youth in culturally, strength based pro-social activities such as youth groups, school related activities and other positive pursuits.

The local foundations enthusiastically responded to grant requests for Community Coaches. The Duluth Superior Area Community Foundation, the Lloyd K. Johnson Foundation, and the Northland Foundation generously contributed funding for community coaches. With funding in place from the state Minnesota Office of Justice Programs and local foundations JDAI is now in the process of contracting with two community coaches.

Emergency Shelter: The Bethany Emergency Shelter has agreed to be an alternative to detention. The Shelter will be available for juveniles in the event their family cannot be located or if the shelter is a more suitable place for them to temporarily stay.

Electronic Home Monitoring: Electronic monitoring is used when a juvenile scores relatively high on the Risk Assessment Instrument and the juvenile’s whereabouts needs to be known at all times. The length of time on electronic monitoring may vary from 36 hours to three weeks, depending on when a juvenile’s Court Hearing can be scheduled. There has been a grant secured to provide funding for this alternative.

Emergency Community-Based Foster Care: When family members are not available to take juveniles there may be a need to place them in temporary, community-based foster care. There may also be a need to place juveniles in foster care that can provide culturally-based, gender based, substance abuse or mental health care for the juveniles. This alternative is only used when the juvenile’s family is not available to take them and they will only be placed in this alternative until their initial Court Hearing. Funding has been secured for this alternative.
Risk Assessment Instrument (RAI) Implemented

The RAI was implemented in St. Louis County as an objective tool to determine which juveniles would be securely detained at the Arrowhead Juvenile Center (AJC).

The RAI looks at four components: the seriousness of the offense, the offense history of the juvenile, aggravating circumstances, and mitigating circumstances. Point values are assigned and totaled up for these RAI components. Depending on the numerical score, a juvenile will be either securely detained at AJC, released to an alternative or a responsible adult.

The purpose of the RAI is to eliminate subjectivity and inconsistency by using objective criteria to determine who should be securely detained.

The RAI will continually be monitored to answer two basic questions: (1) Is the new admissions process operating as planned? That is, are the eligibility criteria being followed, and are staff scoring the risk instrument accurately? (2) Are the new admissions policies and practices working effectively? That is, are the right youth being detained or released?