

# DOORS TO DETENTION

## PRINCE GEORGE'S COUNTY DETENTION UTILIZATION STUDY

DECEMBER 2012

### Executive Staff

Sam Abed  
Secretary

Jay Cleary  
Chief of Staff

Linda McWilliams  
Deputy Secretary for  
Operations

Lynette Holmes  
Deputy Secretary for  
Support Services

### Project Staff

Virginia Meyers  
Special Assistant to  
Secretary/StateStat &  
GDU Coordinator

*Office of Research &  
Evaluation*

John Irvine  
Director

Susan Russell Walters  
Assistant Director -  
Program Evaluation

Pat Elmore  
IT Programmer Analyst II

Marci L. Stables  
Research Analyst

### Layout Design

Marci L. Stables

### IN THIS REPORT...

Executive Summary .....	2
Introduction .....	3
Detention Processes in Prince George's County .....	3
Long Term Population & Detention Trends .....	4
Overview of Study Methodology .....	7
Prioritization of the Doors to Detention.....	8
Analysis of Secure Detention Utilization .....	10
Definition of Terms.....	14
Doors to Detention Overview .....	15
Other Writs and Warrants.....	18
ATD Sanctions and Violations .....	21
Court Hearings .....	24
New Complaint .....	27
Post-Disposition Pending Placement .....	30
Other Violations and Sanctions .....	32
Adult Court Involvement .....	35
Interstate Compact .....	38
Conclusions and Recommendations.....	40
Appendix A: DJS Intake Detention Risk Assessment (DRAI) Decision Matrix, Prince George's County .....	44
Appendix B: Offense Severity .....	45
Appendix C: Demographic Profiles by Door to Detention .....	46

We would like to thank everyone who contributed to this report. Our appreciation goes to members of the agency who assisted in the preparation of this report including Lisa Garry, Pat Elmore, Walter Jackson, Martin Johnson, Sherry Jones, Juanica Nelson, Iris Odie, and Delmonica Hawkins. We would also like to thank Jill Farrell, Sara Betsinger, and Sarah Thomas at the University of Maryland Institute for Innovation and Implementation, without whom this report would not have been possible.

## EXECUTIVE SUMMARY

The Maryland Department of Juvenile Services (DJS), under request of the State Legislature and in partnership with the University of Maryland, is conducting a comprehensive examination of juvenile detention in DJS-operated facilities. A statewide study, planned for completion in June 2013, will investigate county-level differences in the extent to which detention decisions are justified using an objective risk assessment, as well as the degree to which detention and suitable alternatives are being utilized. The current study focused on the use of secure detention for youth in Prince George’s County.

The Prince George’s County Detention Utilization Study (PGC DUS) was a prospective analysis of youth detained with DJS between August 1 and October 31, 2012. The study sample was comprised of all cases under jurisdiction in Prince George’s County (n=295) who were placed in detention pre- or post-disposition during the study period. The pathways, or “doors”, through which these youth entered detention, were coded and prioritized to yield eight mutually exclusive categories. Demographics, supervision status, average daily population, average length of stay, and offense severity were analyzed for the total sample and for each of the “doors”.

### Key Findings

- Youth detained in Prince George’s County during the study period were disproportionately African American and male.
- There were multiple, sometimes overlapping, pathways (“doors”) for youth to enter secure detention in Prince George’s County.
- Secure detention was largely utilized in response to technical violations of court orders, rather than violent felony offenses committed by juveniles.
- Most Prince George’s County detention resources were utilized for youth who were awaiting disposition before the juvenile court.
- The majority of youth placed in detention were already under some form of DJS supervision at the time of placement.

Based on these findings, DJS has outlined a variety of opportunities to reduce unnecessary detention that exist at one or more of the doors into detention in Prince George’s County. Additional recommendations to enhance data quality are also put forth.



DJS leaders also plan to replicate the Annie E. Casey Foundation’s Juvenile Detention Alternative Initiative (JDAI) in Prince George’s County. JDAI is a national model by which states and local jurisdictions implement core guiding principles toward establishing a more effective and efficient juvenile justice system. This study is a key start-up activity of JDAI in Prince George’s County as it provides a snapshot of detention utilization for youth in the jurisdiction. The anticipated outcomes of JDAI implementation include the following:

- Decrease in the number of youth unnecessarily or inappropriately detained;
- Reduction in the number of youth who fail to appear in court or re-offend pending adjudication;
- Redirection of public funds towards effective juvenile justice processes and public safety strategies;
- Reduction in the disproportionate representation and disparate treatment of system-involved youth of color across decision making points; and
- Improved juvenile justice system overall.

## **INTRODUCTION**

### **I. The Use of Detention**

Detention refers to the process of temporarily and securely housing youth who are awaiting either a court disposition or a committed placement. The Department of Juvenile Services' (DJS) policy indicates that detention should be limited to youth who pose a clear risk to public safety or are likely to leave the jurisdiction of the court.

Assessments of a youth's risk both to the community and for failing to appear for court are made through the detention risk assessment instrument (DRAI). The DRAI includes items pertaining to prior offending, current supervision, and the youth's history of failing to appear, in addition to several aggravating and mitigating factors. Items are scored to create a DRAI risk score, which is used in conjunction with the most serious alleged offense to produce a recommendation regarding whether the youth should be detained, sent to an alternative to detention (ATD), or be released to a parent or other family member or guardian. Overrides of DRAI recommendations are possible through the use of "special decisions," or local mandated policy overrides, as well as through discretionary overrides by DJS staff. A copy of the DRAI decision matrix for Prince George's County is provided in Appendix A.

Current DJS policy requires that all youth entering secure detention receive a detention risk assessment instrument (DRAI). However, in practice, the DRAI is not always used to objectively guide decision making; in some instances, the DRAI is administered for data collection purposes only. Differences in the application of the DRAI result from the multiple "back doors" to secure detention, such as writs/warrants or ATD violations, that do not involve decision making at the point of intake. The various "doors" to detention will be discussed in more detail in this report.

### **II. Detention Processes in Prince George's County**

#### *Statewide*

The Maryland Department of Juvenile Services owns and operates seven detention facilities across the state. Generally speaking, these detention facilities accommodate youth who have been detained on a short-term basis, e.g., pending court adjudication or disposition as well as youth who have been found delinquent by the court and are waiting to be placed in a committed, residential program. Youth admitted to detention are screened for mental health and substance abuse treatment needs. Additional mental health and substance abuse assessments and services are provided as needed. The Maryland State Department of Education (MSDE) presently provides educational programming in the majority of DJS detention facilities. As of fiscal year 2013, MSDE will assume the responsibility for providing educational services in all facilities.

#### *Prince George's County*

DJS operates one detention facility in Prince George's County, the Cheltenham Youth Facility for males. Admissions data reveal that Prince George's County youth accounted for approximately sixty-two percent (62%) of its annual admissions during fiscal year 2012. Additional detention facilities that frequently serve Prince George's County youth include: (a) Alfred D. Noyes Children's Center (Rockville, Maryland); (b) the Charles H. Hickey School (Parkville, Maryland); and (c) the Thomas J.S. Waxter Detention Center located in Laurel, Maryland (Anne Arundel, County).

Female youth from Prince George's County are most commonly detained at either the Alfred D. Noyes Children's Center or the Thomas J.S. Waxter Detention Center.

A brief description of each facility is presented below.<sup>1</sup>

### *Alfred D. Noyes Children's Center*

The Alfred D. Noyes Children's Center is located in Rockville, Maryland with a capacity of 41 beds for males and 16 beds for females. Prince George's County youth accounted for approximately twenty-two percent (22%) of the total number of admissions during fiscal year 2012. Roughly thirty-eight percent (38%) of the total number of admissions were female youth.

The average daily population during fiscal year 2012 was 48 youth. Youth detained pre-adjudication spent an average of 17 days in detention as compared to youth detained post-adjudication who were detained for 31 days on average.<sup>2</sup>

### *Cheltenham Youth Facility*

The Cheltenham Youth Facility is a 115-bed facility that exclusively serves males. Approximately, sixty-two percent (62%) of its annual admissions consist of youth who reside in Prince George's County. The average daily population during fiscal year 2012 was 110 youth. Youth detained pre-adjudication spent an average of 15 days in detention as compared to youth detained post-adjudication who were detained for 37 days on average.<sup>2</sup>

### *Charles H. Hickey, Jr. School*

The Charles H. Hickey, Jr. School is located in Parkville, Maryland (Baltimore County) and serves a population of male youth. The majority of its 72 beds were filled during fiscal year 2012 with an average daily population of 70 youth. Prince George's County youth represented approximately six percent (6%) of its annual admissions during fiscal year 2012. The average length of stay for youth detained pre-adjudication was 19 days as compared to an average length of stay of 30 days for youth detained post-adjudication.<sup>2</sup>

### *Thomas J.S. Waxter Children's Center*

The Thomas J.S. Waxter Children's facility accommodates female youth exclusively with a capacity of 42 beds during fiscal year 2012. The average daily population during this period was 30 youth. Prince George's County youth represented approximately six percent (6%) of its annual admissions during fiscal year 2012. Youth detained at Waxter pre-adjudication spent an average of 14 days at the facility as compared to youth detained post-adjudication who were detained for an average of 26 days.<sup>2</sup>

## **III. Long Term Population and Detention Trends**

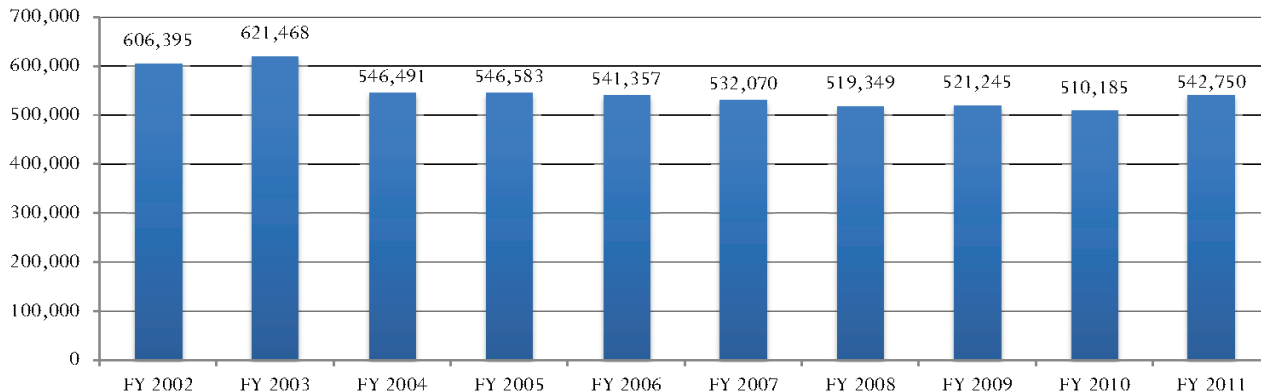
The number of youth aged 11 - 17 in the State of Maryland and in Prince George's County has declined somewhat in the past decade: 14 percent for the State as a whole, and 17 percent for Prince George's County between 2002 and 2009. Between 2009 and 2011 there has been a slight (4%) increase both statewide and in Prince George's County.

---

<sup>1</sup> Source: Maryland Department of Juvenile Services (2012). *Data Resource Guide, Fiscal Year 2012*.

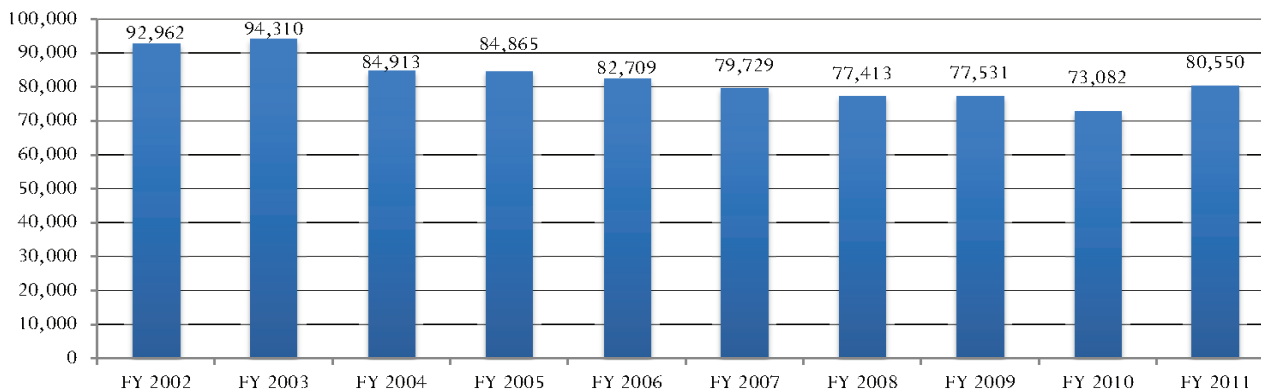
<sup>2</sup> Note that this number excludes a small percentage of youth who were detained following "ejection" from a committed, residential placement.

**Maryland Population\*, Ages 11 - 17**



\* Data Sources: Census 2010 Summary File One, Fifteen-Page Race/Ethnic by Age Profile (Release Date: August 11, 2011)

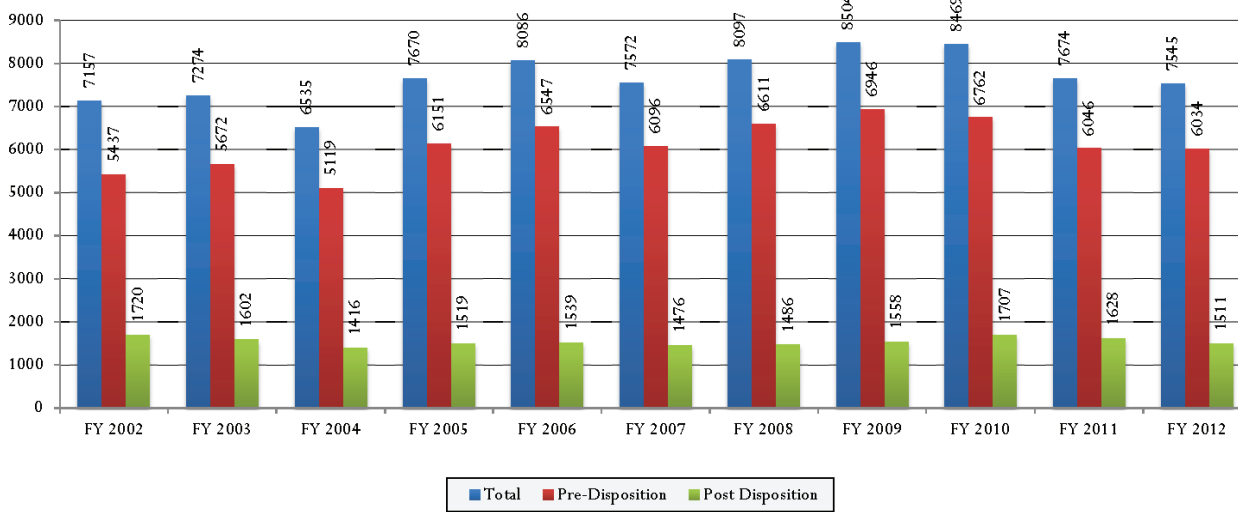
**Prince George's County Population\*, Ages 11 - 17**



\* Data Sources: Census 2010 Summary File One, Fifteen-Page Race/Ethnic by Age Profile (Release Date: August 11, 2011)

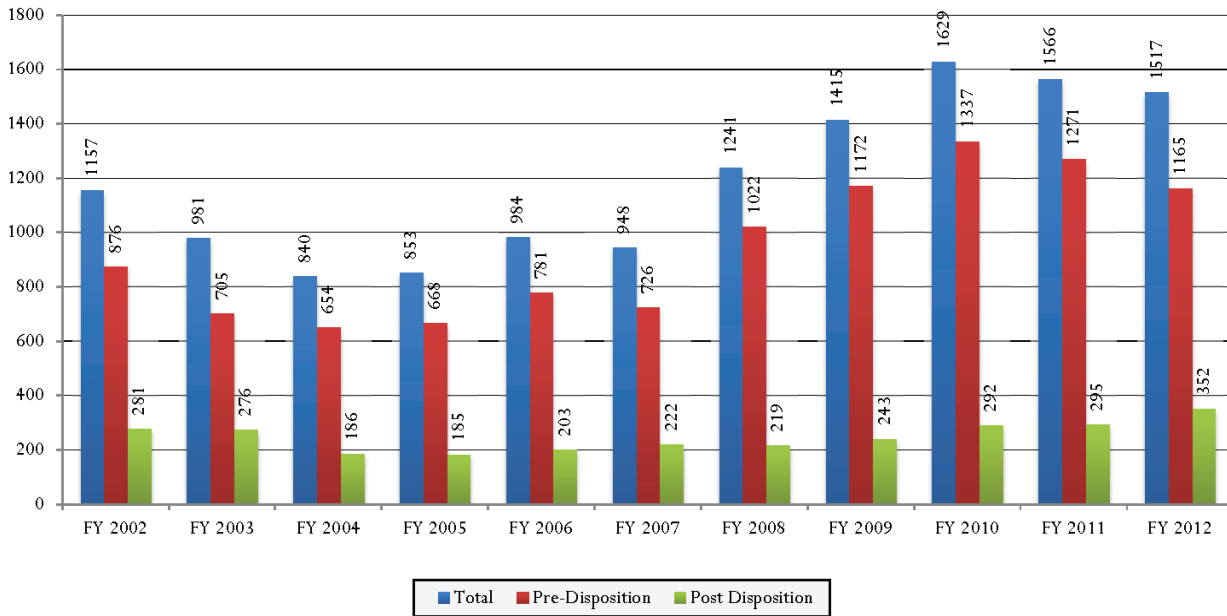
However it is generally understood that a change in the number of youth in the general population has little correlation to change in the number of youth that are detained. The number of youth detained in Maryland increased greatly between 2002 and 2010, a time of general population decline. The following graphs show the long term trends in juvenile detention placements for the State of Maryland and Prince George's County.

## Maryland Juvenile Detention Placements\*



\* Data Source: DJS Office of Research and Evaluation

## Prince George's County Juvenile Detention Placements\*



\* Data Source: DJS Office of Research and Evaluation

- Total detention placements in Prince George's County increased steadily between FY 2007 to FY 2010. Since then, there has been a decline in these placements. Statewide detention placements have followed a similar trend.

### IV. Purpose of the Detention Utilization Study (DUS)

In January 2012, DJS published "The Doors to Detention": A Study of Baltimore City Detention Utilization." The purpose of that study was to provide a snapshot of how detention was being used in the city during a two-month period

of 2011, with specific attention given to identifying the “doors” through which youth entered detention. The current study, completed at the request of the state legislature, expands this investigation to Prince George’s County. Similar to its predecessor, the Prince George’s County detention utilization study (PGC DUS) addresses the following questions:

- Which youth are being placed in detention, by race, gender, age, and offense severity?
- What is the Average Daily Population (ADP) of secure detention youth?
- What proportion of the ADP is comprised of pre-disposition youth? What proportion of the ADP is made up of post-disposition youth?
- What is the Average Length of Stay (ALOS) of secure detention youth? How does this vary by offense severity and disposition status?
- What are the specific “doors” to secure detention?
- What is the risk profile of youth who enter through each door?

Also identified throughout this report are anecdotes and shared misunderstandings about how and why youth are placed in secure detention; these are identified as “myth busters” in various sections of the report. PGC DUS data are presented to factually counter some of the most common and widespread beliefs held by system stakeholders regarding detention utilization in Prince George’s County.

## Overview of Study Methodology

The current study was completed prospectively and examines all cases entering into pre- and/or post-disposition (pending placement) detention in Prince George’s County during the months of August, September, and October, 2012. Researchers from the Department of Juvenile Services (DJS) and the Institute for Innovation & Implementation (the Institute) developed a data collection spreadsheet designed to collect individual- and case-specific information (e.g., demographics, admission and release dates, supervision status, offense information, DRAI score and recommendation, and “door” to detention). Over the course of the study period, the DJS court liaison in Prince George’s County completed the spreadsheet, and, on a weekly basis, consulted with a designated contact at the Cheltenham Youth Facility to ensure that all new detention cases were included in the spreadsheet. Information provided in the spreadsheet was then crosschecked with the case information entered into DJS’ ASSIST automated case management system by the research team at the Institute. In particularly complex cases, researchers from the Institute consulted with DJS researchers and the assistant regional director for the Metro region. Because some data elements required for the study, including the specific reason for detention, are not currently captured in standard fields in ASSIST or in the DRAI, considerable time was spent validating data provided in the spreadsheet by reading through the notes case managers entered in ASSIST.

## Calculating Average Length of Stay

This study included all youth who were admitted to detention in August, September, or October 2012. For those youth who were released from detention, but immediately readmitted for another reason, both detention placements were included in order to calculate overall lengths of stay beyond the study period. For example, if a youth was detained pre-disposition from October 15<sup>th</sup> through October 17<sup>th</sup> and was released to post-disposition (pending placement) detention on October 17<sup>th</sup> and stayed through November 12<sup>th</sup>, his length of stay would be calculated as follows:

Pre-Disposition LOS	+	Post-Disposition LOS	=	TOTAL LOS
2 days (Pre-Disposition)	+	26 days (Post Disposition)	=	Total LOS of 28 days



Detention spells for 39 cases extended beyond the study period. Rather than dropping these youth from the study sample, projected release dates (acquired from ASSIST) were utilized to calculate length of stay.<sup>3</sup>

This technique allows for a more accurate portrayal of the detention population during the three month study period. Some caution should be exercised, as projected release dates are subject to change due to court continuances or the availability of committed placement beds.

## *Calculating Average Daily Population*

Average daily population (ADP) was calculated based on the following formula:

$$\frac{\text{Placements x ALOS}}{\text{Days in Study Period}}$$

For example, 295 youth were placed in detention during the study period, and the average length of stay was 24 days. Overall, there were 92 days in August, September, and October. So the ADP calculation of pre-disposition detention is as follows:

$$\frac{295 \text{ Placements} \times 24 \text{ ALOS Pre-Disposition}}{92 \text{ days}} = 77 \text{ ADP Pre-disposition}$$

It is important to note that this methodology does not calculate the actual ADP for August, September, and October—to do that would require including all youth already detained at the start of August, and it would require determining the original door to detention for all those youth as well as those newly detained. Instead, the current study focuses on youth admitted to detention during the study period, and it uses their full lengths of stay to estimate an average detained population. This approach allowed for a more in-depth presentation and understanding of detention ADP, using the processes uncovered in the prospective data collection. The drawback is that it assumes that youth admitted to detention during August, September, and October represent the typical detention population in Prince George’s County.

## **Prioritization of the Doors to Detention**

As described in later sections, a primary focus of the current study is on the pathways into, or “doors” leading to, detention in Prince George’s County. Although youth may enter into detention through more than one door at the same time, one goal of this report was to produce an addressable, or “actionable,” set of next steps. In order to do so, the doors to detention were prioritized to produce mutually exclusive categories. This prioritization is illustrated in the decision tree in Figure 1.

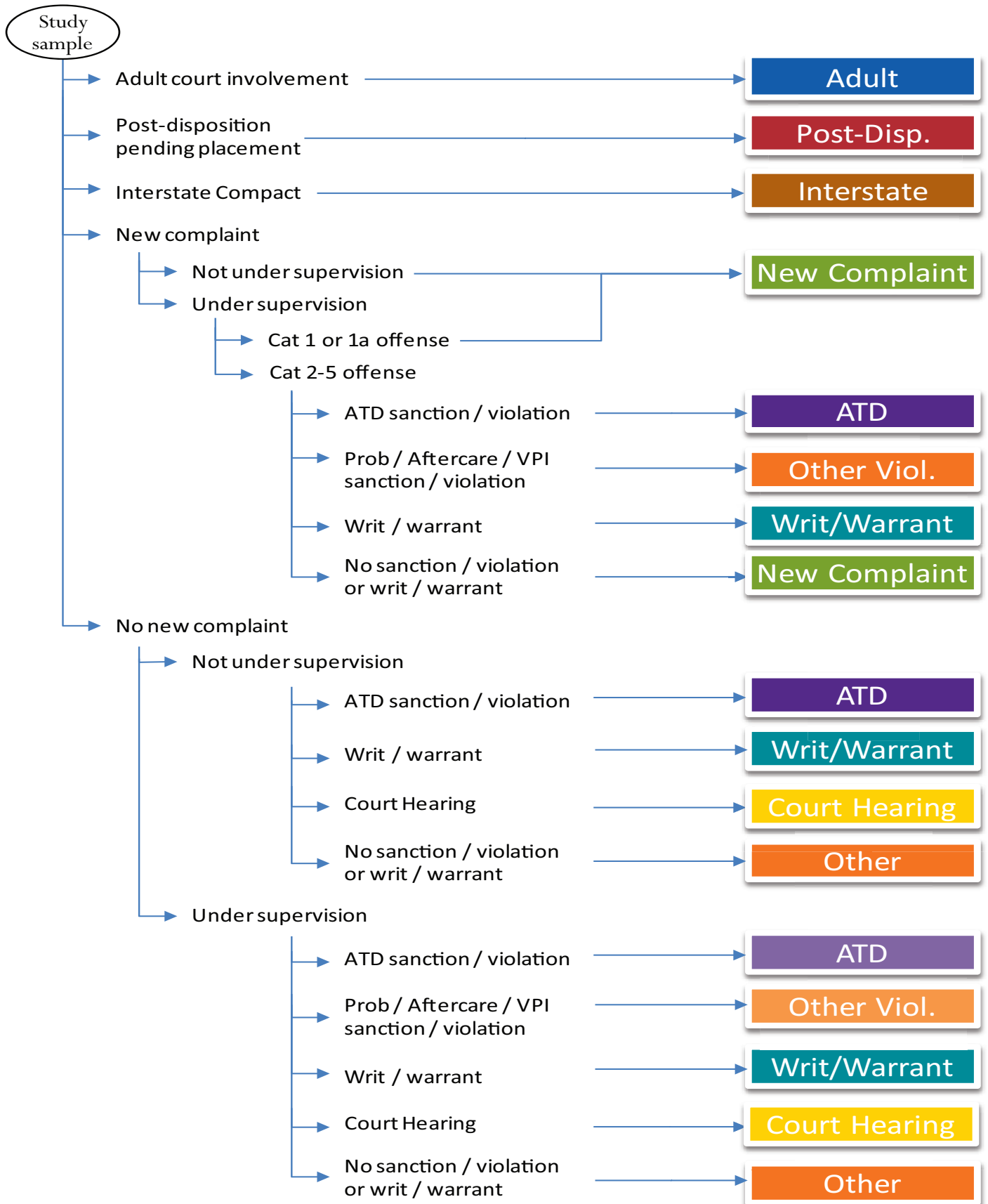
For ease of interpretability, and to better aide in the creation of actionable next steps, these categories were further collapsed into eight major doors: Post-Disposition Pending Placement, Adult Court Involvement, New Complaints, ATD Sanctions and Violations, Other Sanctions and Violations, Other Writs and Warrants, Interstate Compacts, and Court Hearings. Each of these doors is profiled in more detail in later sections. Only five placements fell outside of these eight major doors. Although these youth are included in figures and tables in this document, they are not profiled separately because they do not significantly impact the average daily population.

---

<sup>3</sup> Three additional cases were dropped from the study sample because projected release dates were unavailable.



Figure 1: Decision Tree - Doors to Detention



## ANALYSIS OF SECURE DETENTION UTILIZATION

During the study period, there were 295 total secure detention placements in Prince George’s County.<sup>4</sup> Descriptions of these youth, including demographics, average lengths of stay, supervision status, offense severity information, and DRAI risk profiles are provided in the tables below. Distinctions between pre-disposition and post-disposition groups are made when appropriate.

*Table 1. Demographic Characteristics of Youth Detained in Prince George’s County, Study Sample*

	Male		Female	
	Placements	%	Placements	%
African American	242	91%	28	100%
Caucasian	4	2%	--	--
Hispanic/Latino	18	7%	--	--
Other	3	1%	--	--
<b>Total</b>	<b>267</b>	<b>100%</b>	<b>28</b>	<b>100%</b>

- The majority of the youth detained in Prince George’s County during the study period were male (91%), and nearly all (92%) of the youth detained were African American. All 28 (100%) of the females detained during the study period were African American.
- The average age of youth at the time of detention placement was 16.5 years old. On average, females were slightly younger (16.1 years old) than males (16.5 years old) detained during the study period.
- All 267 (100%) males were detained at Cheltenham Youth Facility. Twenty-three (82%) females were detained at the Thomas J.S. Waxter Children’s Center, and the remaining five (18%) were detained at Alfred D. Noyes Children’s Center.

*Table 2. Supervision Status of Youth Detained in Prince George’s County, Study Sample*

Status at Placement	Placements		ADP	
	n	%	ADP	%
Not currently under supervision	115	39%	31	40%
Currently under supervision	180	61%	46	60%
<b>Total</b>	<b>295</b>	<b>100%</b>	<b>77</b>	<b>100%</b>

- Thirty-nine percent (n=115) of detention placements involved youth with no active supervision or assigned Case Manager.
- Approximately three-fifths of the cases (n=180) involved youth who were currently under supervision by a DJS Case Manager at the time of their entry into detention. These cases accounted for 60% of the total ADP. In other words, supervised youth accounted for 46 of the 77 detention beds during the study period.

<sup>4</sup>The 295 cases detained during the study period represent 268 unique youth. Although the terms “youth” and “cases” are used somewhat interchangeably throughout this document, cases are the unit of measure.

### *Average Length of Stay (ALOS)*

The majority (n=264) of the study cases began as pre-disposition cases; only 38 (14%) of these cases continued to post-disposition pending placement status. An additional 31 cases were placed into detention with post-disposition pending placement status during the study period.

*Table 3. ALOS by Disposition Status in Prince George's County, Study Sample*

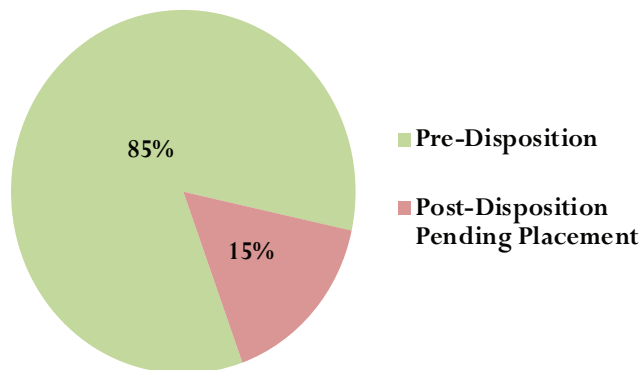
<b>Beginning Status</b>	<b>ALOS</b>	<b>ADP</b>
Pre-Disposition	22.7	65
Post-Disposition Pending Placement	35.0	12
<b>Overall</b>	<b>24.0</b>	<b>77</b>

- On average, youth in the study sample remained in secure detention for 24 days.
- Youth who started detention post-disposition spent approximately twelve additional days in detention, as compared to youth admitted prior to disposition.

### *Average Daily Population (ADP)*

Given that the majority of cases in the study began as pre-disposition cases, it is not surprising that pre-disposition cases represent the predominant portion of total ADP, as illustrated in Figure 2. The ADP for the entire sample is 77, with pre-disposition cases accounting for 65 (85%) beds. In other words, on any given day, 15% of all youth in secure detention in Prince George's County are post-disposition status awaiting placement.

*Figure 2: Average Daily Population*

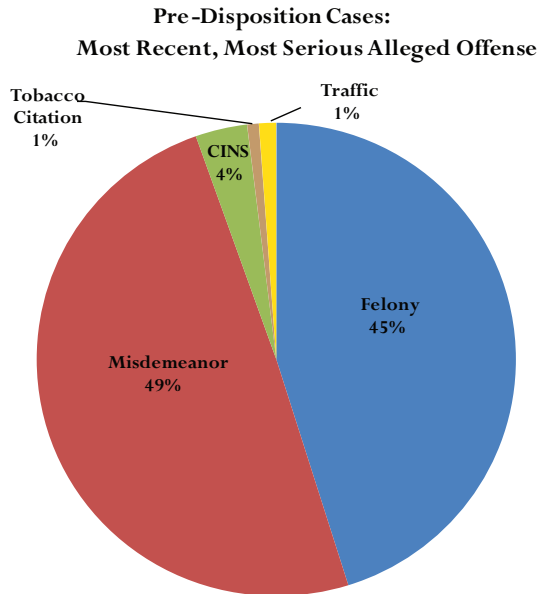


### *Offense Severity*

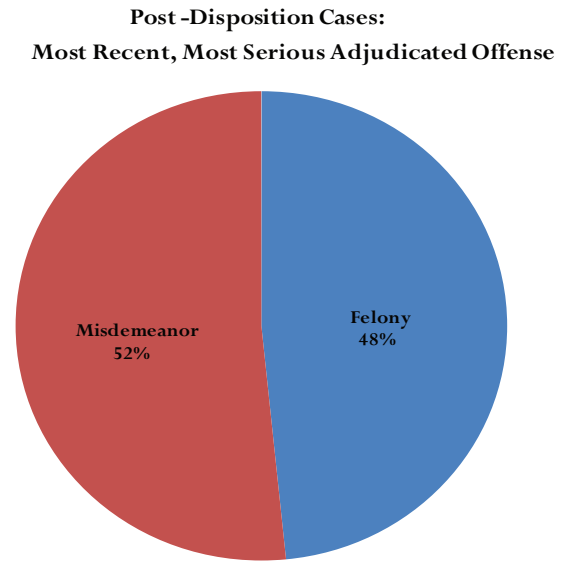
Figures 3 and 4 show the most recent, most serious offense type for all cases in the study sample. Alleged offenses are shown for pre-disposition detention cases, while adjudicated offenses are used for post-disposition pending placement cases. Caution should be exercised in drawing conclusions based on this information alone, as offenses may be unrelated to the reasons youth were actually detained.<sup>5</sup>

<sup>5</sup> A more detailed breakdown of offense severity is provided in Appendix B

**Figure 3: Pre-Disposition Cases:  
Most Recent, Most Serious Alleged Offense**



**Figure 4: Post-Disposition Cases:  
Most Recent, Most Serious Adjudicated Offense**



### ***DRAI Risk Profile***

The detention risk assessment instrument (DRAI) is used to assess youths' risk for reoffending prior to their scheduled court hearing, and for failing to appear at these hearings. During the study period, the DRAI was not administered to 34 youth (12%) detained in Prince George's County. DRAI risk profiles for the remaining 261 youth in the study sample are presented in Table 4.

**Table 4: DRAI Profile by Disposition Status in Prince George's County, Study Sample**

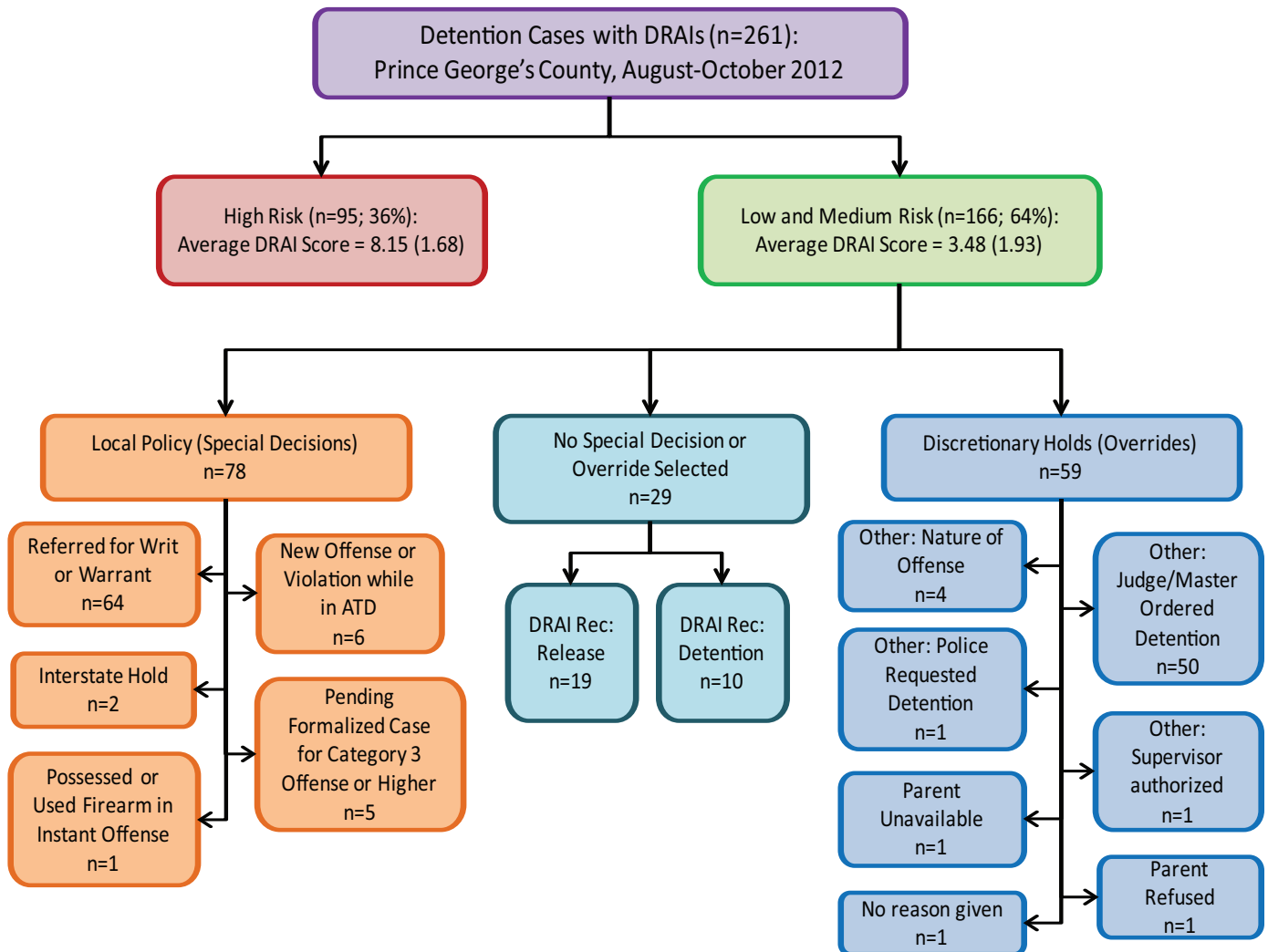
	n	Mean DRAI Score	% DRAI Low	% DRAI Med	% DRAI High
Pre-Disposition	238	5.1	9%	55%	36%
Post-Disposition (Pending Placement)	23	5.6	0%	57%	44%
<b>Total DUS Sample with DRAI</b>	<b>261</b>	<b>5.2</b>	<b>8%</b>	<b>55%</b>	<b>36%</b>

- In Prince George's County, DRAI scores of 1 or below indicate low risk, while scores above 7 denote high risk. On average, youth detained during the study period had risk scores of 5.2, indicating medium risk. Notably, only a little over one-third (36%) of youth were indicated as exhibiting high risk. The majority of youth (55%) were classified as medium risk, and the remaining 8% were classified as low risk.

Figure 5 shows youth’s outcomes in the detention process, relative to their DRAI risk levels. Of the 261 detention cases that received DRAIs, 95 resulted in high risk classifications, suggesting their detentions were appropriate. The remaining 166 detentions were associated with DRAI classifications of low or medium risk. In 47% (n=78) of the cases where the DRAI classified a youth as low or medium risk, the DRAI indicated receipt of a special decision (i.e., local policy mandating detention). The majority of these special decisions (n=64) were for writ or warrant referrals. In 36% (n=59) of the cases classified as low or medium risk, a discretionary override was indicated. The most frequently cited override reason was that the judge or master ordered detention. Finally, in 18% (n=29) of low or medium risk cases, no special decision or discretionary override was selected. Nineteen cases received DRAI recommendations for release, but 10 of these cases were recommended for detention.<sup>6</sup>

It should again be underscored that the administration of the DRAI was not always associated with decision making, as the DRAI was sometimes completed after the youth was ordered into detention by a judge due to an outstanding writ or warrant, for an ATD violation, or to await a committed placement. However, the results presented in this section indicate that many of the youth detained in Prince George’s County exhibit only low or moderate risk for reoffending before, or for failing to appear at, their next court hearing.

Figure 5: Detention Outcomes by DRAI Risk Levels



<sup>6</sup> Under the current implementation of the DRAI, eight of these 10 cases should have been designated as special decisions; six cases involved new intakes for category 1 offenses, and two cases involved detention for interstate compacts. The need for greater quality assurance with respect to the use of the DRAI is discussed in the Conclusions and Recommendations section at the end of this report.

## *Definition of Terms*

The following terms are frequently used, and are for the purposes of this report are defined as follows:

- **Aftercare:** Individualized services provided to a youth who is discharged from a residential program.
- **Alternatives to Detention (ATDs):** Residential settings/services provided to youth in lieu of detention that satisfy the detaining court's requirement to keep the youth and the public safe and ensure the youth appears in court. ATDs may include: home; home with additional services; home under community detention and/or electronic monitoring; family shelter care; structured shelter care; acute care hospitals; and psychiatric respite care programs.
- **Average Daily Population (ADP):** Daily population of youth in residential placement (state or privately owned) averaged over 365 days.
- **Detained Post-Disposition Pending Placement:** That part of a detention stay spent after court disposition of the current offense, and also including already committed youth detained after being removed from a committed program. Youth who were already under a court ordered probation or commitment who are detained on a new charge or violation are not considered pending placement if there is further court action required prior to a committed placement.
- **Detained Pre-Disposition:** That part of a detention stay spent prior to court disposition of the current offense. This also includes already committed youth detained on a new charge or violation which requires court action.
- **Detention:** Temporary, short-term (1-30 days) physically secure housing of youth who are awaiting court disposition.
- **Detention Risk Assessment Instrument (DRAI):** An assessment of a youth's risk to reoffend and/or failing to appear for future court dates used to guide whether the youth should be detained, placed in a detention alternative, or released to a parent/guardian.
- **Door to Detention:** The primary reason for a detention placement.
- **Failed Placement:** An incidence of a youth's return to secure detention from an out-of-home placement upon determination that he or she has failed to comply with the rules and conditions of the program.
- **Juvenile Complaint:** A written statement made by any person or agency to a DJS intake officer, which if true would support the allegations of a juvenile petition. For the purposes of this report, only those juvenile complaints that are referred to DJS are included, so youth arrested but diverted to a police diversion program are excluded unless the youth fails and is subsequently referred.
- **Length of Stay (LOS):** The duration in days of a juvenile detention spell. For the purposes of this report, any transfers of youth between detention facilities are ignored.
- **Placement vs. Admission:** A placement is based on a decision made by an intake officer or judge to place a youth into detention or a committed program. An admission occurs when a youth physically enters a facility either through direct placement or through transfer. Thus, during one placement, a youth may have several admissions and these counts will not match.
- **Safe Passages:** An after school and weekend treatment program in Prince George's County for youth ages 13 through 18 who are committed to community placements.
- **Sanction:** Short-term use of detention as a graduated response to a youth's failure to comply with an ATD or other program.

- **Supervision:** For the purposes of this study, supervision indicates that a youth is currently under active probation or commitment supervision order at the time of detention.
- **Violence Prevention Initiative (VPI):** Implemented in January 2008, the VPI Unit ensures intensified levels of supervision and targeted services for youth at highest risk of being victims/perpetrators of crimes of violence. This Initiative incorporates a level system and continuum of graduated responses to ensure that immediate and appropriate actions are consistently applied when youth are noncompliant.
- **Writs/Warrants:** Youth may be detained due to an outstanding writ or warrant. In Prince George’s County, all such cases require detention.

**DOORS TO DETENTION OVERVIEW**

A January 2012 study of secure detention utilization for Baltimore City youth uncovered multiple pathways, or “doors,” to detention. The current study builds upon these previously identified categories in order to determine the reasons for detention placement in Prince George’s County that contribute to the largest portion of the average detention population. It is important to note that there is considerable overlap between doors and that strategic efforts to minimize entry through any one door will need to consider multiple policies and practices across a number of decision-makers. For example, a youth may be on probation, fail from an ATD, and show up in court for a new complaint.

*Explaining the Primary Doors to Detention*

Eight primary doors were identified as representative of nearly all placements into secure detention Prince George’s County.<sup>7</sup>The following table identifies each door and provides information describing the more typical ways in which youth enter secure detention by each door.

**Table 5: Doors to Detention in Prince George’s County**

<b>Door to Detention</b>	<b>Definition</b>
Adult Court Involvement	Placement in a juvenile detention center occurs after the resolution or the waiver down of an adult charge, or as a courtesy hold while an adult charge is addressed.
Post-Disposition Pending Placement	Placement in detention occurs at disposition or following a failed committed placement for youth who are awaiting a new placement <i>Note: These youth were not detained immediately pre-disposition.</i>
Interstate Compacts	Detention is a courtesy placement related to pending delinquency matters in another state or in the District of Columbia.
New Complaint	Placement in detention is the result of a new complaint.
ATD Sanctions and Violations	Placement in detention follows non-compliance with the supervision terms of an ATD, either as a violation or as a short-term sanction.
Other Sanctions and Violations	Placement in detention is the result of a violation or sanction related to supervision (probation, aftercare, VPI, and court-order community based programs) and not involving a new offense or an ATD violation/sanction.
Other Writs and Warrants	Placement results from a writ or warrant and is not related to a new juvenile or to an ATD or supervision violation at the time of placement.
Court Hearings	Placement in detention results from a court hearing and is not related to a new complaint, an ATD violation, a formal violation of probation/aftercare, a writ/warrant, or an interstate compact.

<sup>7</sup> Two of these doors – court hearings and interstate compacts - were uncovered in Prince George’s County and were not described in the Baltimore City study.



## The Impact of the Doors to Detention on Overall ADP

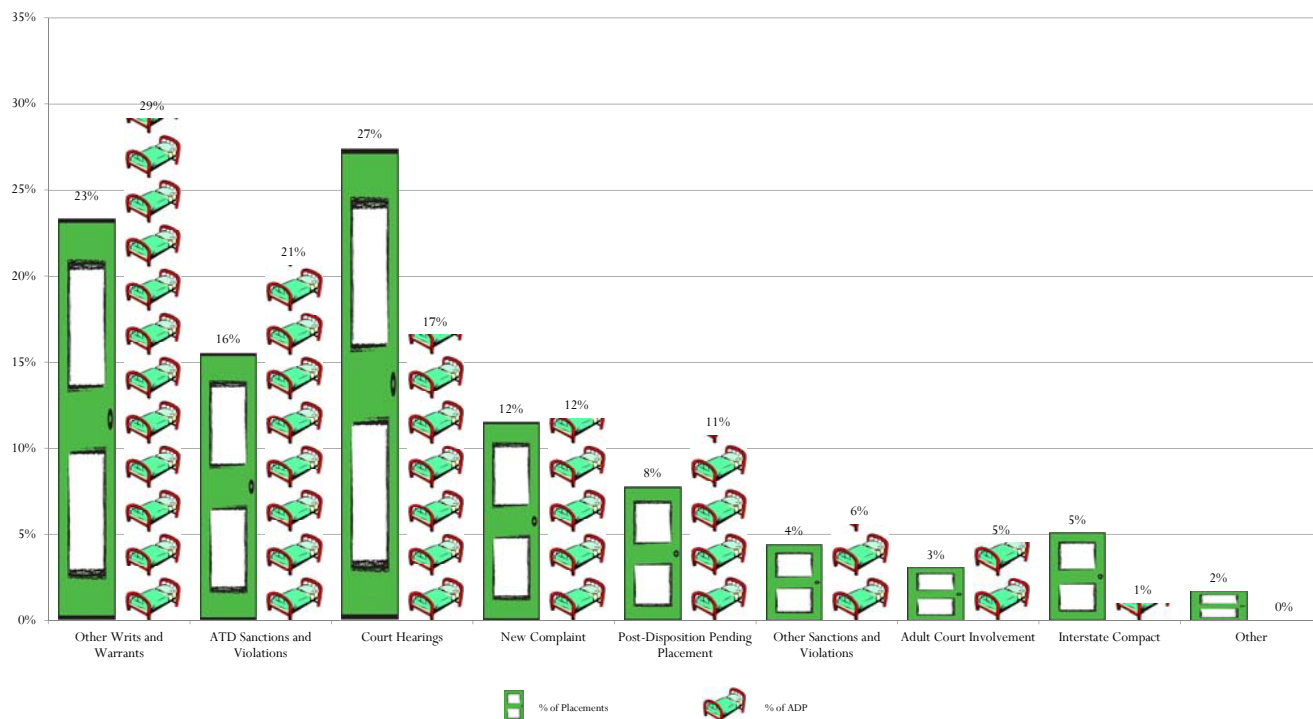
The following analysis sorts each detention placement into one of the previously identified mutually exclusive categories using the methodology identified on page 9. The findings for each door will be detailed separately in the pages that follow. Demographic differences by doors to detention are available in Appendix C.

**Table 6: ALOS and ADP by Door to Detention in Prince George's County**

Door	Placements		Length of Stay		ADP	
	n	%	Average	% < 2days	ADP	%
Other Writs and Warrants	69	23%	29.9	16%	22	29%
ATD Sanctions and Violations	46	16%	31.7	0%	16	21%
Court Hearings	81	27%	14.5	7%	13	17%
New Complaint	34	12%	24.4	38%	9	12%
Post-Disposition Pending Placement	23	8%	33.1	0%	8	11%
Other Sanctions and Violations	13	4%	30.4	8%	4	6%
Adult Court Involvement	9	3%	35.4	0%	3	5%
Interstate Compact	15	5%	4.7	13%	1	1%
Other	5	2%	0.0	100%	0	0%
<b>Total</b>	<b>295</b>	<b>100%</b>	<b>24.0</b>	<b>13%</b>	<b>77</b>	<b>100%</b>

Figure 6 illustrates how differences in lengths of stay can cause some doors to contribute to disproportionate portions of the ADP

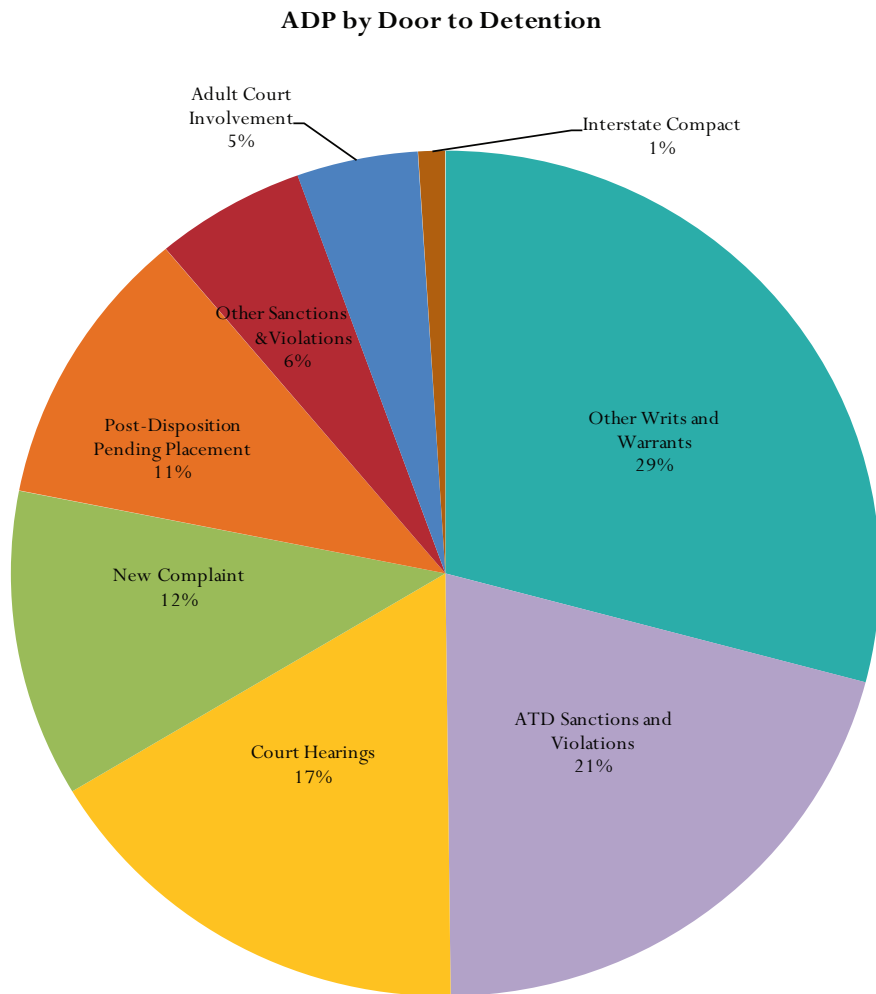
**Figure 6: ADP and Placements by Doors to Detention in Prince George's County**



- The relatively shorter detention spells associated with court hearings explain why this door accounts for only 17% of ADP despite comprising 27% of admissions.
- On the other hand, post-disposition pending placement accounts for only 8% of placements but 11% of ADP due to longer lengths of stay associated with these cases.

The pie chart below summarizes the portion of ADP comprised by each door to detention.

**Figure 7: ADP by Door to Detention in Prince George’s County**



The sections that follow analyze each of the major doors to detention. They are presented in descending order by the portion of the overall ADP they represent.

**1.**

## Other Writs and Warrants

Placement results from a writ or warrant and is not related to a new juvenile or to an ATD or supervision violation at the time of placement.

- There were 69 placements for youth with other writs and warrants, representing 23% of all placements.
- The ADP was 22 youth, representing nearly one-third (29%) of the overall average detained population.
- The ALOS was 29.9 days, compared to 24.0 days for all placements.
- FTAs, AWOLs, and failures to comply with court orders represented the three most common types of writs and warrants not already captured under other doors.

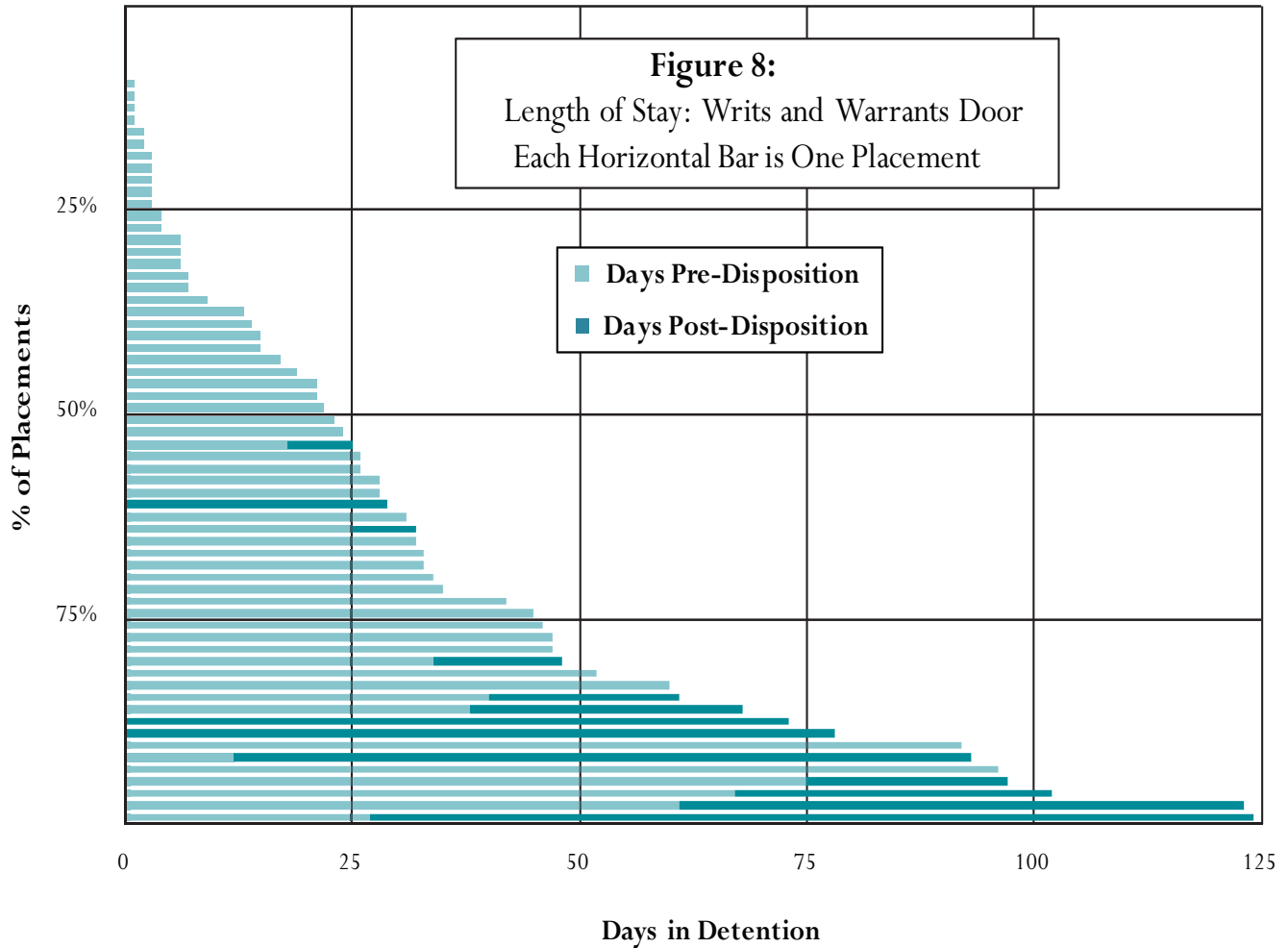
**Example Case:**

Jacob failed to appear at a review hearing in April, and a FTA writ/warrant was issued. He was detained following a writ review hearing in August, and he remained in detention until his next court appearance in mid-September. After the September hearing, Jacob was detained post-disposition pending placement until he was placed in a Youth Center. Including both his pre- and post-disposition stays, Jacob spent 25 days in detention.

	Placements	ALOS	ADP
Other Writs and Warrants	69	29.9	22.0

The largest contributor to detention in Prince George’s County is the Other Writs and Warrants door, which accounts for 23% of placements and 29% of ADP. It is important to emphasize that these placements result from writs and warrants not related to new juvenile or adult complaints or to ATD or supervision violations.

On average, youth who entered detention due to other writs and warrants during the study period were held for 30 days. Figure 8 below provides a visual representation of the time youth were detained for Other Writs and Warrants during the study period spent in detention. Each horizontal bar represents one detention placement. The lighter segments represent days spent in pre-disposition detention, while the darker segments indicate days spent in detention post-disposition pending placement.



- One quarter of youth detained through the Other Writs and Warrants door spent three or fewer days in detention.
- Half of the youth who entered through this door were detained for 22 or fewer days.
- One quarter of the cases that entered detention via the Other Writs and Warrants door were held for 45.5 days or more.

The table below shows the breakdown of writ and warrant types captured under this door to detention. FTAs and AWOLs/Runaways account for 81% of these detention placements and 86% of this door’s ADP. On an average day during the study period, eleven beds were used for youth detained on AWOL writs/warrants, and eight beds were used for youth who had writs/warrants for failing to appear at court hearings.

	n	%	ALOS	ADP
AWOL/Runaway	29	42%	33.7	11
FTA	27	39%	25.7	8
Failure to Comply with Court Order	10	14%	20.4	2
SAO Requested	3	4%	62.7	2
<b>Total</b>	<b>69</b>	<b>100%</b>	<b>29.9</b>	<b>22</b>

In Prince George's County, the nature of the application of the DRAI for writ/warrant cases is dependent upon the time of day youth either turn themselves in or are picked up by the police. If youth are in custody prior to the docket being set for the day, they appear before the court and are administered the DRAI ex post facto for data collection purposes only. If custody occurs after the docket is set, the DRAI is completed for decision making purposes. However, it should be noted that, because referral for a writ or warrant is a locally mandated policy override (i.e., special decision), all writ or warrant cases that are processed through the DJS intake office after the docket is set are automatically detained, regardless of what is recommended by the DRAI.

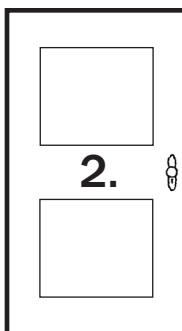
	<b>n</b>	<b>Mean DRAI Score</b>	<b>% DRAI low</b>	<b>% DRAI med</b>	<b>% DRAI high</b>
AWOL/Runaway	29	6.0	3%	52%	45%
FTA	26	5.6	0%	62%	39%
Failure to Comply with Court Order	10	5.8	0%	60%	40%
SAO Requested	3	2.7	33%	67%	0%
<b>Total Sample with DRAI</b>	<b>68</b>	<b>5.7</b>	<b>3%</b>	<b>57%</b>	<b>40%</b>

Sixty-eight of the 69 cases who entered detention through the Other Writs and Warrants door during the study period received DRAIs. Two-fifths (40%) of these youth were classified by the DRAI as high risk. More than half (57%) of youth entering detention through the writ/warrant door during the study period were classified as posing moderate risk, while only two youth (3%) were deemed low risk.

### *Myth Buster:*

**Myth:** Youth who are detained through this door typically have their writs and warrant matters resolved quickly before they are released back into the community.

**Fact:** On average, youth who are detained through the Other Writs and Warrants door spend 30 days in detention.



## ATD Sanctions and Violations

Placement in detention following noncompliance with the supervision terms of an ATD.

- There were 46 placements for youth with ATD violations, representing 16% of all placements.
- The ADP was 16 youth, representing 21% of the overall average daily population.
- The ALOS was 31.7 days, compared to 24.0 days for all placements.
- The majority (89%) of these placements resulted from violations of community detention with electronic monitoring (CD/EM).

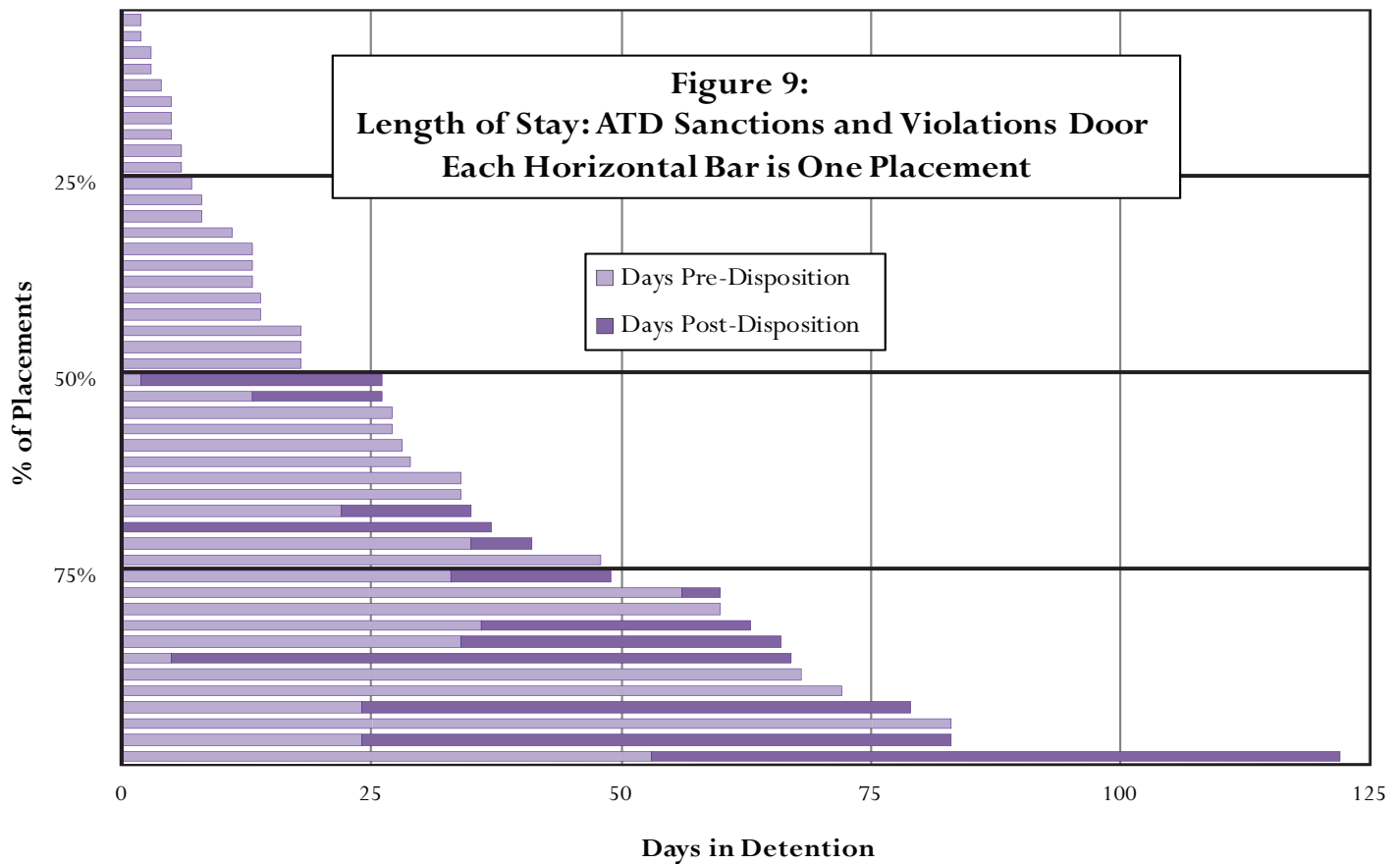
	Placements	ALOS	ADP
ATD Sanctions and Violations	46	31.7	16

### *Example Case:*

Rachel was placed on community detention with electronic monitoring (CD/EM) in July. A few days before a court hearing in August, she cut her ankle bracelet off. Upon verification of this violation, DJS staff requested that Rachel's mother transport her to detention. After 18 days in detention, she was released back on CD/EM.

The ATD Sanctions and Violations door contributes to the second largest portion of the average detained population in Prince George's County, with 16 youth in detention for an ATD violation or sanction on any given day.

Youth who enter detention through this door stay, on average, for 32 days, and none of the youth entering through this door during the study period stayed for fewer than two days. The distribution of days spent in detention for these cases is presented in Figure 9.



- A quarter of ATD Sanction and Violation detentions lasted for fewer than eight days.
- Half of these cases were detained for 26 days or less.
- A quarter of the cases that entered detention via the ATD Sanctions and Violations door were detained for more than 52 days.

ATD programming is limited in Prince George’s County. Because no shelters currently exist for DJS youth in this jurisdiction, youth requiring these services are transferred to Baltimore City or Montgomery County. The Evening Reporting Center (ERC) has the capacity to serve only 25 youth but is not limited to pre-adjudication cases. The largest ATD program in operation in Prince George’s County is the DJS-operated, statewide Community Detention (CD) program. Notably, all of the cases that violated CD during the study period received an enhanced version of the program, which provides electronic monitoring (EM).

Program Violated	n	%	ALOS	ADP
CD/EM	41	89%	32.7	15
ERC	4	9%	13.0	1
Shelter	1	2%	66.0	1
<b>Total</b>	<b>46</b>	<b>100%</b>	<b>31.7</b>	<b>16</b>

Thus, it is perhaps not surprising that CD/EM is the largest driver of ATD sanctions and violations in Prince George’s County, accounting for 89% of placements and 94% of the ADP for this door. On average, youth who violate CD/EM are detained for 33 days, while youth who violate the conditions of the ERC spend 13 days in detention.



Only one youth was detained for noncompliance with the terms and conditions of shelter care during the study period, and he spent 66 days in detention (34 days pre-disposition and 32 days post-disposition).

It should also be noted that, in Prince George's County, CD/EM is often used for youth on community supervision. In fact, of the 41 youth who were detained for CD/EM violations during the study period, 31 (76%) were under supervision through probation or aftercare. Although this blurs the lines between doors, the methodology utilized for this study prioritizes ATD Sanctions and Violations over other sanctions and violations, so these dually supervised youth are counted here.

As with cases that enter detention through the Other Writs and Warrants door, youth who enter detention through the ATD Sanctions and Violations door in Prince George's County often receive the DRAI after their detention spell has already begun. The only exception to this general rule is when youth are taken into custody after the court docket is set for the day; the DRAI is administered to these youth for decision making purposes. However, locally determined special decisions are again likely to mandate detention for the youth entering detention through this door, regardless of their DRAI score. One DRAI special decision in Prince George's County requires detention for youth who commit new offenses or violations while in an ATD program. Additionally, writs/warrants are often issues for youth who violate the conditions of ATDs (e.g., AWOL), thereby triggering another special decision requiring detention for writ/warrant referrals.

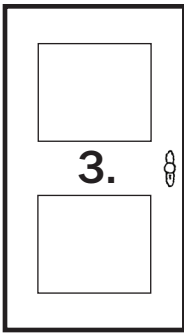
Program Violated	n	Mean DRAI	% DRAI low	% DRAI med	% DRAI high
CD/EM	34	6.0	3%	53%	44%
ERC	2	9.0	0%	50%	50%
Shelter	1	6.0	0%	100%	0%
<b>Total Sample with DRAI</b>	<b>37</b>	<b>6.2</b>	<b>3%</b>	<b>54%</b>	<b>43%</b>

Thirty-seven of the 46 youth detained as a result of ATD Sanctions and Violations received the DRAI. Only one of these youth was classified as low risk. More than half (54%) were found to be of moderate risk, while the remaining 43% were indicated to represent a high risk to public safety or for failing to appear at their next scheduled court hearing.

### *Myth Buster:*

**Myth:** Detention placements are primarily driven by new offenses for which DJS intake staff make decisions based on risk.

**Fact:** Sixteen percent of detention placements are of youth failing in alternatives to detention, with decisions being driven by the court and ATD program policies and practices.



## Court Hearings

Placement in detention results from a court hearing and is not related to a new complaint, an ATD or supervision violation, a writ/warrant, or an interstate compact

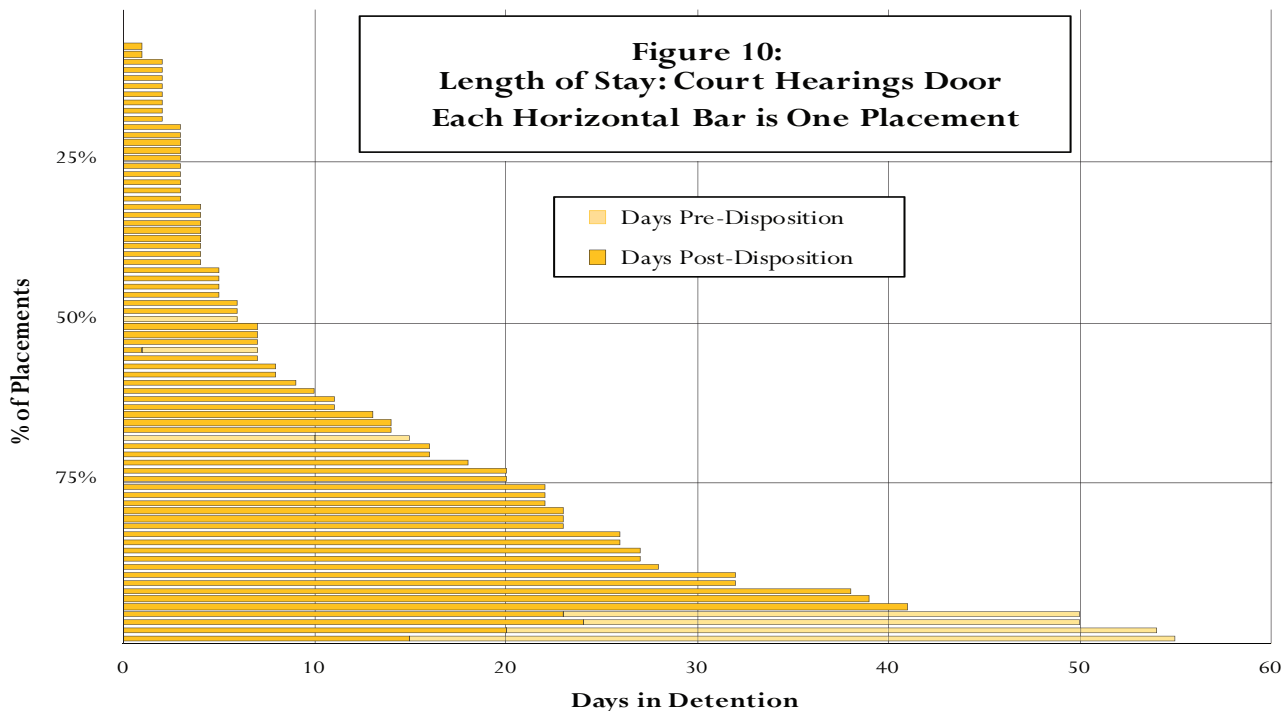
- More than one-quarter (n=81) of all placements during the study period resulted solely from court hearings.
- The ADP was 13 youth, representing 17% of the overall average daily population.
- The ALOS was 14.5 days, compared to 24.0 days for all placements.
- Detentions resulting from review hearings constitute the largest percentage (40%) of court hearing placements, but detentions resulting from adjudication hearings account for more than half of the ADP for this door.

### Example Case:

David appeared before the bench in September for a review hearing. Because he had not completed any of the community service hours ordered at his July disposition hearing, he was detained. Thirteen days later, David was released on community detention with electronic monitoring (CD/EM).

	Placements	ALOS	ADP
Court Hearings	81	14.5	12.8

Court hearings account for the third largest portion of the average detained population, representing 17% of ADP. The graph below shows the distribution of detention days for those cases.



- Although youth who entered detention due to court hearings were held for an average of 14.5 days, half of these cases were detained 7 or fewer days.
- One quarter of these cases were detained for 22 days or more.

Youth entering through this door may be detained at a variety of different hearings, as is shown in the table below.

Hearing Type	n	%	ALOS	ADP
Adjudication	25	31%	27.2	7
Disposition	14	17%	12.5	2
Drug Court	8	10%	1.9	0
Review	32	40%	9.3	3
Release	2	2%	3.5	0
<b>Total</b>	<b>81</b>	<b>100%</b>	<b>14.5</b>	<b>13</b>

- Adjudication (also known as merits) hearings accounted for 7 of the 13 beds occupied daily by youth entering through the court hearing door during the study period. In some instances, youth were detained after these hearings as a way to minimize public safety risk and to assure their appearance at disposition. For unspecified reasons, shorter term detentions were used in other instances before youth were released on CD/EM to await disposition.
- On average, two detention beds per day were occupied by youth detained after disposition hearings. These detentions do not refer to post-disposition pending placement detentions (where a youth is actually committed); rather, in all instances, youth were detained following the disposition hearing prior to being released to probation or Safe Passages, which were, in nearly every instance, used in conjunction with CD/EM or ERC.
- The most obvious use of detention for this door is associated with its use following drug court hearings, which account for 10% of these placements. In such cases, youth are detained as a sanction for noncompliance (usually positive urinalysis) with the conditions of drug court. On average, youth in the study sample stayed in detention for approximately two days.
- The largest portion (40%) of placements through the court hearings door resulted from review hearings. In Prince George’s County, review hearings are largely used by the juvenile judge as a means to check in with youth who are under DJS supervision. Youth new to probation/aftercare have their cases reviewed monthly, while older cases are required to appear less frequently. Detentions resulting from review hearings are used as a way to address a variety of behaviors, including bad grades, school attendance, drug use, failure to participate in substance abuse treatment, and failure to complete appropriate community service hours. In these instances, a formal violation is not filed. Youth who were detained at review hearings during the study period stayed in detention for roughly nine days on average.
- At release hearings, youth are released from committed placements back into the community.

The DRAI is administered to youth entering through the Court Hearings door after the judge or master makes his or her detention decision. Accordingly, the numbers in the table below do not reflect real-time recommendations and were collected (and are included here) only to allow for post-hoc assessment of youths' risk.

Hearing Type	n	Mean DRAI Score	% DRAI low	% DRAI med	% DRAI high
Adjudication	23	4.9	4%	48%	48%
Disposition	9	4.4	0%	78%	22%
Drug Court	8	4.8	0%	75%	25%
Review	28	5.8	0%	57%	43%
Release	1	2.0	0%	100%	0%
<b>Total Sample with DRAI</b>	<b>69</b>	<b>5.2</b>	<b>1%</b>	<b>59%</b>	<b>39%</b>

Sixty-nine of the 81 youth who entered detention through the Court Hearings door during the study period received DRAIs. In only 39% of these cases were youth classified as high risk. The majority (59%) of youth were indicated as moderate risks to public safety or for failing to appear for their next court hearing. Only one youth who entered detention through this door was categorized as low risk.

### *Myth Buster:*

**Myth:** Drug court sanctions account for a large percentage of detention beds used in Prince George's County.

**Fact:** On an average day in Prince George's County, youth detained at drug court hearings account for less than 1% of the total average detained population.

**4.**

## New Complaint

Placement in detention is the result of a new complaint.

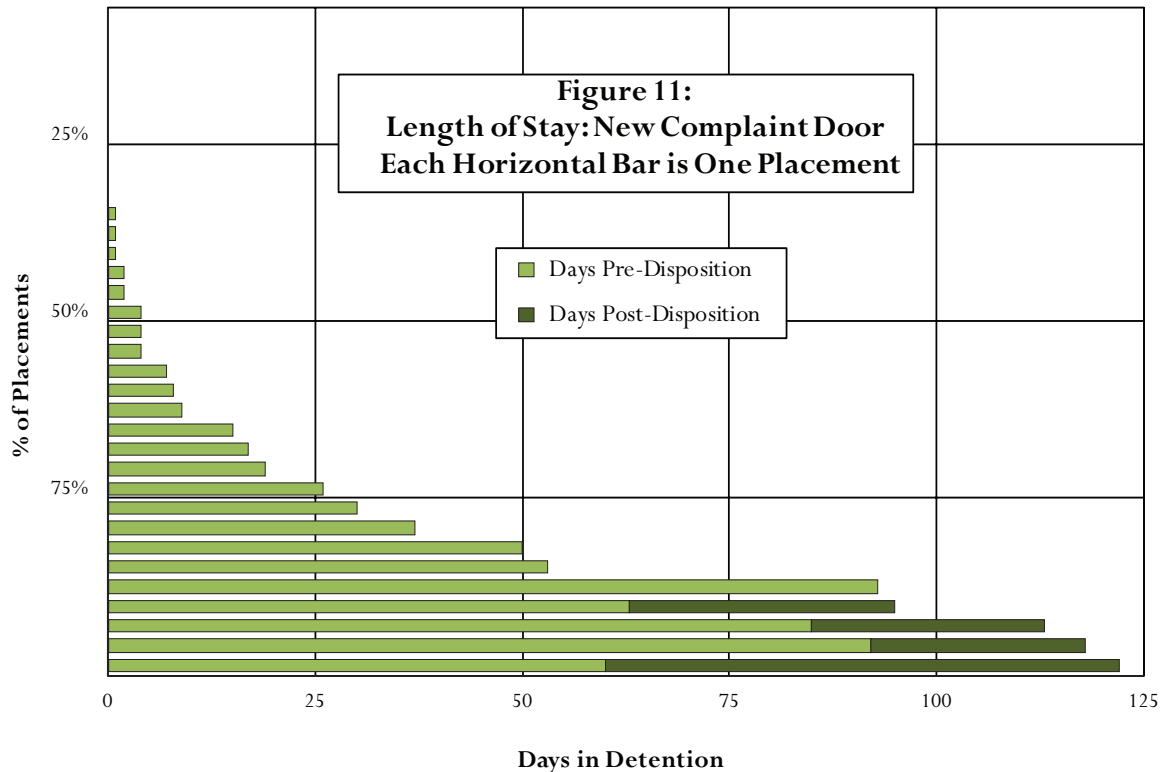
- There were 34 placements for youth with a new complaint, representing 12% all placements.
- The ADP was 9 youth, representing 12% of the overall average detained population.
- The ALOS was 24.4 days, compared to 24.0 days for all placements.
- Most of these placements are a result of policy hold and discretionary decision making, rather than youth risk score.

**Example Case:**

After snatching a purse from a woman at a Metro station in September, Tom was apprehended for robbery. He was detained for 17 days and released on electronic monitoring.

	Placements	ALOS	ADP
New Complaint Placements	34	24.4	9

The fourth biggest portion of the detention population is derived from new complaints. Figure 11 shows the length of time each case detained through the New Complaint door spent in detention.



## DOORS TO DETENTION REPORT

- Although youth placed in detention on new complaints were detained for an average of 24.4 days, a quarter of these cases were detained for less than a full day.
- Half of the cases detained through the New Complaint door were detained for four or fewer days.
- A quarter of the cases that entered detention through the New Complaint door were detained for more than 30 days.

Detained youth in this category may be new to the Department, meaning they are unassigned and not currently under an active probation or commitment supervision order. As is shown in the table below, nearly 80% of the youth who entered detention through this door during the study period were not currently under supervision. The remaining 21% were already under supervision and had an assigned DJS Case Manager. Youth in the latter group were held in detention for an average of 49 days, while youth who were new to DJS stayed an average of 18 days.

Supervision Status	n	%	Total ALOS	ADP
Not Currently under Supervision	27	79%	18.0	5
Currently under Supervision	7	21%	49.4	4
<b>Total</b>	<b>34</b>	<b>100%</b>	<b>24.4</b>	<b>9</b>

When police request detention for youth who are arrested on a new complaint, a DRAI is completed. All of the youth who entered detention through the new complaint door received a DRAI. Their risk profiles are presented in the following table.

DRAI Decision	n	Mean DRAI	% DRAI low	% DRAI med	% DRAI high
Not Currently under Supervision	27	3.1	37%	41%	22%
Currently under Supervision	7	7.3	0%	57%	43%
<b>Total Sample with DRAI</b>	<b>34</b>	<b>3.9</b>	<b>29%</b>	<b>44%</b>	<b>27%</b>

The average DRAI score for youth placed for new complaints was 3.9, with 73% of this population identified by the DRAI as low and medium risk youth. In more than half (n=20) of new complaint placements, DRAI recommendations were overridden by DJS staff either at their own discretion or for local policy reasons (i.e., special decisions). The next table shows that, on any given day, more than three quarters of youth in detention for new complaints (78%) are held for reasons other than risk.

	Placements	ADP
Special Decision	10	4
Discretionary Override	10	3
No Override Indicated (Release or ATD Recommended)	2	0
Risk Score (Detention Recommended)	12	2
<b>Total Sample with DRAI</b>	<b>34</b>	<b>9</b>

The table below shows the offense severity of the most recent, most serious alleged offense for youth who were placed through this door. These findings should be interpreted cautiously because, although the majority (82%) of these cases involved crimes of violence, offense severity is not necessarily correlated with risk.<sup>8</sup>

Offense Type	n	%
Crime of Violence	28	82%
Non-Violent Person-to-Person Felony	1	3%
Non-Violent Property Felony	1	3%
Non-Violent Person-to-Person Misdemeanor	2	6%
Non-Violent Drug Misdemeanor	1	3%
Non-Violent Property Misdemeanor	1	3%
<b>Total</b>	<b>34</b>	<b>100%</b>

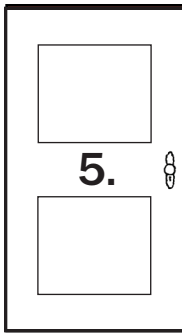
### *Myth Buster:*

**Myth:** The risk score, as determined by the DRAI, drives detention for most youth with new complaints.

**Fact:** Most youth with new complaints are detained for policy reasons and not the risk score.

<sup>8</sup>Although the most serious alleged offense is not scored, it is used in conjunction with scored items to produce a detention recommendation. See the DRAI decision matrix in Appendix A.





## Post-Disposition Pending Placement

Placement in detention occurs at disposition or following an ejection from a committed placement for youth who are awaiting a new placement. *Note: These youth were not detained immediately pre-disposition.*

- There were 23 placements for youth who were post- disposition pending placement, representing 8% of all placements.
- The ADP was 8 youth, representing 11% of the overall detained population.
- The ALOS was 33.1 days, compared to 24.0 days for all placements.

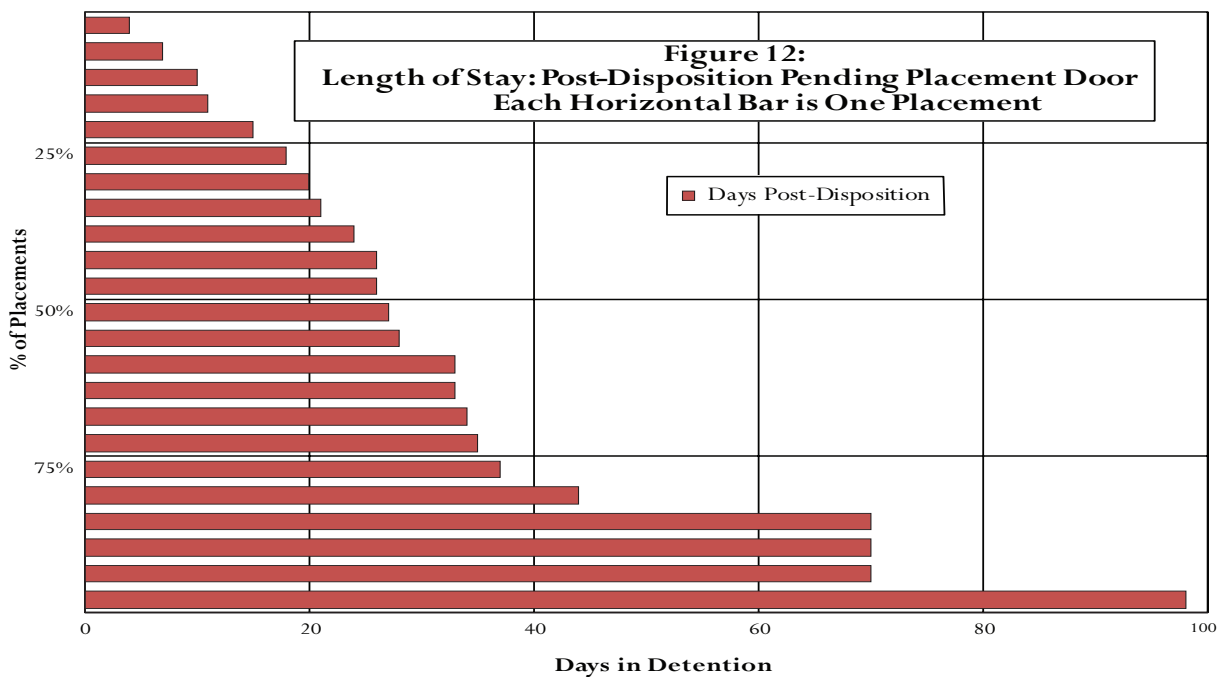
	Placements	ALOS	ADP
Post-Disposition Pending Placement	23	33.1	8

Youth entering detention through the post-disposition pending placement door are not youth who spent time in pre-disposition detention, went to court, were committed, and became pending placement youth. Rather, they are youth either who were ejected from a committed placement and are in detention facility awaiting a new placement, or they are youth who were at home awaiting their disposition hearing (possibly supervised in an ATD) and who were detained immediately following their hearing to await their committed placement.

On average, youth who entered detention through the Post-Disposition Pending Placement door during the study period were held for 33 days. Figure 12 provides a visual representation of the distribution of days spent in detention by youth who entered through this door.

**Example Case:**

After pleading involved to car theft at an adjudication hearing in August, Kyle was released from detention on CD/EM. At his disposition hearing the following month, Kyle was detained at Cheltenham pending admission to a committed placement. He was placed in a youth center 34 days later.



*Youth Detained at Disposition*

More than half (61%) of youth who entered detention through this door were detained at disposition pending their committed placement. These youth were not in detention prior to their disposition hearing; they were at home, possibly supervised under an ATD.

	Placements	ALOS	ADP
Detained at Disposition	14	34.7	5

*Youth Detained following a Failed Committed Placement*

A smaller group (39%) of youth was placed into detention following an unsuccessful release from an out of home committed placement.

	Placements	ALOS	ADP
Detained following Ejection from a Committed Placement	9	30.6	3

Regardless of whether detention occurs at disposition or as a result of an ejection from a committed placement, the DRAI is administered after the detention occurs and is completed for data collection, rather than decision making, purposes.

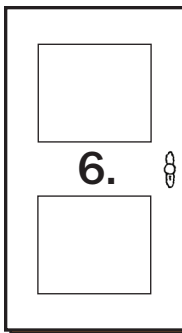
	n	Mean DRAI	% DRAI low	% DRAI med	% DRAI high
Detained at Disposition	10	5.6	0%	50%	50%
Detained following Ejection from a Committed Placement	6	5.3	0%	67%	33%
Total Sample with DRAI	16	5.5	0%	56%	44%

Sixteen of the 23 cases who entered detention through the Post-Disposition Pending Placement door during the study period received a DRAI. On average, these youth had a DRAI score of 5.5, indicating moderate risk. Overall, 44% of these cases were classified as high risk.

***Myth Buster:***

**Myth:** Pending Placement youth mostly transition from pre-dispositional detention to pending placement after a court hearing.

**Fact:** More than half of the average detained pending placement population did not begin detention pre-disposition.



## Other Violations and Sanctions

Placement in detention is the result of a violation or sanction related to supervision (probation, aftercare, VPI, and court-order community based programs) and not involving a new offense or an ATD violation/sanctions.

- There were 13 placements for youth with other violations and sanctions, representing 4% of all placements.
- The ADP was 4 youth, representing 6% of the overall average detained population.
- The ALOS was 30.4 days, compared to 24.0 days for all placements.

	Placements	ALOS	ADP
Other Sanctions and Violations	13	30.4	4

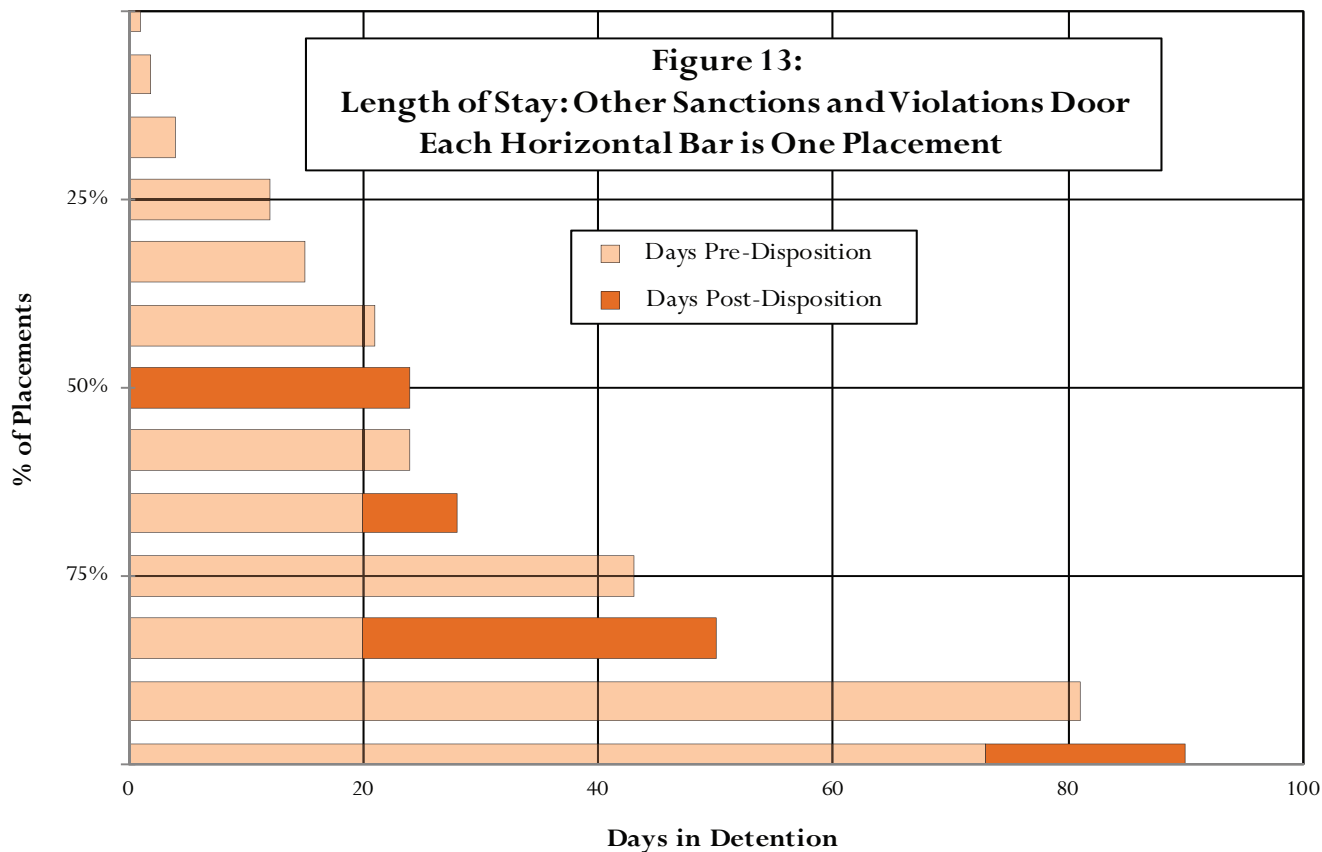
### Example Case:

Michael violated the terms of GPS supervision, causing DJS to file a violation of probation (VOP). He was detained two days later at a review hearing, and he remained in detention awaiting his VOP hearing. Twelve days later, Michael pled involved to the VOP and was released on CD/EM.

Youth under probation or aftercare supervision, including those supervised under Violence Prevention Initiative (VPI) supervision, may be placed in secure detention for violating the terms of community supervision. In these cases, youth may be held until a review hearing, or they may be placed short-term as a sanction (consequence). In 9 of the 13 detention placements through this door, sanctions or violations were related to participation in the Safe Passages program, an afterschool and weekend treatment program for youth committed to community placements.

It is important to note that the number of youth who entered detention via this door may be an under count. First, youth who obtain new charges while under court-ordered supervision are more frequently documented as new complaints, rather than as violating probation as a result of the new charge. Second, many youth under probation and aftercare supervision in Prince George’s County are simultaneously supervised through CD/EM; thus, given the prioritization of the doors used for the current study (Figure 1), youth who simultaneously violate probation and EM are counted under the ATD Sanctions and Violations door. It is possible that more detailed case notes and data collection would show that the use of secure detention for probation violations is much more frequent and that these youth are a larger proportion of total ADP. As previously noted, 60 percent of all youth detained in the study were under DJS supervision, and such youth account for 61 percent of the average daily detained population.

Figure 13 shows the distribution of detention days for youth who entered through the Other Sanctions and Violations door.



- Although youth placed in detention for other sanctions and violations were detained for an average of 30 days, a quarter of these cases were detained for fewer than eight days.
- Half of the cases detained through this door were detained for 24 or fewer days.
- A quarter of the cases that entered detention because of other sanctions and violations were detained for more than 45 days.

Lengths of stay for youth entering detention through this door vary somewhat depending on the type of supervision. The table below provides ADP and ALOS for these youth. Youth placed in detention for VPI violations stay longer, on average, than youth placed in detention for violations of probation/aftercare. However, on any given day, there are an equal number (2) of youth in detention in Prince George’s County for violations of VPI and probation/aftercare.

	n	%	Total ALOS	ADP
VPI	4	31%	41.8	2
Probation/ Aftercare	9	69%	25.3	2
<b>Total</b>	<b>13</b>	<b>100%</b>	<b>30.4</b>	<b>4</b>

Youth who enter detention through the Other Sanctions and Violations door receive the DRAI after the court has already made a detention decision. Therefore, the numbers in the table below reflect post-hoc assessments of youth's risk.

	n	Mean DRAI Score	% DRAI low	% DRAI med	% DRAI high
VPI	2	5.5	0%	100%	0%
Probation/ Aftercare	9	5.2	0%	67%	33%
<b>Total Sample with DRAI</b>	<b>11</b>	<b>5.3</b>	<b>0%</b>	<b>73%</b>	<b>27%</b>

Eleven of the 13 youth who entered detention through this door during the study period received the DRAI. Slightly more than one quarter (27%) of these youth met the DRAI's criteria for secure detention.

### *Myth Buster:*

**Myth:** There is an excessive use of secure detention for sanctions or violations of VPI-supervised youth.

**Fact:** On an average day in Prince George's County, there are only 2 youth detained for VPI-related violations or sanctions, which is approximately 3% of the total average detained population.



## Adult Court Involvement

Placement in a juvenile detention center occurs after the resolution or the waiver down of an adult charge, or as a courtesy hold while an adult charge is addressed.

- There were 9 placements for youth with adult court involvement, representing 3% of all placements.
- The ADP was 3 youth, representing 5% of the overall average detained population.
- The ALOS was 35.4 days, compared to 24.0 days for all placements.

	Placements	ALOS	ADP
Adult Court Involvement	9	35.4	3.5

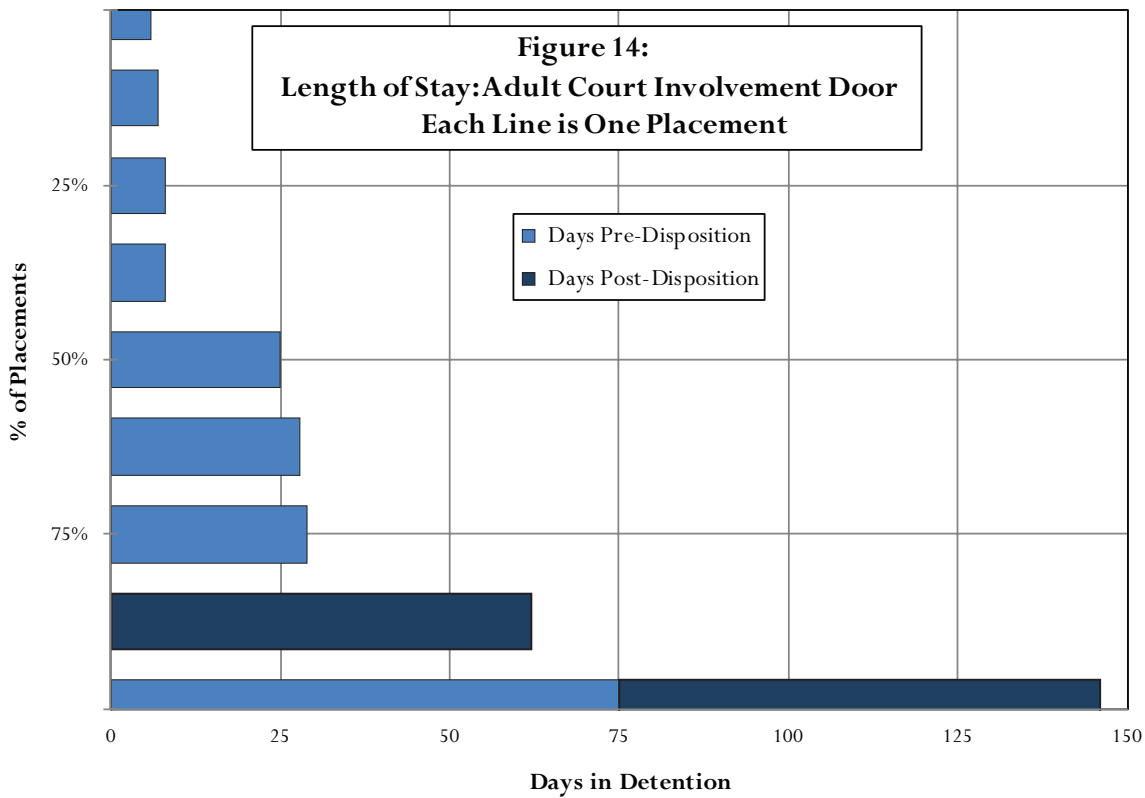
### *Example Case:*

Joseph was dually involved with DJS and DSS when he was charged as an adult with armed robbery. After the court dismissed his adult charges in September, he appeared before the juvenile court for a writ review hearing. After seven days in detention, Joseph was unsuccessfully terminated from DJS supervision.

Many youth and young adults commit offenses over which the adult court has primary jurisdiction. Occasionally the adult court requests that a youth be detained in a juvenile detention center pending their adult court hearing. There may also be cases where there are concurrent adult and juvenile charges; in such cases, juvenile matters are typically heard upon the resolution of adult charges, and youth are usually physically transferred to juvenile detention pending that hearing. Finally, some charges start under adult court jurisdiction but are then “reverse waived” down to the juvenile court. Each of these situations is captured in the youth with adult court involvement door.<sup>9</sup>

Only 3% (9 youth) of all placements were youth who had adult court involvement. Despite this low percentage of placements, these youth tended to have longer lengths of stay (35.4 days on average) than the overall sample (24.0 days on average). As shown in Figure 14, half of the cases that entered detention via the adult court involvement door during the study period were detained for 25 days or more.

<sup>9</sup> Not counted in this door are those youth who the SAO sought to waive up to adult court.



**Courtesy Holds:** In Prince George’s County, relatively few youth are detained in juvenile facilities while adult court matters are addressed; only two placements of this type occurred during the study period, and they lasted an average of 17.5 days.

	Placements	ALOS	ADP
Adult Courtesy Holds	2	17.5	0.4

**Reverse Waivers:** Three cases in which the adult court had original jurisdiction were waived down to the juvenile court. On average, these youth were held in juvenile detention for 66 days, which is in addition to any days they may have spent in adult detention prior to their charges being waived down.

	Placements	ALOS	ADP
Adult Reverse Waivers	3	66.3	2.2

**Juvenile Complaint Heard after Resolution of Adult Matter:** Finally, four youth were placed in juvenile detention awaiting a juvenile court hearing after a concurrent adult matter was resolved. These youth spent an average of 21 days in juvenile detention; these days are additional to any days spent in adult detention.

	Placements	ALOS	ADP
Concurrent Juvenile Complaint	4	21.3	0.9

The DRAI is administered to youth who enter detention as a result of adult court involvement for data collection purposes only. The risk profiles for the nine cases that entered through this door during the study period are provided in the table below.

	n	Mean DRAI Score	% DRAI low	% DRAI med	% DRAI high
Adult Courtesy Holds	2	3.5	50%	0%	50%
Adult Reverse Waivers	3	4.3	33%	67%	0%
Concurrent Juvenile Complaint	4	7.5	0%	50%	50%
<b>Total Sample with DRAI</b>	<b>9</b>	<b>5.6</b>	<b>22%</b>	<b>44%</b>	<b>33%</b>

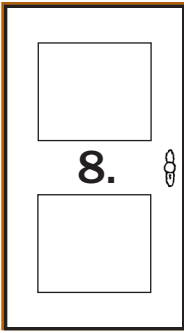
On average, youth who entered detention through this door received DRAI scores of 5.6, indicating moderate risk. One-third of these cases were classified as high risk.

### *Myth Buster:*

**Myth:** Detention is used for a large number of youth who have matters before the adult court.

**Fact:** On an average day in Prince George's County, only three out of 77 detention beds are used for youth involved in matters before the adult court.





## Interstate Compact

Detention is a courtesy placement related to pending delinquency matters in another state or in the District of Columbia.

- There were 15 placements for youth with adult court involvement, representing 5% of all placements.
- The ADP was 1 youth, representing just 1% of the overall average detained population.
- The ALOS was 4.7 days, compared to 24.0 days for all placements.

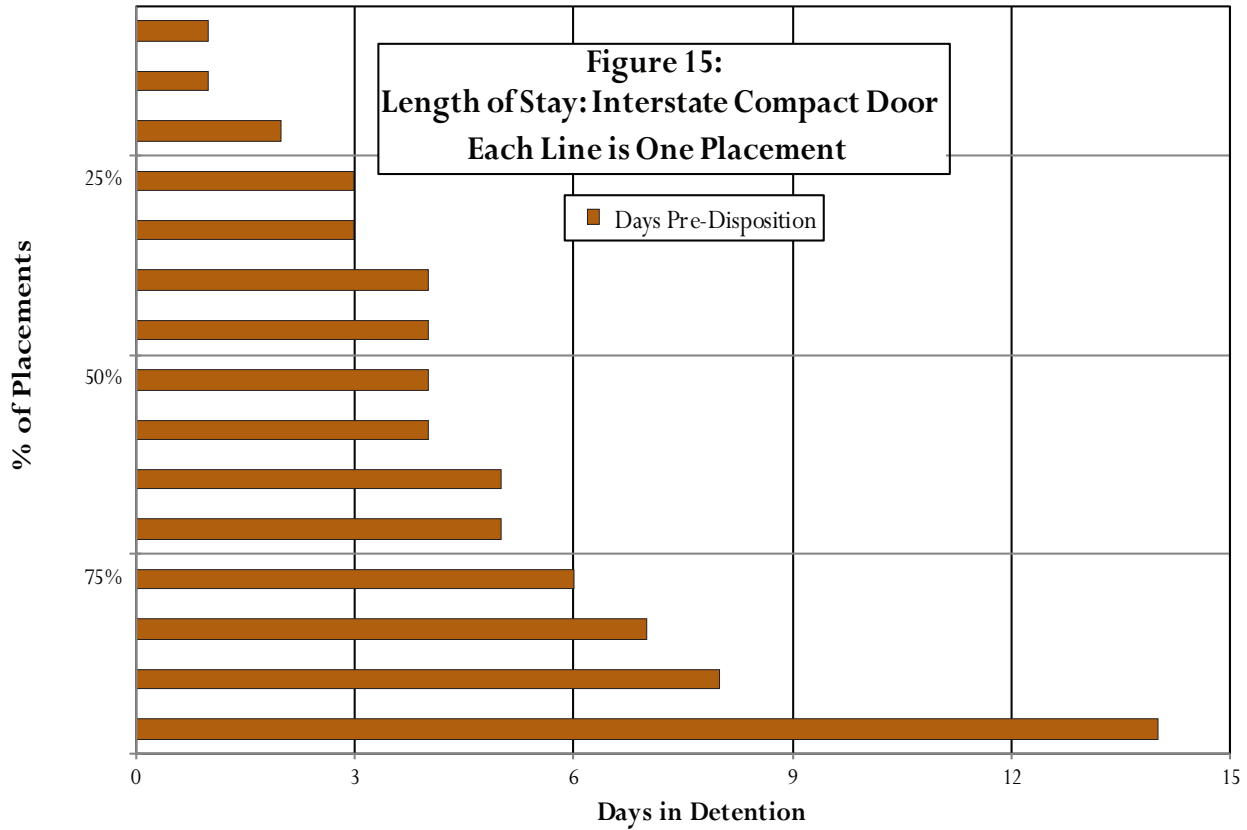
### Example Case:

Mark was staying at a friend’s house in Prince George’s County. When he came into contact with police, they discovered that he had a warrant in Washington, DC. He was detained at Cheltenham for four days during the Interstate Compact process.

	Placements	ALOS	ADP
Interstate Compact	15	4.7	1

The Interstate Compact for Juveniles (ICJ) process is initiated when an out-of-state delinquent and /or non-delinquent with an active warrant from another State (or the District of Columbia) is found and detained. Upon notification of the respondent’s detention, the MD ICJ Compact Administrator or Designee notifies the demanding/home state’s ICJ Office and advises them of the case specifics and legal status. The demanding/home state’s ICJ Office is required to verify the respondent’s residence and legal status within 48 hours. During this time, the respondent must appear before a Maryland juvenile judge for Emergency Court Hearing to address the outstanding warrant issue. If in agreement with the return, the respondent will sign the consent form to voluntarily return to demanding/home state. The demanding/home state ICJ Office is required to make all travel arrangements and return the respondent in a safe manner within five business days of receiving the completed consent form.

Fifteen cases entered detention through the interstate compact door. The distribution of lengths of stay for interstate compact detentions is displayed in Figure 15.



- The average length of stay for youth detained on interstate compacts during the study period was 4.7 days. Fifty percent of these cases were detained for four or fewer days. One quarter of these cases were detained for six or more days.
- One quarter of these cases were detained for six or more days.

Fourteen of the 15 youth who entered detention through the interstate compact door received the DRAI; in these instances, the DRAI was completed for data collection purposes only.

	n	Mean DRAI Score	% DRAI low	% DRAI med	% DRAI high
Total Sample with DRAI	14	2.7	43%	43%	14%

Youth who entered detention through interstate compact had an average DRAI score of 2.7, indicating low risk. Only 14% of these cases were classified as high risk.

**Myth Buster:**

**Myth:** Youth who enter detention through interstate compact are detained for extremely long periods.

**Fact:** On average, youth detained through this door spent 5 days in detention before being released to another jurisdiction.

## CONCLUSIONS AND RECOMMENDATIONS

### *Key Findings*

- **Prince George’s County’s youth detention population is overwhelming African American and male.** The county’s age 10-17 population in 2010 was about 51% male and 70% African American, but the detained population in this study was 91% male and 92% African American. This finding increases the urgency of policy and practice reforms that will have measurable and sustainable reductions in secure detention utilization for low- and medium-risk youth detained in Prince George’s County. The success of such efforts will have far-reaching benefits and improve outcomes for African American youth in general.
- **Most Prince George’s County detention resources go to youth who are awaiting disposition before the juvenile court.** In this study, 89% of youth placed in detention were admitted prior to disposition of their current offense or violation; only 14% of these cases remained in detention following disposition. County stakeholders should develop and expand existing alternatives to secure detention programs that may safely supervise youth in the community pending disposition.
- **The majority of Prince George’s County youth placed in detention are already under some form of DJS supervision at the time of placement.** Sixty-one percent of Prince George’s County youth placed in detention, and 60% of those in detention on an average day, were under probation or aftercare supervision at the time of placement. Current data do not permit a full evaluation of how DJS supervision contributes to secure detention placements. However, the study findings suggest the need to examine this relationship and to adopt strategies and efforts that will promote successful completion of community probation and encourage successful transition of aftercare youth who are re-entering the community following placement, such as consistent use of graduated sanctions and incentives.
- **One of the fundamental challenges to understanding the use of detention in Prince George’s County is the existence of multiple, sometimes overlapping, pathways (“doors”) into secure detention.** Because youth can be placed in detention for so many different reasons, a methodology for prioritizing the doors had to be developed so that mutually exclusive categories could be analyzed for this study. As complicated as this was in the context of a study, it is even more complicated for staff and decision-makers to sort out these factors in real time. Reconciling and clarifying these policies must be part of any strategy to administer them more consistently and appropriately.

### **Recommendations about Doors to Detention**

Based on the findings, the Department of Juvenile Services suggests the following opportunities for reducing unnecessary detentions:

- Other Writs and Warrants Door
  - More than 20% of detention placements and nearly one-third of detention resources used during the study period were due to writs or warrants issued in response to youth running away from placements, absconding, or failing to make required appearances before judges. Detention use could be minimized by reducing the prevalence of such failures (perhaps through the use of a hearing notification system) and by developing responses to them that do not involve detention.
  - A tiered warrant system, such as the one used in Pierce County, WA, would allow responses other than detention to be used for less serious cases.

- **ATD Violations and Sanctions Door**
  - Sixteen percent of detention admissions, and more than one-fifth of detention resources used, were due to technical violations of rules in Alternative to Detention (ATD) programs – the very programs that exist to reduce the unnecessary use of detention. Reducing the prevalence of such rule violations, and developing responses to them that hold youth accountable without involving detention, could significantly reduce detention placement.
  - Almost all (99%) youth who are placed in community detention in Prince George’s County receive an enhanced form of the program, which involves electronic monitoring. A wider continuum of ATD options would allow courtroom actors to tailor responses to youths’ risk levels and allow graduated responses to violations within the ATD system, for example moving a youth from straight CD to CD/EM, rather than from CD/EM to detention.
  - The purpose of ATDs should be clearly defined in terms of their use for pre-adjudicated populations, rather than as an enhancement to post-disposition supervision. The limited space available within the ERC, in particular, may be best used to prevent such youth from entering detention and, accordingly, reducing their likelihood of further involvement in the system. Efforts to enhance the perception of Case Managers may reduce the bench’s reliance upon CD/EM for cases already under community supervision.
- **Court Hearing Door**
  - Almost 30% of detention placements, and nearly 20% of detention resources used, resulted from court hearings. In nearly 40% of these cases, detention resulted from a regular review hearing before the bench. Improved case management may reduce the number of detention placements resulting from these hearings.
- **New Complaint Door**
  - Twelve percent of detention placements, and the same share of detention resources, were based on new delinquency complaints. Although 82% of these complaints were for crimes of violence, only 27% of youth were classified as high risk by the DRAI. Nearly one-third of the youth admitted on new complaints had a ‘special decision’ reason, meaning that local policy dictated that they be placed in detention regardless of their DRAI score or intake staff discretion. An objective screening tool that scores both current offense and other risk factors, and does not include mandated detentions based on local policy, would improve efforts to ensure that appropriate youth are being detained.
- **Post-Disposition Pending Placement Door**
  - Youth placed in detention awaiting placement elsewhere – either because they were placed in detention at disposition or because they had problems in another placement – accounted for just 8% of detention placements but consumed 11% of detention resources. Youth entering through this door remained in detention for an average of 33 days. Expediting placements for these youth would reduce the use of detention.
  - Placements to detention through this door could be lowered through a reduction of the number of ejected youth from committed placements. The Department is currently working to address this issue through an improved screening and assessment process by the Multi-Disciplinary Assessment Staffing Team (MAST), and through the Central Review Committee, which is responsible for reviewing cases at risk for ejection from placements and, when necessary, finding appropriate alternative placements.

- Adult Court Involvement
  - Youth with adult court involvement held in juvenile detention were just 3% of placements and consumed 5% of detention resources. On average, these youth were detained for 35 days. Youth who were reverse waived from the adult court and had charges pending before they juvenile court were detained for an average of 66 days. Expedited processing of such cases could have a significant impact on the use of detention.
- Interstate Compact
  - Interstate compact cases accounted for 5% of detention placements and 1% of detention resources used. On average, youth detained on interstate compacts remained in detention for 5 days. Efforts should be made to expedite this process so that youth may be returned to their demanding/home state as quickly as possible.

### *Recommendations about Data Accuracy*

Because data were collected prospectively, this study overcame many of the challenges that were encountered during the evaluation of detention utilization in Baltimore City, which used a retrospective design. However, the complexity associated with the fact that youth may enter detention through multiple doors meant that each case had to be thoroughly reviewed by researchers to ensure that it was coded accurately. In order to continue monitoring and gaining knowledge about how youth end up in detention, systematic changes are needed in how data are entered, reviewed, and audited. The following are the major areas requiring attention.

#### ASSIST

- Reasons for detention are not accurately captured in ASSIST. A majority of the cases in this study required at least some reading of actual case notes and case histories to determine the reason(s) for detention. Existing detention admission reasons do not accurately portray the processes by which youth enter into detention; DJS should consider revising these categories to account for the identified doors to detention.
- As currently collected, ASSIST data consist of many incomplete and inaccurate entries. Information in the Legal Action section is not kept up-to-date, which means that court outcomes have to be searched for in case notes. In some instances, personnel mis-categorize pre-disposition youth as post-disposition pending placement and vice versa. In other instances, changes in detention status are not updated after disposition hearings are held. Quality assurance efforts are needed to make certain that data are valid.
- Because so much information is documented by case managers, this study relied heavily on case notes and telephone calls with DJS staff to clarify information. There is very little uniformity in the way these notes are kept between case managers; some notes are very detailed and informative, while others are minimal and nondescript. Efforts should be made to improve the quality of these important pieces of information.

#### DRAI

- The reasons for detention are not captured by the DRAI. DJS should consider using the DRAI to capture all detention decision-making outcomes.

- For most cases in the sample, the recommendation provided by the DRAI was not used to determine whether detention was appropriate. In such instances, the DRAI was completed post-hoc solely to create risk profiles of the detained youth. Even when the DRAI was being used to drive decision making, it was not necessarily being implemented correctly. Locally mandated special decisions and discretionary overrides were not being appropriately applied. Further training and quality assurance around the appropriate application of the DRAI is clearly required.
- As was previously noted, an objective screening tool that scores both current offense and other risk factors, and which does not include mandated detentions based on local policy, would ensure that detention is used for the appropriate population.

**Appendix A:  
DJS Intake Detention Risk Assessment Instrument (DRAI) Decision Matrix,  
Prince George's County**

	Most Serious New Alleged Offense Category				
Total Risk Score	1/1A	2	3	4	5
7 and Above <b>High</b>	Detain	Detain	ATD	Release	Release
2-6 <b>Moderate</b>	Detain	ATD	ATD	Release	Release
1 and Below <b>Low</b>	Detain	ATD	Release	Release	Release

**Appendix B:  
Offense Severity**

Offense Severity*	Pre-Disposition**		Post-Disposition	
	n	%	n	%
Crime of Violence	90	35%	8	26%
Non-Violent Drug Felony	2	1%	--	--
Non-Violent Drug Misdemeanor	14	5%	1	3%
Non-Violent Handgun Misdemeanor	7	3%	1	3%
Non-Violent Person-to-Person Felony	2	1%	--	--
Non-Violent Person-to-Person Misdemeanor	59	23%	6	19%
Non-Violent Property Felony	21	8%	3	10%
Non-Violent Property Misdemeanor	40	16%	6	19%
Non-Violent Unspecified Felony	1	0%	4	13%
Non-Violent Unspecified Misdemeanor	4	2%	1	3%
Ordinance Offenses	3	1%	1	3%
Status Offenses	11	4%	--	--
Traffic Offenses	3	1%	--	--
<b>Total</b>	<b>257</b>	<b>100%</b>	<b>31</b>	<b>100%</b>

\* Based on most recent, most serious alleged offense for pre-disposition sample, adjudicated offense for post-disposition sample.

\*\* Offense information was unavailable for seven youth who were detained on interstate compacts.



**Appendix C:  
Demographic Profiles by Door to Detention**

<b>Door</b>	<b>African American</b>		<b>Male</b>		<b>Average Age</b>
	<b>n</b>	<b>%</b>	<b>n</b>	<b>%</b>	<b>Years</b>
Other Writs and Warrants	61	88%	64	93%	17.1
ATD Sanctions and Violations	41	89%	40	87%	16.0
Court Hearings	78	96%	75	93%	16.3
Post-Disposition Pending Placement	21	91%	21	91%	16.5
New Complaint	30	88%	29	85%	15.0
Other Sanctions and Violations	13	100%	12	92%	16.7
Adult Court Involvement	7	78%	8	89%	17.8
Interstate Compact	15	100%	13	87%	17.4
Other	4	80%	5	100%	17.6
<b>Total</b>	<b>270</b>	<b>92%</b>	<b>267</b>	<b>91%</b>	<b>16.5</b>

