

The Annie E. Casey Foundation

## **Annual Progress Report**

Grantee: State of Montana

Grant #: 207.0608 Request ID #: 957266.01 AECF Staff :  
Gail Mumford

Project Title: support replication of the Juvenile Detention Alternatives Initiative (JDAI) in Montana

Reporting Period: December 1, 2010 through November 30, 2011 **Report Due On:**  
**December 31, 2011**

Please report on the following categories in your narrative report:

### **Objectives**

- Collect real-time data to share with stakeholders and begin to define what alternatives should be established;
- Implement RAI;
- Form an Alternatives to Detention Workgroup;
- Establish a JDAI Self-Inspection Team;
- Conduct a Model Site Visit; and

- Provide Fundamentals Training for four new sites (Yellowstone, Fort Peck, Fort Belknap and Rocky Boy)

### **Activities and Results to Date**

- Cascade, Hill, and Missoula sites all collect real-time data to share with stakeholders.
- Cascade and Hill County have defined what alternatives should be established. Hill County established a Youth Reporting Center Juvenile Accountability Block Grant Funding
- Cascade County produced a report of Probation Violations from January 1, 2008 – July 21 2011 that will be used to dig deeper into the issue and identify possible policy implications.
- September 19 the State Coordinator and Team Leader made an onsite visit to Chippewa Cree to provide stakeholder training.
- September 20 & 21<sup>st</sup> had attendees at the State Quarterly Meeting in Havre
- October 19-21<sup>st</sup> ran one pre-conference training on JDAI strategies and 5 break-out sessions in the JDAI/Juvenile Justice Track at the Statewide Crime Prevention Conference in lieu of model site visits (reference performance measures below)
- All funded sites have a signed MOU in place with the key stakeholders
- MOU in place with University of Montana to evaluate the RAI. The evaluation process and interviews of stakeholders have begun. Preliminary results indicate that there is a great deal of variation among sites in their approach to implementing the RAI. The problem appears to be a combination of not following policy and procedure and a lack of needed policy and procedure. The State Coordinator has begun working with the Director of the State Statistical Analysis Center to draft a contract to evaluate policy and procedure for strengths and weaknesses and to develop a training curriculum for the RAI.
- Cil's appointment as State Coordinator resolved the previously reported problem with the State's DMC/JDAI Committee as Cil is also the DMC Coordinator for the State and staffs those meetings. The Committee is now very active and providing state leadership for the local sites. Members of State Courts Administration and the Department of Corrections are now invited and participate in the DMC/JDAI Committee meetings.

- The State DMC/JDAI Committee is working on a three year plan for JDAI. A workgroup of the DMC/JDAI Committee was appointed to develop a common goal, objectives and performance measures for all funded sites. Those have been drafted and are being vetted with the local sites before being finalized at the March meeting of the State DMC/JDAI Committee.
- The State DMC/JDAI Committee made recommendations regarding juvenile detention that were included in the State Advisory Group's (SAG) White Paper that will be presented to the Law & Justice Interim Committee of the MT Legislature on February 24, 2012.
- Cascade site took stakeholders to the Burn Institute training in Houston
- The webinar link to the Burn Institute training was provided to all the sites and the State DMC/JDAI Committee. State Coordinator participated. Don't have a count of how many other sites participated. I am hoping that AECF would have that count.

**Performance Measures:**

*The Performance Measures described in your LOA are noted below. Please report on your progress.*

**For state:**

- Number of sites implementing juvenile detention reforms;
  - Cascade
  - Hill
  - Missoula
- Number of model site visits made;
  - instead of sending stakeholders from each site to model site visits, it was determined to bring Jeanne Masterson and Susan Alkema from Bernalillo County, NM, TJ Bohl of Pierce County, WA and Sonya Littledeer-Evans of Jefferson County, OR to a JDAI Track at the Annual Crime Prevention Conference that would speak specifically to the issues being experience by sites in MT. Also included would be a panel of presenters from MT sites. The hope was to allow stakeholders from potential JDAI sites to participate in the trainings.

- Number of participants in site visits;
  - General JDAI Training Session – 19 participants (included the staff of the Law & Justice Interim Committee of the State Legislature)
  - Jeanne Masterson session – 19 participants
  - Susan Alkema session – 27 participants
  - MT Panel session – 31 participants
  - TJ Bohl session – 16 participants
  - Sonya Little Deer Evans session – 13 participants
- Number of items submitted or reported to JDAI Help Desk and JDAI News;
  - Hill County Article re: Hill County Evening Reporting Center for JDAI News
- State-level detention reforms implemented;
  - No state level reforms were implemented, however a White Paper was prepared to be delivered to the Law and Justice Interim Committee of the Legislature that addresses Juvenile Detention Issues (Reference White Paper attached)

- State, federal, foundation and private funds allocated for detention reform activities;

Activity	Funding Source	Amount	Total
RAI Validation	AECF	\$5,000.00	\$18,657.78
	Federal JABG	\$4,500.00	
	Federal Title II	\$9,157.78	
Hill County Youth Reporting Center	Federal JABG	\$56,480.00	\$56,480.00
Missoula County JDAI Project	Federal Title II	\$18,560.00	\$18,560.00
Hill JDAI Coordinator	Federal Title II	\$17,114.00	\$17,114.00
Cascade Co. DMC/JDAI Project	Federal Title II	\$39,180.00	\$39,180.00
Yellowstone JDAI Coordinator	Federal Title II	\$29,300.00	\$29,300.00
Chippewa Cree JDAI Project	Federal Title II	\$32,000.00	\$32,000.00
State Courts Administration	Federal OJJDP	\$170,000.00	\$170,000.00
Total Federal Funds			\$324,811.78
Total Private Foundation Funds (including AECF)			\$5,000.00
Total budget for detention reform (all sources)			\$319,811.78

Specific reallocation of systems resources to support detention reform \$0<sup>1</sup>

<sup>1</sup> Montana uses a regional juvenile detention system that cost shares juvenile detention and all costs for alternatives to detention except shelter care between the state and the counties. Currently state law provides that counties must pay for the cost of shelter care. For the two secure juvenile facilities that closed as a result of the JDAI Initiative (Blaine County and this year Ravalli County) any cost of detentions saved were shifted fully onto the shoulders of the local counties. Juvenile Probation and Youth Courts are state functions and don't have access to the County Budgets and therefore don't have a way to capture the actual dollars that the counties are shifting from secure detention to shelter care. A recommendation in the White Paper that is to be submitted to the Legislature is that a task force be put together to rethink the current statutes relative to regional juvenile detention and alternatives to detention.

**For each county:**

- Average daily population in secure detention;
  - Cascade 5.2
  - Hill 1.4
  - Missoula 7.1
- Failure to appear and pre-adjudication re-arrest rates; not applicable
- Number and percent of youth of color in secure detention;
  - Cascade 1.8 or 34.6%
  - Hill 0.8 or 57.1%
  - Missoula 1.6 or 22.5%
- Specific policy, practice and/or program reforms implemented;
  - Cascade studied risk level of all detained youth to plan for alternatives
  - Hill implemented a new Youth Reporting Center within the Boys and Girls Club
  - Missoula had nothing to report
- Specific reallocation of systems resources to support detention reform
  - Cascade - none
  - Hill - none
  - Missoula - none

<b>JDAI Annual Report 2011</b>			
<b>Activity</b>	<b>Output Measure</b>	<b>Progress Made 2011</b>	<b>Activity Status Next Fiscal Year (2012)</b>
<b>1. Collaboration &amp; Leadership Strategy</b>			
Maintain JDAI Site Coordinators	There will be a state and local JDAI Coordinator designated for each funded JDAI site.	As of 11/30/2011 each of the funded state sites: Cascade, Hill, Missoula, and Yellowstone have a designated JDAI Coordinator. The one tribal site, Chippewa Cree, is advertising for a Coordinator. Cil Robinson was designated as the new State JDAI Coordinator in late March.	ongoing
Establish contact expectations & communication plan with the state coordinator & the Technical Assistance/Team Leader	Annual schedule of monthly conference calls and or quarterly onsite meetings.	A meeting schedule was established but not followed from December thru March due to a shake up in the leadership of MBCC. That was rectified when a new state coordinator was appointed in late March at which time the schedule of Conference calls and quarterly meetings were resumed. A new schedule	ongoing
State DMC/JDAI Committee will meet four times annually and report to the State Advisory Group (SAG), known in MT as the Youth Justice Advisory Council (YJC)	Annual schedule of quarterly meetings and meeting minutes	State DMC/JDAI Committee met March 2, June 1, September 7, and December 7 in 2011	Ongoing
Statewide DMC/JDAI Committee will perform an inventory of local site progress on the 8 core strategies	Inventory will be completed and on file	Inventory was completed and is on file	Complete.  Next year all funded sites will be using the new Goal, Objectives, and Performance Measures approved by the State

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Activity	Output Measure	Progress Made 2011	Activity Status Next Fiscal Year (2012)
			DMC/JDAI Committee to report progress.
Results of the site inventory will be used to inform the establishment of Goals, Objectives, and Performance Measures for local sites	Goals, Objectives and Performance measures for the local sites will be completed and in place by March 2012, to be included in the 2012 Title II applications for July 1-June 30 2012 JDAI funding.	Goals, Objectives & Performance measures have been drafted by the Statewide Committee and will be vetted with the local sites at the February quarterly meeting in Missoula	ongoing
Plan and implement a JDAI Track at the annual Crime Prevention Conference in Butte in October 2011 (Instead of model site visits)	Conference agenda, attendance rosters and conference presenter evaluations	Crime Prevention Conference with JDAI track was held October 19-21, 2011 at the Copper King Inn in Butte, MT. Conference was well attended Cascade, Hill, and Yellowstone sites. Missoula's coordinator and one stakeholder attended. Chippewa Cree had no representation at the conference. Evaluations were outstanding. Enthusiasm for the training ignited the initiative in all sites that attended.	Ongoing
All sites send representation to the JDAI Inter-site Conference.	Conference Attendance Roster	None – the conference was not held in 2011, but has been rescheduled by AECF for April 2012	Ongoing
Establish an annual schedule of quarterly Statewide DMC/JDAI Committee meetings to guide statewide JDAI	Annual meeting schedule and minutes from quarterly meetings.	Complete for 2011 and a new meeting schedule has been developed for 2012.	Ongoing

<b>JDAI Annual Report 2011</b>			
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process			
Develop recommendations relative to the use of detention to submit to the Law & Justice Interim Committee (LJIC) of the Legislature	There will be recommendations relative to juvenile detention in the Youth Justice Council (YJC) White Paper to be submitted to the Law & Justice Committee of the Legislature.	The recommendations are in the YJC White Paper that will be submitted to the LJIC on February 24, 2012	Ongoing
<b>2. JDAI Data Collection &amp; Analysis</b>			
All data will be collected locally and reported to the State Coordinator by the local coordinator.	Completion of all AECF reporting requirements	All sites completed and submitted Results Reports for 2011, except Yellowstone and Chippewa Cree which were still in the pre-kick-off stage of the strategies	Ongoing
Work with programmers for the Juvenile Detention Reporting System (JDERS) to program JDAI reports within the existing database for long-term sustainability of JDAI.	Reports will be programmed and operating properly.	State Coordinator was able to provide detailed lists of detainees for each site except Missoula by November 31, 2011. The Detention Population Report has been drafted but needs to be debugged.	Ongoing
Cascade site will do detailed analysis of youth detained for technical violations to determine the reason for such high numbers and possible policy implications.	Cascade will know why so many youth are detained on technical violations and possible policy implications.	Analysis completed. Reference Probation Violations January 1, 2008 thru July 21, 2011. Now focusing in on causes and possible policy implications.	Ongoing

<b>JDAI Annual Report 2011</b>			
<b>Activity</b>	<b>Output Measure</b>	<b>Progress Made 2011</b>	<b>Activity Status Next Fiscal Year (2012)</b>
State DMC/JDAI Committee will analyze the site Detention Utilization Reports on an annual basis.	DMC/JDAI minutes will reflect that the Committee analyzed the Detention Utilization Reports for the funded sites.	Not applicable to 2011	New for 2012
<b>3. Detention Risk Assessment</b>			
Contract with a University to evaluate the RAI	Contract will be in place, evaluation report will be available	Contracted with University of MT, evaluation is in progress and report will be presented to the Statewide DMC/JDAI Committee by their 2012 winter meeting	Ongoing
Contract for analysis of RAI policies and procedures	Contract will be in place, and report will be available	State Coordinator and State Director of the Statistical Analysis Center (SAC) have begun discussions on the requirements of the contract with the University of Montana	Ongoing
Work to increase access to online RAI	RAI will be available online	Not applicable to 2011	New for 2012
<b>4. Alternatives to Detention</b>			
Educate stakeholders at quarterly meetings on:  a) the difference between alternatives to detention and intervention programming; b) OJJDP Core Requirements; and c) onsite visit to see local programming in	Agenda and minutes for quarterly meetings will reflect that training took place and stakeholders will demonstrate their knowledge in reports and discussions with the	<ul style="list-style-type: none"> <li>• Sites toured local programming in Hill County September 20, 2011.</li> <li>• Sites were exposed to JDAI fundamentals training at the Statewide Conference on October 19, 2011.</li> <li>• Training for OJJDP core requirements</li> </ul>	Ongoing

**JDAI Annual Report 2011**

Activity	Output Measure	Progress Made 2011	Activity Status Next Fiscal Year (2012)
Hill County	State Coordinator and AECF TA/TL.	is being planned for the Billings quarterly meeting in May 2012	
Ensure alternatives to detention are available in each site	Minimum of electronic monitoring and electronic alcohol monitoring will be available for use in home arrest as an ATOD in each funded site.	<ul style="list-style-type: none"> <li>• All youth court districts in MT now have access to electronic monitoring and electronic alcohol monitoring equipment through a grant obtained by the State Courts Administration Office to provide home arrest as an alternative to detention.</li> <li>• Electronic monitoring is currently not a viable option for the Chippewa Cree as cell phone service is unavailable and or unreliable on most of the reservation. Chippewa Cree are therefore looking at the feasibility of establishing Youth Reporting Centers in their Boys and Girls Clubs.</li> <li>• Cascade is working with the local group home to expand programs by building a new facility to house a reporting center</li> </ul>	Ongoing
Develop a training agenda for the annual Crime Prevention Conference to include: a) JDAI Fundamentals training; and b) Presentations by New Mexico and other states' model sites recommended by the	Conference Agenda, attendance rosters and evaluations will reflect that the trainings took place	<ul style="list-style-type: none"> <li>• JDAI Fundamentals training took place during a pre-conference session on October 19, 2011 at the Copper King Inn in Butte, MT</li> <li>• The Annual Crime Prevention</li> </ul>	Ongoing with different presenters and training goals.

**JDAI Annual Report 2011**

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AECF TA/TL.		Conference on October 20 & 21 <sup>st</sup> had a JDAI/Juvenile Justice Track with presentations by Jeanne Masterson and Susan Alkema of New Mexico; TJ Bohl of WA; and Sonya Littledeer-Evans of OR	
<b>5. Case Processing</b>			
Educate Stakeholders on the importance of expedited case processing and use materials provided by the state coordinator and TA/TL and <a href="http://jdaiholdesk.org">jdaiholdesk.org</a>	Trainings held and expedited case processing in place	<ul style="list-style-type: none"> <li>• Cascade and Hill Counties are done</li> <li>• Missoula, Yellowstone, sites have been trained and data is being collected.</li> <li>• Chippewa Cree are in process of collecting data, and arranging for training</li> </ul>	Ongoing
Develop a flow chart that reflects decision making points for the jurisdictions case processing procedures	Flow chart will be on file	<ul style="list-style-type: none"> <li>• Cascade and Hill Counties are done</li> <li>• Missoula is in process</li> <li>• Yellowstone &amp; Chippewa Cree have not begun</li> </ul>	Ongoing
Lead a discussion on the jurisdiction's statutory time frames & secure data to measure adherence; conduct a case processing time frame analysis documenting average time between arrest, referral, filing adjudication &	Meeting minutes & data on file	<ul style="list-style-type: none"> <li>• Cascade &amp; Hill Counties are done</li> <li>• Missoula Yellowstone &amp; Chippewa Cree are in process.</li> </ul>	Ongoing

**JDAI Annual Report 2011**

Activity	Output Measure	Progress Made 2011	Activity Status Next Fiscal Year (2012)
disposition for youth in detention, ATDs, and release status, disaggregate data by race/ethnicity/gender/charge & geography			
<b>6. Special Detention Cases</b>			
<p>Consult with the state coordinator and the TA/TL to gain perspective on how to gather data and how to present information to the Special Detention Cases Work Group; develop reports to monitor the number and reasons for special detention cases, including admissions, average daily population and average length of stay disaggregated by race/ethnicity and gender; promote discussions to identify policy, practice or programming that could produce improved results; identify which type of special detention cases (warrants, probation violation, awaiting placement) are in most need of attention; develop a probation violation sanctioning grid to structure standardized decision-making offering numerous sanction options based on the risk level of the violation; produce a probation violation report that documents the number, ALOS, reason, gender, race/ethnicity, and assigned</p>		<ul style="list-style-type: none"> <li>• Cascade County has produced the probation violation report and is proceeding to analyze the report for ways to improve.</li> <li>• Hill County found that they were not did not have a large number of special detention cases</li> <li>• Missoula County is in the process of producing a Probation Violation Report</li> <li>• Yellowstone and Chippewa Cree have not initiated this strategy</li> <li>• Work group of the DMC/JDAI Committee in discussion with local sites has agreed to set definitions for recidivism in the quarterly meeting scheduled for Missoula in February 2012</li> </ul>	Ongoing

**JDAI Annual Report 2011**

Activity	Output Measure	Progress Made 2011	Activity Status Next Fiscal Year (2012)
<p>probation officer and monitor regularly to identify patterns of inconsistency &amp; disparities and to evaluate if JDAI strategies are producing desired results</p>			
<p><b>7. Reducing Racial Disparities</b></p>			
<p>Guide stakeholders and key level leaders in the importance of reducing racial/ethnic disparities and encourage them to make this a priority in the jurisdiction</p>	<p>Training will have been provided and attended by site stakeholders</p>	<ul style="list-style-type: none"> <li>• Training was provided in RED at the Crime Prevention Conference in Butte by TJ Bohl and Sonya Littledeer-Evan and attended by stakeholders from Cascade, Hill, Missoula, &amp; Yellowstone Counties</li> <li>• Chippewa Cree did not send any stakeholders to this training</li> </ul>	<p>Ongoing</p>
<p>Establish a baseline of the percentage of minority youth in the general community juvenile population to be used to measure disparities at each decision point in the juvenile justice system; ensure all record keeping and data collection gathers information on race/ethnicity, gender, age and home address/zip code to analyze and monitor disparities; establish a DMC Workgroup with representation from juvenile justice professionals and the minority community to develop a</p>	<ul style="list-style-type: none"> <li>• Relative Rate Index (RRI) trend data will be available for all sites.</li> <li>• Stakeholders will have attended Burns Institute Training</li> </ul>	<ul style="list-style-type: none"> <li>• State has developed the Relative Rate Index and monitors racial disparities trends for all sites except Chippewa Cree.</li> <li>• All of the RRI's for CY 2005-10 show a reduction in the use of detention but not all showed a corresponding increase in the use of alternatives to detention</li> <li>• Cascade stakeholders traveled to</li> </ul>	<p>Ongoing</p>

**JDAI Annual Report 2011**

<b>Activity</b>	<b>Output Measure</b>	<b>Progress Made 2011</b>	<b>Activity Status Next Fiscal Year (2012)</b>
<p>plan to reduce disparities; schedule Reducing Racial &amp; Ethnic Disparities Training provided by the Burns Institute</p>		<p>Houston for Burns Institute Training.</p> <ul style="list-style-type: none"> <li>• All other sites were provided access to onsite training via the webinar.</li> <li>• All sites are now required to submit a plan to address DMC to the state coordinator.</li> </ul>	
<p>Require local sites to provide local training for LE on Effective Police Interactions Police Interactions with Youth as a step to reduce DMC.</p>	<ul style="list-style-type: none"> <li>• Sites will have provided training</li> </ul>	<ul style="list-style-type: none"> <li>• LE from sites that have taken the course found it offensive. Therefore the State Coordinator will put together focus group of LE to improve CT curriculum to make it more relevant/palatable to MT LE.</li> </ul>	<p>Ongoing</p>
<p>Require local sites to submit a 3-year plan to reduce DMC.</p>	<ul style="list-style-type: none"> <li>• Local sites have a 3-year Plan to Reduce Racial Disparities</li> </ul>	<ul style="list-style-type: none"> <li>• Cascade and Hill County have 3-year Plans in place</li> <li>• Missoula is in the process</li> <li>• Yellowstone is pending training on RED</li> <li>• Chippewa Cree – RED is not applicable to tribes since they only have jurisdiction over American Indian youth who commit offenses on the reservation. State and/or federal courts have jurisdiction over non-Indians who commit offenses on</li> </ul>	<p>Ongoing</p>

<b>JDAI Annual Report 2011</b>			
<b>Activity</b>	<b>Output Measure</b>	<b>Progress Made 2011</b>	<b>Activity Status Next Fiscal Year (2012)</b>
		reservations.	
<b>8. Conditions of Confinement</b>			
<p>Establish a Detention Self-inspection Work Group that will oversee the completion of the biennial self-inspection and reporting process; provide the self-inspection work group with the Detention Facility Assessment Guide, sample findings reports from other jurisdictions, and other resources available from the JDAI Help Desk and the state coordinator and TA/TL; Select a self-inspection team of approximately 3 staff from the facility and 3 staff from youth-serving community based organizations (in the case of regional facilities representatives from other JDAI sites using the facility should be included); Contact the state coordinator and TA/TL to schedule the training for the self-inspection team; File a copy of the self-inspection plan with the State Coordinator.</p>	<ul style="list-style-type: none"> <li>• Self inspection group roster and inspection report will be available</li> </ul>	<ul style="list-style-type: none"> <li>• DMC/JDAI Committee determined in discussion with the AECF TA/TL that biennial inspections would be sufficient.</li> <li>• Cascade – Complete</li> <li>• Hill – Hill County does not have a juvenile detention facility. They use the Cascade County Regional Juvenile Detention Facility</li> <li>• Missoula – in process</li> <li>• Yellowstone – not yet started</li> <li>• Chippewa Cree – do not currently have a juvenile detention facility. They use the Cascade County Regional Juvenile Detention Facility.</li> </ul>	Ongoing

**MT 2012 Proposed Budget**

<b>Agency</b>	<b>Item</b>	<b>Total</b>
MBCC	State & National Meetings & Trainings/Conferences	\$6,000.00
MBCC	State Coordinator Salary Supplement	\$5,000.00
MBCC	RAI Validation Study	\$0.00
MBCC	Policy Analysis Study	\$12,500.00
MBCC	Data System Match or Enhancement to Existing System	\$10,000.00
MBCC	Statewide Conference	\$10,097.01
<b>Subtotal MBCC</b>		<b>\$35,764.30</b>
Cascade County	State & National Meetings & Trainings/Conferences	\$10,000.00
Hill County	State & National Meetings & Trainings/Conferences	\$10,000.00
Missoula County	Travel to Quarterly Meetings & National Conference	\$10,000.00
Yellowstone County	Travel to Quarterly Meetings & National Conference	\$10,000.00
<b>Subtotal County Sites</b>		<b>\$47,832.71</b>
<b>Total Budget</b>		<b>\$83,597.01</b>