

Office of Children and Family Services (OCFS) Quarterly Detention Report: Data Definitions and Technical Notes

OVERVIEW

The Quarterly Detention Report (QDR) was designed to provide the Partnership for Youth Justice (PYJ), a statewide group formed to promote youth justice system improvements, with timely data on detention utilization. The report is currently available at six levels of aggregation: (1) *New York State (NYS)* – this version of the report contains statewide data; (2) *New York City* – this version of the report contains data on the five New York City (NYC) boroughs combined; (3) *Rest of State (ROS)* – this version of the report contains data on the 57 counties outside of NYC combined; (4) *Juvenile Detention Alternatives Initiative (JDAI)* – this version of the report contains data on the six JDAI pilot counties combined;¹ (5) *ROS less JDAI* – this version of the report contains data on the 51 non-JDAI ROS counties combined; and (6) *ROS Counties* – these versions of the report contain county-level data. A county-level report is currently produced and distributed to each of the six JDAI pilot counties.

The QDR provides an overall picture of how detention is used for youth admitted on Juvenile Offender (JO), Juvenile Delinquency (JD) and Persons in Need of Supervision (PINS) cases—the three types of cases for which detention within a juvenile facility is currently permissible in New York State (NYS). Tables included in the report are organized by adjudication type. All statistics presented in these tables are based on data obtained from the OCFS Juvenile Detention Automated System (JDAS). This system is used by secure and non-secure detention facilities to track youth admissions and releases to/from detention. The data definitions and technical notes provided below were produced by the OCFS Bureau of Research, Evaluation and Performance Analytics.

DETENTION UTILIZATION TABLES

Data Elements

- **Adjudication Type** – Indicates whether a youth was admitted on a Juvenile Offender (JO), Juvenile Delinquency (JD) or Persons in Need of Supervision (PINS) case.
 - **JO:** A Juvenile Offender is a person 13 to 15 years of age who has committed a serious criminal act, the nature of which allows that the person be treated as an adult pursuant to Section 180.75 of the NYS Criminal Procedure Law.
 - **JD:** A Juvenile Delinquent is a person 7 to 15 years of age who has committed an act which would be considered a crime if the person were old enough and capable of being treated as an adult. Such a person is considered not to have criminal responsibility.

¹ The Annie E. Casey Foundation's Juvenile Detention Alternatives Initiative (JDAI) is a nationwide effort intended to reduce unnecessary and inappropriate use of detention without compromising public safety. New York State (NYS) joined JDAI in 2012 with six pilot counties—Albany, Erie, Monroe, Nassau, Onondaga and Orange.

- **PINS:** Person in Need of Supervision; under §712 of New York’s Family Court Act, a child who is found to be truant or “incorrigible, ungovernable, or habitually disobedient and beyond the lawful control” of a parent or guardian.²

In 2014, a new data element was added to JDAS to explicitly identify adjudication type. When available, this data element is used to classify detention events/stays as JO, JD or PINS. When this data element is not available a number of other data elements related to adjudication type are combined to identify the applicable category.

- **Start of Quarter** – A count of youth residing in detention on the first day of the quarter. Admission date must be before the first day of the quarter and release date must be on the first day of the quarter, after the first day of the quarter or blank (indicating that the youth is still in care) for a youth to be counted.
- **Admissions** – A count of admissions to detention that occurred during the quarter. Admission date must be on or after the first day of the quarter and on or before the last day of the quarter for a detention event to be counted. A single youth can have multiple admissions during a quarter.
- **Releases** – A count of releases from detention that occurred during the quarter. Release date must be on or after the first day of the quarter and on or before the last day of the quarter for a detention event to be counted. A single youth can have multiple releases during a quarter. Temporary releases of less than a day for the purposes of court appearances or treatment evaluations are not counted as releases.
- **End of Quarter** – A count of youth residing in detention on the last day of the quarter. Admission date must be on or before the last day of the quarter and release date must be after the last day of the quarter or blank (indicating that the youth is still in care) for a youth to be counted.
- **Average Daily Service Population (ADSP)** – The average (mean) number of youth in detention on any given day during the quarter. ADSP is the sum of each youth’s days in detention during the quarter (including day of admission and day of release), divided by the number of days during the quarter. The ADSPs across each category (e.g., Sex, Race & Ethnicity) add up to the total ADSP. This provides an easy way to identify groups that utilize the most detention resources.
- **Length of Stay (LOS)** – LOS in days is calculated for released youth only. LOS is determined by subtracting a youth’s admission date from his/her release date. In the rare case that a youth is admitted and released on the same date, his/her LOS is set to one.
- **Average Length of Stay (ALOS)** – ALOS in days is calculated for released youth only. ALOS is calculated by summing the lengths of stay for the released youth and dividing the total by the number of releases.
- **Median Length of Stay (MLOS)** – MLOS in days is calculated for released youth only. MLOS is calculated by sorting the lengths of stay for the released youth from shortest to longest. If there

² The Quarterly Detention Report (QDR) does not include information on New York City (NYC) youth detained on PINS-related matters, as this information is not tracked in the OCFS Juvenile Detention Automated System (JDAS), the state system of record used to complete the QDR. In accordance with NYS Family Court Act § 720(4), NYC only detains youth on PINS-related matters in foster care settings. Admissions to these settings are tracked in CONNECTIONS.

are an odd number of releases, then the median is the middle value—the value where half of the lengths of stay are above it and half are below it. If there is an even number of releases, then the median is found by taking the average (mean) of the two middlemost numbers. Outliers (i.e., youth with unusually long lengths of stay) have less of an impact on MLOS than ALOS making it a helpful way to summarize the length of time that typical youth spend in detention.

- **LOS <= 3 Days** – Length of stay less than or equal to 3 days is calculated for released youth only. The numbers shown indicate how many youth released during the quarter stayed 3 days or less. Similarly, the percentages shown indicate the proportion of youth released during the quarter that stayed 3 days or less.
- **Sex** – Youth’s Sex (i.e., Male, Female).
- **Race & Ethnicity** – Youth’s Race & Ethnicity (i.e., Black/African American, White, Hispanic, Asian/Pacific Islander, Native American/Alaskan, Unknown). JDAS provides two separate fields for race and ethnicity. For the purposes of the QDR, race and ethnicity are combined by giving ethnicity priority over race—all youth entered as Hispanic or Latino appear in the Hispanic category of the QDR. The remaining youth are classified based on race. Prior to 2014, JDAS captured a single race per youth. Users can now enter multiple race selections. To facilitate cross-year comparison, youth entered as non-Hispanic or Latino and youth with non-reported ethnicities are categorized into single race categories by giving Black/African American designations priority over all other designations, Native American/Alaskan designations priority over Asian/Pacific Islander and White designations, and Asian/Pacific Islander designations priority over White. For example, a non-Hispanic or Latino youth recorded as both Black and Native American would appear in the Black/African American category of the QDR, while a non-Hispanic or Latino youth recorded as both Native American and White would appear in the Native American/Alaskan category.
- **Age at Admission** – Youth’s age in years on the date of his/her admission. Age at Admission is calculated by subtracting a youth’s birth date from his/her admission date. Please note that the accuracy of this data element depends upon the quality of date of birth entry into JDAS. For example, if a user accidentally enters a youth’s admission date into both the admission field and the date of birth field, this youth will be counted in the “12 and under” category of the QDR. Youth younger than 13 years old cannot be held criminally responsible under the NYS Juvenile Offender Law (Penal Law § 30.00(2)). As such, detention events appearing in the “12 and under” category of the JO tables would suggest data entry error.
- **Top Charge (JOs & JDs Only)** – Youth’s most serious charge. When a detention event involves multiple charges only the most serious is reported. This is generally an arrest charge; however, if JDAS lists both arrest and petition charges for a detention event and one of the petition charges is more serious than the arrest charge(s), the petition charge is reported. Charge types are listed in descending order of seriousness from felonies, to misdemeanors, to violations and non-penal law offenses. For example, a felony property crime is classified as more serious than a misdemeanor person crime; therefore, if a youth was charged with both, his/her detention event would be counted under the felony property category. Similarly, if a youth was charged with both a misdemeanor person crime and a violation of probation (VOP), his/her detention event would be counted under the misdemeanor person category.

To facilitate accurate offense classification for the Uniform Crime Reporting Program, all applicable New York State laws are assigned a UCR offense code. Each code is associated with a

specific UCR offense category (e.g., criminal homicide, forcible rape, robbery, etc.). [The New York State Coded Law File](#) lists all applicable laws with their corresponding UCR offense codes. This file is matched to JDAS to determine whether a charge should be classified under person, property, controlled substance or other. This file also provides an indicator for classifying charges as Violent Felony Offenses (VFO) and VFO-like offenses.

All sub-categories listed under Top Charge are mutually exclusive; that is, each detention event is only counted once. As such, summing across these categories adds up to the total number of detention events. See below for a description of each sub-category.

- **Felonies:** Charges classified as felony offenses under NYS Penal Law.
 - **VFO:** Violent Felony Offenses (VFO) and VFO-like class A-1 offenses not in VFO Legislation (see Penal Law § 70.02).
 - **Person:** Felony-level UCR crimes against persons (i.e., criminal homicide, forcible rape, robbery, aggravated assault, kidnapping, sex offenses, coercion, and simple assault). Many felonies classified as UCR crimes against persons are also classified as VFO or VFO-like in the New York State Coded Law File. To avoid double counting, detention events with a top charge classified as both a felony person crime and a VFO are counted under the VFO category. For example, Penal Law § 125.20 (manslaughter in the first degree) is both a felony person crime and a VFO. As such, if a youth's top charge was § 125.20, his/her detention event would be counted under the VFO category.
 - **Property:** Felony-level UCR crimes against property (i.e., burglary, larceny, motor vehicle theft, arson, bribery, extortion, forgery and counterfeiting, stolen property, criminal mischief, fraud and unauthorized use of vehicle). Many felonies classified as UCR crimes against property are also classified as VFO or VFO-like in the New York State Coded Law File. To avoid double counting, detention events with a top charge classified as both a felony property crime and a VFO are counted under the VFO category. For example, Penal Law § 140.25 (burglary in the second degree) is both a felony property crime and a VFO. As such, if a youth's top charge was § 140.25, his/her detention event would be counted under the VFO category.
 - **Controlled Substances:** Felony-level UCR crimes against society related to the sale or possession of controlled substances (e.g., controlled substance sale: marijuana, controlled substance possession: synthetic narcotics).
 - **Other:** Felony-level UCR crimes against society unrelated to the sale or possession of controlled substances (e.g., promoting prostitution, gambling).
- **Misdemeanors:** Charges classified as misdemeanor offenses under NYS Penal Law.
 - **Person:** Misdemeanor-level UCR crimes against persons (i.e., aggravated assault, kidnapping, sex offenses, coercion and simple assault).
 - **Property:** Misdemeanor-level UCR crimes against property (i.e., larceny, motor vehicle theft, bribery, forgery and counterfeiting, stolen property, criminal mischief, fraud, embezzlement, unauthorized use of vehicle and possession of burglary tools).

- **Controlled Substances:** Misdemeanor-level UCR crimes against society related to the sale or possession of controlled substances (e.g., controlled substance sale: marijuana, controlled substance possession: synthetic narcotics).
 - **Other:** Misdemeanor-level UCR crimes against society unrelated to the sale or possession of controlled substances (e.g., promoting prostitution, gambling).
 - **Violations & Non-PL Offenses:** Charges classified as violations under NYS Penal Law and other non-Penal Law offenses.
 - **Warrant:** Captures detention events with a warrant as the most serious charge. Events are counted as involving a warrant if the JDAS arrest and/or petition charge text description includes reference to a “warrant” and/or one of the four possible warrant types (i.e., JD, PINS, OCFS, DJJ) are selected from the JDAS Warrant Type pull-down menu. Since this data element only counts detention events involving a warrant if there are no other more serious charges, it should not be used to identify the number/proportion of detention events involving a warrant. For all detention events involving a warrant see the Warrant category provided below.
 - **VOP:** Captures detention events with a Violation of Probation (VOP) as the most serious charge. Events are counted as involving a VOP if the JDAS arrest and/or petition charge text description includes reference to a “probation violation” or “violation of probation” and/or “Violation Probation – JD” or “Violation Probation – PINS” is selected from the JDAS Petition Type pull-down menu. Since this data element only counts detention events involving a VOP if there are no other more serious charges, it should not be used to identify the number/proportion of detention events involving a VOP. For all detention events involving a VOP see the Violation of Probation (VOP) category described below. However, this data element may be used to approximate the number/proportion of detention events involving a technical VOP. Although JDAS does not currently distinguish between technical and non-technical VOPs, detention events involving a VOP and no other more serious charges are likely technical violations.
 - **Other:** Captures detention events with other violations and non-PL offenses as the most serious charge (e.g., trespass (§ 140.05), unlawful possession of marijuana (§ 221.05), Beyond Lawful Control of Parent).
 - **Missing Charge Information:** Detention events with missing/unknown charges.
- **Weapon Offense (JOs & JDs Only)** – Captures detention events with one or more weapon-related arrest/petition charge. Unlike Top Charge, which uses the most serious charge to categorize each detention event, this indicator counts any detention event with a weapon-related charge, regardless of whether that charge was the most serious. Charges are identified as weapon related using the Weapons Indicator provided in the New York State Coded Law File. This indicator flags the following types of offenses as weapon related:
 - Commission of an offense which exclusively involves the use/display, possession or sale of a firearm as defined in PL 265.00 subdivisions 1, 3, 11, 12, 15, 20 and 22.
 - Commission of an offense which involves the use/display of a deadly weapon as defined in PL 10.00(12), which may or may not involve a firearm.

- Commission of an offense which involves the use/display of a dangerous instrument as defined in PL 10.00(13) (excluding vehicles), and any other dangerous weapon, including but not limited to those defined in PL 265.00 subdivisions 2, 18 and 23.
- Commission of a firearm licensing offense as defined in PL Article 400.
- Commission of an offense which involves displaying what appears to be a firearm.
- **Sex Offense (JOs & JDs Only)** – Captures detention events with one or more arrest/petition charge classified as a forcible rape or sex offense according to UCR offense code designations provided in the New York State Coded Law File.³ Unlike Top Charge, which uses the most serious charge to categorize each detention event, this indicator counts any detention event with a charge classified as a forcible rape or sex offense, regardless of whether the charge was the most serious.
- **Warrant** – Captures detention events involving a warrant. Events are counted here if the JDAS arrest and/or petition charge text description includes reference to a “warrant” and/or one of the four possible warrant types (i.e., JD, PINS, OCFS, DJJ) are selected from the JDAS Warrant Type pulldown menu. Unlike the warrant category provided under Top Charge, which only counts detention events involving a warrant if there are no other more serious charges, this indicator counts any detention event involving a warrant. For example, if a youth was charged with a felony person crime and “JD” was selected under the Warrant Type pulldown menu, his/her detention event would be counted under the felony person category rather than the warrant category for Top Charge; however, his/her detention event would be counted under this warrant indicator since it counts all events involving a warrant regardless of other more serious charges.
- **Warrant Type** – Breaks out detention events involving a warrant by type (i.e., OCFS vs. Other/Unknown). Events are counted as involving an OCFS warrant if OCFS is selected from the JDAS Warrant Type pulldown menu. All other events are classified as Other/Unknown. Although JDAS users have the ability to enter warrant type under the Warrant Type pulldown menu, some enter warrants as an arrest and/or petition charge without specifying the warrant type. In these cases, the detention event is counted under Other/Unknown. It’s possible that some of these unknown warrants could be OCFS warrants. Please note that percentages shown are out of total warrants.
- **Violation of Probation (VOP)** – Captures detention events involving a violation of probation (VOP). Events are counted here if the JDAS arrest and/or petition charge text description includes reference to a “probation violation” or “violation of probation” and/or “Violation Probation – JD” or “Violation Probation – PINS” is selected from the JDAS Petition Type pulldown menu. Unlike the VOP category provided under Top Charge, which only counts detention events involving a VOP if there are no other more serious charges, this indicator counts any detention event involving a VOP. For example, if a youth was charged with both a misdemeanor person crime and a violation of probation, his/her detention event would be counted under the misdemeanor person category rather than the VOP category for Top Charge; however, his/her detention event would be counted under this Violation of Probation (VOP) indicator since it counts all events involving a VOP regardless of other more serious charges.
- **Admitting Authority** – Authority ordering/initiating detention admission:

³ This category also captures detention events with one or more arrest/petition charge classified under the [expanded definition of rape](#) now used for UCR reporting.

- **Police/Law Enforcement:** Detention admissions initiated by the police when court is not in session.
- **Court Remand:** Court ordered detention admissions.
- **Other:** Detention admissions initiated by other entities (e.g., Immigration and Customs Enforcement (ICE) in instances of illegal immigration and local probation departments in instances where probation is revoked).
- **Stay Type (JDs Only)** – Youth’s Stay Type (i.e., Non-Secure, Secure, Mixed). The NYS juvenile detention system includes two levels of care: secure and non-secure. Youth detained on JO-related matters are cared for in secure facilities, while youth detained on PINS-related matters are cared for in non-secure facilities. For youth detained on delinquency-related matters, confinement in either facility type is possible, and both are frequently used. JD youth who spend time in both secure and non-secure facilities during a continuous detention stay are categorized as Mixed under stay type. Please note that a youth in detention at the end of the quarter with a Non-Secure or Secure stay type could switch to the Mixed stay type in subsequent quarters if he/she is transferred from a non-secure to secure facility or vice versa during a continuous detention stay without a change in Adjudication Type (i.e., JO, JD, PINS) or Home County.
- **Home & Court County Differ** – The Quarterly Detention Report is run by Home County. This category shows the number and proportion of youth for whom Home and Court County differ.
- **DRAI Risk Level (JDs Only)** – In 2011, the NYS Legislature amended State Executive Law § 530 to incorporate several provisions aimed at promoting detention reform. Included among these provisions was a requirement that all counties use an empirically-validated Detention Risk Assessment Instrument (DRAI) to guide detention-related decisions in juvenile delinquency cases. NYS currently has two approved Detention Risk Assessment Instruments: (1) the OCFS DRAI for use in counties outside of NYC, and (2) the NYC DRAI for use within the five boroughs.⁴

State Executive Law § 530(7) requires that the agency administering detention for each jurisdiction provide OCFS with annual data on the DRAI Risk Levels (i.e., Low, Moderate, High) of all youth detained on delinquency matters. To assist counties in meeting this statutory reporting requirement, OCFS modified JDAS to enable detention providers to enter a DRAI ID for all new detention admissions. This ID is used to pull a youth’s Risk Level from the OCFS Detention Risk Assessment Instrument System (DRAIS) into JDAS.⁵ The Quarterly Detention Report provides the number and proportion of detained youth scoring Low, Moderate and High Risk on the OCFS DRAI according to JDAS. Since JDAS users must enter a DRAI ID to connect the two systems, detention events missing DRAI IDs in JDAS prior to the QDR data extraction date are counted under the Missing DRAI Score category regardless of what’s entered in DRAIS.

If system decision-makers are largely adhering to DRAI recommendations, the vast majority of detention events should involve youth classified as High Risk. However, users of the QDR should keep in mind that the JDAS tables cannot be used to calculate override or underide rates since they do not present a complete picture. The JDAS tables only include detained youth. As such, they can only tell us how many Low- or Moderate- Risk youth are detained, inconsistent with

⁴ NYC uses a separate DRAI developed and validated prior to 2011.

⁵ DRAIS is used by all counties outside of NYC to complete and score the OCFS DRAI. NYC uses a separate process to administer its DRAI, which does not require access to, or use of, DRAIS. Consequently, DRAI Risk Level is not included in the NYC or NYS Quarterly Detention Reports.

the DRAI recommendation, and how many High Risk youth are detained, consistent with the DRAI recommendation. See Table 1 below for other outcomes not captured by JDAS.

Table 1. JDAS Coverage			
Risk Score	Final Decision		
	Release without restrictions	Release with restrictions	Detain (non-secure or secure)
Low (0 points)	Recommendation Followed	Override	Override
Moderate (1 point)	Underride	Recommendation Followed	Override
High (2-4 points)	Underride	Underride	Recommendation Followed

 = Outcome NOT captured in JDAS

Unit of Observation

The detention utilization tables include counts of detention events/stays—not the number of unique youth detained. A detention event is defined as a continuous detention stay that does not involve a change in Adjudication Type (i.e., JO, JD, PINS) or Home County. A stay concludes when there is a break in detention of one or more days, or a change in Adjudication Type or Home County. A single youth can have multiple detention events during the quarter.