

The Landscape of Alternatives to Detention:

Results From a National Survey

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December 2002

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Executive Summary

Introduction

Detention centers have been referred to as hidden closets within the juvenile justice system because of the propensity of that system to utilize detention for reasons beyond its traditional mandate as a holding facility for those who threaten the public safety or to prevent absconding of those awaiting a court hearing. With the passage of the Juvenile Justice and Delinquency Prevention Act of 1974 the issue of the use of detention has been a major focus of juvenile justice policy both locally and nationally. One of the major provisions of that act, the deinstitutionalization of status offenders (DOS), challenged the long standing assumption that youth with minor offending histories required an incarcerative sanction in order to protect public safety. In spite of the passage of the JD Act, the use of detention has expanded as evidenced by the placement of status offenders for very short periods of time in detention and the placement of misdemeanor or felony offenders for a prescribed period of time in detention in lieu of placement in long-term secure custody facilities.

Due mostly to the overcrowding of detention centers, alternatives to detention have been developed across most jurisdictions with varying degrees of support and success. The Coalition for Juvenile Justice survey is intended to assist policy makers in every jurisdiction with their examination of detention practices, by specifically identifying those factors which might contribute to the exploration of the utilization of alternatives in those jurisdictions that are experiencing overcrowded conditions in their detention facilities.

Purpose of Survey

The Criminal and Juvenile Justice Consortium is pleased to present results of the national Alternatives to Detention study conducted for the Coalition for Juvenile Justice. The purpose of this survey was to assess the perspectives of juvenile justice professionals and citizens on the availability, barriers and facilitators, personal support levels, perceived effectiveness and environmental support of alternatives to detention as well as general detention problems. This is an audience whose highly-focused professional and volunteer experience has given them specific knowledge and personal understanding of the realities of juvenile detention and ATD practices and issues.

Respondents to this survey are well qualified to provide in-depth, accurate and insightful responses. Most have been involved in the juvenile justice system for at least eleven years or longer. They represent many professional areas of the juvenile justice system, with most being juvenile justice specialists, probation officers, educators, law enforcement, defense attorneys and judges. Other areas include prosecuting attorneys, case managers, line staff from both secure facilities and non-residential community programs and intake workers. Respondents represent perspectives of the juvenile justice system and alternatives to detention from both the state and local levels.

Importance of Alternatives to Detention

Alternatives to detention are widely used throughout the United States and play an important role in dealing with youth offenders. Respondents from state and local levels perceive alternatives as an important resource, having unique dynamics that are much more effective in rehabilitating certain types of youth offenders than placement in detention facilities.

Respondents viewed alternatives to detention much more favorably in terms of successful treatment outcomes than detention centers. Detention was seen as contributing to negative self-concepts, reinforcement of criminal behavior and not as a deterrent to future offending. Respondents also strongly feel that detention diverts scarce resources from more effective alternative programming.

At the same time, respondents clearly believe that detention has a role to play in rehabilitating certain types of youth offenders and that it is a necessary component of any juvenile justice system for the specific role it plays protecting some youth, and protecting the public, from certain types of offenders.

Most Important Elements of Alternatives to Detention Programs

Respondents felt that alternatives to detention should focus on rehabilitation and retribution. Support services to families and youth are considered the most important elements of alternative programs for rehabilitating youth. But respondents still feel that holding youth accountable and protecting the community are important elements that must be part of alternative programs. Local respondents felt most strongly about holding youth accountable and protecting the community. Other important elements include education, protecting youth from harming themselves and accountability of parents.

Availability of Alternatives to Detention

State respondents said that there are a large number of alternatives available throughout the state, but local respondents said those programs aren't available in every jurisdiction. Insufficient financial and other resources, low public demand and crowded existing alternatives are cited as the most prevalent reasons limiting the availability of alternatives to detention.

State and local respondents reported that for pre-adjudicated youth, home detention is the most widely available alternative, followed by alternative schools and shelter care. Local respondents also reported that shelter care and wraparound programs are widely available and state respondents reported wide availability for youth service centers, multi-use facilities, juvenile receiving centers, and residential and day treatment programs.

State and local respondents listed traditional probation, community service hours and restitution as the most widely available alternatives for post-adjudicated youth. Other frequently used alternatives for post-adjudicated youth include intensive probation, electronic monitoring and residential treatment.

Programs reported most often at local levels are traditional probation, community service hours and restitution, electronic monitoring, intensive probation, house arrest, outpatient treatment and foster care. At state levels, programs most frequently reported include traditional probation, community service hours and restitution, intensive probation, electronic monitoring and residential treatment.

Emphasis Given to Reduce the Detention Population of Pre- and Post-Adjudicated Youth

Both state and local respondents said that there has been a lot of emphasis given to reducing the level of both pre- and post-adjudicated youth detention populations. Most frequently mentioned practices for reducing the use of detention include earlier intervention by courts with at-risk youth and intervention by other agencies in the lives of identified at-risk families.

Quality and Condition of Existing Alternatives

Both state and local respondents strongly supported the concept of alternatives to detention as well as existing alternatives to detention but feel there is room to improve on program quality and effectiveness. All respondents gave slightly lower ratings to the effectiveness of alternatives to detention regardless of specific type of program. Although overall ratings for quality and effectiveness are slightly lower than support levels, they are still high.

Respondents described the current state of detention as crowded. They also describe alternatives to detention as crowded. Comparatively, status offenders in detention are considered a lesser problem. State respondents feel these types of conditions are more prevalent than local respondents.

Respondents felt there is strong financial support for creating both new detention facilities and alternatives to detention, but much less public and policy support for alternatives to detention.

Effectiveness of Alternatives to Detention

State and local respondents strongly believed that alternatives to detention are effective and that the current continuum has reduced the reliance on and use of detention. They also believed that some alternatives currently used aren't effective while some effective programs are currently not used.

Respondents felt that alternatives to detention are generally effective in meeting the three requirements of the restorative justice framework but are most effective in ensuring public safety and holding youth accountable. Alternatives are seen as being least effective in helping youth develop competencies that prevent re-offending.

Impact of Alternatives to Detention

Respondents perceived most alternatives as having a positive impact on youth by diverting them from the juvenile justice system. Wraparound programs, foster care, substance abuse treatment, school-based supervision and work programs are considered to have the greatest impact on diverting youth from the system. Home detention, house arrest, electronic monitoring and residential treatment are considered to have the greatest impact on moving more youth into the juvenile justice system. Alternatives cited as moving more youth into the system are also some of the most widely used.

Barriers and Facilitators to Effective Alternatives to Detention

The most significant barriers to implementing effective alternatives are finance and budgeting issues, political considerations and public opinion. Finance and budgeting is clearly considered to be the most significant barrier. Factors considered to be the least significant barriers included juvenile justice system structures, policies, statutes and ordinances.

The greatest facilitating conditions are considered to be leadership, finance and budgeting issues. Leadership is considered to be the greatest facilitating condition followed closely by finance and budgeting.

Other important facilitating conditions include juvenile justice system policies, structures and political considerations.

Use of Analytical Tools

Standardized risk and needs assessment tools are widely used. They are most often used during the intake and admissions process, next during the screening process and less often during hearings.

State and local respondents said that research and evaluation tools aren't widely used.

Study Methodology

This survey was based on a national sample of juvenile justice leaders, practitioners, and actively interested citizens. The survey instrument asked participants to respond to 38 questions about (a) the availability of ATD, (b) perceived quality of ATD programs, (c) the use of secure detention, (d) perceptions about the effectiveness of ATD programs, (e) support for ATD, (f) perceived barriers to implementing ATD, and (g) conditions facilitating the use of ATD.

The sampling strategy was a purposive one, targeting juvenile justice professionals and citizens who possessed specific knowledge about juvenile detention and ATD issues. For the purposive sampling a set of mailing lists were provided to the CJJC by the CJJ. Potential survey participants in the mailing lists were classified as working at either a state or local jurisdiction level, based on their job titles and agency affiliations. Potential participants who had an e-mail address were invited to complete a web-based version of the survey rather than a hard copy version.

Two weeks after the survey was initially distributed the CJJC initiated telephone contact with potential participants who had not yet returned their surveys. Four weeks after the survey was initially distributed the CJJC called back the remaining potential participants who had not yet returned their surveys and who had not indicated they were not interested during the two-week follow-up calls.

There were a total of 2,083 individuals identified in the mailing lists, and 411 responded to the survey, for a full sample response rate of 19.7%. Of the 1,448 individuals in the survey population who were involved with juvenile justice at the state level, 247 responded to the survey, for a state level response rate of 17%. There were 635 potential participants who were involved with juvenile justice at the local level, and 164 responded to the survey, for a local level response rate of 26%.

There were 1,195 potential participants in the survey population who received hard copy versions of the survey, and 254 responded, for a hard copy response rate of 21%. Of the 888 individuals who were invited to participate in the survey electronically, 157 responded, for an electronic response rate of 18%. Margins of error for the overall state level, and local level samples were 5%, 6%, and 7%, respectively.

Prior to distributing the survey the CJJC obtained approval of the research protocols, informed consent statement, cover letter, and follow-up contact scripts from the University of Utah Instructional Review Board (IRB) for Research Involving Human Subjects. There were no adverse incidents associated with this study.

Predicting ATD Availability

To answer the research question of “What factors are most important in predicting the availability of alternatives to detention?” a regression analysis was conducted.

Before conducting the analysis the individual survey questions were grouped into scales, which were statistically supported. The seven resulting scales included Alternatives to Detention (ATD) Availability, ATD Barriers, ATD Facilitators, ATD Personal Support, ATD Perceived Effectiveness, ATD Environmental Support, and Detention Problems. The data were also examined, and appropriately modified, to meet the statistical assumptions of regression analysis.

The regression model statistically controlled for the effects of ATD Personal Support, Tenure in the Juvenile Justice System, Role in the Juvenile Justice System, and ATD Perceived Effectiveness. After controlling for these factors, ATD Environmental Support emerged as a significant predictor of ATD Availability.

The analysis shows that problems in detention centers, and the presence of perceived facilitators or barriers relating to ATD implementation were not nearly as important as the degree to which the juvenile justice system prioritizes ATDs. The results indicate that the amount of policy support that can be generated for developing, implementing, and maintaining ATDs will be the most likely vehicle for increasing their availability in communities across the United States.

Conclusion

This survey does not provide information to those in the juvenile justice system that is either new or startling. It confirms for decision makers what, perhaps, is necessary for meaningful reforms to occur.

Detention centers continue to be crowded as do alternatives to detention, but the support for detention (accountability and public safety) as a component of the juvenile system is strong, as are alternatives to detention supported as vital to a strong continuum of care within any jurisdiction. The current interest in sentencing guidelines, risk assessing and detention criteria within the juvenile justice system may impact detention use in the coming years but those in authority can proceed with the development of detention alternatives knowing that the vast majority of respondents to this survey not only support alternatives but view them as vital to the successful application of the restorative justice model so universally embraced in most jurisdictions today.

Detention centers have been crowded since the early days of the monitoring of detention centers when the Juvenile Justice and Delinquency Act of 1974 was passed. In the ensuing nearly 30 years conditions of confinement continue to be of concern to those charged with the administration of these facilities. Respondents confirmed that rehabilitation is a major role of detention and for meaningful rehabilitation to occur conditions within facilities must be conducive to resident and staff safety.

Those conditions cannot exist when there are too many youth in too little space. Alternatives to detention become vital for the maintenance of proper detention practices (elimination of overcrowding) and just as importantly, for the provision of rehabilitative possibilities for those youth who not only do not require secure detention but may be harmed by the imposition of that sanction.

Literature Review

Juvenile Detention

When a young person has been accused of an offense or is arrested, they may be held in a lockup, a jail or a detention facility. Juvenile detention centers are short-term holding facilities designed specifically for youth. Most detention centers provide rudimentary educational and recreational services at the very least and some offer more extensive services. The purpose of detention is to ensure that youth appear for their court hearings and to prevent young people from reoffending prior to court disposition (Wordes & Jones, 1998).

The principles of effective detention programming were first discussed by Healey and Bronner in 1926 but Sherwood Norman (1961) is largely credited with the emergence and conceptualization of literature concerning detention programming and services (Roush, 1993). Little information exists on the early uses of detention facilities. However, in 1974 the Juvenile Justice and Delinquency Prevention Act was signed into law, partly in response to the misuse of detention facilities and the inappropriate placement of nonviolent youth in detention. The act's purpose was to ensure that "status offenders, dependent and neglected youth and abused youth be removed from adult jails, detention centers and training schools" (Schwartz, 1989). The act also created the Office of Juvenile Justice and Delinquency Prevention whose purpose was to provide research and assistance to policymakers and practitioners involved in the juvenile justice system and to encourage the development of alternative community programs to benefit nonviolent youth (Schwartz, 1989).

The board of the National Juvenile Detention Association adopted the following definition of detention in 1989.

"Juvenile detention is the temporary and safe custody of juveniles who are accused of conduct subject to the jurisdiction of the court who require a restricted environment for their own or the community's protection while pending legal action. Further, juvenile detention provides a wide range of helpful services that support the juvenile's physical, emotional and social development. Helpful services include: education, visitation, communication, counseling, continuous supervision, medical and health care services, nutrition, recreation and reading. Juvenile detention includes or provides for a system of clinical observation and assessment that complements the helpful services and reports findings." (Roush, 1993, U.S. Department of Justice, Office of Justice Programs, 1997).

In 1995, there were 503 facilities that qualified as juvenile detention centers in the U.S. Of these, 403 were private. On any given day, an average of 23,000 youth were held in public detention facilities while 7,900 were held in jails in 1995 (Wordes & Jones, 1998). Between 1985 and 1995, the one-day detention rate (number of youth in a detention center in the U.S. on any given day) increased by 68%, from 53 youth per 100,000 in 1985 to 89 per 100,000 in 1995 (Wordes & Jones, 1998). Admissions to detention centers also increased between 1984 and 1990 by 38% (Moon, Applegate, & Latessa, 1997). The national average number of days youth were held in detention facilities increased from 12 days to 15 days during this time period as well (Wordes & Jones, 1998).

The Office of Juvenile Justice and Delinquency Prevention changed the way they conducted their census of youth detention and residential placement centers in 1997. Thus, some of the comparisons to earlier rates cannot be made. One of the changes that impacts these rates is that a center could qualify as more than one facility type, meaning that they could be considered both detention and some other facility (i.e. job placement). Results from the 1997 Census of Juveniles in Residential Placement showed that on a typical day in 1997, there were 32,600 residents held in 592 detention facilities. This represented a 34% increase in the population of detention center residents compared to 1995.

It is important to note that this figure may be an overestimate since more facilities qualified as detention under the new census. Of the detention centers identified in 1995, 557 facilities were included in the 1997 census. These facilities held nearly 29,600 residents on the census day in 1997, which was an 18% increase compared to what they held in 1995 (M. Sickmund, personal communication, November 6, 2002).

In 1997, about 8 out of 10 residents of public detention facilities were detained offenders under age 21. Of these, nearly 5 in 10 were detained pending adjudication; 3 in 10 were adjudicated and awaiting disposition or placement elsewhere and 2 in 10 were juveniles who were committed to the detention facility as part of a court ordered disposition. On a typical day in 1997, criminal court transfers accounted for 7% of the offenders in public detention facilities (M. Sickmund, personal communication, November 6, 2002).

Data from the 1997 census showed that youth held for person offenses accounted for 31% of detained offenders in public detention facilities. Youth held for property crimes accounted for 26% and those held for violations of probation, parole or valid court orders accounted for 24%. Finally, youth held for drug offenses made up 9%, those held for public order offenses made up 9%, and status offenses made up 2% of those held in detention (M. Sickmund, personal communication, November 6, 2002).

The number of delinquency cases involving detention increased by 11% from 1990 to 1999 (Puzzanchera et al., 2002). Between 1990 and 1999, the percentage of delinquency cases where youth were detained in detention at some point between referral and disposition stayed relatively constant with 23% in 1990 and 20% in 1999. However, the number of drug offense cases in which youth were detained in detention increased by 62% between 1990 and 1999. For public order offenses, that number increased by 44%, for person offenses, it increased by 32%. But there was a 26% decrease in the rates of detention for property crimes between 1990 and 1999 (Puzzanchera et al, 2002).

While the proportion of all cases that went to detention stayed relatively constant between 1990 and 1999, the number of cases involving detention increased by 25%. The percent increase reflects that more youth were involved in the justice system in 1999 than in 1990 rather than a higher percentage of the population being to detention. The number of delinquency cases involving detention in 1998 was 66,100 more than in 1989 (Harms, 2002). The most dramatic increase in the detention population has been the influx of female youth charged with person offenses (Harm, 2002). Compared to other offenses, juveniles charged with property crimes as their most serious offense make up the largest proportion of the detention population. Property cases made up 34% of the cases involving detention in 1999 (Puzzanchera et al, 2002).

The apparent rise in the use of detention may have been due to a growing population of youth awaiting trial as adults and due to youth remaining in detention for longer periods of time because no placement or proper

home could be found for them (Wordes & Jones, 1998). The use of “expeditors” (detention staff who review the detention population for possible release to home or to an alternative to detention), the use of reforms that expedited case-processing for certain subgroups of offenders and an effort to decrease the number of “back-door” offenders (youth who have been removed from a placement) are methods which have been used to try to decrease the days youth spend in detention (Wordes & Jones, 1998).

It is important to note that juvenile detention is not uniform across the country. Differences exist in the locus of administration, authorization for admission to detention, staffing practices and other factors. Further, decisions impacting the detention system can be made by legislation, police department policy, detention center policy and court discretion (Wordes & Jones, 1998).

Uses and Misuses of Detention

Throughout its existence, confusion and misuse of detention has existed. Judges have used detention for protection, punishment, and storage; police and probation officers have used it as a disposition (Wordes & Jones, 1998). Misuses of placement in detention include postadjudicatory commitment, placement as punishment, placement due to administrative convenience and a lack of alternatives (Schwartz & Barton, 1991). During the 1970s, youth were regularly held in detention centers at every stage of the juvenile justice process. Today, detention is used for diverse populations and for reasons outside of the proclaimed uses of ensuring court appearance and protecting the public (Wordes & Jones, 1998).

One of the main problems in the current use of detention centers is that youth awaiting hearing, trial or disposition or youth who have made technical violations in their probation may be housed with youth accused of very serious crimes awaiting transfer into the adult system or youth who are mentally ill and cannot be properly placed (Wordes & Jones, 1998). Despite federal law prohibiting it, some areas place homeless and runaway youth in detention facilities while seeking more proper placements (Wordes & Jones, 1998). Other reasons juvenile justice officials have said they place youth in detention are to allow for mental health assessments, because parents were not available and to teach youth a lesson (Rust, 1999).

It is important to note that some offender types are more represented than others in detention populations. The population of drug offenders increased by 200% between 1985 and 1995 even though drug use was on the decline during that time period. This was most likely due to criminal justice policies related to the war on drugs (Wordes & Jones, 1998). Until 1991, the rate of admissions for property crime offenders was greater than for person offenders but offenses against persons increased by 160% between 1985 and 1995 and in 1995 the detention rate for person offenders was greater than property offenders (Wordes & Jones, 1998).

Detention rates for all racial and ethnic groups except Whites increased between 1985 and 1995 as well (increases of 180% for African Americans and 145% for Hispanics but a decrease of 13% for Whites) (U.S. Department of Justice, 1994, Wordes & Jones, 1998). Minority youth currently make up 60% of the juveniles in detention (Goren, 2001).

Data from the 1997 census show that males made up 84% of detained offenders in public detention facilities. Compared with their overall proportion, females accounted for a greater proportion of youth held for status offenses (45%), non-index person offenses (23%) and violations of probation, parole or valid court orders (23%). Females made up a smaller proportion of those held for weapons offenses (5%), Violent Crime Index offenses (10%) and drug offenses (10%) (M. Sickmund, personal communication, November 6, 2002).

Minority youth were over represented in the population of detained offenders in public detention facilities in 1997. They accounted for 64% of detained offenders in public detention facilities. Black youth made up 42% of the population, White youth made up 36%, Hispanic youth comprised 19% and youth of other races (Asian and American Indian) comprised 3% of the detention population. The offense profile of detained minority offenders in public detention facilities differed from the offense profile for their White counterparts. Minorities had larger proportions of violent and drug offenses than Whites. Among minority offenders detained

in public detention facilities, 26% were held for a violent crime and 10% for a drug offense. In comparison, among Whites, 16% were held for a violent crime and 5% for a drug offense (M. Sickmund, personal communication, November 6, 2002).

One of the results of the way in which detention has been used is that many detention centers are overcrowded. Capacity in detention centers did not increase in the same magnitude as one-day detention rates increased between 1985 and 1995 (Wordes & Jones, 1998). In 1984, detention facilities had more than 4,000 beds available on an average daily basis. By 1994, the population exceeded capacity by more than 1,000 youth on a daily basis (Wordes & Jones, 1998).

In 1985, 2,732 youth were housed in detention facilities that were overcrowded and by 1995, 14,932 youth were housed in overcrowded facilities (Wordes & Jones, 1998). Thus, crowding in these centers has become a widespread and serious issue. Reasons for the crowding problem are that legislation and policy around juvenile crime during this time period sent a “get-tough” message as part of the war on drugs (Wordes & Jones, 1998).

Some of the consequences of overcrowding have been that youth have had to sleep on mattresses in day rooms, education services have been curtailed, increased rates of staff/youth altercations have occurred, cost has increased and injuries to youth have increased (Wordes & Jones, 1998). Reform in the juvenile justice has begun to address overcrowding and fortunately crowding in detention has decreased (Wordes & Jones, 1998).

Effectiveness of Detention

There is a lack of research and knowledge concerning effective detention practices and use (Roush, 1993). Research indicates that putting youth in secure detention does not deter future offending and increases the likelihood that youth will be placed away and out of their homes in the future. Detained children are, in general, more likely to be incarcerated at disposition (Rust, 1999). The indiscriminant use of secure detention also has financial costs to taxpayers since, between 1985 and 1995 the operating costs for detention centers more than doubled (\$820 million in 1995) (Rust, 1999).

Development of Alternatives to Detention

Early alternatives to detention appeared in the 1970s with the use of home detention (Schwartz & Barton, 1991). One of the first steps detention centers have taken to consider alternatives is the use of risk assessments to determine whether or not a young person is actually appropriate for secure detention placement (Wordes & Jones, 1998). This effort was first introduced in Florida as a result of a federal lawsuit that charged illegal overcrowding in the detention system.

The Annie E. Casey Foundation has been the leading organization in pursuing and supporting research on alternatives to detention. In 1992, they launched the Juvenile Detention Alternatives Initiative (JDAI), granting five jurisdictions, three of which were able to implement the project, funding to attempt to (a) eliminate inappropriate or unnecessary use of secure detention, (b) minimize failures to appear in court and incidence of delinquent behavior, (c) redirect public finance to successful reform strategies, and (d) improve conditions in secure detention facilities.

The JDAI sites created almost 700 new alternative programs (Wordes & Jones, 1998). The most basic alternatives to detention were: home confinement with frequent unannounced visits and phone calls by probation officers or surrogates from nonprofit agencies, day and evening reporting centers and shelters to serve homeless youth, runaways and others who needed 24 hour supervision (Rust, 1999).

Effectiveness of Alternatives to Detention

It has been difficult to assess the effectiveness of alternatives to detention because some of the declines in detention populations in the JDAI sites have not been sustained (Wordes & Jones, 1998). Net widening, or creating policies and practices that push more youth into the juvenile justice system, occurred in some of the communities making it such that the alternatives offered were not true alternatives to detention. One positive outcome has been that while national statistics have shown large increases in detention across the country, the JDAI sites were not part of that increasing trend (Wordes & Jones, 1998). In general, the sites have reported positive results for their alternatives to detention. For example, at the Cook County JDAI site, from 1996 to 1999, the detention center's average monthly population decreased from high of 779 to a low of 524 (Lubow, 1999).

It is thought that this change was due to the decrease in the number of youth placed in secure settings after screening from 70% to 40% and by decreasing the case processing time by 39% (Lubow, 1999). The alternatives implemented there are thought to have served more than 10,000 children since 1994 and 90% of the youth who participated in the alternatives remained arrest free during their placement (Rust, 1999). The Sacramento County site reduced the number of referrals to secure detention by 24% and decreased its pretrial reoffending rate by about 24%. Further, it decreased case processing time for detained cases from 1994 to 1997 by 43% (Lubow, 1999).

It is important to note that risk assessments and the development of alternatives to detention need to address significantly growing populations – young women and racial and ethnic minorities. There is a need for culturally specific alternative programs (Wordes & Jones, 1998).

Obstacles Facing Alternatives to Detention

One obstacle to the use of alternatives to detention is that these programs will end up serving youth that they were never intended to serve (Rust, 1999). Putting youth in secure detention is politically safe, popular and simple. Police officers, judges, prosecutors and parents often feel that secure detention is the only acceptable placement and it has historically been unpopular for detention staff and administrators to refuse to accept youth into detention (Dale & Sanniti, 1993). Thus, good support from leaders is necessary in order to develop and implement the use of alternatives to detention for their intended purpose (Dale & Sanniti, 1993).

Methods

This survey, based on a national sample of juvenile justice leaders, practitioners and actively interested citizens, was designed to contribute to the current national knowledge base on Alternatives to Detention. The survey provides descriptive and exploratory data for continuing assessment of ATD across the United States. This method section will describe the survey instrument, the study sample, with data on response rates and margins of error and data collection methods. Data analyses will follow in the results section of this report.

Survey Instrument

The survey instrument was developed by the University of Utah Criminal and Juvenile Justice Consortium (CJJC), with input from the Coalition for Juvenile Justice (CJJ) survey advisory group. Following an initial discussion with the CJJ advisory group, CJJC developed a draft survey instrument. Three iterations of the instrument occurred during a month of communications between the CJJ advisory group and the CJJC, after which a final instrument was designed.

The survey instrument, included as Appendix A, asked participants to respond to 38 questions about the use of ATD in either their state or their locality, depending upon their area of expertise within the juvenile justice system. Questions focus on (a) the availability of ATD, (b) perceived quality of ATD programs, (c) the use of secure detention, (d) perceptions about the effectiveness of ATD programs, (e) support for ATD, (f)

perceived barriers to implementing ATD, and (g) conditions facilitating the use of ATD. The questions are identical regardless of whether state or local level information is being sought. To avoid redundancy, the hard copy form used with local level juvenile justice professionals is the only one included as an appendix.

In addition to hard copy surveys mailed to participants, an electronic copy was available on a secure Internet server. The only difference between the hard copy and electronic surveys is that radio buttons were placed in the form where participants were asked to make check marks in the hard copy version.

Sample

The sampling strategy targeted juvenile justice professionals and citizens whose highly focused professional and volunteer experience had given them specific knowledge and personal understanding of the realities of juvenile detention and ATD practices and issues. For the sampling, a set of mailing lists was provided to CJJC by CJJ. Individuals on the list included judges, attorneys, administrators, probation officers, detention supervisors, line staff members, juvenile justice specialists and concerned citizens. Potential professional survey participants in the mailing lists were classified as working at either a state or local jurisdiction level, based on their job titles and agency affiliations. This classification determined if they received the state or the local level form of the survey.

Likewise, nonprofessional participants were classified by the level of their involvement in the system and surveyed on a local or state level. An additional classification was based on the availability of an e-mail address for each potential participant. Those potential participants were invited to complete a web-based version of the survey rather than the hard copy version.

Data Collection

Participants who were identified to receive a hard copy version of the survey were mailed a packet that included (a) an introductory letter, (b) an informed consent statement, (c) a hard copy version of the state level or local level survey, and (d) a return envelope addressed to the Principal Investigator (PI).

Participants who were identified to receive an electronic version of the survey received an e-mail message containing the text of the introductory letter and additional instructions guiding them to the web-based version of the survey. Participants using the electronic version were given a password to access the informed consent statement and the survey instrument within the website. Participants were asked to enter their password to access the survey and indicate their informed consent before completing the survey. This enabled the research team to identify who had given their informed consent to participate in the survey.

Each hard copy form had a numeric code on it that enabled CJJC to identify who responded to the survey. In the electronic version the password served the same purpose as the code. Two weeks after the survey was initially distributed, CJJC initiated telephone contact with potential participants who had not yet returned their surveys. Four weeks after the survey was initially distributed, CJJC again telephoned remaining potential participants who had not yet returned their surveys but who had not indicated unwillingness to be involved during the previous two-week follow-up calls. At the four-week interval, a set of follow-up e-mail contacts were also made to potential participants who were in the electronic method group who had not yet returned their surveys.

Data from hard copy surveys were entered into an Excel electronic spreadsheet, and data from the electronic version were downloaded from the web server and transferred into an Excel spreadsheet. The Excel spreadsheet data were transferred into an Access database for tracking purposes and subsequent merging. The merged files were then transferred from Access into SPSS for statistical analysis.

Response Rates

A total of 2,083 individuals were identified in the mailing lists provided by CJJ to constitute the survey population. Figures 1 through 3 display the survey population by percentages at the state or local level, electronic or hard copy survey method, and these factors combined, respectively. Of the 2,083 individuals in the survey population, 1,448 (70 percent) were involved with juvenile justice at the state level, and 635 (30 percent) were at the local level. There were 1,195 (57 percent) who received hard copy surveys, and 888 (43 percent) who were invited to participate electronically. Figures 1 through 3 display the percent of the population contacted by state or local level, electronic or hard copy survey method, and these factors combined, respectively.

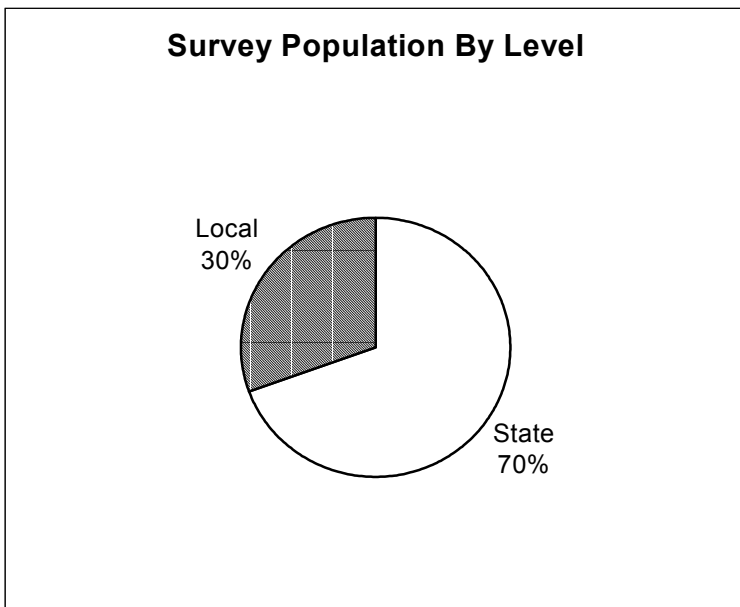


Figure 1. Survey population by state or local level juvenile justice involvement.

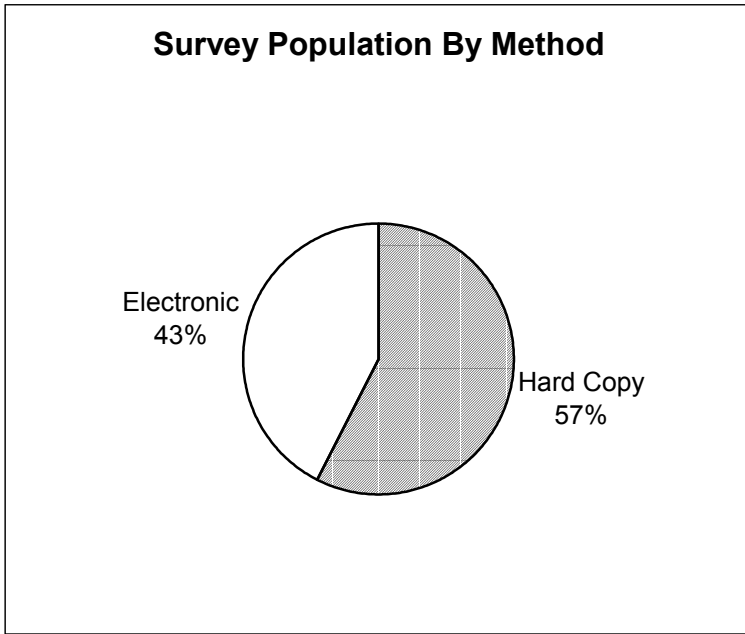


Figure 2. Survey population by hard copy or electronic participation.

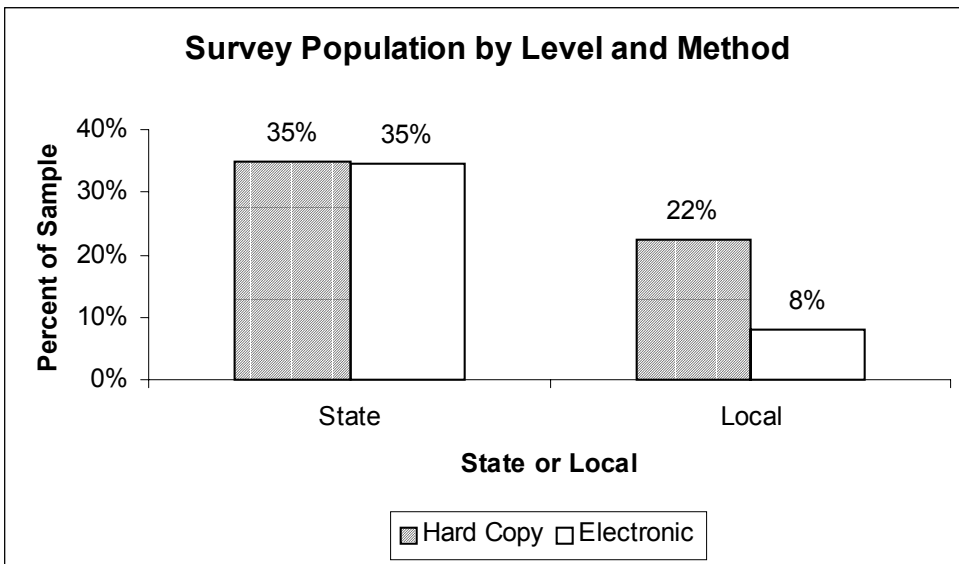


Figure 3. Survey population by state or local level juvenile justice involvement and hard copy or electronic participation.

Of the 2,083 potential participants in the survey population, 411 responded to the survey, for a full sample response rate of 19.7 percent. Of the 1,448 individuals in the survey population involved with state level juvenile justice, 247 responded to the survey, for a state level response rate of 17 percent. Of the 635 potential participants involved with juvenile justice at the local level, 164 responded to the survey, for a local level response rate of 26 percent.

Hard copy surveys were received by 1,195 potential participants in the survey population, and 254 responded, for a hard copy response rate of 21 percent. Of the 888 individuals who were invited to participate in the survey electronically, 157 responded, for an electronic response rate of 18 percent. Differential rates of return based on level and version revealed that local level respondents were significantly more likely to respond to the hard copy version, and state level respondents were more likely to respond to the electronic version (Chi

$\chi^2 = 24.03$, $df = 1$, $p < .001$); however, the relationship between these factors was not particularly strong ($\Phi = .242$).

When the data take on this pattern of small differences and statistical significance, the finding of statistical significance is more reasonably attributed to sample size than major proportional differences between groups (Hays, 1994; Pett, 1997), and the data in Figure 6 indicate that this is more likely the case. Figures 4 through 6 display survey response rates by state or local level, electronic or hard copy survey method and these factors combined, respectively.

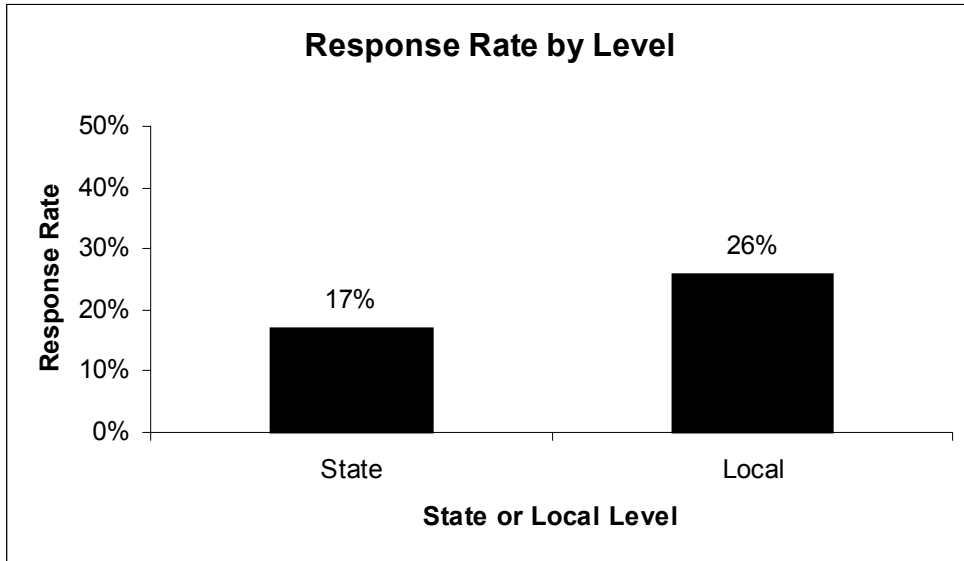


Figure 4. Survey response rates by state or local level juvenile justice involvement.

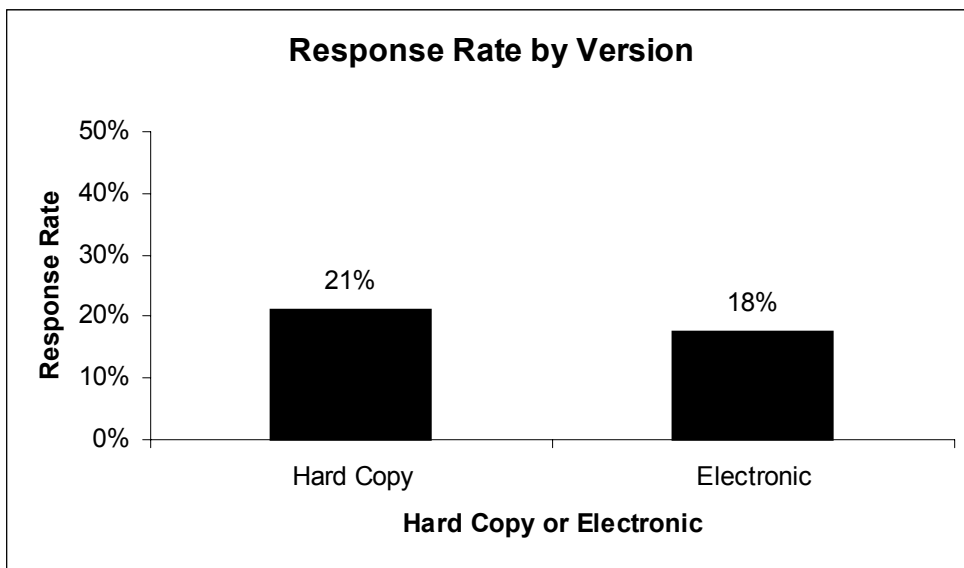


Figure 5. Survey response rates by hard copy or electronic participation.

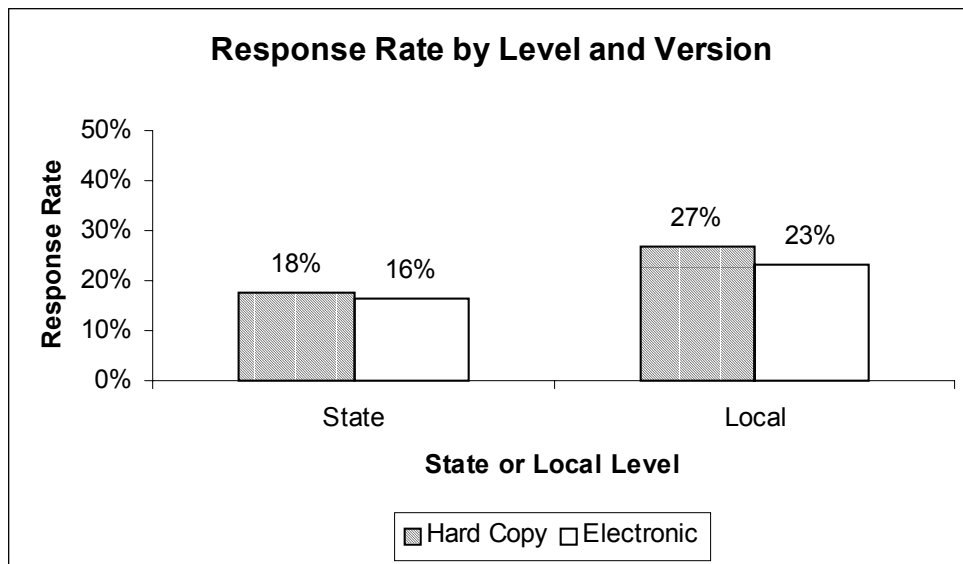


Figure 6. Survey response rates by state or local level juvenile justice involvement and hard copy or electronic participation.

Margins of error were calculated for the full sample and for respondents at both the state and the local levels of juvenile justice involvement. These margins were derived from the formula in Kish (1965), based on a 95 percent confidence interval for the data set. The 2,083 individuals in the full survey population and 411 respondents in the full sample resulted in a five percent margin of error. The 1,448 individuals in the state level survey population and 247 responding to the survey resulted in a margin of error of six percent.

Among the 635 individuals in the local level survey population, 164 responded to the survey, with a seven percent margin of error. These data mean that one can interpret results from the full survey, both state and local level samples within five, six, and seven percent bands around the reported percentages, respectively. Table 1 displays the population and respondent counts with their corresponding margins of error.

Group	Figures		
	Population N	Respondent N	Margin of Error
Full Sample	2083	411	5%
State	1448	247	6%
Local	635	164	7%
Based on a 95% confidence interval			

Table 1. Population and respondent counts with margins of error.

Human Subjects Protections

Prior to distributing the survey, CJC obtained approval of the research protocols, informed consent statement, cover letter, and follow-up contact scripts from the University of Utah Instructional Review Board (IRB) for Research Involving Human Subjects. There were no adverse incidents associated with this study.

Results

Respondent Profile

What is your role in the juvenile justice system?

Professionals who responded to the survey represented a variety of roles in the juvenile justice system. Juvenile Justice Specialist represented the largest percent of respondents at 32 percent. Probation Officers were next largest, at 22 percent, although most were local respondents.

	State	Local	Total
Judge	10%	2%	7%
Prosecuting attorney	5%	1%	3%
Defense attorney	8%	8%	8%
Probation officer	9%	44%	22%
Intake worker	1%	4%	2%
Case manager	2%	4%	3%
Line staff – secure facility	1%	7%	3%
Line staff – residential facility	0%	0%	0%
Line staff – non-residential community program	4%	0%	3%
Educator	12%	3%	9%
Law enforcement officer	12%	3%	9%
Juvenile Justice Specialist	36%	26%	32%

At the state level, educators (12 percent), law enforcement officers (nine percent), judges (10 percent), probation officers (nine percent), and defense attorneys (eight percent) are well represented. At the local level, educators (nine percent) and law enforcement officers (nine percent) are also well represented, as are defense attorneys (eight percent) and judges (seven percent). State and local level line staff, particularly those who work in residential and non-residential facilities, are least represented.

How long have you been involved in the juvenile justice system?

Overall, respondents have many years of experience either working in the juvenile justice system or being involved in other ways. Seventy percent have been involved for 11 to 35 years, and 26 percent have been involved for one to 10 years. The largest percent have been involved for 26 to 30 years (18 percent) followed those involved for six to 10 years (16 percent).

	State	Local	Total
Less than 1 year	3%	0%	2%
1 – 5 years	9%	12%	10%
6 – 10 years	17%	14%	16%
11 – 15 years	14%	15%	14%
16 – 20 years	11%	9%	10%
21 – 25 years	14%	16%	15%
26 – 30 years	18%	18%	18%
31 – 35 years	11%	15%	13%
36 years or more	3%	3%	3%

Importance of Alternatives to Detention

How important do you personally feel it is to keep youth out of detention?

A high percentage of respondents, both state and local, strongly feel that keeping youth out of detention is important. Using a scale of one to seven where one means not at all important and seven means highly important, 78 percent gave responses of five or higher. State respondents have slightly stronger feelings about the importance of keeping youth out of detention; 37 percent gave ratings of six, compared to 29 percent for local respondents. An additional 20 percent of state respondents gave ratings of seven compared to 13 percent for

	State	Local	Total
1	0%	1%	1%
2	1%	3%	2%
3	3%	5%	4%
4	15%	20%	17%
5	24%	30%	27%
6	37%	29%	34%
7	20%	13%	17%

local respondents. Only seven percent gave responses of three or lower, with most of those being local respondents.

Reasons cited for the importance of keeping youth out of detention focus on negative impacts of the detention environment, feelings that it isn't appropriate for many youth and problems with the availability of resources. Examples of responses are provided below:

“Avoid(s) criminalizing and/or jeopardizing troubled and abused juveniles

Redirect(s) scarce money from expensive detention homes to more effective community programs

“Lack of services in detention facilities.”

“There is a time and place for detention, and most of it hinges on resources that communities have access to.”

How supportive are you personally of the concept of providing alternatives to detention for youth?

Respondents voice strong personal support for the concept of providing alternatives to detention. Using a scale of one to seven where one means not at all supportive and seven means very supportive, 94 percent of all respondents gave ratings of five or higher. Within this 94 percent, 55 percent gave ratings of seven.

	State	Local	Total
1	0%	0%	0%
2	0%	1%	1%
3	0%	1%	1%
4	5%	5%	5%
5	8%	15%	11%
6	27%	28%	28%
7	59%	49%	55%

State respondents are slightly more supportive than local respondents with 59 percent giving ratings of seven compared to 49 percent of local respondents.

Reasons for personal support levels for alternatives to detention include ineffectiveness of detention to rehabilitate youth, need to efficiently use limited resources and the positive impact of alternatives on youth.

Examples of responses are provided below:

“I feel it’s necessary in order to deter recidivism.”

“Due process rights, more humane, more cost effective.”

“Incarceration breeds criminals and should be used less—it is expensive and not a source of rehab.”

How supportive are you personally of existing alternatives to detention?

Strong support for the concept of alternatives carries over to high levels of personal support for existing alternatives to detention. Using a scale of one to seven, where one means not at all supportive and seven means very supportive, 84 percent of all respondents gave ratings of five or higher. Forty percent of all respondents gave a rating of seven. Among those, strongest support was voiced by local respondents (47 percent).

	State	Local	Total
1	0%	0%	0%
2	1%	1%	1%
3	3%	4%	4%
4	13%	10%	12%
5	19%	14%	17%
6	29%	25%	27%
7	35%	47%	40%

How effective are alternatives to detention, regardless of the specific type of program, in keeping youth out of detention?

Despite high levels of personal support for detention alternatives and the perceived importance of keeping youth out of detention, respondents gave slightly lower ratings for effectiveness of alternatives, regardless of program type, in actually keeping youth out of detention. Eighty-five percent gave ratings between four and six, with the largest percent giving ratings of five. However, the total percent giving ratings of three or lower was small, at eight percent.

	State	Local	Total
1	1%	0%	1%
2	1%	1%	1%
3	4%	8%	6%
4	23%	24%	24%
5	35%	38%	36%
6	25%	24%	25%
7	12%	6%	9%

Quality and Condition of Existing Alternatives to Detention

In terms of general service/program quality, how would you rate the overall quality of alternatives to detention services?

Consistent with responses regarding the effectiveness of alternatives to detention, both state and local respondents gave lower ratings to the overall quality of alternatives to detention services. However, these percentages are still quite high. Eighty-four percent gave ratings of three through six; the percentage for each response category was about 20 percent. Seven percent rated alternatives effectiveness at the highest, number seven, while 10 percent gave the low ratings of one and two.

	State	Local	Total
1	3%	4%	3%
2	7%	7%	7%
3	24%	20%	23%
4	22%	17%	20%
5	21%	21%	21%
6	19%	20%	20%
7	5%	9%	7%

No significant differences existed between state and local respondents.

Describe the current state of detention for each of the following:

State and local respondents were most likely to describe the current state of detention as crowded (4.1 mean score). They also were likely to describe alternatives to detention as crowded (3.8 mean score). State respondents were more likely to provide both descriptions. Most respondents didn't feel there are problems with status offenders in detention (mean score of 3.1).

	State	Local	Total
Crowded detention centers	4.4	3.8	4.1
Crowded alternative to detention programs	3.8	3.1	3.5
Status offenders in detention	3.1	2.9	3.1

	State	Local	Total
Public support for alternatives to detention	4.0	3.6	3.9
Policy support for alternatives to detention	3.5	3.0	3.3
Financial support for creating new detention facilities	4.3	5.0	4.6
Financial support for creating and supporting alternatives to detention	4.3	4.3	4.3

Respondents indicated there is strong financial support for creating new detention facilities (mean score of 4.6) and alternatives to detention (mean score of 4.3). Local respondents were most likely to suggest there is strong financial support for creating new detention facilities. Despite this, they also indicated there are much lower levels of policy support for alternatives to detention (mean score of 3.3).

Most Important Elements of Alternatives to Detention Programs

In your opinion, what are the three most important elements of an Alternative to Detention program for keeping youth out of detention?

Overall, state and local respondents appeared to find elements of rehabilitation and retribution as equally important. In terms of rehabilitation, state and local respondents listed providing services to families (59 percent) and to youth (51 percent) as the most important elements.

	State	Local	Total
Providing services to youth	50%	53%	51%
Providing services to families	59%	60%	59%
Protecting the community	44%	57%	49%
Involving youth positively in their communities	33%	27%	30%
Educating youth	22%	16%	19%
Holding youth accountable	52%	60%	55%
Providing positive adult interactions for youth	26%	19%	23%
Providing positive peer interactions for youth	10%	10%	10%

In terms of retribution, holding youth accountable (55 percent) and protecting the community (49 percent) were also considered to be important elements of an alternative to detention program. While local respondents felt strongest about the importance of holding youth accountable and protecting the community, they were equally as supportive as state respondents on the importance of providing service to families and youth.

Other important elements mentioned include:

- Education
- Protecting youth from self harm
- Accountability of parents
- Strict monitoring in school
- Providing hope
- Intensive community supervision based on the three components of the "Balanced Approach"
- Aftercare/transition planning
- Job mentoring and job training.

Awareness of Alternatives to Detention

How aware of alternatives to detention are juvenile justice officials?

Both state and local respondents felt that juvenile justice officials were very aware of alternatives to detention. Using a scale of one to seven, with one meaning not at all aware and seven meaning very aware, 74 percent of all respondents gave ratings of five or higher. Local respondents gave the highest ratings for six and seven. Only nine percent of all respondents gave ratings of three or lower.

	State	Local	Total
1	0%	0%	0%
2	2%	4%	3%
3	5%	8%	6%
4	21%	12%	17%
5	20%	17%	19%
6	29%	36%	32%
7	23%	25%	23%

Availability of Alternatives to Detention

How available are alternatives to detention for youth?

Overall ratings of the availability of alternatives to detention were not exceptionally high, with most respondents giving ratings of three through five (72 percent). More local respondents gave a rating of two (11 percent local compared to six percent state) and a rating of seven (13 percent local compared to four percent state). More state than local respondents gave a rating of four (43 percent state compared to 22 percent local).

	State	Local	Total
1	0%	2%	1%
2	6%	11%	8%
3	17%	16%	17%
4	34%	22%	30%
5	25%	24%	25%
6	12%	12%	12%
7	4%	13%	8%

How many alternatives to detention programs are currently available?

State and local respondents provided a wide range of answers to the number of alternatives to detention that are currently available but overall, state respondents were more aware than local respondents of available programs. Forty percent of state respondents say 11 or more programs are available compared to 11 percent of local respondents. Fourteen percent of state respondents say seven to eight programs are available compared to six percent of local respondents.

	State	Local	Total
0	1%	3%	1%
1-2	6%	29%	16%
3-4	15%	26%	20%
5-6	18%	19%	18%
7-8	14%	6%	11%
9-10	8%	6%	7%
11 or more	40%	11%	27%

Fifty-eight percent of local respondents said one to four programs are available compared to 21 percent of state respondents. An even percent of state and local respondents said five to six programs are available (18 percent compared to 19 percent respectively).

It is likely that these differences are the result of state respondents being aware of all programs available in a given state while local respondents are only aware of programs available in their immediate jurisdiction.

What types of alternatives to detention are available for pre-adjudicated youth?

State and local respondents reported that home detention (81 percent) is the most widely available alternative to detention used for pre-adjudicated youth followed by alternative schools (70 percent) and shelter care (67 percent). The types of programs represent a punitive and rehabilitative approach to the use of detention alternatives.

	State	Local	Total
Home detention	82%	80%	81%
Electronic monitoring	--	--	--
Youth services centers	41%	26%	35%
Multi-use facilities	27%	14%	22%
Juvenile receiving centers	26%	15%	22%
Shelter care	24%	56%	67%
Alternative schools	70%	71%	70%
Residential treatment	64%	48%	58%
Day treatment	58%	41%	51%
Outpatient treatment	55%	60%	57%
Wraparound programs	49%	60%	54%
Attendant care or holdovers	21%	14%	18%

The percentage of state and local respondents mentioning home detention and alternative schools is nearly even, while a much higher percentage of local than state respondents mentioned shelter care and wraparound programs. More state than local respondents mentioned youth service centers, multi-use facilities, juvenile receiving centers and residential and day treatment programs.

Other types of alternatives to detention mentioned frequently that are available for pre-adjudicated youth include:

- Hospital evaluations
- Group homes on short term basis
- Specialized foster family placements
- In-school programs
- Intensive in-home therapy
- Graduated sanctions programs
- Functional family therapy
- Mediated resolution between juvenile offender and victim
- A “Saturday-at-Work” program.

What types of alternatives to detention are available for post-adjudicated youth?

Both state and local respondents reported that the most widely available alternative to detention for post-adjudicated youth is traditional probation, (92 percent) followed by community service hours/restitution (90 percent). Intensive probation (78 percent), electronic monitoring (77 percent) and residential treatment (73 percent) are also widely used. Other frequently used programs include house arrest (69 percent), outpatient treatment and foster care (63 percent). Clearly, the types of alternatives used cover the continuum of punitive and rehabilitative alternative program possibilities.

	State	Local	Total
House arrest	64%	77%	69%
Traditional probation	89%	96%	92%
Intensive probation	77%	79%	78%
Electronic monitoring	74%	80%	77%
Community service hours and restitution	88%	93%	90%
Work programs	48%	38%	44%
Work release	16%	13%	15%
Work/Boot camp	43%	32%	39%
Foster care	59%	70%	63%
Extended group care	39%	32%	36%
Wilderness programs	43%	32%	38%
Day and evening reporting centers	38%	30%	35%
Truancy centers	22%	13%	18%
Residential treatment	74%	72%	73%
Day treatment	58%	43%	52%
Outpatient treatment	59%	75%	65%
Wraparound programs	52%	59%	54%
Attendant care or holdovers	14%	10%	12%

Programs reported as most frequently used at the local level are traditional probation, community service hours, electronic monitoring, intensive probation, house arrest, outpatient treatment and foster care. In fact, there is a large difference in the percent of state and local respondents.

At the state level, the programs reported as most frequently used are traditional probation, community service hours and restitution, intensive probation, electronic monitoring and residential treatment. Work programs, work/boot camp, wilderness programs and day treatment are all more frequently used at the state than local level.

Other types of alternatives to detention mentioned frequently that are available for post-adjudicated youth include psychiatric treatment on an inpatient basis, drug courts, community care, rope challenge course, curfews, truancy, court/TV surveillance, alcohol safety education, child and family intervention services, anger management therapy, in-home family and youth counseling, group home placement, and mentoring

What do you think limits the availability of alternatives to detention for youth?

Important factors that state and local respondents felt limits the availability of alternatives to detention include:

- Insufficient financial and other resources
- Low public demand
- Crowded existing alternatives
- The nature of offenses (many programs will not accept sexual or violent offenders)
- Geographic proximity (programs are spread out all over some states and therefore not available to all juveniles)
- No commitment on the part of state leaders to change the status quo
- Poor policy and administrative leadership
- Lack of training for caseworkers
- Public pressure to “lock them up and throw away the key”.

Emphasis Given to Reduce the Detention Population of Pre-and Post-Adjudicated Youth

How much emphasis has been given to reducing the detention population of pre-adjudicated youth (youth awaiting dispositional hearings)?

Both state and local respondents indicated that a great deal of emphasis has been placed on reducing the detention population of pre-adjudicated youth. Using a scale from one to seven where one means none at all and seven means a top priority, 77 percent of all respondents gave ratings of four through six. An additional 10 percent gave a rating of seven and only 13 percent gave ratings of three or lower.

	State	Local	Total
1	0%	2%	1%
2	4%	3%	3%
3	10%	7%	9%
4	25%	19%	22%
5	27%	33%	29%
6	25%	27%	26%
7	10%	10%	10%

How much emphasis has been given to reducing the post-adjudicated youth detention population (youth whose charges or referrals have been disposed)?

Both state and local respondents indicated that a similar level of emphasis also has been placed on reducing the detention population of post-adjudicated youth. Using a scale from one to seven where one means none at all and seven means a top priority, 77 percent of all respondents gave ratings of four through six. An additional six percent gave a rating of seven and 17 percent gave ratings of three or lower.

	State	Local	Total
1	2%	1%	2%
2	7%	8%	7%
3	9%	6%	8%
4	36%	32%	34%
5	22%	25%	23%
6	19%	20%	20%
7	6%	7%	6%

What should be done to reduce the use of detention?

Frequently mentioned ideas for reducing the use of detention include:

- Earlier intervention by the courts
- Intervention in the lives of identified at-risk families to help prevent, if possible, the child from breaking the law
- Better address the DIA problems youth have, provide wraparound services to family, identify high-risk families and youth early on and do more preventive work
- Educate the public
- Stronger political leadership
- More in community programs
- Reallocation of resources, localizing the budgetary management of detention, providing financial incentives for communities to maintain youth in the community rather than placing secure care
- Improve services to refer to as alternatives, fund fully, evaluate and refine to improve outcomes continuously
- Continue the strong leadership and push to be creative and continue to make funds available—very concerned about drug/alcohol issues with youth

Effectiveness of Alternatives to Detention

How effective are alternatives to detention?

A strong majority of both state and local respondents felt that alternatives to detention are effective. Using a scale from one to seven, where one means not at all effective and seven means very effective, 80 percent gave ratings of four through six. Only six percent gave a rating of seven and 14% felt alternatives rated only a three or lower, clearly indicating that there is still much room for improvement.

	State	Local	Total
1	1%	1%	1%
2	2%	6%	4%
3	8%	11%	9%
4	26%	26%	26%
5	37%	30%	34%
6	20%	19%	20%
7	5%	8%	6%

Has the current continuum of alternatives to detention reduced the reliance on and use of detention for youth?

As another measure of the perceived effectiveness of alternatives to detention, 68 percent of all respondents felt that the current continuum of detention alternatives has reduced the reliance on and use of detention for youth.

	State	Local	Total
Yes	68%	69%	68%
No	32%	31%	32%

In your opinion are there alternatives to detention that are currently used that aren't effective?

Although many feel the current continuum of alternatives to detention has reduced the reliance on and use of detention, there are still 42 percent who felt that some alternative programming currently used isn't effective. Slightly more state respondents felt some programming is ineffective, which is an important finding since state respondents are more likely to be aware than local respondents of the types and effectiveness of all programs in a state.

	State	Local	Total
Yes	43%	40%	42%
No	57%	60%	58%

Respondents who felt there are ineffective alternatives currently used frequently mentioned traditional probation, electronic monitoring, day reporting centers, alternatives schools, boot camps, community service programs that aren't restorative, programs that target only the child and don't look to increase protective factors

Other respondents felt that program effectiveness depends on the location and individuals administering the programs.

Are there alternatives to detention that currently aren't used that you feel should be used?

Consistent with findings from the previous question on currently used ineffective programming, state and local respondents clearly felt that other, more effective programming options are available. These include job skill training, life skill training, intensive casework, family services, wraparound programs and electronic monitoring.

	State	Local	Total
Yes	56%	59%	57%
No	44%	41%	43%

How well do alternatives to detention meet the following requirements of the restorative justice framework?

	State	Local	Total
Helping youth develop competencies that prevent re-offending	4.1	4.0	4.1
Holding youth accountable for their actions	4.4	4.6	4.5
Ensuring public safety	4.6	4.6	4.6

Alternatives to detention were perceived as most effectively meeting the requirements of the restorative justice framework in terms of ensuring public safety and holding youth accountable. Using a scale from one to seven, where one means poorly meets requirements and seven means very well meets requirements, ensuring public safety has the highest mean score (4.6) followed by holding youth accountable (4.5).

Impact of Alternatives to Detention

In your opinion, what is the impact of each of the following alternatives to detention for pre-adjudicated youth?

State and local respondents saw most of the alternatives tested as having a positive impact on pre-adjudicated youth by diverting them from the juvenile justice system. On a scale of one to seven, where one means moves more youth into the system and seven means diverts youth from the system, the lowest mean score was 4.3. Home detention, electronic monitoring and residential treatment each received mean scores of 4.3. As noted previously, these are also some of the most widely used alternatives for pre-adjudicated youth.

	State	Local	Total
Home detention	4.4	4.2	4.3
Electronic monitoring	4.3	4.3	4.3
Youth service centers	4.7	4.5	4.6
Multi-use facilities	4.5	4.5	4.5
Juvenile screening centers	4.6	4.2	4.5
Shelter care	4.4	4.3	4.4
Alternative schools	4.7	4.2	4.5
Residential treatment	4.4	4.3	4.3
Day treatment	4.6	4.5	4.6
Outpatient treatment	4.6	4.5	4.5
Wraparound programs	5.3	4.9	5.1
Attendant care or holdovers	4.5	4.5	4.5
Other (specify)	5.2	4.9	5.1

Wraparound and other programs are the alternatives to detention considered to have the greatest impact (mean score of 5.1) on pre-adjudicated youth in terms of diverting youth from the juvenile justice system. State respondents felt most strongly that wraparound programs and other programs as having the strongest impact diverting pre-adjudicated youth away from the system with mean scores of 5.3 and 5.2, respectively.

State and local respondents also see youth service centers (4.6), day treatment (4.6), multi-use facilities (4.5), juvenile screening centers (4.5), alternative schools (4.5), outpatient treatment (4.5), and attendant care/holdovers (4.5) as having a positive impact on diverting pre-adjudicated youth from the system.

Other programs mentioned include foster care, substance abuse treatment, school-based supervision, work programs, restorative justice programs, drug court, truancy court, graduated sanctions programs, group homes, service learning and day reporting, personal contacts, direct supervision, pre-disposition services and outreach detention supervision.

In your opinion, what is the impact of each alternative to detention that is available for post-adjudicated youth?

State and local respondents saw most of the alternatives tested as having a positive impact on post-adjudicated youth by diverting them from the juvenile justice system. On a scale of one to seven, where one means moves more youth into the system and seven means diverts youth from the system, the lowest mean score was 4.1, only slightly below the lowest impact ratings given to programs for pre-adjudicated youth. Other specified programs are given the highest mean score of 5.0.

	State	Local	Total
House arrest	4.2	4.0	4.1
Traditional probation	4.0	4.3	4.2
Intensive probation	4.5	4.5	4.5
Electronic monitoring	4.2	4.2	4.2
Community service hours and restitution	4.7	4.6	4.7
Work programs	4.7	4.5	4.6
Work release	4.5	4.3	4.4
Work / boot camp	4.2	3.8	4.1
Foster care	4.1	4.1	4.1
Extended group care	4.2	4.2	4.2
Wilderness programs	4.6	4.3	4.5
Day and evening reporting centers	4.7	4.4	4.6
Residential treatment	4.4	4.4	4.4
Day treatment	4.7	4.5	4.6
Outpatient treatment	4.6	4.5	4.6
Wraparound programs	5.2	4.8	5.0
Truancy centers	4.6	4.6	4.6
Attendant care or holdovers	4.6	4.1	4.4
Other (specify)	5.0	4.9	5.0

Other programs mentioned include substance abuse treatment, group home programs, specialized foster care, multi-systemic family therapy, tracking services, case management and mentoring, mediated resolution between offenders and victims, community outreach, psychiatric inpatient treatment and drug courts.

Wraparound programs are considered to have the greatest impact (mean score of 5.) on post-adjudicated youth in terms of diverting youth from the juvenile justice system.

State and local respondents also see community service hours and restitution (4.7), work programs (4.6), day and evening reporting centers (4.6), day treatment (4.6), outpatient treatment (4.6) and truancy centers (4.6) as having a positive impact on diverting pre-adjudicated youth from the system.

Barriers and Facilitators to Effective Alternatives to Detention

In your opinion, what are the most significant barriers to implementing an effective alternative to detention program?

Respondents identified factors outside the juvenile justice programs as being the most significant barriers to implementing an effective alternative to detention program. These include finance and budgeting issues, political considerations and public opinion.

	State	Local	Total
Public opinion	4.5	3.9	4.3
Political considerations	4.9	4.3	4.6
Finance and budgeting	5.9	6.1	6.0
Juvenile justice system structures	3.9	3.3	3.7
Juvenile justice system policies	3.8	3.1	3.5
Statutes or ordinances	3.5	3.1	3.3
Leadership	4.3	3.2	3.9

Almost all respondents clearly felt that financial and budgeting issues are the most significant barriers to effective alternative to detention programs (mean score of 6.0). Political considerations (4.6) and public opinion (4.3) are the next most significant barriers but aren't perceived to be as nearly important as financial and budgeting issues.

State respondents felt political considerations and public opinion are more significant than local respondents feel. They also felt leadership is a more significant barrier.

Factors internal to the juvenile justice system including structures (3.7), policies (3.5) and statues or ordinances (3.3) weren't perceived as significant barriers.

Other barriers that state and local respondents mentioned frequently include:

- Judicial attitudes about secure detention
- Lack of creativity to introduce change at a local level
- Lack of public education
- Lazy personnel
- Judicial lack of awareness and judicial timidity
- Rural areas capacity to develop and maintain services
- Geographic location

In your opinion, how do the following conditions facilitate implementing an effective alternative to detention program?

Not surprisingly, nearly every respondent identified finance and budgeting issues as very important conditions facilitating effective alternatives to detention (mean score of 5.2). But the condition they identified as being most important is leadership (5.3), which isn't considered a significant barrier.

	State	Local	Total
Public opinion	4.3	4.1	4.2
Political considerations	4.7	4.3	4.6
Finance and budgeting	5.2	5.1	5.2
Juvenile justice system structures	4.8	4.4	4.7
Juvenile justice system policies	4.9	4.6	4.8
Statutes or ordinances	4.4	4.2	4.4
Leadership	5.3	5.3	5.3

Other important facilitating conditions include juvenile justice system policies (4.8), structures (4.7) and political considerations (4.6). State and local respondents also mentioned the following as important:

- Church and religious organizations
- Community support (especially in rural areas)
- Direct grants from Feds with no statewide policy or impact considerations
- The Casey Detention Alternative Initiative
- Work ethic

Quotas for Filling Detention Beds

Are there quotas for filling detention beds before utilizing alternatives to detention?

Quotas for filling beds before utilizing alternatives to detention are very seldom used.

	State	Local	Total
Yes	4%	4%	4%
No	96%	96%	96%

Use of Detention as a Sanction for Non-Compliance

Are you aware of any alternatives to detention that use detention as a sanction for non-compliance?

Almost 60 percent of all respondents said that detention is used as a sanction for non-compliance. Local respondents were more likely to be aware of the use of detention as a sanction for non-compliance (62 percent compared to 55 percent for state respondents).

	State	Local	Total
Yes	55%	62%	58%
No	45%	38%	42%

Please describe the process for placing youth in detention as a sanction for non-compliance.

The most common reasons for placing youth in detention as a sanction for non-compliance include violation of court order, removal from a program, violation of conditions for probation, crime and drug and alcohol abuse.

Authority to Place Youth in Detention

Who has the authority to place youth in detention?

State and local respondents most frequently said that judges (89 percent) have the authority for placing youth in detention, followed by probation officers (37 percent) and law enforcement officers (30 percent). More local than state respondents specified judges, probation officers and law enforcement officers. Nineteen percent of all respondents reported that parole officers have the authority to place youth in detention and 12 percent answered that juvenile justice case managers have that authority.

	State	Local	Total
Judges	86%	93%	89%
Probation officers	30%	48%	37%
Parole officers	15%	24%	19%
Law enforcement officers	26%	37%	30%
Juvenile justice case managers	12%	11%	12%
Child welfare case managers	2%	2%	2%
Community program staff	1%	1%	1%

Others who have the authority for placing youth in detention include:

- Parents
- Intake officers
- Screeners
- Court referees
- Parole authority
- Juvenile court counselors
- Court officers
- Youth senior officials
- Detention officers
- Youth services officers

Use of Risk and Needs Assessment Tools

Are standardized risk and needs assessment tools used during each of the following processes?

Standardized risk and needs assessment tools commonly are used throughout the juvenile justice process, according to survey respondents, most often during intake/admission (mean score of 5.0) and screening procedures (mean score of 4.9) and less often during hearings (mean score of 4.4).

	State	Local	Total
Intake or Admission	4.9	5.2	5.0
Hearings	4.3	4.5	4.4
Screening procedures	4.8	5.0	4.9

How useful do you think standardized risk and needs assessment tools are?

A high percentage of respondents accepted standardized risk and needs assessment tools as being very effective. Using a scale of one to seven, where one means not at all effective and seven means very effective, 77 percent of respondents gave these tools ratings of five or higher. Only nine percent of all respondents gave ratings of three or lower.

	State	Local	Total
1	1%	0%	1%
2	3%	3%	3%
3	4%	6%	5%
4	18%	13%	16%
5	18%	27%	22%
6	29%	26%	28%
7	27%	26%	27%

Use of Research and Evaluation Techniques

To what extent are research and evaluation techniques used to develop and manage alternatives to detention?

Research and evaluation techniques aren't widely used at either state or local levels, according to survey results. Using a scale from one to seven, where one means never used and seven means always used, 64 percent of state and local respondents gave ratings of three through five. An additional 27 percent of all respondents gave ratings of one and two while only 10 percent gave ratings of six and seven.

	State	Local	Total
1	10%	12%	11%
2	15%	19%	16%
3	20%	23%	21%
4	28%	15%	23%
5	20%	20%	20%
6	7%	9%	8%
7	2%	2%	2%

Predicting ATD Availability

To answer the research question of “What factors are most important in predicting the availability of alternatives to detention?” a regression analysis was conducted.

Before conducting the analysis the individual survey questions were grouped into scales. This was done to limit the number of variables in a regression model, in order to avoid spurious findings. The scaling procedure involved (1) identifying items that measured the same underlying construct, (2) identifying items that required recoding modifications and executing these, (3) statistically analyzing the scales for their consistency, and (4) calculating a value for each scale. The seven resulting scales included Alternatives to Detention (ATD) Availability, ATD Barriers, ATD Facilitators, ATD Personal Support, ATD Perceived Effectiveness, ATD Environmental Support, and Detention Problems.

There were 226 cases that had data on all seven scales, and could therefore be used in the analysis. After assessing the data for meeting statistical assumptions of regression analysis, 19 (8.4%) of the 226 cases were removed to meet the statistical assumptions. This resulted in a regression analysis using 207 cases.

The regression model statistically controlled for the effects of ATD Personal Support, Tenure in the Juvenile Justice System, Role in the Juvenile Justice System, and ATD Perceived Effectiveness. After controlling for these factors, ATD Environmental Support emerged as the only significant predictor of ATD Availability.

Summary and Implications

The analysis shows that problems in detention centers, and the presence of perceived facilitators or barriers relating to ATD implementation were not nearly as important as the degree to which the juvenile justice system prioritizes ATDs. The results indicate that the amount of policy support that can be generated for developing, implementing, and maintaining ATDs will be the most likely vehicle for increasing their availability in communities across the United States.

A detailed statistical presentation of the data is included in Appendix B for the interested reader, but a few highlights warrant inclusion here. Before conducting the analysis the individual survey questions were grouped into scales that were statistically supported. The data were also examined, and appropriately modified, to meet the statistical assumptions of regression analysis. Statistical power was also adequate for this analysis. Taken together, these characteristics of the data mean that the results of the regression analysis are valid, and can be reasonably interpreted for their implications about the state of ATDs.

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Appendix A

**COALITION FOR JUVENILE JUSTICE
ALTERNATIVES TO DETENTION QUESTIONNAIRE**

Thank you for responding to this survey. Your responses will help the Coalition for Juvenile Justice address important issues related to alternatives to detention. All responses are kept confidential and your name will not be revealed or publicly connected to your responses in any way. The identifying information at the end of this survey allows us to contact you in case follow-up or clarification is required. The questions will take approximately 15 minutes to complete.

For this survey, alternatives to detention are defined as specific programs designed and implemented to place youth who would otherwise be held in detention facilities within settings that are not secure facilities.

1. How important do you personally feel it is to keep youth out of detention?

1 2 3 4 5 6 7
Not At All Important Somewhat Important Highly Important

2. Please describe the reason for your answer to question one.

3. How supportive are you personally of the concept of providing alternatives to detention for youth?

1 2 3 4 5 6 7
Not At All Supportive Somewhat Supportive Very Supportive

4. Please describe the reason for your answer to question three.

5. How effective are alternatives to detention, regardless of the specific type of program, in keeping youth out of detention?

1 2 3 4 5 6 7
Not Effective At All Somewhat Effective Highly Effective

6. In your opinion, what are the three most important elements of an alternative to detention program for keeping youth out of detention? **(Please circle three)**

- a. Providing services to youth
- b. Providing services to families
- c. Protecting the community
- d. Involving youth positively in their communities
- e. Educating youth
- f. Holding youth accountable
- g. Providing positive adult interactions for youth
- h. Providing positive peer interactions for youth
- i. Other (specify) _____

Please describe other important elements:

7. How supportive are you personally of existing alternatives to detention in your local jurisdiction?

1 2 3 4 5 6 7
 Not At All Supportive Somewhat Supportive Very Supportive

8. In terms of general service / program quality, how would you rate the overall quality of alternatives to detention services that are provided in your local jurisdiction?

1 2 3 4 5 6 7
 Very Poor Adequate Very Good

9. Describe the current state of detention for each of the following in your local jurisdiction.

		No Problem			Minor Problem			Major Problem		
Crowded detention centers	n/a	1	2	3	4	5	6	7		
Crowded alternative to detention programs	n/a	1	2	3	4	5	6	7		
Status offenders in detention	n/a	1	2	3	4	5	6	7		

		High support			Moderate support			Low support		
Public support for alternatives to detention	n/a	1	2	3	4	5	6	7		
Policy support for alternatives to detention	n/a	1	2	3	4	5	6	7		
Financial support for creating new detention facilities	n/a	1	2	3	4	5	6	7		
Financial support for creating and supporting alternatives to detention	n/a	1	2	3	4	5	6	7		

10. How aware of alternatives to detention are juvenile justice officials in your local jurisdiction?

1 2 3 4 5 6 7
 Not at All Somewhat Very Aware

17. In your opinion, what is the impact of each of the following alternatives to detention for pre-adjudicated youth in your local jurisdiction?

		Moves More Youth Into System					Diverts Youth From System	
		1	2	3	4	5	6	7
Home detention	n/a	1	2	3	4	5	6	7
Electronic monitoring	n/a	1	2	3	4	5	6	7
Youth service centers	n/a	1	2	3	4	5	6	7
Multi-use facilities	n/a	1	2	3	4	5	6	7
Juvenile screening centers	n/a	1	2	3	4	5	6	7
Shelter care	n/a	1	2	3	4	5	6	7
Alternative schools	n/a	1	2	3	4	5	6	7
Residential treatment	n/a	1	2	3	4	5	6	7
Day treatment	n/a	1	2	3	4	5	6	7
Outpatient treatment	n/a	1	2	3	4	5	6	7
Wraparound programs	n/a	1	2	3	4	5	6	7
Attendant care or holdovers	n/a	1	2	3	4	5	6	7
Other alternatives (specify)	n/a	1	2	3	4	5	6	7

18. How much emphasis has been given to reducing the post-adjudicated youth detention population (youth whose charges or referrals have been disposed) in your local jurisdiction?

1 2 3 4 5 6 7
 None At All Some Emphasis A Top Priority

19. What types of alternatives to detention are available for post-adjudicated youth in your local jurisdiction? **(Circle all that apply)**

- | | |
|---|---|
| <ul style="list-style-type: none"> a. House arrest b. Traditional probation c. Intensive probation d. Electronic monitoring e. Community service hours and restitution f. Work programs g. Work release h. Work/Boot camp i. Foster care | <ul style="list-style-type: none"> j. Extended group care k. Wilderness programs l. Day and evening reporting centers m. Truancy centers n. Residential treatment o. Day treatment p. Outpatient treatment q. Wraparound programs r. Attendant care or holdovers s. Other (specify) _____ |
|---|---|

20. In your opinion, what is the impact of each alternative to detention that is available for post-adjudicated youth in your local jurisdiction?

		Moves More Youth Into System				Diverts Youth From System		
House arrest	n/a	1	2	3	4	5	6	7
Traditional probation	n/a	1	2	3	4	5	6	7
Intensive probation	n/a	1	2	3	4	5	6	7
Electronic monitoring	n/a	1	2	3	4	5	6	7
Community service hours and restitution	n/a	1	2	3	4	5	6	7
Work programs	n/a	1	2	3	4	5	6	7
Work release	n/a	1	2	3	4	5	6	7
Work / boot camp	n/a	1	2	3	4	5	6	7
Foster care	n/a	1	2	3	4	5	6	7
Extended group care	n/a	1	2	3	4	5	6	7
Wilderness programs in your local jurisdiction	n/a	1	2	3	4	5	6	7
Day and evening reporting centers	n/a	1	2	3	4	5	6	7
Residential treatment	n/a	1	2	3	4	5	6	7
Day treatment	n/a	1	2	3	4	5	6	7
Outpatient treatment	n/a	1	2	3	4	5	6	7
Wraparound programs	n/a	1	2	3	4	5	6	7
Truancy centers	n/a	1	2	3	4	5	6	7
Attendant care or holdovers	n/a	1	2	3	4	5	6	7
Other alternatives in your local jurisdiction (specify)?	n/a	1	2	3	4	5	6	7

21. Has the current continuum of alternatives to detention reduced the reliance on and use of detention for youth in your local jurisdiction?

a. Yes b. No

22. In your opinion are there alternatives to detention that are currently used in your local jurisdiction that aren't effective?

a. Yes b. No

If yes, which specific programs?

23. Are there alternatives to detention that currently aren't used in your local jurisdiction that you feel should be used?

a. Yes b. No

If yes, what specific programs should be used?

24. In your opinion, what are the most significant **barriers** to implementing an effective alternative to detention program in your local jurisdiction?

		No barrier			Slight barrier		Major barrier	
Public opinion	n/a	1	2	3	4	5	6	7
Political considerations	n/a	1	2	3	4	5	6	7
Finance and budgeting	n/a	1	2	3	4	5	6	7
Juvenile justice system structures	n/a	1	2	3	4	5	6	7
Juvenile justice system policies	n/a	1	2	3	4	5	6	7
Statutes or ordinances	n/a	1	2	3	4	5	6	7
Leadership	n/a	1	2	3	4	5	6	7

Please describe other barriers in your local jurisdiction.

25. In your opinion, how do the following conditions **facilitate** implementing an effective alternative to detention program in your local jurisdiction?

		No facilitator			Modest facilitator		Major facilitator	
Public opinion	n/a	1	2	3	4	5	6	7
Political considerations	n/a	1	2	3	4	5	6	7
Finance and budgeting	n/a	1	2	3	4	5	6	7
Juvenile justice system structures	n/a	1	2	3	4	5	6	7
Juvenile justice system policies	n/a	1	2	3	4	5	6	7
Statutes or ordinances	n/a	1	2	3	4	5	6	7
Leadership	n/a	1	2	3	4	5	6	7

Please describe other facilitating conditions in your local jurisdiction.

26. How well do alternatives to detention meet the following requirements of the restorative justice framework in your local jurisdiction?

		Very Poorly			Adequately		Very Well	
Helping youth develop competencies that prevent re-offending	n/a	1	2	3	4	5	6	7
Holding youth accountable for their actions	n/a	1	2	3	4	5	6	7
Ensuring public safety	n/a	1	2	3	4	5	6	7

27. Are there quotas for filling detention beds before utilizing alternatives to detention in your local jurisdiction?

- a. Yes b. No

28. Who has the authority to place youth in detention in your local jurisdiction?

- | | |
|-----------------------------|-----------------------------------|
| a. Judges | e. Juvenile justice case managers |
| b. Probation officers | f. Child welfare case managers |
| c. Parole officers | g. Community program staff |
| d. Law enforcement officers | h. Other (specify) _____ |

29. Are you aware of any alternatives to detention that use detention as a sanction for non-compliance in your local jurisdiction?

- a. Yes b. No

30. Please describe the process used for placing youth in detention as a sanction for non-compliance.

31. Are standardized risk and needs assessment tools used during each of the following processes?

		Never	Sometimes					Always
Intake or Admission	n/a	1	2	3	4	5	6	7
Hearings	n/a	1	2	3	4	5	6	7
Screening procedures	n/a	1	2	3	4	5	6	7

32. How useful do you think standardized risk and needs assessment tools are?

- | | | | | | | |
|------------|---|---|----------|---|---|--------|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| Not at all | | | Somewhat | | | Highly |

33. To what extent are research and evaluation techniques used to develop and manage alternatives to detention in your local jurisdiction?

- | | | | | | | |
|-------|---|---|-----------|---|---|--------|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| Never | | | Sometimes | | | Always |

34. In your opinion, what should be done to reduce the use of detention in your local jurisdiction?

35. What is your role in the juvenile justice system?

- | | |
|---------------------------------|---|
| a. Judge | h. Line staff – residential facility |
| b. Prosecuting attorney | i. Line staff – non-residential community program |
| c. Defense attorney | j. Educator |
| d. Probation officer | k. Law enforcement officer |
| e. Intake worker | o. Juvenile Justice Specialist |
| f. Case manager | p. Other Specify _____ |
| g. Line staff – secure facility | |

36. How long have you been involved in the juvenile justice system?

- | | |
|---------------------|---------------------|
| a. Less than 1 year | e. 16 – 20 years |
| b. 1 – 5 years | f. 21 – 25 years |
| c. 6 – 10 years | g. 26 – 30 years |
| d. 11 – 15 years | h. 31 – 35 years |
| | i. 36 years or more |

37. If we need further assistance or clarification about your responses, may we call you?

- a. Yes b. No

First Name _____ Middle Initial _____ Last Name _____

If yes, when is the best time to reach you?

Day _____ Time _____ Phone number _____

Appendix B

Regression Analysis

To answer the research question of “What factors are most important in predicting the availability of alternatives to detention?” a multiple linear regression analysis was conducted. This appendix supplies statistical details of the regression analysis. In order to complete the regression analysis four steps were undertaken, which included (1) data reduction, (2) examining the data for the assumptions of multiple linear regression, (3) conducting the regression analysis, and (4) conducting a statistical power analysis based on the resulting regression model. Each of these important steps in the regression analysis are described within their own sections, followed by a summary of the findings.

Data Reduction

In multiple linear regression analysis, the principal of parsimony is important. Parsimony refers to limiting the number of control and predictor variables in a regression model, in order to avoid spurious findings. Because of the number of individual items in the survey, a scaling procedure was applied to the data for reduction. The scaling procedure involved (1) identifying items that measured the same underlying construct, (2) identifying items within a construct that required recoding modifications, such as reversing their individual scaling or pre-summing a group of like items, (3) computing a Cronbach’s alpha coefficient for the items within a given construct, and (4) performing averaging or summing operations to calculate a value for each scale. Table B1 displays item and case counts, ranges, descriptive statistics, and Cronbach’s alpha coefficients for the seven scales that were calculated.

As one can see in Table B1, the number of items used to evaluate and compute a scale ranged between three and seven. Some of the items used for final scale calculation were aggregations of individual survey items that had a dichotomized response set, and some were raw survey items. The number of cases that had complete data for an individual scale, and could therefore be used to evaluate the reliability of the scale, ranged between 286 and 403.

The Cronbach’s alpha coefficients for the scales ranged between .63 and .84, which are all in the range of good reliability. The Cronbach’s alpha coefficient is a measure of internal consistency, which means that it measures the degree to which items within a scale are statistically related to each other. The alpha coefficient can take on values between -1 and $+1$, and values that are above $+0.60$ indicate that the items within a scale are internally consistent (Anastasi, 1982; Cronbach, 1984). The scaling results show that the combinations of items that were used to reduce the data into scales were internally consistent, and that it was appropriate to combine them for subsequent analysis.

The seven resulting scales included Alternatives to Detention (ATD) Availability, ATD Barriers, ATD Facilitators, ATD Personal Support, ATD Perceived Effectiveness, ATD Environmental Support, and Detention Problems. The ATD Availability Scale includes all items from the survey related to the number and variety of ATDs available in a respondents state or jurisdiction. A higher score on the ATD Availability Scale reflects a greater number and variety of available ATDs than does a lower score.

Because the individual survey items that make up the ATD Availability Scale had different numeric scaling properties, the scale was computed by summing all of the items, with a resulting range of values between 3 and 41. Because the values in the individual survey items used for the remaining six scales all ranged between one and seven, the scales were computed by averaging all of the items, with resulting ranges between 1 and 7.

Scale	N Items	N Cases	Cronbach's Alpha	Mean	SD	Low	High
ATD Availability	4	344	0.71	22.4	8.17	3	41
ATD Barriers	7	357	0.8	5.2	1.19	1	7
ATD Facilitators	7	357	0.84	5.7	1.26	1	7
ATD Personal Support	3	403	0.72	5.8	0.92	1.7	7
ATD Perceived Effectiveness	4	330	0.65	4.7	0.73	2.9	7
ATD Environmental Support	5	309	0.68	4.4	1.02	1	7
Detention Problems	3	286	0.63	3.6	1.46	1	7

Table B1. Item and case counts, range, descriptive statistics, and Cronbach's alpha coefficients for scales used in regression analysis.

The ATD Barriers Scale was made up of the survey items where factors were directly identified by respondents as barriers. A higher score on the ATD Barriers Scale reflects a greater number and strength of barriers to ATDs than does a lower score. The ATD Facilitators Scale was constructed using a method that was identical to the ATD Barriers scale, except that the items were identified by respondents as facilitating conditions for ATDs. A higher score on the ATD Facilitators Scale reflects a greater number and strength of facilitators for ATDs than does a lower score.

The ATD Personal Support Scale was made up of the survey items where respondents were asked to rate their own personal support of ATDs. Because the values in the individual survey items all ranged between one and seven, the scale was computed by averaging all of the items. A higher score on the ATD Personal Support Scale reflects respondents stronger personal support for ATDs than does a lower score. The ATD Perceived Effectiveness Scale was made up of the survey items where respondents were asked to rate the effectiveness or impact of ATDs. A higher score on the ATD Perceived Effectiveness Scale indicates a respondents subjective impression of ATDs as effective is greater than a lower score does.

The ATD Environmental Support Scale was made up of the survey items that addressed the degree to which ATDs were perceived a programmatic or fiscal policy priority. A higher score on the ATD Environmental Support Scale means that a respondent was more likely to see ATDs as a priority enjoying policy support than a lower score would indicate. The Detention Problems Scale was made up of items that asked about the current state of detention on terms of problems such as overcrowding. A higher score on the Detention Problems Scale indicates a greater number and intensity of problems in the detention centers in a respondents locale than does a lower score.

Assumptions of Linear Regression

Four major assumptions in multiple linear regression analysis are (1) multivariate normality, (2) univariate normality, (3) linearity, and (4) the absence of multicollinearity (Cohen & Cohen, 1983 ;Tabachnick & Fidell, 2001). Before conducting a multiple linear regression analysis the data being used must be analyzed for whether they meet these assumptions. When the assumptions are not met it is necessary to modify the data set to approximate the major assumptions before conducting the analysis, or one risks having a regression model that is unreliable and of limited utility. The data that were used to evaluate the assumptions of linear regression included the 226 cases that had data on all seven scales, and could therefore be used in the analysis.

The assumption of multivariate normality was tested using the Mahalanobis' Distance, which is an indicator of how far an individual cases combination of variables differs from the typical combination within the data set. After the Mahalanobis' Distance was computed, the values were converted to z scores, and cases with a z score greater than or equal to two were filtered out of subsequent analyses. With the multivariate outliers

filtered, the individual scales were evaluated for univariate normality using skewness statistics. The only scales with skewness problems were ATD Personal Support and ATD Facilitators, and the outlying cases in these scales, along with the multivariate outliers, were filtered out of subsequent analyses. When the multivariate and univariate outliers were filtered, 19 (8.4%) of the 226 cases were removed.

Linearity was evaluated after the outliers were filtered. The methods included bivariate correlation and scatterplots. The results indicated that each of the control or predictor variables were sufficiently linear in their relationship to the criterion variable for the regression analysis to proceed. Multicollinearity occurs when control or predictor variables are overly correlated with each other. Although the bivariate correlations indicated no multicollinearity problems, an additional analysis was conducted using tolerance statistics.

Tolerance is the difference between one and the absolute value of the multiple correlation between one control or predictor variable and all of the other control or predictor variables. Tolerance values greater than .20 mean that multicollinearity is not a problem. Tolerance statistics for the variables used in the regression model ranged between .73 and .94, indicating that multicollinearity was not a problem with these data.

Once the assumptions were evaluated and outlying cases were identified, the multiple linear regression analysis was conducted twice, once without the outliers filtered and once with them filtered out of the analysis. The unfiltered model ($N = 226$) identified three significant predictors of ATD availability with a total explained variance of 17.2%. The model with the outliers filtered ($N = 207$) identified two significant predictors with an explained variance of 14.3%. The resulting models were sufficiently different that it was clear that the analysis should be conducted with the outliers filtered, to avoid their exerting an undue influence on the results (Tabachnick & Fidell, 2001).

Regression Analysis Results

In the regression model the criterion variable was the ATD Availability Scale, and the other variables were entered in three blocks; two control variable blocks and one predictor variable block. The first control variable block included the ATD Personal Support Scale, Tenure in the Juvenile Justice System (0 = 20 or fewer years; 1 = More than 20 years) and Role in the Juvenile Justice System (0 = Direct Practitioner; 1 = Leader), and the second control variable block included only the ATD Perceived Effectiveness Scale. The predictor variable block included the Detention Problem, ATD Environmental Support, ATD Barriers, and ATD Facilitators scales. Table B2 displays the results of the regression analysis.

The full model had an explained variance of 14.3%, with explained variances of 2.1%, 6.8%, and 5.4% for the first and second control variable and predictor variable blocks, respectively. Analysis of Variance (ANOVA) revealed that the first control block did not significantly add to the explanatory strength of the model, that perceived effectiveness did significantly add to explanatory strength, and that the predictor block added significant explanatory strength in addition to that associated with perceived effectiveness.

These results mean that (1) personal support of ATDs and juvenile justice system tenure and role did not explain much about how respondents rated the availability of ATDs, (2) respondents perceived effectiveness of ATDs significantly improved the models ability to predict ATD availability, and (3) the predictor variables, taken together, significantly contributed to the models ability to predict ATD availability.

Block	Variables	R Squared	Increment	Beta	Partial r	t	p	Power
Control 1	ATD Personal Support Scale	0.021	0.021	-0.01	-0.01	-0.09	n.s.	0.97
	Tenure in JJ System			-0.01	-0.01	-0.12	n.s.	
	JJ System Role			-0.11	-0.11	-1.61	n.s.	
Control 2	ATD Perceived Effectiveness Scale	0.089	0.068	0.28	0.25	3.63	< .01	
Predictors	Detention Problem Scale	0.143	0.054	0.10	0.10	1.34	n.s.	0.79
	ATD Environmental Support Scale			0.20	0.19	2.74	< .01	
	ATD Barriers Scale			-0.07	-0.06	-0.91	n.s.	
	ATD Facilitators Scale			0.11	0.11	1.62	n.s.	
Full Model		0.143						0.99

Table B2. Results from the multiple linear regression analysis predicting ATD availability.

Two significant predictors of ATD Availability emerged from the regression analysis; ATD Perceived Effectiveness ($t = 3.63$, $p < .01$) and ATD Environmental Support ($t = 2.74$, $p < .01$). The beta weight for ATD Perceived Effectiveness was .28, with a partial correlation coefficient of .25. The beta weight for ATD Environmental Support was .20, with a partial correlation coefficient of .19. These data mean that an individual respondents personal support for ATDs was an important control variable, and that the amount of environmental supports, including programmatic and fiscal policy prioritization of ATDs, significantly predicted their availability.

Statistical Power Analysis

A statistical power analysis was conducted to determine if the model possessed sufficient statistical power. In linear regression, statistical power is the ability of a model to accurately identify significant predictors of an outcome, through correctly rejecting the null hypothesis that a predictor or control variable does not improve prediction of the criterion variable (Cohen, 1988). The power coefficient can take on any value between 0 and 1, with a value of .80 indicating good statistical power.

The power analysis was based on a sample size of 207, which was the number of cases in the model after multivariate and univariate outliers were filtered from the analysis. The regression model used an alpha of .05 for statistical significance in control and predictor variables, and this alpha was used in the power analysis. The explained variance for the two blocks of control variables was 8.9%, for the predictor block it was 5.4%, and for the full model it was 14.3%. Using these data, the power analysis resulted in power coefficient of .97 for the control variables, .79 for the predictor variables, and .99 for the full model. These coefficients mean that the model had sufficient statistical power to accurately identify significant predictors of ATD availability.

Afterword

The scaling procedure used for data reduction was reliable in terms of internal consistency, meaning that the items used in each scale measured the same underlying construct. The assumptions of multiple linear regression were adequately met after filtering multivariate and univariate outliers out of the analysis. Statistical power, overall and for the control and predictor variable blocks, was adequate. Taken together, these characteristics of the data mean that the results of the regression analysis are valid, and can be reasonably interpreted for their implications about the state of ATDs.

Appendix B References

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