

**Planning for Juvenile Detention Reform:
Data Collection Handbook**

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Prepared for:

The Annie E. Casey Foundation, 701 St. Paul Street, Baltimore, MD 21202

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Prepared by:

The National Council on Crime and Delinquency
426 South Yellowstone Dr., Ste. 250
Madison, WI 53719

voice: (608) 831-8882
fax: (608) 831-6446

I. INTRODUCTION

The Juvenile Detention Alternatives Initiative (JDAI) began as a multi-year, multi-site demonstration project initiated by the Annie E. Casey Foundation in 1993. It was designed to assist selected juvenile justice agencies in making systematic changes to juvenile detention practices. The initiative focused on issues of detention utilization and the development of strategies to reduce reliance on secure detention. It advocated the use of structured screening tools and well-structured programs that could serve as alternatives to secure detention. It also offered ways of examining and addressing issues such as minority over-representation and conditions of confinement in detention. In addition, the project placed a major emphasis on data-driven system assessment and planning in preparation for reform.

Based on the experiences in the initial JDAI sites, the Annie E. Casey Foundation produced ‘Pathways to Juvenile Detention Reform.’ This series of monographs shares the juvenile detention reform experiences from each of the original jurisdictions and describes for other jurisdictions a process by which to plan, collaborate, implement, promote, and sustain juvenile justice detention reform. According to the first of these monographs, ‘Planning for Juvenile Detention Reforms: A Structured Approach,’ one of the first steps in planning for reform is to document and describe the functioning of the current juvenile detention system through a careful process of data collection and analysis. A thorough description of recent trends and current practices in detention utilization provides the foundation for problem identification and analysis, as well as the subsequent development of change strategies. It addresses questions such as:

- § What are the multi-year trends in detention utilization? To what extent has the number of admissions and average daily population changed over the past few years? To what extent are these trends reflective of increases or decreases in the number and types of youth being referred to the juvenile justice system? What can we anticipate happening over the next few years given projected changes in the size of the juvenile population in the community?

- § What are the current patterns of detention utilization? What kinds of youth are being detained in terms of age, gender and race? What is the offense and offense history profile of youth admitted to detention? How do these profiles differ from the characteristics of youth who are *not* detained? How long are detained youth remaining in the facility and where are they going upon release? How does this vary by race, gender, offense type and offense history?

The answers to these questions can then be used to identify problems in detention utilization that can be targeted for change. The data often reveal that there are certain sub-populations of detained youth who don't really require secure detention. Many jurisdictions have addressed this problem by designing objective detention screening tools to "control the front gates." The data also often show that other sub-groups are "clogging up" detention beds due either to an inordinate number of admissions and/or extended lengths of stay. For example, many jurisdictions have discovered that probation violators constitute a significant proportion of admissions and have responded by developing a system of graduated administrative sanctions that can be applied in lieu of detention. In other agencies, the data have illustrated problems in case processing such as extended delays between the time of detention admission and adjudication, or between final disposition and out-of-home placement. These jurisdictions have responded by developing alternative, speedier case processing mechanisms and/or the use of specially designated staff whose job it is to expedite movement of detained youth to alternative placements. However, these and other solutions could not have been developed without accurate problem identification, which in turn rests upon the availability of comprehensive and reliable data.

II. PURPOSE OF THE HANDBOOK

In recent years, the number of jurisdictions interested in undertaking detention reform has grown dramatically. However, many of these agencies have not had the financial or technical resources needed to execute the kind of data collection and analysis that is required for effective planning. This handbook has been developed by the Casey Foundation, in collaboration with the National Council on Crime and Delinquency (NCCD), in an effort to address that need.

The handbook provides detailed guidelines that can be used by local jurisdictions to conceptualize, organize and execute a data collection effort that focuses on detention utilization. It describes the kind of data that should be collected both at the aggregate level (e.g., one day counts of the number of youth in a facility) and at the case-level (e.g., the demographic, offense and offense history characteristics of individual youth). It further describes various procedures for collecting the data including: 1) identification of the various groups of youth for whom data should be collected; 2) selection of a *time frame for sampling* study youth; 3) guidelines for determining *how many youth* should be included in a study sample; and 4) *organizing* the data collection effort. The manual also includes a standardized data collection form for case-level data, and definitions that should be used to guide how the data are recorded.

The manual focuses on data collection and does not include information on data analysis. It is anticipated that once the data are collected by the local jurisdiction, they will be transferred to the Casey Foundation and NCCD for data entry and analysis. Numerous examples of how the data will be used and what information they will provide to the local jurisdiction are shown in the following section (“Methods: How the Data Can Be Used”) and in Appendix B.

Applicability to Different Jurisdictions

The data collection strategies described here and the data elements used in the case-level data collection form are applicable to most jurisdictions. An effort has been made to ensure that

any jurisdiction, regardless of size, location, or specific detention-related operations, will be able to use this handbook to guide the data collection process. First, the basic data collection strategies (e.g., study design, sampling) are not affected by differences in jurisdiction size or type. Second, we know that the aggregate data specified for collection is typically available from one source or another in almost any jurisdiction. Third, we also know - from detention studies in approximately 20 different jurisdictions - that the data elements on the case-level data collection form are pieces of information that either: a) are routinely collected as part of the case management process (e.g., age, gender, race, current offense, number and nature of prior offenses), or b) can be obtained with a little digging through case files or computerized records. Fourth, we have attempted to use language that is generally understood to mean similar things in different places. Terms like “detention admission,” “petition,” “adjudication hearing” have commonly understood definitions. Where terms are used that have the potential for different meanings (e.g., a “referral” or an “assaultive offense”), we have supplied suggested definitions.

This is not to say that some adaptations won't be required in any specific jurisdiction using this manual. It simply is not possible to anticipate in one data collection form all the potential nuances in case processing, differences in terminology, or availability of data, that may occur across jurisdictions. Moreover, there are certain data elements that require the local jurisdiction to develop definitions prior to data collection. In particular, there will be a need for each jurisdiction to specify what offenses are included in each of the “most serious offense type” categories (Item II h. on the data collection form). Due to the wide variation across jurisdictions in offense names and severity designation (i.e., felony vs. misdemeanor), it simply was not possible to determine in advance what offenses should be included in each of the “offense types” for this item.

For these reasons (as well as others), any data collection effort should not be undertaken before consulting with staff at the Casey Foundation and/or NCCD to clarify how the form

should be used, and to determine whether selected changes might need to be made to the data collection items, the definitions used to guide data recording, and/or the terminology used on the form. It is absolutely critical that the local jurisdiction, the Casey Foundation and NCCD have a clear and common understanding - before any data collection begins - of what information is being recorded, how things (e.g., “referrals”) are being counted, and how local practices may affect the interpretation and understanding of the information recorded on the data collection form.

III. METHODS

A. Types of Data to be Collected

Two types of data will be required to demonstrate historical detention utilization trends over the past three years and recent detention populations. One type of data is aggregated information and the other is specific information related to individuals (i.e., case-level data).

Providing the Historical Context: Aggregate-Level Information

Jurisdictions in the planning stages should frame the need for detention reform in a larger context by collecting aggregated data about: 1) the number of youth in the at-risk population in the community; 2) the total number of youth referred to juvenile court, and the number referred for various types of offenses; 3) the number of youth admitted to detention; and 4) average daily detention populations. When this information is collected for various points in time over a multi-year period, it provides important data on trends in detention utilization. For example, they will show whether admissions and average daily population (ADP) have been holding steady, rising, or falling over the past few years. Moreover, comparing these detention utilization trends to developments in the size of the at-risk population and in the number of court referrals can help

planners interpret *why* admissions have been increasing or decreasing. The comparison can also help an agency anticipate the potential demand for detention in the future.

a. How the Aggregate Data Can Be Used

Before proceeding to the details of what data should be collected and how it might be collected, it will be helpful to show how these data can be used to inform the analysis of detention utilization. Three examples are provided below. Figure 1 shows an 18-month trend in detention admissions for a large city. The data show that there has been a substantial decrease (50%) in detention admissions over the past 18-month period. Figure 2 shows the end-of-month average daily population counts for that same city's detention center. These data indicate that, in spite of the fairly dramatic decrease in admissions, the detention center's ADP has dropped only slightly over the same time period. These data suggest that while admissions have been decreasing, lengths of stay have been increasing, thereby keeping the population stable. In addition to providing general information about detention trends, the comparison of data in these two figures points toward an issue that requires further attention: why have lengths of stay been increasing? Note that Figure 2 also includes information about the rated bed capacity of the facility and how that has changed over time.

Figure 1

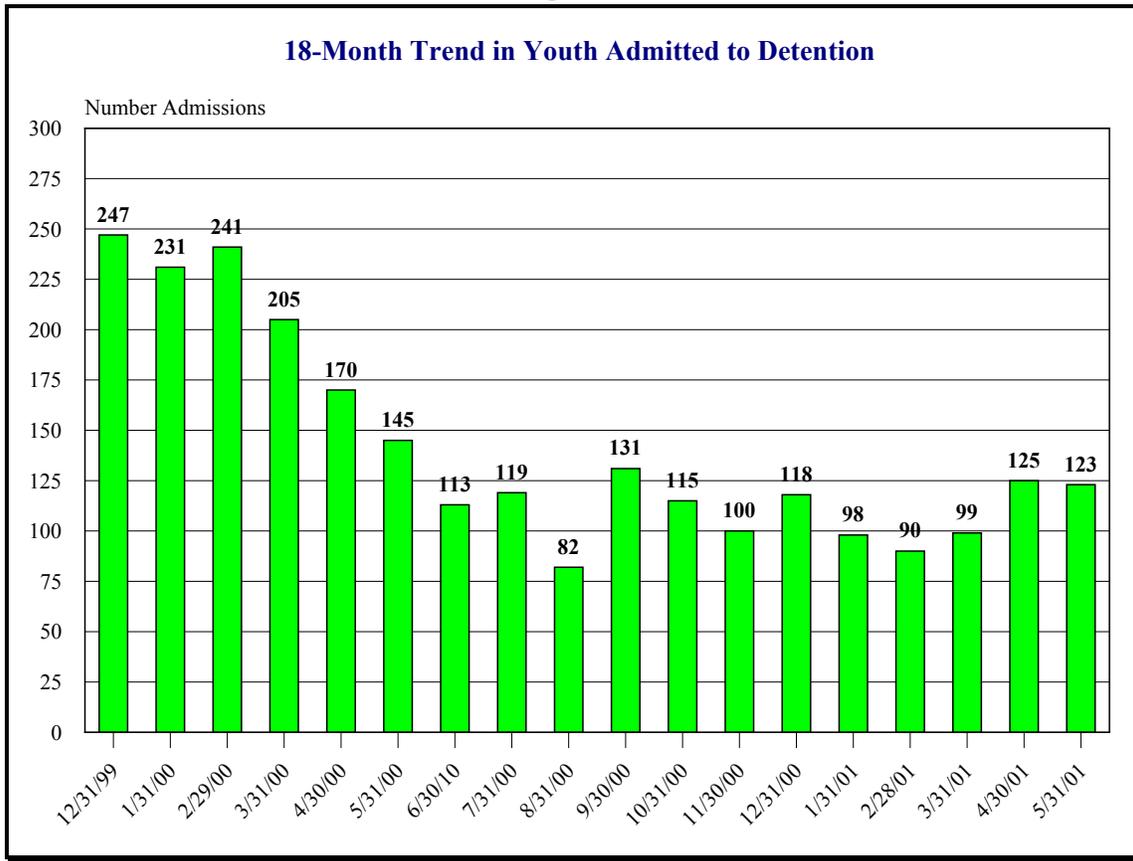
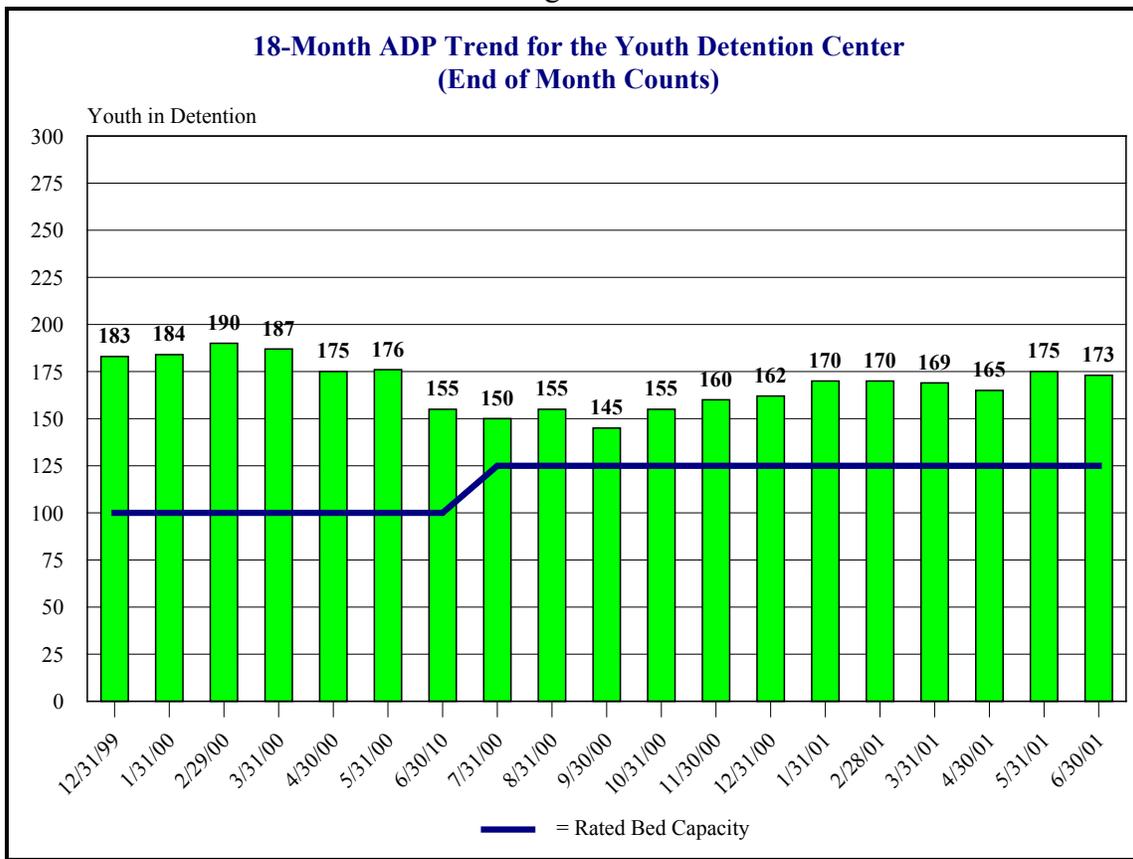


Figure 2



The third example shows longer term trends in detention admissions and examines those admissions in the context of changes in the at-risk population and changes in the number of court referrals over time. The data for this mid-size hypothetical county show that, over the most recent two-year period for which data are available, there has been: 1) a slight (6%) increase in the size of the at-risk population; 2) a more substantial increase (20%) in the total number of court referrals; 3) a similar increase in the number of referrals for a range of serious offenses (i.e., 15 – 20%); and 4) a dramatic increase (52%) in the number of youth admitted to detention during that same time period. Clearly, the increase in detention admissions cannot be accounted for by either increases in the at-risk population or increases in referrals.

Category	1998	2000	Percent Change
County At-Risk Population (Ages 10-17)	20,462	21,690	6.0%
Court Referrals			
Total Referrals	2,824	3,409	+ 20.7%
All Person Offenses	950	1,095	+ 15.3%
Robbery	125	152	+ 21.6%
Burglary	340	388	+ 14.1%
Drug Sales	229	275	+ 20.1%
Auto Theft	277	341	+ 23.1%
Detention Admissions	712	1,086	+ 52.5%

b. What Aggregate Data Should Be Collected

There are five basic types of aggregate data that should be collected:

- § *Monthly admissions* for the most recent 18 - 24 months (mandatory);
- § *Annual admissions* for each year for the past five years (preferable);
- § *Average daily population* counts for one day per month for the most recent 18 - 24 months (mandatory);
- § *Annual court referral data* for the past five years (preferable); and
- § *Census data* for the at-risk juvenile population in your county for the past five years and projected data for the next five years (preferable).

Each of these types of data is specified below and potential data sources are identified.

1. Collect **monthly detention admission numbers** for the most recent 18 - 24 month period. If, for example, you are doing data collection in July 2003, get admission counts for each month from at least January 2002 through June 2003. This count is not a “sample.” This is a count of the total number of youth admitted to the detention facility *from your jurisdiction* each month. If your jurisdiction is a city or county that has its own detention center, this is straightforward: how many kids were admitted to detention each month? However, note the following special circumstances:

- § If the detention facility is used by more than one jurisdiction, you should get a count of the youth admitted from your jurisdiction and a count of the total number of youth admitted from all jurisdictions using the facility. In addition to trends in the number of youth your jurisdiction detains, this will provide the ability to determine whether the *proportion* of total admissions accounted for by your jurisdiction has changed over time.
- § If your jurisdiction uses multiple detention centers, you should get a count of the youth from your jurisdiction admitted to each center. If these multiple detention

facilities are used by other jurisdictions, you should get total admission counts for the entire facility as well.¹

There are several potential sources of this information. Ideally, either the court, the juvenile services agency, or the detention center has a management information system that routinely generates (or can generate) detention reports that include monthly admission counts. If it is the detention center that generates the reports, and that center serves multiple jurisdictions, you will need to ask for a separate run of the data that sorts admissions into those from your jurisdiction and those from all jurisdictions. If automated data aren't available, there may be monthly admission data that is hand tabulated by either the court or juvenile services or the detention center. If that isn't available, most detention centers at least keep an admissions log in which staff record the name, jurisdiction, offense type and admission date for each youth admitted. This will require going through the log manually and adding up the number of youth admitted each month. If none of this information is available, your first step in detention reform is to find a way to start collecting this information.

2. Collect data on the total number of **annual admissions** for the past five years. This information will be used in connection with referral data and census data to show “big picture” changes over time. The source of the annual admission data will be the same as that used to get monthly admissions in #1 above. Jurisdictions that share a detention center with other jurisdictions will need to determine both the admissions for their jurisdiction and for the facility as a whole. Jurisdictions that use multiple detention centers will need to get the annual admissions information for all facilities they use.

¹ If one or more of these facilities admit relatively few youth from your jurisdiction each month (i.e., less than 5% of total admissions from your jurisdiction), just get admission information for one month in each quarter for the past 18-24 months (e.g., January, April, July, October, January, April, July).

3. Collect data on the **number of youth in the facility (one-day count) on a specified date each month** for the past 18 - 24 months. The exact date doesn't matter, but it should be the same date for each month (e.g., 1st, 15th, or last day of the month). These data will show how the facility's average daily population has changed over time. This is the type of information shown in Figure 2 above. This information is also likely to be available from one of the following sources:

- § The court, juvenile services or detention center management information system;
- § Hand tabulated summaries done on a regular basis by one of those entities; or
- § Detention center population logs that list the names of youth detained each day. These are population logs, not admission logs. If this is the source of the information, it will be necessary to actually count the number of youth in the facility on the selected date for each month.

Jurisdictions that share a detention facility with other jurisdictions should separately identify, if possible, the ADP of youth from their jurisdiction and the total ADP for the facility. Jurisdictions that use multiple facilities will need to collect these data for each facility.

4. Collect information on the **total number of youth referred to court (or the juvenile services agency)** for the past five years. This is not just youth admitted to detention - it is all youth referred to juvenile intake. Data should also be collected on the annual number of referrals for specific offense types. There is no need to get data for all the different types of offenses. Instead, focus on five to eight offenses that are most likely to result in detention (e.g., assaultive offenses, drug sales, serious property offenses, probation violations and/or other offenses that often result in detention in your jurisdiction.) This information will be used in conjunction with annual detention admission data and census data to provide the "big picture" with respect to detention utilization. The issue is how the volume and types of referrals received may be

influencing detention utilization. See Table 1 above for an example of how these data can be used.

A good source for these data are the annual reports that are typically compiled for court and/or juvenile services agencies. If these reports do not show referrals by specific offense type, use whatever disaggregated data on referrals may be included in the report (e.g., felony referrals vs. misdemeanor referrals, or person vs. property vs. public order referrals). Another potential source is intake unit monthly statistics on the number and types of cases handled.

5. Obtain **census data on the size of the at-risk population** (ages 10 to 17) in your jurisdiction for each of the past five years and, if available, the *projected* size of the at-risk population for the next five years. Historical census data can be used in conjunction with data on referrals and detention admissions to describe and help understand trends in detention admissions. Data on the *projected* size of the at-risk population can be used to anticipate whether referrals and detention admissions may be expected to increase, decrease or remain stable over the next five years.

Census data can be found in several places. One source is the U. S. Census Bureau's website: <http://www.census.gov>. Under 'People,' click on C2SS Area Profiles. From the Quick Picks list, select your state and then your jurisdiction. This will give you the size of the 10 - 19 age group, which can be used as an estimate of the at-risk population. The "Quick Facts" option at this site will show a different, and probably preferable, age grouping (i.e., ages 6 – 17). The drawback to this website is that it doesn't provide historical data on the size of the age groups. However, most states - and many counties - have a state/county planning agency that can usually provide both historical and projected counts of the at-risk population.

B. Describing Current Detention Populations: Case-Level Information

Aggregate data is useful for determining the overall number of youth admitted to detention, the average daily population and the relationship between the at-risk population, court referrals and detention utilization. However, it does not help an agency understand who is being admitted to detention, why they are being detained or how long they are staying. Yet this type of information is essential for understanding exactly how detention is being used and how detention practices might be altered. The only way to get this type of information is to collect data on individual youth (i.e., case-level data). This section of the manual identifies the various groups of youth for whom case-level data should be obtained, discusses ways of collecting the needed data and presents a data collection form that can be used to structure the data collection effort.

1. What Information Will Be Collected: The Data Elements

Information will be collected for several samples of youth including: a detention admission sample, a detention release sample, a sample of youth who are in detention on a given day and a sample of youth who were eligible for detention, but not detained. (These samples are described more fully below - in section 3.) A standardized data collection form will be used to get information on each youth in each sample. The data that will be collected focus on:

- § Youth demographics such as age, gender and race;
- § The reason for the current detention episode, including the nature and number of referral offenses and the point in system processing at which the youth was detained (e.g., intake, adjudicatory hearing, disposition hearing);
- § The nature of the youth's offense history and his/her current supervision status;
- § Identified youth problems at the time of the referral to detention; and
- § The point in system processing at which the youth was released (e.g., at preliminary hearing), to whom he/she was released and his/her length of stay.

The data collection form is shown in Appendix A. This form will be discussed in greater detail below.

2. How the Information Will Be Used: Sample Analyses

The information obtained from the data collection form can be analyzed in a number of ways to provide a detailed picture of each sample group and how they were handled by the system. At the most basic level, the data will provide descriptive information such as the most serious offense associated with the detention referral, the number of prior offenses for detained youth, and average length of stay. However, it will also be used to examine selected issues in greater detail. For example, it will be possible to examine the relationship between race and length of stay or between number of prior offenses and length of stay. This information then can be used to identify issues in how detention is being used.

Shown below are a few examples of the types of information that can be reported. These data all describe a detention admissions sample. Figure 3 shows the types of offenses for which youth were detained. Figure 4 shows the number of prior referrals for this same group of admissions. Figure 5 shows how long these youth stayed in detention and how length of stay varied by the type of release. For further information on how case-level can be used to examine issues in detention utilization, please see Appendix B of this manual.

Figure 3

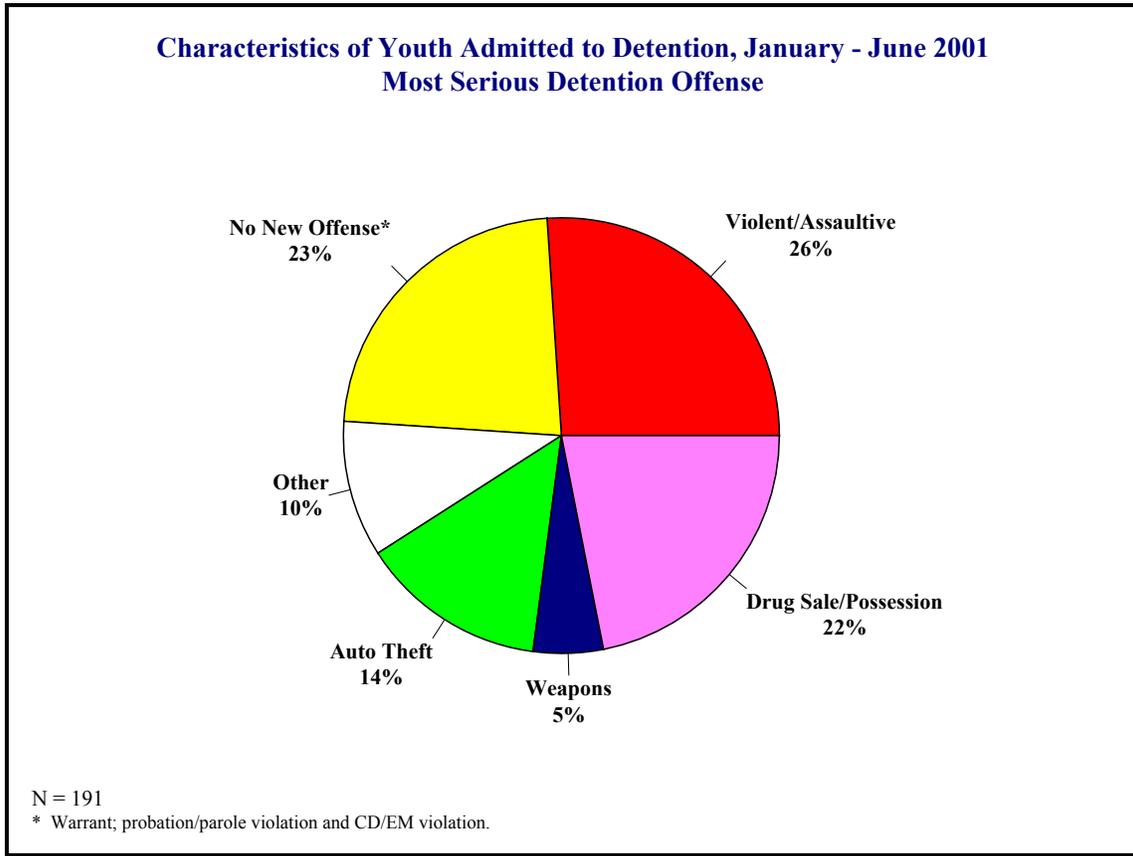


Figure 4

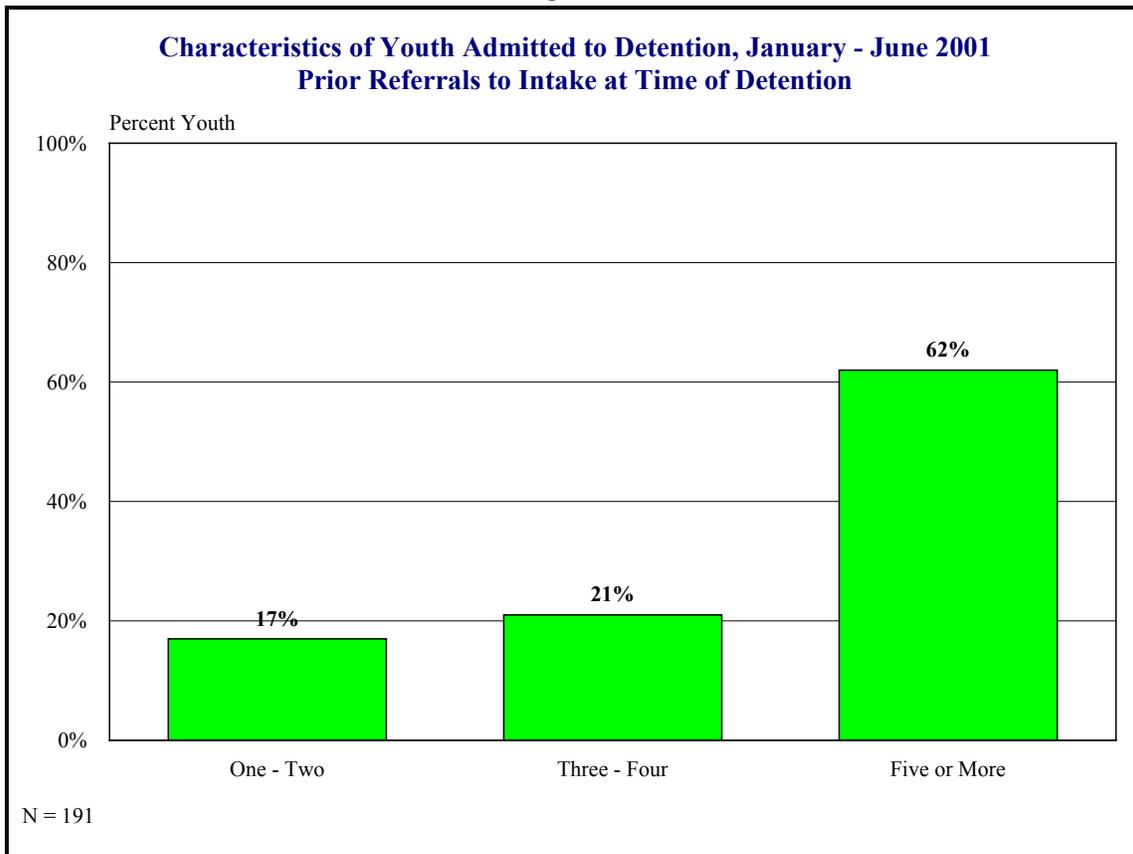
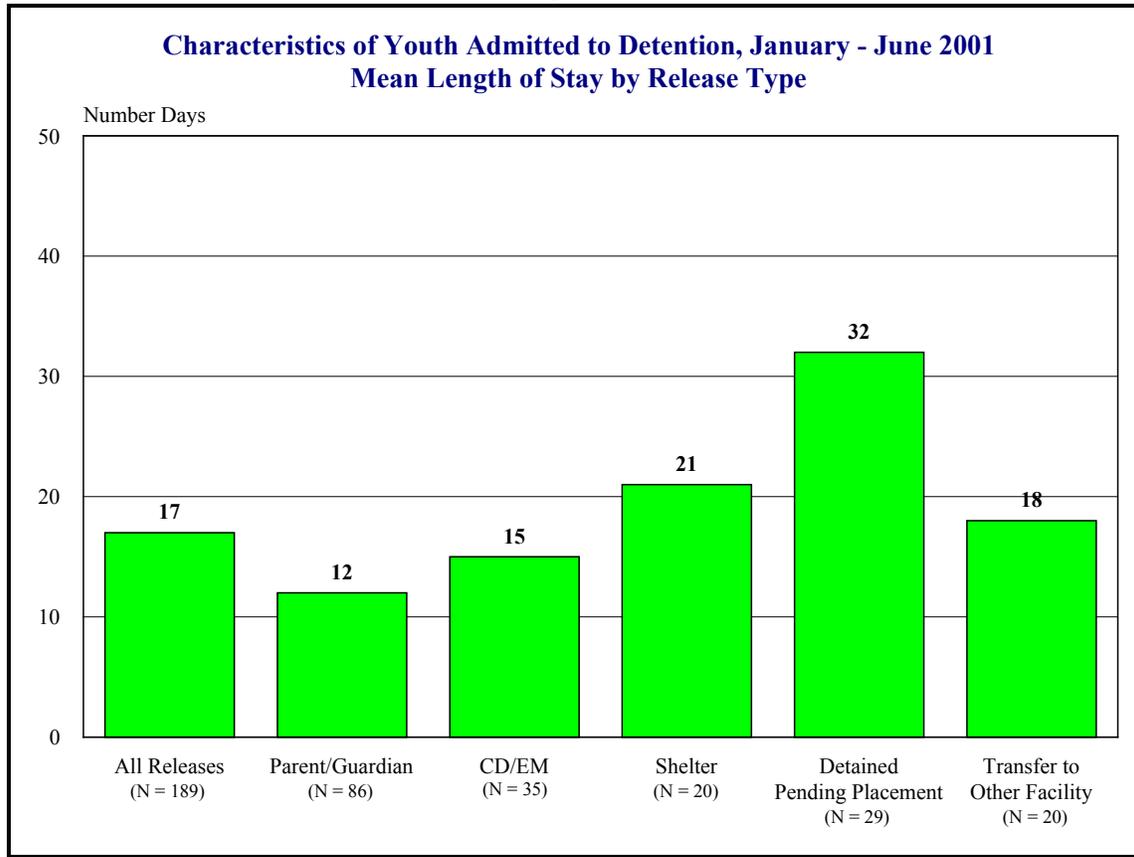


Figure 5



3. Who Gets Studied: The Sample Groups

To adequately understand detention utilization, agencies will need to collect data on youth characteristics for each of the following subsets of youth:

- § **A sample of juveniles admitted to detention.** The agency will need to collect data on the characteristics of youth admitted to detention during a selected time period. The data will include demographic information, the nature of the offense for which the youth was detained and the youth's offense history. It will also include information on case processing such as the point in the juvenile justice process the juvenile was detained.

- § **A separate sample of juveniles released from detention.** In addition to the case characteristics described above, the agency will need to know the length of time each juvenile spent in the detention facility, as well as to whom the juvenile was released. These data can be used to examine length of stay for various subsets of youth held in secure care. *As will be discussed below, collecting data on a separate sample of released youth may not be necessary if a retrospective study design is used.*

- § A sample of youth referred to detention but **not detained**. It is important that the agency be able to provide information about the sub-population of youth who were eligible for detention (or for whom detention was requested), but who were not detained. These data can be used to examine issues such as the criteria used in detention decisions and the consistency of those decisions. Having data on detained and non-detained youth provides an opportunity to compare the two groups to see the extent to which they are similar or different from each other. Other jurisdictions have used these data to explore the need for a detention screening tool, a systematic way to examine case characteristics for every youth referred to detention. For example, if profile comparisons show little difference between youth detained versus those referred and released, then a systematic way to screen youth may be required.²
- § A sample of detained youth on a specified day, i.e., a **“snapshot” profile**. The one-day profile of youth in detention is designed to provide a picture of the characteristics of detained youth at a particular point in time. This profile is usually quite different from that obtained by examining the characteristics of an admissions sample due to variations in length of stay for certain sub-groups of detained youth. Since more serious or more problematic offenders tend to stay in detention longer than other youth, they “stack up” over time. The result is that the detention population on a given day looks very different from the youth admitted to detention during a certain period of time. These data can be used to answer the question: “what are the characteristics of the youth *in* detention?” (as opposed to “what are the characteristics of youth being admitted to detention?”).

4. How Many Get Studied: Sample Sizes

To adequately describe different populations of youth, jurisdictions need to collect enough data to allow for meaningful analysis. However, it is generally not necessary to collect information for every youth admitted to or released from detention. Instead, jurisdictions can use sampling techniques to collect enough case-level data for descriptive purposes.

It is recommended that a **minimum of 250 cases** be sampled for each of the following groups to be studied:

² Identifying this sample can be tricky depending on how detention intake decisions are made. In some jurisdictions, the police refer (or bring) any youth to detention that they would like to have detained. Intake staff then make a decision about which youth will be detained and which will not. In this scenario it is clear who was “referred, but not detained.” In other jurisdictions, however, procedures do not allow for such a clear-cut definition of this sub-group. These jurisdictions should consult with the Casey Foundation and NCCD staff to identify an appropriate group of youth for this sample.

- § Detention admissions;
- § Detention releases; and
- § Referred, but not detained.

If a jurisdiction has had fewer than 250 cases in any of these categories in the past year, the entire year's worth of cases should be selected for study. For example, if County A had only 175 detention admissions in the past year, the sampling requirement would be 175 cases. If a jurisdiction had 300 admissions in the past year, they would select 250 cases, as would a jurisdiction that had 1,000 admissions.

For the one-day snapshot, jurisdictions should sample **a minimum of 50 youth** from the detained population on the selected day, **or 25% of the detained population, whichever is larger**. Jurisdictions with less than 50 youth in detention on the selected snapshot day should collect data on all of them. Under the 25% rule, only jurisdictions with more than 200 youth in detention would need to sample more than 50 youth. Note that if a jurisdiction uses more than one detention facility, the above sampling rules would *apply to each facility*.³

5. Study Design

The time period from which cases should be sampled will depend in part on whether the jurisdiction chooses to do a retrospective study (collecting data on cases that were detained in the past) or a prospective study (collecting data on cases that will be referred in the future). The pros and cons of each approach are discussed in the following section.

³ If a jurisdiction shares a detention facility with other jurisdictions, and is interested in comparing its detained population with the rest of the youth in the facility, a sample of youth from the other jurisdictions should be selected that is equivalent in size to the sample from the jurisdiction that is conducting the study. If there is no interest in comparing the two groups, there's no need to collect data on youth from the other jurisdictions.

a. Retrospective Studies

A retrospective study design relies on cases in which a youth has *already* been admitted to and released from detention. One advantage to this approach is that most of the youth included in the admissions sample will also have been released from detention. Consequently this one sample can be used for both admission and release information. This saves time and resources as there will be no need to collect data for a separate sample of youth who have been released from detention. This is typically the most cost-effective way to collect data.

A potential drawback to retrospective studies is that the data needed to describe the different populations may not have been collected in a systematic or consistent way. Agencies considering this approach should review the data collection form and compare its data requirements to the information that is usually collected for the various samples of youth. The question is: will you be able to complete the data collection form given the kinds of information that is available? If detention records or probation files or the MIS do not have the information needed to answer at least 80% of the questions on the data collection form, consider using a prospective study design.

b. Prospective Studies

In a prospective study, the agency does data collection on a sample of youth who - at the time the study is being prepared - have *not yet* been detained or released. Under this approach, a future date would be selected for the start of the study. Beginning on that date, all youth who were detained (or released, or referred, but not detained) would be sampled and would have a data collection form completed for them.

An important advantage of this study design is that agencies have access to information at the time the youth is referred and/or admitted to detention. Comprehensive information can be collected at a central point in a consistent manner, because staff know what information is

needed to complete the data collection form. There are two potential disadvantages to this approach. First, it will require data collection for a separate sample of youth released from detention (unless you are willing to wait until the entire detention admission sample ultimately gets released from detention). Second, depending on the rate or flow of cases into and out of detention, it can require a considerably longer study period than a retrospective study. If, for example, your agency admits an average of 50 youth per month to detention, it will take five months to reach the goal of 250 sample cases.

6. Sampling Time Frames and Sampling Procedures

a. Retrospective Studies

If you will be doing a retrospective study, the *admissions sample* can be selected from among those cases that have been detained over the past year. To do the sampling, it will be necessary to generate (by computer or by hand) a chronological listing of all youth who were detained during that time. If this list contains fewer than 250 cases, all the kids on the list are in the sample. If the list contains more than 250 names, you will need to develop a selection rule for determining who gets picked. For example, if the list of admissions contains 750 names, of which you need one-third, the most obvious selection rule would be to pick every third name on the list. If there were 400 youth on the list, you might pick every second name and then roll back through the list until you reached the goal of 250 names. Whatever the situation, the selection process should involve: 1) developing a rule that says “every *n*th case will be selected,” 2) using a random starting point on the list, and 3) being strict about sticking to the selection of every *n*th case until the sample goal is met.

If you are doing a retrospective study, the *detention release sample* can be the same youth who are in the admissions sample, since most of them will have been released from detention by

the time the data collection process is finished. Consequently, length of stay information will be available and there will be no need for a separate release sample.⁴

If you are doing a retrospective study, the *referred, but not detained* sample should be selected from the same time period as the admissions sample. As with the admissions sample, a list of all cases that have been referred, but not detained, over the past year should be developed. Sampling procedures would be exactly the same as those used for the admissions sample, i.e., picking every *n*th case until the sample goal is met.

If you are doing a retrospective study, the sample of youth for the *one-day snapshot* should be selected from among those youth who were in detention on a selected date from approximately two months before the data collection process starts. For example, if data collection is beginning in mid-June, select April 15 as the snapshot sample date. (This allows for the collection of release dates and the subsequent generation of length of stay data for the snapshot sample.)

b. Prospective Studies

The process for selecting the samples for a prospective study is different from that used in a retrospective study. In a prospective study, the agency will be selecting for the study a sample of youth who have **not yet** been “detained,” “released,” or “referred to detention, but not detained.” Generally, prospective studies will pick a (future) starting date for the sampling process and, beginning on that date, will select for the study all youth who enter the status of interest. If, for example, the study will begin on June 15, the first youth detained on June 15 will be the first person in the detention admissions sample and the data collection process will begin

⁴ To increase the likelihood that all admissions sample youth will have been released from detention by the time data collection is going on, the admissions sample time frame can be moved back two or three months. That is, the one-year sample time frame could begin 15 months ago and end three months ago.

with that youth. All subsequent youth entering detention would also be sampled, until the sampling goal is met. The same procedure would be followed for the “detention release” sample (although this portion of the study could be conducted during a different time period, if desired).⁵ The same process would also be used for “referred, but not detained” youth. For the one-day “snapshot” profile of youth in detention, simply select a future date and sample from among all the youth in detention on that date.

To summarize the sampling procedures for a prospective study:

- § For the *admissions sample*, select a date when the study will begin and then sample all youth admitted to detention each day, until the goal of 250 detained cases is met.
- § For the *release sample*, select a date when that portion of the study will begin and then sample all youth released from detention each day, until the goal of 250 released cases is met. The time period selected for sampling does not necessarily need to be the same as that used for the admissions sample.
- § For the *referred, but not detained* sample, select a date when the study will begin and then sample all referred, but not detained youth each day, until the goal of 250 cases is met. The time period used for this sample should be the same as that selected for the detention admissions sample.
- § For the “*snapshot*” sample, pick a future date and sample 50 of the youth who are in detention as of that date (or, if there are more than 200 youth in detention, sample 25% of the total).

To estimate the length of the sample time frame required in your jurisdiction, estimate how many youth are referred to and/or admitted to detention each month and simply project how many months the sampling is likely to continue. For example, if the jurisdiction admits an average of 100 youth to secure care each month, you will need to sample and collect data for

⁵ There is no requirement that the admission and release samples come from exactly the same time period. If the same people are going to be collecting data on all the samples, it might be easier from a workload perspective to complete the data collection process on the “detention admission” and the “referred, but not detained” samples, and then begin collecting data on the “release” sample. The drawback to this approach is that it will take longer.

approximately two and one-half months ($100 \times 2.5 = 250$ admissions) to complete this portion of the data collection effort.

Note that smaller jurisdictions with a relatively low number of admissions and releases each month may be better off doing a retrospective study, in order to reduce the overall length of the study period. If your jurisdiction only admits 100 youth to detention each year, and you have to sample all of them, it will take a year to get the study done prospectively.

7. Organizing and Monitoring the Data Collection Process

The following sections present step-by-step procedures to guide the data collection process. The first section presents the steps for a retrospective study. The second focuses on the steps that need to be taken for a prospective study.

- a. Retrospective Study Data Collection Process
 1. Identify a project coordinator. This does not necessarily have to be a person with a research background, but should be someone who is organized, methodical and who pays attention to detail. This person should have responsibility (with agency managers) for organizing the data collection effort. This person will also be responsible for managing and monitoring the day-to-day data collection process.
 2. Review the data collection form and determine where the answers to those questions can be found. The most likely sources are court/probation case files, detention records (for those detained), the MIS, or a combination of these sources. Conduct a case file review. Select five cases of juveniles recently released from detention. Pull their detention and court/probation records. Use the case-level data collection form (see the appendix) and determine which elements are readily available in the case records. Note on the form where each element can be located. Next, conduct an MIS review. On the same data collection form, note next to each element where the information can be found. This becomes the master “data location identifier.” You will need this to train data collectors to accurately complete the case-level data collection form.

Note: If all information is available in the MIS, it is not necessary to complete the data collection form for every case in the sample. Instead, agencies can extract these data and create one record per youth in the sample. This is often a resource intensive effort and requires commitment from MIS staff and/or programmers. It will also require up-front communication between MIS staff and the Casey

Foundation and/or NCCD to discuss what data elements will be included, the file layout, item definitions, the reliability of the data and other issues.

3. Figure out what youth should be considered for inclusion in the “referred, but not detained” sample and how they can be readily identified. The central issue is to identify a group of youth who were considered for detention, or who were eligible for detention, or who otherwise could have been detained, but were not. This task may require discussion with Casey Foundation and/or NCCD staff.
4. Using the guidelines outlined above (“sampling”), determine how many cases need to be included in each sample and select an appropriate time frame for sampling the “detained,” and “referred, but not detained” samples. The goal is to get 250 cases in each sample (the combined admission and release sample, plus the referred but not detained sample). If there were not 250 youth admitted to detention in the past year, select all the youth who were detained during that time. To allow enough time for youth to be admitted and subsequently released from detention, the retrospective study time frame should begin 15 months before the data collection will begin and end three months before the data collection will begin (this is the definition of “the past year”). For example, if an agency collects data in June 2003, the sample time frame should extend from March 1, 2002 to March 1, 2003. This allows sufficient time for the last sampled youth (i.e., admitted in February 2003) to have been released from detention by the time data collection begins.

For the one-day “snapshot” profile of youth in detention, select a day approximately three months before the data collection will occur. For example, if the agency intends to collect data in June 2003, select a day like March 1 or March 15, 2003.

5. Generate a sample case list. This list will be used by the project coordinator and the data collectors to identify all sample youth and to ensure that a form is completed for every youth. It should show the sampled youth’s name, DOB and agency ID number. It should also show the date the youth was detained, the name of the person assigned for data collection and the date data collection was completed. A sample form is shown below in Figure 6. Separate lists should be developed for each sample.

Figure 6

Sample Case List: Detention Admissions Sample

Youth's Name	DOB	ID#	Date Detained	Assigned Data Collector	Date Completed	Note
John Smith	31365	A1243	37270	Smith	6/3	Need runaway info
Paul Jones	31432	A2481	37271	Harris	6/4	ok
Laval Wright	30755	B8882	37276	Smith	6/7	check priors
Melvin Watts	31351	A3434	37280			
Paul Johnson	31412	A3217	37289			

6. Identify who will be responsible for data collection. This can be probation, intake and/or detention staff. These staff are most familiar with the sources of information and can do the data collection most quickly. However, the data collection may take time away from their regular work. An option is to use interns or to hire project-specific case readers as data collectors. These staff will require more training and oversight by the project coordinator.

7. Train the data collectors. First, develop a brief manual that includes the form, definitions, and clear instructions about where and when to collect each data element. Training should address the purpose of the project as well as the mechanics of data collection. Training should stress the need to record data in accordance with the definitions provided for each item. Adherence to the definitions ensures consistency in how the information is recorded. If using people who are not part of the agency staff, they will need to be carefully trained in how to read and interpret the information contained in the case files. (For example, there is a need to make sure that people don't count multiple court appearances on the same complaint as multiple complaints.) Training should also include the coding of a few "practice" cases to make sure the data collectors understand the form and the definitions. Have the data collectors review each other's practice cases to identify errors or misunderstandings. Provide the data collectors with: 1) a copy of the master data location identifier form, which describes where to find each piece of information, 2) the sample case lists, and 3) the definitions.

Note: It is particularly important when doing a retrospective study that all data collectors keep the *sample* detention admission date as the key frame of reference. People get confused by the fact that the only information of interest is that which was known about the youth **at the time of the sample detention admission** (or sample release or sample referral). For example, they may want to count offenses that occurred *after the sample date* as part of the youth's *prior* offenses. Since the task is to describe the characteristics of youth at the time they were admitted to

detention (the sample detention), the data will be inaccurate if they include things that occurred after that time.

8. The project coordinator or a specially designated monitor should review all completed data collection forms for accuracy, completeness and consistency. He/she should also develop a system for organizing and maintaining those forms. The monitor should be in routine contact with the data collectors. The monitor should keep the sample lists and check off the form for each youth as it is completed.
9. When all data have been collected, submit the forms or electronic file to the designated person at the Casey Foundation or NCCD (unless data entry and analysis is being done “in-house”).

b. Prospective Study Data Collection Process

The data collection process for a prospective study requires most of the same steps that are needed for a retrospective study. There still needs to be a project coordinator for organizing and monitoring the process, staff still need to be trained, sample case lists need to be maintained, etc. The primary differences are that in a prospective study:

- § You won’t know who is a sample member until the time he/she actually comes through the front door (or is released from detention);
- § Information is collected on *all* youth who enter the status of interest after the start of the study (i.e., there is no sampling procedure other than picking all the kids until you have enough of them to meet the sample goal);
- § You will need to have a separate sample of youth who are released from detention; and
- § The information is being collected in “real time” either at the time the decision is being made or shortly thereafter.

The specific data collection steps for a prospective study are discussed below.

1. Identify a project coordinator. This does not necessarily have to be a person with a research background, but should be someone who is organized, methodical and who pays attention to detail. This person should have responsibility (with agency managers) for organizing the data collection effort. This person, or a designated

data collection monitor, will also be responsible for managing and monitoring the day-to-day data collection process.

2. Review the data collection form and determine where the answers to those questions can be found. The most likely sources are court/probation case files, detention records (for those detained), the MIS, or a combination of these sources. Conduct a case file review. Select five cases of juveniles recently released from detention. Pull their detention and court/probation records. Use the case-level data collection form (see the appendix) and determine which elements are readily available in the case records. Note on the form where each element can be located. Next, conduct an MIS review. On the same data collection form, note next to each element where the information can be found. This becomes the master “data location identifier.” You will need this to train data collectors to accurately complete the case-level data collection form. It will also be needed by MIS staff if they will be extracting applicable records.
3. Figure out which youth should be included in the “referred, but not detained” sample and how they can be readily identified. The central issue is to identify a group of youth who were considered for detention, or who were eligible for detention, or who otherwise could have been detained, but were not. This task may require discussion with the Casey Foundation and/or NCCD staff.
4. Using the guidelines outlined above in the discussion of “sampling procedures,” determine how many cases need to be included in each sample. The goal is to get 250 cases in each sample (the admission sample, the release sample, plus the referred but not detained sample). If your agency will not have that many youth entering/exiting detention within three months after the study start date, you should probably be doing a retrospective study. A prospective study will simply take too long.
5. Identify the date on which data collection will begin. Pick a date that is sufficiently far in the future to allow for completion of the organizing and staff training tasks (outlined below) that must be done prior to the initiation of data collection. Also, estimate the duration of the data collection period and pick a date for selecting the youth who will be included in the one-day “snapshot” profile of youth in detention.
6. Identify the point in the process at which data will be collected. For the detention admissions and “referred, but not detained” samples, strong consideration should be given to collecting the data at the intake stage. Alternatively, it might be collected within a day or two of the intake decision. For the detention release sample, data collection should probably occur within a few days after the youth has been released. For the snapshot sample, data collection can occur at any time after the sample date.
7. Identify who will collect the data. The most efficient approach (for the admissions sample and the referred, but not detained sample) is to have the people making the intake decision complete the data collection form right after the decision has been made. Much of the same information they needed to make the

decision is requested on the form. This will save time having to look up the information again at a later time. A less desirable option is to use interns or to hire project-specific data collectors who would complete the forms within a day or two of the actual intake, but who would still have to look up the information. These staff also will require more training and oversight by the project coordinator. One approach might be to have intake staff complete the data collection forms for the admissions sample and the referred, but not detained sample, and to use other staff or interns to do the data collection for the detention release sample and the “snapshot” sample.

8. Train the data collectors. First, develop a brief manual that includes the form, definitions, and clear instructions about where and when to collect each data element. Training should address the purpose of the project as well as the mechanics of data collection. Training should stress the need to record data in accordance with the definitions provided for each item. Adherence to the definitions ensures consistency in how the information is recorded. If using people who are not part of the agency staff (e.g., interns), they will need to be carefully trained in how to read and interpret the information contained in the case files. (For example, there is a need to make sure that people don’t count multiple court appearances on the same complaint as multiple complaints.) Training should also include the coding of a few “practice” cases to make sure the data collectors understand the form and the definitions. Have the data collectors review each other’s practice cases to identify errors or misunderstandings. Provide the data collectors with: 1) a copy of the master data location identifier form, which describes where to find each piece of information, 2) the sample case lists, and 3) the definitions.
9. Create and maintain a sample case list for each of the samples. The format for this list can be just like that shown in Figure 6 on page 25. However, it won’t have any names on it until the study start date, when youth start getting selected for the sample. As youth are identified for each sample, they should be added to the list along with the date they were selected and the name of the person who is responsible for the data collection. The project coordinator or the data collection monitor will be adding names to each list each day (except for the snapshot sample), until the sample goal is reached. As forms are completed and handed in, record the date the form was completed for each youth. This allows the coordinator or monitor to track cases completed for each sample cohort.

Note: If there are multiple intake units involved in the data collection process, it will probably be necessary for unit supervisors to record the cases sampled each day and to whom those cases were assigned for data collection. These lists should then be forwarded daily to the project coordinator so that he/she can maintain a master list.

10. The project coordinator or a specially designated monitor should review all completed data collection forms for accuracy, completeness and consistency. He/she should also develop a system for organizing and maintaining those forms. The monitor should be in routine contact with the data collectors. The monitor

should keep the sample lists and check off the form for each youth as it is completed.

11. When all data have been collected, submit the forms or electronic file to the designated person at the Casey Foundation or NCCD (unless data entry and analysis is being done “in-house”).

Note: If collecting data using an MIS, the monitor should work closely with the on-site programmer(s) to ensure all elements on the form are consistently recorded in the MIS and data are compiled into one record per youth in each sample population. These data can then be stored in an electronic data set.

IV. SUMMARY

This handbook guides agencies through the process of collecting data to describe historic trends in detention utilization and current detention populations. Agencies must, at a minimum gather aggregate data to describe detention admissions and ADP over the past 18 - 24 months.

In addition, agencies must collect case-level data for three (and perhaps four) samples of youth including:

- § Youth admitted to detention;
- § Youth released from detention;
- § Youth referred to detention, but not detained; and
- § Youth in detention on a specified date.

In order to ensure a sufficient number of cases for meaningful analysis, this handbook has specified the number of youth that should be included in each sample. The target sample sizes are 250 youth for each of the “detention admission,” “detention release,” and “referred, but not detained” samples. Agencies that do not have a sufficient volume of cases to reach those goals will instead collect (retrospective) data on one year’s worth of cases for each sample.

Case-level data should be collected using the data collection form and instructions contained in this handbook. If the necessary information is reliably recorded in the agency’s MIS, there is no need to go through the manual data collection process.

To begin the process, agencies must first determine what basic kind of study they will conduct. The choice is between a retrospective study (in which data are collected on groups of youth who have been detained and released in the past) or a prospective study (in which data are collected on youth as they are referred to, or released from, detention beginning at some specified future date). A retrospective study can generally be completed more quickly, but is subject to potential missing information or inconsistencies in the way data have been recorded in case records. It also has the advantage of using a single sample to obtain data on both admissions and releases. A prospective study can be more difficult to administer and may take longer (especially for smaller agencies), but has the potential advantage of being able to obtain fuller and more consistent information.

Regardless of the type of study design, there are certain fundamental steps that must be taken to ensure a strong, useful data collection process. Each agency will need to:

- § Review the data collection form and definitions to make sure that it fits the language and case processing procedures used in the local jurisdiction. Where there is not a fit, local managers will need to discuss potential changes with staff at the Casey Foundation and NCCD;
- § Assign a strong project coordinator who can monitor and manage the entire process;
- § Determine ahead of time where each piece of information requested on the data collection form can be found and be sure that the data collectors know they are to use these sources;
- § Determine which youth should be treated as “referred, but not detained” sample members;
- § Identify who will be responsible for data collection and decide whether agency staff (e.g., intake, probation officers or detention officers) will be used, or other persons such as interns or short-term paid assistants, or some combination of the two;
- § Thoroughly train all data collectors;
- § Develop and maintain complete lists of all youth included in each sample, as well as the name of the staff person responsible for data collection for each youth; and

- § Monitor the work done by the data collectors to ensure the completeness and consistency of the information.

In summary, carefully think through the details of exactly which youth - and how many of them - will be included in each sample; who will collect the data using what sources of information and during what period of time; how monitoring of the overall data collection process and the content of each form will be conducted; as well as how to deal with the other issues described in this manual. In short, this process has to be well-organized and carefully executed.

Appendix A

Case-Level Data Collection Form Case-Level Data Collection Instructions

**DETENTION UTILIZATION
CASE-LEVEL DATA COLLECTION**

Detention Study Jurisdiction State: _____ County: _____ City: _____

Person Completing This Form: _____ Title: _____

Telephone: _____ Date Form Completed: ____/____/____

I. Demographic Information

a. Name: _____

Last First

b. Youth ID#: _____

c. Birth Date: ____/____/____

d. County of Residence at Time of Detention Referral: _____

e. Gender (check one): Male Female

f. Race/Ethnicity (check one):

- Caucasian
- African-American
- Hispanic/Latino(a)
- Native American
- Asian
- Other, specify: _____

g. Study Sample Type (check one):

- Detention Admission Sample: Detained
- Detention Release Sample
- Detention Referral Sample: Not Detained
- One Day Profile of Youth in Detention

**II. Sample Detention Referral/Admission Information
(Complete for all youth.)**

a. Arrest Date: ____/____/____

b. Date Referred to Detention: ____/____/____

c. If Admitted, Date Admitted to Detention: ____/____/____
(Enter NA if youth was referred but not admitted.)

d. Name of Detention Facility: _____
(If not detained, write "not detained.")

e. Point in Processing Sample Detention Admission Occurred (check one):

- NA, Not Detained
- Detained at Intake
- Detained at Preliminary Hearing
- Detained at Adjudication Hearing
- Detained at Disposition Hearing
- Transferred in From Other Placement
- Detained at Other Point (specify): _____

f. Primary Reason for Detention Referral/Admission:

- New Offense Only
- Violation of Probation, Violation of Court Order, and/or Failure to Appear Only
- Violated Conditions of Previous Release from Detention
- New Offense and VOP, VCO, or Other Violation
- Detained Pending Post-Disposition Placement
- Sentenced to Post-Disposition Detention
- Other Reason (specify): _____

g. Most Serious Offense for Which Referred/Detained (enter the name of the offense. If referred/detained on violation, write name of violation, not the original offense): _____

h. Most Serious Current Offense Type (check one):

- Violent Felony
- Weapon Felony
- Drug Felony
- Property Felony
- Other Felony
- Misdemeanor Assault
- Misdemeanor Weapon
- Misdemeanor Drug/Alcohol
- Misdemeanor Property
- Other Misdemeanor
- Violation of Probation
- Other Violation
- Status Offense

i. Number of Charges in the Referral: _____

j. Youth Charged as an Adult for any Current Offense?

- No, all offenses under the jurisdiction of juvenile court
- Yes, one or more offenses under adult court jurisdiction

III. Offense History Information at Time of Detention Referral/Admission (Complete for all youth.)

a. Total Number of Different Dates Referred to Juvenile Court/Intake for Delinquent or Status Offenses (Include current offense; exclude abuse, neglect, dependency): _____

b. Total Number of Different Dates Referred for an Assaultive Offense (Include current offense; see definitions for list of assaultive offenses): _____

c. Total Number of Different Dates Referred for a Felony Offense (Include current): _____

- d. **Total Number of Different Dates Referred for Failure to Appear Charges** (Include current): _____
- e. **Total Number of Different Dates Referred for Escape or Runaway Charges** (Include current): _____
- f. **Total Number of Petitions that Resulted in a Finding of Guilt/Delinquency Adjudication:** _____
- g. **Number of Petitions Currently Pending Adjudication** (Include current): _____
- h. **Number of Times Previously Detained** (Exclude current detention): _____
- i. **Youth's Supervision Status at Time of Detention** (check one):
- On Parole/Aftercare
 - In Out-of-Home Correctional Placement
 - On Probation with Suspended Commitment
 - On Probation
 - On Informal Supervision
 - On Intake Diversion Status
 - Not Currently Under Supervision
 - Other, specify: _____

IV. Other Factors That Influenced the Detention Decision (Complete for all youth)

- a. **Parent/Caregiver Availability** (check one):
- Parent/Caregiver available and youth released to parent
 - Parent/Caregiver available but youth not released to parent
 - Parent/Caregiver available but refused to take youth home
 - Unable to locate parent/caregiver
 - No attempt made to locate parent/caregiver

- b. **Current Runaway Status** (check one):
- In-state runaway
 - Out-of-state runaway
 - Not a runaway

- c. **Other Factors**
- Please use the space below to indicate other aggravating or mitigating factors that may have influenced the detention decision for this youth. For example, if the youth was suspected of having substance abuse or mental health problems that influenced the detention decision, those should be noted here. Similarly, if the youth's attitude at intake was a factor in the decision, note that in the space below. Please briefly describe these or any other factors that were taken into account.
- _____
- _____
- _____
- _____
- _____
- _____

V. Detention Release Information (Complete for all youth.)

- a. **Date Released from Detention:** _____ / _____ / _____
 Check here if still in detention at time of data collection
 OR check here if youth was referred but not detained
- b. **Person/Facility Released to** (check all that apply):
- NA, Not Detained
 - Parent/Guardian (and no alternative program)
 - Other Relative (and no alternative program)
 - Parent/Guardian or Relative with Placement in Structured Alternative Program (e.g., Electronic Monitoring)
 - Shelter Care
 - Transferred to Other Detention Facility
 - Post-Dispositional Placement
 - Not Yet Released
 - Other, specify: _____
- c. **Point at Which Release Occurred** (check one):
- NA, Not Detained
 - Prior to Preliminary Hearing
 - At Preliminary Hearing
 - After Prelim but Prior to Adjudication Hearing
 - At Adjudication Hearing
 - After Adjudication but Prior to Disposition Hearing
 - At Disposition Hearing
 - After Disposition Hearing
 - Not Yet Released

- d. **Detention Status Change** (During the detention stay, did the youth's status change either: 1. from a pre- to a post-disposition case; or 2. from a juvenile to adult jurisdiction case?) (check one):

- NA, youth referred but not detained
- No, youth's status did **not** change while in detention.
- Yes, youth's status changed from pre- to post-disposition while in detention
- Yes, youth's status changed from juvenile to adult court jurisdiction while in detention

If Yes, Date of Status Change: _____ / _____ / _____
 (If the answer to the above question was yes, indicate the date that the youth's status changed from a pre-disposition case to a post-disposition case, or from juvenile court jurisdiction to adult court jurisdiction.)

- e. **Comments** (e.g., comments on youth's detention status, clarification of any above item):

**DETENTION UTILIZATION
CASE-LEVEL DATA COLLECTION INSTRUCTIONS**

c: October 2002

This form should be used to collect information to describe: 1) youth admitted to detention; 2) youth released following a stay in detention; 3) youth referred but not detained; and 4) youth detained on the day of the “snapshot” profile. Data collected from these forms will be used to describe detention utilization trends, including a description of who is and who is not detained, and a profile of youth in the facility on a given day.

Complete each item on the data collection form using the following definitions. Using the definitions is important for ensuring that the data are recorded in similar ways by different people doing the data collection. If you cannot locate the information, write “unknown” next to the question.

Detention Study Jurisdiction State: Indicate your state.

County: Indicate your county.

City: Indicate your city.

Person Completing This Form: Enter the last and first name of the person completing this form.

Title: Enter the title of the person completing this form.

Telephone: Provide the telephone number of the person completing this form. If there are any questions about the completed form, this person may be contacted for clarification.

Date Form Completed: Enter the date the data collection form was completed. Enter in mm/dd/yyyy format.

I. Demographic Information

a. Name: Provide the last and first name of the juvenile included in the sample.

b. Youth ID#: Provide the unique numerical identifier used to identify the juvenile in your system. If there are multiple identifiers for multiple systems (e.g., one for intake, one for court, one for detention, one for MIS) select one method - and stick with it - to uniquely identify each youth.

c. Birth Date: Enter the youth’s birthday. Use mm/dd/yyyy format.

d. County of Residence at Time of Detention Referral: In the space provided, write in the name of the youth’s county of residence. If the juvenile is in detention, indicate which county the youth resided in at the time of admission. If the juvenile has been released, indicate which county he/she resided in at the time of admission. If the youth was referred but not held in detention, indicate the county he/she resided in at the time of referral.

- e. **Gender:** Indicate the juvenile’s gender by checking the appropriate box.
- f. **Race/Ethnicity:** Check the box that best describes the youth’s race/ethnicity. If the youth’s ethnicity is Hispanic/Latino(a) check that box, regardless of the youth’s race. If “other,” please describe in the space provided.
- g. **Study Sample Type:** Indicate which study sample the youth is a part of. The sample type checked here should be the same as the sample type indicated on the case list from which you got this youth’s name. If the study is using a single sample to describe both admissions and releases, check “detention admissions sample” for this question.

II. Sample Detention Referral/Admission Information

All the information in this section refers to the circumstances around the youth’s **SAMPLE** referral/detention. Any youth could be referred or detained on multiple occasions. For this section, you should focus only on the occasion that got the youth included in the sample. The correct sample referral/admission date will appear on the case list from which you got this youth’s name. (Note that if the study is prospective, the “sample referral/admission” is the one you are dealing with now.)

- a. **Arrest Date:** Provide the date the youth was arrested that led to the sample referral/detention.
- b. **Date Referred to Intake:** Provide the date the youth was referred to intake for a detention decision following the sample arrest date.
- c. **If Admitted, Date Admitted to Detention:** If the youth was admitted to detention, indicate the date. Note that if the youth wasn’t admitted to detention until a preliminary, adjudication or disposition hearing, the “date admitted” may be much later than the “date referred to intake.” If the youth is part of the “referred, but not detained” sample, enter “NA” in the space provided for the date.
- d. **Name of Detention Facility:** Indicate the name of the facility where the youth was detained. If the youth was referred but not detained, write “not detained” in the space provided.
- e. **Point in Processing Sample Detention Admission Occurred:** Check one response from the following list to indicate the point at which the youth was placed in secure detention. This information should relate to the **sample** referral/detention episode.
 - § NA, Not Detained. Check if the youth was referred but not detained in secure detention.
 - § Detained at Intake. Check if the youth was detained as a result of an intake decision.

- § Detained at Preliminary Hearing. Check if the youth was first detained at the preliminary hearing.
- § Detained at Adjudication Hearing. Check if the youth was first detained at his/her adjudicatory hearing.
- § Detained at Disposition Hearing. Check if the youth was first detained at the disposition hearing.
- § Transferred in From Other Placement. Check if the youth was placed into detention as a result of a transfer from another placement facility.
- § Detained at Other Point. If none of the above best describes the point at which the youth was placed in secure detention, check this box and write in the point at which the youth was detained.

f. Primary Reason for Detention Referral/Admission: Indicate the primary reason the youth was referred/detained for the sample episode.

- § Check “New Offense Only” if the youth was referred to detention *only* because of a new allegation or offense that was not a violation of probation or a violation of a court order.
- § Check “Violation of Probation, Violation of Court Order, and/or Failure to Appear Only” if the youth was referred to detention for one of these reasons. Note that if a failure to appear resulted in the issuance of a warrant based on the original charge (and there was no new formal charge of FTA) this box should be checked. However, if there was a new formal charge of FTA and that’s why the youth was detained, then that should be treated as a “new offense” (and the “new offense box should be checked). This distinction rests on how the court handles FTAs.
- § Check “Violated Conditions of Previous Release from Detention” if the youth was referred to detention (again) because he/she had a *technical* violation of the conditions imposed for a previous release from detention. For example, say the youth was detained on a new charge one month before the sample admission, was released two weeks after that to house arrest, then violated house arrest, and based on the violation, was referred back to intake who detained him, resulting in the sample admission. In this scenario, the “primary reason for detention admission” was the violation of the conditions of a previous release from detention. Note however, that if the youth was on conditional release and got a new criminal charge that resulted in the sample detention, the “primary reason” for the sample detention would be a “new offense” (not a violation of conditions).
- § Check “New Offense **and** VOP, VCO, or Other Violation” if the youth was referred to detention because of a new offense **AND** a VOP, VCO or a violation of conditional release. Here’s a scenario: a kid gets a VOP and has a warrant issued on that basis, but isn’t picked up on the warrant right away. Two weeks later, he is arrested by the police on a new charge of auto theft. The police find

out he also has a warrant outstanding. They take him to detention. He is admitted for both the new offense and the warrant on the VOP. In this scenario, you would check “new offense and violation” as the reason for the sample referral/admission.

- § Check “Detained Pending Post-Disposition Placement” if the reason the youth was detained was because the judge ordered an out-of-home placement at the time of disposition, but the youth had to wait for an open slot or was waiting for transportation and he/she was placed into to detention until he/she could be moved.
- § Check “Sentenced to Post-Disposition Detention” if your jurisdiction has provisions allowing the use of detention as dispositional/sentencing option, and that is why this youth was placed in detention.
- § Check “Other Reason” if none of the above apply and write in the reason. Other reasons might include “placement failure” or “transfer in from another detention facility” or other reasons.

- g. Most Serious Offense for Which Referred/Detained:** Indicate the name of most serious offense for which the youth was referred and/or detained. If the youth was detained on a violation (e.g., violation of probation, court order, and/or failure to appear), indicate the name of the violation, not the original offense that resulted in the youth being placed on supervision. If the youth is not detained, indicate the most serious offense included in the referral/arrest.

Use the ranking of offenses shown in the next question (most serious offense type) to help determine offense severity. Felonies should always be considered more serious than misdemeanors. Within each of those categories, offense against persons (i.e., violent offenses) should always be considered the most serious, followed by weapons offenses, drug offenses, property offenses and “other” offenses, in that order. This means that if a youth were charged with two offenses in the sample referral, one of which was a property felony (e.g., burglary) and the other of which was a misdemeanor assault, the most serious of the two would be the burglary, because it is a felony.

If there are two offenses within the same category (e.g., the youth is charged with two violent felonies), use the criminal penalties associated with each offense in your state to determine their relative severity. For example, if a youth is charged with armed robbery and the penalty is 20 to 25 years in prison and the youth is also charged with robbery, which is a 10 to 15 year penalty, armed robbery should be indicated as the most serious offense.

If for some reason, your jurisdiction chooses to rank offense severity in a way other than that suggested here, you must document your method for determining severity. You must also submit (write a list) the severity ranking for the most common 20 to 30 offenses, when you send in the data.

- h. **Most Serious Current Offense Type:** This is just a way of categorizing specific offenses. Check one response to indicate the category of the most serious offense type listed for the previous question.
- i. **Number of Charges in the (Sample) Referral:** Provide the total number of charges included in the sampled referral. Include the most serious offense and any other charges. Charges are discreet law violations cited by the police and/or multiple incidents of the same charge. For example, if a youth is charged with armed robbery, resisting arrest, and possession of a firearm (whether arising from a single incident or multiple incidents), count this as three charges. If the youth is also charged with violation of probation related to the incident, count four charges.
- j. **Youth Charged as an Adult for any Current Offense?:** Indicate whether or not the youth is being charged as an adult for any of the offenses in the current referral. In order to answer “yes,” the offense must come under the *original jurisdiction of the adult court*. This question is not asking about any offenses for which the youth may have originally been charged as a juvenile, but which were subsequently transferred/waived to adult court (for transfer/waiver situations, see item V. d. on page 2 of the form). In some jurisdictions, juveniles charged for offenses for which the adult court has original jurisdiction may be held in juvenile detention - that’s what this question is getting at.

III. Offense History Information at Time of Sample Detention Referral/Admission

The following questions relate to the juvenile’s offense history as of the time of the sample referral. For jurisdictions doing a retrospective study, it is important to *remember that you should not include in this information any offenses that may have occurred after the sample referral date.*

There are multiple ways that “offenses” might be counted (e.g., arrests, referrals, charges, petitions, etc.). However, this data collection uses the measure of “the number of different dates referred to intake/court” to count offenses. While using a count of separate referral dates may result in undercounting specific offenses, this is the most consistent method to record information. For example, if a juvenile is arrested for damaging 52 mailboxes during a one-day period (or a five-day period) and is referred to intake for all of them on the same date, this should be counted as one referral. If he did 30 of the mailboxes on one day, was arrested and referred on that day, then the next day did another 22 mailboxes and got arrested and referred again, that would be two separate referral dates. For purposes of the study, it doesn’t make any difference how many “incidents” there may have been. It also doesn’t make any difference how many petitions may result from these referrals, and it doesn’t make any difference how many adjudicated offenses the youth may end up with as a result of these referrals. Count separate referral dates.

- a. **Total Number of Different Dates Referred to Juvenile Court/Intake for Delinquent or Status Offenses:** Indicate the total number of different dates the youth has ever been referred to juvenile court and/or intake for delinquent or status offenses, including the sample detention referral/admission. Exclude abuse, neglect, and dependency referrals. **Exclude any referrals that happened after the sample date.**

- b. **Total Number of Different Dates Referred for an Assaultive Offense:** Indicate the total number of different dates the youth was referred to juvenile court and/or intake for any assaultive offense. Include the sample detention referral/admission, if it was for an assaultive offense. **Exclude any referrals that happened after the sample date.**

When counting assaultive offenses, include both felony and misdemeanor-level offenses that are assaultive in nature. Following is a listing of offenses that should be considered “assaultive:”

- § Abduction or kidnapping
- § Arson of occupied building
- § Assault: aggravated, malicious or simple
- § Battery
- § Car jacking; armed car jacking
- § Domestic violence; domestic assault
- § Murder, manslaughter
- § Rape, sexual assault, sexual battery, sexual penetration, object penetration, fondling
- § Robbery, armed robbery

Note: If a jurisdiction chooses to do so, it may alter this list to include other offenses or to have it better reflect the names of assaultive offenses in that jurisdiction. However, this list must be written down, given to data collectors and submitted to the Casey Foundation and NCCD when the data are sent in.

- c. **Total Number of Different Dates Referred for a Felony Offense:** Indicate the total number of different dates the youth was referred to juvenile court and/or intake for any felony offense. Include in the count the sample detention referral/admission, if it was for a felony offense. **Exclude any referrals that happened after the sample date.** If the youth was referred for a robbery and an aggravated assault (both felonies) on the same date, that counts as one felony referral. If the youth was referred on one date for a robbery (felony) and shoplifting (misdemeanor), and on another date for burglary (felony) that is two felony referral dates. If the youth was referred for 35 murders *after* the sample referral date, they don’t get counted, whether they were on one date or 35 different dates.

- d. **Total Number of Different Dates Referred for Failure to Appear Charges:** Indicate the total number of different dates the youth has ever been referred to juvenile court and/or intake for failure to appear, including the sample detention referral/admission and/or release. For this item, include in the count the number of dates on which the youth

was referred for an official charge of FTA, and include the number of times a warrant was issued for FTA, without a new formal charge.

- e. **Total Number of Different Dates Referred for Escape or Runaway Charges:** Indicate the total number of different dates the youth has ever been referred to juvenile court and/or intake due to runaway or escape charges, including the sample detention referral/admission and/or release. This is a count of referral dates for two specific offenses. If the youth ran away from home eight times but was never referred to court for it, the answer is “0.”

The following questions are NOT based on a count of referral dates.

- f. **Total Number of Prior Petitions that Resulted in a Finding of Guilt/Delinquency Adjudication:** Indicate the total number of separate *petitions or complaints* (not dates, not offenses, not counts) for which the youth had been adjudicated delinquent at the time of the sample referral/admission. Do not include any petitions that resulted from the sample referral, since by definition they could not yet have been adjudicated at the time of the referral/admission. Do not include any petitions that were pending adjudication (see next item). Do not include any petitions for which the youth was adjudicated delinquent after the sample referral/admission.

If a petition contains three counts of robbery and the youth is adjudicated delinquent on one of those three counts, its one adjudicated petition. If the youth has had three separate petitions filed, each of which alleges robbery, and he is adjudicated delinquent on two of those three petitions, the answer is “two.”

- g. **Number of Petitions Currently Pending Adjudication:** Indicate the total number of petitions the youth had that were pending adjudication at the time of the sample referral/admission. That is, they had already been filed, but had not yet been heard. Do not include any petitions resulting from the sample referral; only those that were already pending.
- h. **Number of Times Previously Detained:** Indicate the total number of times the youth has ever been detained for new charges or violations PRIOR TO the sample detention referral/admission. Do not count the current detention (if detained) and do not count any detentions that may have occurred after the sample referral/admission.
- i. **Youth’s Supervision Status at Time of Detention:** Check one response that best indicates the youth’s supervision status at the time of the sample detention referral/admission. For youth in the detention release cohort, indicate the youth’s supervision status at the time the youth was admitted to detention.

IV. Other Factors Related to the Detention Decision

- a. **Parent/Caregiver Availability:** Select one primary response to indicate whether or not a parent or caregiver was available and if the youth was released to the parent/caregiver. Parent/caregiver is any adult who assumes parenting or legal responsibility for the youth.
- b. **Current Runaway Status:** Indicate whether or not the youth was a runaway at the time of the sample referral/admission.
- c. **Other Factors:** Use this section to indicate whether there were other factors present in the case that had an influence on the decision to detain (or release) the youth at the time of the sample referral/admission. These could be aggravating factors (i.e., they helped lead to a decision to detain the youth) or mitigating factors (i.e., they helped lead to a decision to release the youth). Consider issues such as mental health status, substance abuse, school attendance/behavior, the youth's attitude at intake and other factors. Only include those factors that played a role in the decision. There is no need for long explanations – brief notes will do (e.g., “youth detained due to severe substance abuse problem;” or “youth had five positive drug screens in past month;” or “serious offense, but youth and family very cooperative at intake”).

V. Detention Release Information

- a. **Date Released from Detention:** Indicate the date the youth was released from the detention facility. If the youth is still in detention at the time of data collection, enter “still in detention.” If the youth was referred but not detained, check the appropriate box. Note: For youth in the “one-day profile” sample, enter “still in detention.”
- b. **Person/Facility Released to:** Check one response to best describe to whom/where the youth was released.
- c. **Point at Which Release Occurred:** Check one response that best describes the point at which the youth was released from secure detention.
- d. **Detention Status Change:** This question is designed to examine how often pre-adjudicated youth who are detained eventually transition into post-adjudication status, yet remain in detention. It is also designed to examine the extent to which youth initially charged as juveniles are transferred/waived to the adult court while in detention. (The latter group does not include juveniles who were charged as adults at the time of arrest.)

Indicate “NA, youth referred but not detained,” if the youth was not held in detention.

Indicate “no” if during the sampled stay in detention, the youth's status did not change from either: 1) a pre-disposition detention case to a post-disposition case; or 2) a juvenile case to an adult case due to transfer or waiver. Note: If the youth was released from detention at the time of the disposition hearing, the answer would be “no” (since he wasn't in detention on a post-disposition status). Also if the youth was transferred to an adult jail at the conclusion of a transfer/waiver hearing, the answer would be “no” (since the youth wasn't in juvenile detention after he was waived).

Indicate “yes” in the appropriate box if there was a status change either from pre- to post-adjudication as a juvenile, or from a juvenile to an adult case because of transfer or waiver. In order to answer “yes,” the juvenile must have remained in juvenile detention for some period of time *after* the status change had occurred.

Date of Status Change: If the answer to the above question was yes (for either reason) indicate the date that the youth’s status changed from a pre-disposition to a post-disposition detention case, or from juvenile court jurisdiction to adult court jurisdiction. Write in “NA” if the youth’s detention status did not change.

- e. **Comments:** If necessary, add comments to describe youth’s detention status and/or clarify any responses on the form. If needed, attach an additional page to the back of the form.

Appendix B
Sample Analyses Using Case-Level Data

The following figures show the basic types of analyses that are typically conducted using case-level data. These analyses provide a detailed picture of how detention is utilized and can help a jurisdiction identify potential areas for reform. The data shown in the figures describe:

- the reasons for which youth were detained (Figures B1 and B2);
- the offense histories of detained youth (Figures B3-B6);
- to whom the youth were released (Figure B7);
- lengths of stay, controlling for other factors (Figures B8-B13); and
- a “snapshot” comparative profile of urban and non-urban youth in detention on a given day (Table B1).

Figure B1

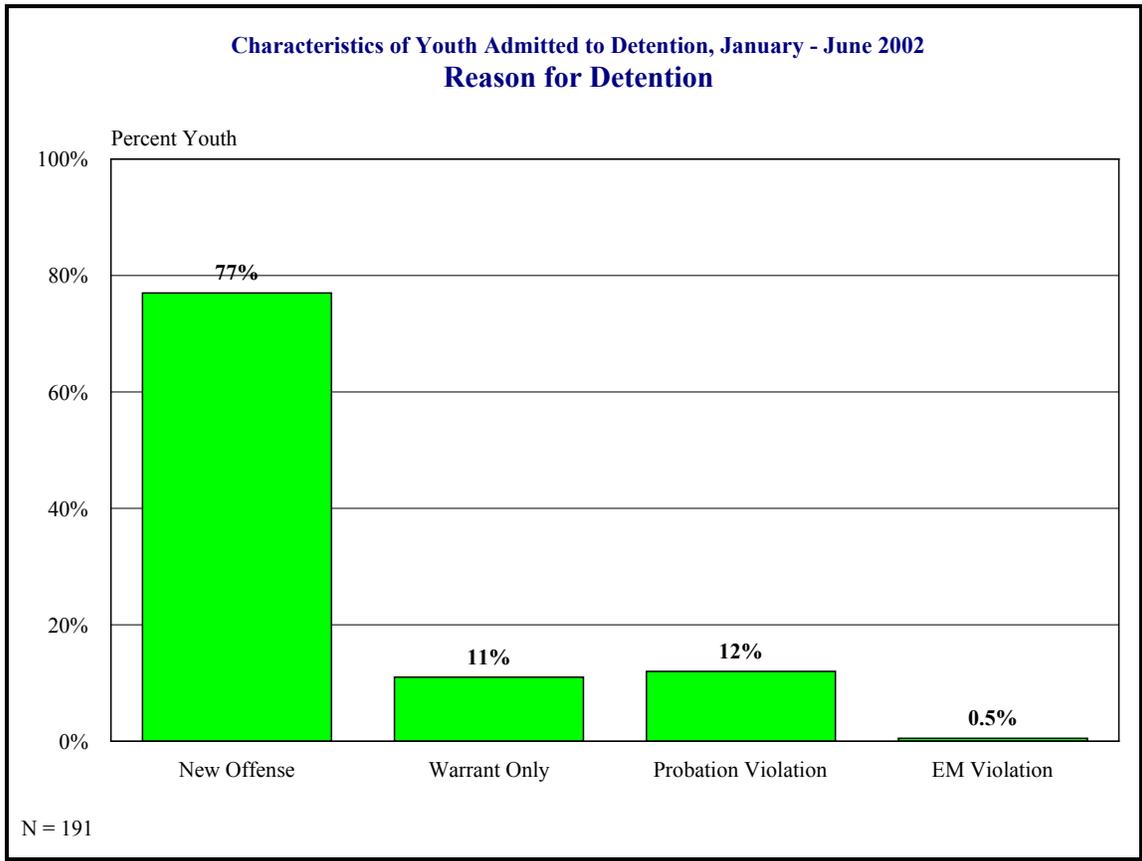


Figure B2

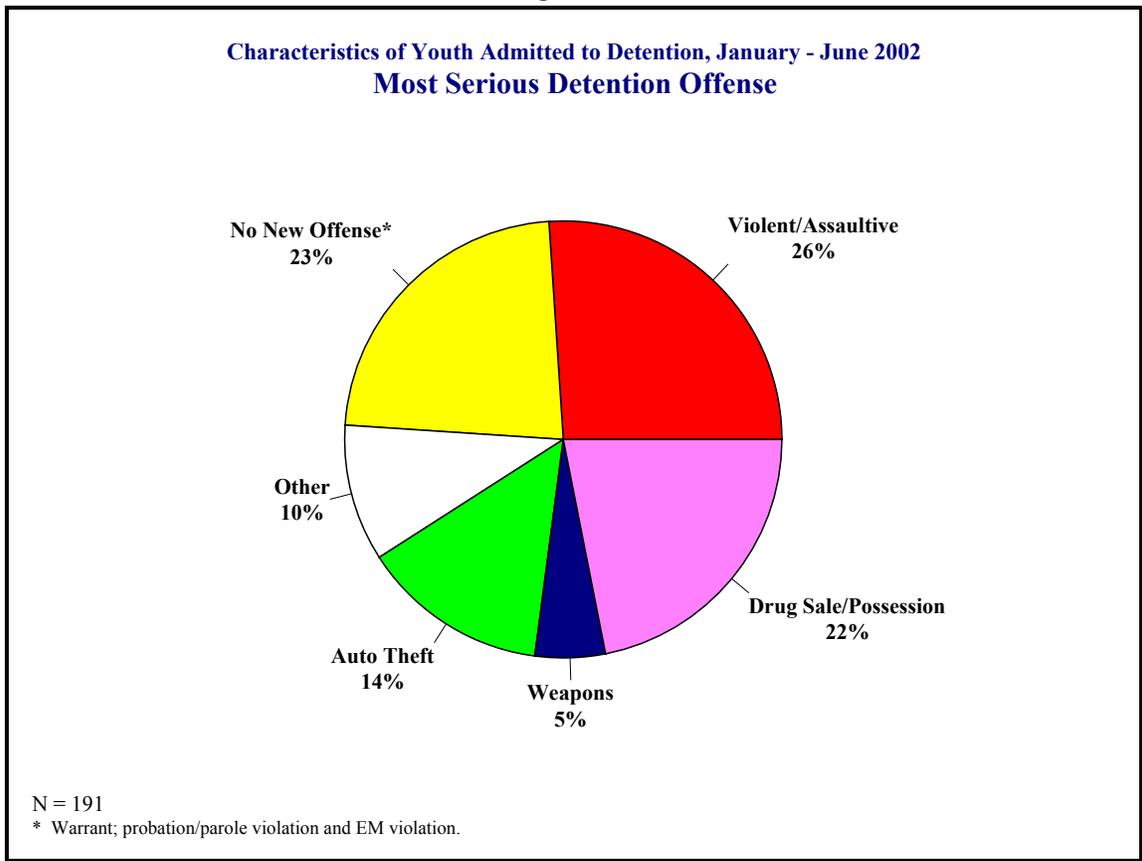


Figure B3

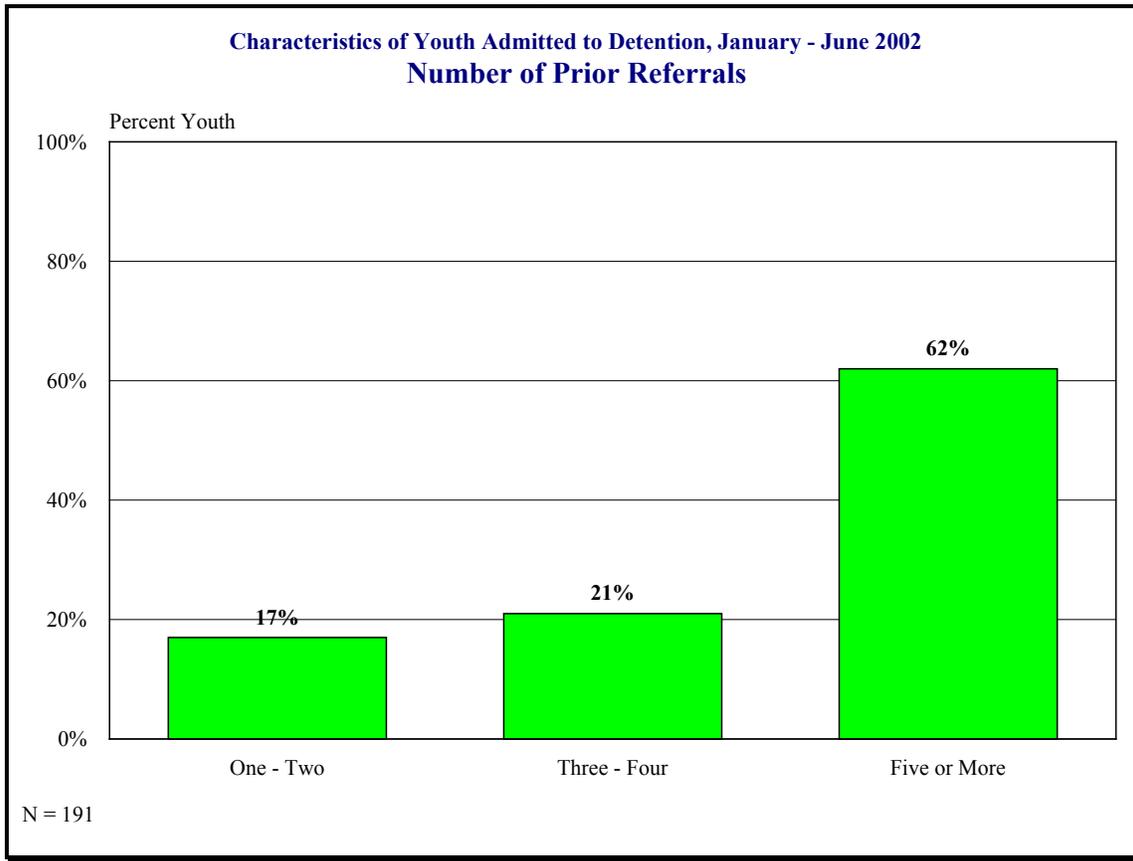


Figure B4

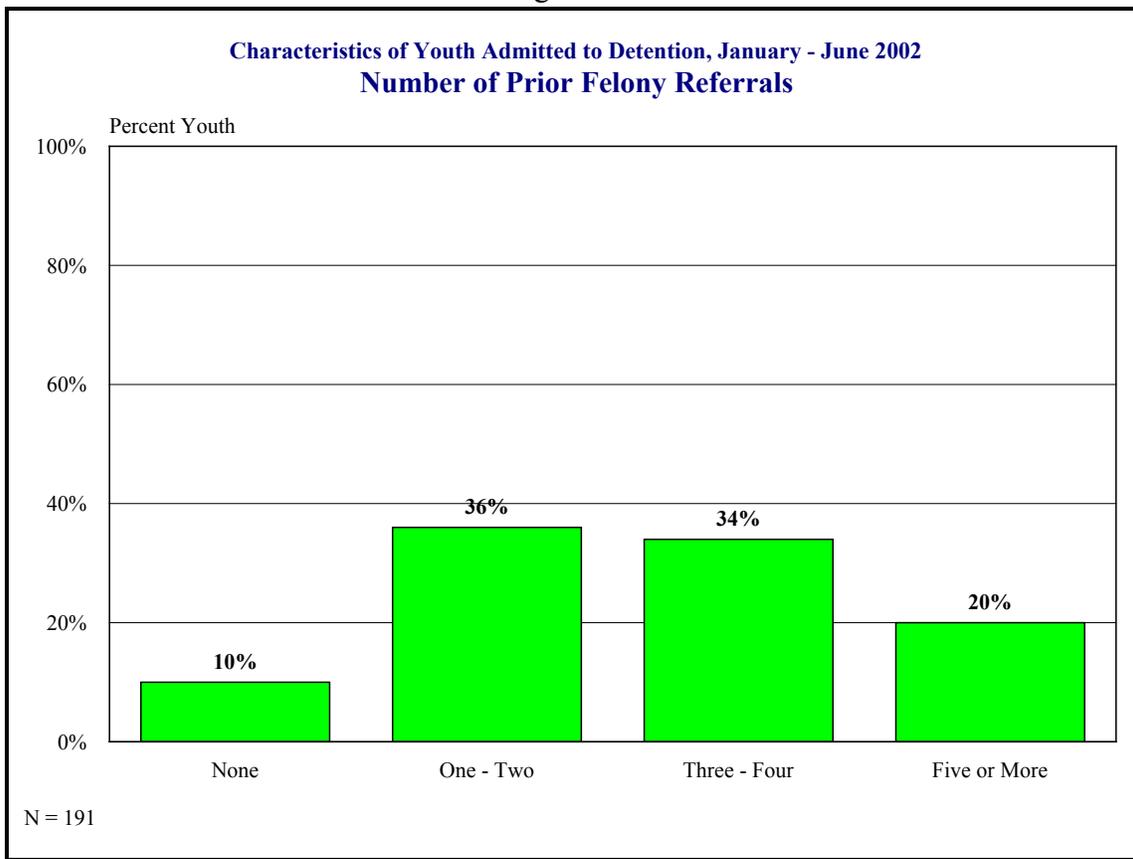


Figure B5

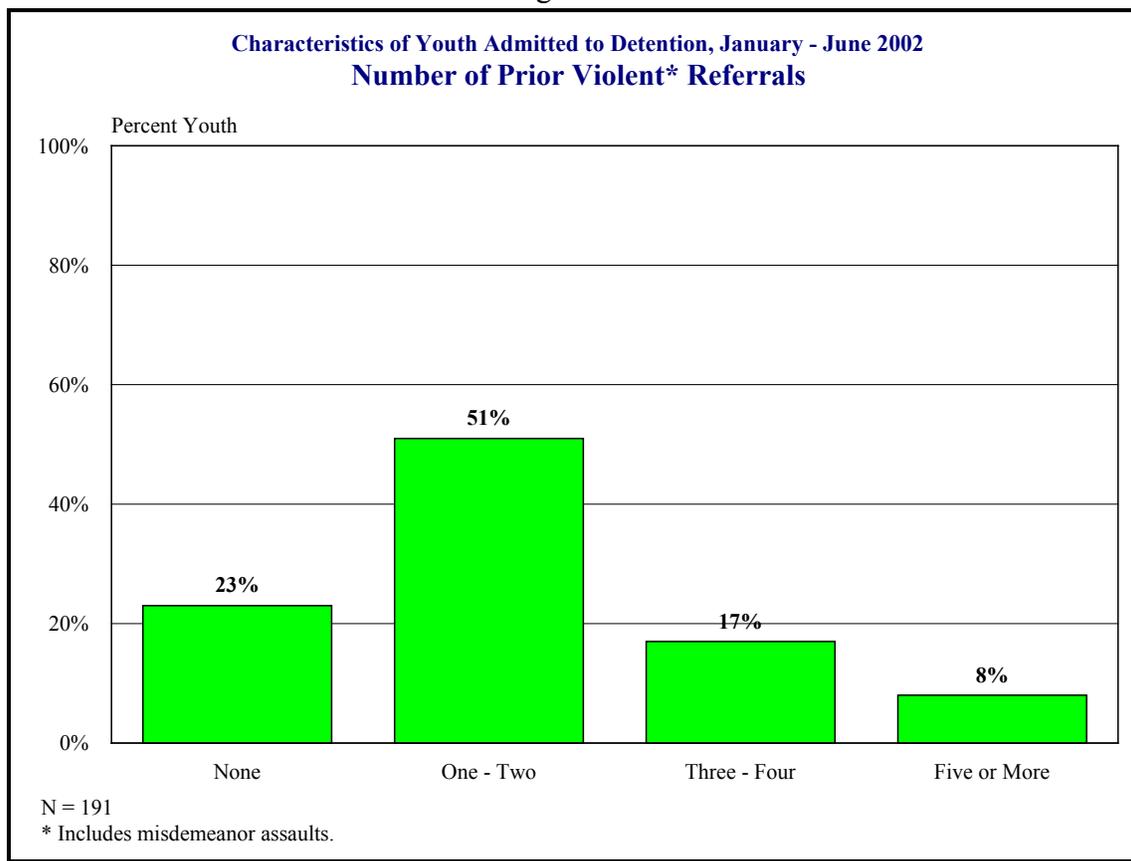


Figure B6

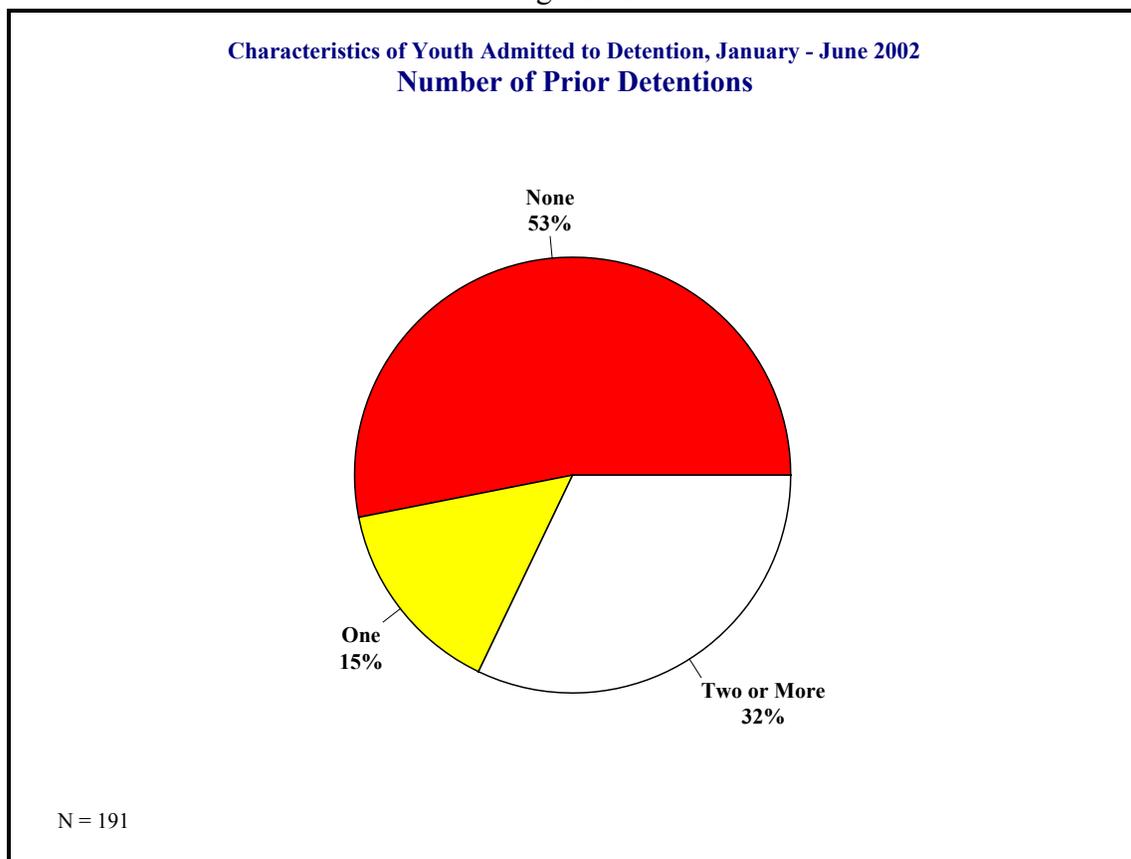


Figure B7

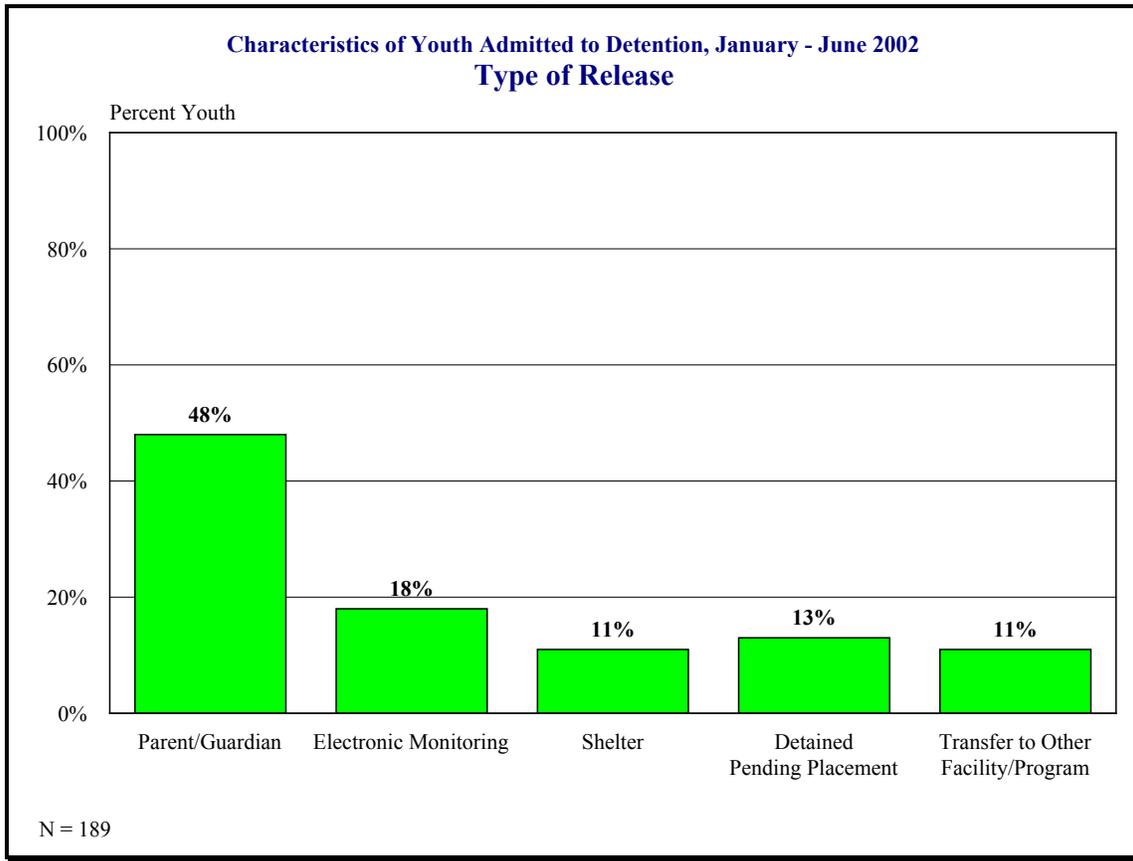


Figure B8

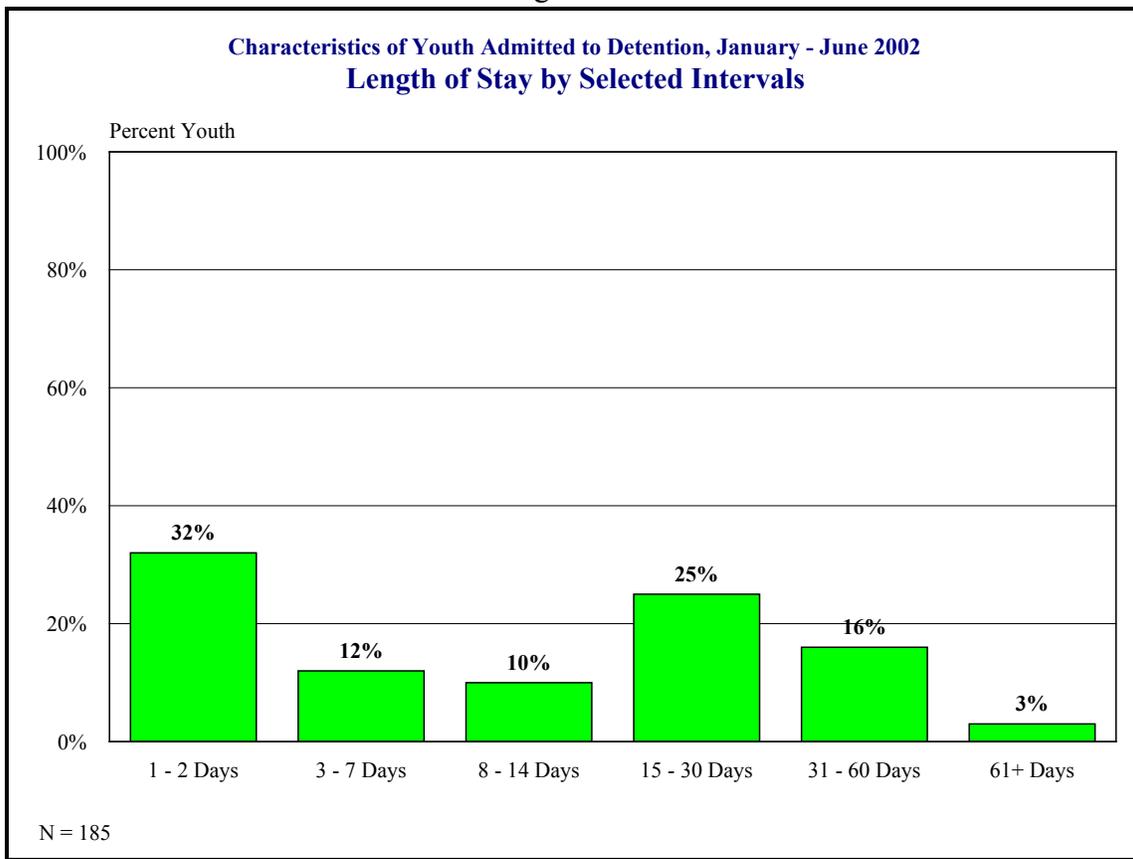


Figure B9

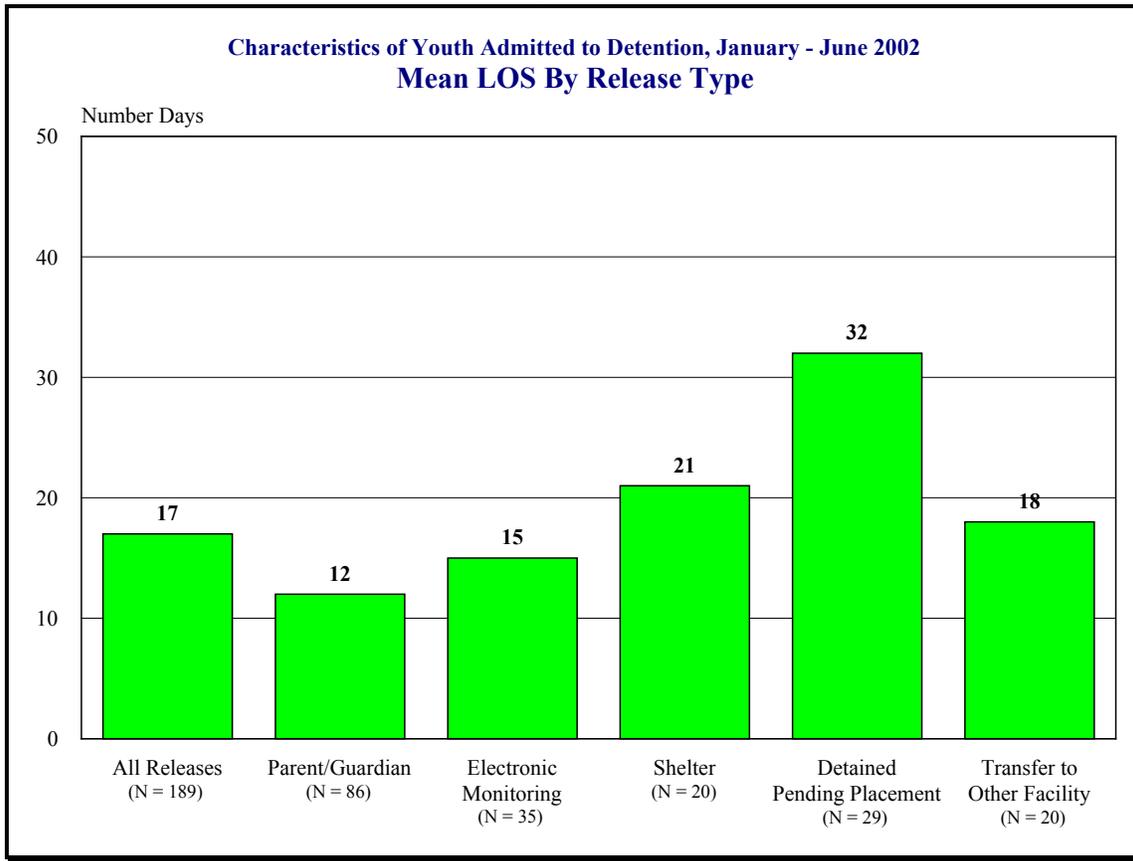


Figure B10

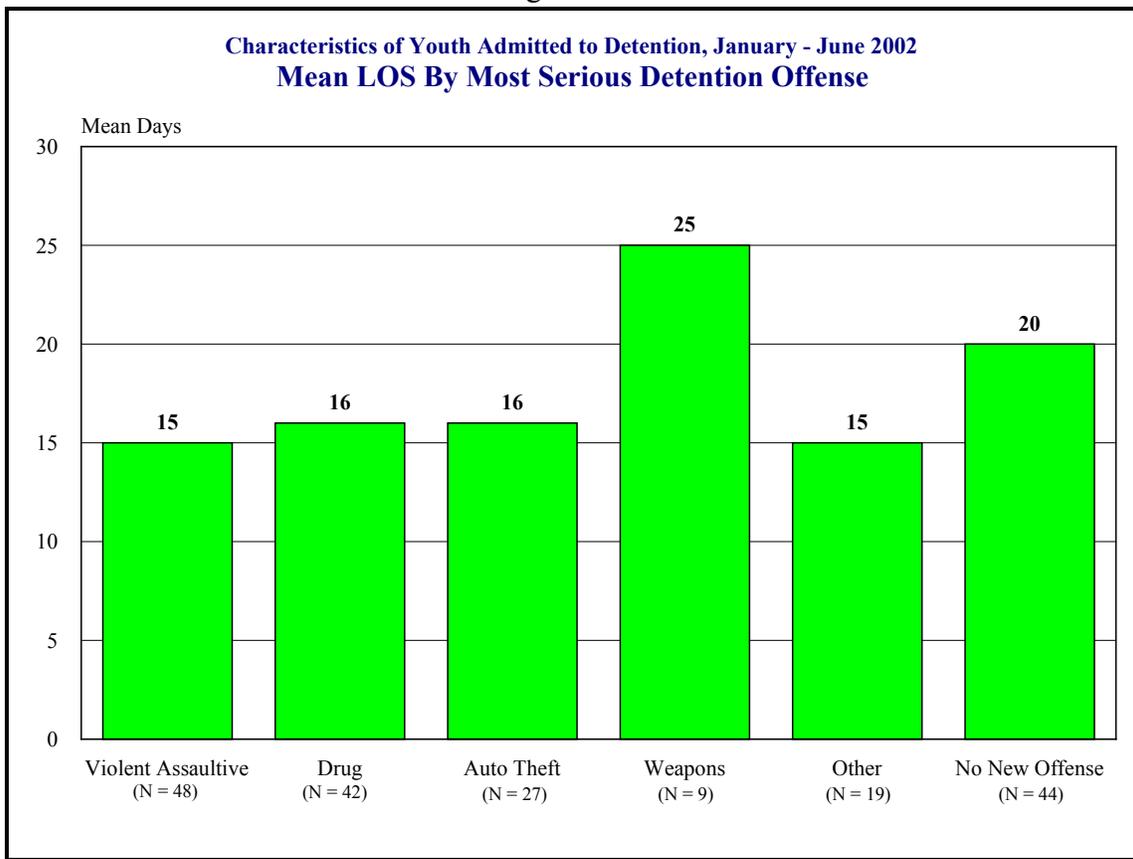


Figure B11

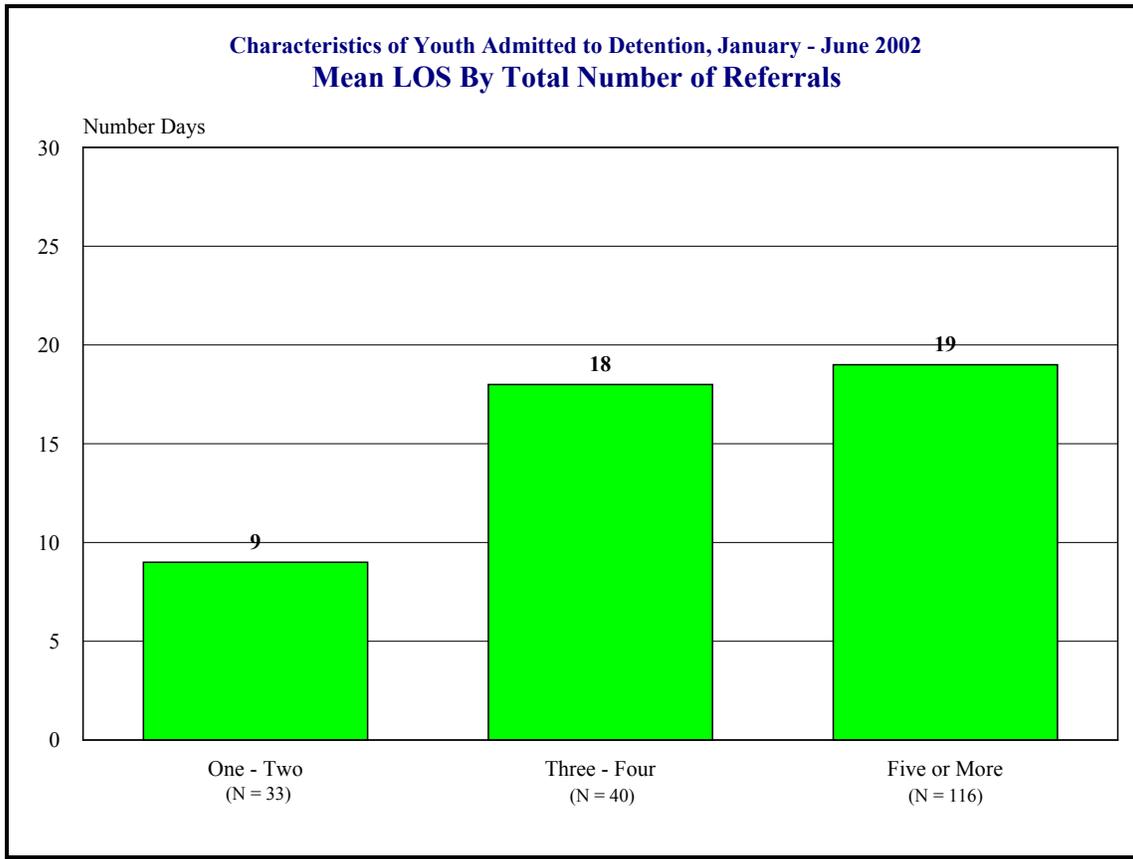


Figure B12

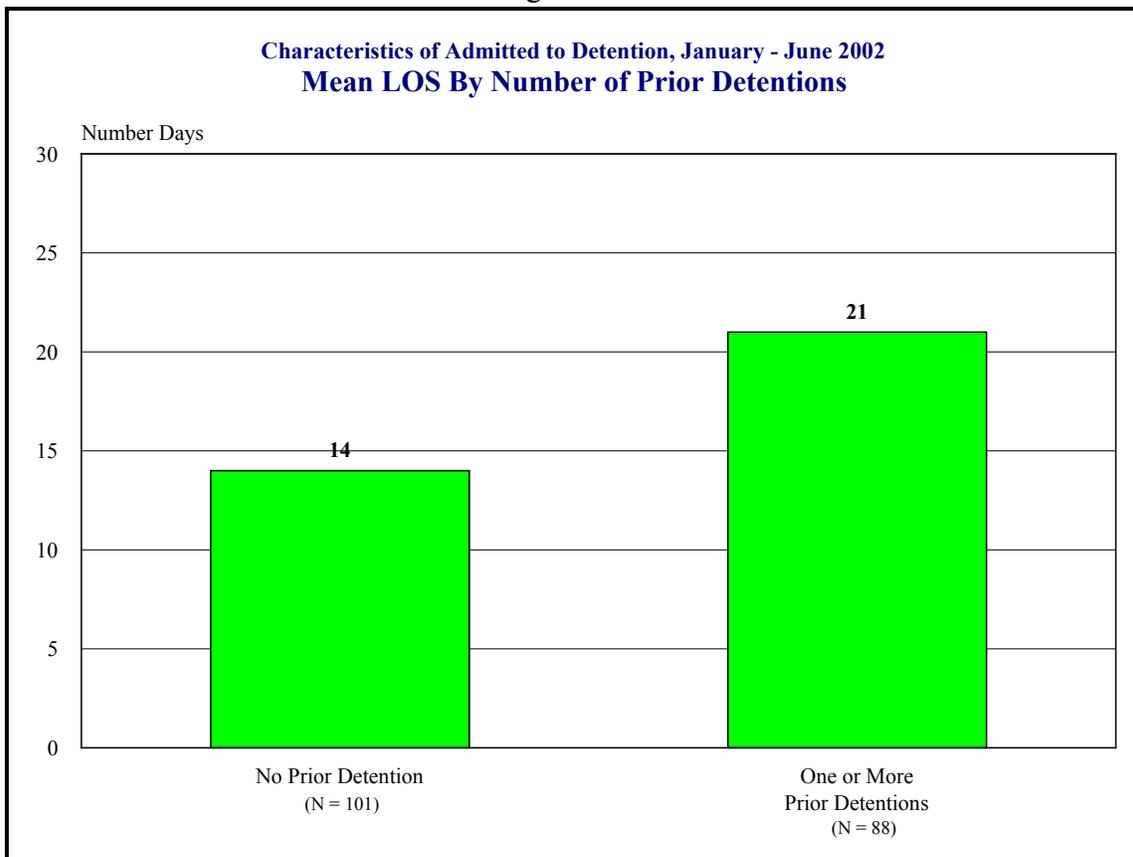


Figure B13

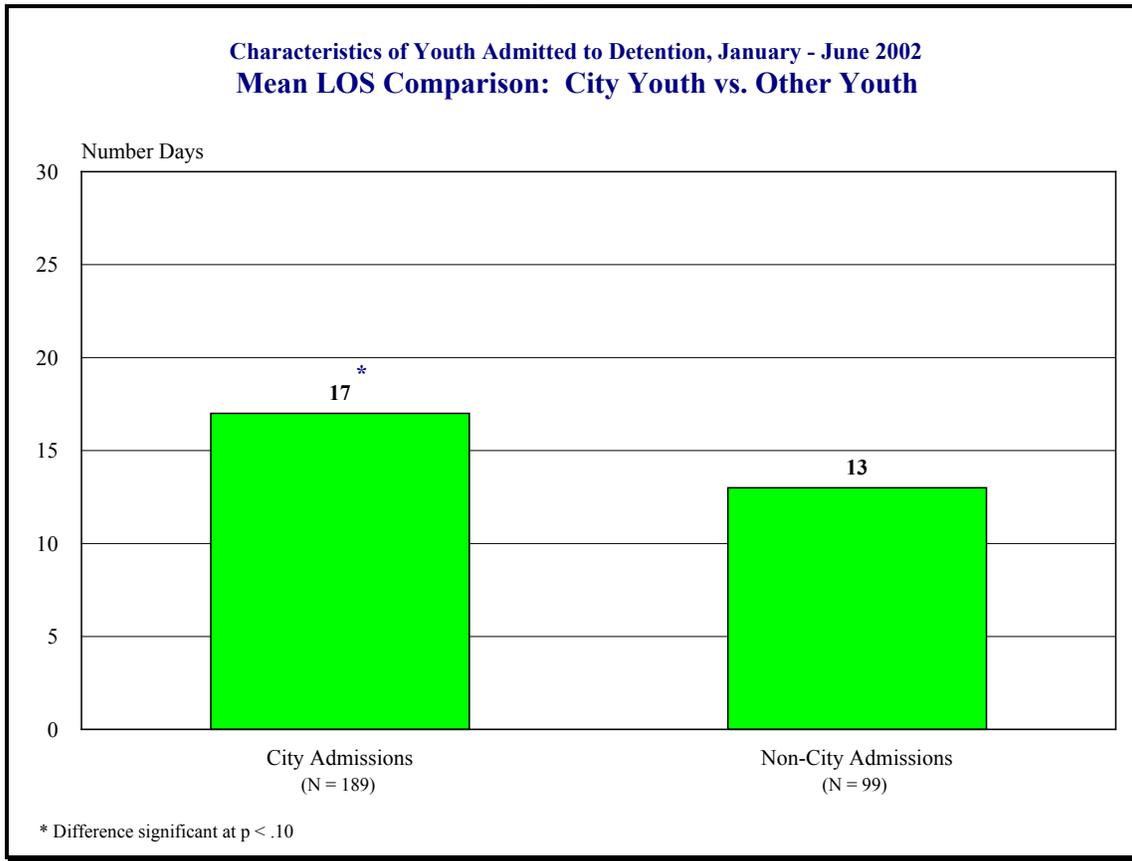


Table B1		
Comparative Characteristics of City and Non-City Youth in Detention on May 15, 2002		
Characteristic	City Youth (N = 132)	Other Youth (N = 133)
Age		
14 and younger	19%	18%
15-16	44%	42%
17 and older	37%	39%
Race		
African American	88%	76%
Caucasian	6%	21%
Other	6%	3%
Reason for Detention		
New Offense	69%	79%
Warrant Only	22%	9%
Probation/Parole Violation	9%	9%
Violation of EM	0%	3%
Most Serious Offense		
Violent/Assaultive	31%	42%
Drug Sales/Possession	9%	6%
Auto Theft	9%	15%
Weapons	3%	0%
Other	12%	15%
No New Offense	31%	21%
Unknown	3%	0%
Total Referrals*		
One or Two	9%	39%
Three or Four	16%	27%
Five or More	75%	33%
Total Felony Referrals*		
None	6%	27%
One or Two	25%	52%
Three or Four	28%	9%
Five or More	41%	12%
Total Violent Referrals		
None	9%	30%
One or Two	50%	52%
Three or Four	31%	12%
Five or More	9%	6%
Number Prior Detentions**		
None	25%	61%
One	22%	12%
Two or More	53%	28%

*Difference between the groups significant at $p < .01$

**Difference between the groups significant at $p < .05$