

**JUVENILE INTENSIVE
PROBATION SUPERVISION:
Attitudes, Perceptions and Impact**

Research & Information Specialists, Inc.

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electronic monitoring equipment to help enforce home arrest. Expanded hours of surveillance may or may not be necessary; many counties have cooperative agreements with law enforcement agencies to provide late-night assistance, and most counties will conduct late-night surveillance when situations demand such. The important point is that county attorneys and public defenders perceive the program as effective, but their assessment of the quality of supervision has declined substantially. The courts and probation departments must keep these facts in mind.

Statistical Modeling

Of the three counties examined, Maricopa and Yuma seem to be working with youth whose delinquency histories may not be as extensive as in the original evaluation, but nonetheless are more serious in terms of recent history (within the year preceding JIPS) as well as higher rates of offenses against persons, especially felonies.

Maricopa and Yuma counties also showed dramatic increases in the percentage of cases identified as commitment-bound if not for JIPS. In the original evaluation, we found that 34.3% of all JIPS placements could have been considered commitment-bound; the current analysis estimates that 61.0% of JIPS cases were commitment-bound.

While some of this increase may be attributed to changes in available resources and the perceptions of key players, the fact remains that delinquency data for the state show substantial increases. Furthermore, while the estimates for Pima County indicate a decline in the percentage of commitment-bound cases, the evidence that the court and probation staff there are intervening sooner than in the past may provide positive results in the future.

Trend Analysis

While the original analysis predicted a continued decline in commitments to DYTR, the actual data since 1987 show that commitments have leveled off. Analysis of statewide court processing data show that the ratio of commitments to adjudications has decreased dramatically, while the ratio of JIPS placements to adjudications has grown.

Based on these data, JIPS has helped keep commitments from being greater than they might have been. The level of juvenile crime in Arizona has escalated over the past few years, more youth are being referred to the juvenile courts, and more delinquency petitions are being filed. JIPS placements have grown steadily since the program was implemented, reaching 1,240 during FY91-92 with even more projected for FY92-93.

Finally, the characteristics of youth placed on JIPS has changed dramatically from the time of the original evaluation, as reported in the Statistical Modeling section. Although data on Pima County youth showed a decrease in the number of referrals filed, JIPS cases in both Maricopa and Yuma counties now have significantly more referrals than previously. Of even more importance, though, the nature of these referrals has changed. Of the JIPS placements analyzed, one in five had been adjudicated for a felony offense against person, compared to about one in ten in the original evaluation.

Besides case characteristics, there are also systemic changes that have affected the numbers of commitments. Many juvenile courts now have more options, including JIPS and expanded detention capacity, compared to five years ago. Moreover, the capacity of DYTR has fluctuated over the past three years, which has had an impact on the number of youth committed. During periods when bed space is limited, courts must continue to commit those cases that absolutely require commitment, but may delay commitment or use alternatives such as JIPS for other cases.

JIPS capacity has increased over the past three years, though, concurrent with changes in the Administrative Order and changes in the approaches used by the juvenile courts to manage referrals to the courts and the number of cases under active supervision. Furthermore, changes outside the control of the courts have also contributed to increased commitments. JIPS is still considered a viable alternative to commitment in many cases.

Recommendations

1. Survey results found that County Attorneys believe that victims' concerns and community safety issues are not adequately addressed during dispositions. The AOC, juvenile court judges, and county program managers must take steps to either disprove this perception or, if it is true, to ensure that these issues are addressed.
2. Survey results and statewide Needs Screening data show serious deficiencies in the areas of Remedial Education, Social Skills Training, Vocational Training, Job Placement, and Day Support. Given the strong level of overall support for JIPS and its apparent success, adequate resources must be devoted to the program.
3. Based on responses to the survey, JIPS programs should consider experimenting with unobtrusive monitoring techniques, such as electronic monitoring. These methods may also help enhance the program's perception on the part of County Attorneys.

JUVENILE INTENSIVE PROBATION SUPERVISION: Attitudes, Perceptions and Impact

BACKGROUND

In the JIPS comprehensive evaluation completed in 1990, RIS used five different approaches to address issues related to JIPS implementation and intermediate outcomes:

- 1) Reviews of county programs to identify any problems associated with implementation;
- 2) Surveys of more than 1,000 individuals in the fields of law enforcement, education, and juvenile justice, as well as juveniles and families participating in the program;
- 3) Statistical analyses of court-processing data to determine how many JIPS cases could be considered "commitment-bound";
- 4) How many were referred to courts for subsequent delinquent activities; and
- 5) A trend analysis of juvenile commitments to DOC (now DYTR) to determine the impact of JIPS on the number of youth committed.

The reviews of county programs found that JIPS staff were generally providing a high degree of structure for their caseloads by meeting or exceeding minimum contact standards set out in Administrative Order #87-12. Many of these youth were also provided services through JIPS that probably would not have been available through either regular probation or commitment. Just as important, county administrators and program staff were receptive to recommendations for improving their programs and usually acted quickly to correct any identified difficulties.

Survey results showed a strong and wide-based support for JIPS. Youth placed on JIPS typically felt that their placement was warranted and that it represented their "last chance" before commitment; these attitudes were echoed by parents and guardians. Most respondents overall felt that the quality of JIPS supervision was good and that the program was effective in changing delinquency patterns. Although respondent groups differed in their views on the types of juveniles appropriate for JIPS placement, they all tended to support the JIPS concept as an effective alternative to commitment.

Statistical models developed for the original evaluation used data from six counties to develop estimates of the number of "DOC-bound" JIPS cases. Overall,

approximately 34% of JIPS cases placed from 1987 through 1989 were in this category. This proportion varied substantially across counties, from 27% in Pima to almost 39% in Maricopa.

Analyses of post-placement referrals and adjudications found that youth placed in JIPS experienced significant drops in the level of delinquent behavior. For the year preceding their JIPS placements, these youth averaged 4.8 referrals to juvenile courts and had been adjudicated an average of 2.2 times. Using a one year follow-up period, these same youth averaged 4.0 referrals and 1.7 adjudications, with most of the reductions occurring in delinquency offenses.

The trend analysis examined commitments to DYTR to determine if JIPS implementation produced any effect on the number of youth committed. JIPS implementation corresponded to a very gradual shift in the number of commitments, which may have been due to the low number of youth placed during its early months. While the timing of these reductions coincided with JIPS implementation, there were (and are) other factors that could have contributed to such a reduction.

Since that study was completed, the administrative order has been revised to allow courts more discretion in placing youth in JIPS. AOC staff have continued monitoring JIPS programs across the state, but there have been no systematic analyses of offender data until now. This study uses the instruments and models developed for the original evaluation to update three of the original analyses -- survey, statistical modeling, and trend analysis -- and to provide information on current attitudes and program participant characteristics to the AOC and county program managers. In the following sections:

- We present the results of surveys administered to juvenile court judges, directors of juvenile court services, deputy county attorneys, and assistant public defenders. These surveys provide insight into the current attitudes of these respondents regarding appropriate JIPS populations and program effectiveness. Where possible, we compare these results with those from the original survey.
- We analyze JIPS placements for 1991 and 1992 from three counties -- Maricopa, Pima and Yuma -- to determine how many would be considered likely candidates for commitment to DYTR. These analyses use discriminant analysis models developed during the original evaluation. This section also includes summary data on youths' prior delinquency histories and current offenses.
- DYTR commitments are analyzed using the time series model and parameter weights developed during the original evaluation to determine if JIPS has had a long-term impact on the number of youth committed. We also compare actual numbers of commitments with the set of working forecasts developed as part of the original analysis.

SURVEY ANALYSIS

The survey instruments from the original evaluation, without any modifications, were used for this project. The survey populations for the original evaluation included law enforcement professionals, education administrators, juvenile probation officers and court directors, juvenile court judges, county attorneys, public defenders, and juveniles and their families. The current survey

population consists only of juvenile court judges, court service directors, county attorneys, and public defenders. Throughout this section, we compare the results from the original survey with the current survey whenever possible. All four

**Table 1.1
Survey Respondents**

<i>Respondent Group</i>	<i>Current Survey</i>		<i>Original Survey</i>	
	<i>Nbr</i>	<i>%</i>	<i>Nbr</i>	<i>%</i>
Juvenile Court Judges	30	28.6%	27	25.7%
Directors of Court Services	14	13.3%	15	14.3%
Asst County Attorneys	33	31.4%	30	28.6%
Deputy Public Defenders	28	26.7%	33	31.4%
Survey Totals	105	100.0%	105	100.0%

respondent groups are represented at almost the same levels as in the surveys for the original evaluation, as shown in Table 1.1.

The original evaluation used the same instrument to survey line probation staff and first line supervisors as well as Directors of Court Services. All findings were reported as Probation Personnel with no differentiation among the various levels. This makes it impossible to directly compare the results from the original survey with the current survey.

Table 1.2 presents the percentage of respondents stating that youth should Always or In Most Instances be appropriate for JIPS if they otherwise:

Would have been committed to DYTR;

Would have been placed in a residential treatment center (RTC) or other out-of-home placement; or

Would have been placed on regular probation.

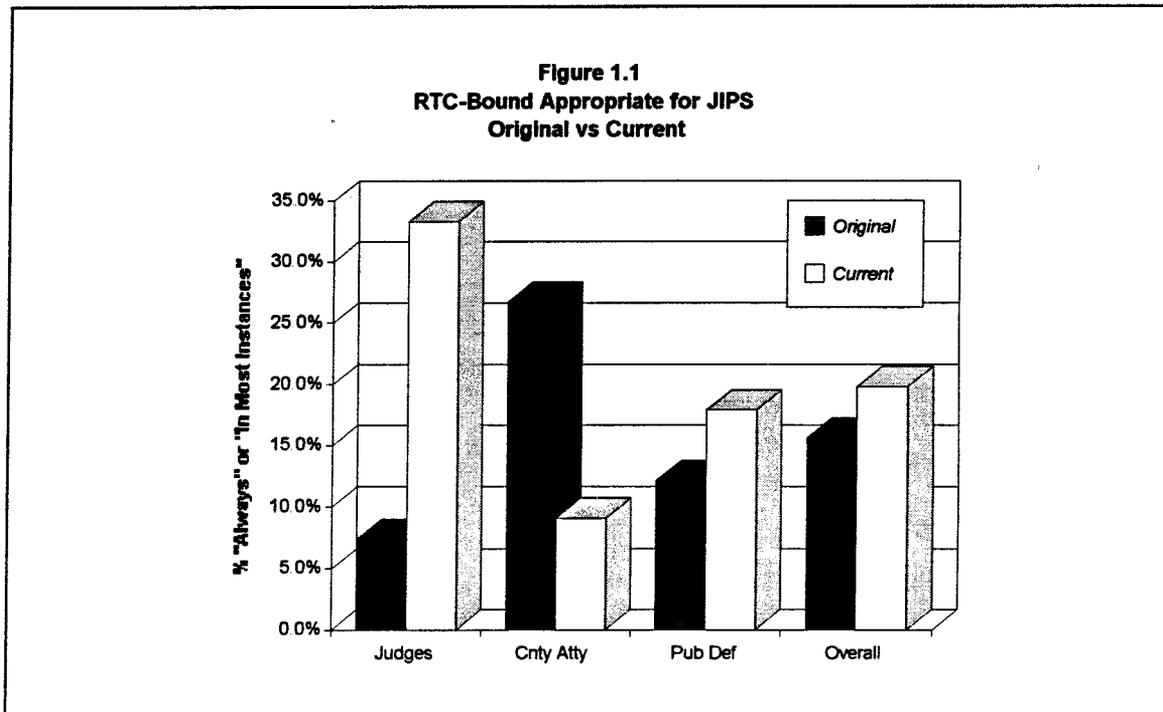
Table 1.2
Appropriate Target Population for JIPS

% "Always" or "In Most Instances"

Target Population	Judges	Directors	County	Public	Overall	
			Attorneys	Defenders	w/ Director	w/o Directors
Commitment-Bound						
- Current Survey	60.0%	78.6%	39.4%	67.9%	58.1%	54.9%
- Original Survey	51.9%	n/a	43.3%	66.7%		54.4%
RTC-Bound						
- Current Survey	33.3%	78.6%	9.1%	17.9%	27.6%	19.8%
- Original Survey	7.4%	n/a	26.7%	12.1%		15.5%
Probation-Bound						
- Current Survey	16.7%	57.1%	30.3%	0.0%	21.9%	16.5%
- Original Survey	11.1%	n/a	30.0%	3.0%		14.4%

Note: Directors' responses to Original Survey include supervisors and line staff responses.

Overall, most respondents (58.1%) now feel that youth who otherwise would be committed are appropriate for JIPS placement; Directors are most likely (78.6%) to hold this opinion. Just over one in four respondents hold the same opinion of youth who would have been placed in RTC, and just over one in five respondents feel the same about youth who would have received regular probation.



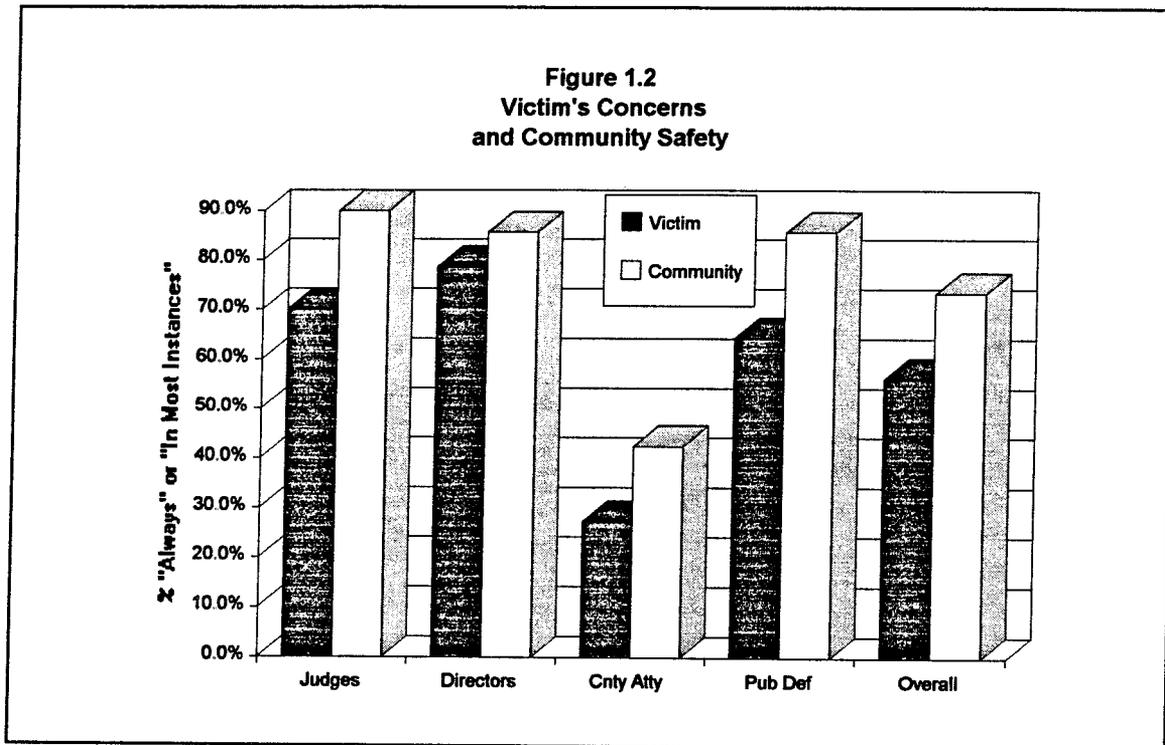
Directors are the only group where the majority feel that both of the latter types of youth would be appropriate for JIPS. Disregarding the Directors' responses for the reasons given previously, the other three groups' responses are consistent with those obtained through the original surveys. The majority of Judges and Public Defenders had previously stated that youth who were commitment-bound were appropriate for JIPS; County Attorneys, though, did not share this opinion and felt that commitment-bound youth should have been committed. Judges are now significantly more likely to view JIPS as an appropriate alternative to RTC, while County Attorneys are much less likely to view these youth as appropriate for JIPS.

Table 1.3 shows the ranking of factors the respondents feel are important for screening youth for JIPS. All respondent groups agree that a youth's prior delinquency history is the most important factor to consider when screening youth for JIPS placement. While the nature of the current offense is also considered important overall, Public Defenders place little emphasis on this item but instead ranked Probability of Commitment second. About one in four respondents ranked Family Structure/Dynamics and the child's Performance in Prior Programs as important. The next three items -- Prior Behavioral Patterns, Cooperation of the Family, and Cooperation of the Youth -- were very close in overall ranking. Judges' and Directors' rankings usually agreed with all other groups, while there is little agreement between County Attorneys and Public Defenders.¹

Factor	% Stating Factor is Important				
	Judges	Directors	County Attorneys	Public Defenders	Overall
Prior Delinquency History	80.0%	78.6%	81.8%	67.9%	77.1%
Nature of Current Offense	66.7%	57.1%	75.8%	32.1%	59.0%
Probability of Commitment	16.7%	35.7%	15.2%	53.6%	28.6%
Family Structure/Dynamics	30.0%	35.7%	15.2%	28.6%	25.7%
Performance in Prior Programs	30.0%	21.4%	24.2%	25.0%	25.7%
Prior Behavioral Patterns	23.3%	14.3%	21.2%	25.0%	21.9%
Cooperation of Family	20.0%	21.4%	30.3%	7.1%	21.0%
Cooperation of Youth	16.7%	14.3%	18.2%	21.4%	18.1%
Age	3.3%	0.0%	9.1%	14.3%	7.6%
Probability of RTC/Out of Home	3.3%	14.3%	3.0%	10.7%	6.7%
History of Alcohol/Substance	3.3%	0.0%	3.0%	10.7%	4.8%
School Enrollment/Employment	0.0%	0.0%	3.0%	7.1%	2.9%
Other	0.0%	7.1%	0.0%	3.6%	1.9%

¹ As measured by the rank-order correlation coefficient.

Most respondents also felt that the concerns of victims (56.2%) and the safety of the community (73.3%) are adequately considered, as shown in Figure 1.2. Judges, Directors and Public Defenders tend to agree on these issues, while County Attorneys seem to feel very strongly that concerns of victims and community safety are *not* adequately addressed during JIPS screening.



Overall, the conditions of JIPS supervision are seen as Appropriate (69.5%) or Severe/Somewhat Severe (23.8%). Judges, Directors and County Attorneys tend to view JIPS conditions as Appropriate while Public Defenders are more likely to view them as Somewhat Severe to Severe. (See Table 1.4 below).

There were some minor shifts in responses to this item from the original survey. For Judges, County Attorneys and Public Defenders, the percentage stating that JIPS conditions are appropriate increased by about twelve percentage points. Judges now are significantly more likely to view JIPS conditions as appropriate (only 70.4% in the original survey versus 90.0% in the current survey), while County Attorneys and Public Defenders are somewhat less likely to state that the conditions are appropriate. Opinions of Judges and Public Defenders shifted from Severe/Somewhat Severe to Appropriate, while County Attorney responses shifted from Appropriate to Lenient/Somewhat Lenient.

**Table 1.4
JIPS Conditions**

<i>JIPS Conditions Are</i>	<i>Judges</i>	<i>Directors</i>	<i>County Attorneys</i>	<i>Public Defenders</i>	<i>Overall w/ Director</i>	<i>Overall w/o Directors</i>
<i>Current Survey</i>						
- Severe/Somewhat	10.0%	14.3%	6.1%	64.3%	23.8%	25.3%
- Appropriate	90.0%	85.7%	72.7%	35.7%	69.5%	67.0%
- Lenient/Somewhat	0.0%	0.0%	18.2%	0.0%	5.7%	6.6%
- Don't Know/No Resp.	0.0%	0.0%	3.0%	0.0%	1.0%	1.1%
<i>Original Survey</i>						
- Severe/Somewhat	25.9%	n/a	3.4%	72.7%		35.6%
- Appropriate	70.4%	n/a	82.8%	24.2%		57.8%
- Lenient/Somewhat	3.7%	n/a	10.3%	0.0%		4.4%
- Don't Know/No Resp.	0.0%	n/a	3.4%	3.0%		2.2%

Almost two out of three respondents (64.8%) rated the quality of JIPS supervision as Good or Excellent, and almost four out of five rated it as at least adequate. Directors were unanimous in their ratings, but this acclaim was not shared by the other respondent groups. Judges, County Attorneys and Public Defenders all rated the quality of supervision lower in this survey than in the original survey.

**Table 1.5
Quality of JIPS Supervision**

<i>Quality of Supervision</i>	<i>Judges</i>	<i>Directors</i>	<i>County Attorneys</i>	<i>Public Defenders</i>	<i>Overall w/ Director</i>	<i>Overall w/o Directors</i>
<i>Current Survey</i>						
- Good or Excellent	86.7%	100.0%	48.5%	42.8%	64.8%	59.3%
- Adequate	3.3%	0.0%	18.2%	28.6%	14.3%	16.5%
- Somewhat Inad/Poor	3.3%	0.0%	27.3%	25.0%	16.2%	18.7%
- Don't Know/No Resp.	6.7%	0.0%	6.1%	3.6%	4.8%	5.5%
<i>Original Survey</i>						
- Good or Excellent	92.6%	n/a	69.0%	60.6%		73.3%
- Adequate	7.4%	n/a	13.8%	15.2%		12.2%
- Somewhat Inad/Poor	0.0%	n/a	6.9%	21.2%		10.0%
- Don't Know/No Resp.	0.0%	n/a	10.3%	3.0%		4.4%

The lower ratings by Judges is not statistically significant, but the shift in the County Attorneys' ratings is significant and the shift in Public Defenders' ratings is

borderline.² In the original survey, more than two out of three County Attorneys rated JIPS supervision as Good to Excellent, and more than four out of five rated it as at least adequate. Responses to the current survey show a dramatic decrease, to 48.5% Good to Excellent and 66.7% as at least Adequate. About three out of five Public Defenders in the original survey rated JIPS supervision as Good to Excellent; only about two out of five rated it as such in the current survey.

Despite any misgivings or disagreements on target populations, JIPS conditions or the quality of supervision, all respondent groups strongly believe that JIPS has reduced or somewhat reduced commitments to DYTR. These results are shown in Table 1.6. Overall, 87.6% of the respondents to the current survey stated that JIPS has at least somewhat reduced commitments. Furthermore, the percentage of respondents making this statement increased for all groups when compared to the original survey, although not significantly. The issue of impact on juvenile commitments will be treated in more detail in the third section of this report.

<i>Impact on Commitments</i>	<i>Judges</i>	<i>County Directors</i>	<i>County Attorneys</i>	<i>Public Defenders</i>	<i>Overall w/ Director</i>	<i>Overall w/o Directors</i>
<i>Current Survey</i>						
- Reduced/Somewhat	96.7%	100.0%	87.9%	71.4%	87.6%	85.7%
- No Impact	0.0%	0.0%	3.0%	10.7%	3.8%	4.4%
- Increased/Somewhat	3.3%	0.0%	0.0%	10.7%	3.8%	4.4%
- Don't Know/No Resp.	0.0%	0.0%	9.1%	7.1%	4.8%	5.5%
<i>Original Survey</i>						
- Reduced/Somewhat	92.6%	n/a	76.7%	60.6%		75.6%
- No Impact	0.0%	n/a	3.3%	27.3%		11.1%
- Increased/Somewhat	0.0%	n/a	0.0%	6.1%		2.2%
- Don't Know/No Resp.	7.4%	n/a	20.0%	6.1%		11.1%

Since JIPS was originally intended, and is still operated for the most part, as a program to divert youth from commitment, the perception that JIPS has reduced commitments should correspond with perceptions of program effectiveness. As Table 1.7 shows, this is also the case. About six out of seven respondents stated that JIPS is Effective or Somewhat Effective at reducing future delinquency, diverting youth from commitment, and at providing services to those in need. This is slightly higher than the rates obtained through the original survey.

² For County Attorneys, $Z = 1.65$, $p = .05$;
For Public Defenders, $Z = 1.39$, $p = .08$.

Table 1.7
JIPS Program Effectiveness

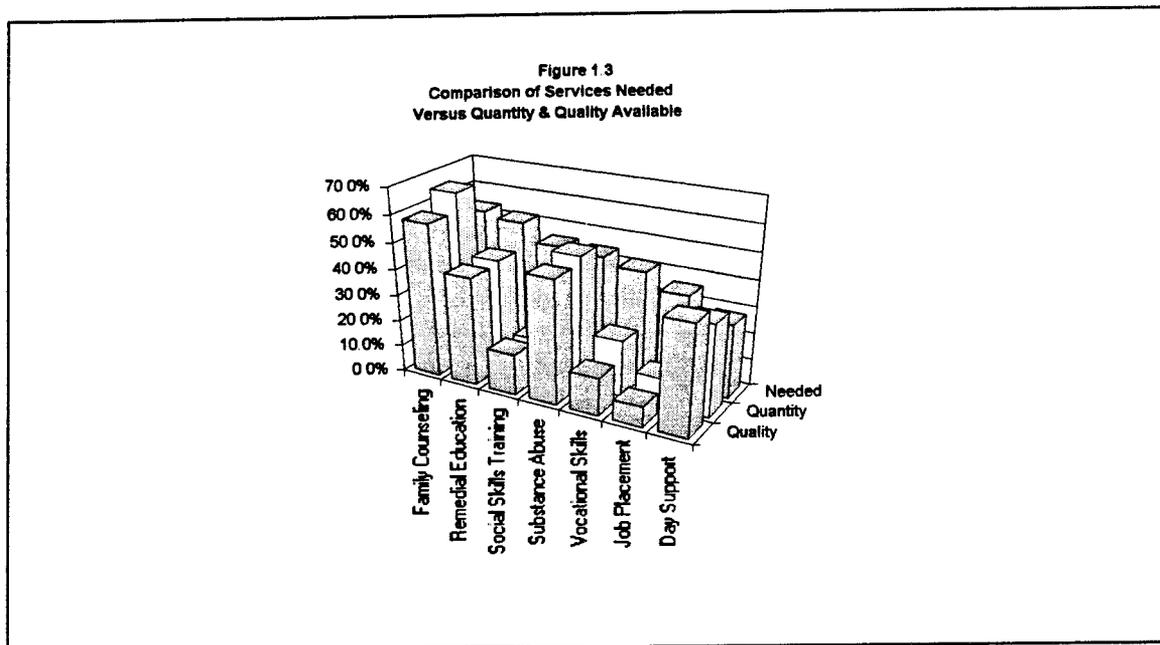
<i>Effectiveness</i>	<i>Judges</i>	<i>Directors</i>	<i>County</i>	<i>Public</i>	<i>Overall</i>	
			<i>Attorneys</i>	<i>Defenders</i>	<i>w/ Director</i>	<i>w/o Directors</i>
<i>Current Survey</i>						
- Effective/Somewhat	93.3%	100.0%	78.8%	82.1%	86.7%	84.6%
- Neither	0.0%	0.0%	9.1%	3.6%	3.8%	4.4%
- Ineffective/Somewhat	0.0%	0.0%	6.1%	7.1%	3.8%	4.4%
- Don't Know/No Resp.	6.7%	0.0%	6.1%	7.1%	5.7%	6.6%
<i>Original Survey</i>						
- Effective/Somewhat	92.6%	100.0%	86.2%	72.7%		83.3%
- Neither	0.0%	0.0%	0.0%	3.0%		1.1%
- Ineffective/Somewhat	0.0%	0.0%	6.9%	21.2%		10.0%
- Don't Know/No Resp.	7.4%	0.0%	6.9%	3.0%		5.6%

All respondent groups believe JIPS should be continued, but differ markedly on what direction the program should take. About five out of every six Judges and Directors feel the program should continue as it is currently implemented, without any changes to the eligibility criteria. Just over half of the County Attorneys stated that JIPS should continue as it now exists, with about one in four stating that eligibility criteria need to be more restrictive -- i.e., fewer youth should be eligible. Public Defenders are even less likely than County Attorneys to state that JIPS should continue in its current form. Just under two in five Public Defenders responded that JIPS should continue as implemented; almost three out of ten want eligibility criteria tightened and one in five want the criteria to be less restrictive.

Table 1.8
Should JIPS Be Continued

<i>Continue/Discontinue</i>	<i>Judges</i>	<i>Directors</i>	<i>County</i>	<i>Public</i>	<i>Overall</i>
			<i>Attorneys</i>	<i>Defenders</i>	
<i>Continue</i>					
As Implemented	83.3%	85.7%	51.5%	39.3%	61.9%
More Restrictive Eligibility	0.0%	0.0%	24.2%	28.6%	15.2%
Less Restrictive Eligibility	16.7%	14.3%	18.2%	21.4%	18.1%
<i>Don't Know/No Response</i>	0.0%	0.0%	6.1%	10.7%	4.8%

These respondents also tend to generally agree on the types of services that are necessary for adequate programming of JIPS cases. Over half of all respondents stated that Family Counseling programs are necessary in all or most cases, with group responses ranging from 42.9% of the Public Defenders to 66.7% of the Judges. More than half of all respondents also saw a need for Remedial Education programs; only one in seven Directors only stated this as a needed service. More than four in ten respondents felt that Social Skills Training, Substance Abuse programs, and Vocational Training programs were also necessary in all or most instances. Just over one of every three respondents saw a need for Job Placement services, and about two in seven stated a need for Day Support programs.



The number of available programs does not seem to keep pace with the perceived need in Social Skills Training, Vocational Training, and Job Placement. Even when programs are available, respondents sometimes felt that the quality of these programs was a concern, especially in the three areas above.

The perceptions of what programs are necessary can be partially substantiated by needs screening data from the statewide juvenile case classification system. Table 1.9 shows the level of need, based on data from all fifteen counties, for the ten items included in the needs screening. The categories are sorted from highest need (Peer Associations) to lowest need (Intellectual Impairment). The need for Family Counseling stated by survey respondents is analogous to the Family Functioning (almost 75% with some or serious need) item in the needs screening; Remedial Education in the survey corresponds roughly to Academic Achievement (about 60% with some or serious need); Social Skills directly relates to the level of need (over 60%

with some or serious need); and Substance Abuse corresponds to Alcohol Use (over 60%) and Drug Use (over 40%).

Type of Need	Level of Need		
	None	Some	Serious
Peer Associations	19.4%	51.5%	29.1%
Family Functioning	25.9%	45.2%	28.9%
Emotional Stability	35.0%	49.2%	15.7%
Social Skills	38.9%	47.9%	13.3%
Alcohol Use	39.0%	46.1%	14.9%
Academic Achievement	40.2%	41.3%	18.4%
School/Employment	43.3%	30.2%	26.5%
Drug Use	58.0%	29.4%	12.6%
Learning Disability	70.5%	20.2%	9.3%
Intellectual Impairment	78.0%	19.0%	3.0%

Survey Summary

Support for JIPS still seems to be strong. Judges, Court Directors and Public Defenders all feel that commitment-bound youth are appropriate for JIPS; Court Directors further believe that RTC-bound and regular probation youth are appropriate.

Except for a handful of respondents who did not respond to the item on continuing JIPS, all individuals surveyed feel that JIPS should be continued. Furthermore, all four groups are in agreement in three of the program's key areas:

A youth's prior delinquency history should be one of the primary screening factors for determining eligibility for JIPS;

JIPS is perceived as helping reduce commitments to DYTR; and

The program is perceived as effective in meeting its goals.

Although the survey results indicate a degree of tension among the three components (courts, prosecution and defense) this is probably as it should be. Each component has a specific responsibility within the justice system and should not be expected to agree on all issues.

Through a review of comments included in the surveys, though, there may be more agreement than disagreement over the need for additional services, staffing and enhancements. The most striking example is the demand for increased funding for treatment and counseling programs, especially in the rural counties of the state. One County Attorney stated:

"We need more services. Counseling in Mohave County has had to be arranged through resources in Utah and Maricopa County. We have no shelters, no group homes, and few foster homes. Our detention center has only 15 beds, but we've had as many as 22 kids in detention. The JIPS team, and the entire juvenile probation department, have done an applaudable job of conveying services to juveniles and families. However, we need financial assistance from the state legislature to make treatment and rehabilitation of our children a priority."

A number of respondents also stated that JIPS staffing levels should be increased, with better training. Although their role may be partly responsible for their perceptions, Public Defenders were the most critical of the need for enhanced training requirements for JIPS officers as evidenced by the following statement:

"I also believe JIPS officers could benefit from training in effective interpersonal communication skills. Too often they behave to minors and their families as mere bullies."

which is mediated somewhat by another Public Defender's statements that:

"More staff would allow greater interaction. Most probation officers basically understand how to provide assistance, just overburdened by caseload."

The third subject area mentioned in comments is enhancing contacts and surveillance, especially late-night and random contacts, and the possible use of electronic monitoring equipment to help enforce home arrest. Comments from five judges, one director and seven county attorneys addressed these concerns. A sampling of the judges' sentiments include:

"More random in-person contact -- not regular, expected visits like home detention, making it easy for the juvenile to bend the rules."

County attorneys were even more explicit:

"Use of electronic supervision -- bracelets or anklets to monitor juveniles' movements at all times..."

"More frequent contacts, either personal or by phone, at later times at night. I believe the latest contact is 10 pm and most crime occurs after

that hour of night. Many of these JIPS kids run the streets after 10 pm."

Expanded hours of surveillance may or may not be necessary. During the original evaluation, we found that many counties have cooperative agreements with law enforcement agencies to provide late-night assistance, and most counties will conduct late-night surveillance when situations demand such. The important point is that county attorneys and public defenders perceive the program as effective, but their assessment of the quality of supervision has declined substantially. The courts and probation departments must keep these facts in mind.

STATISTICAL MODELING: COMMITMENT-BOUND JIPS CASES

JIPS was originally developed as a community-based alternative to commitment to DYTR (then DOC) and to residential treatment centers (RTC). Since then, the requirement that JIPS cases present a high probability of commitment has been mediated, yet the focus of the program continues to be those high-risk cases that otherwise might have been institutionalized.

In the original evaluation, the degree to which JIPS functioned as an alternative was addressed by developing a set of statistical models using discriminant analysis techniques. These analyses used disposition results and court processing data prior to JIPS implementation to develop a statistical model to classify JIPS cases as either commitment-bound or non-commitment-bound. Unique model weights were developed for Maricopa County and Pima County, while the other four counties³ in that analysis were combined. All three weighting schemes used the same core set of variables to develop estimates of the number of cases from each county that would have been considered commitment-bound. These variables were:

Delinquency History, an index of a youth's delinquency history that occurred more than one year previous to JIPS placement, consisting of the number of times adjudicated and the number of times detained.

Delinquency History Past Year, an index of delinquency history that occurred during the year preceding JIPS placement, consisting of the number of times adjudicated and the number of times detained.

Prior Probation Dispositions as of the date of the disposition resulting in JIPS placement.

Age at Disposition, measured in months at the time of the disposition resulting in JIPS placement.

Was the instant offense for a Felony Offense or a Misdemeanor Offense.⁴

Was the instant offense an Offense Against Person, such as robbery or assault, and a Felony?

Was the instant offense for a Drug crime and a felony?

The original evaluation applied the model to all cases placed on JIPS by the six counties during 1987 and 1988. Due to a number of constraints, such as statewide JOLTS implementation and available resources, this analysis used samples

³ Cochise, Coconino, Yavapai and Yuma counties were all aggregated into one model.

⁴ Measured as two separate dichotomous variables. Status offenses and probation violations received no weight in these models.

of JIPS placements during 1991 and 1992 from Maricopa, Pima and Yuma counties.⁵ A systematic sampling procedure was used to select the sample cases from listings provided by the counties. The total number of cases placed and the sample size for each county are shown in Table 2.1.⁶

<i>Placements/Sample</i>	<i>Maricopa</i>	<i>Pima</i>	<i>Yuma</i>	<i>Total</i>
<i>Current Analysis</i>				
Total Placements	1069	414	128	1611
Sample Size	263	194	97	554
Sample Percentage	24.6%	46.9%	75.8%	34.4%
<i>Original Analysis</i>				
Total Placements	347	248	55	650

JIPS is more widely used now than when the original evaluation was conducted, based on the above table and placement data provided by the AOC. This is an expected result for a number of reasons. Judges, prosecutors and public defenders are all more familiar with the program now than when it was first implemented, and are probably more likely to accept a recommendation for JIPS than was the case three years ago. JIPS capacities have also increased over the past three years, which allows for the placement of more youth. As the JIPS caseload ceiling has increased, the bed space capacity at DYTR has decreased -- and will likely decrease even more -- which lowers the number of cases that can physically be committed.

Besides reflecting the policy direction of the state's juvenile justice system, these points are also important for placing this analysis in context. As the number of beds available for committed youth decreases, the courts must identify and utilize more alternatives for these cases. The survey results presented in the previous section of this report showed the majority of respondents felt that JIPS was an appropriate alternative for youth who otherwise might have been committed, especially for cases that might have been marginal commitments; DYTR beds would be "reserved" for the

⁵ We used placements from January 1991 through December 1992 for Pima and Yuma counties, and placements from July 1991 through December 1992 for Maricopa County.

⁶ Our thanks to the computer systems staff at Maricopa, Pima and Yuma counties for producing the hundreds of juvenile history reports used in this analysis.

most serious cases. Furthermore, these changes would be most obvious for counties that had historically made greater use of commitment as a disposition.

Table 2.2 contains summary statistics on referrals and adjudications for the three counties, and compares the current analysis to the results of the original evaluation. The JIPS placements from Maricopa and Yuma counties used in the current analysis have more referrals and adjudications, for both the total history and in the past year, and are slightly more likely to have more probation dispositions than the placements described in the original evaluation. Pima County cases show fewer referrals, adjudications and probation dispositions now than for the original evaluation; however, they are more likely to have been adjudicated on a delinquent offense now than previously.

Table 2.2				
Delinquency History Variables				
Original Evaluation vs Current Analysis				
Total History	Maricopa	Pima	Yuma	Overall
<i>Referrals</i>				
Current Analysis	6.0	7.0	9.8	7.0
Original Analysis	5.3	13.3	9.3	8.7
<i>Adjudications</i>				
Current Analysis	2.2	2.8	4.1	2.8
Original Analysis	2.0	4.2	4.0	3.0
<i>Probation Dispositions</i>				
Current Analysis	0.9	0.8	2.1	1.1
Original Analysis	0.6	1.3	1.4	0.9
In Past Year	Maricopa	Pima	Yuma	Overall
<i>Referrals</i>				
Current Analysis	3.4	4.3	6.1	4.2
Original Analysis	3.1	7.5	6.1	5.0
<i>Adjudications</i>				
Current Analysis	1.7	2.4	3.1	2.2
Original Analysis	1.6	2.8	3.1	2.2

Some tentative conclusions about these counties' program approaches may be drawn from the data above. Maricopa and Yuma counties both seem to be working with youth who have somewhat more extensive delinquency histories than in the

previous evaluation, while Pima County now seems to intervene at an earlier point in a child's life. These observations hold for both total delinquency history and the history within the year preceding JIPS placement.

About one out of every four JIPS placements have an instant adjudication resulting from an offense against persons -- such as sex offenses, robbery, and assault -- and one-half of all JIPS placements have an instant adjudication for property offenses. About one in six were placed on JIPS as the result of a probation violation. More than three-fourths of the cases adjudicated for offenses against persons or property offenses would have been classified as felonies. Table 2.3 shows the distribution of offense classifications (e.g., felony or misdemeanor) for the major offense types.

Table 2.3
Offense Type and Offense Class

Offense	Maricopa		Pima		Yuma		Total	
	Nbr	%	Nbr	%	Nbr	%	Nbr	%
Against Person								
- Felony	48	18.3%	42	21.6%	17	17.5%	107	19.3%
- Misdemeanor	16	6.1%	12	6.2%	5	5.2%	33	6.0%
Property								
- Felony	121	46.0%	61	31.4%	34	35.1%	216	39.0%
- Misdemeanor	31	11.8%	22	11.3%	6	6.2%	59	10.6%
Drugs								
- Felony	6	2.3%	4	2.1%	1	1.0%	11	2.0%
- Misdemeanor	3	1.1%	2	1.0%	4	4.1%	9	1.6%
All Other								
- Felony	4	1.5%	1	0.5%	1	1.0%	6	1.1%
- Misdemeanor	6	2.3%	16	8.2%	1	1.0%	23	4.2%
Probation Violation	28	10.6%	34	17.5%	28	28.9%	90	16.2%
County Totals	263	100.0%	194	100.0%	97	100.0%	554	100.0%

Except for Maricopa County, there have also been changes in the percentage of cases adjudicated for delinquency offenses as compared to the original evaluation. About five out of six Pima County cases now are adjudicated for a delinquency offense, where previously about three out of four had been. Where all of Yuma County's original cases had been adjudicated for delinquent offenses, now only about seven out of ten have an instant adjudication for a delinquent offense. Again, these shifts may have implications for the number of cases estimated to be commitment-bound.

Table 2.4 displays the distribution of commitment-bound versus probation-bound cases for the three counties, and compares the results of the current analysis with the results from the original evaluation. In the original analysis, estimates of commitment-bound cases ranged from 27.4% in Pima County to 38.6% in Maricopa County. For the current analysis, these percentages range from 16.5% in Pima to 94.7% in Maricopa.⁷ While the distribution changed significantly for all three counties, the results for Maricopa County are most striking.

Classification	Maricopa		Pima		Yuma		Total	
	Nbr	%	Nbr	%	Nbr	%	Nbr	%
Commitment-Bound								
Current Analysis	249	94.7%	32	16.5%	57	58.8%	338	61.0%
Original Analysis	134	38.6%	68	27.4%	20	37.7%	222	34.3%
Probation-Bound								
Current Analysis	14	5.3%	162	83.5%	40	41.2%	216	39.0%
Original Analysis	213	61.4%	180	72.6%	33	62.3%	426	65.7%
Total Cases								
Current Analysis	263		194		97		554	
Original Analysis	347		248		53		648	

The original evaluation results also help explain part of the change in the percentage of commitment-bound cases. For Maricopa County cases, the model construction results found that Delinquency History Past Year was the major determinant in predicting whether or not a case was commitment-bound. The average number of referrals in the year preceding JIPS placement increased by almost 10% over the original analysis, and the average number of adjudications in the past year increased by about 6%. The major determinant for Pima County cases was identified as delinquency history occurring more than one year in the past. Although Table 2.2 only presents the total history, subtracting the past year averages from the totals indicates *reductions* of over 50% for referrals (from 5.8 to 2.7) and over 70% in adjudications (from 1.4 to 0.4) from the original evaluation. For Yuma County, the major determinant was identified as the number of prior probation dispositions,

⁷ Implicit in any discussion of samples is the concept of sampling error, or error due to the use of a sample rather than population data. For this analysis, the sampling errors for commitment-bound estimates are:

Maricopa County plus/minus 3%

Pima County plus/minus 5%

Yuma County plus/minus 10%.

which increased from 1.4 for the original evaluation to 2.1 for the current analysis, or 50.0%.

Variable	All Counties		Percent Change
	Original	Current	
Delinquency History More Than One Year	1.09	0.46	-57.8%
Delinquency History in Past Year	1.09	1.48	35.8%
Prior Probation Terms	1.64	1.06	-35.4%
Age at Disposition	5.26	5.24	-0.4%
Instant Offense - Felony	0.56	0.61	8.9%
Instant Offense - Misdemeanor	0.21	0.22	4.8%
Instant Offense - Felony Person	0.10	0.19	90.0%
Instant Offense - Felony Drugs	0.06	0.02	-66.7%

Further evidence of change is shown in Table 2.5, where the variables used to develop the estimates are shown. The data indicate that, overall, JIPS cases now average lower than previous values in:

- Delinquency History More Than One Year prior to JIPS placement;
- Prior Probation Dispositions;
- Instant Adjudication for a Misdemeanor; and
- Instant Adjudication for a Felony Drug offense.

These reductions are offset by increases in:

- Delinquency History in the year preceding JIPS placement;
- Instant Adjudication for a Felony; and
- Instant Adjudication for a Felony offense against Persons.

The last point should not be taken lightly. Felonies against persons include such serious crimes as Aggravated Assault, Sexual Assault, Sex With a Minor, Armed Robbery, and Attempted Murder. The fact that more youth with these types of offenses are being placed on JIPS points out that all parties -- prosecutors, defenders

and judiciary -- tend to view JIPS as a working program to manage serious juvenile offenders without committing them and without seriously jeopardizing public safety.

Statistical Modeling Summary

Of the three counties examined, Maricopa and Yuma seem to be working with youth whose delinquency histories may not be as extensive as in the original evaluation, but nonetheless are more serious in terms of recent history (within the year preceding JIPS) as well as higher rates of offenses against persons, especially felonies.

Maricopa and Yuma counties also showed dramatic increases in the percentage of cases identified as commitment-bound if not for JIPS. While some of this increase may be attributed to changes in available resources and the perceptions of key players, the fact remains that delinquency data for both of these counties also show substantial increases. Furthermore, while the estimates for Pima County indicate a decline in the percentage of commitment-bound cases, the evidence that the court and probation staff there are intervening sooner than in the past may provide positive results in the future. When a court should formally intervene has been an issue for many years and recent research (Wooldredge, 1991) has indicated that the relationship of age at first intervention and further delinquency is not as strong as once thought.

TREND ANALYSIS: COMMITMENTS TO ADYTR

From the outset, JIPS has been promoted as a viable alternative to committing youth to DYTR. In addition to estimates of whether or not specific cases were commitment-bound, the original evaluation included a macro-level analysis of commitments to assess the impact of JIPS. That analysis supported the contention that JIPS at least helped reduce the number of youth going to DYTR. Further, the original analysis made some specific predictions about future commitment levels:

- DYTR commitments would gradually decline as long as JIPS is operational;
- The overall reduction in commitments would be approximately 38% below pre-JIPS levels; and
- The maximum impact would be reached within six to seven years after JIPS implementation, or in calendar years 1993 or 1994.

This analysis reviews the assumptions and models presented in the original evaluation, and updates the analyses to include more recent commitment data.

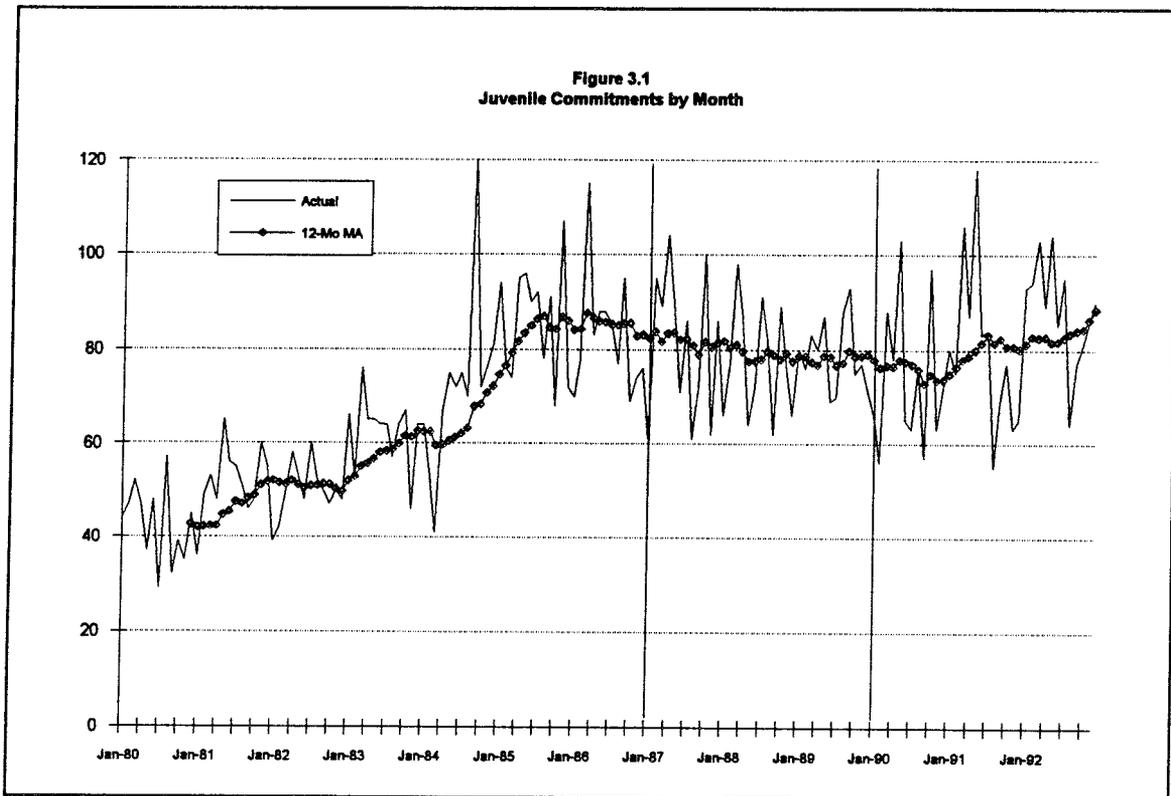


Figure 3.1 shows the number of monthly commitments to DYTR from January 1980 through December 1991. In this graph, the "Actual" series are the number of youth

committed each month; the "12-Mo MA" series represents the average number of commitments for each successive twelve-month period.

The original model used data from 1980 through 1986 -- or pre-JIPS -- as the basis. To estimate the impact of JIPS, an intervention model was developed which added the commitments from January 1987 through December 1989, or post-JIPS. The pre-JIPS commitments are represented by the chart area to the left of the first vertical line; post-JIPS data for the original analysis is represented by the chart area between the two vertical lines, and the data added for this analysis is shown to the right of the second vertical line. This chart shows that commitments increased from 1980 until 1986. At the time the original analyses was completed, commitments had been gradually declining. From the data available at that time, one of the conclusions from the time series impact model was that JIPS coincided with a gradual decline in commitments to DYTR

Table 3.1
Annual Commitments to DYTR

<i>Year</i>	<i>Total Commits</i>	<i>Annual Change</i>	<i>% Chg</i>
1980	512		
1981	622	110	21.5%
1982	597	-25	-4.0%
1983	751	154	25.8%
1984	866	115	15.3%
1985	1033	167	19.3%
1986	998	-35	-3.4%
1987	977	-21	-2.1%
1988	931	-46	-4.7%
1989	949	18	1.9%
1990	884	-65	-6.8%
1991	962	78	8.8%
1992	1061	99	10.3%

This conclusion was supported by the data available at that time. In Table 3.1 at left, commitments increased dramatically from 1980 through 1985. Beginning in 1987, though, the number committed declined slightly -- by approximately 3.3% per year -- through calendar 1988. There was a slight increase in 1989, followed by a decrease in 1990 and further increases in 1991 and 1992. The number of youth committed in 1992 was greater than any other year.

Based on the new data, then, the original analysis was accurate in concluding that there was a decline in commitments coinciding with JIPS implementation. However, it now appears that we cannot support the conclusion that this decline would be permanent. As stated in the

original report, there are many factors that affect the number of youth committed to DYTR and JIPS is only one.

It could be argued that JIPS has helped keep commitments from being greater than they have been. The level of juvenile crime in Arizona has escalated over the past few years, more youth are being referred to the juvenile courts, and more delinquency petitions are being filed. Data available from Maricopa County Juvenile Court show that more of these youth are being placed on either regular or intensive probation, while commitments to DYTR are relatively stable.⁸ JIPS placements have

⁸ See 1991 Annual Report, Maricopa County Juvenile Court Center, Five Year Comparison 1987-1991.

grown steadily since the program was implemented, reaching 1,240 during FY91-92 with even more projected for FY92-93.

Table 3.2 shows the numbers of referrals, petitions, adjudications, commitments and JIPS placements from fiscal year 1987 through fiscal 1992. Juvenile courts handled 27.7% more referrals in FY92 than in FY87; 43.5% more petitions were filed; and adjudications increased by 44.6%. Over the same time period, commitments to DYTR decreased by 0.5%. Although the decrease in commitments predicted in the original evaluation may not have occurred, there is solid evidence that commitments may have increased if not for JIPS.

	FY87	FY88	FY89	FY90	FY91	FY92	% Chng FY92/ FY87
Referrals to Juvenile Courts	44,203	46,581	48,174	51,063	53,435	56,430	27.7%
Petitions Filed	9,389	10,267	10,623	10,435	13,396	13,472	43.5%
Adjudications	6,899	7,128	7,621	7,543	9,286	9,974	44.6%
Commitments to DYTR	986	931	942	930	977	981	-0.5%
JIPS Placements	192	610	648	704	1,023	1,240	545.8%

Finally, the characteristics of youth placed on JIPS has changed dramatically from the time of the original evaluation, as reported in the previous section. Although data on Pima County youth showed a decrease in the number of referrals filed, JIPS cases in both Maricopa and Yuma counties now have significantly more referrals than previously. Of even more importance, though, the nature of these referrals has changed. Of the JIPS placements analyzed in the previous section, one in five had been adjudicated for a felony offense against person, compared to about one in ten in the original evaluation.

Besides case characteristics, there are also systemic changes that have affected the numbers of commitments. Many juvenile courts now have more options, including JIPS and expanded detention capacity, compared to five years ago. Moreover, the capacity of DYTR has fluctuated over the past three years, which has had an impact on the number of youth committed. During periods when bed space is limited, courts must continue to commit those cases that absolutely require commitment, but may delay commitment or use alternatives such as JIPS for cases whose commitment status was marginal. When more beds become available, these marginal youth may be committed sooner than under the scenario above. What this implies is a "trickle down" effect; marginal commitments may now be placed on JIPS and marginal JIPS placements may now be placed on probation, thus increasing the relative seriousness of both caseloads.

Trend Analysis Summary

Although the original analysis predicted that commitments to DYTR would continue to decrease, this has not been the case. Data from DYTR show that commitments have stabilized at roughly the same level as 1987. Given the increases in other juvenile justice indicators, though, commitments could have increased proportionally.

JIPS capacity has increased over the past three years, though, concurrent with changes in the Administrative Order and changes in the approaches used by the juvenile courts to manage referrals to the courts and the number of cases under active supervision. Furthermore, changes outside the control of the courts have also contributed to changes in the number of commitments. Although this analysis did not support earlier conclusions that JIPS would provide a long-term reduction in juvenile commitments, JIPS is still considered a viable alternative to commitment in many cases. Commitments to DYTR have remained almost constant over the past six years; JIPS is at least partly responsible.

Based on data presented in previous sections, it could be argued that the threshold for committing youth to DYTR is higher now than in the past. This argument could be tested by analyzing characteristics of youth committed over time, but data to do so are not currently available. However, the characteristics of JIPS cases are now more serious than previously, which lends peripheral support to such an argument.

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