Toward a Model Secure Detention Program: Lessons from Shuman Center

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Even under the best circumstances, some children awaiting juvenile court hearings need to be held securely in the interest of public safety. Juvenile detention deprives children of their liberty while it assumes the crucial responsibility of their care. The impact detention has on both residents and the community creates an obligation for detention centers to operate effectively and to achieve a high level of quality.

As director of the juvenile detention center for Allegheny County in Pittsburgh, I take that obligation seriously. When I took over management of the center, I dreamed of shaping it into a place of excellence. I had a vivid image of what that meant—no abuse, no escapes, no overcrowding. It meant creating a setting where residents felt safe and could learn and grow. It also meant what at first seems a contradiction: designing a setting that is both secure and open to the community. Foremost, it meant developing a skilled, caring, confident staff.

Voices around me kept telling me what was not possible. About residents they said: “We don’t have them long enough to make a difference.” About the community the message was: “Let the public in and they’ll just look for what’s wrong.” About staff I was told: “They aren’t really committed to working with kids.” After listening to what could not be done, I set out to do it anyway—by surrounding myself with people who believed differently from the nay-sayers. I knew organizational change was a long and arduous endeavor, but I never doubted the possibility. I also knew the key was leadership, leadership
by a core group in critical positions who held in common the vision of excellence. Over the years, reality gradually came to resemble the vision. The remaking of the organization is still a work in progress and probably always will be. But it is under way.

The elements required to reshape juvenile detention are not unlike the principles that underlie change in any organization. They include the tangible work of organizational analysis, policy-making, staff selection and training, and program development as well as the less tangible qualities of leadership and commitment. Those responsible for juvenile detention need to do the hard work of managing day-to-day operations and at the same time keep their eyes fixed on the broader vision. The risk of pursuing a vision is that obstacles to achieving it and temporary shortfalls can undermine faith in it. In the midst of challenges, managers need to be steadfast. The capacity to keep the vision over time and through adversity is the hallmark of character and of leadership.

Without losing sight of these less tangible elements, it is important to identify the concrete steps required to build a successful program. Although detention centers are complex organizations that vary in size and structure, the elements that make for an optimum model are universal. Certain policies and practices promote success whether a center serves 10 or 100 clients on a given day. The same policies and practices can work in state, county, or regional systems and in both private and public operations. Regardless of size and structure, effective performance depends on understanding the external environment in which detention operates and on clarity about the mission or purpose of detention.

The external environment of detention is uncertain and changing. Demographics, economic conditions, law enforcement policies, and public mood affect detention trends. In addition, detention interacts by necessity with a network of individuals and agencies: police, courts, probation officers, prosecutors, defense attorneys, licensing authorities, and public and private placements. State and local laws, police practices, and judicial orders create the framework for decisions about admission and release. As a result, detention managers do not directly control these decisions and cannot predict with precision the number of clients their programs will serve. Yet the ability to control and predict the resident population, at least to some degree, is critical.

Clarity of mission is a first step toward gaining a measure of control.
In a changing environment, a clear definition of purpose can be a stabilizing force. Just as important is a forum for cooperation and communication between detention and those agencies which affect it. These two features, clear purpose and effective communication, lay the groundwork for the relationship between detention and its external environment.

As in any organization, in juvenile detention clarity of mission is critical. Fully and clearly defined purposes become the foundation for decisions and coherent policies. In broad terms, the mission of detention is to provide temporary custody for juveniles accused of delinquent acts from the time of their arrest until the court reaches a disposition. This definition is a starting place, but it is not a good mission statement. It is vague and bland; it has no philosophical content and provides no direction. A strong mission statement, one with power to shape an organization, includes beliefs and values as well as expectations about what will happen to detained juveniles between arrest and disposition.

In 1990, the National Juvenile Detention Association (NJDA) adopted a definition of juvenile detention that captures its essence (Stokes and Smith, 1990):

Juvenile detention is the temporary and safe custody of juveniles who are accused of conduct subject to the jurisdiction of the court and require a restricted environment for their own community's safety while pending legal action.

Further, juvenile detention provides a wide range of helpful services that support the juvenile's physical, emotional, and social development. Helpful services minimally include: education, recreation, counseling, nutrition, medical and health care services, reading, visitation, communication, and continuous supervision. Juvenile detention includes or provides for a system of clinical observation and assessment that complements the helpful services and reports findings.

At the detention center in Pittsburgh and through Pennsylvania's professional association, I sought to construct a coherent mission statement which was consistent with the NJDA definition and which combined legal mandates with a passion for excellence. Ideas from practitioners and the literature on detention formed the basis for a two-part statement. The first part establishes philosophical principles; the sec-
ond part defines purposes. The resulting mission statement, reproduced here, is rooted in the law and reaches for quality in services.

**The Mission of Juvenile Detention**

Juvenile detention's mission rests on five principles:

1. Respect for the dignity of the human person is basic.
2. Detention has responsibility to both the community and the offender; detention must protect public safety but should be restricted so that only those needing it are held, and for as short a period as possible.
3. Although detention is designed to be brief, it is a time of crisis and uncertainty when the quality of human relationships is more important than the duration.
4. Because juveniles are immature and still developing, the impact of environment is forceful. No environment is neutral; it either fosters development or damages it.
5. The aims of detention must be consistent with those of the larger juvenile justice system, including the court, probation, and corrections.

In keeping with these principles, secure custody is basic. But mere custody ignores the needs of human dignity and adolescent development, as well as the conditions of uncertainty and crisis. Detention cannot offer treatment in a traditional sense; the stay is short, and the need for treatment cannot be assumed for youths who have not yet had a hearing. Neither custody nor treatment is an adequate concept when applied to detention; elements of each are required for a complete view. Secure detention should be organized and operated to promote security and thus protect the community, but it should also foster the physical, intellectual, social, and emotional development of its residents. This conclusion is the basis for defining five purposes:

1. Secure Custody. Secure custody is prevention of escapes and intrusions. It relies on observation, supervision, and control of residents, and on design and maintenance of the physical plant.
2. Safety. Safety is protection of residents from physical and emo-
tional harm. It is accomplished through supervision and through reporting and managing suspected abuse, emergencies, and issues related to physical plant maintenance.

3. Health and Well-Being. Medical screening, routine care, emergency treatment, and nutrition are basic health services. Promoting resident knowledge of health issues and affording opportunities for mental health guidance are also elements of health and well-being.

4. Observation, Assessment, and Reporting. Detention gathers educational, psychological, and social information to aid resident adjustment and to report to the court and to placement agencies.

5. Resident Development. Detention develops knowledge, skills, attitudes, and behavior through incentives and discipline, formal programs, and the informal climate. The aims of resident development are to enhance self-esteem and impart a sense of responsibility; to teach academic and social skills; and to offer opportunities for physical training, recreation, and expression of thoughts and feelings in a climate of encouragement and fairness.

In a few words, the mission of detention is to provide safe, secure custody and to promote the health and well-being of youths committed to its care, in an environment that fosters physical, intellectual, social, and emotional development. No program will be effective in managing the external environment or internal operations without a grasp of its own purposes. Once the mission is clear, the challenge is to translate ideas into practice.

The first step is to resolve issues at the boundary between detention and its environment, such as admission criteria, case monitoring, and release policies. From the experience of developing a program, I have identified seven features that promote the control and predictability so essential to making detention work in its relationship to an uncertain environment. Detention managers have limited control over these features. Most depend on the decisions of legislators, judges, and elected officials. Detention administrators need to manage the elements that they can control and then set out to influence those they cannot. The features at the boundary between detention and its environment can be developed and managed effectively only to the extent that various components of the system cooperate and communicate with each other and share a common vision about the purposes of detention. The seven elements are the following:
Information

Planning for an adequate number of beds in a jurisdiction depends on ability to project needs. Reliable statistics on population trends, delinquency rates, and demographic factors allow for planning in order to avoid chronic overcrowding that can undermine good programs. Although detention managers can keep and gather information, their control of this element is only moderate. A reliable information system requires the cooperative efforts of all components of the larger system. Nevertheless, detention managers need to take initiative in analyzing and disseminating data as a basis for planning and for advocating for admission criteria and case review.

A Standard of Separation

Federal standards prohibit housing adults and status offenders in juvenile detention centers. Although they have not been universally adopted, implementing these standards reduces the chances of overcrowding and is faithful to the mission of detention. Acceptance of a separation is not in the hands of detention managers; it is a matter of government and court policy. But detention managers can individually and collectively influence policymakers.

Admission Criteria

Unambiguous jurisdictional standards must address ages of clients to be served, geographic limits of service, and kinds of offenses that constitute eligibility for admission. Criteria for admission need to be precise, complete, and balanced in order to protect the public while offering a degree of predictability. Examples of criteria currently in place in Pennsylvania include (Pennsylvania Juvenile Court Judges’ Commission, 1986):

The child is alleged to be a delinquent child on the basis of acts which would constitute the commission of, conspiracy, solicitation, or an attempt to commit: criminal homicide, rape, robbery, (or other specified felonies).

The child is alleged to be a delinquent child on the basis of an offense which is classified as a felony and has been found to be a delinquent child within the preceding 18 months.
The child is an absconder from an institution or other placement to which he or she was committed as a result of a previous adjudication of delinquency.

The child has willfully failed to appear at a hearing on the petition (adjudication hearing) or other hearing after having been served with a court order or summons to appear.

Admission standards should address use of detention as a disposition. When detention is used as a placement or for punishment, the integrity of its mission may be compromised. If the decision is made to use detention in this way, clear guidelines for how that should happen need to be in place so that programs can be designed to recognize the difference between juveniles awaiting disposition and those serving a disposition.

Setting admission criteria is outside direct control of detention managers, but they can take an active role in advocating for them.

Judicial Review

A mechanism for prompt judicial review of detention decisions is a source of control and predictability. Such a mechanism compensates for the absence of a right to bail for juveniles and increases the likelihood of adherence to admission criteria. In Pennsylvania, a detention hearing is required within 72 hours of a juvenile’s admission. Many jurisdictions in the state strive to meet a more ideal standard of 24 hours.

Detention Alternatives

Some juveniles require less structure than exists in secure detention but more structure than they have when they are free to roam the community. Juveniles in this category often end up in secure detention because no alternative exists. Detention managers have a measure of control in this area. Alternatives are often less costly than secure detention. In conjunction with judges and court managers, detention administrators can determine the need for alternatives, and establish shelter care, home detention, and day programming.

Timely Disposition and Release

Time limitations on hearings and dispositions are in keeping with the intent that detention extend over as short a period as possible. In
Pennsylvania, petitions must be filed within 24 hours, and hearings must be held within ten days of a juvenile's admission. Court reviews must be held every twenty days thereafter. A speedy court process builds control and accountability. But it relies on the availability of an adequate range of placements so that dispositions can be carried out without delay. Otherwise, juveniles linger in detention. Detention managers do not control the timing of disposition and release, but they can influence policymakers through legislative advocacy, joint review of policy and individual cases with the court, and informal persuasion.

Case Monitoring

In addition to standards for prompt and frequent judicial review, detention and probation managers need to provide for joint administrative review of juveniles in detention. They need to be constantly aware of the status of each detainee and unceasingly ask questions aimed at ensuring that everything is being done to expedite each case. These questions should address the scheduling of court cases, mechanisms for placement referral, responses by placement agencies, the efficiency of medical and psychological assessment resources, and the availability of transportation. Obstacles to timely transfer or release need to be frequently and systematically scrutinized. Detention managers can exercise a high level of control over case monitoring.

In summary, seven elements at the boundary between detention and its environment lay the groundwork for effective operations: reliable information, separation of adults and juveniles, admission criteria, judicial review, detention alternatives, timely disposition, and continual case monitoring. These features do not guarantee a model program, but taken together they offer a framework for stability. They help identify the client population and establish accountability for decisions that are in accord with the purposes of detention.

Managing relationships at the boundary between detention and its environment may be the central task facing practitioners. It takes precedence over internal management because success at the boundary is an essential condition for quality of program. Since it is a prerequisite for quality, jurisdictions that seek to move toward the model detention program need to start here. Overcrowding, inappropriate use of detention, lack of resources—consequences of problems between detention and the larger environment—undermine the best-designed programs.
Managers need to actively address issues at the local level and at the larger levels of state, nation, and society. This may seem too big an order, but the task is not impossible. The way to meet the challenge is to build coalitions.

Building coalitions means making connections with individuals, groups, organizations, and agencies that can make a difference or who believe that they have a stake in the future of detention. Networking, sensitivity to stakeholders, attention to constituencies—these are other names for coalition building. Sometimes a coalition is forged through formal means: reports on the goals, accomplishments, and shortcomings of the detention center; speeches and brochures that interpret the philosophy and purposes of the program; tours and educational events that open the facility to the community; advisory boards and public meetings that involve key actors from the outside. Just as often coalition building is achieved informally: responsiveness to inquiries from the community; sensitive handling of telephone calls and letters from parents, victims, and concerned citizens; regular and cordial contacts with judges, legislators, and other key decision makers so that positive relationships are firmly in place when crises arise. Informal relationships and the role of trust between key players should not be underestimated. The right word at the right time by a trusted manager can convince a judge to take action to relieve overcrowding or a sheriff to transport a resident to placement. It is critical that managers nurture informal channels and build trust through a record of performance, honesty, and respect.

Both formal and informal relationships demand skills in listening and language. A good listener responds with the same words the speaker is using. A distraught victim wants to hear words that show understanding of his or her sadness and anger. Sensitive use of language pays attention to the audience. A community group frightened by rising crime wants to hear about “security” and “public safety.” It wants to know about measures for “preventing escapes” and “holding kids responsible.” University students might want to know about “counseling techniques” and “educational programs.” Language is a means of bridging differences and building coalitions. Although language may need to change with the audience, honesty should never be sacrificed. After all, the key to coalition building is trust.

The examples of coalition building presented so far apply at the local level, but the process is just as critical on the larger stage. Deten-
tion practitioners can build coalitions with one another, with representatives from other parts of the juvenile justice system and from different levels of government, with the research and academic community, and with leaders of churches, businesses, corporations, and foundations. The American Correctional Association, the National Juvenile Detention Association, and state professional associations are examples of potentially strong coalitions. In Pennsylvania, the Department of Public Welfare appointed a juvenile justice task force with representatives from every component of the system and charged them with responsibility for a thorough review. The Juvenile Detention Centers Association of Pennsylvania was awarded a quarter million dollars in grants to conduct statewide training for detention staff. Coalitions with focus and purpose can make changes.

To move toward purposeful and constructive change on a large scale requires bold action by practitioners who understand that issues facing juvenile detention need to be brought into the public forum. Detention practitioners need to abandon traditional secrecy, openly address issues, marshal research on critical questions, and act to bring about change (Roush, 1990). Social scientists need to conduct competent qualitative and quantitative research on key issues: does sentencing to detention change or impair the ability to deliver programs; how does crowding affect quality of life; what program issues should be addressed to more effectively deal with the increasing proportion of minorities (Roush, 1990, p. 9). Opportunities for research can be nurtured through links between detention and higher education. Collaboration with higher education also promises the mutual benefits of field trips, internships, and staff recruitment and development.

Management education is one aspect of staff development that collaboration and coalition building can enhance. The day-to-day management skills of budgeting, goal setting, communication, and conflict resolution can be developed. And the training managers can move beyond these traditional skills to cultivate the broader capabilities of leadership, vision, and strategic planning. Managing detention at the boundary requires qualities that acknowledge the place of detention in a complex social system. Without acceding to the myth that business is better managed than government and human services, detention managers need to explore the best that is offered in business theory and practice.

Excellent training and material is available to detention practitioners
from the worlds of business and education. Mintzberg (1973) published a classic study of management work that identified ten roles under three headings: Interpersonal Roles—figurehead, leader, liaison; Informational Roles—monitor, disseminator, spokesman; Decisional Roles—entrepreneur, disturbance handler, resource allocator, negotiator. The Wharton School teaches valuable management tools. Some examples are:

*Stakeholder Mapping:* All organizations are influenced by internal and external stakeholders. Stakeholder Mapping is a technique to assess the potential impact of all stakeholders on a set of organizational objectives, or a specific plan of action. This information provides a foundation upon which to build strategies to manage stakeholder relations.

*Nominal Group Technique:* Meetings within organizations are not always productive. Most managers feel that much of their time ... in meetings is not well spent. Nominal Group Technique is a way of organizing a meeting to enhance its productivity. Its purpose is to balance and increase participation, to use different processes for different phases of creative problem solving and to reduce the errors ... in group decisions. It is especially useful for problem identification, problem solving, and program planning.

*Responsibility Charting:* As organizations become more complex, the quality of inter-unit relationships often deteriorates ... Responsibility charting is a structured process for surfacing different perceptions and jointly negotiating clear agreements. These agreements and the process of achieving them can improve accountability, effective delegation, and communications.

*Scanning the Environment:* Managers are usually preoccupied with internal issues ... They often fail to identify and appreciate issues and ideas outside of their organization. Scanning the environment encourages a group to look outside of their narrow organizational boundaries at the wider environment. During this process managers identify ideas that are becoming powerful for action, ideas that are beginning to dominate public debate and affect the flow of funds. They can develop strategies to adapt to the changing circumstances (Wharton School, unpublished manuscript).
These are four tools among many available to enterprising managers who seek to shape the future. Another concept that promises to move organizations to new levels of accomplishment is "total quality management," a process designed to eliminate error in the workplace and involve all staff in the pursuit of excellence (Crosby, 1984). Management skills and tools, combined with vision, offer the best hope for progress: "Vision . . . is a 'see' word. It evokes images and pictures. Visual metaphors are very common when we are talking about long range plans . . . (V)ision suggests a future orientation (and) an image of the future . . . (V)ision connotes a standard of excellence, an ideal" (Kouzes and Posner, 1987).

In addition to developing and expressing their own visions, strong leaders are willing to look outside traditional boundaries and explore new ways of seeing things. For example, detention practitioners are used to looking for resources from government. But staying within this view may limit them in solving problems and blind them to possibilities, such as resources from private corporations and foundations. Meeting the challenges of the future will require vision, risk, and bold exploration.

Clarity of purpose, coalition building, vision—these are fundamental to successfully managing relationships at the boundary between detention and an uncertain, changing environment. They are also keys to successful internal management. The purposes of secure custody, safety, health and well-being, and resident assessment and development govern every aspect of work performed in detention. Coalitions among work units, and between management and line staff, are critical for success. A vision, shared in common and translated into practice, becomes a driving force.

Supervision, care, and development constitute the primary responsibilities of detention. The work that directly promotes the purposes of detention includes observing, supervising, counseling, and teaching residents. It also includes admitting and orienting new clients, providing health care and food service, and overseeing recreation and parental visits. These activities are the heart of the detention operation.

Among the elements of quality direct care are: adequate ratio of staff to residents; meeting basic needs; clarity about rights and responsibilities; prevention and control of dangerous behavior; and effective programs. The following describes each of these points in greater detail:
1. *Staff to Resident Ratio.* An adequate number of qualified staff must be present to meet the goals of security, safety, health, and development. There is no magic number for determining staff-to-resident ratio. In Pennsylvania, a ratio is mandated: one direct care staff for every 6 residents during waking hours and one for every 12 during sleeping hours. The aim is for staff to be able to see and hear residents with ease. The mandated ratio for direct care staff is adequate, if supervisors, teachers, and support staff are also present. The full complement in Pittsburgh provides a ratio of one to four.

2. *Meeting Basic Needs.* Shelter, food, and clothing are basic human needs. Also basic are provisions for health, hygiene, and comfort. Access to recreation and outdoor activities is important. Finally, the opportunity for contact with family and attorney through personal visits, letters, and telephone calls is a basic human right. Meeting basic needs is a direct sign of respect for human dignity and vitally affects each individual’s sense of well-being and the level of control in the environment.

3. *Rights and Responsibilities.* A sound detention program has clear written policies on the rights and responsibilities of both staff and residents. Rules and expectations must be communicated to residents through an orientation program. Residents must be informed of rewards and consequences as well as appeal procedures.

4. *Behavior Management.* A consistently applied system of incentives and discipline is essential. Also important are policies, procedures, and standards to prevent and control behavior that threatens security and safety: search, isolation, physical restraint, and crisis intervention.

5. *Programs.* Formal programs are purposeful, structured activities built on stated objectives: group discussion, plays and skits, role play, and classroom activities. Subjects might include reading, chemical dependency, nutrition, careers, sexually transmitted disease, arts and crafts, physical fitness, and decision-making. Informal programs take place in small ways every day when staff create, discover, and take advantage of opportunities to help residents learn new knowledge, skills, attitudes, and behavior: respect for others, care of property, grooming, dealing with anger. Both formal and informal programs need to be rooted in goals and values shared by staff. Shuman Center uses a frame-
work of skills that focus on self-esteem and responsibility to others (Strayhorn, 1988). The skills are formulated as specific learning objectives appropriate to a detention setting. In theory, if every staff member teaches the same skills, consistency becomes characteristic and chances for residents to learn rise. The skills offer a common direction. They become themes for developing the residents—a blueprint for learning.

The five features of quality direct care are at the heart of a model juvenile detention program. Of equal importance are the support, resources, leadership, and commitment of detention management. Among the responsibilities of managers are four key tasks critical to establishing a successful program: development and communication of sound policies, procedures, and standards; acquisition, allocation, and monitoring of resources; selection, training, and development of staff; and evaluation of past performance and planning for future accomplishments. Each of these features of management work is described in detail.

Policies, Procedures, and Standards

Effective policies and procedures are clear and comprehensive. Clarity is achieved through simple, direct language that is free of jargon. Policies, procedures, and standards need to be easily available to staff, and the means of keeping them up to date need to be in place. A practical way of arriving at a comprehensive set of policies, procedures, and standards begins with the mission statement and asks what is required to meet the purposes contained in it. For example, the purpose of secure custody requires policies and procedures on search, firearms, keys and locks, and mechanical restraints. The purpose of safety requires policies and procedures on fire prevention and response, suspected abuse, and storage of hazardous materials. The American Correctional Association (ACA) Standards for Juvenile Detention are a source for identifying policy and procedure requirements (American Correctional Association, 1983). The ACA has also published a compendium of model policies and procedures, some of which originated at Shuman Center in Pittsburgh (American Correctional Association, 1984). Good policies and procedures are important, but they are empty unless they are communicated, discussed, interpreted, and, most important of all, practiced.
Resource Management

Building a successful program requires a high level of management performance in acquiring, allocating, and monitoring resources. The physical plant and operating funds are the primary resources. Anyone who works in a poorly designed or maintained facility knows how important the physical plant is to meeting the purposes of detention. The building and grounds have direct implications for security, safety, health, and development. A few design axioms are generally accepted: large groups in confined space create tension; provisions for small groups and some privacy reduce tension; private rooms serve safety and ease behavior management; resident services on one floor is an advantage, eliminating elevators and stairs. Recreation space and access to the outdoors are classic requirements. Materials for and placement of bathrooms, doors, locks, and fire exits are of great importance. Design and maintenance must acknowledge the relationship space has with the accomplishment of organizational purposes.

Adequate funding is the second resource. Funding sources, governing bodies, and the public must be willing to pay the cost of security, safety, health, and well-being. Detention managers have the responsibility to define what constitutes adequate funding and to make the case for its allocation. They have the corresponding responsibility to manage those funds with rigorous efficiency and integrity.

Staff Selection and Development

Competent, caring staff is more important than any element in creating a model program and achieving the mission of detention. Management performs no more important tasks than selecting and training staff. Selection is a key management decision, and it must be tied to mission. The goal is to recruit and hire persons possessed of the knowledge and skills required to achieve the mission. Managers must also find employees of character who are committed to young people. Traditional means of discovering a candidate's potential are useful: interviews, tests, references, background checks, on-the-job observation, and probationary periods. Education, experience, and skill are, of course, factors in selection; but no less important are the more elusive qualities of honesty, integrity, courage, and capacity for teamwork. Qualities of character are not easy to predict. Closely supervised pro-
bation offers the best chance to learn about them. Low pay and high stress are obstacles to recruitment and retention that can be overcome only by commitment to employee rights and rewards and by translating commitment into humane scheduling practices, job enrichment, recognition of performance, employee participation in policy-making, and opportunities for training and professional development.

Training builds morale and is also a means of translating mission into practice. It is a primary force in making a model program. Training is an extension of selection. The hiring process seeks to discover people with certain skills and at the same time to educate candidates about the job. Training develops skills already present and expands understanding of the aims of the organization. Successful training meets several requirements:

1. Someone is responsible—a training director or the employee's supervisor—but at the same time all staff see themselves as assisting in training, and the environment supports learning as a primary value.

2. Orientation is provided to newly hired employees during the first eighty hours of employment. The orientation has clear objectives, a definite curriculum, and the means to ensure that learning has occurred.

3. A comprehensive training program for all staff is provided. Following an ingenious schedule designed at the San Antonio Detention Center (Kossman, 1990), eight hours of training is provided each month. Rather than covering piecemeal topics, the content connects directly to the mission and to job responsibilities, and is specified in a coherent curriculum.

4. Verification that learning objectives have been met is important. It is not enough for training to occur; learning is the goal. Training is not accomplished when a session is held and documented in employee records; it is accomplished when learning occurs and is verified. A certification test is one way of measuring learning.

5. The total environment must support learning—in supervisory conferences, in job performance evaluations, and in every interaction among staff. Training is more than a program; it is a process that never ends.

In addition to training, recognition of performance and participa-
tion in policy decisions contribute to staff development. Excellent work performance should be acknowledged publicly and often. Access to means of shaping policy is equally important. At the detention center in Pittsburgh, any employee can participate in regular meetings in three policy areas: safety and security, resident programs, and human resources. Employees shape the meeting agenda and affect policy decisions. Acknowledgment of the staff's pivotal role will yield immeasurable benefits.

Evaluation and Planning

The basic management responsibilities of evaluation and planning are two sides of the same coin. Evaluation asks how well the organization is doing; planning asks what the organization can do to be better in the future. Both are based on an understanding of what constitutes organization performance.

Organization performance is success in five areas:

1. The organization's relationship to its environment: how effective is the relationship with the court and with placement agencies; are admission criteria in place and respected; can some measure of control and predictability be exercised over admissions?

2. Acquisition and use of resources: is the organization able to capture and retain financial and human resources; is the building adequate in size and to what extent does it serve the purposes of safety, security, health, and development; is funding adequate and managed efficiently; is the staff structured, scheduled, and assigned work effectively?

3. Internal processes: how many clients are being served; do activities support goals; how well do support services such as purchasing, cooking, and clerical work function?

4. Achievement of purposes and goals: are the purposes of safety, security, health, and development being met; to what extent are there escapes, injuries, assaults, or other indicators of performance failure?

5. Satisfaction of clients and employees: to what extent do residents and staff feel safe; do residents feel that the staff care about them; do employees show signs of trust, respect, and loyalty; what is the state of employee morale; how effective are processes for
communication, problem solving, and conflict resolution among individuals and groups; to what degree are opportunities for innovation, self expression, and autonomy afforded?

Detention managers need to find ways of gathering information and measuring achievement in all five of these areas. Information on these five performance dimensions becomes a powerful tool for planning and for shaping a model juvenile detention program.

Conclusion

Secure juvenile detention is a necessary component of juvenile justice. Because it is a time of crisis and uncertainty, even a brief period in detention is of great significance to residents. Because detention directly affects public safety, it is of great importance to the community as well. Given the pivotal place of detention and its influence on so many lives—children, parents, victims—attention must be paid so that programs operate at the highest level of performance. Features that promote performance, excellence, and quality services have been described and can be summarized in a concise conceptual model:

Mission

1. Respect for dignity of human persons is basic.
2. Responsibility extends to both the community and the offender.

Principles

1. Detention is a brief, but critical, time.
2. The impact of environment on adolescents is forceful.
3. The aims of detention must be consistent with those of the larger juvenile justice system.

Purposes

Secure Custody, Safety, Health and Well-Being, and Resident Assessment and Development.

Standards at the Boundary Between Detention and Its Environment

1. Complete and accurate information base.
2. Separation of adults and juveniles.
3. Criteria for admission with the force of law.
4. Prompt judicial review of detention decisions.
5. Availability of detention alternatives, such as shelter and in-home detention.
6. Timely disposition and release.
7. Constant case monitoring.

Standards For Resident Care, Supervision, and Development

1. Adequate ratio of staff to residents.
2. Meeting basic needs: food, shelter, clothing, and health.
3. Clarity about rights and responsibilities of both staff and residents.
4. Prevention and control of dangerous behavior.
5. Effective programs.

Standards For Management

1. Development and communication of clear and comprehensive policies, procedures, and standards.
2. Effective acquisition, allocation, and use of resources.
3. Sound processes for selecting, training, and developing staff.
4. Effective processes for organization evaluation and planning.

Accomplishment is always a matter of degree. The features described here are an ideal. No detention program can achieve all of them all the time. Not all of the features can be directly controlled, and there are many obstacles to putting them in place. But with vision, energy, skill, and determination, they can be influenced, and the ideal can be approached. As long as juvenile detention is part of society's efforts to address delinquency, those responsible for it have the professional obligation to strive to make detention work and to seek quality and excellence. The features of a model detention program are guidelines for meeting those obligations.

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