



**STUDY OF JUVENILE JUSTICE SYSTEM  
PROGRAM AND FACILITY REQUIREMENTS —  
REGION I OF THE INDIANA CRIMINAL JUSTICE  
PLANNING AGENCY**



October 23, 1972

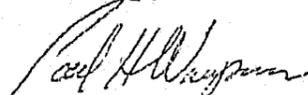
Mr. Gene M. Norris, Director  
Indiana Criminal Justice Agency  
Region I  
South Bend, Indiana

Dear Mr. Norris:

This report presents the findings and conclusions of our comprehensive study of means of improving the programs and facilities of the juvenile justice systems in a ten-county area of Region I. We believe that this report provides many recommendations which the community and public officials can implement to reduce juvenile delinquency and improve the juvenile justice systems.

It has been a privilege to participate with you in this study and I wish to take this opportunity to thank the public officials, the members of the Advisory Committee and the Criminal Justice Planning Board for their cooperation, participation and interest throughout the study.

Cordially,

  
Paul H. Wangsness  
Senior Vice President

PHW:lj

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## CHAPTER I INTRODUCTION

This study aims at identifying improvements in the programs and facilities for the juvenile justice systems in Region I of the Indiana Criminal Justice Planning Agency including the counties of St. Joseph, Porter, Newton, Kosciusko, LaPorte, Marshall, Starke, Elkhart, Pulaski, and Jasper. A separate study was made concurrently on the needs of Lake County.

The ten-county area has experienced an increase in juvenile delinquency which parallels other areas with similar population characteristics. There has been an overall increase in delinquent acts, the less serious acts like runaway and truancy have increased at a faster rate than the more serious offenses, the rate for girls has increased faster than that for boys. The efforts in the ten counties to control delinquency range from active community support and highly professionalized services to neglect, apathy and the permitting of political motives to outweigh the objectives of juvenile justice.

The commissioning of this study demonstrated the concern of community leaders and public officials for improving juvenile justice through improvements in programs and facilities. The study has adopted a positive approach in the identification of improvements, rather than the documentation of abuses and neglect. The study emphasizes the absolute necessity of strong community support and participation in all phases from delinquency prevention through involvement in volunteer parent programs and helping to reintegrate youthful offenders back into their communities. This emphasis on community recognizes: the efficacy of community resources in shaping attitudes and behavior patterns; the immense increase in program potential by supplementing governmental resources with those of the community; the fact that the youthful offenders came from, and will return to, a community and that the period of institutionalization must develop the ability to live productively in the community; and that the citizenry must not reject its responsibilities with an "out-of-sight and out-of-mind" juvenile system.

The community resources must be coordinated into a total effort which must have strong governmental participation in programs and facilities. This study stresses the role of the juvenile justice agencies in delinquency prevention, diversions from the system, alternatives to incarceration, treatment and after-care. The law enforcement agencies, courts, probation, and treatment staffs must be strengthened

and more fully supported. They must be given the professional staffs, the funding and the necessary facilities to carry out their important responsibilities in reducing delinquency and maintaining justice for the juvenile offenders. Because of their responsibilities and the increased support given them, the public officials and employees must provide vigorous leadership in developing and sustaining programs which will realize the goals of the juvenile justice system. They must take the active role in promoting community interest and participation in the programs. This must be done through public information, recruitment and training of volunteers, and coordination of efforts on a wide front. This active role will require a new way of thinking and behavior for most of the juvenile justice agencies. They must recognize that times have changed, that the old ways have not produced the required results and that the community is holding them responsible for the success of the new approaches. The adaptation of old policies and procedures, while more comfortable and less threatening, may not produce the desired results and the public has the right and the obligation to employ professional personnel who can and will produce.

This study identifies a great many programs and facilities which should be seriously considered and, to the maximum extent possible, implemented in the ten-county area. It is recognized, however, that there must be some setting of priorities and the following criteria are suggested in establishing the priority order:

1. Community support must be developed for the philosophy of juvenile justice and the program and facility requirements as described in this study.
2. Increased professionalism and proficiency in the juvenile justice agencies must be developed to develop the community resources and to improve justice for the juvenile offenders.
3. Implementation of facility plans should be started immediately in view of the need for facilities within the total juvenile effort and the elapsed time from initial planning to occupancy.
4. Programs and facilities directed to the recidivist should be given priority over general prevention programs because the benefits of the former are nearly tenfold over the latter.

#### METHODOLOGY OF THE STUDY

The Consultant initiated the study with a comprehensive field effort involving interviews, data collection, facility evaluation and other techniques. The interviewing of public officials,

juvenile justice personnel, community leaders and many others provided an understanding of the extent of the juvenile delinquency problems and the policies, practices and resources which are directed to the problems in the ten-county area. The data collection concentrated on the number of incidents by agencies as well as the stages from police contact through treatment. Population projections were obtained to provide an indication of probable future growth for subsequent analyses of locational factors. The Consultant's field team visited the major facilities used for detention and treatment programs by public, quasi-public and private agencies. The field data were analyzed in detail and the results of the analyses were presented in an interim report to the Advisory Committee and the Regional Criminal Justice Planning Board. The analyses stressed the possible effects on caseloads of a wide variety of suggested programs aimed at prevention, diversion, incarceration alternatives and other factors. The feedback from these meetings was used by the Consultant in the preparation of the second interim report which presented suggested functions, size and location of facilities for the programs which should be conducted at the regional level. The second report was presented to the Advisory Committee and the Regional Criminal Justice Planning Board. The discussions from these meetings were used in developing this final report.

#### MAJOR CONCLUSIONS AND RECOMMENDATIONS

The following represent the Consultant's major conclusions and recommendations. Full descriptions of these are found in subsequent chapters.

1. There are no indications that the number of delinquent acts will not continue to increase unless more positive responses are forthcoming from the community and the juvenile justice systems; these responses must take the form of delinquency prevention programs, improved handling of juveniles as close to the community as possible, and vastly expanded and improved programs for diagnosis and treatment which recognize the highly individualistic needs of the juvenile offenders.
2. The levels of support and participation by the community in juvenile programs must be greatly increased and a wide variety of programs developed to fully utilize the community resources.
3. The professional employees in the juvenile justice systems should be selected and retained solely on the basis of their professional competence, as evidenced by education, experience and attitude, without regard to political parties, incumbent judges, electioneering or factors which do not relate to the needs of juvenile offenders.

4. The professional staffs should be adequate in numbers, salaries, educational incentives and other factors to insure the best possible performance; they should be encouraged to innovate and must know of the high standards of performance required by the public.
5. The Region should develop diagnosis and treatment programs to reduce substantially the number of juveniles who must be sent to State institutions which are over-crowded and very far removed from the home communities of the juveniles.
6. The regional treatment center in the LaPorte-Porter area should be located in the Fairview Hospital in LaPorte if that facility can be acquired and remodeled for a cost under \$230,000.00; if the Hospital is unavailable new construction should be considered in a location closer to the present and projected population center if local support for the project can be generated; the new construction priority should be placed in the context of total Region I construction needs.
7. A regional facility should be constructed in or near South Bend to serve St. Joseph, Elkhart, Kosciusko, and Marshall Counties; the facility should have excellent diagnosis and treatment programs and a small capacity for pre-hearing detention of problem cases.
8. The regional center in or near South Bend should serve as the major resource center for all of Region I, including Lake County. Specialized staff, equipment and facilities should be available in and from the South Bend center to provide the following functions: technical assistance to juvenile justice agencies and community groups to assist in organizing and administering programs; training; research; library and audio-visual materials; and program evaluation.
9. The regional facilities should be administered by the counties in which they are located; an advisory committee should be established with community, law enforcement and judicial representation from each county to insure that each county will obtain the services it needs; each county should pay a per diem rate which would be approved each year by the advisory board recognizing the need for equity for all participants; and the State should be requested to provide a subsidy payment for the juveniles who are held in the regional centers in lieu of placement in State institutions.

## CHAPTER II JUVENILE JUSTICE SYSTEM: OVERVIEW

The following sections present discussions relating to various aspects of the juvenile justice system which impact on the development of an effective long-range plan for the area juvenile justice system. This discussion is intended to provide an overview of: trends in the philosophy effecting the way in which the system functions; statutory provisions for the system in Indiana; and major assumptions relating to the future operation of the system. The final section of this chapter presents a statistical analysis of the present flow of juveniles through each of the systems in the ten-county area and examines the present areas where improvements can be made.

### THE JUVENILE JUSTICE SYSTEM: AN HISTORICAL REVIEW

The juvenile justice system has undergone a dramatic change during the last decade. Many of the basic principles under which the system has operated for over seventy years have been challenged. The major thrust of these challenges has been to establish the rights of due process as guaranteed by the Constitution for juveniles who come in contact with the juvenile justice system.

The early juvenile court statutes, which were written during the early 1900's, established special, non-criminal procedures for youths who were found to have violated the criminal law or were neglected or otherwise in need of some form of supervision. The major premise of these statutes was that all court procedures were in the interest of the child and the court was, in fact, acting as parens patriae, taking the place of the natural parents, in saving the child from potentially dangerous or harmful influences. This premise was derived from the philosophy that the child was too young to be responsible for his actions and, therefore, could not be tried and punished but, instead, must be guided away from antisocial behavior. Although the basis of the system seemed to be enlightened in view of the preceding centuries of dealing with the juvenile offender as a criminal with all that involved, hanging, workhouses, etc., the last fifty years have shown many deficiencies in the way the system functions. As revealed by recent Supreme Court decisions such as Gault, the court has not always acted as a loving father and has, instead, meted out what amounted to punishment in the form of extensive sentences in what amounted to juvenile prisons. In many cases, these sentences were longer than the juvenile would have received if he had been treated as an adult. Since the juvenile has not in

the past had the rights to counsel or to appeal, he has been unable to protect himself against an unjust court.

What, in fact, had happened in our juvenile courts was best described by the President's Commission on Law Enforcement and the Administration of Justice, Task Force Report: Juvenile Delinquency and Youth Crime:

"What emerges, then, is this: In theory the juvenile court was to be helpful and rehabilitative rather than punitive. In fact the distinction often disappears, not only because of the absence of facilities and personnel but also because of the limits of knowledge and technique. In theory the court's action was to affix no stigmatizing label. In fact a delinquent is generally viewed by employers, schools, the armed services -- by society generally -- as a criminal. In theory the court was to treat children guilty of criminal acts in noncriminal ways. In fact it labels truants and runaways as junior criminals.

In theory the court's operations could justifiably be informal, its findings and decisions made without observing ordinary procedural safeguards, because it would act only in the best interest of the child. In fact it frequently does nothing more nor less than deprive a child of liberty without due process of law -- knowing not what else to do and needing, whether admittedly or not, to act in the community's interest even more imperatively than the child's. In theory it was to exercise its protective powers to bring an errant child back into the fold. In fact there is increasing reason to believe that its intervention reinforces the juvenile's unlawful impulses. In theory it was to concentrate on each case the best of current social science learning. In fact it has often become a vested interest in its turn, loathe to cooperate with innovative programs or avail itself of forward-looking methods." \*

In answer to these problems there has been an increasing number of cases brought before the state and national supreme courts to more clearly define the rights of the juvenile in the court. The rights which are established under the Gault decision are: the right to adequate notice of the acts allegedly giving the court jurisdiction over the child; the right to appear by counsel and to have counsel appointed if indigent; the right to remain silent in face of an accusation; the right to confront and cross-examine witnesses against him. Other cases which have appeared before the court or will shortly do so, deal with the requirements of a high standard

\*President's Commission on Law Enforcement and the Administration of Justice, Task Force Report: Juvenile Delinquency and Youth Crime, page 9.

of proof of any alleged acts which bring the child before the court and the right of trial by jury.

This total pattern of decision has and will have a dramatic effect on the juvenile justice process. The major effect has been an erosion of the parens patriae concept in the courts and an increasing formalization of the total process. The major effect of this change in philosophy has been the increase in the length of time between when the child is taken into custody and when the final dispositional hearing takes place. In some cases the changes have resulted in fewer formal court hearings and fewer commitments to institutions. This trend can be expected to continue with an increasing movement of the juvenile court toward the criminal court process. The one area where the change in procedures has shown more of a movement on the part of the criminal court toward the juvenile court model has been in the area of dispositional hearing. The major premise in the juvenile court has been that the disposition of the individual case is dependent on the needs of the child in terms of his potential for becoming a useful citizen instead of the severity of the offense as in the criminal court. The trend in the criminal court has been more in the direction of the diagnosis and treatment concepts as inherent in the juvenile court. This trend can be expected to reinforce this premise in the juvenile justice system.

Concurrent with the court decisions there have been other trends which have had significant impacts on the juvenile justice system. These include: the continuing professionalism of the juvenile probation officer staffs; the gradual shifting in role for the probation officer to place greater emphasis on the use of community and volunteer groups with the probation officer assuming a service broker role; greater attention to the needs for avoiding the stigmatizing of youth by diverting them from the juvenile justice system through use of community resources such as youth service bureaus, volunteer parents, big brothers and other programs. Another major change in the system which is presently developing is the concept that treatment of the juvenile should be accomplished within the community to which the child will be returned. The need for community-based treatment is a response to the obvious failure of the large state training schools in their attempts at redirecting the youth. The placement of the juvenile offender in state schools, which are located away from his family, has resulted, in most cases, in increasing the child's alienation and, in some cases, increasing the juvenile's expertise in crime. The small community-based treatment centers, with a number of supporting community programs, are aimed at remedying these problems. The group home or half-way house are all aimed at keeping the beneficial ties of the child and community so as to lessen the traumatic effects of the institutionalization process.

With the changes in the procedural aspects of the juvenile justice system, there has also been perceivable changes in the type of juveniles coming in contact with the system. Juvenile crime has shown a major increase, as has total crime, over the last decade. The types of crimes and the sophistication of the young offender also indicate that the youth of today is engaging in criminal activities which were not defined as youth crimes in the past. Predominant among these are burglary and shoplifting. Presently juveniles account for over 50% of these crimes in many areas. Other phenomena which have appeared in the system have been the dramatic increase in drug users and runaways. These factors all contribute to a change in the way the juvenile justice system functions now as opposed to previous years and it will continue to affect the future operation of the system. In summary, it can be said that in the future the juvenile justice system will become more like the criminal court process with all the rights guaranteed under due process. The juvenile who comes in contact with the system will be more sophisticated and, in many cases, more prone to violent crimes. Because of the massive appeal of the youth culture and the ease in communication of fads, there will probably be new phenomena arising, such as drug and runaway problems. The system must be flexible enough, with enough resources to anticipate and handle these changes.

JUVENILE JUSTICE SYSTEM: PRESENT PROCESS

The processing of juveniles through the various components of the system vary somewhat from county to county in the ten-county area, but the overall process is dictated by the state statutes governing the juvenile court. The initial contact in the majority of cases entering the system is through law enforcement agencies, the police, the sheriff, and the state police. The Indiana Statutes (Burns Ind. Ann. Stat. Title 9, Chapter 32, Sec. 9-3208) states that any person may and any peace officer shall give to the court information in his possession that there is within the county or residing within the county a dependent, neglected or delinquent child. The Statutes require that a preliminary investigation be conducted to determine if, in the interest of the child or the community, there should be further action. The present procedure, which is in practice in the majority of the counties in the Region, is that when a juvenile is taken into custody by the police, sheriff or state police, a notification is relayed to the county probation officer. Although the law is somewhat vague in terms of the when and how the juvenile should be released from custody, the Statutes (Sec. 9-3212) state that "...whenever any officer takes a child into custody, he shall, unless it is impracticable or he has been otherwise ordered by the court, accept the written promise of the parent, guardian or custodian to bring the child to the court at the time fixed." Presently, in some counties, the discretionary powers of release to the

parents is placed in the hands of the law enforcement agency for a period of time before notification to the court. In most cases this procedure is a result of the inability of the police or sheriff to get in touch with the probation officer. It should be noted that there is an extensive discretionary power in the hands of the law enforcement agency in two other areas. First, the procedure generally called street adjustment, allows the officer to make the judgment of whether to take the child into custody or release him with a warning. This, in fact, amounts to making the decision of whether the child is, in fact, a child in need of supervision. If the child is taken into custody he may be released after a time at the stationhouse when his parents or guardian have been notified. The stationhouse adjustment may result in two types of actions: a release without any formal notification to the court or an information only referral to the court. In both of these cases no further action is taken on the alleged offense. If a formal referral or petition to acquire jurisdiction is brought before the court, then the parents, guardian or custodian are notified and a summons issued for an appearance at a fixed time for a court hearing. Before a petition of jurisdiction is prepared, a preliminary investigation is conducted to determine the circumstances surrounding the juvenile, such as the home environment and the validity of the alleged acts. This intake investigation is presently done by the county probation officer.

Under the present system, the probation department in each county handles the procedure after jurisdiction has been assumed in a number of different ways. The informal handling of juveniles without a formal court hearing is predominant in all the counties in the Region. Although there is not a statutory basis for this type of action, it has gained acceptance from all the officials involved in the criminal justice system in the Region. This informal action varies from short periods of supervision by the probation department to referrals to other social agencies such as the county mental health department. The percentage of the total referrals which are handled in this informal way varies from county to county, but with most of the counties over 50% of the total referrals are handled informally.

The formal handling of juveniles requires an appearance before the court. At this point the juvenile can be waived to criminal court if the juvenile is sixteen years of age or older and is charged with an offense which amounts to a crime if committed by an adult. Before a formal court hearing, the probation officer is required to make a complete investigation of the facts concerning the juvenile and make a presentation to the judge as to the most appropriate action to be taken in the case. If the juvenile's case is heard in the juvenile court, then the court has a number of dispositional alternatives as directed by the Statutes (Sec. 9-3215) including placing the child on probation or under supervision in his own home or in the custody of a relative or other person designated by the court,

or the court may commit the juvenile to any appropriate public institution or agency. In the case of the state schools, the commitments require the transfer of the wardship to the state. Presently, the counties in the Region rely on a number of private institutions for placement of juveniles as an alternative to placement in the state school. The court may also dismiss the case if it is found to be in the best interests of the child and the community.

The above procedures vary from community to community in terms of the time frame in which the procedures are done and the formality of the process. In the smaller counties there is, in most cases, more of a reliance on the use of formal court hearings, and court hearings are handled with more informality than is found in the major population areas. The concept of what constitutes delinquent behavior also varies from county to county, with activities which are handled at the street level in the larger counties being heard in the courts in the smaller counties.

The present process may be affected in the future by a number of changes in the statutory parameters for the juvenile justice system. Under a new set of proposed rules of the juvenile court developed by the State Judicial Study Commission, there would be some changes in the way the system would function. Under these rules all the rights guaranteed under the recent court decision, including right to counsel throughout the proceedings, would become part of the State Statutes. The new rules would also: provide statutory basis for informal handling of the juvenile and would allow for informal supervision for up to six months; eliminate detention of all juveniles under thirteen years of age; and give statutory basis for the commitment of children to local institutions operated under the juvenile court or other local authority.

There is a need in the ten-county Region to achieve standardization of practices and terminology in the handling of juveniles. The present disparities create unequal treatment, undue harshness and stigmatization and consequent misunderstanding and disrespect for the law. To remedy these situations, concerned citizens and criminal justice officials must vigorously pursue programs which will bring standardization and equal treatment. Such programs would include the establishment of professional standards for probation officers. There will also be a need for continuing workshops and conferences between all personnel engaged in the criminal justice system including: police, sheriffs, probation officers, judges, etc., to develop an understanding of the roles each play in the system and how they can cooperate in meeting the goals of that system. Another area where there is a definite need is the establishment of good intake and screening procedures in the probation departments to minimize the penetration of the juvenile into the system and to reduce the number of juveniles who are detained unnecessarily.

#### MAJOR PREMISES OF THE STUDY

In the development of the facilities and program requirements for the Region I juvenile justice system, a number of assumptions were established relating to the operation of the system. These assumptions were used as guidelines in the total analysis of the present and future performance of the system. These assumptions were developed from an examination of present trends in the system, as discussed in the previous section, the analysis of successful programs in operation in other states throughout the country, and the Consultant's expertise in the area of juvenile justice.

1. The juvenile justice system will function so as to guarantee all those rights which are provided for in the concept of due process of law.
2. Programs should be oriented so as to provide maximum impact on the recidivist, with stress placed on the problems of broken homes, the educationally disadvantaged, and the school dropout.
3. Delinquency prevention efforts should be greatly expanded to provide educational, recreational and employment opportunities as well as criminal justice system responses such as crime impact and target hardening programs.
4. Action (e.g. diversion, hold) should be taken at the earliest possible stage which assures professionalized handling (through paid or volunteer staffs) and equal and just treatment without depreciating the gravity of the delinquent act.
5. Detention centers should be used only for juveniles who are a danger to themselves or others and to insure appearance at court hearing. Adult jails should be used only in direct circumstances. Shelter care or other community resources should be utilized to the maximum extent possible as an alternative to detention centers.
6. Professional diagnosis and evaluation services should be available to juvenile judges and, in some cases, to probation staffs in the development of disposition and treatment recommendations. Diagnosis and evaluation staffs should be actively engaged in treatment programs and, conversely, because the disciplines are identical and diagnosis is an on-going process throughout the treatment program. (Diagnosis and evaluation services include psychiatric, psychological, medical and other disciplines essential in prescribing treatment).
7. To the maximum extent possible, treatment should be community-based with heavy volunteer orientation and widespread use of

group homes. Juvenile treatment centers should be considered as one source in an overall range of treatment possibilities which provides a wide range of programs to meet the needs of individual cases. Treatment centers provide in-patient and out-patient programs for specialized needs or behavioral problem cases. The longest in-patient treatment period should be six months with cases requiring a longer period assigned to other institutions because of the unique psychological or physiological problems underlying the delinquent behavior.

- 8. Highly specialized resources, e.g. personnel, equipment and facilities, for the treatment of juveniles should be pooled on a regional basis to make the highest level skills available and to maximize the use of these resources. The regional staff should be available to individual agencies in a technical advisor role.

JUVENILE JUSTICE SYSTEM: PRESENT (1971) FLOW

To develop an understanding of the present and future need of the Region I juvenile justice system in terms of programs and facilities, the Consultant collected data on the flow of juveniles coming into contact with the system and the disposition of those cases. Where statistical data was not present in any form, it was necessary to develop estimated flows based on information furnished by the juvenile justice personnel operating in that specific area. In some counties variations were encountered in the terms applied to specific procedures. To clarify the subsequent discussion, the following details the types and sources of data used in the study.

Juvenile Arrests - The number and type of juvenile arrests in the Region were determined from the F.B.I. reports supplied by the local law enforcement agencies. In some cases department reports were used in lieu of the F.B.I. reports.

Part I Juvenile Arrests - These are juveniles, as reported in the F.B.I. reports, who are taken into custody on suspicion of committing the offenses of murder, rape, aggravated assault, robbery, burglary, larceny or auto theft.

Part II Juvenile Arrests - These are juveniles, as reported in the F.B.I. reports, who are taken into custody on suspicion of committing those offenses not included under the Part I or status offense categories.

Status Offense Arrests - Juveniles taken into custody, as reported in the F.B.I. reports, on suspicion of being a runaway, truant, curfew violator, or are classified as incorrigible or delinquent.

Stationhouse Adjustment - This data was taken from the F.B.I.

reports where it is indicated that the matter was handled within the department.

Juveniles Detained - This data was collected from three sources: the reports of the local sheriff or police, reports of the directors of the juvenile detention centers, or the probation departments. In the majority of cases the data reflects the number of juveniles who were held overnight.

Probation Referrals and Unofficial Dispositions - This data was collected from the annual reports of the county probation departments, where such reports existed. Where there were differences in terms applied to similar actions, the most commonly used term was applied.

Court Hearings - Where possible, this data was collected from the court dockets. In some cases the probation reports were used to obtain this data. In all cases the data reflects those cases where a juvenile appeared before a judge.

Commitments - Data relating to juveniles placed in both private and state institutions was obtained from probation department reports and court dockets.

The results of the analysis of the statistical data collected are detailed in Tables 1, 2, and 3. Major conclusions drawn from the available data indicate the following:

1. St. Joseph County has a high severity index indicating a high number of serious offenses committed by juveniles. The number of status offense arrests indicate that there is not an excessive number of these type of arrests compared with other counties in the Region. There is a low number of stationhouse adjustments which corresponds with the more serious nature of the types of juvenile offenders who are arrested. There is a high percentage of the total probation referrals who are handled informally by the probation department. This is basically similar to what is found in other counties in the Region. The commitment rate in the county is one of the lowest in the Region.
2. Elkhart has a low severity index compared with the total number of juveniles arrested in the county. This, coupled with the high rate of status offense arrests, indicates a low number of street adjustments. The percentage of the total arrests who are adjusted in the stationhouse is one of the highest in the Region, with a low percentage of the arrested juveniles being referred to the probation department. Detention rates in the county are also high compared with the number of arrests, which seems to indicate a need for more effective screening of the juveniles who are to be detained. This also indicates a need for more diversion programs and better training of police personnel in dealing

with the juvenile offender.

3. LaPorte has the lowest severity index in the four major counties. At the same time, the county has the highest rate of arrests per thousand juveniles in the Region. The high arrest rate is a result of a high number of status offense arrests and arrests for lesser offenses such as vandalism and shoplifting. The county has a low percentage of total arrests who are stationhouse adjusted, with a resulting high number of referrals to probation. The high number of referrals for the lesser offenses also results in extremely high number of informal dispositions. The rate of detention in the county is high, which indicates a need for effective screening and diversion programs. The number of commitments to state or private institutions are in line with the rest of the Region.
4. Porter has a low arrest rate per thousand juveniles and is in line with the Region in terms of status offense arrests, stationhouse adjustments, probation referrals, and informal dispositions. The county does have a high number of juveniles who are detained and a very high number of commitments to state or private institutions, which indicates a lack of alternatives and programs for handling the more serious offender.
5. Kosciusko has the lowest arrest rate in the Region. This is a result of either a very low rate of juvenile crime in the county or more probably because the juveniles who are taken into custody are handled in an unofficial manner with the activities not being reported as arrests. Of those juveniles who are arrested, a high proportion are referred to the probation department. Of the total referrals, a high number are handled informally by the probation department. The number of juveniles who are detained is high compared with the total number of arrests. The number of commitments is in line with the rest of the Region.
6. Marshall, Jasper, Starke, Pulaski, and Newton all have similar numbers, rates and types of arrests. The percentages of those who are arrested who are referred to probation and who are then given formal court hearings are similar. The one exception is Jasper County which has a high number of informal dispositions (approximately 83%). In all the counties the detention rates are similar, but also in all cases, given the number of arrests, there are too many detentions. In Marshall, Starke and Pulaski there are a high number of commitments to state institutions. Jasper and Newton have low commitment rates.

Based on these initial findings and an in-depth analysis of the types and numbers of juvenile offenders, the availability of programs and facilities, and the nature of each individual county, a long-range plan for programs and facilities was developed for the Region I juvenile justice system. This plan and the method by which it was developed are presented in the subsequent chapters.

TABLE 1  
JUVENILE JUSTICE SYSTEM STATISTICS: REGION I TEN-COUNTY AREA  
ARREST RATES PER THOUSAND JUVENILES BY COUNTY AND OFFENSE CATEGORY

County	Juv. Pop. 1970 Census	Total Juv. Arrests (FBI Reports)	Rate/1000 Juv.	Part I Arrests	Rate/1000	Part II Arrests	Rate/1000	% of Part I & II as Total Arrests	Status Arrests	Rate/1000	As % of Total Arrests	* Severity Index
St. Joseph	82,979	2430	29.3	1035	12.5	487	5.9	62	908	10.9	37	31
Elkhart	45,795	1699	37.1	331	9.6	280	6.1	42	978	21.4	58	22
LaPorte	37,216	1926	51.8	542	14.6	465	12.5	52	919	24.7	48	12
Porter	33,219	758	22.8	185	5.6	153	4.6	45	420	12.6	55	20
Kosciusko	16,780	154	9.2	33	2.0	13	.8	30	108	6.4	70	20
Marshall	12,523	250	20.0	n.a.	n.a.	n.a.	n.a.	46	n.a.	n.a.	54	14
Jasper	7,412	138	18.6	48	6.5	15	2.0	46	75	10.1	54	14
Starke	7,191	119	16.5	n.a.	n.a.	n.a.	n.a.	57	n.a.	n.a.	43	23
Pulaski	4,585	80	17.4	29	6.3	17	3.7	57	34	7.4	43	23
Newton	4,219	54	12.8	4	.9	28	6.6	59	22	5.2	41	12

\*The percentage of very serious crimes (murder, rape, robbery, burglary, aggravated assault, and auto theft) to the number of Part I and II offenses.

TABLE 2  
LAW ENFORCEMENT DISPOSITION OF ARRESTS BY COUNTY  
REGION I

County	Total Arrests	Stationhouse Adjustments	% of Total Arrests	Probation Referrals	% of Total Arrests	Referral to Other Agencies	No. of Probation Referrals Detained
St. Joseph	2430	320	13.2	2085	86	25	538
Elkhart	1699	1054	62.0	645	38	na	376
LaPorte	1926	638	33.1	1288	67	na	543
Porter	758	325	42.8	407	54	26	202
Kosciusko	250	na		179	72	na	100*
Marshall	260	172	68.8	60	24	18	9
Jasper	138	85	61.6	44	32	9	28*
Starke	119	na		60	50	na	40
Pulaski	90	30	33.3	60	66	na	50
Newton	70	35	50.0	35	50	na	21

\*Estimate.

TABLE 3  
DISPOSITION OF PROBATION REFERRALS BY COUNTY  
REGION I

County	Total Probation Referrals	Informal Dispositions	% of Total Referrals	Petitions to Court	% of Total Referrals	Commitments to State or Private Institutions	% of Total Referrals
St. Joseph	2199	1984	90	215	10	39	1.8
Elkhart	645	448	69	197	31	25	3.9
LaPorte	1517	1338	88	179	12	21	1.3
Porter	553	416	75	137	25	25	4.5
Kosciusko	179	110	61	69	39	7	3.9
Marshall	78	42	54	36	46	8	10.2
Jasper	47	39	83	8	17	1	2.1
Starke	60	8	13	52	87	12	20.0
Pulaski	80	24	30	56	70	10	12.5
Newton	44	14	32	30	68	1	2.3

CHAPTER III  
PROGRAM REQUIREMENTS

This chapter presents recommended programs for the juvenile justice systems and community participation in the ten-county area. The programs cover a broad spectrum of activities including: those conducted by community groups; those conducted by juvenile justice agencies within the community rather than in the juvenile facilities; training sessions and workshops to increase understanding and improve performance of volunteers and agency personnel involved in juvenile programs; and treatment efforts conducted within juvenile facilities by community resources and by the staff members of the facility.

This chapter is divided into two sections: the first presents generalized program requirements for the area; the second applies these generalized requirements to each of the counties based on the needs determined from the analysis of statistical data and the field survey conducted by the Consultant.

The general program requirements are detailed in terms of those programs which would be initiated by the community, law enforcement agencies, the courts and probation, and regional centers. These program recommendations are further defined in terms of the sequences of the juvenile justice process.

GENERAL PROGRAM REQUIREMENTS

There a number of generalized program concepts which were developed during the analysis of program requirements for the ten-county area. These concepts are discussed in the following paragraphs.

In developing recommendations on programs for this report, the following considerations were analyzed by drawing on the information obtained in the field work, in the exchange of views made possible through the two interim reports, and on the experiences of other jurisdictions throughout the country. The considerations are:

1. Does the program impact on a serious delinquency problem?
2. Does the program relate to a large number of delinquent or potentially delinquent youth?

3. Does the program have potential for increasing the effectiveness of the juvenile justice system?
4. Can the program be implemented with the available resources?
5. Are the objectives of the program achievable?

Because experience has indicated that program efforts directed at the recidivist juvenile have a tenfold benefit over general programs of delinquency prevention, it is recommended that these programs receive higher priority in the Region's plans. This placing of priorities may pose problems because treatment programs which are individually oriented are more susceptible to illogical comparisons ("it costs more to treat a delinquent than to send a 'good' kid to Harvard") and, therefore, need more leadership courage to advocate and sustain the programs. Other more generalized programs, such as the respect for the law programs in schools, are worthwhile and should be provided for in the regional plan. Because they are easier to launch and are probably received with greater public favor, they should not, however, dilute funds directed at recidivists.

As stated earlier, the analysis of program needs was done on the basis of program requirements for law enforcement, courts and probation, the community, and regional centers. The analysis was done in terms of the sequences of the juvenile justice process. These were defined for the purposes of this study as follows:

1. Delinquency prevention
2. Diversion from the system
3. Alternatives to institutional care
4. Correctional and detention care
5. After-care.

The major program elements in each of these time frames are outlined in Table 4.

TABLE 4  
JUVENILE JUSTICE PROGRAM RECOMMENDATIONS  
FOR THE TEN-COUNTY AREA OF REGION I

Sequence	Juvenile Justice Agency Response	Community Program
Delinquency Prevention	1. Police supported athletic leagues (PAL), car clubs, explorer or scout troops	1. Pre-school programs such as Head Start
	2. Police cadet programs	2. Improved education techniques
	3. School liaison programs by local police	3. Recreational programs, including expansion of facilities
	4. Target Hardening and other generalized crime prevention programs	4. Youth centers
		5. Youth employment programs, youth corp., etc.
		6. Big Brothers and Sisters programs
		7. Pre-delinquent and family counseling
		8. Substitute Parents programs
		9. Church and service organizations
Diversion from the System	1. Juvenile officer training in diversion techniques	1. Youth Services Bureau
	2. Effective intake procedures in probation department	2. Big Brothers and Sisters
	3. Referrals to non-juvenile justice agencies, Mental Health, etc.	3. Volunteer Parents
	4. Juvenile Program Specialist in smaller counties	4. Shelter care centers
		5. Youth development centers
		6. Delinquent and family counseling
		7. Church and service organizations

Table 4 (cont)

Sequence	Juvenile Justice Agency Response	Community Program
Alternatives to Institutional Care	1. Intensive probation	1. Youth Services Bureau
	2. Volunteers in probation	2. Volunteer Parents
	3. Foster homes	3. Big Brothers and Sisters
	4. Effective case work-up in probation department	4. Volunteers in probation
	5. Group residences	
	6. Day-care treatment centers	
	7. Effective diagnosis and evaluation	
Correctional and Detention Care	1. Regional treatment centers	1. Educational and recreational programs within treatment centers
	2. Group residential centers	
	3. County detention centers	2. Visits by Big Brothers, Volunteer Parents in treatment centers
	4. Diagnosis and evaluation - on-going through treatment	
After-Care	1. Intensive parole	1. Youth Services Bureau
	2. Day care centers	2. Project re-entry
	3. Group residential centers	3. Big Brothers & Sisters
		4. Volunteers in probation
		5. Volunteer Parents

Community Programs

A comprehensive juvenile justice system must have heavy involvement of community resources for a variety of reasons:

1. The use of community resources reduces the need to duplicate staff, equipment, and facilities, and provides access to a greater variety of treatment possibilities to meet individual differences.
2. Retaining the juvenile close to community resources reduces the potential alienation and institutionalization and thereby reduces the juvenile's problems of readjustment to the community.
3. Community participation retains the delinquency problem in clear view and thus reduces the possibility that the problem can be put "out-of-sight and out-of-mind".
4. The community resources can make valuable contributions in preventing delinquency, in providing shelter or supervision as an alternative to detention, and in assisting the juvenile to readjust to the community after a period of incarceration.

Delinquency Prevention - A major step toward the prevention of delinquent acts must be the development, strengthening and coordination of community resources. Specifically, to better serve the needs of youth of all ages, various programs within the scope of the community's capability must be implemented. These programs should include: (1) home-directed programs; (2) educational programs including pre-school, elementary and secondary grade levels; and (3) volunteer and government-sponsored recreation and employment programs.

The success of these delinquency prevention programs is dependent upon the ability and willingness of the community to devote considerable resources to this end. Volunteer committees should be formed at the initiative of juvenile justice personnel to inform the public of the need and appropriateness of establishing volunteer programs within each county. A description of preventive programs as outlined are presented in the following sections.

Home-directed Programs - There are a number of resources available within the community to strengthen the delinquency prevention effort. Social services provided by health and welfare agencies could be expanded to provide family and individual counseling, parent training, and referral services to aid families with their problems. Increased emphasis on programs directed toward developing the family unit's capability to recognize, understand and successfully cope with juvenile problems is essential.

Presently this type of approach is being utilized effectively in the Elkhart community schools through the mechanism of the Elkhart Parent-Delinquent Education Program. Other programs could include parent and child centers developed to help families function independently and effectively enable children to develop to their fullest potential. The success of this process is dependent upon the existence of self-help programs within the community to which individuals and families with problems can be referred. Efforts should be taken to develop this potential at the local level utilizing existing programs and facilities whenever feasible. Professional organizations and volunteer groups could be used extensively in this process to expand the availability of services and to improve the community's awareness of such programs.

Educational Programs - The educational system serves to supplement the families and related agencies in preparing youths to participate meaningfully in the community as future adults. This implies a reliance on the schools to direct youth in accordance with guidelines developed within and for the existing social structure. Thus, adherence to acceptable standards of performance and behavior provide the basis for evaluating each child during his or her progression through the educational system. It is not unrealistic, therefore, to assume that conflicting norms of behavior based on each individual's concept of society leads to disruption of the educational process often expressed in the form of deviant behavior. The causes of conflict are varied and complex. The disruption traditionally associated with juvenile delinquency suggests that the traditional concept of self-motivation through recognition of educational achievement no longer adequately serves the needs of today's youth. New approaches and educational concepts have been developed in recognition of the need for a more individually oriented approach to education. This approach is not directed towards the equal development of all youth but rather strives to create the circumstances by which each individual child can develop intellectually and socially to the greatest possible extent.

Pre-school programs designed to enhance the learning potential of educationally and culturally deprived youth are an essential element of strengthened educational and delinquency prevention programs. Head Start and Youth Day Care Centers offer outstanding possibilities for the preparation of pre-school youth for a successful school experience. In these programs the child is exposed to new and improved teaching techniques directed toward expanding life experiences, providing successful experiences, and toward improvement of communication and educational skills development. Children with serious emotional, mental and physical handicaps, or those with special abilities, can be identified

and referred to the appropriate service or agency prior to their enrollment in regular or special school programs. The success of these and other programs is directly related to the involvement and understanding of parents of participating children. Parents are given special instruction on juvenile problems and techniques for incorporating enrichment into the child's home life as well as for providing continuity in the child's developmental progress. The adaptability of the radio and television media can be used to provide home instruction for the less mobile.

Variations of these programs can be established at the initiative of neighborhood groups and concerned parents. Day Care and Youth Development Centers could be operated by community service groups with technical and financial support provided by government, school district and private sources. Technical assistance in launching these programs should be an important responsibility for the professional staff of the proposed regional center.

At the elementary and secondary levels, curriculum innovation, individualized instruction, innovative teaching techniques, media application, and community involvement are required to effectively improve educational programs and reduce school failure. Efforts at the elementary level should be directed toward the full development of learning skills such as reading and communication. Secondary education programs should be expanded to better provide a thorough understanding of the philosophies and machinery of society, and this should be accompanied by improved programs for skills development, job training and increased educational opportunities. Experimental and summer school programs should be initiated to develop more effective means of dealing with potential dropouts. Counseling programs should be expanded to realistically provide continuous and meaningful support for aiding each child identify his goals and realize his potential. Law enforcement-school liaison programs directed at delinquency prevention and reduced recidivism could be incorporated into the school counseling programs. Counseling programs should also include provision for community participation to insure the mutual understanding of the needs of school age youth. Social work groups involving parents, teachers and youth could be developed to serve as a vehicle for solving school problems.

Continuing and supplemental education programs such as remedial reading, evening classes, drug abuse education programs, teacher training classes, community-sponsored career days, job training programs, placement services and career counseling and pre-college preparatory programs should be developed utilizing public and private resources. Curriculum resource centers to improve instructional

materials and teaching techniques are useful tools available to the community. Volunteer teacher aides could be employed thus enabling teachers to devote more time to the educationally deprived. Special school breakfast and lunch programs offer a more favorable learning experience for disadvantaged children. Special educational programs for creative and advanced children should be developed within the school and community. Successful students should be allowed and encouraged to participate in instructional activities or serve as teacher aides and tutors. Every effort should be exerted to reach out to the community for support and participation in this stage of child development.

There are a multitude of innovative approaches which could be injected into the educational program to increase the level of educational attainment for youth of all ages and backgrounds. For the most part, the success or failure of these efforts is determined by the degree to which the parents and community are involved. Community groups should be formed to work with school personnel in identifying problem areas and the appropriate extent of community participation in the educational process. The juvenile justice system could provide new impetus in this direction by informing the public of the importance of these efforts to reduce juvenile delinquency through the establishment of community delinquency prevention councils. These councils could be comprised of leading educators, civic leaders, law enforcement personnel and representatives of local student bodies.

An immediate project of this council might be the development of a special curriculum aimed at increasing students' awareness and understanding of the law and respect for the rights of others. A highly successful mode for introducing this curriculum at elementary and secondary school levels can be found in the efforts of the Colorado Governor's Committee on Respect for the Law. This curriculum would provide an opportunity for many community resources to combine in a joint effort. These resources might include bar associations and their auxiliaries, court officials, prosecutors, public defenders, law enforcement officials, and others.

#### Volunteer and Government-sponsored Recreation and Employment Programs

**Recreation Programs:** A wide variety of recreational activities must be included in the delinquency prevention program to serve four functions: the first is in the creation of exciting, challenging alternatives to delinquent acts (drag strips, teenage dances, rock concerts, etc.); second should be in properly planned and coordinated after school and summer recreation programs

stimulating interaction between the community and its youth, thus promoting greater tolerance of conflicting values; third is in the acquiring of basic educational skills through recreation programs for the educationally deprived youth - programs such as Direction Sports in Los Angeles have demonstrated that basic math and reading skills can be developed within the framework of recreation programs; and finally, arts and crafts and skills development programs traditionally associated with progressive recreation programs could be strengthened to provide a variety of youth development activities.

After school and summer recreation programs can be initiated at low costs utilizing volunteer workers while, at the same time, expanding the use of existing school and other public facilities through effective scheduling of events and activities.

The addition of more community recreation centers can reduce delinquency through a full range of activities including scouting, club meetings, teen dances, rap sessions, police activity leagues and others. The community centers should be supplemental to the regional facilities, e.g. police-sponsored drag strips, to provide the specialized recreational programs which require greater expenditures and specialized resources.

Until the governmental jurisdiction and community volunteer groups make these recreational alternatives available to the youth, there will continue to be such delinquent acts as car thefts and drag racing in the public streets, aimless loitering and unruly behavior in shopping centers, and other means of counteracting boredom. The professional staff of the proposed regional center could provide valuable assistance in the creation of these recreational alternatives as a part of the center's outreach role.

**Employment Programs:** Special programs to create employment opportunities for youth must be launched to reduce the cause and effect relationship between unemployment and juvenile delinquency. These programs should be a central feature of the delinquency prevention efforts in the Region. Community youth employment opportunities should be expanded with the development of a comprehensive job development, training, and placement counseling service.

School programs designed to provide work skills and attitude training should be supplemented with job opportunities developed under public and private enterprise auspices. A comprehensive community approach to this problem should include federally funded Neighborhood Youth Development Centers, Job Corps training, Neighborhood Youth Corps, and other related programs to improve the employability of the youth.

Career counseling and placement programs should be established and tied in with private industry and government agencies to provide jobs when they are most needed. This action could be effectively carried out with the creation of career days, internship and apprenticeship programs, and central job information services. Career aides could establish leisure time programs in poverty areas. Corresponding job development programs could be implemented to help juveniles examine their own work skills and identify education and training programs available to them.

Expansion of summer work projects, community improvement and government subsidized on-the-job training programs are options currently available to local governments and agencies.

The difficulty in creating youth employment opportunities in the face of high unemployment is not minimized. The difficulties can be overcome only with a highly dedicated group of volunteers and the full support of leaders in commerce, industry and government. The essential need for the accelerated effort is demonstrated in the high unemployment figure for youth and the succinct comment of one youthful offender who told his counselor to "get me a job and then I'll talk to you about the other programs."

Resources for the Delinquency Prevention Programs - Community organizations, such as the Junior Chamber of Commerce, YMCA, YWCA, Women's League of Voters, church affiliated groups, scouting organizations, service clubs, public employee groups, labor unions, and professional organizations, provide a very broad base of support for the juvenile delinquency prevention programs. The staff of the juvenile courts, the recommended Juvenile Program Specialists, and the proposed regional center should actively solicit their participation in an effort to develop and expand youth opportunity and development programs.

Diversion from the Juvenile Justice System - Several benefits can be derived by extensively exercising the means of diverting first and minor juvenile offenders from the system. These include: the avoidance of the stigmatization of the youthful offender on a first or minor offense; the lessening of the burden on juvenile justice personnel such as judges, referees, intake and probation officers; and the reduction of the sizes and costs of detention facilities. Greater emphasis upon increased diversion of the first and minor offenders will require a higher degree of community involvement than there has been in the past. Diversion requires the development of community programs such as day care centers, volunteer parents, big brothers and sisters, clinics, youth development centers,

family therapy and counseling programs, and the participation of social agencies to provide supportive services.

Currently, the ten counties in the area are utilizing diversion in varying degrees including the use of youth services bureaus, big brothers, and volunteer parents. However, the lack of forceful policies and a complete range of community resources have resulted in a higher than desirable number of referrals in most counties. It is recommended that forceful policies be adopted and new mechanisms be developed for expanding the practice of diversion from the system prior to referral or intake, and under these policies, a wide variety of resources be made available in the community to insure that there will be successful and widespread use of the diversion procedures.

Youth Services Bureau (YSB) - An effective mechanism in the diversion process is the youth services bureau. The bureau ideally coordinates the efforts of community resources and serves as the referral agency for apprehended youths. The bureaus, which are presently operating in five jurisdictions in the area, aim at receiving referrals from law enforcement agencies, schools and other agencies and, after determination of services needed by the juvenile, referring the youth to an appropriate program. The YSB is most effective in diverting the first and lesser offender from the system, but this requires a high degree of cooperation between the bureau and local law enforcement. To accomplish this task, the community resources should be carefully selected and trained to gain all the advantages of diversion with maximum success. There should be workshops developed which bring together the YSB, the community, the courts and the law enforcement agencies to create a common understanding of the goals and methods for obtaining them.

Ideally, these bureaus should be established outside the existing, formal organizations to insure a higher degree of autonomy and innovation and also to create and maintain an atmosphere that will encourage troubled youth to seek assistance from the bureau. The youth should be able to see the bureau in a youth advocacy role as opposed to punitive role. The YSB, in acting as a youth advocate, should develop programs within the community so that a multiplier effect can be achieved. The total effect of the YSB should be to extensively decrease the flow of juveniles into the system, especially those youthful offenders who have violated curfew or other status type laws.

Other Community Diversion Programs - As noted previously, the YSB can only be effective when there is a wide array of community resources available for referrals. This will

require the creation of a number of community volunteer organizations such as big brothers, volunteer parents, and counseling centers. It will also require the establishment of centers for temporary shelter care for juveniles who have critical family problems and cannot be placed back in the home.

The use of the runaway home has been initiated in a number of major cities and indications are that they reduce the need for detention centers and free the juvenile justice process from dealing with this type of problem when there are no serious offenses involved. These shelter care facilities can be established either by local church organizations or community service organizations, or through the mechanism of a non-profit organization. The main goals of this type of shelter care is to provide the youth with the basic needs - food and shelter - and to attempt to reconcile the conflicts with the family. The use of family counseling in an environment in which the juvenile does not feel like a criminal can, in most cases, be more effective than the usual mechanisms provided by the juvenile justice process.

Alternatives to Detention - Community responses to juvenile delinquency problems can be effectively and extensively involved in the pre-hearing detention stage. The providing of alternatives to incarceration in detention facilities at the pre-hearing stage requires the involvement of such programs as big brothers and sisters, volunteer parents, and other community groups as third party custody agents. It will also require the establishment of temporary shelter care facilities for those youths who have no home to which they can be released. Church organizations and community service groups (Kiwans, Knights of Columbus, Elks, etc.) could also be effectively utilized in the role as third party custody resources. Essential elements in the process of developing these types of alternatives to detention are that the volunteers have practical training in handling the juvenile's problems and that the juvenile justice agencies be made aware of the availability of the community resources. The benefits realized by these programs include: keeping juveniles out of detention centers and adult jails when centers are not available; the avoidance of the traumatic impact of detention on juveniles; a reduction in the need for detention space; and assurance of appearance by the juveniles at hearings.

Alternatives to Institutionalization - The second area where community programs can be utilized as alternatives to institutionalization follows adjudication proceedings. The juvenile judge should have a wide variety of options available to him for the treatment and rehabilitation of delinquent youth. Community programs can substantially augment the resources of

juvenile justice agencies in providing these options. The Volunteers in Probation Program, as developed in Royal Oak, Michigan and Denver, Colorado, can provide effective alternatives to institutions. This program is presently being initiated or is in operation in four counties in the area. It is necessary to augment the community programs capable of providing guidance, support and custody within the guidelines established by the court. These guidelines will, in part, reflect the recommendations given to the judge by the diagnosis and evaluation staff and the probation officers.

The establishment of foster care facilities and group residences are also effective alternatives to institutional care. They have the advantage of keeping the juvenile in the community and, at the same time, providing intensive guidance.

The result of the community programs should be that as many youths as possible remain in their homes or in the community rather than being placed in an institution. While in the community, the youth might participate in some programs of the proposed regional centers but they would be community-based thereby reducing the housing requirements for the centers, the possible trauma of institutionalization, and the difficulties of resocialization and reintegration of the youth back into the community.

Participation in Institutional Programs - There are many areas where community programs can provide services to the institutionalized juvenile and vastly expand the availability of programs at the centers. These areas would be in counseling, education and recreation, and generally letting the juveniles know that someone is interested in them. Tutorial projects by university or high school students can provide a successful educational experience to the youth in the regional centers. Counseling services provided by volunteers will greatly enhance the ability of the institution to meet the needs of the delinquent youth by helping to select a course of action which may provide the first success experienced for the youth. The one-on-one intensive relationship between a volunteer community worker and the juvenile offender can be effectively utilized to lessen the trauma of the institutional process.

Church groups and community service organizations should develop and sustain meaningful programs throughout the year, which will help the juvenile to feel that the community has not rejected him.

After-Care - An essential aspect of the total regional plan should be the development of programs which aim at treating the recidivists. The point at which the needs of the recidivist are probably the greatest is when he is re-entering

the community after treatment in some local or State center. The youth is at this point more prone to return to delinquent acts than at any other stage in the process. Programs aimed at aiding this reintegration process should include employment, continuing educational opportunities, and family and individual counseling programs. In some cases, the reintegration will require that a staged re-entry be developed which may include a foster home and intensive supervision either through the court or through some volunteer agency. Effective involvement of the community is essential in developing these programs. A volunteer organization should be established which would help the juvenile before the release into the community through visits to the State or regional centers and through aid to the juvenile's family. After release, this organization should continue its efforts to find employment opportunities and other required help, such as finding suitable living quarters if it is not possible for the youth to return to his family. This organization would attempt to shape community opinion towards the former offender through public information programs and speeches to local clubs and service organizations. Juvenile self-help groups could also be utilized in the after-care process. These types of organizations have been effective in the area of adult corrections and should be established in the juvenile justice system.

The total requirements of the after-care programs should be to provide an intensive involvement of both the juvenile justice system and the community at the crucial stage of re-entry into the community.

The Consultant recommends that workshops be conducted to promote the interest of the community in the juvenile problems and to increase their knowledge and skills in developing and sustaining various programs. At least two such workshops should be conducted on a geographic basis to assure the greatest possible attention. Attendees should include representatives of the juvenile justice system and the broadest possible cross-section of the populace. The conferences should be professionally developed and conducted to insure the greatest receptivity and productivity. Among the topics to be covered would be: introduction to the juvenile justice system; the delinquency problems; the community's role in delinquency prevention and treatment programs; residence centers; youth service bureaus; after-care; diversion and incarceration alternatives; specific "how-to" sessions on gaining more information and skills training, getting programs started, etc.

Law Enforcement Programs

Law enforcement agencies have important responsibilities in delinquency prevention and in the juvenile justice processes through after-care. The successful carrying out of these responsibilities often requires a break from outmoded concepts of police-juvenile relations. The newer concepts recognize the need for detection and apprehension of serious juvenile offenders while, at the same time, stressing the more positive actions which law enforcement can take in prevention, diversion and other programs.

Delinquency Prevention - Delinquency prevention programs in law enforcement agencies can be divided into two distinct areas: those directed at improving the relation between the juvenile and the law enforcement agencies; and those directed at limiting the opportunities for juveniles to commit delinquent acts. Under the first category are included such programs as school-police liaison programs, police-supported athletic activities, police-supported scout troops, explorer posts, car clubs and other similar type youth groups. Also included in this first category would be training programs aimed at improving the expertise of the juvenile officer in juvenile problems. This training should provide the officer with better understanding of youths and their attitudes, crisis intervention techniques, counseling ability, and a general understanding of the resources available to aid in handling the juvenile problems of the community.

Presently, the Region has been active in initiating these types of programs in the ten-county area. There are PAL (police athletic league) programs in two major cities, school liaison programs in Michigan City, Elkhart City, and LaPorte City, and police cadet programs. The South Bend Police Department, with funds from Model Cities, initiated a police-neighborhood liaison officers program which has been credited with substantially decreasing the number of juvenile arrests in the city over the last two years.

There are a number of programs which, although they are not directed specifically at juvenile crime, could have an impact on the number of juvenile offenders entering the system. This would be the second category of law enforcement programs for juvenile delinquency prevention. These are usually designated "target hardening" or "crime specific" type programs. Included in this category would be such programs as the "Lock-Your-Car" and "Safe-Guard-Your-Home" public information programs; burglary or robbery task force operations; increased lighting for high risk areas; security training sessions for merchants; etc. Some of these programs have already been implemented in some counties in the Region and indications are that they have been effective in decreasing the incidence of certain crimes such as auto theft and burglary.

The main effect of these programs is to limit the opportunity for the juvenile to commit delinquent acts, but they will have no real impact on the underlining causes of delinquency and should, therefore, be classified as secondary prevention programs for the juvenile delinquency problems in the Region.

Diversion from the System - There is an extensive amount of diversion by some law enforcement agencies in the Region, through either street or stationhouse adjustment. Although these procedures do divert the juvenile from the system, it sometimes results in the youth who need help not being referred to programs which provide the required services when the police officer does not recognize the need and/or does not know of the availability of the services. In some cases, this lack of information has resulted in under-utilization, if not antipathy, toward the efforts of youth service bureaus. To increase the expertise of the juvenile officers in the referral process and to increase street and stationhouse adjustments in those agencies which are not using them enough, it is recommended that training sessions and workshops be instituted both at a regional and county level. These workshops should involve both law enforcement agency personnel and individuals from probation departments and community programs. The law enforcement agencies should create positions for juvenile specialists in addition to the more intensive training in juvenile handling for all officers.

Involvement in Other Programs - The law enforcement agencies have an important, if less direct, involvement in treatment and after-care programs. The involvement stems from the more positive concept of law enforcement toward juveniles which, while retaining the detention and apprehension functions, also stresses police roles in presenting information on respect for the law, understanding of the rights of others, and the nature of the law enforcement functions. Every uniformed officer, but especially the juvenile officers, should be capable of meeting with a group of juveniles in an institutional setting to present and discuss these subjects.

A major premise of this report, and the thrust of juvenile programs throughout the nation, is that delinquency can be reduced through treatment programs with specialized staffs and facilities and heavy community involvement. If law enforcement agencies refuse to accept this premise and, in effect, disavow the treatment methods, the attitudes and behavior of law enforcement officers could seriously diminish the effectiveness of the program. Destructive attitudes and behavior, as might be manifested in the unnecessary "rousting" of a juvenile in an after-care program, could offset months of specialized attention by treatment specialists. It is recognized that these attitudes and behavior are condemned by police authorities and that it is difficult for officers to "turn the other cheek" on many youthful offenders. It is

likely, however, that the full measure of success, as set forth in the objectives of this study, cannot be achieved without full acceptance and involvement of the law enforcement agencies.

Court and Probation Programs

Delinquency Prevention - Delinquency prevention should originate by and large from within the community and law enforcement agencies, but because of the major impact which prevention programs have on the courts and probation, it is essential that the courts and probation become involved in the development of these programs. An important function of the courts and probation in the development of prevention programs is to provide the community resources with information relating to trends in delinquent behavior which require prevention programs. For example, if there is a major increase in drug offenses, the probation department should inform the community of the problem and attempt to initiate appropriate programs of prevention.

In the smaller counties, as detailed later in this section, the major responsibility for delinquency program development is, by necessity, with the courts and probation. To provide for this program development function, it is recommended that a position of Juvenile Program Specialist be instituted in a number of smaller counties. This position is fully detailed in a later section.

Diversion from the System - The juvenile courts should encourage community programs to divert certain first and minor offenders from the juvenile justice system. This would reduce the potential for stigmatization and permit the judicial processes to concentrate on the more serious problem cases. The involvement of the courts is essential to expand the programs to the more serious offenders, as in Operations Crossroads which provides court approval of diversion subject to satisfactory performance in education or employment.

Alternatives to Detention - Probation and the courts must be constantly analyzing the number and types of juveniles who are being detained. The existing intake policies and procedures of the juvenile courts in the ten counties should be re-evaluated and expanded to insure that unnecessary detention is avoided. Community resources, such as big brothers and sisters, volunteer parents, and others, should be widely expanded and, through careful selection and training be made available to intake workers for providing custody for juveniles pending hearings before the juvenile authorities.

Where possible, the intake procedure should be put on a twenty-four hour basis. This would eliminate the unnecessary detention of juveniles by the law enforcement agencies which result from the lack of available probation personnel. The practice of giving the law enforcement agencies wide discretion to hold juveniles from twenty-four to forty-eight hours should be eliminated immediately.

The professional staffs of the juvenile courts should be augmented to provide professional staff to investigate home conditions so that release to parents will not, in fact, continue to magnify the causes of the delinquent acts by the juvenile. Where, because of the home situation, the youth cannot be returned to the parent but does not require detention, some foster care or shelter care facility should be utilized. Where such facilities do not exist, the juvenile court should provide the impetus for their establishment through governmental or community auspices.

Although diversion after probation intake will not be as great as it presently is if the above programs are instituted, there will still be a number of referrals which will not require extensive supervision or institutionalization. The diversion of these juveniles to community programs will be dependent to a great extent on effective intake and screening procedures. Decisions to release juveniles to programs at intake should be supported by social and case histories developed by a professional probation staff. This will require constant upgrading of the standards for probation officers.

#### Alternatives to Institutionalization after Adjudication -

The juvenile court should have a wide variety of alternatives open to it for rehabilitation and treatment of delinquent juveniles. The major portion of these alternatives should provide for treatment of the juvenile in the community as opposed to a treatment center. Innovative forms of probation should be a major alternative to the courts. Probation services should include the use of probation officers with reduced caseloads (Intensive Probation) to provide the supervision and guidance required by the more difficult cases assigned to professional staffs. Other cases may be assigned to big brothers, volunteer parents, foster home supervisors and others. In these cases, the probation officer's role changes to "resource management" rather than caseload supervision and together with the professional staff of the proposed regional centers they should devote a substantial amount of time in the recruitment, selection and training of community volunteers.

A major alternative to the institutionalization of the adjudicated juvenile should be placement in a group residence. The group residence provides an alternative to home placement (where problems with the parents prevent satisfactory adjustment) or an alternative to treatment center when the

close community ties of the group residence are more important than the intensive and extensive treatment and counseling available in a treatment center. These residences should be limited in size (8-10 juveniles) and should provide a wide range of programs. The group residence can either be operated by the court or as a part of some community program. (See Chapter IV for more extensive discussion of the group residence).

After-Care - Much of the involvement of the courts and probation in the after-care process will be centered on providing close supervision for the juveniles being integrated back into the community after a period in the treatment centers. It is essential that the after-care programs be developed as a continuation of the treatment program which was started in the regional centers. Therefore, if the juvenile is in need of continuing special education or vocational training, it will be the responsibility of probation (or some form of county parole) to locate available resources to provide the required training and to assure that the juvenile receives the services. The courts and probation should work closely with the proposed Project Re-entry in aiding the reintegration process.

Because of the complexities of the problems faced by the juvenile who is coming back into the community, it is important that the caseload for those supervising the juvenile be kept small in number. It is also important that when a juvenile is referred to other agencies that the probation (or parole) officer serve as an advocate for the juvenile to assure that the services which are required are obtained with minimal bureaucratic complications.

In some cases the juvenile will be placed in a group residence prior to full reintegration into the community. In this situation the role of probation will be one of consultant to the group residence supervisor. The majority of the day-to-day counseling of the youth in the group residence will be the responsibility of the residence supervisor. The probation officer will be primarily responsible for interacting with community resources to obtain services required by the youth in the group residence as determined by the residence supervisor.

#### Professionalism and Training in the Courts and Probation -

To successfully carry out the programs detailed above, it will be necessary to develop a highly trained professional staff in the courts and probation. State standards should be developed which require a minimum of a Bachelor's degree in a social science or closely related discipline. Incentive pay for continuing education should be offered to all probation and court personnel. Selection of probation officers should be devoid of any political considerations and should be based solely on the merits of the applicant in terms of his ability to deal effectively with juveniles and their problems. Salaries for probation officers must reflect the professionalism which is demanded by the position.

It should be understood that although there will be a heavy involvement of community resources in dealing with the juvenile delinquency problem, the backbone of the system will still be the probation officer. Because of this fact, the ability of the system to solve the problem of juvenile delinquency will be dependent on the ability of the probation department to develop a dedicated, highly professional staff.

Juvenile Program Specialists - In the smaller counties in the Region there are not sufficient numbers of juveniles entering the system to justify a full scale youth services bureau and other diversion programs. To provide these services and also provide professional help to the law enforcement agencies, courts, and other concerned agencies, it is recommended that a position of Juvenile Program Specialist be created within the court to provide the required expertise. This position would: provide community resources development services, such as a youth services bureau would in a larger county; supplement the local law enforcement agencies by functioning as a juvenile officer; and assist the local probation and court by doing initial screening and some direct supervision. The Juvenile Program Specialist should interact extensively with the schools and other community agencies to develop and operate programs

aimed at solving specific juvenile problems. The employment standards for the position of Juvenile Program Specialist should require a Bachelors Degree in Psychology, Sociology, or related discipline. The incumbent should be able to communicate effectively with youth, juvenile justice agency officials, and the community. This full-time position can be justified by placing a high degree of importance on prevention and diversion programs in the smaller counties. The improvement of these programs could have several significant results: more equitable and more standardized treatment of juveniles in the small counties; an increase in the use of diversion and incarceration alternatives; and increased community awareness of, and participation in, the juvenile programs.

Regional Centers

The regional centers will provide a number of services to the ten-county area. The two major functions of the centers will be to provide diagnosis and evaluation and treatment and rehabilitation programs for the adjudicated juveniles in the area. The centers will also provide the following services:

1. Technical assistance to law enforcement, courts, probation, and community groups on new programs, implementation, and operating techniques.
2. Research into delinquency problems including the

development of new approaches to community treatment.

3. Evaluation of the programs including community programs, law enforcement activities, and court and probation programs.
4. Development of outreach programs.

Each of these functions are detailed in terms of program requirements in the following sections.

Diagnosis and Evaluation (D & E) - Diagnosis and evaluation is a process of study, programming, and diagnosis designed to perform the following functions within the juvenile justice system.

1. Define the major sociological or psychological characteristics contributing to a juvenile's delinquent activities.
2. Match the available treatment resources to the youth and his problems.
3. Prepare a recommended treatment program which will aid the courts and other concerned individuals or agencies in the decision-making processes.
4. Make periodic evaluation of the juvenile's progress in terms of the original prognosis and make recommendations accordingly.

In the Indiana juvenile justice systems there are two basic types of activities which can be labeled diagnosis and classification. The first is the pre-adjudication fact finding or case work done by the probation department. This work-up is basically intended to guide the probation department in the determination of whether the juvenile should have a court hearing and to advise the judge of the circumstances surrounding the juvenile and the offense. The second is a post-adjudication diagnosis and classification which provides the court with a treatment program and a prognosis for the success of the juvenile in treatment. This second D & E service is the one which would be a part of a regional treatment center and is discussed in the following section.

The post-adjudication D & E function will range from a cursory analysis of the juvenile whose problems are minor or obvious to a full profile development which will include an examination of all the juvenile's psychological and social characteristics and needs. The time required for the D & E process will range from one day to fifteen days.

The D & E function is performed using a multi-discipline approach which includes the fields of sociology, psychology,

education, and vocational rehabilitation. The process involves the use of testing and evaluation, interviews with family and interested individuals, counseling, and analysis of relevant data from schools and other agencies in the juvenile justice system, i.e. police, sheriff, probation, etc. The end product is a social and psychological profile which will provide indices of treatment needs and the appropriate environment in which treatment should take place.

A central element of the D & E concept is that the staff who are initially involved in the D & E services will also be providing treatment throughout the program.

Diagnosis and Evaluation Techniques - The D & E process will require the adoption of a system or criteria for placement of each juvenile in selected treatment groupings. This criteria will aid, not only in defining types of security required, but will also provide a method for homogenous grouping of the various treatment categories. The methods or techniques for classification are too numerous to detail here (there are over two dozen definable systems, with the majority being based on some form of behavior analysis and categorization). The type of classification system which is utilized in the Region I juvenile justice system must be developed or incorporated from existing systems by the staff who will ultimately use it. The main goal of this study is to provide a plan which is sufficiently flexible in design to allow for placement of juveniles in specific treatment modes as dictated by any of a number of classification systems and, more importantly, the needs of individual juveniles.

Staffing Requirements - As discussed above, the D & E process will rely on a multi-discipline approach. This will require the use of the following specialists: psychiatrist, psychologist, educational evaluator, vocational evaluator, social worker, and counselor.

Since the projected size of the treatment population is not expected to justify the employment of full-time positions in each of these specialties, it is proposed that a position of Diagnosis and Evaluation and Treatment Specialist be developed which will provide persons with a MA degree in either social work, psychiatric social work, psychology or other related fields with at least five years' experience in the area of juvenile treatment. These individuals will be responsible for coordinating the efforts of a number of contracted specialists from the State and local agencies who would provide the necessary expertise in the area of test evaluation, etc. The number of these positions will be dependent on the actual size of the treatment population, which will be detailed in a

subsequent section of this report. Public officials should consider the possibility of obtaining the D & E services from mental health groups on a contractual basis. The contracts could provide for performance levels which would assure the juvenile justice officials of the quality and availability of professional services while providing clear guidelines to the mental health groups. The contractual arrangements would have the advantage of providing a larger pool of professional talent than might be possible under a governmental unit specifically for the diagnosis and evaluation function.

Interrelationships - The D & E process should be closely coordinated with the courts and probation. The D & E component will be a pivotal point in the juvenile justice information system which will include all agencies from initial law enforcement contacting agencies to the after-care agencies. The essential element in the interrelationship is the development of an operational juvenile justice information system. This will require the establishment of effective records systems which will allow for the easy compiling of relevant data on each juvenile from all concerned agencies.

The D & E services will be available to the courts for analysis of each juvenile in those cases where a pre-adjudication diagnosis and dispositional recommendation is required. This service can be provided either within a facility (portion of the residential treatment center) or as an out-patient service with the juvenile living in a group home, with his or her family, or in a foster home. The need for locating the D & E function near the major population center is best justified because of this out-patient function. It is also necessitated by the fact that the professional staff required to provide the D & E services will, in most cases, not be found in any but the major metropolitan areas.

Institutional Treatment - Treatment is the multi-disciplinary approach to attaining the goals of the rehabilitation program. The rehabilitation objective is a set of attainable goals which will solve the diagnosed problems which contributed to the juvenile's delinquent behavior. The rehabilitation program is initially prescribed by the diagnosis and evaluation process through the use of psychological, psychiatric, educational, and vocational testing and counseling. The diagnosis and evaluation is an on-going process prescribing modifications in the treatment program to fit individual adjustments.

The rehabilitation program aims at eliminating the following problems associated with delinquent behavior:

1. School failure or inability to adjust to the school structure.
2. Lack of direction because of deficiency in family guidance, i.e. no male or father image, delinquent siblings, etc.
3. Lack of feeling of accomplishment and self-worth.
4. Lack of marketable skills for employment.
5. Inability to function in a constructive group setting.
6. Medical problems which have contributed to delinquent activities.

Treatment Techniques and Programs - The treatment program should deal with these problems through the use of the following techniques:

1. Directed group action through the use of small peer group units.
2. Establishment of good study habits and feelings of academic achievement through intensive educational sessions.
3. Meaningful vocational training based on adequate aptitude test and screening.
4. Complete medical diagnosis and treatment.
5. Social case work.
6. Group therapy, role playing, psycho-drama, transactional analysis, etc.

Staff Requirements - The treatment program will require a team approach to problem-solving, utilizing the guided peer group setting as the major mechanism for rehabilitation. The staffing components for this team approach would be: psychiatrist, psychologist, vocational counselors, educational counselors, social workers, recreational counselors, living unit counselors, and medical and dental staff (consultants).

As stated in the discussion of the D & E function, the treatment staff will also provide the D & E service. It should be understood that treatment is in reality only an extension of diagnosis and evaluation, with evaluation being an on-going process throughout treatment.

Interrelationships - The treatment program is basically

a continuum from the point of court's decision to take action to the successful reintegration of the juvenile into the community. The treatment program should take a number of forms in terms of the environment in which treatment takes place, including:

1. out-patient services in which the youth would participate, either during the day, during weekends, and/or evenings while living at home or in a foster care situation;
2. out-patient care in conjunction with a group home experience;
3. in-patient care within the treatment facility.

The type of treatment environment which is appropriate for each individual is based on the type of security or permissiveness which can be permitted based on the behavior of the youth. They should be used as stepping stones based on the attainment of goals defined by the peer group and the treatment staff. Failure to meet goals should have the effect of limiting the movement of the juvenile through this continuum of environments.

Since the treatment program is designed to be intensive and to reintegrate the juvenile back into his community as quickly as possible, the maximum length of stay in the secure component of the treatment facility, i.e. the in-patient care, should be six months. It can be assumed that only a small number of the total commitments to the facility will be in for the maximum six months. After the juvenile has been judged by the staff team and the peer group to be able to cope with a more open setting, the juvenile could be placed back with his parents or some other relative, or in a foster care situation, or in a group home. The converse of this situation would be that if the youth fails in the more open setting he would be returned to the closed treatment center.

The treatment center should, therefore, be viewed as the hub of a network of group homes, foster care facilities, volunteer parents, and probation which would enable the treatment staff to give direction and consultation to group home leaders or other individuals who are responsible for or working with the juveniles.

In summary, there must be a range of treatment approaches to meet the individual differences of juveniles. To the extent possible, the treatment should be geared to the family with or without the supporting assistance of a probation officer/counselor. The group home retains a close community tie and, when directed by a competent leader, can provide

the effective rehabilitative influence of guided group interaction. The treatment center permits the acquisition of additional professional skills and provides a more secure setting for the more difficult behavioral problems. The center provides back-up for the individual programs and group homes. The negative aspects of institutionalization can be avoided by limiting the capacity, by architectural treatments which emphasize openness, and by sustaining an atmosphere closer to that of the private school.

Resource Center - As discussed in the initial outline of the regional center's function, there are a number of services which will be provided by the centers to the total juvenile justice system. Included in these services would be technical assistance and research, evaluation, and community program development or outreach services. It is envisioned by the Consultant that there would be resource capacities for these functions in each of the regional centers, but that there would be one main resource center for coordination and dissemination of the information and consulting services provided by the centers.

The regional centers can be utilized by local colleges and universities as social laboratories in the development of original research. The results and information derived from these studies should be disseminated throughout the Region in the form of closed circuit television cassettes, various program instruction forms, books, pamphlets, films, film strips and others. Because of this interrelationship between the centers and the academic institutions, the principal elements of the resource center function should be located in the regional center which is located nearest to the major complex of colleges and universities. In Region I the most logical location would be in South Bend.

Principally, the resource center is to comprise facilities, materials, and a catalogue of special programs. Although it is envisioned that there would only be one main resource center in the Region, there should be library and media equipment in each center to facilitate research and other technical services provided to the sub-regional juvenile justice agencies.

Technical Assistance and Research - Technical assistance will be provided to juvenile justice agencies and community groups by the regional center staff to assist in developing or expanding such programs as youth service bureaus, volunteer probation, round-the-clock intake, and others. Assistance may be given to juvenile agencies in developing youth activities programs, setting up standards for foster home care, youth-related facilities, special youth groups, special school curricula, and others.

The technical assistance to be provided and made available to community groups and juvenile agencies can be integrated into the regional center concept through the establishment of resource center facilities. The staff generally will not be special in either case, except for one coordinator. Overall, individual staff members will function in several capacities, each responding in their particular specialty to requests for technical assistance or for engagement in the resource center program.

Out-Reach Programs - Although the majority of the programs established in the community will originate from community groups or juvenile justice agencies, there will be a situation in which successful programs developed in the regional centers should be initiated by the center staff. This would probably be a situation in which the center staff would locate appropriate facilities, such as a church basement, start the program, such as counseling for children of alcoholic parents, train community volunteers in the program techniques, and then turn the program over to some community group.

Evaluation - Along with the technical assistance and research and out-reach services provided by the resource center there should also be a mechanism for providing on-going evaluation of existing programs in the Region. A formal policy should be established which would require all programs to be periodically evaluated by the center staff. This can be facilitated by gauging the effect of the programs on the youth who are placed in the centers. Their effect can be measured from an analysis of the impact which the programs had on those institutionalized youth in the center. The evaluation reports should be submitted on a confidential basis to juvenile judges and the Region I Criminal Justice Planning Board.

#### DISCUSSIONS OF INDIVIDUAL JURISDICTIONS

In the sections which follow there are discussions of each jurisdiction and its juvenile justice system. The major intent of the discussions is to provide "hard" data where it was obtainable on each stage in the juvenile justice system to indicate the severity of the problems as well as the possible impact of programs suggested for consideration. The discussion of the suggested programs will accomplish two objectives: acquaint local officials with the possible new programs and their impact; and, provide the Consultant with a better sense of the limitations or expansions which should be introduced. The exchange of viewpoints was used by the Consultant in completing the program and facilities recommendations.

It should be understood that estimated effects of the program recommendations, where applied, were developed to show possible effects on the needs for programs and facilities.

St. Joseph County

The system model and supporting statistics developed for the St. Joseph County juvenile justice system identify areas where increases in existing programs or new programs could improve the performance of the major components of the system. Conclusions and recommendations drawn from the research, utilizing the material already presented, are discussed in the following sections.

1. Delinquency Prevention

Considering the reported statistics for the major law enforcement agencies in the County (South Bend P.D., Mishawaka P.D., St. Joseph County P.D.), it is indicated that over the last two years there has been a substantial decrease in juvenile arrests throughout the County. This decrease can be attributed to a number of factors currently affecting the rate of delinquent activities. Predominant among these factors would seem to be the delinquency prevention programs currently operating in the urban areas of South Bend and Mishawaka. The neighborhood police-liaison program, utilizing officers who have received extensive training in juvenile problems, has been credited with substantially lowering the rate of first offenders entering the system. The Big Brothers program, serving as an effective diversion program, also contributed to the recent drop in juvenile offenders. Other programs affecting the arrest rate include increases in recreational and job placement programs in the Model Cities area, crime prevention programs such as the "Lock-Your-Car", "Safe-Guard-Your-Home" and the "Crime Alert" programs, and the increase in the number of juvenile probation officers with the use of the intern program. The exact effect of each of these programs can only be estimated, but the total effect was a reduction of 24.7% in South Bend P.D. juvenile arrests between 1970 and 1971 and a reduction of 14.2% in the number of Mishawaka P.D. juvenile arrests during the same period.

There are a number of new programs which could potentially further reduce the number of juvenile arrests. Among the most promising of these could be the Youth Services Bureau which is in the initial planning stages in St. Joseph County and has not yet had an appreciable effect on the juvenile arrest rate. The principal effect of the Youth Services Bureau would be the diversion of the first offender to an effective treatment program which, it is assumed, would have the effect of reducing recidivism. Since over 50% of the total juvenile arrests in St. Joseph County are repeaters, it would seem essential that a major portion of the future prevention programs be focused on effective treatment of the first offender. Programs aimed at this area would include Big Brothers, Volunteers in Probation, and other one to one treatment programs.

Other programs could be aimed at specific juvenile problem areas which have either not shown a substantial decrease or have shown an increase. Those that were identified during the analysis of the arrest data include: auto thefts, vandalism, burglaries, assaults and runaways. The problems of auto theft and burglary are, in many cases, opportunity type offenses and can basically be reduced by a two-prong attack on the problem. First, a continuation of the harden the target programs such as those already mentioned ("Lock-Your-Car" and "Safe-Guard-Your-Home") and the trend towards factory installed security devices in cars will decrease the auto theft problem. Second, the establishment of alternative activities, supported by the police or the community, such as drag strips, car clubs, etc. would aid in distracting the youthful offender from these type of offenses. Other programs which could be utilized would be joint-agencies task forces, which are highly publicized, aimed at the specific offenses of burglary and auto theft. The Consultant has estimated that these efforts could reduce the auto theft and burglary offenses by 25-40%. The problems of vandalism and runaways can best be handled through referral to the Youth Services Bureau of the first and second offenders. The Youth Services Bureau, when in full operation, could potentially decrease repeaters of these offenses through diversion to suitable community resources. It should be noted that the recent trend of runaways can, in many ways, be viewed as a youth culture phenomenon which may peak out with a few years and drop without any need for increased programs aimed at eliminating the problem. A further impact may be in the "decriminalizing" of certain cases as in the establishment of hostels.

The total effect of the expansion of existing programs and the establishment of the crime-specific programs could be a decrease of 15-25% in the number of juvenile arrests.

2. Initial Contact Release Programs

Analysis of the data relating to those juveniles who are held after initial contact with law enforcement agencies reveals that there is presently a high use of diversion programs with less than 22% of all arrested juveniles being detained in the Parkview Detention facility. Although this is a low level of detention, it should be noted that only 44% of those detained are repeaters, which seems to indicate that too many first offenders are being held unnecessarily. There are two areas where this rate of incarceration might be improved. The first would be an increase in the involvement of the Youth Services Bureau. As previously noted, the fully operational Youth Services Bureau will have a number of alternatives at its disposal. Its aim will be to provide access to community resources thereby reducing court referrals and/or institutionalizing. The second program area for reducing

the number of detained juveniles could be the establishment of group homes. The group homes could function as shelter care facilities for juveniles who, because of family or school problems, have no other place to say other than a detention facility. It is estimated that with these two programs the number of juveniles who have to be detained could be reduced to 10-15% of the total number of arrested juveniles.

3. Intake

As with the other components of the juvenile justice system, the number of juveniles being referred to the courts through the probation office have shown a marked decrease in the last two to three years, but at the same time the number of first offenders who have been referred have not been appreciably lowered. It is anticipated that the Youth Services Bureau will provide resources to which police and probation can divert a substantial portion of the first offenders and a number of second and third offenders for the lesser offenses. The number of juveniles, therefore, on whom petitions of jurisdictions are filed, will be reduced to include only the more serious and chronic offender. Under the existing system, the probation department in St. Joseph County is utilizing a wide range of alternatives to court action in dealing with juvenile referrals. This is evident in looking at the statistical breakdown for the actions taken on referrals: only 8.2% of the total referrals went through an official court hearing; 30.5% were referred for information only. With the development of the Youth Services Bureau, there could be a decrease of approximately 50% in the number of official petitions for jurisdiction and there could, therefore, be one-half the referrals to the probation office. The reduction in the number of lesser offenses will permit the probation officers to devote greater attention to the more serious offenders.

4. Post-hearing Disposition

The model indicates that commitments to the State institutions are not out of proportion to the number of present referrals, and the court lacks a number of dispositional alternatives. Presently, the only major options open to the court are official probation, dismissal, waiver to Criminal Court, and commitment to either a State institution or some private institution. At present only 1.7% of the total referrals to the court are committed to either of the institutional alternatives. In an attempt to increase the number of alternatives, there are in existence, or in planning stages, four group homes in St. Joseph County. These group homes would provide treatment for delinquents who do not exhibit extreme behavioral problems. There is also a need for a treatment center which would provide a level of security for those delinquent youth who could not function in a group home but who, at the same time, would not benefit from

commitment to a State institution.

It is estimated that at least 75% of those juveniles who are committed to either the private or State institutions could be treated at the local or regional level through the use of a regional treatment center and group homes. Approximately 60% of these juveniles who are treated at the local level would require treatment in a regional treatment center. After an average stay of three months, they would then be referred to either the more open group homes or to some one-to-one intensive treatment program such as Volunteers in Probation, Big Brothers and Big Sisters, or Foster Parents. These types of programs would also be utilized in some cases where official probation is ordered.

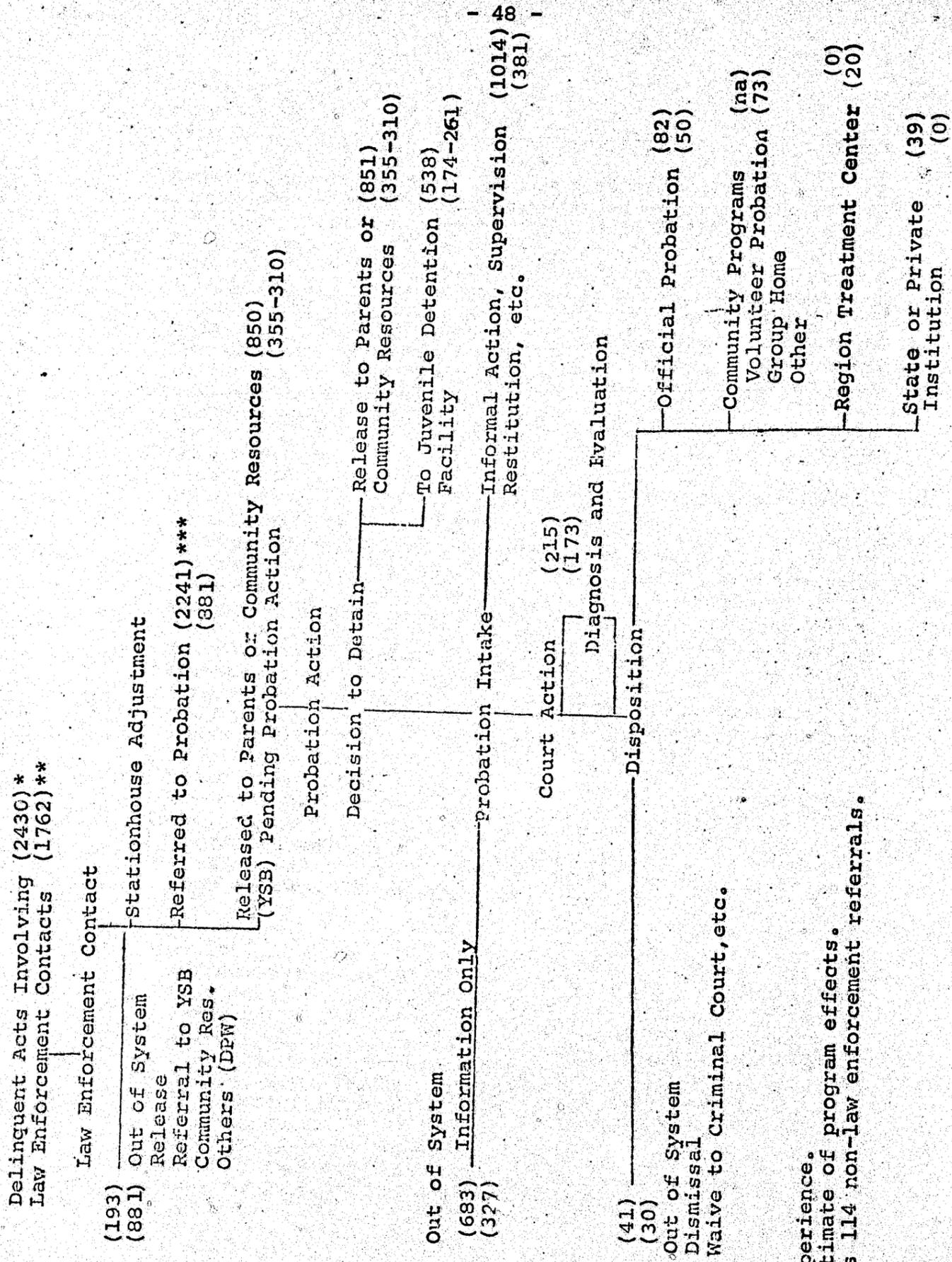
5. After-Care

As already stated, a high percentage of the juvenile arrests in the County are recidivists. Although the data was not available on the number of juveniles who were treated in a State or private institution and re-arrested after release, it can be assumed that the number would be substantial. Although it is presently the responsibility of the State parole agency to provide supervision of the juvenile after release, it is essential that community, law enforcement and probation and court programs be developed which aid in the reintegration of the juvenile into the community.

The group residence centers which were proposed above could be used effectively as half-way houses for the returning juvenile. With the development of the regional treatment center, there will be a close inter-relationship between the group residences and the treatment center, which will ease the transition between the centers and the residences.

The development of the Project Re-entry program, which was discussed earlier, could have a major impact on the number of recidivists. This program would attempt to marshal a wide range of community programs to aid the youth in finding employment and housing, if required, and would attempt to get him involved in community programs. Self-help groups for former offenders could also be effectively used in decreasing recidivism.

The essential element in the after-care process, like the other phases of juvenile justice, is the heavy involvement of the community in the development and operation of programs.



JUVENILE JUSTICE SYSTEM MODEL  
ST. JOSEPH COUNTY

\*1971 experience.  
 \*\*High estimate of program effects.  
 \*\*\*Includes 114 non-law enforcement referrals.

Elkhart County

The juvenile justice system in Elkhart County has two sub-systems, one in Elkhart City and one in Goshen, with a court and probation officer in each. The Elkhart City sub-system is by far the largest, accounting for 75-80% of all juvenile arrests in the County. The following discussion presents findings and recommendations for each of the sub-systems.

1. Delinquency Prevention

The majority of the juvenile arrests which are processed through the Elkhart City juvenile justice sub-system originate with the Elkhart City Police. Analysis of their arrest data indicates a very high percentage of status offense arrests for 1971. These minor offenses (runaways, curfew, truancy, and ungovernable) represented nearly 50% of the total arrests. The reasons for this high rate of arrest can be attributed to a number of factors. First, there has been a substantial increase in the size of the police department over the last few years, which has allowed for extensive night time coverage. Since, in most cases, the status offense arrest is a result of direct police officer observation, the greater number of officers in the field will result in a greater number of arrests. Second, the high arrest rate indicates that there is not an extensive use of street adjustment. Third, it could also indicate that there is not a number of alternatives to arrest or that the alternatives that exist are being under-utilized. Other offenses which are indicated as problem areas are burglaries, vandalism, assaults, and narcotics. An examination of the arrest trends over the last three years revealed the above offenses and the status arrests have accounted for increases experienced over this period. Other offense categories have either decreased or stabilized.

Arrest statistics for the sub-system in Goshen including arrests by the Goshen City Police and that portion of the County arrests referred to the Goshen sub-system indicated that those trends and problem areas which were evident in Elkhart City are the same for the smaller sub-system.

The types of programs which could effectively reduce the number of delinquent activities and, therefore, the arrest rate, can be divided into three categories: crime specific or "hardening the target" programs; those programs aimed at redirecting juvenile activities away from delinquent acts; and those treatment programs aimed at reducing recidivism.

The crime specific programs would be most applicable to reducing the incidence of burglary, auto theft, shoplifting, and vandalism. Included among these types of programs would be the "Lock-Your-Car" and "Safe-Guard-

"Your-Home" public information campaigns. Increased lighting and alarm systems in schools and other frequently burglarized or vandalized areas would also aid in the reduction of these types of offenses.

Redirection programs including recreational facilities, job placement, police or community-supported car clubs and drag strips can all be used to redirect the activities of local youth. Based on the high number of status offense arrests, it would seem to indicate a need for these types of programs to provide places other than the street for juvenile activities.

Treatment programs such as Big Brothers, Volunteers in Probation, and Foster Parents, which have shown success in other counties and in other states in reducing the rate of recidivism, could be implemented in both Elkhart and Goshen. Since a substantial number (32%) of the juveniles arrested are repeaters, any program which reduces recidivism will aid in reducing total delinquency rates in the County.

The school liaison program which is presently in operation in Elkhart County should also have some effect in the next few years in decreasing lesser offenders entering the system, principally through the increased understanding of juvenile problems and the police role in society which will result from this interaction of the officers and the students.

The full effect of the total range of programs on the rate of juvenile arrests can only be based on an examination of other counties with similar programs. This examination would seem to indicate that in both sub-systems status offense arrests and arrests for lesser offenses such as vandalism could be reduced by 50% with the institution of the programs listed above. Part I offenses such as burglary and theft (shoplifting especially) could be reduced by 15-20%.

2. Initial Contact Release Programs

The systems model developed for the two sub-systems indicate that the law enforcement agencies are diverting completely from the system a substantial number (62%) of arrested juveniles through stationhouse adjustment. They are also diverting about 50% of those referred to probation through release to their parents. Only 22% of the total arrested juveniles are detained over eight hours. Based on the high number of stationhouse adjustments, it would seem to indicate that there could potentially be more street level adjustment.

The concept of diverting at the street level is an essential one in terms of reducing the flow of juveniles

into the system. With lesser or status offenses the question of the necessity of filing an arrest record or bringing the youth into the station must be analyzed in terms of the benefits to the youth and the community. On first offense curfew, truancy and, in some cases, liquor law violations, it would seem that a street adjustment would be more effective in terms of allocation of juvenile justice personnel.

The expanded use of the existing Youth Services Bureau in Elkhart would also aid in reducing the number of official arrests. This would be most effective for the first and second offender in the lesser offense areas such as status offenses. To effectively use the existing Youth Services Bureau, it is necessary to have cooperation between the Youth Services Bureau, the law enforcement agencies, and the court.

Street adjustment and other similar diversion procedures can be instituted principally through the development of a juvenile officer training program which helps the individual officer to know the available diversion programs and when and how to utilize them as alternatives to arresting and booking the youthful offender. This could be effectively done by the use of workshops.

Although the number of juveniles who are actually detained is not excessive when compared with other counties in the Region, it was estimated that there could be further reductions. In order to determine how much of a reduction is possible, the commitments into the County Detention Home were examined.

This analysis of the types of offenses for which juveniles were detained, for a six-week period, in the new detention facility in Goshen\*, indicates that the majority are held for being runaways and for lesser offenses such as intoxication, curfew, and truancy. This presents some question as to the criteria being used for detention. It would also seem to indicate that there is possibly a need for expanded use of shelter care facilities to replace the need for a hard-secure facility for those juveniles who are held mainly because of a lack of other shelter which could accommodate them. Presently there is in operation an emergency care center in Elkhart City, but based on the statistics from the detention facility, it is not being utilized as much as it could. It is estimated that only 10-15% of the total (adjusted) arrests would require detention housing.

\*This facility serves as the detention center for both the Elkhart and Goshen courts.

3. Intake

Because of the difference in the size of the two sub-systems, there is a difference in the method of processing juveniles through the probation department. The Goshen sub-system is a one-man operation with the individual also having responsibility for adult probation. Because of this limitation on available resources, there is more of a reliance on official court action in Goshen than is indicated in the Elkhart probation department. In Goshen 40% of the referrals were petitioned to court as compared with 30% in Elkhart. This difference becomes more obvious in light of the fact that a greater percentage of the total referrals are the more serious Part I offenses in Elkhart than in Goshen. This would all seem to indicate a need for more community resources, such as Big Brothers and Big Sisters, Volunteers in Probation, and Foster Parents, to divert the youthful offender before petitioning to court. An attempt should be made to extend the existing Youth Services Bureau in Elkhart to include resource development in Goshen. It is estimated that this type of resource development would decrease court hearings by 20%.

4. Post-hearing Disposition

The two models identified two problem areas in the post-hearing dispositional process. First, the Goshen Court has a very high commitment rate to state institutions in comparison with the Elkhart Court and other courts in the Region. Approximately 30% of all juvenile hearings result in commitments to State facilities. In Elkhart the rate of commitments is 14%. Second, the Elkhart Court is utilizing a non-official supervision in many cases. Although this informal supervision is similar to that used in lieu of petition to court, it is after a court hearing. The major need is for some form of community-based program such as a group home for those juveniles who cannot be placed back in their former environment. Also, there is indicated a need for an expansion of the intensive probation program and the development of the one-to-one relationship which can be developed through the use of Big Brothers and Sisters and the Volunteers in Probation programs.

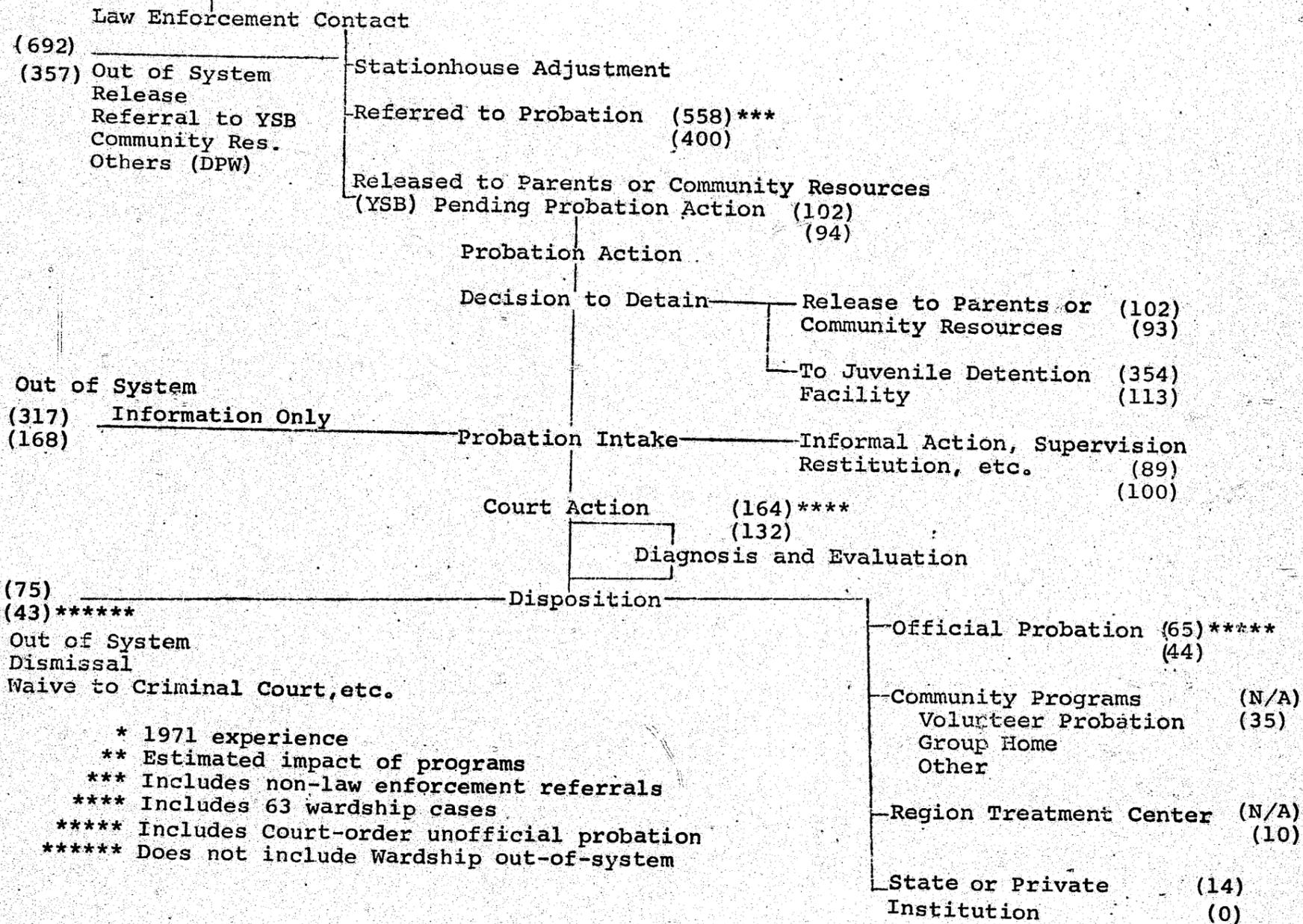
It is estimated that 70-80% of the commitments in the Circuit Court in Goshen and 65-75% of the commitments in the Superior Court in Elkhart could be treated in either a community-based program such as group home or in a regional treatment center in concert with community-based programs. It is estimated that 40% of these community-treated youths would require some treatment in the intensive setting of a regional treatment center for some period before being placed in more open community programs.

The decrease in the number of referrals to the probation department is not expected to have a decreasing effect on the number of petitions for court hearings. The principal reason for this assumption is that those who are currently going to a formal court hearing are the most serious offender or the chronic recidivist. It is, therefore, assumed that this will continue in terms of the present number going before the court.

5. After-Care

As discussed in the preceding section, there is a need for the development of community programs which aim at easing the problems of the juvenile who is released from the treatment centers or State institutions. The use of group residences as half-way houses and the initiation of the Project Re-entry program can be effective in this process. Intensive one-to-one relationships such as can be offered by community volunteers can do much to reduce the number of recidivists. Continuing community involvement and concern for these returning youths serves to enhance the availability of the reintegration options and serves as a basis for juvenile participation in community programs.

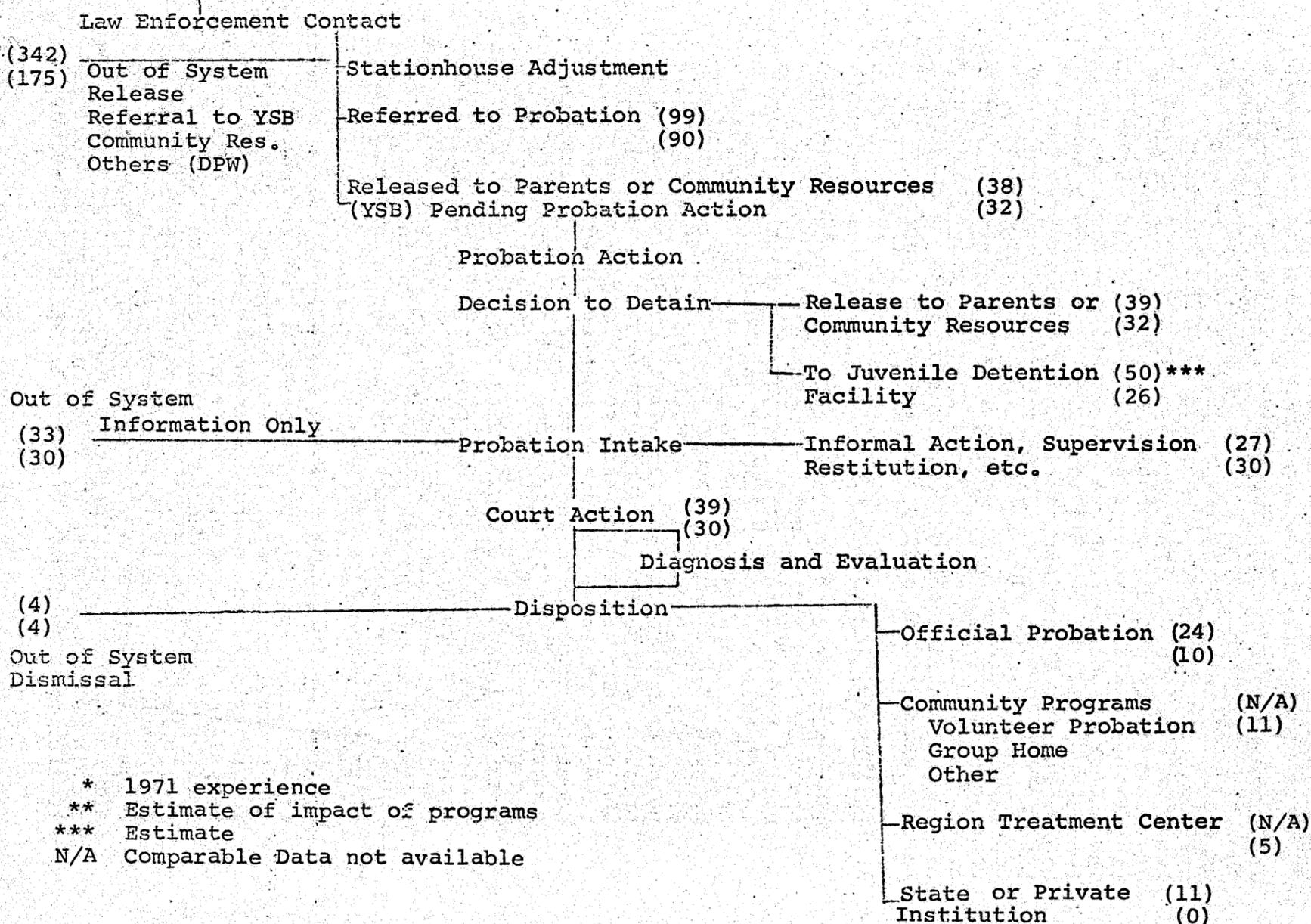
Delinquent Acts Involving (1261) \*  
 Law Enforcement Contacts (757)\*\*



54

JUVENILE JUSTICE SYSTEM MODEL  
 ELKHART - ELKHART CITY

Delinquent Acts Involving (441)\*  
 Law Enforcement Contacts (265)\*\*



55

JUVENILE JUSTICE SYSTEM MODEL  
 ELKHART-GOSHEN CITY

LaPorte County

The systems model and the supporting statistics indicate that the most significant feature of LaPorte County is the existence of two quite divergent juvenile justice sub-systems. The sub-system associated with the Superior Court in Michigan City can be characterized by a low number of referrals by police to probation. The sub-system in LaPorte has a high number of police and probation referrals. The number of police contacts are relatively the same in the two sub-systems but the Michigan City Police use a much higher rate of street and stationhouse adjustments. In LaPorte a very high number of police contacts are referred to probation. The number of referrals from probation to court are characterized as follows: in LaPorte the probation staff dispose of 94% of all cases referred while the Michigan City probation disposes of 79%. The programs recommended for LaPorte stem from an analysis of these two systems.

1. Delinquency Prevention

The analysis of 1971 arrest statistics reported by the Michigan City Police and the LaPorte City and County Police revealed that total juvenile arrests were high in comparison to other similar jurisdictions within Region I. This is evident despite the existence of considerable community resources to identify and deal with juvenile problems. In Michigan City there exists neighborhood youth centers, Direction Sports, job corps program, church and community-sponsored youth centers and programs, YMCA programs, counseling services, tutoring programs, children's theater, Head Start, scouting, recreation and crafts programs, job training programs, shelter care programs and police-school liaison and public relations programs. In LaPorte City, community programs include a Juvenile Aide Society, Youth Services Bureau, Neighborhood Youth Corps, Big Brothers, church-sponsored youth programs, the LaPorte Youth Advisory Commission, and school counseling and recreation programs. A major step toward the prevention of delinquency must be the further development, strengthening and coordination of these community resources.

Arrests were analyzed by crime category to determine what effect crime specific programs would have in reducing the overall crime rate. Serious delinquent acts identified for potential reductions included burglary, larceny and vandalism which accounted for most arrests in this category. Increased target hardening programs such as "Crime Alert" and "Safeguard Your Home" could reduce burglaries by an estimated 20%. Shoplifting offenses can be reduced by collective merchant action in reporting offenses and strengthening store preventive programs. These programs should be supplemented by information programs designed to increase the public's awareness as to the serious

nature of the crime. Vandalism offenses are widespread. Preventive programs should emphasize the development of youth involvement programs and restitution by parents. The effect of programs recently initiated, such as the Neighborhood Youth Corps and expanded school programs, is not yet recorded. With the development of other programs such as Boys and Girls Clubs, Big Brothers and Sisters, and police activity leagues, these offenses might be reduced by an estimated 20-30%.

Status offenses represent the most serious problem as related to overall arrests. Runaway, curfew and liquor law violations comprise the majority of these offenses. Preventive programs for delinquent acts of this nature should be directed toward crisis intervention. The establishment of open youth counseling and education programs, homes, shelter care programs, and family counseling directed at providing the youth or family a resource in increasing the family's potential to deal with personal and family-related problems is an essential element in the overall crime prevention program. The establishment of a Youth Services Bureau as a referral source for this type of community aid, and police training programs designed to increase police awareness and effectiveness to act in a referral capacity, are potential crime prevention programs. Status offenses could potentially be reduced by an estimated 10-15%. This projected reduction is based, in part, on the assumption that the high rate of runaways will continue to reflect the effects of a cultural phenomena which, if culminated, would result in a further substantial reduction of status offenses.

The development of referral services and community resources should have an impact on the overall crime rate in LaPorte County. The existence of these special programs would supplement the current stationhouse adjustment by providing alternatives specifically designed to deal with both potential first and repeat offenders. The recidivism rate should drop with the implementation of programs aimed at identifying potential and existing problems and corresponding treatment programs. These programs combined with crime specific programs could reduce the overall arrest rate in LaPorte County by an estimated 20-30%.

2. Initial Contact Release

The high rate of referrals to the probation department in the LaPorte sub-system is characterized by an over-reliance on the courts as compared to the greater reliance on street and stationhouse adjustments in Michigan City. The development of community referral sources combined with law enforcement training and public information programs designed to reorient concepts to the diversion

of many status offenses from the system would have a marked impact on the number of youths arrested, detained and referred to probation. This is particularly evident in LaPorte. It is estimated that the overall detention rate could be reduced by 60-70% with the development and strengthening of prevention, custody release and shelter care programs. Existing foster care and group homes must be made available for placement of delinquent youth. The intervention of a referral service such as the Youth Services Bureau or other similar agency in the juvenile justice process would reduce reliance on court action and costly detention facilities. This is particularly true in the LaPorte sub-system which presently does not use the existing Youth Services Bureau in a role corresponding to the advantages to be derived. Michigan City's lack of a community referral function would likewise benefit from the expanded reliance on existing and potential community program resources.

3. Intake

One of the more apparent discrepancies between the two juvenile justice sub-systems in LaPorte County is reflected in the policy regarding referrals to the probation department. The LaPorte City Police rely almost exclusively upon the probation department for dispositions while in Michigan City police dispose of 41% of their arrests by stationhouse adjustments. In LaPorte only 6% of the police referrals resulted in formal court action. Michigan City court dispositions represented 21% of the total number of referrals to the probation department. The total number of referrals in both jurisdictions resulting in release with no form of supervision was 591 or 42% of the total probation department caseload. These cases could be effectively handled by other community agencies through the establishment of a referral system utilizing the Youth Services Bureau or other community agency or program. In this manner, problem identification and referral services could be provided at a level which is best technically, professionally, and socially suited to the needs of the youthful offender. Expanded law enforcement and Youth Services Bureau personnel training and public education programs will be required to develop the potential for increased volunteer, street and law enforcement referrals. Reduced caseloads would enable the probation department to provide a greater degree of assistance to repeaters and the serious first offense problems. The estimated effect of reoriented procedures and accompanying programs would be an estimated 50-60% reduction in the number of law enforcement and other referrals to the probation department.

4. Post-hearing Disposition

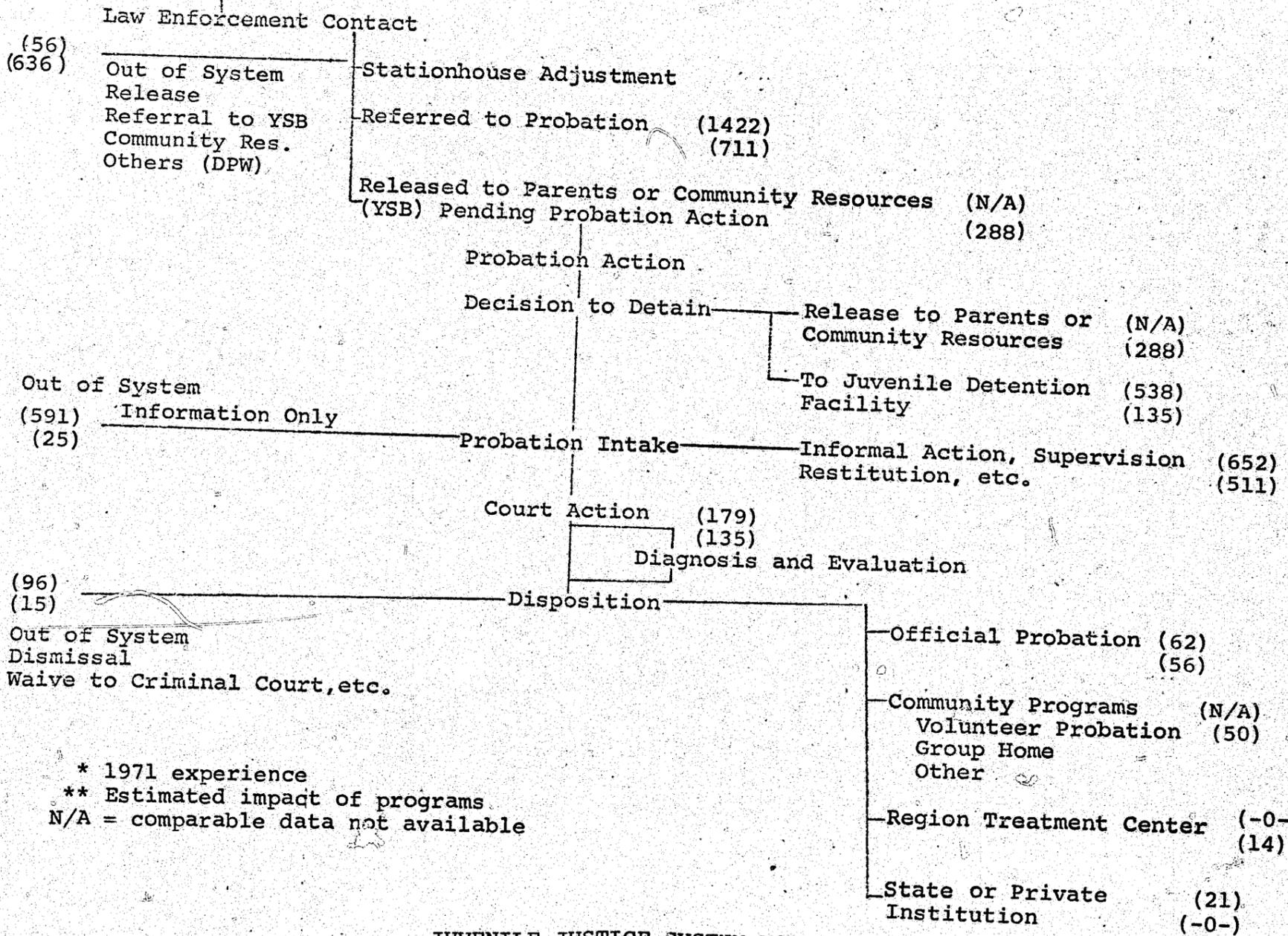
The present inadequacy of community treatment and referral programs has resulted in an overreliance on private and

State institutions for rehabilitative services. The disproportionate referral rate to the probation department in LaPorte further limits the capability of the probation staff to provide extensive probation services which, in combination with community resources, could reduce recidivism which is a major factor in the decision to commit juveniles to State and private schools. Michigan City would benefit similarly from a reduction in the number of overall referrals to the probation department. The expansion of probation intern programs and the development of volunteer probation services and probation subsidy programs are representative of a number of programs which could be utilized in an effort to expand community treatment programs and concepts in both sub-systems. It is estimated that these programs could reduce the current commitment rate to State and private institutions by 75%.

The majority of youth requiring specialized treatment should be referred to a regional facility where a multitude of programs and gradients of treatment would be available. These rehabilitative programs would range from custodial programs to outpatient and outreach programs designed to permit some youth to live within their own community while undergoing some form of treatment. The existence of this resource would also serve as a resource center for probation and community programs serving all youth. In this manner, the entire juvenile justice system would benefit from a regional center through the support services provided.

Another common problem confronting LaPorte County is the lack of programs designed to reintegrate the youthful offender into the community. A concentrated effort should be undertaken to insure the existing educational, counseling, social services and employment opportunities are fully developed to support shelter care and other volunteer programs in the successful reintegration of youthful offenders into the community. This could be accomplished through the use of group residence centers and the development of Project Re-entry.

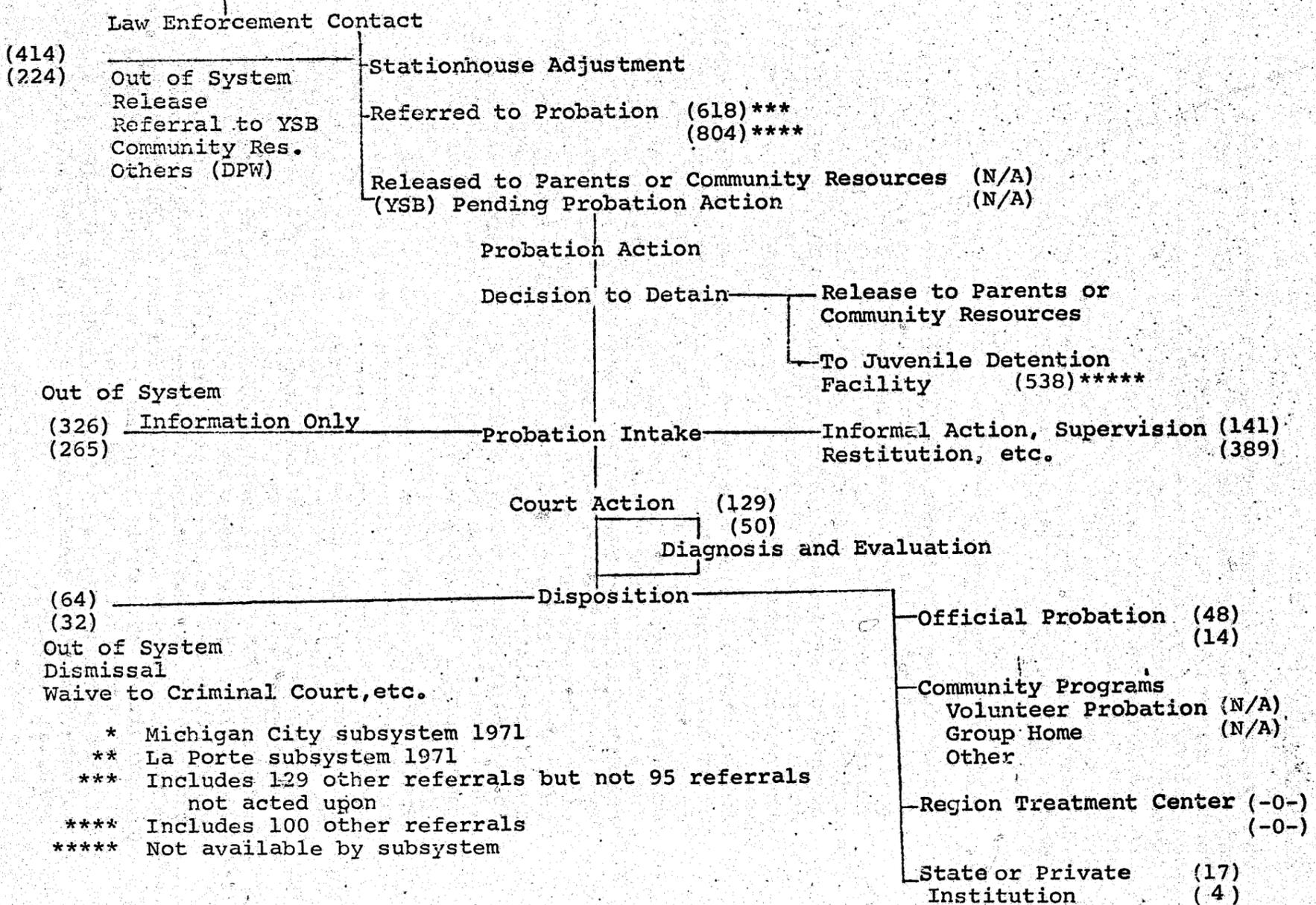
Delinquent Acts Involving (1926)\*  
 Law Enforcement Contacts (1347)\*\*



\* 1971 experience  
 \*\* Estimated impact of programs  
 N/A = comparable data not available

JUVENILE JUSTICE SYSTEM MODEL  
 LA PORTE COUNTY

Delinquent Acts Involving (998)\*  
 Law Enforcement Contacts (928)\*\*



\* Michigan City subsystem 1971  
 \*\* La Porte subsystem 1971  
 \*\*\* Includes 129 other referrals but not 95 referrals not acted upon  
 \*\*\*\* Includes 100 other referrals  
 \*\*\*\*\* Not available by subsystem

JUVENILE JUSTICE SYSTEM MODEL  
 LA PORTE COUNTY SUB-SYSTEMS

Porter County

The system model and the supporting statistics indicate the major problem confronting the juvenile justice system in Porter County is the lack of community resources for use by the police and probation as alternatives to court action on every juvenile incident. The lack of these resources has created heavy probation caseloads characterized by a high number of unofficial dispositions. The programs recommended are designed to dispose of the bulk of the minor status offenses without referral to court. This would free the court for the more serious cases and avoid the possibility of some undue stigmatization.

1. Delinquency Prevention

Porter County reported a slight reduction in total arrests from 1970 to 1971. The reduction can be attributed, in part, to the effects of a concentrated police-public relations program initiated by the Portage Police Department which reported a 23% decline in arrests for 1971. Part I arrest rates were the lowest for any comparable jurisdiction in Region I, while status offenses were numerous following the general trend evidenced in other counties.

Arrest statistics were analyzed to identify serious problems or trends which could be significantly reduced or altered by crime specific programs and the development of increased community programs. Despite the low overall arrest rate for serious offenses, larceny continues to be a definite problem accounting for 60% of the serious offense arrests reported. Any further reduction in the level of serious offense arrests will depend upon the ability of the community to deal with the problem of larceny offenses such as shoplifting and petty theft. Uniform reporting and crime specific programs including crime alert, harden the target, and education programs could result in an estimated 20-30% reduction in larceny offenses.

Status offense arrests were numerous, with curfew, runaway, and liquor law violations accounting for the majority of reported arrests. Presently, community resources are not geared to cope with these offenders. With the exception of curfew violations, the police presently refer most of these cases to the probation department. The majority of status offense arrests could be referred to community programs given their development. Foster care, youth counseling, Big Brothers and Sisters, Volunteer Parents, group homes and police-public relations and training programs are resources and programs whose implementation would assure more appropriate police and community responses in providing effective programs for dealing with delinquent youth. The creation of a volunteer youth action or Youth Services Bureau function in Valparaiso and Portage is needed to coordinate the development of youth action programs and referral services.

It is estimated that overall arrests could be reduced from 20-25% given (1) the development of police-school liaison and public information programs similar to the successful programs in Portage; (2) the establishment of a self-referral, or volunteer crisis intervention resource for juveniles seeking relief from some problem; (3) the expansion of such programs as the Porter County Drug Abuse Advisory Council, YMCA, Porter County Guidance Clinic, foster care boys clubs and school counseling, recreation and skills development programs; (4) police education and training programs to improve the capability of police to identify juvenile problems and make street adjustments and referrals; and (5) the development of group homes, foster homes, Big Brothers and Sisters, Volunteer Parents, alcohol education programs, University-sponsored youth programs and activities, youth centers, police activity leagues and, in the long-run, child care and pre-school programs.

2. Initial Contact Release

Twenty-five percent of all juveniles arrested are detained for periods exceeding twenty-four hours despite the reluctance of the court to grant such permission. The majority of those detained have been charged with status offenses, primarily due to the lack of a community referral and shelter care programs. Detention of juveniles in the County jail for these types of violations is not warranted except for special circumstances. Those who must be detained could be transferred to a regional facility with proper facilities, or housed in a separate section of the County jail. The referral process and resources recommended as potential delinquency prevention programs should serve to limit the number of juveniles arrested, detained or referred to the probation department. Detention would be reserved for those who, due to circumstances, would not qualify for custody release, release on recognizance, or shelter care. The development of a referral process supported by a range of custody release, shelter care and community treatment sources would, if implemented, permit a 60-70% reduction in present detention rates.

3. Intake

Law enforcement referrals to the Porter County Probation Department accounted for nearly one-half of all juvenile arrests reported for 1971. Seventy-five percent of these cases were disposed by unofficial action such as admonishment or informal supervision. A referral process at the community level, administered by a Youth Services Bureau or other similar program, could effectively refer the majority of law enforcement and other referrals to a variety of resources for disposition.

It is estimated that such a referral process would reduce total referrals to the probation department by 50-60%

resulting in the expanded capability of the probation staff to provide services to those youths involved in more numerous and serious delinquent acts or dependent and neglect cases. It could also serve to avoid the stigma which, in some cases, may attach to a youth who has committed a minor infraction which should not be considered.

4. Post-hearing Disposition

Of the 137 juvenile cases before the court in 1971, 25 were institution dispositions and the remaining were placed on official probation or wardship. Seventeen of the institutional dispositions were commitments to State training schools. This relatively high rate of commitments can be partially attributed to the present lack of alternative treatment programs within the community or Region. This form of community-based rehabilitation capability is an essential element of the juvenile justice system and may take many forms including some form of probation, referral to counseling services, or other programs and varying degrees of involvement in regional treatment programs. The reduced referral rate to the probation department from law enforcement and community sources can greatly strengthen the probation functions as a community treatment resource.

Based on an analysis of 1971 commitments, it is estimated that the establishment of a regional facility would serve the needs of 75% of the youth presently referred to State and private institutions. The development of community prevention and treatment programs should result in a corresponding decline in commitments to a regional facility.

Additional community programs and resources must be developed to aid in the process of reintegrating youthful offenders into the community. Presently no such programs exist. Education, counseling and employment resources must be expanded to meet this need. Social services and community volunteer programs could provide valuable support services in this general area.

Delinquent Acts Involving (792)\*  
Law Enforcement Contacts (594)\*\*

Law Enforcement Contact

Out of System Release  
Referral to YSB  
Community Res.  
Others (DPW)

(60)  
(356)

Stationhouse Adjustment

Referred to Probation (553)\*\*\*  
(238)

Released to Parents or Community Resources (N/A)  
(YSB) Pending Probation Action (89)

Probation Action

Decision to Detain — Release to Parents or (N/A)  
Community Resources (89)

To Juvenile Detention (202)  
Facility (60)

Informal Action, Supervision (208)  
Restitution, etc. (90)

Out of System  
(208)

Information Only  
(29)

Probation Intake

Court Action (119)

Disposition  
Diagnosis and Evaluation

(-0-)  
(10)  
Out of System  
Dismissal

Official Probation (112)  
(46)

Community Programs (N/A)  
Volunteer Probation (45)  
Group Home  
Other

Region Treatment Center (-0-)  
(18)

State or Private Institution (25)  
(-0-)

\* 1971 experience  
\*\* high estimate  
\*\*\* Includes 146 other referrals  
N/A = not available

Kosciusko County

The systems model identifies some characteristics of the Kosciusko County juvenile justice system which were variations from the other systems in the Region. The limitations in the available data, however, suggests some caution in drawing firm and final conclusions. First, the total number of arrests for delinquent activities was substantially lower than other counties when rates per thousand were compared. Second, the number of informal supervisions was higher in terms of the percentage of total referrals. Third, the detention rate for juveniles referred was relatively high considering the non-serious nature of much of the delinquent activities. Findings and recommendations related to the various components of the system are discussed in the following paragraphs.

1. Delinquency Prevention

As stated above, based on the available arrest statistics from the Warsaw Police Department and the County Sheriff adjusted to include other local law enforcement, the arrest rate per thousand juveniles is low compared with other counties in the Region. Of the approximately 250 juveniles taken into custody, approximately 50% originated from the City Police with the majority of the rest from the County Sheriff. There are indications that a number of less serious offenses which originate in the rural areas are processed through the local city courts and are never entered as juvenile arrests. The offense categories which are indicated from the arrest data as problem areas include liquor law violations, larcenies (especially shoplifting) and, to a lesser extent, burglaries. Status offenses such as runaways and curfew are not as substantial a problem as in the other counties. Prevention programs aimed at reducing the major delinquency problems, based on the number and type of offenses, should be implemented within the traditional institutions of the schools and the family. A police-school liaison program and parent-delinquent counseling services would be the most appropriate types of programs for this type of county.

A Youth Services Bureau, which is in the initial planning stages, would also provide the County youth with a method of working out problems through referral to available programs (Mental Health, etc.) before the problem results in delinquent behavior.

Although these types of prevention programs may have some effect on the current rate of delinquent activities it is estimated that in reality they can, at most, be expected to stabilize the present rate.

2. Initial Contact Release Programs

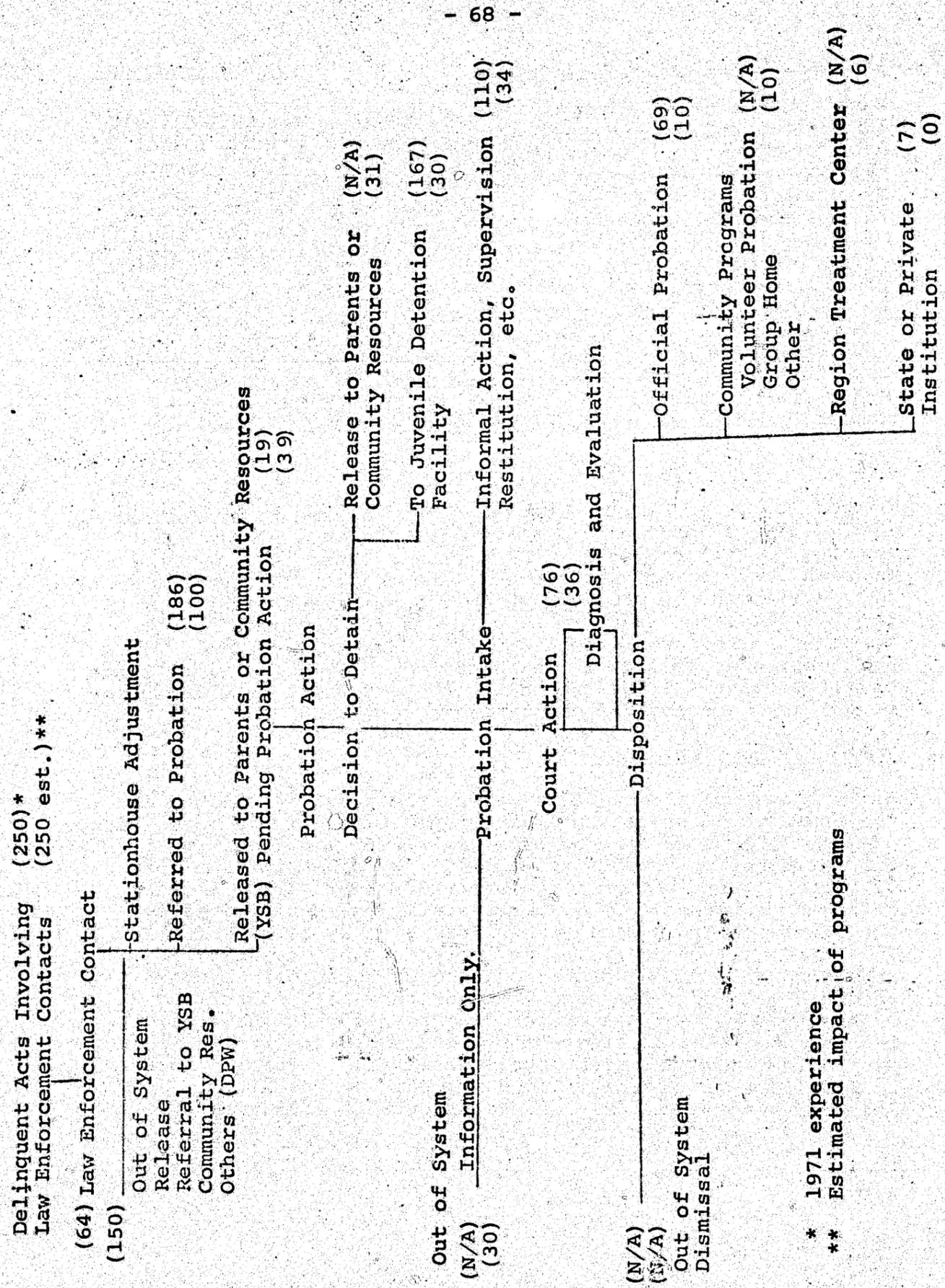
Based on the available data, it was found that approximately 50% of the total arrests are adjusted at the stationhouse. Because of the low number of total arrests, it was assumed that there are already a substantial number of street level adjustments, and that not many juveniles were being brought to the station unnecessarily. It was found, however, that of those juveniles who did not receive stationhouse adjustments, approximately 90% were detained in an old County jail without adequate provision for juveniles. This would seem to indicate the need for some form of detention alternative. The development of a Youth Services Bureau and the corresponding development of alternatives, such as emergency care or shelter care facilities to which the Youth Services Bureau could refer potentially detained juveniles, should decrease the number of detained juveniles by at least 50%.

3. Intake

Of the 186 referrals to the probation department, approximately 60% (110) are informally disposed of through supervision, warning, or other non-official action. There is a need, as with counties of the same size and characteristic, for the development of programs which the probation department could utilize to divert more juveniles from official court hearings. These would include Volunteers in Probation, Big Brothers, and others. It is estimated that with a wider range of alternatives at the intake level there would be a reduction of 40% in the number of court hearings.

4. Post-hearing Disposition

As with most of the other counties, the judge is limited in the number of dispositional alternatives to official probation, dismissal, or some form of commitment. During 1971, the Circuit Court only committed 10% (7) juveniles to some form of institutionalization. The other 90% (69) were placed on official probation. There is presently another alternative, the Riverwood Group Home, which has recently been opened. This Home will probably be used more for the juvenile who is placed on official probation because there was no other alternative other than some State or private institution. Of those committed to State or private institutions, it is estimated that at least 70-80% could benefit from a short period in a regional treatment center with later placement in some form of community-based program such as Riverwood, Big Brothers and Sisters, and Volunteers in Probation.



\* 1971 experience  
\*\* Estimated impact of programs

Marshall County

The systems model and the supporting statistics developed for the Marshall County juvenile justice system identify areas for potential improvements in the performance of the components of the system through new programs, changes or expansion of existing programs, and modification of existing organizational or procedural policies.

As with other small counties in the Region, the principal problem facing the juvenile justice system in Marshall County is the lack of trained professionals and community resources to deal effectively with the juvenile problem. The major recommendation for dealing with this lack of resources is the creation of a Juvenile Program Specialist position. This position would be held by a full-time professional who would function as a juvenile officer for the local law enforcement, a probation officer for the court, and would provide the same type of community resource development as would a Youth Services Bureau in the major counties. This individual would assist in developing programs in the schools, would initiate community involvement programs such as Big Brothers, Volunteers in Probation, and group homes. The principal effect of this type of program would be the establishment of a continuum of treatment and coordination of the various agencies which interact with delinquent youth from point of arrest through aftercare. This individual would be able to receive support from a regional team of specialists who would provide consultation on new program development and specialized treatment or evaluation.

1. Delinquency Prevention

An analysis of the 250 arrests reported by the two major law enforcement agencies in Marshall County (County Sheriff and Plymouth City Police) indicates that although there is not a substantial number of delinquent activities in the County, there has been a major increase in the number of arrests over the last two years. The exact percentage and type of increased delinquent behavior could not be determined because of a lack of recorded data. Based on estimates from law enforcement officials, the major problem areas and also the areas of increased activity have been liquor law violations, theft (including shoplifting), curfew, and possession of marijuana (harvesting the wild hemp fields). The increase in the liquor law violations can be attributed to the recent change in the Michigan State Law lowering the age for possession of liquor which has, in turn, increased the availability to County youths. It should also be noted that based on the low number of referrals to the juvenile court for possession of liquor, it would seem that most of the arrested juveniles are released to their parents with a stationhouse adjustment. This policy provides adequate controls for this status offense without excessive diversion of juvenile justice

personnel from the more serious problems. The federally-subsidized hemp plant eradication program should reduce the number of marijuana possession cases. It is estimated that with the levelling off of the liquor violations, the eradication of the marijuana fields, and the increased programs developed by the juvenile program specialist, the arrest rate will decrease approximately 15%.

2. Initial Contact Release

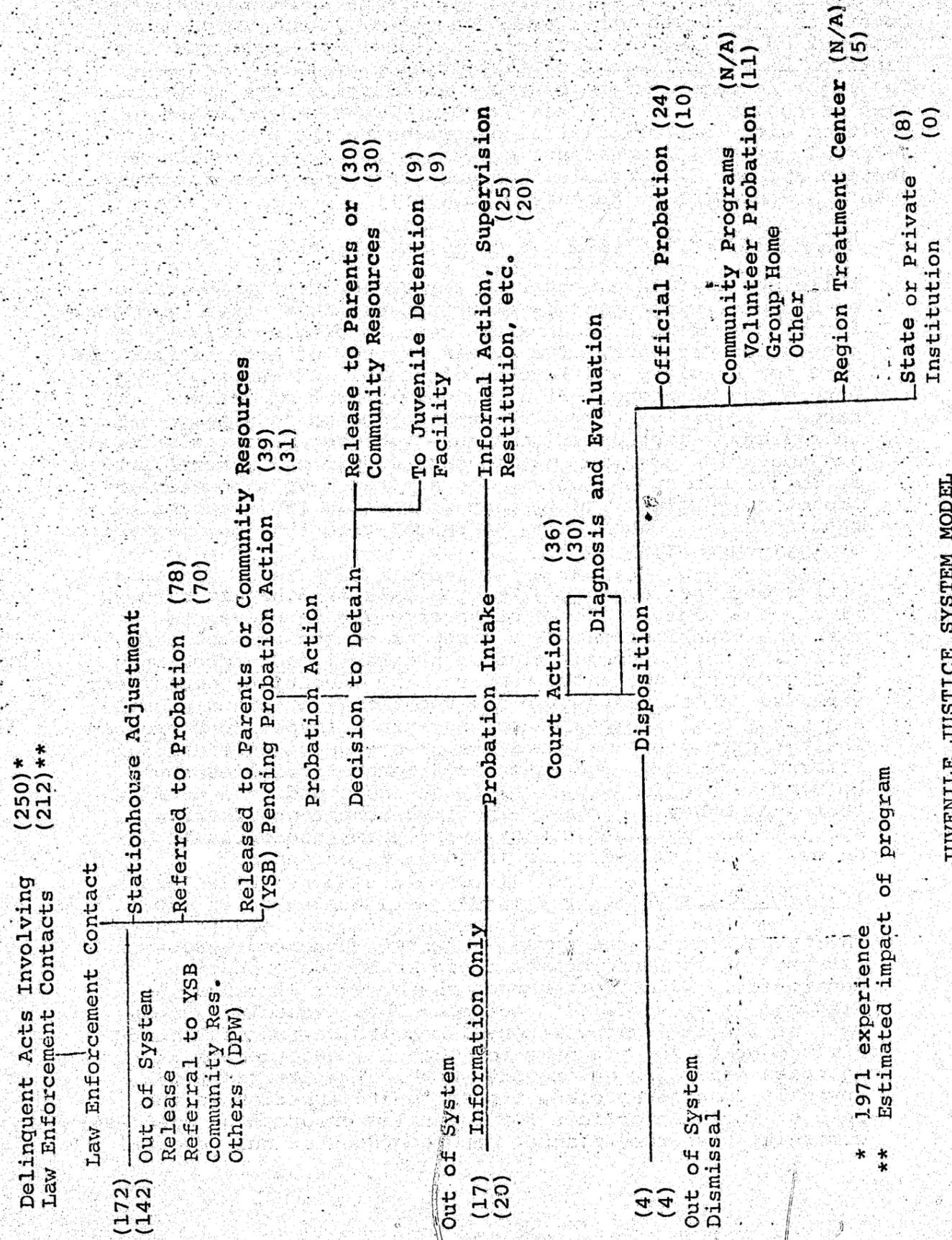
There are very few juveniles who are held in the County jail for more than a few hours. In 1971, only 3.7% (9) of the total arrested juveniles were held overnight in this inadequate jail. Since the number of detained juveniles is small and the distance to St. Joseph County is only twenty miles, this would seem to be an ideal situation for the use of regionalized detention.

3. Intake

It is suggested that the proposed new position of Juvenile Program Specialist function as intake officer to assist the present probation officer who must also cover adults. With the increased community alternatives developed by the Juvenile Program Specialist, the number of juveniles who would require a complete court hearing would probably be decreased. Presently, approximately 60% of the juveniles referred to probation are petitioned to court. With a number of alternatives available to the Juvenile Program Specialist, it is estimated that the number of official court hearings can be reduced from 60% to 20-25% of the total referrals.

4. Post-hearing Disposition

As is the case in most other small counties in the Region, the number of dispositional alternatives available to the court is limited, in the majority of cases, to official probation, dismissal, waiver to Criminal Court, or institutionalization in either the State institutions or one of the private institutions. Local treatment facilities are almost non-existent in the County and, because of this, a relatively high number of juveniles are committed to one of the State institutions. In 1971, 8 juveniles, or nearly 25% of the juveniles who were petitioned to court were committed to some institution. It is estimated that with the availability of a regional treatment center, 70-75% of these juveniles would be sent to the regional center. Because of the number of recommended diversion programs, it is likely that only the most serious cases will reach the court. The dispositions of these more serious cases will place greater emphasis on the need for closed treatment programs such as available in a regional treatment center.



\* 1971 experience  
 \*\* Estimated impact of program

Jasper County

The systems model and supporting statistics indicate that Jasper County is similar to other small counties within Region I in the lack of trained professionals and community resources to improve the effectiveness of the juvenile justice process. The major recommendation of the Consultant to satisfy this need is the creation of a new Juvenile Program Specialist position with responsibilities encompassing the prevention, referral, probation and court process within the juvenile justice system. The conclusions and recommendations for Jasper County are predicated on this need.

1. Delinquency Prevention

While the overall arrest rate for Jasper County is low as compared with other similar jurisdictions, total arrests for Part I crimes indicate the need to develop crime prevention programs. Twenty-six percent of arrests reported were for burglary and larceny offenses. Offenses of this nature can be reduced with the development of "harden the target" programs. Crime alert information programs, increased precautionary measures by homeowners and merchants, and education programs designed to inform the general public as to the serious nature of the act can have a positive impact on burglary and larceny offenses. It is estimated that a 10-25% reduction might result from the implementation of these programs.

Status offenses accounted for the bulk of other arrests within the County. These offenses might be prevented with the establishment of a range of community programs including police-school liaison programs, individual and family counseling, youth centers, law education, employment, expanded school recreation and vocational programs, boys and girls clubs, expanded college-youth involvement programs, shelter care programs, church-sponsored activities and a referral program. The Juvenile Program Specialist would be responsible for the development and coordination of these and other programs. The implementation of crime specific and expanded community programs could result in an estimated 15% reduction in juvenile offenses.

2. Initial Contact Release Programs

Thirty percent of the juvenile arrests reported were referred by law enforcement agencies to the probation department. Eighty percent of these referrals were disposed of by unofficial action. This exceedingly high rate of informal dispositions is an indication of the limited number of programs to which law enforcement agencies can refer delinquent youth. The creation of a Juvenile Program Specialist position to function in the role of juvenile officer for local law enforcement agencies, community resources planner, and coordinator and referral

officer would greatly expand the community alternatives available to the community, police and courts in dealing with juvenile problems. The development of programs such as a youth development center, a family therapy and counseling program, Volunteers in Probation, Volunteer Parents, Big Brothers and Sisters, and expanded supportive social service functions would expand the diversion potential within the community.

Detention data for Jasper County was not available in a format which could be adapted for the purposes of analysis. The detention rate utilized in the model was formulated on the basis of discussions with law enforcement and court personnel. It is estimated that the detention rate could be reduced to 10% of total arrests with the development of pre-hearing release programs such as foster homes, Big Brothers and Sisters, Volunteer Parents, and group homes.

3. Intake

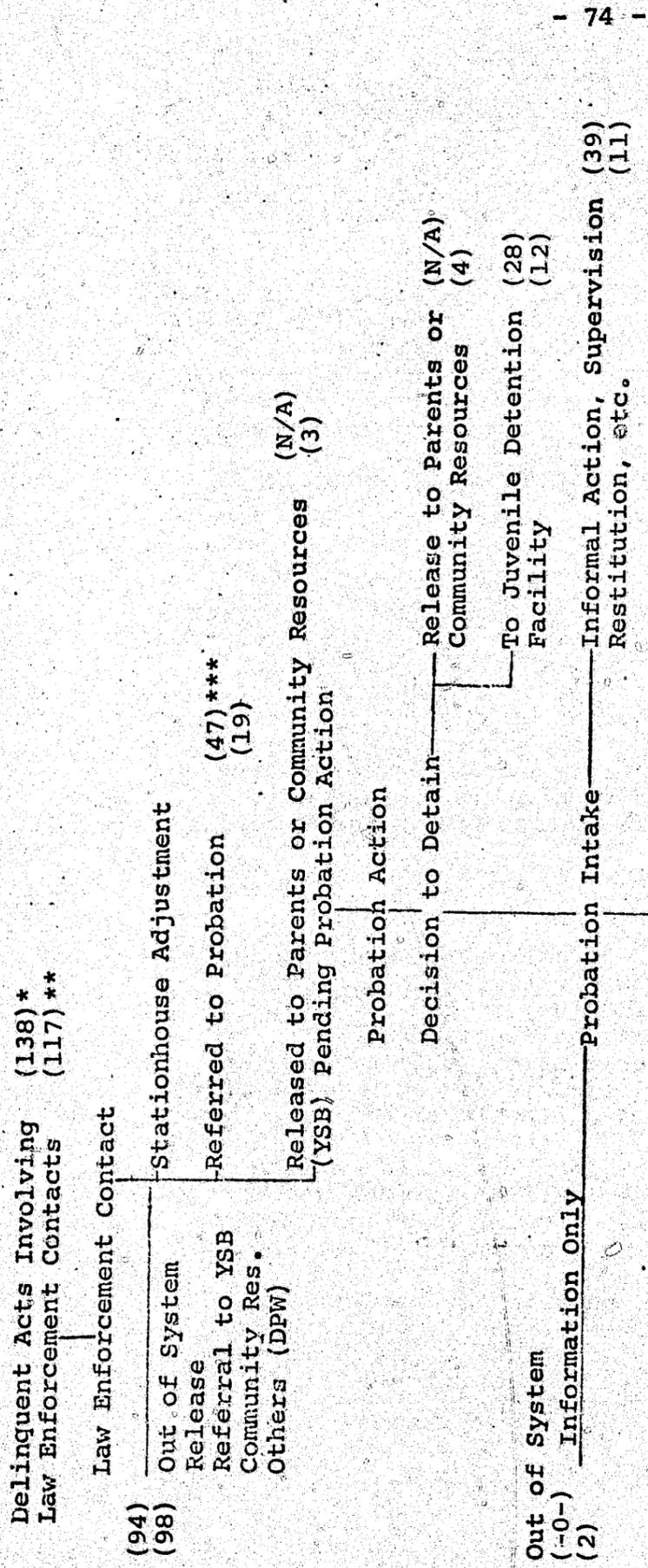
The major recommendation of the Consultant is the creation of a new Juvenile Program Specialist to assist the probation officer and law enforcement agencies in the development of community alternatives to probation and court referrals. It is estimated that the development of preventive programs and community referral resources and programs would reduce the present probation referral rate by 50%. The number of court referrals is expected to decline corresponding to the reduction in serious offenses projected as a result of preventive programs.

4. Post-hearing Disposition

One-half of the cases referred to the court were placed on probation. Only one youth was referred to a private institution for treatment reflecting, in part, the low incidence of serious offenses. The development of strengthened community crime prevention, shelter care and treatment programs would be a positive force in maintaining the commitment rate at its present low level.

It is estimated that a regional facility would replace intermittent referrals to State training schools in the event of the necessity to commit a child to a formally structured residential treatment program.

A current need within Jasper County is the capability to establish programs to assist in the reintegration of young offenders into the community. The Juvenile Program Specialist could work with these youths and develop individual programs to aid in this process.



\* 1971 experience  
 \*\* estimated impact of program  
 \*\*\* includes 3 referrals from other sources  
 N/A comparable data not available

JUVENILE JUSTICE SYSTEM MODEL  
 JASPER COUNTY

Starke County

The major problem confronting the juvenile justice system in Starke County is the lack of community programs to improve the juvenile justice process. The primary recommendation of the Consultant is the establishment of a full-time Juvenile Program Specialist whose duties would span the entire juvenile justice system. Principally, the Program Specialist would be responsible for assisting community organizations in the development and implementation of a full range of prevention, diversion and treatment resources to supplement existing school and church programs. This professional would also serve as an assistant to the probation officer to expand the probation function and to serve as an advisor to the judge and police on juvenile matters. The specific program recommendations are based on the creation of this new position.

1. Delinquency Prevention

While total arrests for Starke County were low, the programs for preventing delinquency are also limited. The Knox City Police ranked theft as being the major problem within the community. This type of offense can be reduced with the implementation of crime alert and other "harden the target" programs which seek to reduce the opportunity for theft.

Other offenses can be reduced with the development of intensified counseling, recreation, arts and crafts, employment, youth centers, Big Brothers and Sisters, police-school liaison and volunteer programs designed to increase the opportunities for youth within the County.

It is estimated that juvenile offenses can be reduced by 15-20% with the development of these resources.

2. Initial Contact Release Programs

As is the case with other small counties within Region I, there are presently very limited resources to divert the youth from formal contact with law enforcement probation and the courts. There is a definite need to increase the reliance on community resources in dealing with the problems of lesser offenders. The proposed Juvenile Program Specialist would be responsible for the establishment of a referral system supported by a variety of programs such as counseling, Big Brothers and Sisters, and Volunteer Parents. Expanded shelter care programs would also serve to reduce reliance on detention for juveniles pending court appearance. Detention should be reserved for those who, by the nature of their behavior, cannot be released in the community. In 1971, one-third of the juveniles arrested were detained in the County jail. It is estimated that the rate of detention could be reduced to 10% of arrests given the development of initial contact release and custody release programs.

3. Intake

Community-based programs for prevention and diversion might reduce the number of juveniles referred to probation by 40%. The Program Specialist could assist the probation department and law enforcement agencies in the development of these programs. The number of court referrals is expected to decline corresponding to the reduction of serious offenses projected as a result of preventive programs.

4. Post-hearing Disposition

Presently, due to the lack of community treatment alternatives, the court relies heavily upon State and private institutional treatment programs. Based on data available, it is estimated that 12 such institutional commitments were ordered by the court in 1971. This commitment rate is exceedingly high for a jurisdiction with a low arrest rate and small population as compared to other similar jurisdictions within Region I. It is estimated that the development of preventive programs, expanded diversion, strengthened probation services, and expanded shelter care programs would reduce the commitment rate by 75%. The Program Specialist would provide the expertise for the development of these community treatment alternatives and programs which would also serve to aid in the reintegrating of youthful offenders back into community life. The majority of youth requiring highly specialized treatment programs could be served by a regional treatment facility with a range of treatment programs.

Delinquent Acts Involving (119)\*  
Law Enforcement Contacts (95)\*\*

Law Enforcement Contact

(49) Out of System Release  
(57) Referral to YSB  
Community Res.  
Others (DPW)

Stationhouse Adjustment

Referred to Probation (60)\*\*\*  
(38)

Released to Parents or Community Resources (N/A)  
(YSB) Pending Probation Action (14)

Probation Action

Decision to Detain — Release to Parents or (N/A)  
Community Resources (14)

— To Juvenile Detention (40)  
Facility (10)

Out of System  
(N/A) Information Only  
(1)

Probation Intake — Informal Action, Supervision (8) \*\*\*\*  
Restitution, etc. (18)

Court Action (52)  
(19)

Diagnosis and Evaluation

Disposition

(N/A) —  
(1) Out of System  
Dismissal

Official Probation (N/A)  
(9)

Community Programs (N/A)  
Volunteer Probation (7)  
Group Home  
Other

Region Treatment Center (2)  
(-0-)

State or Private (12)  
Institution (-0-)

\* 1971 experience  
\*\* High estimate  
\*\*\* Includes 11 other referrals  
\*\*\*\* Estimates based on available data  
N/A = comparable data not available

Pulaski County

The systems model and supporting statistics indicate that the Pulaski County juvenile justice system is characterized by a relatively high rate of probation, court and institutional referrals in comparison with other counties in the Region. These referral rates are, in part, attributable to the lack of community programs for juveniles and a high rate of serious offenses. In recognition of the need to develop community crime prevention programs, youth action programs, and to expand the alternatives to probation and court referral process, the Consultant recommends the new position of Juvenile Program Specialist. This full-time professional would serve as a juvenile program developer, juvenile officer, assistant to the probation officer, advisor to the court, and would be responsible for the overall development and coordination of a referral function similar to that performed in larger jurisdictions by a Youth Services Bureau. Specific recommendations for programs are based on this need.

1. Delinquency Prevention

An analysis of the 1971 arrests reported by the Winimac City Police and Pulaski County Sheriff indicated that burglary and theft offenses accounted for 30% of the total arrests. Curfew and runaway offenses were numerous but not indicative of a major problem. The high rate of burglary and theft might be reduced by an estimated 30-40% with the development of crime specific programs such as crime alert and target hardening.

The development of community youth programs such as a teen center, expanded school programs including police-school liaison, counseling, recreation and crafts programs, Big Brothers and Sisters, Volunteer Parents, expanded shelter care, and family counseling would have positive impact on the juvenile delinquency problems in Pulaski County. These programs could be developed and coordinated under the guidance of the Juvenile Program Specialist.

The creation of a referral function similar to a Youth Services Bureau to assist juveniles in securing community assistance for problems is essential to the success of the recommended community programs. It is estimated that the establishment of the referral process, supported with community programs, would result in a 20-25% overall reduction in juvenile offenses.

2. Initial Contact Release

Presently 70% of the juveniles arrested are detained in the County jail. This exceedingly high rate of detention should be reduced with the development of community diversion programs which would remove the lesser offender from the system. This could be accomplished with the

development of a referral process similar to a Youth Services Bureau to assist juveniles, law enforcement agencies, the courts and the community in providing assistance to troubled youths. Law enforcement personnel must be trained to recognize juvenile problems and to refer them to parents and community programs whenever feasible. Programs such as group homes, expanded foster care, Big Brothers and Sisters, Volunteer Parents, and expanded church programs are needed to decrease the reliance on probation and court referrals. It is estimated that detention rates could be reduced to 15% of total arrests with the implementation of community programs.

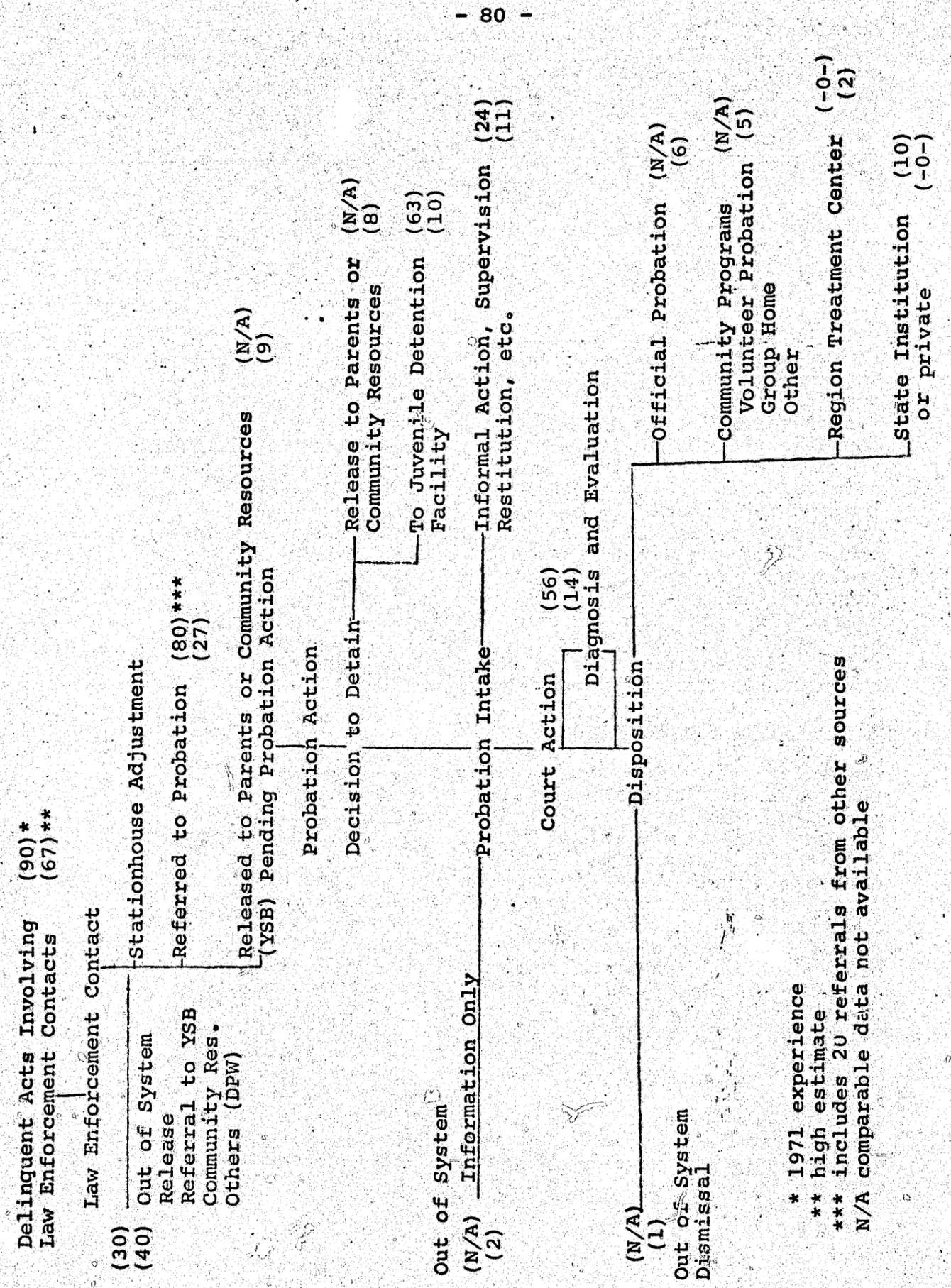
3. Intake

The establishment of a Juvenile Program Specialist position is directed specifically at reducing the high rate of probation referrals, 30% of which resulted in unofficial disposition. It is estimated that the probation referrals could be reduced by 50% given the development of programs recommended by the Consultant. The reduction of unnecessary referrals and the development of community resources would improve the capability of the probation department to provide a greater range of probation services. Presently, court petitions are filed on 70% of the referrals to probation. Strengthened community programs represent a potential for reducing the number of juvenile court hearings by providing alternative modes of treatment and rehabilitation within the community. The estimated effect of these programs would be a 20% reduction in the present court petitions rate.

4. Post-hearing Dispositions

Presently, the number of dispositional alternatives to the court is limited by the lack of community-based programs. The lack of a local treatment capability has resulted in a greater reliance on State and private institutions than is evidenced in the larger jurisdictions within the Region. Eighteen percent of the juveniles petitioned to the court were committed to State and private institutions. It is estimated that increased diversion programs, community and regional treatment programs will reduce the number of total referrals to State and private treatment facilities to approximately 70% of its present rate. A regional treatment facility with a range of treatment programs would serve the needs of the majority of those youths who require specialized treatment programs beyond the scope of local resources.

The successful reintegration of those youths returning to the community could be accomplished utilizing the expertise of the Juvenile Program Specialist combined with the numerous community programs proposed.



JUVENILE JUSTICE SYSTEM MODEL  
PULASKI COUNTY

\* 1971 experience  
 \*\* high estimate  
 \*\*\* includes 20 referrals from other sources  
 N/A comparable data not available

Newton County

The very small counties pose a problem in balancing the need for juvenile programs and resources against the limited number of juvenile problem cases. In counties such as Newton, the part-time probation officer handles adult and juvenile cases. There are several ways of providing resources and the selection of the most feasible depends on community support, availability of professional talent and other factors. The first alternative is the employment of the full-time Juvenile Program Specialist, as described in programs of other counties. A second alternative might be the possibility of two counties, e.g. Newton and Jasper, sharing a Juvenile Program Specialist. The third alternative is in broadening and strengthening existing resources through a workshop technique.

The full-time position can be justified by placing a high degree of importance on prevention and diversion programs. The measure of possible success could be in the idealistic sense of preventing the stigmatization of even one youth as justifying the annual salary. The more practical measure might be the dollars per day of institutional costs which might be saved by avoiding the institutionalization of one youth. The very limited number of juvenile cases in Newton, at present and projected, would seem to place the Juvenile Program Specialist in a marginal category.

The sharing of the position by two counties would clearly take the case out of the marginal category. The remaining question is whether the amount of area to be covered would unduly limit the effectiveness of the position. Proper scheduling and a centralized location could ameliorate that problem.

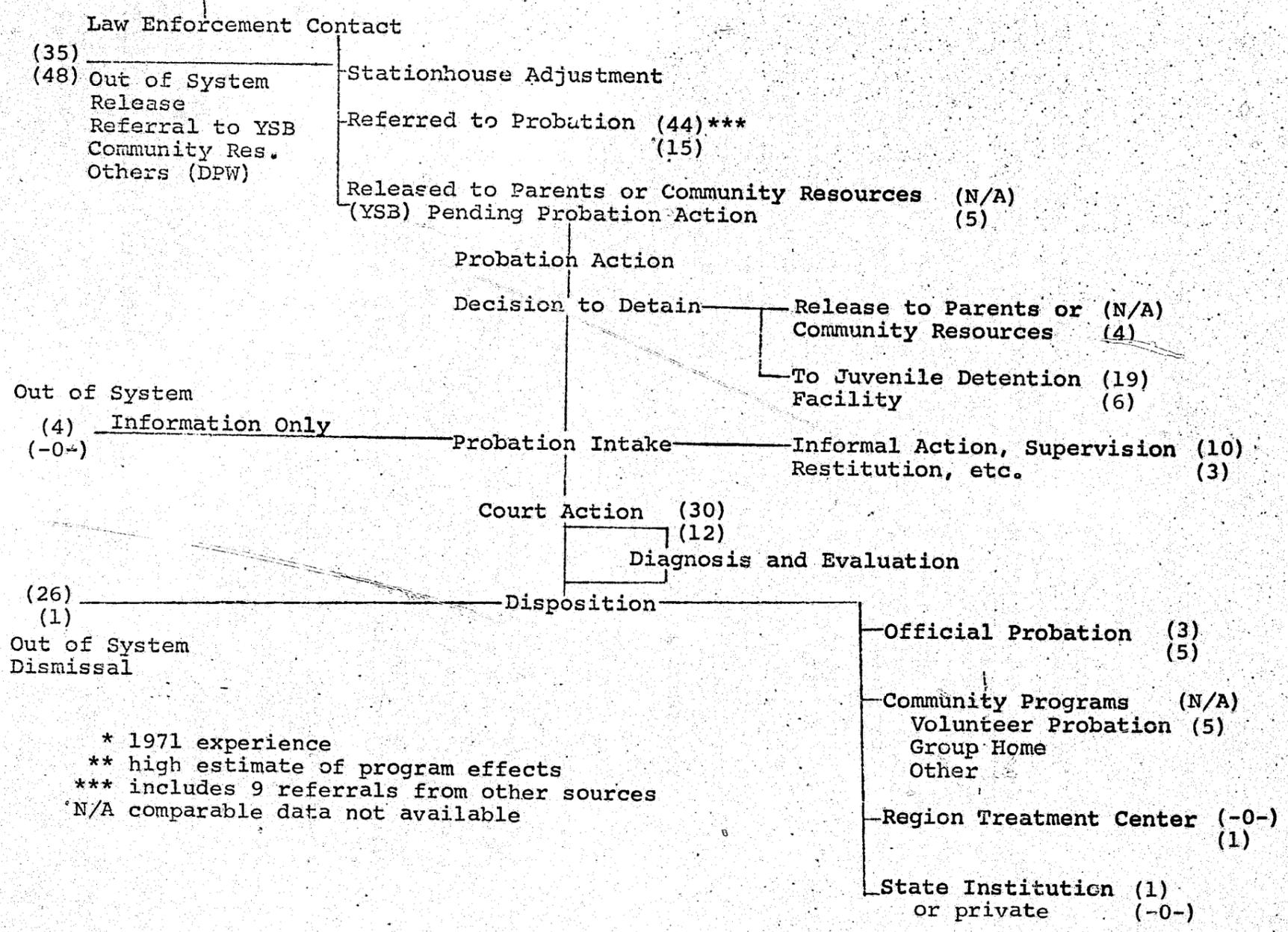
The expansion and strengthening of existing resources might be achieved through an annual workshop on juvenile programs for parents, teachers, school administrators, community groups, law enforcement, courts, probation and others. Workshop topics would include: delinquency prevention programs; means of diverting lesser offenders from the system; alternatives to detention; community treatment programs and others. These topics will permit attendees to increase their skills and knowledge and be able to perform those functions which are handled by full-time professionals in larger jurisdictions. The workshops could be developed and conducted by regional center staff with the assistance of university resources.

1. Detention

Community shelter care programs should be developed to provide alternatives to the use of the outdated Newton County jail facility. Youth who must by the nature of their behavior be detained should be housed in a separate section of the adult jail or transported to a regional facility which has adequate facilities.

The court should, whenever feasible, rely on strengthened community programs including shelter care facilities and probation services, which could be developed by the use of annual workshops or the Juvenile Program Specialist. The regional facility could be utilized to provide various and highly specialized treatment programs for any youth who might otherwise be committed to State training schools or private institutions lacking the specific treatment programs required.

Delinquent Acts Involving (70)\*  
 Law Enforcement Contacts (63)\*\*



\* 1971 experience  
 \*\* high estimate of program effects  
 \*\*\* includes 9 referrals from other sources  
 N/A comparable data not available

## CHAPTER IV BUILDING PROGRAMS AND FACILITY PLANS

This chapter presents the Consultant's conclusions and recommendations on building program and facilities plan for the ten-county area of Region I. The facilities plan has been developed from an intensive analysis of the needs for facilities to insure that a comprehensive approach can be applied to the reduction of juvenile delinquency and the improvement of juvenile justice systems in the area. The need for facilities was determined on the basis of: the current and projected incidence of delinquency; the optimum realization of the goals of community-centered approaches; and professionalized treatment. The needs were translated into space requirements, building programs and locational considerations. The sections which follow delineate the factors which were considered in developing the building program with emphasis on: regionalization factors; facilities concepts; a building program for regional treatment centers in the St. Joseph-Elkhart area and the LaPorte-Porter area. A final section describes a building program for a region-wide intensive treatment center for the severely delinquent youth.

### REGIONALIZATION CONCEPTS

#### Criteria for Regionalization

The preceding discussion highlights the importance of highly professionalized services in the diagnosis, evaluation and treatment of delinquent juveniles. These services require the quantity and type of specialized resources, e.g. personnel, equipment and facilities, which can be made available only in the larger jurisdictions. The pooling of resources to make them available to smaller jurisdictions has been the principal reason for regionalization.

The pooling of resources can be accomplished in several ways: a medium to large population center can make its services available to the smaller jurisdictions which require the services and determine that the time-distance factors are acceptable; a number of smaller jurisdictions can develop a regional resource in a location which provides a reasonable time-distance factor for all.

#### Factors in Regionalization Considerations

The following represent some of the major factors to be considered in planning regional centers:

1. The population of the region must be great enough to assure a level of support so that the number and type of professionals can be effectively sustained.
2. The region must not be so large that the center is excessive in size.
3. The regional center should be close to the major population center so that close family and friend relationships can be sustained thereby reducing the subsequent resocialization processes.
4. The regional center should be close to population centers to maximize the use of community resources, e.g. schools, vocational training, recreation, employment, and libraries, in addition to such public services as water and sewer facilities, police and fire protection, medical and dental, and others.
5. The proximity of regional centers to population centers will increase the availability of professional skills in colleges and universities, mental health associations, medical and psychiatric hospitals and others; the salary scales near population centers tend to be higher thereby reducing recruiting problems.
6. The proximity to population centers increases the pool of volunteers who can be drawn into programs from university student bodies, civic and church groups and others.
7. The regional center should be located to permit ready accessibility to arterial highways for the remote counties but close enough to transportation network of the population centers.
8. The location should provide a pleasant environment with enough site to permit outside recreation and, as required, sufficient separation of buildings when the one site can best be used for varying age groups or behavioral problems.

Regional Alternatives in the Ten-County Area

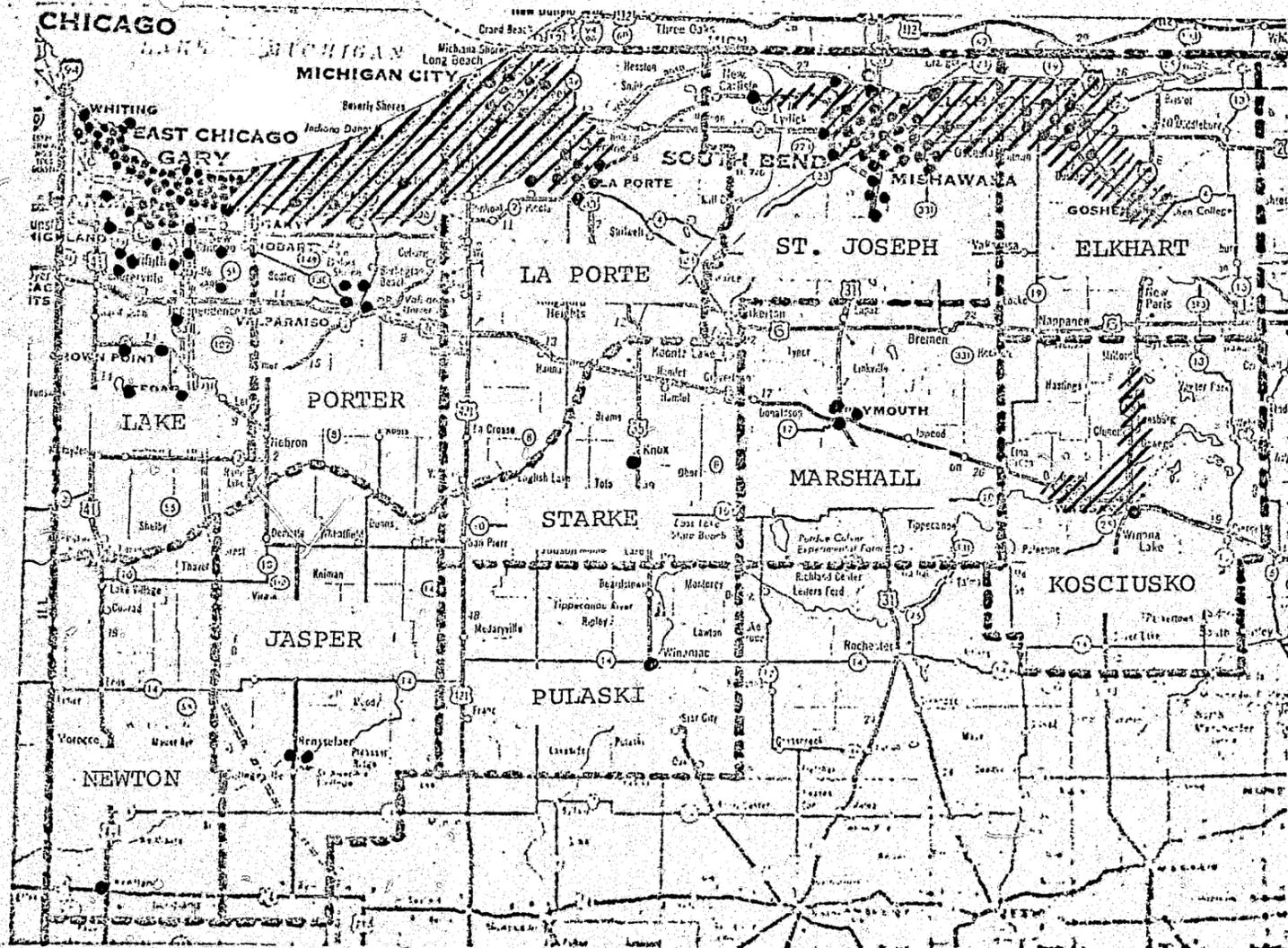
An analysis of the number of juveniles taken into custody, by county, indicated two distinct centers of activity in the area, the LaPorte-Porter area and the St. Joseph-Elkhart area (see Map I). The projected growth pattern over the study period indicates that these centers will continue to be the major sources of juvenile arrests. The only change will be the shift of the LaPorte Center more towards Porter County in the latter ten to fifteen years of the study period. The community resources are also clustered near the South Bend-Elkhart Corridor and the Michigan City-LaPorte City Corridor. These two factors indicate that the optimum solution for the

ten-county area would be the development of a regional facility near South Bend in the South Bend-Elkhart Corridor and one in LaPorte.

In reaching this conclusion, other alternatives were identified and discarded. The first was a single facility which would be located near South Bend to serve the entire ten-county area. This was rejected because it would necessitate a total resident population which would be excessive and because the time-distance factor is too great for the counties in the western section of the Region (see Map II). The second alternative would be to provide three or more regional or sub-regional centers. This was rejected because it would have resulted in residential centers of such limited capacity that a rounded professional staff would have been impossible. The major advantage of this alternative, however, is that it would allow for treatment of the juvenile close to his community ties; but this can be attained by effective use of group homes as distinguished from the regional residential treatment center.

Based on an analysis of the time-distance factors (see Map II), the area which could be most effectively served by the South Bend facility would include St. Joseph, Elkhart, Kosciusko, and Marshall Counties. The service area of the LaPorte facility would be LaPorte, Porter, Starke, Pulaski, Jasper, and possibly Newton Counties. The time-distance factor between Jasper and Newton Counties and the LaPorte facility is greater than would normally be desired, but because the numbers of juveniles from these counties who would be served by the regional facility are small, the feasibility of these counties using the regional facility should not be decreased.

The above discussion has been directed mainly at the regionalization of the treatment and diagnosis and classification functions. The regionalization of the detention function is less desirable because of the necessity for contacts, at the initial stages, between the juvenile, his parents, and juvenile justice authorities. In developing a feasibility plan for regional detention, it was assumed that a time-distance factor of 30 minutes was the maximum which would justify full consolidation. Full regionalization of detention, in this context, means that all juveniles held overnight would be housed in a regional facility. Based on this criteria, the only counties which could benefit from regionalization of detention would be Elkhart using the South Bend facility, and Porter County using the LaPorte facility. Since Elkhart County presently has a new juvenile detention center that has sufficient capacity to meet the requirements of the County, the regionalization concept was rejected. Porter County could potentially be incorporated into a regional facility based on the fact that it does not presently have adequate detention space. This has been incorporated in the LaPorte facility plan.



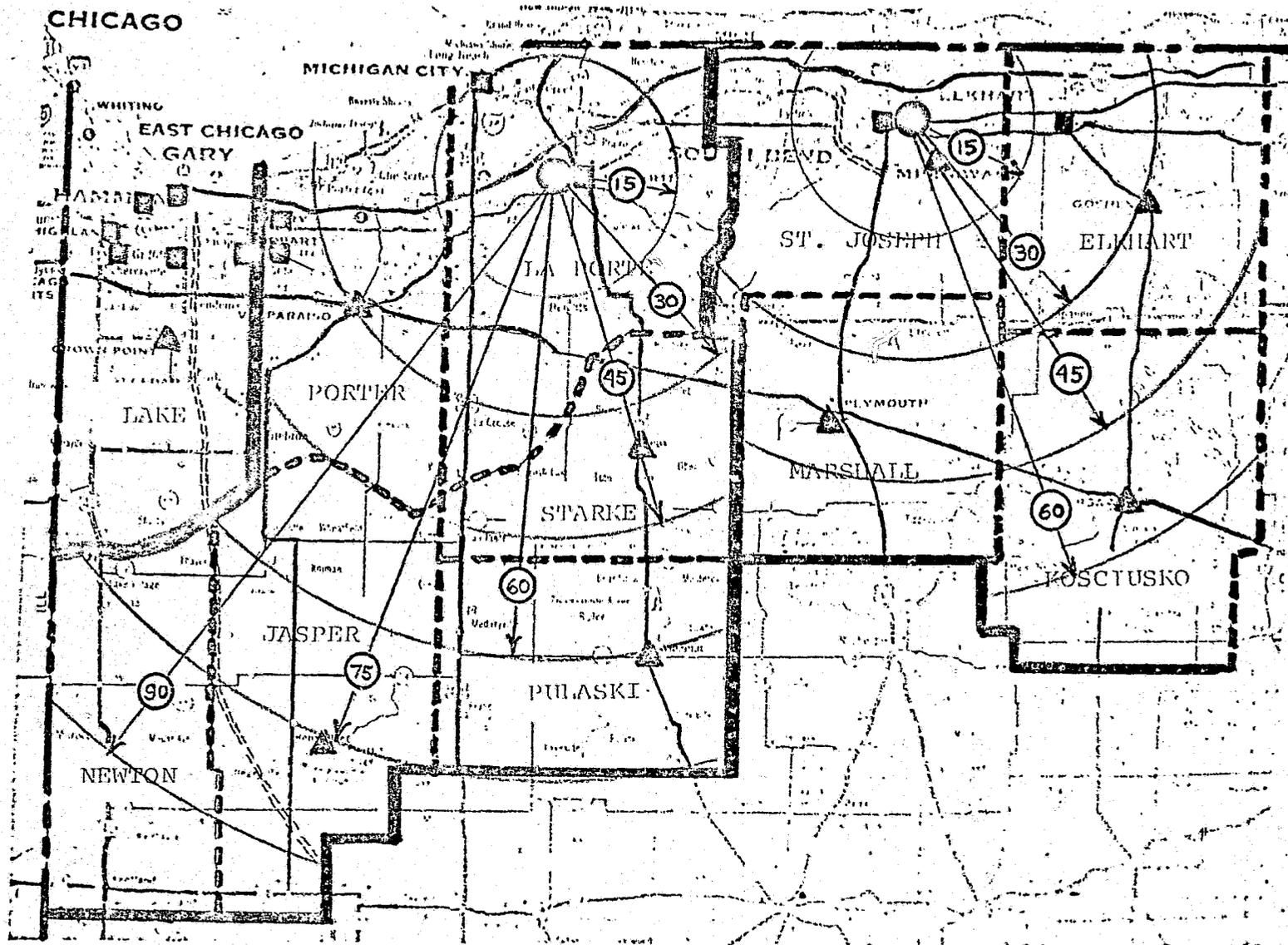
**MAP I**

Number and Location of Juveniles Taken Into Custody 1971  
 Projected Growth of Juvenile Population 1970-1995  
 Region I Juvenile Justice System Study

Each Dot Represents 50 juveniles taken into custody  
 // // // // Major Growth Area 1995

1 OF 2

CONTINUED



MAP II

Time-Distance Factor Between Proposed Regional Residential Treatment Centers and County Seats  
Region I Juvenile Justice System Study

- (15) - Estimate driving time in minutes
- - Proposed Residential Treatment Centers
- △ - County seats

Partial regionalization of the detention function would provide for placement of juveniles with serious behavioral problems and those requiring specialized treatment in a regional facility. This has been incorporated into the facilities program through the addition of one bed for each county served in the two regional centers.

FACILITIES CONCEPTS

The preceding regionalization analysis suggests that the most feasible plan for meeting the needs of the ten-county area in terms of treatment and diagnosis and evaluation is the development of two regional centers. Although the central element in the facilities program should be the regional centers, there should also be a series of group residence centers located throughout the area. These residences will provide an alternative to treatment in the regional centers and should be located according to the needs of the individual jurisdictions in the area.

The two elements of the facilities program are outlined in the following sections:

Category A - Group Residence Centers

A series of group centers should be established with different treatment and custody characteristics ranging from virtual shelter care through a group living situation for intensive probation cases. The capacities should not exceed eight or ten. The small size would tend to reduce the continuing presence of highly qualified staff although each group center could draw on the staff of the treatment centers (Category B). The group centers provide alternatives to home placement (when) problems with parents prevent satisfactory adjustment) or alternatives to treatment centers when the close community ties of the group center are more important than the intensive and extensive counseling and treatment available in treatment centers.

1. Security - staff action and peer group pressure only open setting, with residents working, or going to the community schools. Recreational facilities and activities - use community resources.
2. Treatment - varies according to type of group center:
  - a. Group discussion and group therapy.
  - b. Individual counseling with home staff.
  - c. Out-patient services from treatment center.
  - d. Community resources - Big Brothers and Sisters, Volunteers in Probation, etc.
  - e. Probation.

3. Resident population will include those who lack adequate home environment, status offenders, lesser Part I and II offenders, and those in transition from treatment centers or State institutions to the community or those from the community who are not able to function without a group center environment.

Category B - Regional Treatment Center

The two regional centers will provide in-patient treatment and diagnosis services for those juveniles who cannot be treated safely in the community. The centers will also provide out-patient services to juveniles living in the community. The centers should be located close to the resources of the community such as schools, hospitals, universities and colleges, vocational training centers, and utilities such as water, sewers, etc. The regional centers should have a maximum capacity of 60 juveniles separated into modular housing which allows for a number of treatment modes. There should be a heavy involvement of community resources in the total treatment process.

1. Security - mainly staff supervision with some structural security elements such as locked outer doors, and in certain sections secure inner doors and windows. Portion of resident population will function in community jobs and schools during the day, with most evening activities in treatment center facilities.
2. Diagnosis, evaluation and treatment - high staff to resident ratio. Full complement of psychological, educational and vocational counselors to integrate and sustain effective and on-going diagnosis and treatment programs. Group therapy, individual counseling, vocational and educational training - also use community facilities - trade schools, colleges, etc.
3. Resident population - 8-17 year olds with moderate behavioral problems, requiring structured activities and close staff supervision.

The central element of the regional and intensive treatment facilities is flexibility in the design which will accommodate a number of different types of treatment programs. This can best be achieved through the use of modularization of the housing areas. The concept of modularization allows for the separation of groups of juveniles within the treatment center into independent units which would receive services from the central unit but which, for all practical purposes, would be independent. This will allow for peer group identification during the treatment process. These modular units can be constructed either on a campus type plan, with each unit physically separated from the main core, or as wings to the

core building. This will depend on such factors as availability of land and treatment philosophy. The modules can be sized for 8, 10, or 12 juveniles, depending on the size of the total treatment population. Modularized construction also allows for the expansion of the facility in block units as needed by the projected growth of the treatment population.

As discussed in the previous section, the regional treatment centers must be located near the community resources such as schools, universities, vocational training centers, recreational centers, etc. if the center is going to function effectively in the process of reintegrating the youth back into the community. The placement of the center in the community can be expected to meet some resistance from residents in the area where it is placed, therefore, it is necessary that all attempts be made in the design of the facility to eliminate any appearance of a closed institution. This can be done with a little extra effort in the architectural design and landscaping of the facility.

Functions and sizes of facilities are translatable into a physical plant which, when accomplished, sets forth the basis of the facilities program. Major criteria that must be considered to complete the facilities program include:

1. Type of structure
2. Design efficiency
3. The availability and size of the site
4. Zoning and land-use regulations
5. Cost considerations
6. Aesthetics

The type of structure is encompassed in the facility alternatives that are available. Of the various alternatives, the following were finally regarded as best suited for the regional centers:

1. Cottage-type housing set about in clusters according to function. Each cottage is a module containing treatment, sleeping, living room, dining area, and bath facilities while all other services are centralized.
2. The campus plan whereby administration, educational, medical, food preparation and dining, rehabilitation and recreation services are decentralized with cottage-type housing dispersed according to function.
3. Congregational housing - under this program living modules are clustered about service areas within a single structure. Each module provides housing for a maximum of ten residents with smaller groupings possible. Living, dining, treatment, health, administrative, and support services are distributed throughout the structure according to the individual housing cluster requirements.

Each of these configurations would allow for varying degrees of security and segregation to accommodate changing resident population components. Housing units described are suitable for either treatment or detention facilities. The alternative best suited to the two centers is a major point of discussion for this progress report.

The type of structure also relates to the quality of construction. Where the highest quality structure is desired, costs will be proportionately the highest. In the cases considered here, cost is one of the most important factors and, therefore, the best possible quality for the lowest possible cost is sought. Consideration in the design and quality of the structure must also be given to durability and the various forms of security required. To best satisfy the all-round requirements of lower costs and durable quality, single-story buildings constructed of masonry or concrete block are recommended.

Assuming site availability and size for the regional centers are not problematical, the building(s) should not be multi-story. Design efficiency and costs would dictate instead, and in the case of the regional center, a single-story structure(s) throughout appears to be the most desirable from the standpoint of both efficiency and economics. The best design efficiency is intended to produce the optimum operating and functional efficiency and the modular plan, in conjunction with the facilities alternatives described previously together with highly qualified staff, should serve to produce the desired efficiency.

Zoning and land-use regulations with regard to the building program depend upon the site location and locale. It is not expected that such regulations will affect the selection of the best building alternative in the cases considered here.

Aesthetics is another factor that was considered and some costs must be allotted for creating an atmosphere which is not psychologically depressing. Unit costs were developed on the basis of all factors considered.

#### BUILDING PROGRAM - ST. JOSEPH-ELKHART REGIONAL CENTER

The building program for the St. Joseph-Elkhart Regional Center was developed from the space requirements which were, in turn, determined from the capacity requirements and the programs to be included in the center. These elements are detailed in the following sections.

#### Program Requirements

The three major programs which will be accommodated in the regional center are diagnosis and evaluation, treatment,

and resource center services. The functional requirements for these programs are detailed in Chapter III. An optional approach provides detention services for South Bend within the regional center which should be considered in the development of plans for the regional center. This option would be the inclusion of the local detention function of St. Joseph County with the regional detention function.

If the decision is made not to incorporate the St. Joseph detention function into the final building program, it would result in a decrease in the size of the regional facility but could also require the construction of a detention center in St. Joseph County at some point in the future. There are two factors which should be considered in making a final decision. First, although St. Joseph County has juvenile detention facilities with sufficient capacity for the projected workload, it will probably be necessary, during the next twenty-five years, to either build a new center or extensively remodel the existing one. Second, the inclusion of the detention function in the regional center would be economical in terms of the use of central services such as food services and maintenance, which would eliminate the need for duplicating these services in separate juvenile detention facilities. It was, therefore, concluded that the building program for the proposed regional center should include the facilities required for the St. Joseph detention functions.

Capacity Requirements

The capacity requirements were determined from an analysis of the present flow of juveniles through the juvenile justice process, which were adjusted to reflect the impact of the recommended programs and were further adjusted to account for projected increases in the juvenile population over the next twenty-five years. The methodology by which the number of juveniles requiring services was determined is detailed in Appendix B. Based on this calculation, and the regionalization alternatives discussed earlier, the capacity requirements were determined and are detailed in the following table.

TABLE 5  
PRESENT AND 1995 CAPACITY REQUIREMENTS  
FOR THE ST. JOSEPH-ELKHART REGIONAL CENTER

	<u>Present</u>	<u>1995</u>
D & E	10	15
Treatment	21	31
Detention	12 (4) *	16 (6) *

\*The first number represents the required capacity if the St. Joseph detention function is incorporated into the center. The second figure represents the number of beds required for only regional detention, i.e. special care.

In developing the segregational requirements for males and females, it was determined that girls would compose 35-40% of the total population in the regional centers. This percentage was derived partially from existing percentages of those juveniles who are female within the detention facilities, going to court, and committed to State and private institutions. The present percentage was then increased to account for probable increase in the distribution of female offenders in the total juvenile offender population. This increase is based on an analysis of the recent marked increase in the rate per thousand of female juvenile offenders. Based on this percentage breakdown, the population distribution for the facility for each category would be as follows:

TABLE 6  
DISTRIBUTION OF BOYS AND GIRLS IN THE  
PROPOSED ST. JOSEPH-ELKHART REGIONAL CENTER  
BASED ON 1995 PROJECTED CAPACITIES

	<u>Boys</u>	<u>Girls</u>
D & E	10	5
Treatment	20	11
Detention	10	6

Space Requirements

In developing the space requirements for the center, a modular approach was utilized. In providing modularized housing, a built-in flexibility is incorporated into the facilities program which will compensate for future peaks impossible to predict.

The program was oriented so that youths can be grouped in clusters of ten in a modified modular scheme. Modules of ten, twelve or fifteen beds can be added as needed to any facility. Room sizes, work spaces, equipment and utility areas were also programmed according to a modular scheme thereby facilitating the addition of sections to central, general or specialized areas.

The ten-resident module was selected as the basic living unit for each of the specialized housing groupings, regardless of configuration. This module provides maximum flexibility for both security and rehabilitation program dimensions. The ten-resident module is representative of the rehabilitative and treatment emphasis of the housing program. The group is of sufficient number to

participate in group therapy and counseling or special educational classes. The size is likewise large enough to support the other basic areas which comprise the module. Single rooms with toilet are recommended to provide each individual with privacy and to incorporate a more flexible standard for housing.

Table 7 details the staffing and space requirements which were developed from the 1995 required capacities in Table 5 and the Consultant's space standards.

TABLE 7  
ST. JOSEPH-ELKHART REGIONAL TREATMENT CENTER

	Space Std.	1995 Requirements Personnel	Sq.Ft.
<u>ADMINISTRATION</u>			
Director	PO 208-44	1	252
Secy/Reception	104-22	1	126
Conference Room	260-55		315
Hearing Room	416-87		503
Records Room	156-33		189
Copy/Supply Rm	104-22		126
Unit Equip			50
		<u>2</u>	<u>1561</u>
<u>DIAGNOSIS &amp; EVALUATION AND TREATMENT STAFF SERVICES</u>			
Psychiatrist*	PO 156-33	(1)	189
Psychologist*	PO 104-22	(1)	126
Group Work Supv	PO 104-22	1	126
Group Worker**	no ind ws	15	
D & E & Treatment Specialist (share)	PO@ 104-22	3	252
Ed Evaluator*	PO 104-22	(1)	126
Voc Evaluator*	PO 104-22	(1)	126
Clerk/Reception	156-33	1	189
Clerk	cws 47	1	47
Family Counseling Rm	208-44		252
Group Testing Rm	208-44		252
Group Therapy Rm	156-33		189
Supply	104-22		126
Unit Equip			50
		<u>21</u>	<u>2050</u>

\*From local or State agencies.  
\*\*Includes detention - 1 24-hr., 7-day a week position.

Table 7 (cont)

	Space Std.	1995 Requirements Personnel	Sq.Ft.
<u>VISITING/RECEPTION AREA (Serves entire complex)</u>			
Reception Clerk*	no ind ws	2	
Counter (2-sta)**	@ 69		138
Reception Area (secure)	156-33		189
Security Entrance***			(600)
Processing Area - Male	104-22		126
- Female	104-22		126
Property/Supply Rm	486-102		588
Visitor Area (35 cap.)			546
Parent Conference Rms - 4	@ 69-15		336
Public Toilet - Male			60
- Female			90
Attorney Conference Rms - 2	@ 104-22		252
		<u>2</u>	<u>2451</u>
<u>INTAKE (DETENTION - Locate with Center Reception)</u>			
Processing Clerk****	no ind ws	5	
Reception Area (secure)	104-22		126
Security Entrance			600
Male Search & Shower	@ 69-15		84
Interview/Temporary Holding - 2	@ 69-15		168
Female Search & Shower			84
Interview/Temporary Holding	69-15		84
ID Room	156-33		189
Records	104-22		126
Property Rm	156-33		189
Clothing/Supply	156-33		189
Report Writing Rm	104-22		126
Unit Equip			50
		<u>5</u>	<u>2015</u>
<u>EDUCATION SERVICES</u>			
Instructor*****	PO 104-22	(1)	126
Special Ed*****	"	(1)	126
Classroom (12 cap.)	360-76		436
Resource Room	347-73		420
Audio Visual Storage	104-22		126
Library	208-44		252
		<u>(2)</u>	<u>1486</u>

\*Processing clerk - serves as reception clerk during evenings.  
\*\*Counter serves intake and reception.  
\*\*\*Utilize detention entrance.  
\*\*\*\*24 hour position - serves as reception clerk during evening.  
\*\*\*\*\*From local or State agency.

Table 7 (cont)

	Space Std.	1995 Requirements	
		Personnel	Sq.Ft.
<u>RECREATION SERVICES</u>			
Indoor Activity Area			
Office (Vol. Rec. Aide)	104-22		126
Gymnasium (half court)			2304
Equipment Storage	156-33		189
Work-out Room	208-44		252
Swimming Pool (inc. deck & equip area)			3600
Toilets	156-33		189
Showers/Lockers/Dressing	208-44		252
			<u>6912</u>
<u>RELIGIOUS SERVICES</u>			
Chaplain Offices (shared)	156-33		189
Chapel			650
Supply Storage	208-44		252
			<u>1091</u>
<u>FOOD SERVICES</u>			
<u>Administration</u>			
Cook	(share) PO 104-22	1	126
Asst Cook	no ind ws	2	
Food Service Worker	"	2	
Kitchen Staff Lockers	104-22		126
Staff Lavatory - 2	@ 52-11		126
		<u>5</u>	<u>378</u>
<u>Food Preparation</u>			
Cooking Area			120
Oven Area			120
Meat Prep			60
Salad Prep			60
Vegetable Prep			60
			<u>420</u>
<u>Storage</u>			
Refrig			109
Freezer			109
Dry Goods	260-55		315
Carts			100
			<u>633</u>
<u>Sanitation</u>			
Clean-up Area			120
Garbage			60
			<u>180</u>

Table 7 (cont)

	Space Std.	1995 Requirements	
		Personnel	Sq. Ft.
<u>Dining Area* (multi-purpose)</u>			
Resident (30 cap.)	**450-23		473
Staff			200
Serving Area			100
Dishwashing			120
			<u>893</u>
<u>Storage</u>			
	69-15		84
			<u>          </u>
Total Food Services		5	2588
<u>MAINTENANCE SERVICES</u>			
Maint Man	no ind ws	1	
Maint Shop	347-73		420
Storeroom			2000
		<u>1</u>	<u>2420</u>
<u>MEDICAL SERVICES</u>			
Physician	no ind ws	(1)	
Exam Rm	156-33		189
Medical Supply	69-15		84
		<u>(1)</u>	<u>273</u>
<u>DIAGNOSIS &amp; EVALUATION &amp; REGIONAL DETENTION HOUSING***</u>			
		****	
2 Resident Modules (1 boys', 1 girls') @	3203		6406
10 single rooms w/toilet @	86-18)		
2 shower/bathing @	156-33)		
activity area	1041-219)		
2 toilets @	52-11)		
multi-purpose room	156-33)		
counselor room	104-22)		
storage	69-15)		
Utility Room	156-33		189
			<u>6595</u>

\*Two shifts for segregation of resident classifications.

\*\*5% additional for partitioning.

\*\*\*One module to be architecturally designed so as to provide for the segregation of detention and D&E resident classifications during peak periods.

\*\*\*\*Will provide for both local and regional detention and diagnosis and evaluation for girls.

Table 7 (cont)

	Space Std.	1995 Requirements Personnel	Sq. Ft.
<u>TREATMENT</u>			
3 Resident Modules (2 boys', 1 girls')@	3203		9609
10 single rooms with toilet	@ 86-18)		
2 shower/bathing activity area	@ 156-33)		
2 toilets	@ 1041-219)		
multi-purpose room	@ 52-11)		
counselor room	156-33)		
storage	104-22)		
	69-15)		
Utility Room	156-33		189
			9798
<u>DETENTION - ST. JOSEPH COUNTY</u>			
Resident Module (boys' only)			3266
10 single rooms w/toilet	@ 86-18)		
2 shower/bathing activity area	@ 156-33)		
2 toilets	@ 1041-219)		
multi-purpose room	@ 52-11)		
interview/counseling rm	208-44)		
utility room	104-22)		
	69-15)		
			3266
<u>RESOURCE CENTER</u>			
<u>Administration</u>			
Coordinator	PO 156-33	1	189
Clerk	no ind ws	<u>1</u>	<u>189</u>
		2	
<u>Library Areas</u>			
Circulation Desk & Control Foyer			138
Conference Room			189
Book Processing	208-44		252
Unit Equip	208-44		252
			50
			881
<u>Reading Room</u>			
2 4-sta Tables	@ 100		200
2 Card Catalogues	@ 27		54
40 Open Stacks	@ 10		400
Periodicals Area			40
			694
<u>Media Prep &amp; Resource Areas</u>			
Media Preparation			347-73
Audio Visual Storage			104-22
Volunteer Areas - 2	@ 104-22		252
			798
Total Resource Center		2	2562
TOTAL ST. JOSEPH-ELKHART REGIONAL TREATMENT CENTER		38	45062

Building Requirements

For the St. Joseph-Elkhart Center, it is recommended that a regional center, meeting present requirements, be constructed with provision for the addition of two more modules between 1980 and 1985. The support service areas should be constructed to meet the total 1995 requirements.

The net area requirements for each function were established and detailed. The summation of these separate requirements results in the total net size of the building(s) required. Net areas are converted to gross areas by making an allowance for building walls, corridors, stairways, public toilets and utility areas. Table 8 sets forth the overall and separate building area requirements by function.

TABLE 8  
PROPOSED REGIONAL CENTER  
ST. JOSEPH-ELKHART

	Net Sq. Ft.	Gross Sq. Ft.*
Administration	1561	1873
D & E., Treatment Staff Svcs	2050	2460
Visiting/Reception	2457	2948
Intake	2015	2418
Education/Recreation/Religious Svcs	9489	11387
Food Services	2588	3106
Maintenance Services	2420	2904
Medical Services	273	328
Housing Units		
D & E & Regional Detention	3392 (3203)**	4070 (3844)**
Treatment	6595 (3203)**	7914 (3844)**
Detention (St. Joseph)	3266	3919
Resource Center	2562	3074
	<u>38656</u> 6406	<u>46401</u> 7688

\*A building efficiency factor of 80% was applied to the net square footage to determine the gross square footage required.

\*\*Additional housing required between 1980 and 1985.

Site and Locational Requirements

The site requirements are directly dependent on the total land required for the center. Land area requirements were determined for the center as follows:

area required for bldg (single-story)	54215*
area required for walkways, setback, open areas (200% of building area)	108430
area required for outdoor recreation	60000
area required for access, roadways, and greenbelt	50000
area required for parking	20000
allowance for future expansion	<u>100000</u>
 Total Sq. Ft.	 392645
Acres	9

Potential sites were evaluated from the standpoint of several criteria. These criteria include:

1. The proximity to the present and probable future population concentration in St. Joseph County.
2. The proximity to existing or planned major arteries leading to related juvenile agencies, facilities and activities.
3. The compatibility of adjoining land usages, particularly with regard to hazards to the health, safety or rehabilitation of the juvenile.
4. The compatibility of the center with adjoining land usages, present and proposed.
5. The proximity to community facilities, present and proposed, such as education, vocational schools, recreation, hospital facilities, community volunteers and others.
6. The availability of sufficient acreage for present and probable future needs.
7. The availability or costs of providing utilities such as water, gas, electric and sewers.

The following locations were evaluated for the proposed St. Joseph-Elkhart Regional Treatment Center:

1. South Pumping Station - triangle bound by Pennsylvania R.R. tracks, Chippewa Street and Lafayette.

\*Gross square feet.

2. Peak School land - vicinity of Locust Street and Irvington.
3. St. Joseph County Home site (Portage Manor).
4. Healthwin Hospital site.
5. Twickenham site - vicinity of Twickenham, South Bend Avenue, and Howard.
6. Ardmore Trails and Prast Avenue site.
7. Site south of St. Joseph Valley Memorial Park - vicinity of Grape Road and Toll Road.
8. Former elementary school site - vicinity of Douglas Road and Edwardsburg Highway.
9. Northwest corner of Ironwood and Ireland.
10. Edison site - west of power station.
11. Bereado Farms site.

In evaluating the above sites, a rating system was developed by which the sites were determined to be either acceptable, acceptable with qualifications, or unacceptable. Since each of the acceptable sites had some inherent problems in terms of the placement of the regional center, no definite selection was made, but it was determined that the first three acceptable sites had the highest potential for use as a location for the center. The rating and the factors which were considered are discussed in the following sections.

Site #1 - The South Pumping Station - Acceptable

This site has sufficient land for the proposed regional center, it is close to public transportation, and is located within an acceptable radius from the court, local law enforcement agencies, and community services. The site is also located near two high schools and a vocational training school. This site would present no problems in terms of utilities or zoning. The two obvious disadvantages are that the site is near an industrially-oriented section of the city and the highway system adjoining the site does not readily facilitate transportation from Elkhart County. This latter problem would be eliminated when the South Bend bypass is completed, but this is not expected for at least five to ten years.

Site #2 - Peak School - Acceptable

This site has sufficient land available for the proposed center and is located near schools and a vocational

training school. The area is in deteriorating condition and the establishment of the regional center may have the effect of upgrading area. The site is within an acceptable traveling distance from the courts and the local law enforcement agencies. As with Site #1, there are some problems in terms of adjacent land uses and access from Elkhart County.

Site #3 - St. Joseph County Home - Acceptable

This site is in an area which is rural in character with sufficient land to accommodate the proposed regional center. It has the advantage of being located near the toll road which provides good access from Elkhart. There would be no conflict with the adjacent community or existing zoning regulations. The major disadvantages are the lack of public transportation and the distance from schools and library facilities.

Site #4 - Healthwin Hospital - Acceptable

This site, as with Site #3, is located in a less densely populated area, with the disadvantages of very limited public transportation and being some distance from schools and other community resources. There would be no problems with zoning or availability of utilities. The location of a new apartment complex nearby could create community opposition.

Site #5 - Twickenham - Unacceptable

Although this site is located within range of schools, libraries, parks, etc. and has sufficient land for the center, its location in a heavily residential area with high property value would probably create a great deal of community opposition.

Site #6 - Ardmore Trails and Prast Avenue - Acceptable

This site could probably be obtained at a very reasonable cost. There would be no zoning conflict or significant community opposition. The site is close to La Salle High School and other community resources. The major disadvantages are that the area is semi-industrial and there is poor public transportation. Access from Elkhart would be more time consuming than with other sites.

Site #7 - South of St. Joseph Valley Memorial Park - Acceptable with Qualifications

This site is of sufficient size and has no zoning problems. Utilities, although not presently available, will be installed in the near future. The location near the toll

road provides good access from Elkhart. There would be no substantial community opposition. The major problems are that the site is some distance from the community resources and the courts and local law enforcement, and there is very poor public transportation. The remote location makes the site less than acceptable.

Site #8 - Elementary School near Douglas Road - Acceptable with Qualifications

Evaluation same as in Site #7.

Site #9 - Ironwood and Ireland - Acceptable with Qualifications

The site has adequate land and utilities and there is no problem with the existing zoning requirements. The major disadvantage is that the site is proposed for commercial development and its use for the center would remove a potentially valuable property from the tax rolls.

Site #10 - Edison - west of power station - Unacceptable

Although this site has all the prerequisites for the establishment of the center, the location in a heavily residentially area would probably create too much community opposition for this site to be seriously considered.

Site #11 - Bereado Farms - Unacceptable

This site was determined to be too remote from community resources to warrant consideration.

BUILDING PROGRAM - LA PORTE-PORTER REGIONAL CENTER

The facilities plan recommended by the Consultant for the LaPorte-Porter sub-region was developed from a detailed analysis of the needs of the sub-region in terms of programs, regionalization concepts, the number of juveniles to be treated, and the space requirements. The capacities and space requirements were applied in the evaluation of the Fairview Hospital for conversion to a juvenile facility. It was determined that sufficient space was available although the layout would not be as efficient as a specially designed facility. The capacities and space requirements can also be used in developing the building program for new construction if the Hospital cannot be acquired and remodeled at a cost less than \$230,000.00. These factors are discussed in greater detail in the following sections.

Program Requirements

The two major programs which would be provided in the LaPorte-Porter Regional Center would be treatment and diagnosis and

evaluation. The functional requirements for these two programs are detailed in Chapter III. An optional approach would also provide local detention for LaPorte and Porter Counties. This option would seem applicable based on the present lack of separate detention facilities in either county. The inclusion of the detention function would have the effect of eliminating costly duplication of support services such as food preparation and maintenance which would be necessary if separate detention facilities were constructed in each county. For this reason, the local detention services have been included in the building program.

Capacity Requirements

As with the determination of the capacity requirements for the St. Joseph-Elkhart center, the calculation of the number of juveniles to be served by the LaPorte-Porter center was based on: (1) an analysis of the present flow of juveniles through the system; (2) the impact of recommended community programs; (3) the projected growth of the juvenile population over the next twenty-five years; and (4) the regionalization concepts presented above. The methodology and assumptions used in this determination are detailed in Appendix B. The capacity required for the LaPorte-Porter Regional Center, as determined from the above factors, is detailed in the following table.

TABLE 9  
PRESENT AND 1995 CAPACITY REQUIREMENTS  
FOR THE LA PORTE-PORTER REGIONAL CENTER

	<u>Present</u>	<u>1995</u>
D & E	11*	18*
Treatment	15	24
Detention	13 (9)**	19 (10)

The determination of requirements for segregation of boys and girls within the regional center was based on the assumption that 35-40% of the total institutionalized population would be female. The basis for this assumption are presented on page 94. Based on this percentage distribution, the population breakdown by function, based on the 1995 requirements, would be as follows:

	<u>Boys</u>	<u>Girls</u>
D & E	12	6
Treatment	16	8
Detention	12	7

\*The number of beds required is higher in the LaPorte Center than in the South Bend Center because of the provision to provide one bed for each of the smaller counties.

\*\*The first figure represents detention bed requirements for LaPorte- and Porter and regional detention. The second figure represents only the detention beds required for LaPorte and regional detention.

Use of the Fairview Hospital for a Regional Center

The Consultant was asked to evaluate Fairview Hospital in LaPorte for use as a regional treatment center. In an interim report to the Region I Criminal Justice Planning Board, the Consultant recommended serious consideration be given to the conversion of the Fairview Hospital assuming immediate availability, a reasonable cost of acquisition and remodeling, and realization that construction of a new facility closer to the Michigan City area would be required in about ten years if the population projections for that area hold up and as the time for costly major repairs of the converted hospital might be forthcoming.

In recommending the conversion of the Fairview Hospital, the Consultant considered the following factors:

1. There would be sufficient space to accommodate the program needs and capacities.
2. The availability and the minimum amount of remodeling would permit the occupancy of the facility at an early date providing immediate relief for the problems of the five counties and, in addition, to possible overcrowding in adjoining jurisdictions.
3. A location closer to Michigan City would place the facility in closer proximity to a larger population center and a greater incidence of juvenile delinquency, but the time-distance to the LaPorte location would not be excessive enough to offset the advantages of costs and availability.
4. The important element of local support for a juvenile treatment center was evident in LaPorte by virtue of the support given toward the grant application for the project; there was a lack of support and enthusiasm by other jurisdictions despite the fact that such support will be required if the use of the facility and its costs are to be truly regional in character.

The Consultant recommends that:

1. the Fairview Hospital be converted to use as a regional treatment center if the costs of acquisition and remodeling can be held below \$235,000.00;
2. if the costs exceed \$230,000.00, or if the Hospital is unavailable and new construction is required, the new construction should be closer to the present and projected population center in or near Michigan City, provided local support can be generated;
3. the priority for acquisition and remodeling be very high

in the Region I planning; the priority for new construction should be put into the context of total Region I construction needs.

Space Requirements

To provide information relating to the facilities requirements for the planning of new construction, space requirements were developed. The space requirements are based on a ten-bed module with a projected 1995 requirement of six modules or 60 beds. The functional distribution of the six modules would be as follows:

- 1 module for boy's detention (local and regional)
- 3 modules for boy's treatment and diagnosis and evaluation
- 2 modules for girl's diagnosis and evaluation, treatment, and detention (with architectural separation within the modules for segregation of functions)

The space requirements for the new construction, based on the 1995 requirements, are detailed in Table 10.

TABLE 10  
LA PORTE-PORTER REGIONAL TREATMENT CENTER

	<u>Space Std.</u>	<u>1995 Requirements</u>	
		<u>Personnel</u>	<u>Sq. Ft.</u>
<u>ADMINISTRATION</u>			
Director	PO 208-44	1	252
Secy/Reception	104-22	1	126
Conference Room	260-55		315
Records Room	104-22		126
Supply/Copy Rm	104-22		126
Unit Equip			35
Hearing Room	416-87		503
		<u>2</u>	<u>1473</u>
<u>DIAGNOSIS &amp; EVALUATION AND TREATMENT STAFF SERVICES</u>			
Psychiatrist*	PO 156-33	(1)	189
Psychologist*	PO 104-22	(1)	126
Group Work Supv	PO 104-22	1	126
Group Worker**	no ind ws	14	
D&E & Treatment Spec (share)	PO 104-22	2	126
Ed Evaluator*	PO 104-22	(1)	126
Vocational Evaluator	"	(1)	126
Clerk/Reception	156-33	1	189
Clerk	cws 47	1	47

\*From local or State agencies.  
\*\*Includes detention - 1 24-hr., 7-day a week position.

Table 10 (cont)

	<u>Space Std.</u>	<u>1995 Requirements</u>	
		<u>Personnel</u>	<u>Sq. Ft.</u>
<u>D&amp;E &amp; Treatment Staff Svcs (cont)</u>			
Family Counseling Rm	208-44		252
Group Testing Rm	156-33		189
Group Therapy Rm	"		189
Supply	104-22		126
Unit Equip			50
Research Library/Media Prep	347-73		420
		<u>19</u>	<u>2281</u>

VISITING/RECEPTION AREA

Reception Clerk	no ind ws	2	
Counter* (2-sta)	@ 69		138
Reception Area (secure)	156-33		189
Security Entrance**			(600)
Processing Area - Male	104-22		126
- Female	"		126
Property/Supply Rm	260-55		315
Visitor Area (30 cap.)			481
Parent Conf Rms - 2	@ 69-15		168
Public Toilet - Male			60
- Female			90
Attorney Conference Rms - 2	@ 104-22		252
		<u>2</u>	<u>1945</u>

INTAKE (DETENTION - Locate with Center Reception)

Processing Clerk***	no ind ws	5	
Reception Area (secure)	104-22		126
Security Entrance			600
Male Search & Shower	69-15		84
Interview/Temporary Holding - 2	@ 69-15		168
Female Search & Shower	69-15		84
Interview/Temporary Holding	69-15		84
ID Room	156-33		189
Records Rm	104-22		126
Property Rm	156-33		189
Clothing/Supply	156-33		189
Report Writing Rm	104-22		126
Unit Equip			50
		<u>5</u>	<u>2015</u>

\*Serves public and secure areas.  
\*\*Utilize detention entrance.  
\*\*\*24-hour position - serves as reception clerk during evening.

Table 10 (cont)	Space Std.	1995 Requirements	
		Personnel	Sq. Ft.
<u>EDUCATION SERVICES</u>			
Instructor*	PO 104-22	(1)	126
Spec Ed*	PO 104-22	(1)	126
Classroom (cap. 12)	360-76		436
Resource Rm	260-55		315
Audio Visual Storage	104-22		126
Library	208-44		252
		(2)	1381
<u>RECREATION SERVICES</u>			
Indoor Activity Area			
Office (Vol. Rec. Aide)	104-22		126
Gymnasium (half court)			2304
Equipment Storage	156-33		189
Work-out Room	208-44		252
Swimming Pool (inc. deck and equip area)			3600
Toilets	156-33		189
Showers/Lockers/Dressing	208-44		252
			6912
<u>RELIGIOUS SERVICES</u>			
Chaplain Offices (shared)	156-33		189
Chapel			650
Supply Storage	208-44		252
			1091
<u>FOOD SERVICES</u>			
<u>Administration</u>			
Cook	(share) PO 104-22	1	126
Asst Cook	no ind ws	2	
Food Service Worker	"	2	
Kitchen Staff Lockers	104-22		126
Staff Lavatory - 2	@ 52-11		126
		5	378

\*From local or State agency.

Table 10 (cont)	Space Std.	1995 Requirements	
		Personnel	Sq. Ft.
<u>Food Services (cont)</u>			
<u>Food Preparation</u>			
Cooking Area			120
Oven Area			120
Meat Prep			60
Salad Prep			60
Vegetable Prep			60
			420
<u>Storage</u>			
Refrig			109
Freezer			109
Dry Goods	260-55		315
Carts			100
			633
<u>Sanitation</u>			
Clean-up Area			120
Garbage			60
			180
<u>Dining Area* (multi-purpose)</u>			
Resident (30 cap.)	**450-23		473
Staff			200
Serving Area			100
Dishwashing			120
			893
<u>Storage</u>			
	69-15		84
Total Food Services		5	2588
<u>MAINTENANCE SERVICES</u>			
Maint Man	no ind ws	1	
Maint Shop	347-73		420
Storeroom		1	1500
			1920
<u>MEDICAL SERVICES</u>			
Physician	no ind ws	(1)	
Exam Rm	156-33		189
Medical Supply	69-15		84
		(1)	273

\*Two shifts for segregation of resident classifications.  
 \*\*5% additional for partitioning.

Table 10 (cont)

DETENTION, DIAGNOSIS & EVALUATION AND TREATMENT (Girls) \*

	Space Std.	1995 Requirements Personnel	Sq. Ft.
2 Resident Modules	@ 3203		6406
10 single rooms w/toilet	@ 86-18)		
2 shower/bathing activity area	@ 156-33)		
2 toilets	@ 1041-219)		
multi-purpose room	@ 52-11)		
counselor room	156-33)		
storage	104-22)		
	69-15)		
Utility Room	156-33		189
			<u>6595</u>

DIAGNOSIS AND EVALUATION & TREATMENT (1 D&E module, 2 Treatment)

3 Resident Modules	@ 3203		9609
10 single rooms w/toilet	@ 86-18)		
2 shower/bathing activity area	@ 156-33)		
2 toilets	@ 1041-219)		
multi-purpose room	@ 52-11)		
counselor room	156-33)		
storage	104-22)		
	69-15)		
Utility Room	156-33		189
			<u>9798</u>

DETENTION - PORTER COUNTY - LA PORTE COUNTY AND REGIONAL DETENTION (Boys)

1 Resident Module	@ 3266		3266
10 single rms w/toilet	@ 86-18)		
2 shower/bathing activity area	@ 156-33)		
2 toilets	@ 1041-219)		
multi-purpose room	@ 52-11)		
interview/counseling room	208-44)		
utility room	104-22)		
	69-15)		
			<u>3266</u>

TOTAL LA PORTE-PORTER REGIONAL TREATMENT CENTER

34 41538

\*One module to be architecturally designed so as to provide for the segregation of detention and D&E resident classifications during peak periods. The other module for treatment only.

Building Requirements

If a new facility is constructed within five years, it is recommended that a regional center, meeting present requirements, be constructed with provision for the addition of two more modules between 1980 and 1985. The support service areas should be constructed to meet the total 1995 requirements.

The net area requirements for each function were established and detailed. The summation of these separate requirements results in the total net size of the building(s) required. Net areas are converted to gross areas by making an allowance for building walls, corridors, stairways, public toilets and utility areas. Table 11 sets forth the overall and separate building area requirements by function.

TABLE 11  
PROPOSED REGIONAL CENTER  
LA PORTE-PORTER

	Net Sq. Ft.	Gross Sq. Ft.*
Administration	1473	1768
D & E., Treatment Staff Svcs	2281	2737
Visiting/Reception	1945	2334
Intake	2015	2418
Educ/Recreation/Religious Svcs	9384	11261
Food Services	2588	3106
Maint Services	1920	2304
Medical Services	273	328
Housing Units		
Girls D&E, Treatment & Detention	3392 (3203)**	4070 (3850)**
Boys D&E & Treatment	6595 (3203)**	7914 (3850)**
Boys Detention (LaPorte-Porter)	3266	3919
	35132 (6406)	42159 (7700)

\*A building efficiency factor of 80% was applied to the net square footage to determine the gross square footage required.  
\*\*Additional housing required by 1985.

Site Requirements

The site requirements are directly dependent on the total land required for the center. Land area requirements were determined for the center as follows:

area required for bldg (single-story)	49,470
area required for walkways, setback, open areas (200% of building area)	98,940
area required for outdoor recreation	60,000
area required for access, roadways, and greenbelt	50,000
area required for parking	20,000
allowance for future expansion	<u>100,000</u>
<b>Total Sq. Ft.</b>	<b>378,410</b>
<b>Acres</b>	<b>8</b>

REGION-WIDE FACILITY FOR MOST SEVERE BEHAVIOR CASES

As a supplement to the facilities plan, the Consultant was requested to prepare a facilities program for a region-wide center to accommodate those juveniles who, because of serious behavior problems or serious offense histories would normally be committed to State institutions. This facility was sized based on the previously stated assumption that 25% of those who are presently committed to the State institutions are in need of such an intensive treatment and security environment that they could not be treated in a regional treatment center as recommended in this report for the two sub-regions. Based on this 25% calculation factor, assuming the growth factors developed in Appendix B and assuming an average stay of six months in the secure facility, the facility would have to provide housing for approximately 60 juveniles, of which 35% would be female, for the present level of need.

This treatment center will provide secure treatment facilities for the total Region. Because the majority of the educational, vocational and recreational services will be provided within the center, the location of the center near the community is not as essential as with the regional centers, but, in order to eliminate the potential of creating a juvenile prison in a remote area, it is recommended that the intensive treatment center be located near one of the major metropolitan areas in the Region (i.e. Gary or South Bend). Since the juveniles placed in this center will be the most serious behavioral problems in the Region, there will be a need for innovative treatment programs with an emphasis on experimenting with a wide range of approaches to behavior modification.

1. Security - close staff supervision with some structural security and some visual and audio monitoring systems. Residents spend 90% of time in facility with some group

trips to community recreational resources.

2. Diagnosis, evaluation and treatment - high staff to resident ratio. Intensive counseling, group therapy, team approach, including psychiatric, psychological, social work, educational, vocational staff members to integrate and sustain effective and on-going diagnosis and treatment programs. Maximum stay one year. Activities highly structured. Full recreational facilities.
3. Resident population - mostly serious Part I and Part II offenders. Individuals who are risks to the community in terms of serious property and violent offenses; have significant behavioral problems; require intensive treatment; are usually recidivists.

Space Requirements

The space requirements for the region-wide facility were developed on the basis of a ten-bed module. The requirements are detailed in the following table.

TABLE 12  
SPACE REQUIREMENTS FOR REGION-WIDE CENTER  
(SECURE CENTER FOR SERIOUS OFFENDERS)

	<u>Space Std.</u>	<u>1975 Requirements</u>	<u>Sq.Ft.</u>
		<u>Personnel</u>	
<u>ADMINISTRATION</u>			
Director	PO 208-44	1	252
Secy/Reception	104-22	1	126
Conference Rm	260-55		315
Records Rm	156-33		189
Copy/Supply Rm	104-22		126
Hearing Rm	416-87		503
Unit Equip			<u>50</u>
		2	1561
<u>TREATMENT STAFF SERVICES</u>			
Psychiatrist	PO 156-33	1	189
Psychologist	PO 104-22	1	126
Group Work Supv	(share) PO 104-22	3	126
Group Worker	no ind ws	30	
Educational Eval	PO 104-22	1	126
Voc Eval	PO 104-22	1	126
Recreational Supv	PO 104-22	1	126
Clerk/Reception	156-33	1	189
Clerk	cws 47	1	47
D&E & Treatment Specialist (share)	PO 104-22	2	126

Table 12 (cont)

	<u>Space Std.</u>	<u>1975 Requirements</u>	
		<u>Personnel</u>	<u>Sq.Ft.</u>
<u>Treatment Staff Svcs (cont)</u>			
Family Counseling Rm	208-44		252
Group Testing Rm	156-33		189
Group Therapy Rm	156-33		189
Research Library/Media Prep Area	347-73		420
Supply	104-22		126
Unit Equip			50
		<u>42</u>	<u>2407</u>
<u>VISITING/RECEPTION</u>			
Reception Clerk	no ind ws	2	
Counter (1-sta)			69
Reception Area (secure)	156-33		189
Processing Area - Male	104-22		126
- Female	104-22		126
Property/Supply Rm	436-102		588
Visiting Area (35 cap.)			546
Atty Conf Rms - 2	③ 104-22		252
Parents' Conf Rms - 4	⑤ 69-15		336
Public Toilet - Men			60
- Women			90
Security Entrance		<u>2</u>	<u>(600)</u> <u>2382</u>
<u>EDUCATIONAL SERVICES</u>			
Instructors	PO 104-22	3	378
Special Education	PO 104-22	1	126
Classrooms (12 cap.) - 3	@ 360-76		1308
Resource Room	347-73		420
Audio-Visual Storage	104-22		126
Library	208-44		252
		<u>4</u>	<u>2610</u>
<u>VOCATIONAL EDUCATIONAL SERVICES</u>			
Instructors	PO 104-22	3	378
Vocational Training Classrooms & Shops (includes auto mechanics, electronic and small appliance repair, drafting, and clerical and office practices)			5000
Storage		<u>3</u>	<u>1000</u> <u>6378</u>

Table 12 (cont)

	<u>Space Std.</u>	<u>1975 Requirements</u>	
		<u>Personnel</u>	<u>Sq.Ft.</u>
<u>RECREATIONAL SERVICES</u>			
Indoor Activity Area			
Office (Vol. Rec. Aide)	104-22		126
Gymnasium (full court)			4600
Equip Storage	156-33		189
Work-out Room	208-44		252
Swimming Pool (incl deck & equip area)			3600
Toilets	156-33		189
Showers/Lockers/Dressing	208-44		252
			<u>9208</u>
<u>RELIGIOUS SERVICES</u>			
Chaplain Office (shared)	156-33		189
Chapel			650
Supply Storage	208-44		252
			<u>1091</u>
<u>FOOD SERVICES</u>			
<u>Administration</u>			
Cook	(share) PO 104-22	1	126
Asst Cook	no ind ws	2	
Food Service Worker	"	2	
Kitchen Staff Lockers	104-22		126
Staff Lavatory - 2	@ 52-11	<u>5</u>	<u>126</u> <u>378</u>
<u>Food Preparation</u>			
Cooking Area			120
Oven Area			120
Meat Prep			60
Salad Prep			60
Vegetable Prep			60
			<u>420</u>
<u>Storage</u>			
Refrig			109
Freezer			109
Dry Goods	260-55		315
Carts			100
			<u>633</u>
<u>Sanitation</u>			
Clean-up Area			120
Garbage			60
			<u>180</u>

Table 12 (cont)

	Space Std.	1975 Requirements	
		Personnel	Sq.Ft.
<u>Dining Area*</u> (multi-purpose)			
Resident (30 cap.)	**450-23		473
Staff			200
Serving Area			100
Dishwashing			<u>120</u>
			893
<u>Storage</u>	69-15		<u>84</u>
Total Food Services		5	2588
<u>MAINTENANCE SERVICES</u>			
Maint Man	no ind ws	1	
Maint Shop	347-73		420
Storeroom		<u>1</u>	<u>2000</u>
			2420
<u>MEDICAL SERVICES</u>			
Physician	no ind ws	(1)	
Exam Rm	156-33		189
Medical Supply	69-15		<u>84</u>
		<u>(1)</u>	<u>273</u>
<u>TREATMENT</u>			
6 Resident Modules (4 for boys, 2 for girls)	@ 3203		19218
10 single rooms with toilet	@ 86-18)		
2 shower/bathing	@ 156-33)		
activity area	1041-219)		
2 toilets	@ 52-11)		
multi-purpose room	156-33)		
counselor room	104-22)		
storage	69-15)		
Utility Rooms - 3	@ 156-33		<u>567</u>
			19785
TOTAL REGION-WIDE CENTER:		59	50703

\*Two shifts for segregation of resident classifications.  
\*\*5% additional for partitioning.

Building Requirements

The net area required for each function was established and detailed. The summation of these separate requirements results in the total net size of the building required. Net areas are converted to gross areas by making allowances for building walls, corridors, stairways, public toilets and utility areas. Table 13 sets forth the overall and separate building area requirements by function.

TABLE 13  
REGION-WIDE CENTER  
(SECURE CENTER FOR SERIOUS OFFENDERS)

	Net Sq.Ft.	Gross Sq.Ft.
Administration	1561	1873
Treatment Staff Services	2407	2888
Visiting/Reception	2382	2858
Educational Services	2610	3132
Vocational Ed Svcs	6378	7654
Recreational Svcs	9208	11049
Religious Services	1091	1309
Food Services	2588	3106
Maint Services	2420	2904
Medical Services	273	327
Treatment Housing	<u>19785</u>	<u>23742</u>
	50703	60842

Site Requirements

The site locations are directly dependent on the total land required for the center. Land area requirements were determined as follows:

area required for bldg (single-story)	60,842
area required for walkways, setback, open areas (200% of bldg area)	121,684
area required for outdoor recreation	60,000
area required for access, roadways, & greenbelt	50,000
area required for parking	20,000
allowance for future expansion	<u>100,000</u>
Total Sq. Ft.	412,526
Acres	9.5

CONSTRUCTION AND EQUIPMENT COSTS

Construction costs were developed by first establishing the unit costs for the type of structure and the type of facility being planned. Considering Class "C" type, good quality construction including forced air heating, air conditioning and sprinklers, unit costs and extensions developed for each type of facility are as follows:

TABLE 14  
PRELIMINARY CAPITAL COST ESTIMATES FOR THE  
ST. JOSEPH-ELKHART AND LA PORTE-PORTER REGIONAL CENTERS  
AND REGION-WIDE FACILITY FOR SERIOUS OFFENDERS

	Cost/ Sq.Ft. x	Gross Sq.Ft.	Total Cost
<u>ST. JOSEPH-ELKHART FACILITY</u>			
<u>Construction Costs</u>			
Admin, Staff Svcs, Vis/Recept & Intake	\$30.55 x	9699	\$ 296,304
Housing Modules	24.55 x	15903*	390,418*
Educ, Recreation & Religious Services	28.55 x	11387	325,099
Medical Services	30.55 x	328	10,020
Food Services & Maint	25.55 x	6010	153,555
Resource Center	30.55 x	3074	93,910
			<u>\$1,269,306</u>
<u>Equipment Costs</u>			
Housing	2.00 x	15903	\$ 31,806
Offices & Admin, etc.	7.00 x	9699	67,893
Education & Recreation	Allowance		20,000*
Food Service	"		15,000
			<u>\$ 134,699</u>
Total Construction & Equipment Costs - St. Joseph-Elkhart Facility			<u>\$1,404,005</u>

LA PORTE-PORTER FACILITY

<u>Construction Costs</u>			
Admin, Staff Svcs, Vis/Recept & Intake	\$30.55 x	9257	\$ 282,801
Housing Modules	24.55 x	15903***	390,419***
Education, Recreation & Religious Svcs	28.55 x	11261	321,502
Medical Services	30.55 x	328	10,020
Food Services & Maintenance	25.55 x	5410	138,226
			<u>\$1,142,968</u>
<u>Equipment Costs</u>			
Housing Modules	2.00 x	15903	\$ 31,806
Offices, Admin, etc.	7.00 x	9257	64,799
Education & Recreation	Allowance		20,000*
Food Service	"		15,000
			<u>\$ 131,605</u>
Total Const & Equip Costs-LaPorte-Porter Facility			<u>\$1,274,573</u>

\*7688 gross sq.ft. of housing at a 1972 dollar cost of \$204,116 (inc. const. & equip. costs) to be added in 1980-1985.  
\*\*Includes funds for installation and equipment for swimming pool.  
\*\*\*7700 gross sq.ft. of housing at a 1972 dollar cost of \$204,435 (inc. const. & equip. costs) to be added in 1980-1985.

Table 14 (cont)

	Cost/ Sq.Ft. x	Gross Sq.Ft.	Total Cost
<u>REGION-WIDE FACILITY FOR SERIOUS OFFENDERS</u>			
<u>Construction Costs</u>			
Admin, Staff Svcs, Vis/Recept	\$30.55 x	7619	\$ 232,760
Housing Modules	24.55 x	23742	582,866
Educ, Recreation & Religious Svcs	28.55 x	15490	442,239
Medical Services	30.55 x	327	10,020
Food Services & Maintenance	25.55 x	6010	153,555
Vocational Services	25.55 x	7654	195,559
			<u>\$1,616,999</u>
<u>Equipment Costs</u>			
Housing Modules	2.00 x	23742	\$ 47,484
Offices, Admin, etc.	7.00 x	7619	53,333
Education & Recreation	Allowance		20,000*
Food Service	"		15,000
			<u>\$ 135,817</u>
Total Construction & Equipment Costs - Region-Wide Facility for Serious Offenders			<u>\$1,752,816</u>

\*Includes funds for installation and equipment for swimming pool.

CHAPTER V  
IMPLEMENTATION

The successful implementation of the major recommendations of this report will require a strong dedication to the achievement of the goals discussed herein: to stimulate vigorous community involvement in juvenile programs; to expand juvenile programs in the juvenile justice agencies; and to provide two innovative regional centers. Three essential factors must be present if the programs are to be successfully implemented:

1. A unanimous agreement by officials of the ten counties with respect to the implementation of the programs and the regional centers.
2. A forceful community backing for the programs and the plans for the regional centers.
3. A feasible funding plan.

Assuming acceptance of the ideas by the community and public officials, implementation of the various aspects considered in this study fall into the following categories.

1. The application of leadership
2. Costs and funding
3. The approaches taken to initiate the programs
4. The development of specific plans and motives to be applied
5. The utilization, acquisition or construction of facilities
6. The enlistment of qualified personnel
7. Administration

The application of leadership and the approaches taken to initiate the programs are dependent upon the nucleus of individuals who understand the need and are ready and willing to lend the effort to stimulate community interest and support as well as coordinate the participation of public agencies. Once the impetus is germinated then the development of specific plans and motives can be launched. A number of the programs, for which specific plans will need to be developed, are described in Chapter III. Action will need to be undertaken such as setting up organizational structures, calling for volunteers, developing promotional literature, advertising and enlisting the aid of public media in the pursuit of public support, calling upon professional help in laying out the mechanics of operation, and seeking and promoting funds. Wherever facilities are required, arrangements must be made for their acquisition.

The major project of this whole undertaking is the planning, construction and operation of the regional juvenile centers to be located in St. Joseph and LaPorte Counties. The basic plan and range of programs prescribed for these centers were outlined in Chapters III and IV. The estimated construction costs were also detailed. Under the heading of implementation, it is important to outline how the centers will be administered, the extent of the operating costs, where the funds will come from, and what the cost distributions will be. These considerations are detailed in the remainder of this chapter.

ADMINISTRATION OF THE REGIONAL CENTERS

The organization of the regional centers in St. Joseph and LaPorte will be of critical importance in implementing and sustaining a highly effective treatment program with the vigorous backing of the community and the local governments and their juvenile justice agencies. The policy-making body of the organization should be large enough to provide representation for all groups which will utilize, participate in, or provide financial support to, the facilities and programs. A very large policy-making body could, however, stifle innovation and broad outreach into the community by virtue of its sheer size and increased tendencies toward petty bickering and foot-dragging. The administrative and professional staffs should be selected and retained solely on the basis of their competence as evidenced by academic preparation, experience and performance. The policy-making body should have the responsibility to establish and revise policies but should not interfere in the day-to-day administration of the centers. The dividing line between the setting and administration of policy must necessarily change depending on passage of time, personalities and various issues, and the board and the staff must recognize the mutual responsibilities on both sides of the shifting line. This recognition will assist in maintaining the proper roles and relationships of each.

The centers can be operated under at least four different organizational auspices including administration: by a single-county as service to all participating counties; by a multi-county authority or special district; by a non-profit corporation; or by the State of Indiana. The Consultant recommends the first alternative. The advantages and disadvantages of each of the alternatives are discussed in the following paragraphs.

The greatest advantage of the single-county alternative is that it is readily available and is being effectively used to service a multi-county area in and around Terre Haute. A principal feature of this alternative would be the formation of a multi-county advisory board with representatives from juvenile justice agencies and the community. The staff of

the center would be organizationally within the county in which the center is located and reporting directly to the Board of County Commissioners through an appointed county administrative officer, or to the juvenile judge. Placing the staff under the county board, with or without an appointed county administrative officer, would serve to unburden the judges of non-judicial duties and permit them to devote full time to the primary function of their offices. In either case, the multi-county advisory board would recommend and review policies on such matters as budgets, per diem rates, and guarantees of treatment space for large and small counties. The greatest disadvantages to this alternative would seem to be in: the necessarily large advisory board; the potential areas of confusion between the advisory board, the board of county commissioners, the juvenile judges and the regional center staff.

The greatest advantages of multi-county authority or special district lie in the singleness of purpose and the representativeness of the approach. If Indiana statutes permitted the use of this organizational structure, the several counties could form the district, appoint the board which would have the authority to levy taxes and/or assess charges and appoint the staff. With the single purpose of providing treatment for juvenile offenders, the board would not have to balance the juvenile treatment needs with the financial needs of other governmental services. The principal disadvantage of this alternative is that it adds to the number of governmental units rather than helping to stem the proliferation of such units.

The forming of a non-profit corporation to develop and operate the regional treatment centers has as its greatest single advantage the possible freedom from some of the rigidities of government and the ability to be more creative and innovative. This would seem to be particularly important in juvenile treatment where new approaches in institutional programs and community involvement are needed. The non-profit corporation would seem to provide an organizational vehicle which could draw on a greater variety of funding sources without the restrictions imposed on governmental agencies. The quasi-public nature of the non-profit corporation, as utilized in private universities, would seem to provide sufficient safeguards and representation for the local governments and community groups. The principal disadvantage would seem to be in gaining the necessary legislative and community support for the concept and should, therefore, be considered as a possible alternative after the centers are operational and some means of revitalizing may be needed.

The fourth alternative would place the regional centers under the State of Indiana. This would have the principal advantages of: placing the facilities and their programs

into the total resources of the State, thereby creating perhaps greater accessibility to a wider pool of professional specialists; and the transfer of the major funding responsibilities to the level of government which imposes many of the requirements through its legislation. The disadvantages are: the loss of local control over the solutions to juvenile problems which may have been created by the local governments and the communities they represent; the inability of the local governments to directly influence the programs, through expansion or intensity of efforts to meet local needs; and the possible allegiance of the centers' staffs to State organizations rather than to local needs. It is unlikely that the State would define the regions with the limited catchment area determined to be the most effective by this study.

**OPERATING COSTS**

Annual operating costs were approximated by estimating the total of salaries, building services, operations services and supplies. Building services consist of: cleaning, electricity, heating and air conditioning, water and plumbing, repairs and maintenance, and trash removal. These were estimated will cost approximately \$1.78 per square foot annually. Considering the total net square feet, the total cost for building services will be as follows:

St. Joseph-Elkhart Center - \$68,818.00 per year  
 LaPorte-Porter (New Center) - \$62,572.00 per year\*

Operations services include: general expenses, laundry service, food service, telephone, and transportation. The approximated annual cost of these services, except food services, amounted to \$20,000.00 for both centers. Food services were estimated at \$40,000.00 annually for both centers.

Supplies include: office equipment and supplies, program supplies, clothing and personal supplies, postage, entertainment supplies and miscellaneous. These were approximated at \$20,000.00 annually. All of the costs for services and supplies were based upon the averaging of actual costs of several equivalent facilities now operating in several parts of the country. The estimated total for supplies and services, excluding salaries, amounts to: \$148,818.00 for the St. Joseph-Elkhart Center and \$142,572 for the LaPorte-Porter Center.

Total annual salaries were projected from a recapitulation of the 1995 staff requirements as outlined in the previous chapter. These requirements were adjusted to reflect 1975 requirements. Each position was allotted an annual wage commensurate with the level of service, professional background and experience required. Salary costs were not included for services received from other agencies (schools, etc.).

\*The maintenance costs for the Fairview Hospital would be the same as for the new facility. The basis for this assumption is that although the new facility would be larger, the age of the hospital would require a greater cost per square foot for maintenance.

Total annual salaries estimated for both the St. Joseph-Elkhart and LaPorte-Porter Centers, including 15% for taxes and benefits, are as follows:

	<u>Number of Employees</u>	<u>Estimated Total Annual Salary Costs</u>
St. Joseph-Elkhart Center	32	\$288,000.00
LaPorte-Porter Center	30	\$270,000.00

Total operating costs for the St. Joseph-Elkhart Center and the two options of the LaPorte-Porter Regional Center are as follows:

	<u>Total Annual Operating Costs</u>
St. Joseph-Elkhart Center	\$436,818.00
LaPorte-Porter	\$412,572.00

Distribution of Operating Costs

One equitable means of distributing operating costs is based on probable requirements in terms of juvenile placement by the respective counties in the sub-regions. This is determined by the prorated number of assignments to the regional centers by each county when the centers are fully operational at projected capacities. The percentages used in the determination of the operating cost sharing were based on the projected number of juveniles who would be sent to the centers as indicated in the following table. However, it is expected that modifications will occur periodically based upon actual numbers once the centers are operating. Modifications might also result in lowered costs due to availability of federal or state funds.

TABLE 15  
 PROPOSED BED REQUIREMENTS BY COUNTY  
 FOR THE TWO REGIONAL CENTERS  
 PRESENT REQUIREMENTS

<u>County</u>	<u>St. Joseph-Elkhart</u>		<u>% of Total # of Beds</u>	<u>LaPorte-Porter</u>		<u>% of Total # of Beds</u>
	<u>Detention</u>	<u>D &amp; E Treatment</u>		<u>Detention</u>	<u>D &amp; E Treatment</u>	
St. Joseph	9	14	55%			
Elkhart	1	9	24			
Kosciusko	1	4	12			
Marshall	1	4	12			
LaPorte				5	10	38%
Porter				3	7	25
Jasper				1	2	9
Starke				1	2	9
Pulaski				1	2	9
Newton				1	2	9

TABLE 16  
DISTRIBUTION OF OPERATING COSTS  
BY COUNTY

<u>St. Joseph-Elkhart Regional Center</u>	\$436,818
Total Operating Costs (page 119)	
Distribution by County	
St. Joseph Operating Cost x 55%	\$239,700
Elkhart " " x 24%	\$104,836
Kosciusko " " x 12%	\$ 52,418
Marshall " " x 12%	\$ 52,418
<u>LaPorte-Porter Regional Center</u>	\$412,572
Total Operatint Costs (page 119)	
Distribution by County	
LaPorte Operating Cost x 38%	\$156,777
Porter " " x 25%	\$103,143
Jasper " " x 9%	\$ 37,131
Starke " " x 9%	\$ 37,131
Pulaski " " x 9%	\$ 37,131
Newton " " x 9%	\$ 37,131

CAPITAL COST DISTRIBUTION

There are many formulae which could be developed for the distribution of capital costs of the regional centers. The formula for the distribution of capital costs should be based on the number of juveniles to be sent to the centers from each county and, to keep the formula from becoming too complex, the number of treatment days is assumed to be constant. Another important assumption revolves around the availability of grant funds for construction. The prevailing guidelines stress the availability of funds for diagnosis and treatment but not for detention. Although the guidelines are subject to change in the future, the formula used illustrates how capital costs can be apportioned among the counties for diagnosis and treatment, with the major costs of detention facilities to be provided by St. Joseph, LaPorte and Porter because they would be the principal users. The formula is applied to the construction costs found in Table 14 on page 119.

TABLE 17  
FORMULA FOR THE DISTRIBUTION OF CAPITAL COSTS  
BY COUNTY FOR THE REGIONAL CENTERS

<u>St. Joseph-Elkhart Center</u>	
Total construction cost (excl. equip, furnishing, and site costs) (from page 119)	\$1,269,306.00
Less cost of St. Joseph detention requirements* (excl. equipment, furnishings & site costs)	<u>315,765.00</u>
	\$ 953,541.00
Less LEAA block grant - 50% of construction cost	\$ 476,770.50
Balance of costs to be distributed among the four counties lacking any additional funding aid	\$ 476,770.50
Distribution of balance of construction costs reqd.	
St. Joseph Share - 46.6% x \$476,770 = \$222,147 + \$315,765 detention facility costs =	\$537,912
Elkhart Share - 29% x \$476,770	138,263
Kosciusko Share - 12.2% x "	58,165
Marshall Share - 12.2% x "	58,165
Total equip and furnishing costs from page 119	\$134,699
Minus cost for detention facility equip and furn.	<u>33,674</u>
Total equip and furn. costs to be shared among participating counties	\$101,025
St. Joseph Share - 46.4% x \$101,025 = \$47,077 + \$33,674 detention facility costs =	\$80,751
Elkhart Share - 29% x \$101,025	29,297
Kosciusko Share - 12.2% x "	12,325
Marshall Share - 12.2% x "	12,325

LaPorte-Porter Center

Total construction costs (excl. equip., furn., and site costs) from page 119	\$1,142,968
Less cost of LaPorte and Porter detention (excl. equip., furn., and site costs)	<u>\$ 285,742**</u>
	\$ 857,226
Less LEAA block grant - 50% of construction costs	\$ 428,613

\*Calculated based on the following formula: total cost x 25% (percentage of total beds allocated for St. Joseph detention).  
\*\*Calculated on the basis of 25% of total construction cost, with LaPorte contributing 65% and Porter 35%.

Table 17 (cont)

LaPorte-Porter Center (cont)

Balance of costs to be distributed among the five counties lacking any additional funding aid	\$428,613
Distribution of balance of construction costs reqd.	
LaPorte Share - 43.3% x \$428,613 = \$185,597 + \$185,732 detention facility costs =	\$371,329
Porter Share - 30.3% x \$428,613 = \$129,870 + \$100,010 detention facility costs =	229,880
Jasper Share - 6.6% x \$428,613	28,288
Starke Share - 6.6% x "	28,288
Pulaski Share - 6.6% x "	28,288
Newton Share - 6.6% x "	28,288
Total equipment furnishing costs from Table 14, pg.119	\$131,605
Minus costs of detention equip. and furnishing	<u>32,901</u>
Equipment and furnishing costs to be distributed	\$98,704
LaPorte Share - 43.3% x \$98,704 = \$42,738 + \$21,386 detention facility costs =	\$64,124
Porter Share - 30.3% x \$98,704 = \$29,907 + \$11,515 detention facility costs =	41,422
Jasper Share - 6.6% x \$98,704	6,514
Starke Share - 6.6% x "	6,514
Pulaski Share - 6.6% x "	6,514
Newton Share - 6.6% x "	6,514

To illustrate the application of the formula to the acquiring, remodelling and equipping of the Fairview Hospital, it has been assumed that the acquisition and remodelling costs will be \$230,000; the cost of equipping would be minimal, i. e. \$20,000, with extensive use of existing equipment; and that the number of juveniles from each county would be the same as used in the new facility. The distribution of costs would be as follows:

LaPorte - 81,188 + 40,625 for detention services =	121,813
Porter - 56,812 + 21,875 for detention services =	78,687
Jasper, Starke, Pulaski, Newton, 12,375 each =	49,500

SUGGESTED PRIORITY FOR INITIAL FUNDING

The vast number of program and facility recommendations contained in this report probably exceed the funding capabilities of the Region. Accordingly, the Consultant has developed first and second priorities as discussed in the following sections.

FIRST PRIORITY PROJECTS

1. Establishment of St. Joseph-Elkhart Regional Treatment Center

Phase I - \$58,000.00

This amount would provide funding as follows:

- Project Coordinator - \$15,000 annual salary
- Clerical assistance - \$6,000 annual salary
- Rent, furniture, phone, travel, etc. - \$4,000
- Miscellaneous (meetings, public relations, etc.) - \$3,000
- Architectural fees (includes schematics, design definitives, and preliminary drawings) - \$30,000. (Fee was calculated based on estimated total fee of 7% of \$1,151,210 construction costs and assuming 35% of total architectural work done in this phase).

This first phase would include the selection and retaining of a Project Coordinator and the establishment of a Regional Advisory Committee. During this first year the Coordinator and the Committee should select and acquire the site, select and retain the architect, and authorize and review preliminary drawings. This period will also involve the establishment of community support for the project through public information campaigns and community meetings with residents in the area where the Center is to be located to assure that the community will be firmly supportive of the aims of the Center. Staffing plans, functional programs and regional agreements should be in final form by the end of this first phase.

2. Establishment of LaPorte-Porter Regional Treatment Center

Phases II through IV - estimated funding \$190,000

This amount would provide funding as follows:

Project Coordinator - \$15,000 annual salary  
 Clerical assistance - \$6,000 annual salary  
 Rent, phone, travel - \$3,000 (3/4 year)  
 Miscellaneous (meetings, public relations, etc.) - \$1,000  
 Architectural fee - \$10,000 (estimate based on proposed scope of remodeling and interior design work)  
 Construction fee - \$100,000 (estimation based on preliminary study of existing Fairview Hospital structure)  
 Staffing and operational costs - \$55,000 (1/4 year)

Personnel Costs - \$40,000  
 Supplies (incl. food service) - \$15,000

This phase would include selection of an architect and a construction firm, the completion of final architectural drawings, remodeling of Fairview Hospital, and recruiting, interviewing and selection of treatment and support staff. This provides funds for operating facility for 1/4 year.

The principal advantage of the Fairview Hospital is its immediate availability and relatively low cost for acquisition and remodeling. If the Hospital cannot be acquired and remodelled at a cost less than \$235,000, there will be no alternative except new construction. The Consultant believes that the new construction should be located in or near the present and projected population center of the sub-region, i.e. Michigan City, if local support can be assured for the project. If new construction is required, the first year funding should be similar to that of project 1, above, i.e. salary for project coordinator and other incidental expenses plus the architectural fees through preliminary drawings. The full construction costs, however, should be placed in the context of the priority needs of the entire Region which, in the opinion of the Consultant, would rank the needs of Lake County and the St. Joseph-Elkhart ahead of the LaPorte-Porter sub-region.

3. Establishment of Residence Centers

Estimated funding - \$400,000

This amount would provide funding for the following:

One Residence Center in Elkhart - \$50,000  
 One Residence Center in St. Joseph - \$50,000  
 Four Residence Centers in Lake County - \$200,000  
 One Residence Center in LaPorte - \$50,000  
 One Residence Center in Porter - \$50,000

The cost for each residence center was based on the following breakdown:

Staff - \$25,000  
 Rent, furniture, etc. - \$20,000  
 Food, utilities, etc. - \$3,000  
 Miscellaneous costs, meetings, etc. - \$2,000

The residence centers (group homes) would provide residential treatment for 8-10 juveniles who cannot function adequately in a family situation, but do not require the intensive treatment atmosphere of the regional treatment centers. The centers would also serve as a half-way house or re-entry points for juveniles coming from the regional centers. The residences would also serve as temporary shelter care facilities for juveniles who are taken into custody and require some housing, but should not be placed in a detention facility.

4. Mobile Diagnosis and Evaluation Service

Estimated funding - \$25,500

This amount would provide funding as follows:

Psychiatrist - \$7,500; one day per week for 50 weeks @ \$150/day  
 Psychologist - \$7,500; two days per week for 50 weeks @ \$75/day  
 Case Worker - \$5,000; two days per week for 50 weeks @ \$50/day  
 Clerical assistance - \$1,000; one day per week at \$20/day  
 Travel - \$500; average of 100 miles per week @ 10¢ per mile  
 Consultant fees, misc. expenses - \$5,000

This amount would provide sufficient funds to furnish a highly qualified staff, travel expenses and clerical support for one year. The main objective of this program would be to provide quick diagnosis and evaluation for the Region, to serve as an interim measure until the completion of the regional centers. The service would be available to each of the county judges in the Region, with particular attention to the smaller counties which presently lack any comparable resources for professional diagnostic work-ups.

5. Juvenile Program Specialists

Estimated funding - \$69,000

This amount would provide funding as follows:

3 Juvenile Program Specialists @ \$13,000 = \$39,000  
3 Clerical assistants @ \$6,000 = \$18,000  
Rent, phone, travel, meetings, etc. @ \$4,000 per specialist = \$12,000

This funding would provide for the establishment of juvenile program specialist positions in Marshall, Jasper and Starke Counties. This professional would provide a complete range of program development services to each of the four counties. The juvenile program specialist would provide services to law enforcement, probation, the court, schools, and other concerned agencies. He would, in fact, serve as an agent for all agencies in the system but would at the same time be available to all juveniles in the county as a youth advocate.

This full-time position can be justified by placing a high degree of importance on prevention and diversion programs in the smaller counties. The measure of possible success could be in the idealistic sense of preventing the stigmatization of even one youth as justifying the annual salary. The more practical measure might be the dollars per day of institutional costs which might be saved by avoiding the institutionalization of one youth. It is recommended that this position be filled by an individual who has at least a bachelors degree in psychology, sociology, or some related field, with preferably a masters degree. This individual should be able to effectively communicate with both juvenile justice agency officials and the youth. It is essential that he be able to relate to the community so as to be able to develop community resources.

6. Work Shops and Juvenile Justice Personnel Training

Estimated funding - \$25,000

This amount would provide funding as follows:

a. Community response to the juvenile justice system (2 workshops)

Prepare materials	\$5,600
Conduct workshop \$1,000 x 2	2,000
Evaluation \$1,000 x 2	2,000
Travel	400
	<u>\$10,000</u> (\$5,000 for each workshop)

b. Police juvenile officer, probation, and youth services bureau conference - large counties - St. Joseph, Lake, Elkhart, Porter, LaPorte

One conference @ \$5,000 (see schedule above)

c. Police juvenile officers, probation, juvenile program specialists conference - smaller counties - Kosciusko, Marshall, Starke, Pulaski, Newton

One conference @ \$5,000 (see schedule above)

d. Juvenile justice personnel - police, sheriff, probation, etc.,

Training Fund - \$5,000

The first series of conferences and seminars is intended to increase the understanding of both the community and the various agencies of the system in terms of what the juvenile problems are and how the community and the system should respond to these problems. It is essential that community leaders and organizations be made aware of the ways in which the community should be involved in the treatment of juvenile delinquency. Topics which could be discussed during these conferences include: What Does a Residence Center Mean to Your Community; Volunteerism and the Community; The Youth Services Bureau and Your Child; Helping the Ex-offender Back Into the Community; etc.

The second series of conferences should be aimed at increasing the understanding and cooperation between the major agencies of the system. These conferences have been divided into one for the large counties and one for the smaller counties based on the assumption that there is similarity in problems and possible solutions between these two groupings which may not be complimentary if a joint conference were held. Topics which could be discussed in these conferences include: Effective Juvenile Records Systems; When Should a Juvenile be Detained; Recent Developments in Juvenile Law; The Runaway; A Problem or Fad; etc.

The training fund provides monies for miscellaneous training for juvenile justice personnel and should be dispersed throughout the year to upgrade the law enforcement and probation agencies. Special emphasis should be placed on training law enforcement officers in the area of diversion of the juvenile from the system through the use of community resources.

7. Project Re-entry

Estimate funding - \$78,000

This amount would provide funding as follows:

3 Project Directors @ \$12,000 = \$36,000  
3 Secretaries @ \$6,000 = \$18,000  
Rent, phone, supplies, travel, etc. @ \$5,000 per program = \$15,000  
Ex-offender aid fund @ \$3,000 per program = \$9,000

This program would provide for the organization of community resources in Lake, St. Joseph, and Elkhart Counties to aid in the re-integration into the community of the juvenile offender after treatment. The project director would marshal community resources to aid in job placement, counseling,

and other aids required in the re-entry process. The project director, with the aid of community volunteers, would contact each juvenile returning from some period in a treatment center and would help the youth during the initial re-integration period. Funds would be available, either as grants or loans, for emergencies such as a new suit for a job interview. To avoid the creation of a new organization, this project should be placed under an existing organization, e.g. Youth Services Bureau.

PROJECTS OF SECOND PRIORITY

1. Juvenile Program Specialist - Pulaski County

Estimated funding - \$29,000

See description in #6 above.

2. Youth Services Bureaus

Estimated cost - \$60,000

This amount would provide for the establishment of two Youth Services Bureaus in Valparaiso, Warsaw\*, and the extension of the Elkhart Youth Services Bureau to cover Goshen.

3. Group Home in Porter and Marshall Counties

Estimated funding - \$100,000

See description in #4 above.

4. Shelter Care Facilities for Runaways

Estimated funding - \$90,000

This amount would provide for the establishment of three centers; one in South Bend to serve St. Joseph and Elkhart, Kosciusko and Marshall Counties; one in LaPorte to serve LaPorte, Porter, Jasper, Starke, Pulaski and Newton Counties; and one in Lake to serve Lake County.

These facilities would provide temporary shelter for runaways prior to returning to the family. These centers would eliminate much of the unnecessary detention of juveniles who are no real danger to the community. These centers would be staffed with volunteer professionals who would counsel the youth and attempt to resolve, where possible, the conflicts which resulted in the youth running away. Where possible, the centers will

\*Already in preliminary development.

provide family counseling with the runaway and his family. These centers could easily be located in a large remodeled house near the gathering place of the community's transient youth. Wherever possible, these centers should be organized outside of the normal framework of the juvenile justice system or other governmental agencies. This could be possible with the establishment of non-profit corporation run under the auspices of some church or other community organization.

5. Police-School Liaison Program in Valparaiso

Estimated funding - \$30,000

This program would function along the same format as the presently funded program in Portage.

6. Project Re-entry - LaPorte and Porter Counties

Estimated funding - \$52,000

See detailed description in Priority I #8.

7. General Delinquency Prevention Programs

Estimate funding - \$20,000

This amount would provide discretionary funds to be allocated by the Regional Board to those jurisdictions which need supplementary funds to initiate or sustain delinquency prevention programs. No grant should exceed \$1,000 and must be justified by a one-page proposal.

Programs might include: car clubs, drag strips, teen dances, youth centers, law enforcement day at local schools, etc.

SUPPLEMENTARY FUNDING

The concern for the rising problems of juvenile delinquency has generated funding for programs and facilities which officials in Region I should thoroughly explore. These funding sources are applicable to construction and operations and may serve to offset or supplement the funds which would have to be derived from local sources. The exact source and amounts which might be obtained are impossible to identify in a generalized survey because of changing requirements, limitations on availability of funds, and other factors. Some of the sources are indicated in the following sections as a guide to regional officials.

I. Construction of Funding Sources for the Regional Center

A. State of Indiana

The regional centers will alleviate much of the caseload placed on State facilities by the ten counties and, in addition, will implement overall State objectives of improving the treatment of juveniles. Regional officials should petition the State for subsidy assistance in the construction and equipment of the regional centers.

II. Operating Revenue Sources for the Regional Center

A. State of Indiana

Local and regional officials should request State funds for the operation of the regional centers. These funds might be in the form of subsidies for each juvenile who is treated in a regional center in lieu of placement in a State facility.

III. Federal and State Assistance Grants

These grants are available for the funding of various community action programs for the purpose of reducing juvenile delinquency and improving community life. This funding is subject to revision this coming fiscal year as per congressional appropriation. The following outline sets forth and describes these assistance grants.

Federal Assistance

A. Department of Health, Education and Welfare

1. Office of the Secretary

a. Child Development - Headstart

Authorization: Economic Opportunity Act 1964 as amended; Public Law 91-177, Title II; 81 Stat, 698.

Provides for the establishment of a demonstration program which offers educational, nutritional, and social services to the pre-school children of the poor and their families, and it involves parents in activities with their children so that the child enters school on more equal terms with the other students. A 20% local share must be provided, and may be in cash or in kind, i.e. providing space, equipment, utilities or personal services. Application must be submitted to the regional Office of Child Development/Headstart by a community action agency or other local group so qualified under Section 221 or 222 of the Economic Opportunity Act as amended.

2. Social and Rehabilitation Service

a. Juvenile Delinquency Planning, Prevention, and Rehabilitation

Authorization: Juvenile Delinquency Prevention and Control Act of 1968, Title I, Public Law 90-445; 42 U.S.C. 3801

Provides grants for: planning comprehensive statewide plans for controlling delinquency; providing rehabilitative, diagnosis, treatment and preventive services to delinquent and pre-delinquent youths. Construction of facilities is given low priority. Emphasis is on preventive community-based services to

youth. Public and non-profit agencies or organizations are eligible. Federal planning share may not exceed 90%, prevention share 75%, and rehabilitation 60%. Applications must be submitted to the nearest Social and Rehabilitation Service Office.

b. Juvenile Delinquency Prevention and Control - Model Programs and Technical Assistance

Authorization: Juvenile Delinquency Prevention and Control Act of 1968, Title I, Public Law 90-445; 42 U.S.C. 3801

Provides for the development of improved techniques and practices, model programs, and the devising of innovative methods of dealing with the delinquency problems. Technical assistance projects will provide expertise to agencies and organizations planning and implementing delinquency programs. Grants may be up to 100%. Application information available from the Social and Rehabilitation Service Office.

c. Training of Youth Service Personnel

Funds available for the purpose of training personnel engaged in youth service work. Federal share may be up to 100%. Application kits are available from appropriate Social and Rehabilitation Regional Office.

3. Office of Education

a. Model Centers for the Educationally Deprived

Authorization: Education of the Handicapped Act, Title VI, Part G, Section 661; Public Law 91-230; 20 U.S.C. 1401.

Provides for the establishment and operation of model centers for the improvement of education of children with specific learning disabilities, through research and training of education personnel. No match is required and application materials should be obtained from the Associate Commissioner, Bureau of Education for the Handicapped, Office of Education.

b. Experimental Schools

Authorization: Cooperative Research Act of 1954; Public Law 83-351, as amended by Title IV of the Elementary and Secondary Education Act of 1965; Public Law 89-10; 20 U.S.C., Section 331a.

Provides for the establishment of pre-school, K-12 and post high school programs directed at students who have not achieved educational success and in addition come from low income families. No match is required. Grant applications available from the Experimental Schools Division, Office of Education, Washington, D.C.

c. Pre-school Elementary and Secondary Education - Special Programs and Projects

Authorization: Elementary and Secondary Education Act; Public Law 91-230, Title III, Section 306; 20 U.S.C. 841.

Provides for the development and operation of pre-school, elementary and secondary education projects which hold promise of making a substantial contribution to critical educational problems common to all or several states. Applications must be approved by the State of Ohio and funds are subject to the State formula. Projects must be supplemental to regular school programs.

d. Educational Dissemination

Authorization: Cooperative Research Act; Public Law 83-531; 68 Stat 533, as amended by the Elementary and Secondary Education Act 1965.

Provides funds for the dissemination of information about current knowledge, tested exemplary practices, and research-based materials, and to encourage their application at all levels of education. Five percent local contribution desired. Grant applications available from the National Center for Educational Communications.

e. Vocational Education - Research Project Grants

Authorization: Vocational Education Amendments, Public Law 90-576; 20 U.S.C. 1241 to 1391.

Provides funds to improve vocational education programs, the competence of personnel in vocational education programs, strengthen the knowledge base on which decisions are based, and carry out research and development activities to provide programs and materials for new careers and emergency occupations. Funding must be approved by the State Board and will be awarded from funds allocated to the State. Applications available from the Regional Office of the Director of Educational Research.

f. Educationally Deprived Children - Special Grants for Urban and Rural Schools

Authorization: Public Law 91-230, Part C, Section 131 and 132; 20 U.S.C. 241c.

Provides for the implementation of pre-school and elementary programs to meet the special educational need of educationally deprived children. Eligibility is based on a state-conducted survey of areas with the highest concentration of children from low income families. Eligible districts must have at least 20% of children ages 5-17 inclusive, counted for payment under Title I, Part A, or at least 5,000 children and 5% of such children will be in the poverty county. No match is required. Applications must be submitted to state educational agencies.

g. Educationally Deprived Children - Special Incentive Grants

Authorization: Public Law 91-230, Part B, Sections 121, 122, 123; 20 U.S.C. 241c.

Provides special incentive grants to local educational agencies for special projects to meet the needs of educationally deprived children. Grants may not be in excess of 15% of the total amount available to the State under Title I, Part A. Applications must be submitted by state educational agencies to the Commissioner of Education.

h. Educational Personnel Development - Media Specialist

Authorization: Education Professions Development Act, Part D, Sections 531-533; Public Law 90-35; 20 U.S.C. 1111-1119a.

Provides for the pre-service and in-service training of media specialists to improve the educational resource development capability of local school districts. No match is required and applications should be obtained from the Media Specialist Program, Division of Educational Technology, Bureau of Libraries and Educational Technology, U.S. Office of Education.

i. Vocational Education - Work Study

Authorization: Vocational Education Amendments of 1968, Title I, Part H, Public Law 90-576; U.S.C. 1241-1391.

Provides grant support to states for work study programs to assist economically disadvantaged full-time vocational education students age 15-20 to remain in school by providing part-time employment. Funds may be used for compensation of students employed by local educational agencies. Eighty percent Federal reimbursement based on State block grant. The State Advisory Council must approve applications.

j. Educational Personnel Training - Drug Abuse Education

Authorization: Drug Abuse Act of 1970; Public Law 91-527.

Grants or contracts available to support research, demonstration and pilot projects designed to educate the public or problems related to drug abuse. Grants may be used to plan and carry out community-oriented education programs on drug abuse or drug dependency. Private and public education, institutions and organizations are eligible for grants on the basis of state formulas. Applications are submitted to Bureau of Educational Personnel Development, Office of Education.

4. Health Services and Mental Health Administration

a. Mental Health Research Grants

Authorization: Public Health Service Act, Section 301(d); Public Law 78-410; 42 U.S.C. 241,242.

Research grants available to individuals to develop new knowledge and approaches to the causes, diagnosis, treatment, control and prevention of mental diseases of man. Areas of special interest include early child care, crime and delinquency, narcotics and drug abuse. Application kits may be obtained from Grants and Contracts Management Branch, National Institute of Mental Health.

b. Community Assistance Grants for Narcotic Addiction and Drug Abuse

Authorization: Alcoholic & Narcotic Addict Rehabilitation Amendments of 1968; Community Mental Health Centers Amendments of 1970, Title III, Public Law 91-211; Comprehensive Drug Abuse Prevention and Control Act of 1970, Title I, Public Law 91-513.

The program authorizes funds on a matching basis for construction, special projects and initial staffing of facilities offering comprehensive services for the treatment of drug addicts. Funds provided for specialized training, programs, evaluation, surveys, field trials and demonstration of new and effective methods of delivery of services. Emphasis is on the development of community programs. Applicants must provide at least five essential services to narcotic addicts and drug dependent persons - inpatient-outpatient, intermediate and twenty-four hour emergency services, and community-wide consultation and education services. Application information available from the Chief, Narcotic Addict Rehabilitation Branch, Division of Narcotic Addiction and Drug Abuse.

5. Department of Justice - Bureau of Prisons

a. Correctional Services - Technical Assistance

Authorization: Public Law 90-317; 18 U.S.C. 4042.

Technical assistance available for the planning, implementation and conducting of correctional programs in order to reduce the likelihood of recidivism. Application for assistance subject to coordination with State Law Enforcement Planning Agency and the Regional Offices of the Law Enforcement Assistance Administration.

6. Office of Economic Opportunity

a. Drug Rehabilitation

Authorization: Economic Opportunity Act 1964, as amended by Public Law 91-177, Section 106; 42 U.S.C. 2809; Public Law 88-452.

The program provides grants for community-based programs to discover the causes of drug abuse and addiction and to treat the drug user and addict, emphasizing the re-entry of the drug abuser and addict into society rather than his institutionalization. It also utilizes the services of recovered drug abusers and addicts as counselors. Funds are provided for staff and facilities. Twenty percent match required for non-Federal share, cash or in kind. Application assistance is available from Division of Economic Opportunity regional offices.

7. Department of Justice - Law Enforcement Assistance Administration

a. Law Enforcement Research and Development Project Grants

Authorization: Omnibus Crime Control Act of 1970; Public Law 91-644; U.S.C. 3741-3743, as amended.

Provides for the support of research and development to improve and strengthen all activities pertaining to crime prevention or reduction and enforcement of the criminal laws. Contribution of money, facilities or services of an unspecified amount required of the grant or contract recipient whenever feasible. Application information available upon request from the National Institute of Law Enforcement and Criminal Justice.

State Assistance

A. State Aid for Juvenile Police Bureaus

Authorization: Section 5139.33, Revised Code.

Funding available to establish and maintain additional juvenile officer positions in counties and municipalities. This section also provides for the in-service training of participants whose salaries are subsidized by State aid. State aid may be granted to the extent of reimbursing not more than 50% of the salaries of the necessary juvenile officers, not to exceed \$3,000 annually for each position.

B. Foster Care Facilities

Authorization: Section 5139.36 of Revised Code.

Subsidies provided to counties for the support of public and private foster care facilities.

APPENDIX

APPENDIX A  
POPULATION PROJECTIONS

The long-range planning of programs and facilities demands the careful consideration of changes which are likely to occur in policies and procedures as well as the impact of population changes.

The projections of population made by the University of Indiana indicate a moderate increase in population. It is likely, therefore, that the changes in juvenile policies and programs, as discussed in previous sections, will exert a much greater influence. The population projection data are included in the following paragraphs to present the complete picture.

KOSCIUSKO, JASPER, LA PORTE, MARSHALL, NEWTON, PORTER, PULASKI, AND STARKE COUNTIES

The Consultant used identical procedures for all these counties in determining the probable population trends for the under-eighteen age group. Various population projections were prepared by the University of Indiana Bureau of Business Research using the "cohort survival" methodology. These projections were based on 1960 census data; three alternative series were provided for each county based on different migration and birth rate assumptions.

The series which came closest to predicting the total population found in the 1970 census for each county was chosen as the most accurate series for that county. Projections were available only to the year 1985; the Consultant extended projections for the 0 to 17 year group to 1995, continuing the same assumptions and procedures of the appropriate series chosen for the county.

The Indiana Department of Commerce has prepared populations for all Indiana counties based on a recent economic base study of the State. In most cases the projections provided by the cohort survival method and the economic base study were generally similar, but significant discrepancies did exist. While both projection methodologies attempt, in one way or another, to account for all the pressures affecting population growth and decline, those based on the economic base study tend to emphasize the economic determinants of population location: i.e. the location of jobs and market centers. The cohort survival method of projection, on the other hand, tends to emphasize the social factors of reproduction and mortality. Economic factors do indeed influence the relocation of populations, but on the other hand there is a certain amount of human inertia which conserves traditional population tendencies in spite of the changing economic climate.

Consequently, it was felt that averages between the two population projections would provide the most realistic estimates of future population levels. The average of the two projections of total population was determined for each interval to 1985 (the limit of the University projections). This average was then divided by the population projections provided by the University projections. The ratio thus computed was used as a multiplier for the 0-17 year old projections provided by the cohort survival method, altering them to compensate for the effects predicted by the economic base analysis. Multipliers for the years 1990 and 1995 were extrapolated on the basis of the trend shown in previous intervals. The projections and methodology used are shown in Table A-I.

TABLE A-I  
POPULATION PROJECTIONS - 1970-1995

- I = University of Indiana Projections (Cohort Survival) - Total Population
- II = Indiana Department of Commerce Projections (Economic Base Study) - Total Population
- III = Average(I & II) (Extended to 1995)
- IV = University of Indiana Projections (Cohort Survival) - 0 to 17 years (Extended to 1995)
- V = Revised Projections - 0 to 17 years

	1970 (Actual)	1975	1980	1985	1990	1995
<u>Kosciusko</u>						
I (Series C)	48127	54523	60309	66685		
II	48127	52075*	56023	59903*	63782	
III	1.00	.98	.97	.95	.93*	.92*
IV Male	8557	9472	10220	11064	12070	13096
Female	8223	9805	10571	11454	12499	13694
V Male	8557	9283	9913	10511	11225	12048
Female	8223	9609	10254	10881	11624	12598
Total	16780	18892	20167	21392	22850	24646
<u>Jasper</u>						
I (Series A)	20429	23100	24867	26774		
II	20429	20681*	20933	21019*	21104	
III	1.00	.95	.92	.90	.88*	.86*
IV Male	3762	3742	3909	4113	4329	4528
Female	3650	4153	4327	4540	4782	5010
V Male	3762	3555	3596	3702	3810	3894
Female	3650	3945	3981	4086	4208	4309
Total	7412	7500	7577	7788	8018	8203

-continued-

Table A-I (cont)

	1970 (Actual)	1975	1980	1985	1990	1995
<u>LaPorte</u>						
I (Series A)	105342	111855	118228	124661		
II	105342	110097*	114851	119847*	124843	
III	1.00	.99	.99	.98	.98*	.97*
IV Male	18821	18448	19169	20148	21212	21963
Female	18395	19126	19891	20919	21995	22702
V Male	18821	18263	18977	19745	20788	21304
Female	18395	18935	19692	20501	21555	22021
Total	37216	37198	38669	40246	42343	43325
<u>Marshall</u>						
I (Series B)	34986	35949	37550	39215		
II	34986	36709*	38431	40338*	42245	
III	1.00	1.01	1.01	1.01	1.01*	1.01*
IV Male	6433	6594	6953	7337	7669	7943
Female	6090	6803	7176	7574	7917	8125
V Male	6433	6600	7023	7410	7746	8022
Female	6090	6871	7320	7801	7996	8206
Total	12523	13471	14343	15211	15742	16228
<u>Newton</u>						
I (Series C)	11606	11776	11898	12062		
II	11606	11507*	11409	11199*	10989	
III	1.00	.99	.98	.96	.94*	.92*
IV Male	2163	2317	2313	2315	2392	2445
Female	2056	2178	2172	2194	2249	2298
V Male	2163	2294	2200	2222	2248	2249
Female	2056	2156	2129	2106	2114	2114
Total	4219	4450	4329	4328	4362	4363
<u>Porter</u>						
I (Series C)	87114	120330	152212	193339		
II	87114	107819*	128524	152664*	176803	
III	1.00	.95	.92	.90	.88*	.86*
IV Male	16988	24187	29977	37551	47198	58547
Female	16231	25749	31896	39998	50566	62738
V Male	16988	22978	27579	33796	41534	50350
Female	16231	24462	29344	35998	44498	53955
Total	33219	47440	56923	69794	86032	104305

-continued-

Table A-I (cont)

	1970 (Actual)	1975	1980	1985	1990	1995
<u>Pulaski</u>						
I (Series C)	12534	12532	12424	12323		
II	12534	12116*	11697	11255*	10813	
III	1.00	.99	.97	.96	.95*	.94*
IV Male	2345	2299	2224	2190	2181	2162
Female	2240	2251	2177	2143	2132	2111
V Male	2345	2276	2157	2102	2072	2032
Female	2240	2228	2112	2057	2025	1984
Total	4585	4504	4269	4159	4097	4016
<u>Starke</u>						
I (Series C)	19280	21034	22090	23160		
II	19280	19682*	20084	20416*	20748	
III	1.00	.97	.96	.94	.92*	.91*
IV Male	3774	3544	3578	3655	3735	3791
Female	3417	3975	4017	4107	4199	4262
V Male	3774	3438	3435	3436	3436	3450
Female	3417	3856	3856	3861	3863	3878
Total	7191	7294	7291	7297	7299	7328

\*Interpolation or extrapolation.

ELKHART COUNTY

The methodology used in projecting the under-eighteen population of this County was essentially the same as that used for the counties described above. However, in this case, all projections provided by the University of Indiana were inadequate when judged by the actual 1970 census counts. A projection of total population, also based on the cohort survival method, prepared for the Elkhart County Comprehensive Development Plan seemed more accurate.

The population projection of the 0-17 year age group (before compensating for the pressures expected by the economic base analysis) are based on projections of school enrollment for the County contained in the Comprehensive Plan, proportionally modified to reflect 1970 actual census counts. The distribution of male and female youths are based on the ratios at the 1970 census. (See Table A-II).

TABLE A-II  
POPULATION PROJECTIONS, ELKHART COUNTY - 1970-1995

- I = Elkhart County Comprehensive Plan (Cohort Survival) - Total Population
- II = Indiana Department of Commerce Projections (Economic Base Study) - Total Population
- III = Average(I & II)
- IV = Elkhart County Comprehensive Plan - 0 to 17 years (Based on Projected School Enrollment)
- V = Revised Projections - 0 to 17 years

	1970	1975	1980	1985	1990	1995
<u>Elkhart</u>						
I	126529	132350	143440	155680	168500	
II	126529	137637*	148745	160043*	171341	
III	1.00	1.02	1.02	1.01	1.01*	1.01*
IV	45795	48445	52510	57872	65195	72519*
V Male	23449	25302	27425	29929	33716	37504
Female	22346	24112	26135	28522	32131	35740
Total	45795	49414	53560	58451	65847	73244

\*Interpolation or extrapolation.

LAKE AND ST. JOSEPH COUNTIES

For both of these counties the population levels predicted by the University of Indiana for all series showed such large discrepancies from the actual population counts made in 1970 that it was decided to rely exclusively on the projections furnished by the Indiana Department of Commerce.

Moreover, since both of these counties are heavily urbanized, the populations tend to be more fluid than in counties with a more rural and traditional orientation. The economic base analysis, consequently, can be expected to provide an accurate projection of future population levels. The projections for these counties are illustrated by Table A-III.

TABLE A-III  
POPULATION PROJECTIONS, LAKE & ST. JOSEPH COUNTIES - 1970-1995

	1970	1975	1980	1985	1990	1995
<u>Lake</u>						
Total Pop. (Indiana Dept. of Commerce)	546253	562378*	578502	591601*	604700	611250*
Population: 0-17 yrs.						
Male	105353	108460	111570	114096	116622	117886
Female	103526	106582	109638	112120	114603	115844
Total	208879	215042	221208	226216	231225	233730
<u>St. Joseph</u>						
Total Pop. (Indiana Dept. of Commerce)	245045	259423*	273801	288212*	302622	317032*
Population: 0-17 yrs.						
Male	42350	44835	47319	49810	52301	54791
Female	40629	43013	45396	47786	50175	52565
Total	82979	87848	92715	97596	102476	107356

\*Interpolation or extrapolation.

APPENDIX B  
DETERMINATION OF REGIONAL TREATMENT CENTER POPULATIONS

This section discusses the methods and assumptions used in determining the capacities of facilities required for the diagnosis and evaluation, treatment, and detention functions. This determination was based on the application of the program and facilities concepts to the caseloads developed in the mathematical models presented in Chapter II.

The mathematical models were developed on the basis that each county will implement and apply, to the greatest degree possible, programs and alternatives for reducing delinquency detention, and recidivism. Specifically, this encompasses: accelerated delinquency prevention programs; new means of diverting appropriate cases from the system; new means of providing appropriate custody to juveniles pending hearings without resorting to detention; and expansion of group homes and probation to provide opportunities for full use of community resources as an alternative to institutionalization.

Utilizing the numbers derived from the models and the parameters established in the functional program concepts discussion, capacity requirements were calculated. This calculation was based on a number of assumptions regarding the number and types of juveniles requiring services.

1. All juveniles who have a formal court hearing should require some diagnosis and evaluation services. This could range from a one day interview and counseling session to a full social and psychological profile development. This assumption reflects the fact that only the more serious juvenile offenders will go through a formal court hearing and, therefore, the need for some treatment program development is more essential.
2. Of those requiring diagnosis and evaluation services approximately 65-70% should require housing for some period (1-15 days) in a residential treatment center. Again, this assumption reflects the fact that the juvenile requiring these services has more serious behavioral problems and will require a more structured environment.
3. Of the total number of juveniles who are presently sent to State or private institutions approximately 65-75% could be treated in community-based facilities, i.e. group homes or residential treatment centers. This assumption was developed from conversations with individuals in the Region I juvenile justice system

and from analysis of programs in other jurisdictions.

- Of those who could be treated in community-based facilities, approximately 30-40% could be placed in a group home situation. This assumption also reflects the analysis of experiences in other jurisdictions.

The above assumptions were used as the basic parameters for the development of the facilities requirements in the ten-county Region.

Projected capacities for diagnosis and evaluation, treatment, and detention functions were calculated through the application of population growth, length of stay, and peak occupancy factors to the caseload numbers developed from the models and the above assumptions. The results of these calculations are detailed in Table B-1, for each county. In those cases where the calculation produced a number of less than one it was assumed that at least one space be provided.

TABLE B-1  
DETERMINATION OF FACILITY CAPACITY REQUIREMENTS BY COUNTY

	Number Derived from Models	Average Length of Stay (Days)	Length of Stay Range( )	Ave. * Beds Req.	Peak ** Beds Req.	*** Growth Factor	**** 1995 Proj #
<u>St. Joseph</u>							
Detention	264	7	(3-10)	6	9	1.30	13
D & E	100	10	(5-15)	3	5	1.30	6
Treatment	20	100	(30-190)	6	9	1.30	13
<u>Elkhart</u>							
Detention	139	7	(3-10)	4	6	1.60	7
D & E	80	10	(5-15)	2	3	1.60	5
Treatment	15	100	(30-190)	4	6	1.60	10
<u>Kosciusko</u>							
Detention	30	7	(3-10)	1	1	1.50	2
D & E	20	10	(5-15)	1	1	1.50	2
Treatment	6	100	(30-190)	2	3	1.50	4
<u>Marshall</u>							
Detention	9	7	(3-10)	1	1	1.30	2
D & E	15	10	(5-15)	1	1	1.30	2
Treatment	5	100	(30-190)	2	3	1.30	4
<u>LaPorte</u>							
Detention	135	7	(3-10)	3	5	1.20	6
D & E	70	10	(5-15)	3	4	1.20	5
Treatment	14	100	(30-190)	4	6	1.20	7

-continued-

Table B-1 (cont)

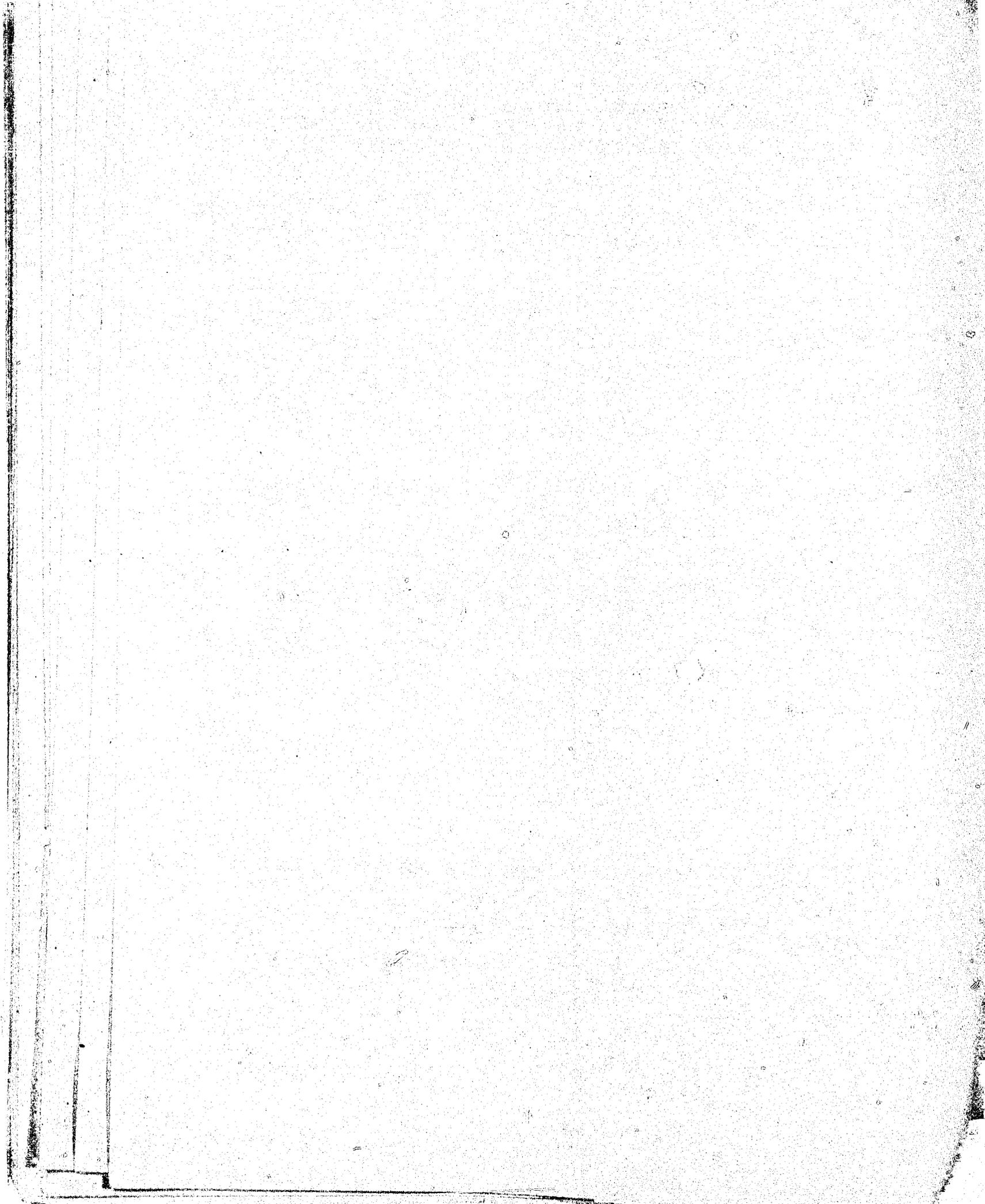
	Present #	Average Length of Stay (Days)	Length of Stay Range( )	* Ave. Beds Req.	** Peak Beds Req.	*** Growth Factor	**** 1995 Proj #
<u>Porter</u>							
Detention	60	7	(3-10)	2	3	3.15	9
D & E	60	10	(5-15)	2	3	3.15	9
Treatment	10	100	(30-190)	3	4	3.15	13
<u>Jasper</u>							
Detention	12	7	(3-10)	1	1	1.10	1
D & E	10	10	(5-15)	1	1	1.10	1
Treatment	1	100	(30-190)	1	1	1.10	1
<u>Starke</u>							
Detention	10	7	(3-10)	1	1	1.00	1
D & E	10	10	(5-15)	1	1	1.00	1
Treatment	2	100	(30-190)	1	1	1.00	1
<u>Pulaski</u>							
Detention	10	7	(3-10)	1	1	1.00	1
D & E	10	10	(5-15)	1	1	1.00	1
Treatment	2	100	(30-190)	1	1	1.00	1
<u>Newton</u>							
Detention	6	7	(3-10)	1	1	1.00	1
D & E	9	10	(5-15)	1	1	1.00	1
Treatment	1	100	(30-190)	1	1	1.00	1

\*Calculated from the formula -  $\frac{(\text{number/year})(\text{average length of stay})}{365}$

\*\*Calculated by the formula (average # of beds)x(1.50)

\*\*\*Based on the 1995 projected growth of the 0-17 population.

\*\*\*\*Present # x population growth factor



APPENDIX C  
EXISTING DETENTION FACILITIES FOR JUVENILES IN REGION I

During the field survey portion of this study existing facilities which are utilized for detaining juveniles awaiting disposition were visited and evaluated. The following discussion presents the findings for each of the facilities in the ten counties of the Region.

ST. JOSEPH COUNTY DETENTION FACILITIES

Parkview Home

This facility, operated under the authority of the County Probate Court, is the major juvenile detention facility in St. Joseph County. The Home has a capacity of 9 boys and 5 girls, with an average daily population in 1971 of 4 boys and 2 girls. The juveniles are housed in single rooms. Recreational areas include a half court gymnasium and a passive recreation area. Facilities also include a classroom which serves as a crafts area, a hearing room, and food preparation area. The staff consists of a superintendent, assistant superintendent, matron, assistant matron, night supervisor, assistant night supervisor, evening supervisor, assistant day supervisor, cook, assistant cook, and housekeeper. A staff physician is also on call. The average stay in the facility was four days in 1971. This facility is in good condition and adequately provides for short-term detention of juveniles who meet the criteria for detention.

St. Joseph County Jail

In certain cases where the juvenile is acting out to such a degree that he cannot be housed in the Parkview facility, he is placed in adequately segregated housing in the new County Jail. In 1971 there were 35 such cases, including one female.

Local Police Detention

Juveniles are held for only a few hours by the local police for investigative purposes. There is no overnight holding.

ELKHART COUNTY DETENTION FACILITIES

Elkhart County Juvenile Detention Home

This facility in Goshen, which is administered by the Elkhart County Circuit Court, is housed on the third floor of the new County Jail constructed in 1971. The present capacity is 14, including segregated facilities for 10 boys and 4 girls,

and the average daily population is under the rated capacity. The relatively short period of use could distort this occupancy rate. Recreation, counseling, food preparation, and visiting areas are contained within the unit. The design provides adequate facilities for short pre-court stays. The staff consists of a full-time supervisor, matron, and three part-time workers. Additional surveillance is provided by sheriff's deputies as requested.

#### Local Police Detention

Both the Elkhart and Goshen City Police Departments have limited holding facilities for juveniles for short periods of time. The Goshen Police do not hold for more than a few hours and places all juveniles held overnight in the County juvenile facility. The Elkhart Police do hold some juveniles overnight because of the distance to the Goshen facility and the difficulty sometimes in locating parents.

#### ALL OTHER COUNTIES

All other counties in the Region utilize the county jails for detention of those juveniles awaiting disposition. All of the existing jails lack adequate segregation to keep juveniles out of sight and sound from adults and no separate accesses are provided. None of these facilities were initially designed to accommodate modern concepts of juvenile detention and the practice of detaining juveniles in these facilities should be discontinued.