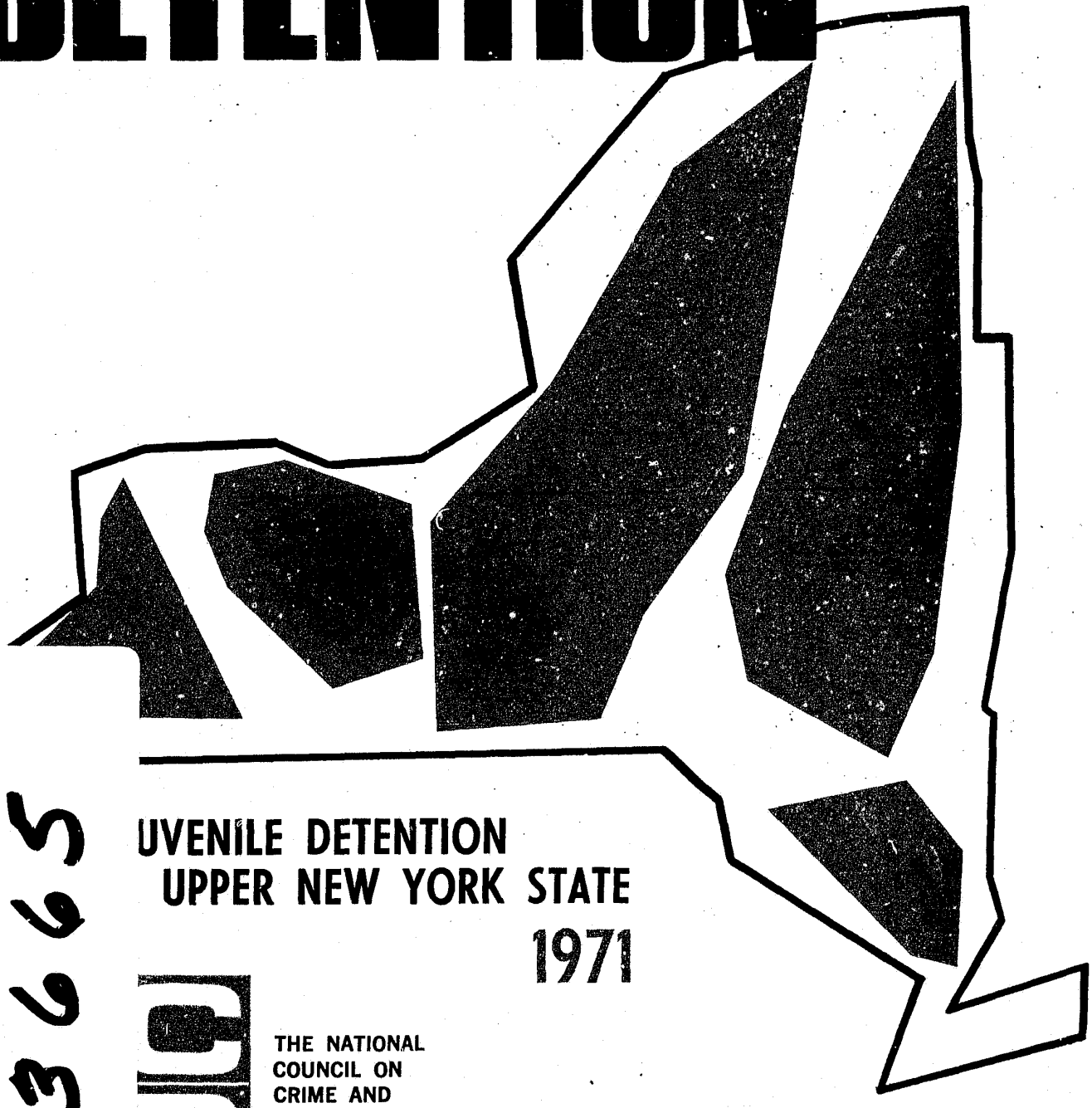
REGIONAL DETENTION



UVENILE DETENTION
UPPER NEW YORK STATE
1971

THE NATIONAL
COUNCIL ON
CRIME AND
DELINQUENCY

REGIONAL DETENTION

Secure Juvenile Detention Needs

in Upper New York State

1971

Survey Services
NATIONAL COUNCIL ON CRIME AND DELINQUENCY
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NATIONAL COUNCIL ON CRIME AND DELINQUENCY

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TO: Office of Planning Services
New York

The National Council on Crime and Delinquency submits herewith the report of a study of regional secure juvenile detention needs in upper New York State.

New York is one of the first states to undertake regionalization of juvenile detention services. With New York State's large geographic area and variable incidence of juvenile detention needs throughout the 55 counties, this report should prove a useful guide for developing services. With the implementation of the recommendations and plan herein, the state should have one of the most effective regional detention services in the United States.

The National Council on Crime and Delinquency appreciates the cooperation received from officials, administrators and personnel at the county level who, without exception, gave most generously of their time and help during the conduct of this study. We are especially grateful for the assistance received from state officials in reviewing and critiquing the preliminary draft of the study. They included representatives of the New York Department of Social Services, the State Judicial Conference, the Division of Probation of the Department of Correction, the Division for Youth, and the Office of Planning Services.

NCCD looks forward to being of further service to the State of New York.

Sincerely,

Milton G. Rector
Executive Director

October 1971

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INTRODUCTION

This is a study and plan for regional, secure, juvenile detention requirements in upper New York State. The study outlines the needed controls for detention admissions, computes detention capacity requirements, and establishes locations for regional detention facilities.

BACKGROUND

Regionalization of social services has been of growing concern to planners in recent years.[1] Hospitals must be located to serve people efficiently; schools should be built with respect to the location of children. The problems of distribution are similar; multiple facilities must be located to serve people efficiently with goods, services, or information.[2]

Planning criminal justice or correction services or parts of either on a regional basis is a relatively recent development in the goals of social planning. It has been recognized earlier that correction services should be organized and administered at the state level,[3] but only in recent years have criminal justice planners focused on the necessity of regionalized delivery of services. A statewide regional detention plan is necessary if all children who require detention care are to receive an adequate detention service, regardless of where they live or where they are arrested.[4]

New York State is one of the first to plan statewide regionalization of detention services for juveniles. NCCD was contacted in May of 1970 by the New York Department of Social Services to assist in this planning. A contract was entered into by NCCD and the New York Office of Crime Control Planning in October, 1970, for conduct of the study.

OBJECTIVES

The objectives of study were determination of:

1. secure detention needs for juveniles;

2. capacity requirements for facilities;

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[1] See, for example, Godlund, Sven, *Population, Regional Hospitals, Transport Facilities and Regions: Planning the Location of Regional Hospitals in Sweden* (Lund: Gleerup, 1961).

[2] Abler, Ronald, J. S. Adams and P. Gould, *Spatial Organization: The Geographer's View of the World* (Englewood Cliffs: Prentice-Hall, Inc., 1971), pp. 531-2.

[3] See: NCCD, *Standard Act for State Correctional Services* (N.Y., 1966).

[4] U.S. Department of Health, Education and Welfare, Youth Development and Delinquency Prevention Administration, *State Responsibility for Juvenile Detention Care* (Washington, D.C.: U.S. Government Printing Office, 1970), p. 1.

3. regional boundaries; and

4. site locations for secure facilities.

Achievement of these objectives required assessment of:

- geographic location of children requiring secure detention;
- existing detention resources;
- characteristics of cases requiring detention or alternative treatment;
- referral sources to detention;
- intake and admissions screening and control of detention population;
- length of stay in detention;
- existing and planned alternatives to detention;
- present and projected estimates of court referrals and detention admissions;
- population projection estimates; and
- distance minimization (driving time factor) among various geographic assignments of service.

Four constraints were given in the study. First, the study was confined to 55 counties in upper New York State, exclusive of those in Manhattan and Long Island. Second, it was assumed by previous planning that the locations of the four existing secure detention facilities in Erie, Monroe, Onondaga, and Westchester counties would be continued for use in the regional scheme. Third, the study assumed the expansion and availability of additional facilities and services (group homes, boarding facilities, foster care, etc.) to be used as alternatives to secure detention. These are mandated by state legislation and Department of Social Service planning.[5] Fourth, ideally any additional facilities required would be no smaller than 20 beds and no larger than approximately 40 beds.

METHODOLOGY

Methods used to collect information for the study included the administration of research schedules to gather data during on-site interviews and visits to

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[5]Amended report of proposed rules, *Facilities for the Detention Care of Children*, prepared by the Department of Social Services, submitted to the Rules Committee of the State Board of Social Welfare, July, 1970.

facilities; assessment of characteristics of a sample of referred and detained children;[6] and mailed questionnaires to all counties not personally visited. Information on detention process, characteristics of detainees, driving time, and projected admissions was analyzed by computer.

The study design, including research schedules, questionnaires, sampling procedures, and staff assignments were reviewed with Department of Social Service personnel in October, 1970. Research instruments were tested at the Albany Family Court.

The process of study was to assess the number, characteristics, and location of juveniles currently being securely detained. Adequate intake controls were applied; nonsecure detention facilities and prompt case disposition were assumed to be effected, and detention admissions were projected to the year 1980. Having calculated detention admissions, concepts of distance minimization were used to achieve the optimal solution for establishing regional boundaries, site locations, and facilities capacity.

Ten NCCD consultant staff members conducted field work from October 26 through November 30, 1970, in 26 counties (constituting 82 per cent of area population); data were gathered in the remaining counties by letter and telephone. Probation department and detention personnel in the respective 55 counties assisted in the study by assessing children's characteristics (at the point of referral and detention) and by making available records, reports, and interview time.

THE REPORT

A preliminary draft of this report has been discussed with and critiqued by representatives of the judiciary and the State Judicial Conference, state probation officials, the State Department of Social Services, the Office of Planning Services, and the Division for Youth.

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[6] All statistical data is presented in the Appendix of this report.

I. PLANNING AND IMPLEMENTING REGIONAL DETENTION SERVICES

INTRODUCTION

Statewide regional detention service can be of great value when preceded by careful and accurate planning and complete participation in its implementation. Regional detention planning includes the collection and analysis of accurate information describing the processes by which detention occurs, a determination of the soundness of current detention practice, and an accurate numerical and geographic projection of detention requirements. Implementing the regional detention plan should be guided by (1) uniformity of detention practice by all authorities and agencies affecting admission and length of stay; (2) cooperation and involvement of state authorities, local officials, and the citizenry; (3) coordination of local and state planning efforts; and (4) continued regional detention assessment and planning by a centrally organized and informed planning staff.

This chapter discusses the necessity for uniformity of definition, practice, standard setting, and information keeping. It addresses the need for coordination and centralization of ongoing detention planning and implementation of the proposed regional detention plan.

DETENTION DEFINED

Detention is defined by the New York Department of Social Services and by statute as: the temporary care and maintenance away from their own homes of alleged juvenile delinquents and persons in need of supervision, held for or at the direction of the family court, pending adjudication of alleged juvenile delinquents or persons in need of supervision by such court, or pending transfer to institutions to which committed or placed by such court, or while awaiting disposition by such court after adjudication.

The National Council on Crime and Delinquency defines detention as: the temporary care of children who have committed delinquent acts and require secure custody for their own or the community's protection, in physically restricting facilities pending court disposition or transfer to another jurisdiction or agency.[1] The NCCD definition clearly limits detention to alleged delinquent offenders and makes no allowance for detention of persons in need of supervision.

The National Council on Crime and Delinquency states that detention homes are physically restricting facilities. While the State of New York makes allowance for "detention" facilities to serve for other types of children, they define "secure detention" in a manner similar to NCCD's definition: "a facility characterized by physically restricting construction, hardware, and procedures."

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[1] NCCD, *Standards and Guides for the Detention of Children and Youth* (New York, 1961), p. 1.

Further specificity in delineating secure detention for alleged delinquents is provided by the President's Commission on Law Enforcement and Administration of Justice as: the temporary care of a child who has committed a delinquent act and requires secure custody, in a physically restricting facility pending court disposition or the child's return to another jurisdiction or agency.[2]

Detention of alleged persons in need of supervision (PINS) in secure facilities will be the greatest obstacle in implementing the detention plan. The intent of the New York Family Court Act is to discourage the secure detention of PINS, but findings of this survey show that in many cases PINS children are being held in secure custody detention homes. Table I illustrates that 63 per cent of the 1969 admissions into existing detention homes consisted of children charged with PINS offenses. In other admissions into jails and other detention facilities from counties outside those having detention homes, 45 per cent of all admissions were charged with PINS offenses.

TABLE I

PINS AND DELINQUENT DETENTION ADMISSIONS IN 1969

Detention Facility*	Total Admissions	Delinquent Admissions	PINS Admissions
Erie	782	235	547
Monroe	742	334	408
Onondaga	562	253	309
Westchester	413	91	322
TOTAL	2499	913	1586
% of Total	100%	37%	63%

*Source: Total admissions data is reported in probation department and detention home annual reports. The PINS and delinquent admissions data is actual as indicated in annual reports in Monroe and Westchester counties; admissions data by offense in Erie and Onondaga counties are estimates made respectively by the detention home director and chief probation officer.

[2] President's Commission on Law Enforcement and Administration of Justice, *Task Force Report: Corrections* (Washington, D.C.: U.S. Government Printing Office, 1967), p. 119.

New regulations of the New York Department of Social Services will provide nonsecure facilities for the holding of PINS children, yet the New York Family Court Act should be revised to insure that children accused of PINS offenses are not detained in secure custody facilities.

The results of this study show that in far too many cases there is over-detention of children accused of delinquency offenses. Children who should be detained fall into the following groups:

a. Children who are almost certain to run away during the period the court is studying their case, or between disposition and transfer to an institution or another jurisdiction.

b. Children who are almost certain to commit an offense dangerous to themselves or to the community before court disposition or between disposition and transfer to an institution or another jurisdiction.

c. Children who must be held for another jurisdiction; e.g., parole violators, runaways from institutions to which they were committed by a court, or certain material witnesses.

With compliance to the more restricting definition of detention and the children to be detained, and with the availability of alternate facilities to provide short-term care for alleged PINS offenders and some alleged delinquent children, effective implementation of the regional detention plan can be insured.

STANDARD SETTING AND INFORMATION KEEPING

To provide for a workable solution to the regional detention plan, there must be consistency in operations and procedures regulating detention admissions and population control.

Uniformity in all procedures, law enforcement, probation intake, and the courts, in all 55 counties, must provide that:

- children who can safely remain in their homes will not be unnecessarily removed from their homes;

- children who require diagnostic service will be able to receive that service without being unnecessarily detained;

- children who need temporary care pending court disposition but who do not require secure custody will be cared for in a nonsecure facility;

- children who require secure custody prior to court disposition will receive adequate detention care.[3]

For upper New York State to become regionalized for secure juvenile detention care, the police departments, probation departments, and family courts in the respective counties will need to modify various practices and procedures of screening and detention control to correspond with recognized standards. Regulations of detention processing should be developed and implemented jointly by the Department of Social Services, Division for Youth, Division of Probation of the State Department of Correction, and the State Judicial Conference.

Obtaining the suitable descriptive information required for accurate regional detention planning was one of the major problems encountered in the conduct of this study. Some selected counties did keep information describing the flow of juveniles through the justice system, but in most counties information that accurately described detention screening with police departments, probation departments, and the courts was not available. Some data are compiled by the State Judicial Conference, yet for the purpose of regional detention planning they did not accurately reflect past secure detention admissions. Detention screening and admission data were requested from the New York State Intelligence and Information System, the Federal Bureau of Investigation, the New York State Police, the New York Department of Social Services, county probation departments, and the New York Judicial Conference. Some information is stored by each agency, yet there is no central resource agency which compiles all information relative to secure juvenile detention activity.

For ongoing planning purposes and for evaluation of procedures and operations affecting detention requirements, a statewide information system should be created to show accurately all conditions affecting detention requirements. Minimally, the information stored should include the following:

1. police contacts and arrests;
2. police referrals to court and detention;
3. referrals to court and detention from other sources;
4. detention intake screening interviews;
5. judicial detention hearings;

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[3] U.S. Department of Health, Education and Welfare, Youth Development and Delinquency Prevention Administration, *State Responsibility for Juvenile Detention Care* (Washington, D.C.: U.S. Government Printing Office, 1970), p. 11.

6. number of secure detention admissions;

7. basic characteristics of detainees;

8. length of stay;

9. disposition of detainees.

Local cooperation and state leadership is needed to insure the uniform collection of this data.

COORDINATION OF REGIONAL PLANNING

A plethora of local planning efforts involving secure juvenile detention needs were encountered. Unfortunately, the majority of this planning is occurring without any central coordination or cognizance of needs in adjoining areas. Two counties foresee a need and have planned to expand or replace detention facilities without considering the detention needs of other regional areas. Two regional planning agencies are in the process of designing regional facilities, considering inclusion of only those counties whose local governments wish to cooperate. Several of the existing agencies operating detention homes do permit other counties to detain children in their facility, yet these plans do not allow proportionate space on a continuing basis equally among surrounding counties.

The need for coordination of planning is imperative. Without exception, judges, law enforcement officials, planners, and correctional personnel were encountered who were enthusiastic about the capabilities of regional detention planning and services. The missing element is a central state agency with authority and responsibility for coordinating these future planning efforts. In reviewing current practices, regional detention is impossible without cooperative uniformity in practice and coordinated planning by all counties. A state plan for detention services cannot be effected through voluntary arrangement; regional planning will require that a state agency be given primary responsibility for providing detention care.[4] The need for a central agency responsible for planning is due to:

- the economic disparity of operations within the counties;
- procedural differences affecting secure detention requirements within each of the counties;
- the need for the availability of desirable quality of service for each jurisdiction;
- the need for collection, storage, and retrieval of data regarding detention within each jurisdiction.

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[4] *Ibid.*, p. 16.

To assist in synchronizing regional detention planning, follow-up assessment of the plan after implementation, and ongoing planning, the service of a full-time staff should be utilized. The planning staff might assume greater latitude in planning and evaluating all services to pre-delinquent, delinquent, and PINS children in the state. The planning staff could be administered by the existing state planning agency or attached to the state agency administering children's services. The director must be able to provide skilled leadership and to keep the process moving in spite of divergent points of view and a variety of vested program interests.[5]

Through additional committees, others should participate in the coordination, planning, and follow-up efforts. Representatives should be chosen from the courts, law enforcement agencies, public and private agencies working in the field of juvenile delinquency, health, mental health, and welfare agencies, education and recreation departments, job placement and training agencies, corrections agencies, and youth.

Broad representation of the professionals to assist the planning staff will insure that planning is done with an objective awareness of the individual agency's needs.

> To serve its objective, planning must transcend jurisdictional and individual agency responsibilities, while always recognizing the existing relationships which are affected by any part of the plan.... If planning is to serve a useful purpose it must go beyond echoing general reform goals and tenets of improved operation. It must be specific, tailored to meet local needs, and cognizant of special resources and problems in the state or locality involved.[6]

IMPLEMENTATION OF REGIONAL DETENTION

To implement the regional detention plan, the citizenry of the various counties and communities must be involved. Regional citizen advisory committees can help communicate the needs of state and local officials to the public; they may obtain community support required for sound detention operation; and they may assist in regulating detention control.

> Every regional detention home should have an advisory committee composed of lay persons, professionals, and the judges of the juvenile court served by the facility. A state advisory committee, composed of lay and

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[5]U.S. Department of Health, Education and Welfare and U.S. Department of Justice, *Juvenile Delinquency Planning* (Washington, D.C., 1971), p. 8.

[6]U.S. Law Enforcement Assistance Administration, *Guide for State Planning Agency Grants Under the Omnibus Crime Control and Safe Streets Act of 1968* (Washington, D.C.: U.S. Government Printing Office, 1969), p. 13.

> professional representatives from the regional advisory committees, should work with the staff to see that sound standards of regional detention are applied.[7]
>
> Care should be exercised that these committees remain advisory and not become administrative bodies.[8]

Another consideration given to implementation of the regional detention plan is funding sources--should the state assume financial responsibility for regional detention services or should there be a cost-participation formula devised which would impose fees on the various counties using the services of the regional detention facility?

Analyzing the comparison between tax base, income, and detention admissions, it is apparent that there is little relationship between tax base, income, and level of services provided to children in need of detention (see Table II); e.g., Putnam County, with a contribution of 66.8 per cent of total revenue being generated locally and a high (in comparison) level of income, has no juvenile detention facility. Another example, Monroe County, with a high local tax levy and high income, does have a secure juvenile detention facility yet it is rated substandard in comparison to the other three existing juvenile detention homes.

Where the larger metropolitan areas are located in counties with high taxes and high incomes, most likely resulting in available public monies for juvenile delinquency programs, these are the counties that do have in existence some types of prevention programs and alternate types of treatment available. Required financial participation from these counties could easily result in the abolishment of other positive programs.

Financial participation by rural areas is not considered feasible since, on the surface, they do not have funds available. Imposition of a fee requirement for rural counties could conceivably have the desirable effect of limiting numbers of admissions, but it is more likely to discourage program participation and result in perpetuation of current practices; e.g., detention of children in adult jails and other make-shift facilities. Since there is no real program advantage and since no uniformity from a tax standpoint exists that would justify local fee participation for use of a regional facility, state financial responsibility is imminent.

> ... Competition for tax dollars has also tended to retard coordination. This is especially true when local agency projects are funded in a vacuum ("the shopping list approach") without adequate recognition for community and regional needs. In many

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[7] *Standards and Guides for the Detention of Children and Youth, op. cit.*

[8] *State Responsibility for Juvenile Detention Care, op. cit.*, p. 15.

TABLE II

COMPARISON OF TAXES, PER CAPITA INCOME[9] AND DETENTION ADMISSIONS

County	Taxes[a]	Income[b]	Det. Adm.[c]	County	Taxes[a]	Income[b]	Det. Adm.[c]
Albany	60.4	16.8	292	Ontario	45.1	12.8	21
Allegany	37.9	7.7	-	Orange	48.5	13.3	-
Broome	47.4	16.6	145	Orleans	40.0	12.9	0
Cattaraugus	40.8	10.5	2	Oswego	42.3	11.6	59
Cayuga	45.5	10.4	1	Otsego	40.0	8.7	0
Chautauqua	46.6	10.6	24	Putnam	66.8	18.9	3
Chemung	50.9	11.7	-	Rensselaer	51.2	12.9	0
Chenango	36.2	10.5	3	Rockland	57.5	26.0	14
Clinton	36.7	10.5	0	St. Lawrence	40.0	12.2	0
Columbia	44.0	11.0	-	Saratoga	47.0	12.5	0
Cortland	42.6	11.8	28	Schenectady	61.5	19.7	6
Delaware	37.7	8.6	-	Schoharie	38.5	7.8	-
Dutchess	54.1	19.4	9	Schuyler	39.2	7.9	-
Erie	58.1	17.3	728	Seneca	40.3	12.7	0
Essex	49.0	10.0	0	Steuben	40.0	11.6	0
Franklin	36.7	8.3	-	Sullivan	61.1	12.9	-
Fulton	42.1	9.8	1	Tioga	35.2	11.1	0
Genesee	44.6	13.0	0	Tompkins	42.4	18.8	0
Greene	45.6	8.2	2	Ulster	57.3	13.5	0
Hamilton	69.9	6.8	0	Warren	56.4	12.5	-
Herkimer	42.2	10.7	-	Washington	38.6	9.4	-
Jefferson	44.6	10.3	-	Wayne	40.9	13.0	-
Lewis	35.7	8.1	1	Westchester	69.7	36.3	413
Livingston	41.9	11.9	-	Wyoming	38.6	10.4	9
Madison	37.2	12.5	3	Yates	44.5	8.1	0
Monroe	60.8	23.3	742				
Montgomery	51.1	10.0	-				
Niagara	52.3	18.1	120				
Oneida	45.4	15.9	0				
Onondaga	51.4	20.0	562				

[a] Total per cent local tax toward general revenue.

[b] Per cent of families with incomes over $10,000.

[c] As reported (See Appendix).

[9] U.S. Bureau of the Census, *County and City Data Book, 1967* (A Statistical Abstract Supplement) (U.S. Government Printing Office, Washington, D.C., 1967).

> instances, the agency that cries the loudest or is more persistent in its request for tax revenues receives more than its fair share when measured against the total needs of the local criminal justice system. Local units continually find themselves in a constant struggle for revenue sources. The net result has been a serious weakening of local government's ability to handle critical community needs.[10]

In conclusion, to implement the regional detention plan state leadership and financial responsibility with the support and knowledge of a permanent planning staff, professional representatives of all facets of the juvenile justice system, and regional detention citizen advisory groups are required.

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[10] National Association of Counties Research Foundation, *Regional Criminal Justice Planning* (Washington, D.C., June, 1971).

II. ASSESSMENT AND COMPUTATION OF DETENTION REQUIREMENTS

INTRODUCTION

To determine the detention requirements for any given jurisdiction, it is necessary to analyze and evaluate the processes and procedures of the juvenile justice system through which children move, and to assess the decisions made at each point that affect the child's admission to and release from detention. For planning purposes, the analysis of each of the independent phases may reveal that changes could occur that would significantly affect detention admissions and population. The number of children previously detained may be a false clue to the number who will need detention.[1] In upper New York State there are a number of changes in procedure required to effect the regional detention plan.

The purpose of this chapter is to review the policies and practices of the agencies within the juvenile justice system that affect detention admissions. These include law enforcement and other agencies that refer children, the probation departments, the family court, and existing detention facilities. The family court code and its impact on detention is also reviewed. Based on analysis of current detention practices, recommendations are made for revision of detention procedures; and projected estimates are made for the number of detention admissions anticipated to 1980.

DETENTION OVERVIEW

This section provides a brief overview of detention--the process which affects detention admissions, the incidence and place of detention, and children who are detained.

THE DETENTION PROCESS

The phases of the juvenile justice system through which children are channeled are illustrated in Table I. The table provides a schematic overview of the number of children affected at each phase of the system in 1969.

At each point in the juvenile justice process various decisions that will affect detention admissions are available. The family court code and interpretation by the family court provides a key determinant which affects decision making throughout the process, but detention decisions are made at three different levels by people with different professional backgrounds and duties.[2]

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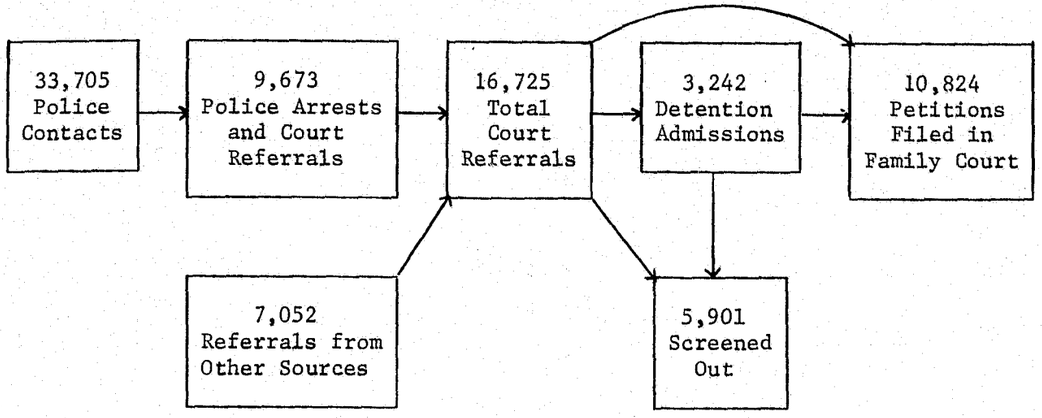
[1] NCCD, *Think Twice Before You Build or Enlarge a Detention Center*, prepared by Sherwood Norman (Director, Youth Correction Services, NCCD), 1968, p. 4.

[2] U.S. Department of Health, Education and Welfare, Social and Rehabilitation Service, Youth Development and Delinquency Prevention Administration, *Diverting Youth from the Correctional System* (Washington, D.C.: U.S. Government Printing Office, 1971), pp. 44-5.

TABLE I

PHASES OF THE JUVENILE JUSTICE
SYSTEM AFFECTING DETENTION IN 1969*



*For further specificity of information relating to individual counties, see Appendix I, Table I.

In New York, state police may contact (or respond to complaints) a large number of juveniles, but only those suspected and/or determined by them to be in violation of the law or in need of supervision, as outlined in the family code, are arrested (taken into custody). All juvenile arrests made by police are automatically referred to the family court. Referrals of suspected delinquents or persons in need of supervision may be made by social agencies, schools, parents, or other sources if that decision is made rather than handling the case with other assistance--without court referral. All referrals to court and detention are screened by probation department intake services except, however, in many cases police detain children for short periods of time prior to probation intake screening.

Probation intake (under supervision of the family court) involves a number of alternate decisions that may be made: the case may be screened out completely for lack of evidence or referred to another source; the case may be continued and/or held in detention and/or brought before the court by petition. When a child is held in detention, review hearings are required to determine whether continued custody is necessary.

The family court judiciary makes decisions affecting detention through possible continued holds before adjudication, before court disposition, and prior to institutional commitment transfers.

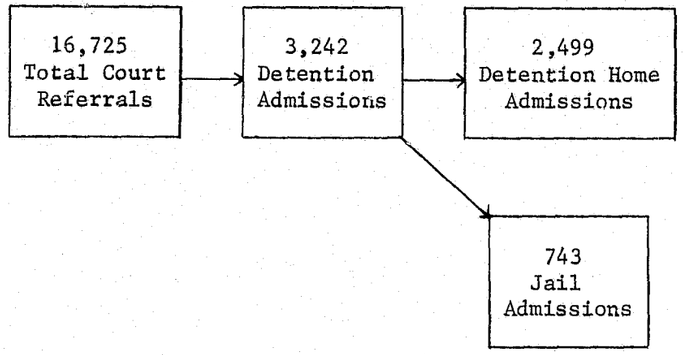
Each phase of the juvenile justice process is interrelated, yet independently each has a significant effect on detention population.

INCIDENCE AND PLACE OF DETENTION

Upper New York State detained 3,242 children in secure custody in 1969; 77 per cent, or 2,499 children, were held in juvenile detention facilities, and the remaining 743 children were held in jails or makeshift facilities. Table II illustrates the number of referrals to the family court and place of admission.

TABLE II

REFERRALS, DETENTION ADMISSIONS, AND PLACE OF DETENTION FOR 1969 ADMISSIONS*



*For further detail by county, consult Appendix I, Table I.

Almost half (48 per cent) of the children coming to the attention of the family courts originate in counties that do not have acceptable detention facilities. Detaining children in jails is inexcusable. The counties without detention facilities are often sparsely populated[3] and cannot independently support a detention home, but they do have a definite need for accessibility to suitable secure detention facilities.

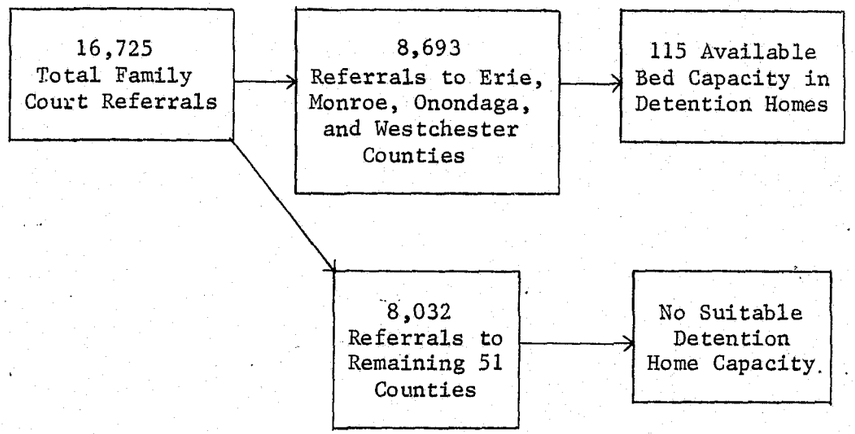
The counties with detention homes, Erie, Monroe, Onondaga, and Westchester, accounted for 52 per cent of the total number of referrals to all family courts in upper New York State. The secure detention homes in those four counties have available a total of 115 beds. The remaining counties, without having access to suitable detention facilities, conducted almost half of the juvenile

[3]The Bureau of Census in 1970 preliminary population count found that 41 per cent (or 3,146,705) of the population in upper New York State resided in Erie, Monroe, Onondaga, and Westchester counties. The total population of all 55 counties was estimated at 7,687,184.

delinquency and PINS business in family court. Table III indicates the source of referrals and the availability of suitable detention beds in the counties (1) with detention facilities, and (2) without facilities.

TABLE III

REFERRALS AND AVAILABLE BED CAPACITY IN COUNTIES
WITH AND WITHOUT SECURE DETENTION HOMES



CHILDREN INAPPROPRIATELY DETAINED

A characteristic description of the 3,242 secure juvenile detention admissions that occurred in 1969 is helpful in determining generally who should not be detained and in planning the necessary programs and facilities for detention. Expansion of the gross data yields information necessary for planning programs pertinent to ages, sex, and grade level of detained children. The number of previous detentions, adjudications, and petitions may provide degrees of recidivism.

From sample data representative of children referred and detained in upper New York State the following observations may be made about children being processed through the juvenile justice system.

- 61 per cent of children referred are between the ages of 14 and 15 years; 28 per cent are 13 years or younger.
- 68 per cent are males; 32 per cent, females.
- 90 per cent of the children have completed eighth grade.

- 88 per cent of referred and detained children are presently in school.
- 51 per cent are living with both parents.
- 87 per cent of all referrals have had no previous detention experience.
- 84 per cent are appearing on their first alleged offense.
- 54 per cent of referred and detained children are charged with PINS acts.
- Of those referred and detained for delinquent acts, 53 per cent were charged with serious (as defined by FBI Uniform Crime Reports) crime.

From this general overview of the detention process, place of detention, and children detained, observations may be made on those children being inappropriately detained. These include:

- all children held in jails or makeshift jail facilities;
- all children charged with PINS offenses;
- all children admitted without probation intake screening;
- children not almost certain to run away or commit another offense before court disposition;[4]
- children who have not committed crimes considered dangerous to themselves or others.[4]

The procedures which permit the detention of these children are discussed in the following section.

SOURCES OF REFERRAL TO DETENTION

Referrals to detention (and to the family court) come from two basic sources that may be categorized under (1) law enforcement which includes all municipal, county, state, and other special police agencies; and (2) other sources that include all social agencies, schools, parents, parole agencies, and all other referral sources.

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[4] NCCD, *Standards and Guides for the Detention of Children and Youth* (New York, 1961).

LAW ENFORCEMENT REFERRALS

Since the majority of referrals originate from law enforcement, their service is significant in the determination of secure juvenile detention needs. The number of children detained is influenced by the ratio of police contacts to arrests and by the number of children contacted, arrested, and referred to the family court and the probation department for detention admission and/or petitioning. The family code, police administrative policy, and operational procedures also affect detention requirements.

The number of police officers in the community is significant. There are approximately 10,000 police officers employed in upper New York State.[5] Within 26 counties comprising 82 per cent of the total population, 22 contained police departments with juvenile bureaus or units. On a police manpower assignment comparison basis, it is estimated that less than two per cent of all officers are assigned to the special juvenile units. This percentage falls short of the recommended 5 per cent standard made by the Children's Bureau of the Department of Health, Education, and Welfare and supported by NCCD.

The special police units working with juveniles are all responsible for screening cases for referral to the juvenile court, probation department, or other agency. Generally, they provide official adjustment and some counseling. About 50 per cent of the special juvenile units are also responsible for screening cases for detention services. In the other half, a patrolman or detective may recommend detention, but someone with higher rank within the department makes the decision to detain the juvenile.[6]

The police decision to detain is most often governed by the expected behavior of the juvenile if not detained. Many departments will detain juveniles if the parents cannot be contacted. Another reason for detaining is for certain offenses only. Other departments permit detention at the discretion of the arresting officer. The responses of police departments, when asked to identify the factors governing the detention decision, are tabulated in Table IV.

The response (parents cannot be contacted) is not usually a valid reason for requesting detention. Police were asked how often parents were contacted prior to the decision to detain. Nine responded "always," four responded "usually," and three contacted the parents "more often than not" prior to

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[5] Table VII of the Appendix records the number of police officers estimated from police department records, FBI reports, and estimates made by chiefs of police and other officials.

[6] Information on policies and procedures collected from onsite interviews with police departments in 26 counties. See Table VII for responses from specific counties.

TABLE IV

FACTORS THAT TEND TO GOVERN THE DECISION TO DETAIN BY POLICE*

Response	Per Cent of Total Responses
(1) Expected behavior of juvenile if not detained	23
(2) Parents cannot be contacted	21
(3) Certain offenses only	15
(4) Discretion of arresting officer	11
(5) Behavior of juvenile when arrested	7
(6) Other	7
(7) Needed to complete investigation	6
(8) Availability of beds in detention facility	6
(9) Reputation of juvenile in community	4
	100

*Data is projected universally from 26-county sample; see Appendix I, Table VI.

the decision to detain. The two categories " usually" and "more often than not," (and one "seldom") once again indicate that police are not always contacting parents as required by Section 724 of the Family Court Act. This practice results in excessive detention of children who might be placed in the custody of their parents. Furthermore, no child should be held in secure custody simply because his parents are not available. This response is a clear indication that police are requesting secure detention when a more appropriate resource would be a nonsecure facility, or releasing the juvenile to a responsible adult who knows the parents and is willing to assume temporary custody of the child.

One acceptable reason for detaining is the expected behavior of the juvenile if not detained. However, there are no uniform criteria to govern this judgment. While most police departments did indicate this as a reason governing the decision to detain, others indicated that at times detention is inappropriate. Detention may be acceptable if the child is certain to commit another offense, but this judgment should be made by intake, not the police. Detention for certain offenses may in many instances be acceptable but discretion should be used. After a person has been arrested, he may be released by the police officer...if the charge is found to be not serious enough to warrant further action.[7]

Unacceptable reasons for detention include detention to allow police officers to complete an investigation. Additionally, the child's reputation in the community should not generally be used as a determinant, nor should the availability of beds in the detention facility.

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[7] NCCD, *Model Rules of Court on Police Action from Arrest to Arraignment* (New York, 1969), p. 16.

Fifty-eight per cent of all referrals (or 16,725) to the family court originated from police. Data collected from police reports, probation department reports, and the FBI indicate a total of 33,705 police contacts during 1969. As can be determined, all arrests were previously reported as contacts. Of the contacted children, 9,673 were officially arrested and referred to court, as required by the Family Court Act.

In New York all arrested juveniles are referred to family court, but many state juvenile codes allow police to conduct screening after the point of arrest, thereby lessening the actual number of referrals to family or juvenile court. NCCD frequently finds that police departments screen out about half of all cases arrested or taken into custody, thereby reducing the work of the court.[8] Some New York police departments, however, conduct screening after contact and prior to arrest. Police "station adjustment," referral to community resources, or other interdepartmental handling by police has been reported to occur nationally in 45 to 50 per cent of all juvenile contacts.[9] While some screening may be occurring in New York prior to arrest, the state should consider a change in statute to allow screening after arrest.

OTHER REFERRAL SOURCES

Forty-two per cent of all referrals to family court in upper New York State originate from sources other than the police department; 7,052 referrals came from parents, schools, social agencies, and other sources. In comparison to referrals in many other jurisdictions, this number is excessive. Referral to family court should never occur unless an illegal act has allegedly been committed by the juvenile. Delinquent and PINS offenses should be investigated by police to assure that reasonable cause for referral exists. A sample of detained children revealed 54 per cent of the violations were of the PINS category.

TABLE V

CHARGES OF DETAINED CHILDREN*

	Total	Per Cent
Delinquent Charges	500	46
PINS Charges	578	54

*Sample data found 104 children in detention (detention homes and jails) during a one-day period and 806 admissions during a three-week period. For a breakdown of the charges see Appendix I, Table VII.

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[8] In a 1970 NCCD study, *Washington, D.C., Juvenile Detention Needs*, findings were that the police exercised discretion not to refer to court 50 per cent of the juveniles they arrested.

[9] National Institute of Mental Health, Center for Studies of Crime and Delinquency, *Diversion from the Criminal Justice System* (Washington, D.C.: U.S. Government Printing Office, 1971), p. 22.

Although an assessment of types of referrals by referral agencies was not conducted, the fact that 54 per cent of the detained children were PINS and 42 per cent of the total referrals originated from social agencies leads to the assumption that the social agencies or other referral sources are making most of the PINS referrals who subsequently become detainees. Policy should be initiated by the family court to direct all referrals to police authorities for preliminary investigation, to determine whether a law violation has occurred. Policy should also specify that non-law violators should not be referred--except PINS and delinquents for which the family code provides. This action should substantially reduce referrals and detention admissions that originate from sources other than law enforcement.

FAMILY COURT CONTROL OF DETENTION ADMISSIONS

The family court has exclusive original jurisdiction over any proceeding involving a person alleged to be a juvenile delinquent (a person over seven and less than sixteen years of age who does any act which if done by an adult would constitute a crime), or a person in need of supervision (a male less than sixteen years of age and a female less than eighteen years of age who is a habitual truant or who is incorrigible, ungovernable, or habitually disobedient and beyond lawful control of parents or other lawful authority).[10]

The family court has delegated to the probation department the authority for detention control, but the court has the ultimate authority for detaining children. The Family Court Act, however, closely regulates both detention practice and the number of children charged with PINS acts being admitted to detention. Section 727 states:

> Rules of court shall authorize a probation service to release a child in custody before the filing of a petition to the custody of his parents, guardian or legal custodian when the events occasioning the taking into custody appear to involve a petition to determine whether a person is in need of supervision rather than a petition to determine whether a person is a juvenile delinquent.

Rules of court, Section 727, authorizes the probation department to admit a child accused of a delinquent act to detention when there are special circumstances requiring his detention, but it prohibits detention of PINS. However, a conflicting provision does allow detention of PINS children in Section 739:

> After the filing of a petition under Section 731 [delinquency] or 732 [PINS] the court in its discretion may release the respondent or direct his detention. In exercising its discretion under this section, the court shall not direct detention unless it finds that unless the respondent is detained;

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[10] New York Family Court Act, Sections 712 and 713.

(a) there is a substantial probability that he will not appear in court on the return date; or

(b) there is a serious risk that he may before the return date do an act which if committed by an adult would constitute a crime.

Therefore, Sections 727 and 732 which are conflicting concerning detention of PINS should be revised to preclude secure detention of PINS and provide custodial care in other acceptable places with responsible adults or in nonsecure facilities when necessary.

Section 728 of the statute requires the family court to hold detention hearings after admission. After the hearing, the judge shall order release of the child to the custody of his parent or other person legally responsible for his care if:

(1) the court does not appear to have jurisdiction;

(2) the event occasioning the taking into custody appears to involve a petition to determine whether a person is in need of supervision rather than a petition to determine whether a person is a juvenile delinquent; or

(3) the case appears to involve a petition to determine delinquency and there is a substantial probability that he will not appear in court on the return date, or there is a serious risk that he may before the return date do an act which if committed by an adult would be a crime.

Section 729 regulates the length of time a child can spend in detention without a hearing. No person may be detained for more than 72 hours or the next day the court is in session, whichever is sooner. The 72-hour limit is considered excessive; the amount of time combined with large numbers of admissions inflates detention population. The statute should be revised to lessen stays before hearings to 48 hours. It should read:

> ...this (hearing) shall be held within forty-eight hours of the time of admission of the child to the shelter or detention facility, except that if the court does not sit at any time within the forty-eight hour period, the hearing shall be held on the next court day following the admission of the child to the facility.[11]

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[11] Council of Judges, NCCD, *Model Rules for Juvenile Courts* (New York, 1969), p. 35.

The statute gives the court authority to delegate detention decision-making to the probation departments, but the sample data obtained on children in detention indicates that fully 25 per cent of the detainees were held less than three days. As assurance that children will not be unnecessarily detained, hearings should occur; but 25 per cent staying less than three days suggests that judicial detention hearings are frequently being used instead of intake screening rather than as an additional safeguard. Excessive numbers of short stays may indicate that the courts have failed to provide 24-hour uniform detention screening.

The family courts should develop and support policy for the probation departments to provide complete intake screening services 24 hours a day, seven days a week.

PROBATION DEPARTMENT DETENTION CONTROL

The agency having the greatest influence in controlling detention population is the probation department. The number of children detained is related to the number of qualified probation officers assigned to the probation department intake unit and the procedures by which the intake unit screens admissions to detention. The three basic functions of intake are: (1) screening and referral of cases; (2) control of detention admissions; and (3) expediting court action.

INTAKE SCREENING PROCEDURES

If the court and probation department establish and enforce criteria for detention with law enforcement and other agencies in the community, control of admissions can be effected. Enforcement of these criteria requires:

1. probation intake officers on duty or on call, 24 hours a day;

2. written agreements and frequent meetings between court and law enforcement officials; and

3. law enforcement and probation officers to show cause in court as to why it was not possible or practicable to return the child to his parents, or why the child showed evidence of his needing secure custody to avoid committing another offense dangerous to the community.[12]

Collected data and observations indicate that probation intake screening is not functioning effectively throughout the 55 counties.

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[12] NCCD, *Regional Detention for Juvenile and Family Courts, A Guide to Planning Regional Detention for Juvenile and Family Courts*, by Sherwood Norman (Director, Youth Correction Services, NCCD), 1969.

Although 73 per cent of the counties reported having a full-time intake department, some reported that a number of children are admitted to detention without being processed through intake screening. As illustrated below, 12 counties reported that detention admissions occur before intake screening.

TABLE VI

COUNTIES THAT ADMIT CHILDREN
TO DETENTION, BYPASSING INTAKE

Do children ever get into detention without being processed through intake?

Yes:	Albany	Chemung	Niagara	Rensselaer
	Cattaraugus	Erie	Onondaga	Schenectady
	Chautauqua	Monroe	Ontario	Ulster

The children who are admitted without intake screening are most often processed into detention after court hours. Although some arrangement usually has been made for detention screening, admissions still occur. Of the sample counties visited, three indicated that intake service did not function after court hours; in eleven counties, probation officers performed the function; in four counties, a law enforcement officer conducted screening; in seven counties, some cooperative agreement existed between law enforcement and probation; and in one, some other arrangement was made. Table VII shows the authority responsible for admission control after court hours in the counties.

TABLE VII

AUTHORITY RESPONSIBLE FOR INTAKE SCREENING
AFTER COURT HOURS

Who is responsible for intake services after court hours?

Probation Officers	*Law Enforcement*	*Cooperative with Both*	*Other*
Broome	Albany	Cattaraugus	Dutchess
Chemung	Monroe	Chautauqua	
Erie	Orleans	Clinton	
Madison	Schenectady	Cortland	
Niagara		Onondaga	
Ontario		Saratoga	
Rensselaer		St. Lawrence	
Rockland			
Steuben			
Ulster			
Westchester			

A comparison of Tables VI and VII shows the authority that permits admission without screening. In six counties--Chemung, Erie, Niagara, Ontario, Rensselaer, and Ulster--children are admitted without screening with the probation officers being responsible for control. In three counties--Albany, Monroe, and Schenectady--detention admissions are made without intake processing, with law enforcement officers being responsible for admissions after court hours. Violations also occur in an additional three counties--Cattaragus, Chautauqua, and Onondaga--where detention admission control is assumed by cooperative efforts of probation officers and law enforcement officers. The data suggest that in upper New York State probation officers are not effective in controlling detention admissions after court hours.

POPULATION CONTROL

Table VIII indicates an excessive number (25 per cent) of short stays under 72 hours. This prompts the conclusion that the judiciary has the child report for a detention hearing shortly after admission, at which time he is screened out of rather than into detention. Probation officers would be more effective in their screening functions after court hours if the judiciary sufficiently emphasized pre-detention screening.

TABLE VIII

NUMBER OF DAYS SPENT IN DETENTION

Days Range	Number of Detainees[a]	Per Cent of Detainees	Number of Detainees[b]	Per Cent of Detainees
1- 3	26	25.0	20	30.8
4- 7	15	14.4	12	18.5
8-11	8	7.7	12	18.5
12-14	9	8.7	3	4.6
15-18	9	8.7	6	9.2
19-21	2	1.9	4	6.2
22-28	9	8.7	4	6.2
29-35	3	2.9	2	3.1
36-40	3	2.9	1	1.5
41-45	2	1.9	0	0
46-90	12	11.5	1	1.5
90+	6	5.8	0	0
TOTAL	104	100.0	65	100.0

[a]Data taken from one-day sample of all children confined in detention on October 29, 1970.

[b]Data taken from one-day sample on November 9, 1970, on children referred to the family court and in detention on that day (see Table VII of Appendix I).

Short stays, even in the best of detention facilities, can have a harmful effect on children. It is of paramount importance that the judiciary curtail unscreened admissions. It is also important that the decision to detain not be relegated to police; their cooperation is needed, however, in maintaining working agreements in regard to the criteria to detain. Through the authority of the court the probation department should insure that no child is admitted, even overnight, to a detention facility without a thorough intake screening interview to determine whether secure custody is required. By eliminating short stays, detention requirements will be lessened.

Through the authority of the family court, the probation department intake unit continues to be responsible for control of the detention population after admission. In addition to admissions, the length of stay for each child contributes significantly to the detention average daily population. There are few exceptions requiring a continued stay in detention for any child. Approximately 14 days is considered the maximum time required to dispose of a child's case. The average length of stay is assessed at 12.4 days in upper New York State, yet in at least one sample 25 per cent of the detention population had been held for 28 days or longer.

Reasons for long stays of children in detention include five counties that report a lag in transfer to institutions, and twelve respond that other reasons contributed to long stays. An analysis of the reasons for detention yields information which may contribute to long stays. Table IX shows that children awaiting placement accounted for 25 per cent of the reasons for detention. To transfer this group out of detention would immediately reduce detention capacity needs.

TABLE IX

REASONS FOR DETENTION*

Reason	No. of Cases	Per Cent
Court referral	5	2.8
Police investigation	0	0
Psychological or psychiatric examination	11	6.1
Material witness	0	0
Might run away	38	21.0
Certain to run away	13	7.2
Dependent or neglected	0	0
Probation violation	12	6.6
Social investigation or predisposition study	27	14.9
Might commit another offense	13	7.2
Certain to commit another offense	0	0
For corrective purpose	0	0
Held for other jurisdiction	3	1.7
Parole violator	3	1.7
Held for placement or commitment	45	24.9
Other	11	6.1

*Reasons for detention were stated by probation and/or detention staff for each individual case for the 104 children in detention on October 29, 1970. The number of reasons exceeds cases as some children were held for one or more reasons.

Transfers should be made immediately; any lag is a serious matter requiring immediate correction. One method of transferring children out of detention quickly after court disposition is to place the child in the custody of the agency responsible for placement at the time of disposition. Obviously, the practice of detaining a child awaiting placement to another facility offers no service of any benefit to the child. Detention facilities are not equipped or designed to handle committed children, and much of the time required for treatment is lost if the child is held in detention. In preliminary discussion with officials from the Judicial Conference and the Division for Youth, both agreed that this problem could be solved if the child were placed in the custody of the receiving agency immediately.

Further analysis of Table IX reveals unacceptable reasons for detention. They include (1) those who might run away rather than those who are certain to run away, and (2) those who might commit another offense as opposed to those who are certain to commit another offense.

The foregoing discussion on over-detention may offer the conclusion that the agency with most responsibility for inappropriate detention admissions and for improper control of detention population is the probation department under the authority of the family court. Policies and working procedures of the probation department clearly need strengthening. While it was not within the scope of this study to assess the quantity and quality of probation services in upper New York State, an earlier study found much diversity of practice among various counties and recommended...an immediate need to consolidate and upgrade probation services with total responsibility for planning, administration, and operation of probation being placed in a single state agency.[13] The current need for improved detention control through probation intake screening lends credence to that earlier recommendation.

COMPUTING AND PROJECTING DETENTION CAPACITY

The capacities of the regional detention facilities cannot be computed on the basis of prior detention rates. Fluctuation of detention use is common; in one recent study of detention in eleven counties in California, detention rates ranged from 19 per cent to 66 per cent.[14] It therefore becomes necessary to impose standards to compute detention need and capacity appropriately. Standards may be applied to referrals, admissions, and average length of stay to arrive at the expected average daily population. Projections of the detention population may be estimated; maximum capacity for overload may be added and the ultimate space needs figured.

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[13] NCCD, *Field Services for Offenders in New York State* (New York, 1967), p. 6.18.

[14] NCCD, *Locking Them Up: A Study of Initial Juvenile Detention Decisions in Selected California Counties* (San Francisco, 1968).

STANDARDS

Assessment of detention populations in secure juvenile custodial facilities in many jurisdictions throughout the United States has resulted in the general guideline that the maximum detaining rate should not exceed 10 per cent of all cases referred to the juvenile (or family) court.[15] In upper New York State, however, the 10 per cent standard may be considered excessive. Some of the differences between the standard and New York detention policy are:

- The NCCD standard relates only to delinquent admissions when New York State has in the past securely detained PINS offenders.

- The NCCD standard refers to children up to age 18 for both sexes while New York's jurisdiction over juvenile delinquents is up to age 16 for either sex.

If upper New York State were to plan to construct secure detention facilities to accommodate more than 10 per cent of all referrals, finances would be needlessly spent and far too many children would be detained.[16] The 10 per cent detention rate should be considered an absolute maximum for all counties served by regional facilities.

REFERRALS

In 1969 law enforcement agencies and all other referral sources combined referred to the family courts in upper New York State a total of 16,725 cases (or referrals).[17] Total referrals have consistently increased from 1965 to 1969 at an average rate of 7 per cent annually.

TABLE X

TOTAL FAMILY COURT REFERRALS FROM 1965 TO 1969

1965	1966	1967	1968	1969
12,072	12,906	13,791	14,990	16,725

[15]The rate of detaining based on court or probation department figures is the number of admissions to the detention facility divided by the number of delinquency referrals to the court or probation department.

[16]Prior NCCD studies have shown that where large detention facilities exist, the inclination is to keep them at peak capacity resulting in over-detention. For example, Douglas County, Nebraska, in 1969 detained 42.4 per cent of all referrals; Maricopa County, Arizona, in 1969 detained 47.3 per cent; and El Paso County, Texas, in 1970 detained nearly 100 per cent of all juvenile court referrals.

[17]Referrals should not be confused with individual children since children are often referred to the court and/or detention more than once annually. Hence, there are fewer children than referrals, but to assess the actual workload of detention, the number of referrals is used.

The average annual increase based on gross referrals cannot be used to project future total referrals since all counties did not increase at a uniform rate. Some individual counties increased at a rapid rate while others fluctuated, remained constant, or decreased slightly. For example:

TABLE XI

SELECTED COUNTIES WITH INCREASED, FLUCTUATING, CONSTANT, OR DECREASING REFERRALS*

County	1965	1966	1967	1968	1969
Albany	458	534	647	676	738
Delaware	34	46	40	42	38
Genesee	71	49	52	57	63
Lewis	45	44	44	48	50
Monroe	1022	1153	1331	1493	1756
Oswego	113	116	123	112	132
Schuyler	181	33	58	76	43
Wayne	98	91	115	96	92

*See Table III of Appendix I for other county referrals.

To obtain a statistical estimate of projected referrals for the total 55-county area, annual projections were made individually for each county and then totaled. Based on all counties having some estimated family court practice, it was assumed that none, even though a decrease was noted, would have zero referrals. In those few cases, an average constant was applied. Projected estimates by county were computed to the year 1980. Below, some of the differences in projected increase, constancy, and decrease may be compared to the above.

TABLE XII

SELECTED COUNTY PROJECTED REFERRALS*

County	1970	1971	1972	1973	1974	1975	1976	1977	1978	1979	1980
Albany	808	878	948	1019	1038	1158	1228	1298	1318	1458	1560
Delaware	39	40	41	42	43	44	45	46	47	48	49
Genesee	61	59	57	55	53	51	49	47	45	43	41
Lewis	51	52	53	54	55	56	57	58	59	60	61
Monroe	1940	2124	2308	2492	2676	2860	3044	3228	3412	3596	3780
Oswego	137	142	147	152	157	162	167	172	177	182	187
Schuyler	78	78	78	78	78	78	78	78	78	78	78
Wayne	90	88	86	84	82	80	78	76	74	72	70

*See Table III of Appendix I for other county referrals.

The gross referral projection to the year 1980 is 30,951, a drastic increase from 1970. The figure 30,951 is a statistically projected estimate of referrals based on practices of referral in past years.[18]

ADMISSIONS

If no standards are applied, if screening is not conducted to rule out those children not requiring secure custody, or if detention processing conditions remain unchanged, planning will require facilities to accommodate 6,304 admissions in 1980. The 6,304 admissions assumes no police screening after arrest, continued probation screening at present rates by individual counties and the current rate of detention--19.4 per cent.

The need for facilities to accommodate admissions can be significantly reduced by approximately 50 per cent or to the maximum standard of 10 per cent of all referrals if more effective screening criteria are applied. Prior data on actual admissions and in a sample of offense charges for children indicated that upwards of 50 per cent of all detainees were charged with PINS offenses. By eliminating 50 per cent of the above 6,304 admissions a resultant need is for facilities to accommodate 3,097 detention admissions or approximately 10 per cent of the 30,951 projected referrals. The following table assumes use of the 10 per cent figure.

TABLE XIII

RECOMMENDED MAXIMUM DETENTION ADMISSIONS FOR TOTAL UPSTATE AREA WITH SCREENING CRITERIA APPLIED

1970		1975		1980	
Referrals	Admissions	Referrals	Admissions	Referrals	Admissions
18,137	1,816*	24,517	2,455*	30,951	3,097*

*Admissions do not exact 10 per cent of total referrals due to rounding for individual counties. See Table XIV for maximum number of admissions by county.

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18 A comparable estimate is obtained by computing projections on the basis of predicted population increases. From 1965-69 the average annual increase in population was 1 per cent. The average annual increase in referrals was 7 per cent. The average annual increase in population between 1970-80 is expected to remain constant at 1 per cent (see Summary Population Projections made for New York State [total] by New York Office of Planning Coordination, *Demographic Projections for New York State Counties*, 1969, p. 7) and the projections for referral increases is expected to remain constant at 7 per cent.

This projected data and the assumption that admissions can be halved by reducing PINS in secure custody do not suggest that all other delinquent violators were appropriately detained. Further, the data do not suggest that all counties utilize available space. Many counties are detaining less than 10 per cent and should continue. For example, in 1969, the secure detention rate in Rockland County was 6.76 per cent; Schenectady, 1.85 per cent; Chautauqua, 4.93 per cent; and Dutchess, 2.88 per cent. The fact that 3,097 admissions projected to 1980 is a maximum figure cannot be overstressed.

The maximum number of admissions for each county is shown in Table XIV.

TABLE XIV

MAXIMUM ADMISSIONS BY COUNTY PROJECTED TO 1980

County	No. of Admissions	County	No. of Admissions
Albany	156	Ontario	49
Allegany	1	Orange	122
Broome	49	Orleans	4
Cattaraugus	16	Oswego	19
Cayuga	11	Otsego	9
Chautauqua	83	Putnam	6
Chemung	54	Rensselaer	52
Chenango	4	Rockland	37
Clinton	30	St. Lawrence	42
Columbia	12	Saratoga	38
Cortland	8	Schenectady	73
Delaware	5	Schoharie	2
Dutchess	57	Schuyler	8
Erie	421	Seneca	8
Essex	3	Steuben	17
Franklin	11	Sullivan	35
Fulton	19	Tioga	4
Genesee	4	Tompkins	6
Greene	18	Ulster	17
Hamilton	1	Warren	17
Herkimer	6	Washington	13
Jefferson	67	Wayne	7
Lewis	6	Westchester	659
Livingston	10	Wyoming	7
Madison	21	Yates	2
Monroe	378	TOTAL	3,097
Montgomery	9		
Niagara	156		
Oneida	37		
Onondaga	191		

DETENTION CAPACITY

Total detention capacity is computed by assessing average daily population and adding the computed space for overload or peak population.

Average daily population equals total number of annual admissions multiplied by average length of stay and divided by 365 (days in year). Annual admissions for 1980 is figured at 3,097; 14 days is considered an average length of stay:

$$ADP = \frac{3097 \times 14}{365} = 118.8, \text{ rounded} = 119$$

The peak-overload factor is the number of beds equaling 25 per cent of the maximum capacity. Therefore, maximum capacity is ADP or 119 divided by .75.

$$.75 \text{ maximum capacity} = 119$$

$$\text{maximum capacity} = \frac{119}{.75} = 158.7, \text{ rounded} = 160$$

The maximum number of beds required for secure detention in upper New York State is 160.

DETENTION FACILITIES

The custodial needs of children in detention require that facilities be equipped to provide secure yet non-jail-like features. The Children's Bureau of the U.S. Department of Health, Education, and Welfare and the National Council on Crime and Delinquency have, through experience, studies, and consultation, set forth basic building requirements for juvenile detention homes. NCCD observed, in addition to the four detention homes, other facilities used for detention care of children in the upstate area. They included those adjoined to or part of a county jail, rooms attached to other county facilities, and other types of accommodations, all of which are inadequate by standards and regulations. If the detention experience is to be a constructive one for the child, the physical plant, the staff, and the program should conform to acceptable standards.[19]

The purpose of this section of the report is to provide an overview and assessment of the four existing detention homes in light of the Children's Bureau, NCCD, and New York State Department of Social Services standards and regulations for physical plants. This section also briefly addresses non-secure detention.

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[19] U.S. Department of Health, Education and Welfare, Social and Rehabilitation Service, Children's Bureau, *Standards for Juvenile and Family Courts* (Washington, D.C.: U.S. Government Printing Office, 1966).

WESTCHESTER COUNTY DETENTION HOME

The Westchester County detention home has 25 beds, 17 for boys and 8 for girls. It has an average daily capacity of 19 (to determine the average daily population capacity, 25 per cent of the total capacity is subtracted). The average number of annual admissions this capacity will allow is 495.[20]

The home is inaccessible to public transportation. It is planned to provide adequate security and supervision. The building has no jail-like features, and there is sufficient outdoor play area. The physically restricting qualities of the outdoor play area are inadequate.

The sleeping rooms are all single-bed areas, yet there is not a lavatory and toilet in each room; nor does the facility have adequate numbers of toilets, lavatories, or bathtubs to meet current standards.

A medical isolation and examining room is available. There is adequate reception and office space, but there are no classrooms in the facility. Normal maintenance is practiced; there is suitable lighting, heating, and ventilation; however, there is insufficient equipment storage space. Safety and fire protection equipment is available. The grounds and facility are suitable for expansion.

ONONDAGA COUNTY DETENTION HOME

The Onondaga County detention home has a capacity of 22. Less the 25 per cent factor for peak overload, the facility will accommodate an average daily population of 16, which permits 417 average annual admissions.

The physical design of the facility lacks ample security features and hampers both adequate group movement and supervision. Although the facility is not accessible to public transportation, it is located on a desirable site with an excellent outdoor play area.

While the single sleeping rooms do not contain enough square footage to comply with standards, there are appropriate numbers of lavatories, toilets, and bathing facilities. There is a separate medical examination and isolation room. There is no reception area and the offices for staff are tiny, poorly located, and unsatisfactory. The facility has an indoor gynmasium, but the area is too small, the ceiling height is the same as in other rooms, and it is inadequate for gymnasium activities. When the home was built, there was no classroom space planned; through rearrangement, a room has been set aside for classroom purposes, but it does not contain sufficient floor space.

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[20] Average number of annual admissions is expressed in the formula:

$$\text{Admissions} = 365 \text{ (days in year)} \div 14 \text{ (average length of stay)} \times \text{average daily population}$$

Kitchen facilities and equipment do not comply with normal regulations. With few exceptions, safety and fire protection equipment is available.

The grounds on which the facility is located are large enough to provide for expansion.

ERIE COUNTY DETENTION HOME

The Erie County detention home has a capacity of 35. Subtracting the 25 per cent of total capacity to allow for maximum peak overload, the facility can accommodate an average daily population of 26. This permits an average number of annual admissions of 678.

This detention facility, administered by an agency independent of the probation department, consists of three separate but secure cottage-type residences adjacent to the county hospital grounds. The buildings provide security and, despite some blind corners, are generally conducive to supervision. The facility is accessible to public transportation. Sleeping rooms comply with standards and there are adequate numbers of toilet and bathroom facilities to accommodate the residents. Each facility has an indoor recreation area, and there is adequate outdoor play area.

Kitchen facilities and food service equipment are suitable. Adequate reception space and offices are available, but there are no separate medical isolation rooms. Electrical and mechanical building equipment is satisfactory, and safety and fire protection features are provided.

The grounds on which the facilities are located will accommodate an additional cottage, and plans are currently under way for construction of another unit.

MONROE COUNTY DETENTION HOME

The capacity of the Monroe County facility is rated at 33. Deleting 25 per cent of the total capacity for peak overload, the daily capacity is 25. It will accommodate 652 admissions annually.

The Monroe County detention home is totally unsatisfactory. The facility was constructed in 1892 and served as a children's shelter for many years before being converted into the detention home. The rooms are poorly situated on three different floors, with many blind corners which hinder effective supervision. The weather has damaged the roof so that there is leakage in various parts of the building. Due to years of wear, continual maintenance must be provided for the heating, electrical, and plumbing systems. The building presents an ever-present fire hazard and the grounds are inadequate to provide for expansion or rebuilding.

Current plans by Monroe County are to construct a new detention home and vacate the one now being used.

FUTURE FACILITIES PLANNING

Although there were three minimally adequate detention plants in upper New York State, those in Westchester, Onondaga, and Erie counties have many undesirable points. All of the locations have adequate grounds for expansion of facilities, but it is more economical and profitable in long-range planning to include the construction of complete new homes that comply with standards.

Table XV summarizes the counties' facility capacity and allowable admissions.

TABLE XV

DETENTION FACILITIES CAPACITIES AND ADMISSIONS

ERIE	Capacity = 35 less 25% overload = 26 ADP Admissions = $26 \times \frac{365}{14x} = 678$
ONONDAGA	Capacity = 22 less 25% overload = 16 ADP Admissions = $16 \times \frac{365}{14x} = 417$
WESTCHESTER	Capacity = 25 less 25% overload = 19 ADP Admissions = $19 \times \frac{365}{14x} = 495$
MONROE	Capacity = 33 less 25% overload = 25 ADP Admissions = $25 \times \frac{365}{14x} = 652$
TOTAL CAPACITY	Total Maximum Capacity = 115 Total ADP Capacity = 86 Total Maximum Capacity less Monroe = 82 Total ADP Capacity less Monroe = 61
TOTAL ADMISSIONS	Total Admissions = 2,242 Total Admissions less Monroe = 1,590

The present usable detention capacity in upper New York State is 82 beds (Erie, 35; Onondaga, 22; Westchester, 25). With a total of 160 beds required there is need for an additional 78 beds. Contents of the following chapter are devoted to the development of a regional plan to meet existing and projected secure detention needs.

Construction of detention facilities should incorporate recognized standards for child care and secure detention facilities.

Space requirements for facilities should be no smaller than 20 beds and no larger than approximately 40 beds. Operational costs for detention facilities that house less than 15 children on an average daily basis are prohibitive. Staffing patterns are based on groups of 15 or more children. Facilities housing less than 15 children have to employ staff who are not fully utilized. Consequently it is not economic to plan facilities less than 20 beds. The problems of security and child management are greatly compounded in large facilities. Thus, where possible, it is desirable to avoid building institutions to accommodate massive groups of children.

NONSECURE DETENTION

While it was not the task of this study to assess existing or needed nonsecure facilities in upper New York State, the data collected on detention of PINS should prove helpful in planning facilities. It is, however, urged that where possible PINS be released to the custody of parents rather than detained.

New regulations of the New York Department of Social Services now define several alternate facilities to be used in place of secure detention when short-term residential care is required. Private family homes are noted as one resource for children awaiting court disposition. The persons in the private home would be paid a subsidy plus a per diem payment for each child placed there. The home should be capable of handling several children who are unable to withstand the conflict within their own homes. NCCD did observe the use of private family homes in some counties in the upstate area.

The agency-operated boarding home is a nonsecure facility which cares for about six children and is a family-type home operated by a couple in the employ of a public or private agency. While in the agency-operated home, children continue in community schools and with their normal activities.

A group-care facility is another nonsecure resource, providing care for seven to twelve children in a large family atmosphere, for children who can function within the community during the court process and who can adapt to their peers.

Still another facility which provides an alternative to secure detention is the nonsecure institution-sized detention facility, which provides residential care for children needing services not available in the home-type facility but who do not require the physical restrictions of secure detention. Although use is made of community resources, the child's education, food service, medical treatment, recreation, etc., are provided in the institution.

There were in existence in the upstate area some of the above-described facilities operated locally for local needs. Of those observed, few met the standards suggested above. Central coordination and operation of non-secure facilities is a must.

Another alternative possessing considerable potential for reducing detention facility needs for children not requiring secure custody is intensive supervision of the child in his own home.[21] During the course of data collection, NCCD did not encounter the use of this alternative in any jurisdiction. The Division for Youth has had considerable success with similar services in their STAY centers. Their knowledge and skills should be utilized to develop such service for children who are awaiting court disposition, especially those children requiring nonsecure detention.

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[21] *Think Twice Before You Build or Enlarge a Detention Center, op. cit.*

III. LOCATION AND GEOGRAPHIC ASSIGNMENT OF REGIONAL DETENTION FACILITIES

INTRODUCTION

The goal of regional detention is to allocate one set of facilities so they will best serve the needs of a number of prospective detainees who are unequally distributed over a given area. One type of problem-solving approach to this plan is called location-allocation analysis. Because this problem is universal and because its solution implies considerable humanitarian contribution to society, the approach has been applied to assist in locating a variety of social services.[1] In almost all countries, planners must efficiently locate such services as schools, hospitals, birth control clinics, agricultural experiment stations, and surplus food distribution points. In each of these cases, location-allocation analysis may be used to place multiple facilities in central areas to fill these needs of groups of people.[2]

Similarly, a study of regional detention location must consider that juvenile offenders require transportation between the county courthouse and the place of detention; relatives, attorneys, probation officers, and social service personnel also approximate these travel patterns. Consequently, distances and related travel costs can be reduced for all involved.

Since the origin point of prospective detainees is fixed, the location of regional facilities becomes extremely important. Efficiency within the transportation network may be achieved only through the optimum location of detention services and the proper assignment of children to these facilities.

This section of the report:

- identifies the distribution of delinquent offenders by county courthouse of origin;
- makes recommendations for the feasible location of regional detention facilities on the basis of distance minimization and effective regional services;

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[1] See, for example, Godlund, Sven, *Population, Regional Hospitals, Transport Facilities and Regions: Planning the Location of Regional Hospitals in Sweden.* Lund Studies in Geography, Series B. Human Geography, No. 21; Goodchild, M.F. and B. Massam, "Some Least-Cost Models of Spatial Administrative Systems in Southern Ontario," *Geografiska Annaler*, LII, B: 2 (1969), pp. 86-94; Gould, Peter and T. R. Leinbach, "An Approach to the Geographic Assignment of Hospital Services," *Tijdschrift Voor Economische en Sociale Geografie*, LVII (1966), pp. 203-6; Morrill, R., R. J. Earickson, and P. Rees, "Factors Influencing Distances Traveled to Hospitals," *Economic Geography*, XXVI (1970), pp. 101-71; and Yeates, Maurice, "Hinterland Delimitation: A Distance Minimizing Approach," *The Professional Geographer*, Vol. 16, pp. 7-10.

[2] Abler, Ronald, J.S. Adams and P. Gould, *Spatial Organization: The Geographer's View of the World* (Englewood Cliffs: Prentice-Hall, Inc., 1971).

- recommends the geographic assignment of detention services;
- makes recommendations concerning the size of each of the detention facilities based on its projected regional service responsibilities.

DISTRIBUTION OF DETENTION ADMISSIONS

The area involved consists of 55 counties in upstate New York: basically, all of New York State with the exception of the greater New York City area and Long Island. Geographically it is an irregularly shaped area of more than 46,000 square miles, measuring approximately 300 miles from east to west and 265 miles from north to south.

Juvenile detention facilities are presently in operation at Buffalo, Rochester, Syracuse, and White Plains. Generally speaking, these facilities do not provide regional service. Throughout the other counties, children are detained in a variety of fashions often in the county jail.

The 1980 projected detention admissions figures which reflect more effective intake screening, will result in a sharp reduction in the current rate of detention. Table I shows the geographic dispersion by county seat and the maximum number of detention admissions in the total area of upstate New York for 1980. The coding series used later in this section is also included. For a more graphic description of the location of 1980 projected admissions, Map I in Appendix III shows the admissions in parentheses beneath the name of each county seat.

Recommendations for the location and geographic assignment of regional detention facilities were made by a careful analysis of the distribution of delinquent offenders and a thorough examination of a compilation of driving times between the various county seats. The driving times reflect such variables as the quality of roads, traffic characteristics, weather conditions, and terrain.[3]

GEOGRAPHIC ASSIGNMENT OF ADMISSIONS

Once the optimum locations for the facilities were determined and the assignment of services completed, the next step was to use the regional assignments (admissions) to calculate the necessary size of each facility. Admission calculations take into account prior suggested criteria for admissions control, length of stay, and peak overload factor.

Size and complexity of the problem was reduced by incorporation of the following assumptions:

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[3] Driving times are based on information provided through the courtesy of New York State Department of Transportation. Figures reflect driving times calculated for 19[illegible]

TABLE I

LOCATION OF PROJECTED DETAINEES IN 1980

Code	County Seat/County	No. of Detainees	Code	County Seat/County	No. of Detainees
1	Albany, Albany	156	29	Lake Pleasant, Hamilton	1
2	Albion, Orleans	4	30	Little Valley, Cattaraugus	16
3	Auburn, Cayuga	11	31	Lockport, Niagara	156
4	Ballston Spa, Saratoga	38	32	Lowville, Lewis	6
5	Batavia, Genesee	4	33	Lyons, Wayne	7
6	Bath, Steuben	17	34	Malone, Franklin	11
7	Belmont, Allegany	1	35	Mayville, Chautauqua	83
8	Binghamton, Broome	49	36	Monticello, Sullivan	35
9	Buffalo, Erie	421	37	New City, Rockland	37
10	Canandaigua, Ontario	49	38	Norwich, Chenango	4
11	Canton, St. Lawrence	42	39	Waterloo, Seneca	8
12	Carmel, Putnam	6	40	Owego, Tioga	4
13	Catskill, Greene	18	41	Penn Yan, Yates	2
14	Cooperstown, Otsego	9	42	Plattsburgh, Clinton	30
15	Cortland, Cortland	8	43	Poughkeepsie, Dutchess	57
16	Delhi, Delaware	5	44	Oswego, Oswego	19
17	Elizabethtown, Essex	3	45	Rochester, Monroe	378
18	Elmira, Chemung	54	46	Schenectady, Schenectady	73
19	Fonda, Montgomery	9	47	Schoharie, Schoharie	2
20	Geneseo, Livingston	10	48	Syracuse, Onondaga	191
21	Goshen, Orange	122	49	Troy, Rensselaer	52
22	Herkimer, Herkimer	6	50	Utica, Oneida	37
23	Hudson, Columbia	12	51	Wampsville, Madison	21
24	Hudson Falls, Washington	13	52	Warsaw, Wyoming	7
25	Ithaca, Tompkins	6	53	Watertown, Jefferson	67
26	Johnstown, Fulton	19	54	Watkins Glen, Schuyler	8
27	Kingston, Ulster	17	55	White Plains, Westchester	659
28	Lake George, Warren	17		Total	3,097

1. that the four present detention home sites (Buffalo, Rochester, Syracuse, and White Plains) would continue to be used;

2. that the additional facility or facilities be located in one or some combination of the following cities: Binghamton, Albany, Johnstown, Monticello, Catskill, or Hudson Falls. These sites were carefully selected with respect to the distribution of detainees and the areas of the state which are located farthest from existing facilities. Other possible sites were rejected on the basis of poor accessibility or the fact that the number of projected detainees in the surrounding area did not indicate a potential need;

3. that all facilities would assume a regional responsibility for detention;

4. that the annual capacity for admissions of each facility would be no less than 390 nor greater than 780. The admission figures translated into capacity are: 390 admissions with an average length of stay of 14 days and 25 per cent overload equals 20 beds; 780 admissions equals 40 beds. The minimum and maximum capacity includes a built-in safety margin for peak-overload periods.

There are several limitations to this type of study. All possible detention home locations are treated as points. No insight is given as to where a proposed facility is to be located within a greater urban area. For example, a proposed facility in Albany may be located in the middle of the city or on the outskirts. This decision must be made with local consultation and based on such factors as land prices and availability, the location of related services, the desires of the local jurisdiction, etc.

The driving times used are for 1969 and are not projected to 1980. New York State is continuing its ambitious road improvement program and it is quite possible that several of the proposed detention home sites will become more accessible in the next decade. However, these improvements are uncertain and depend upon the availability of legislative appropriations. Plans are constantly being changed as new priorities emerge. Faced with these uncertainties, the decision was to use current data as opposed to incomplete projected information.

The concept of spatial efficiency provided the framework for study. The primary objective was to locate regional detention facilities optimally by minimizing the total driving times for persons travelling to and from these facilities. The problem can initially be expressed as a linear programming equation, with total driving time to be minimized.

Very simply expressed, this equation provides the sum of driving times for all possible combinations involved in transporting detainees from the 55 county courthouses to 10 potential detention home sites. The object is to reduce transportation times to a minimum.

$$\sum_{i=1}^{n} \sum_{j=1}^{p} C_{ij} D_{ij} = \text{minimum}$$

where C_{ij} = a detainee to be transported from any ith county courthouse to any jth possible detention home.

D_{ij} = driving time involved in transporting one detainee from any ith county courthouse to any jth possible detention home.

n = number of detainees.

p = possible detention home locations.

Given the distribution and origin of admissions in Table I the problem becomes one of analyzing the driving times from each county courthouse location (with consideration to the number of detainees originating there) to each of the ten possible detention home locations. Analysis required the construction of a driving time matrix shown in Table II.

TABLE II

DRIVING TIME MATRIX

Code	County Seats	No. of Detainees	Possible Detention Home Locations: Buffalo	Rochester	. . .	j	. . .	Hudson Falls
1	Albany	(156)	$D_{a/b}$	$D_{a/r}$				
2	Albion	(4)						
	.							
	.							
	.							
i	i		. . . . .			$D_{i/j}$		
	.							
	.							
	.							
55	White Plains	(659)	. . . . .					$D_{wp/hf}$

where $D_{a/b}$ = driving time involved in transporting one detainee from Albany to Buffalo.

$D_{a/r}$ = driving time involved in transporting one detainee from Albany to Rochester.

$D_{i/j}$ = driving time involved in transporting one detainee from any ith county courthouse to any jth possible detention facility.

$D_{wp/hf}$ = driving time involved in transporting one detainee from White Plains to Hudson Falls.

CONTINUED

1 OF 2

Given the various constraints or assumptions, the amount of data manipulation required to solve this location-allocation problem soon became excessive.

A computer, programmed to test a series of detention facility location models, analyzed the data and made efficient geographic assignments of detention services.

Assignments were made to facilities on the basis of minimum driving times until the home reached capacity; at that point detainees were assigned elsewhere unless the total driving time could be reduced by making alternative reassignments. But in every case, the objective was to minimize the total driving times, which occasionally led to some seemingly inefficient assignments.

ALTERNATE FACILITIES SOLUTIONS

Four models, each with various limitations on facility admissions, were employed. Within each model all combinations of assigning admissions to the possible detention home locations were tested. Combinations are shown in Table III.

TABLE III

Projected Locations	No. of Combinations
4 original sites	1
4 original sites & 1 other	6
4 original sites & 2 others	15

The various models or possibilities are described below, with a brief analysis of the results.

MODEL I

The first model tested used the number of annual admissions for the facilities at Buffalo (678) and Syracuse (417) with a limit of 780 on all remaining facilities. This solution hypothesized a new facility at Rochester, expansion of the facility at White Plains, and the construction of no more than two additional detention homes throughout the rest of the state.

Solutions: Total driving time calculations were rendered impossible with assignments only to existing facilities. The total number of projected detainees far exceeded the capacities of the four homes; quickly, the facilities at White Plains and Syracuse exceeded their respective capacities.

The best solution possible utilizing the four existing facilities plus one new one was to build the new detention home in Albany. The solution is shown below. (See Table I for the code numbers of the counties assigned to each detention facility.)

SOLUTION 1

Detention Home Sites	*No. of Detainees Assigned*	*Total Driving Times to Site (in minutes)*	*Code of Districts Assigned to Detention Home*
Buffalo	*677*	*13,119*	*7,9,30,31,35*
Rochester	*534*	*11,871*	*2,3,5,6,10,20,25,33,39,40, 41, 44,45,52,54*
Syracuse	*417*	*20,302*	*8,11,15,18,32,48,53*
White Plains	*759*	*7,481*	*12,37,43,55*
Albany	*710*	*41,072*	*1,4,13,14,16,17,19,21,22,23, 25,26,27,28,29,34,36,38, 42,46,47,49,50,51*

The total driving time for this districting is 93,845 minutes. Average driving time for detainees originating in nondetention home sites = 65.65 minutes.

The best possible solution utilizing the four existing facilities plus two new ones was to locate the two new sites in Albany and Monticello (solution shown below). Note (in Solution 2) that the number of detainees assigned to Monticello is 215, a figure well below the recommended minimum 390 admissions or 20-bed facility. In fact, given the capacity assumptions of this model, none of the 15 combinations produced six facilities with service capabilities within the recommended 390 minimum and 780 maximum admission figures.

SOLUTION 2

Detention Home Sites	*No. of Detainees Assigned*	*Total Driving Times to Site (in minutes)*	*Code of Districts Assigned to Detention Home*
Buffalo	*677*	*13,119*	*7,9,30,31,35*
Rochester	*500*	*8,199*	*2,5,6,10,20,25,33,39,41,45, 52,54*
Syracuse	*417*	*18,560*	*3,11,15,18,38,44,48,51,53*
White Plains	*759*	*7,481*	*12,37,43,55*
Albany	*529*	*22,296*	*1,4,13,14,17,19,22,23,24,26, 27,28,29,32,34,42,46,47,49,50*
Monticello	*215*	*9,399*	*8,16,21,36,40*

The total driving time for this districting is 79,054 minutes. Average driving time for detainees originating in nondetention home sites = 55.57 minutes.

From the testing of this model, the preliminary conclusion is that a sixth facility to serve 1980 projected admissions is not likely needed.

MODEL II

The second general model tested raised the maximum admission numbers for all facilities to 780. This solution hypothesized the possible expansion of the homes at Buffalo, Syracuse, and White Plains, the construction of a new home at Rochester, and the building of no more than two other detention homes throughout the rest of the state.

Solutions: Using only the four existing facilities the model once again proved unsatisfactory. The facility at White Plains far exceeded its hypothesized capacity with driving times that were excessive. For example, detainees were being forced to travel from Plattsburgh to White Plains, a distance of more than 250 miles.

The best possible solution utilizing the four existing facilities plus one new one was to situate the new facility at Albany. The solution is shown below.

SOLUTION 3

Detention Home Sites	*No. of Detainees Assigned*	*Total Driving Times to Site (in minutes)*	*Code of Districts Assigned to Detention Home*
Buffalo	*677*	*13,119*	*7,9,30,31,35*
Rochester	*486*	*7,039*	*2,5,6,10,20,33,41,45,52,54*
Syracuse	*544*	*28,167*	*3,8,11,15,18,22,25,32,34,38, 39,40,44,48,50,51,53*
White Plains	*759*	*7,481*	*12,37,43,55*
Albany	*631*	*31,738*	*1,4,13,14,16,17,19,21,23,24, 26,27,28,29,36,42,46,47,49*

The total driving time for this districting is 87,544 minutes. Average driving time for detainees originating in nondetention home sites = 60.78 minutes.

The best possible solution utilizing the four existing facilities plus two new ones was to place the two new detention homes in Albany and Monticello in Solution 4. Note that the number of detainees assigned to Monticello (162) is well below the allowed 390 minimum figure. Once again, given the capacity assumptions of this model, none of the 15 combinations produced f[illegible] facilities with service capacities within acceptable admissions figures.

SOLUTION 4

Detention Home Sites	*No. of Detainees Assigned*	*Total Driving Times to Site (in minutes)*	*Code of Districts Assigned to Detention Home*
Buffalo	*677*	*13,119*	*7,9,30,31,35*
Rochester	*486*	*7,039*	*2,5,6,10,20,33,41,45,52,54*
Syracuse	*544*	*28,167*	*3,8,11,15,18,22,25,32,34,38, 39,40,44,48,50,51,53*
White Plains	*759*	*7,481*	*12,37,43,55*
Albany	*469*	*15,154*	*1,4,13,14,17,19,23,24,26,27, 28,29,42,46,47,49*
Monticello	*162*	*4,158*	*16,21,36*

The total driving time for this districting is 75,118 minutes. Average driving time for detainees originating in nondetention home sites = 52.44 minutes.

The preliminary conclusions from testing the second model are: (a) that the facility at Syracuse needs to be expanded to increase regional service (Syracuse is a key junction for major north-south, east-west transportation routes, and is easily accessible from all directions; thus it will logically accommodate a large number of detainees from other parts of the state); and (b) that once again it appears a sixth facility is not needed to serve 1980 projected admissions.

MODEL III

The third general model tested maintained the present capacities for the facilities at Buffalo (678) and Syracuse (417). The proposed facility at Rochester and all hypothesized new facilities were given capacities of 780 and the limit on the White Plains detention home was arbitrarily raised to 975.

Solutions: The model continued to prove unsatisfactory using only the four existing sites. Even the 975 capacity constraint was exceeded for White Plains and people were forced to travel unreasonable distances to detention facilities.

The best possible solution utilizing the four existing homes plus one new one was to build the new facility at Albany. Solution 5 is shown below.

SOLUTION 5

Detention Home Sites	*No. of Detainees Assigned*	*Total Driving Times to Site (in minutes)*	*Code of Districts Assigned to Detention Home*
Buffalo	*677*	*13,119*	*7,9,30,31,35*
Rochester	*534*	*11,871*	*2,3,5,6,10,20,25,33,39,40,41, 44,45,52,54*
Syracuse	*417*	*20,302*	*8,11,15,18,32,48,53*
White Plains	*916*	*16,660*	*12,21,36,37,43,55*
Albany	*553*	*25,038*	*1,4,13,14,16,17,19,22,23,24, 26,27,28,29,34,38,42,46,47, 49,50,51*

The total driving time for this districting is 86,990 minutes. Average driving time for detainees originating in nondetention home sites = 60.35 minutes.

The best possible solution (6) utilizing the four existing facilities plus two new ones was to locate the two new sites in Albany and Binghamton. However, the number of detainees assigned to Binghamton would be only 130, a figure well below the smallest facility considered economic to construct. Again, none of the 15 combinations produced six facilities with service capacities within recommended admission figures.

SOLUTION 6

Detention Home Sites	*No. of Detainees Assigned*	*Total Driving Times to Site (in minutes)*	*Code of Districts Assigned to Detention Home*
Buffalo	*677*	*13,119*	*7,9,30,31,35*
Rochester	*486*	*6,855*	*2,5,6,10,20,33,39,41,45,52*
Syracuse	*413*	*18,633*	*3,11,15,32,34,44,48,50,51,53*
White Plains	*916*	*16,660*	*12,21,36,37,43,55*
Binghamton	*130*	*5,280*	*8,16,18,25,38,40,54*
Albany	*475*	*15,592*	*1,4,13,14,17,19,22,23,24,26, 27,28,29,42,46,47,49*

The total driving time for this districting is 76,139 minutes. Average driving time for detainees originating in nondetention home sites = 53.80 minutes.

The preliminary conclusions from the testing of Model III are: (a) that the facility at Syracuse needs to be expanded to increase regional service; (b) that the facility at White Plains is inadequate for regional service even when expanded to accommodate 780 annual admissions; (c) that although

considerable reductions in driving times may be achieved, no area in the state generates enough 1980 projected detainees to warrant construction of a sixth facility.

MODEL IV

The fourth general model tested removed all limits from existing and potential detention home facilities. In other words, these solutions represent assignments based purely on distance minimization with none of the capacity constraints employed.

Solutions: The computer generated a solution based solely on the use of the four existing facilities. Note the overload at White Plains and the high average driving times involved.

SOLUTION 7

Detention Home Sites	*No. of Detainees Assigned*	*Total Driving Times to Site (in minutes)*	*Code of Districts Assigned to Detention Home*
Buffalo	*677*	*13,119*	*7,9,30,31,35*
Rochester	*486*	*7,039*	*2,5,6,10,20,33,41,45,52,54*
Syracuse	*730*	*58,353*	*3,4,8,11,14,15,16,18,19,22, 25,26,29,32,34,38,39,40,42, 44,46,47,48,50,51,53*
White Plains	*1204*	*57,909*	*1,12,13,17,21,23,24,27,28,36, 37,43,49,55*

The total driving time for this districting is 136,420 minutes. Average driving time for detainees originating in nondetention home sites = 88.52 minutes.

The best possible solution utilizing the four existing facilities plus one new one was to situate the new detention home in Albany. Solution 8 is shown below; note the 55.47 minute average driving time.

SOLUTION 8

Detention Home Sites	*No. of Detainees Assigned*	*Total Driving Times to Site (in minutes)*	*Code of Districts Assigned to Detention Home*
Buffalo	*677*	*13,119*	*7,9,30,31,35*
Rochester	*486*	*7,039*	*2,5,6,10,20,33,41,45,52,54*
Syracuse	*544*	*28,167*	*3,8,11,15,18,22,25,32,34,38, 39,40,44,48,50,51,53*
White Plains	*916*	*16,660*	*12,21,36,37,43,55*
Albany	*474*	*15,704*	*1,4,13,14,16,17,19,23,24,26, 27,28,29,42,46,47,49*

The total driving time for this districting is 80,689 minutes. Average driving time for detainees originating in nondetention home sites = 55.47 minutes.

The best possible solution utilizing the four existing facilities plus two new ones was to place the two new sites in Albany and Monticello. This solution is exactly the same as Solution 4. Once again the assignments to Monticello totaled only 162. Also, none of the 15 combinations produced six facilities with service capacities within standard admission figures.

SOLUTION 9

Detention Home Sites	*No. of Detainees Assigned*	*Total Driving Times to Site (in minutes)*	*Code of Districts Assigned to Detention Home*
Buffalo	*677*	*13,119*	*7,9,30,31,35*
Rochester	*486*	*7,039*	*2,5,6,10,20,33,41,45,52,54*
Syracuse	*544*	*28,167*	*8,8,11,15,18,22,25,32,34,38, 39,40,44,48,50,51,53*
White Plains	*759*	*7,481*	*12,37,43,55*
Albany	*469*	*15,154*	*1,4,13,14,17,19,23,24,26,27, 28,29,42,46,47,49*
Monticello	*162*	*4,158*	*16,21,36*

The total driving time for this districting is 75,118 minutes. Average driving time for detainees originating in nondetention home sites = 52.44 minutes.

The preliminary conclusions reached from the testing of Model IV are: (a) that the facility at Syracuse needs to be expanded to increase regional services; (b) that the facility at White Plains will have to be expanded even beyond the recommended maximum limit if it is to provide adequate regional service; and (c) that no sixth detention home site is warranted on the basis of the distribution of delinquent offenders and the location of five detention homes.

SELECTED REGIONAL DETENTION FACILITY SITES

After consideration of the objectives of study and analysis of the preliminary findings reached during the analytic phase, some conclusions were drawn.

The optimal solution for the location-allocation problem is Solution 8 with facilities in Buffalo, Rochester, Syracuse, White Plains, and Albany (shown graphically as Map I). It proposes five detention home locations, each with a suggested geographic assignment of services. This solution means that the average driving time required to move a single detainee to a detention home (other than those located in the same county) is 55.47 minutes.

The recommended size of each of the five detention facilities is shown in Table IV. These figures take into account 1980 projected admissions based on regional service with a 14-day average length of stay and a peak-overload factor of 25 per cent.

TABLE IV

FIVE PROPOSED REGIONAL DETENTION HOMES IN UPSTATE NEW YORK AND NUMBER OF BEDS REQUIRED AT EACH FACILITY

Location	1980 Projected Admissions	Average Length of Stay	Peak Overload Factor	No. of Beds
Albany	474	14 days	.25	25
Buffalo	677	14 days	.25	35
Rochester	486	14 days	.25	25
Syracuse	544	14 days	.25	28
White Plains	916	14 days	.25	47
TOTALS	3097			160

The number of beds required was calculated by using the formula:

$$B = \frac{(ADP)}{.75}$$

where B = beds required

ADP = average daily population which is calculated by multiplying admissions by average length of stay and dividing by number of days in a year.

The facility at Buffalo, with admissions capacity of 678, need not be expanded. With its current capacity, this facility should presently be able to provide regional services as shown in Map I. The facilities at Syracuse and White Plains should be expanded to provide regional service. The Syracuse home is readily accessible from all directions and thus must accept responsibility for increased regional service. The home at White Plains also requires expansion, due to the heavy concentration of projected delinquent offenders in the immediate area. The projected capacity for this home is above the maximum limits suggested; however, this alternative is to be recommended over the construction of a sixth home.

Construction of a sixth site is unnecessary. Possible locations generally reduced driving times but universally suggested the construction of a facility

so small as to render it unrealistic both in social and economic value. A complete analysis of the feasibility of a sixth regional facility site is, however, available in Appendix II of this report.

The optimal solution shown in Map I was compared with New York State OPC regional subdivisions as published in 1970.[4] With the exception of the Southern Tier East region, only four counties were assigned to regional detention centers that were not being used by other counties in the region. In the cases of Wyoming and Ulster counties, the reason for this apparent disparity was that the county seats were located closer to another. In the case of Seneca County the difference in driving times to Rochester and Syracuse was a mere two minutes; thus it was referred to as a "swing" county by the Office of Planning Coordination. Chemung County was allocated to Syracuse rather than Rochester, basically due to the better roads and its easterly location in the Southern Tier Central region. The Southern Tier East region was halved with the western counties being assigned to Syracuse and the eastern to Albany.

The optimal solution for regional detention services further facilitates OPC regional planning since it complies with the executive order issued from the governor's office on February 2, 1971. The order stated: "I hereby direct the heads of the several state departments and agencies to adopt and utilize the official comprehensive planning and development regions for all comprehensive and functional planning activity."

NCCD believes that the proposed optimal location of regional detention facilities and the geographic assignment of services presented herein conform to the executive order as closely as possible. Acceptance of these recommendations will facilitate uniform collection of data in the future and, with the cooperative efforts of the various counties, will provide effective and efficient regional detention services.

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[4] New York State Office of Planning Coordination, *New York State Planning and Development Regions*, OPC Information Bulletin No. 3-70 (Albany, New York, 1970).

CONCLUSION AND SUMMARY OF RECOMMENDATIONS

New York State regional secure juvenile detention planning for 1980 should include provision for five facilities with a combined maximum capacity of 160 beds located in Albany, Buffalo, Rochester, Syracuse, and White Plains. The projected 1980 detention admissions and number of beds allocated to each facility is shown below.

PROPOSED REGIONAL DETENTION FACILITIES WITH
PROJECTED ADMISSIONS AND BED REQUIREMENTS

Location	1980 Projected Admissions	Facility Bed Requirements
Albany	474	25
Buffalo	677	35
Rochester	486	25
Syracuse	544	28
White Plains	916	47

The facility locations and service regions are illustrated in graphic form on page 4.03.

Realization and successful operation of the regional detention plan is dependent upon and should be proceded by implementation of the following recommendations.

1. Regional detention planning and research at the central governmental level should be expanded and ongoing with the involvement of local professional and citizen representation.

2. An information-keeping system should be established at the state level to coordinate and collect uniform data descriptive of the juvenile detention process throughout the state.

3. Uniform standards of operation of all facets of the juvenile justice system should be required of law enforcement, family courts, social agencies, probation departments, and detention facilities.

4. The family code should be revised to preclude secure detention of PINS and it should be clarified to regulate more closely control of alleged delinquent detention admissions.

5. Law enforcement agencies should be required to perform initial investigation and screening of all referrals to the family court and probation department prior to probation intake detention screening.

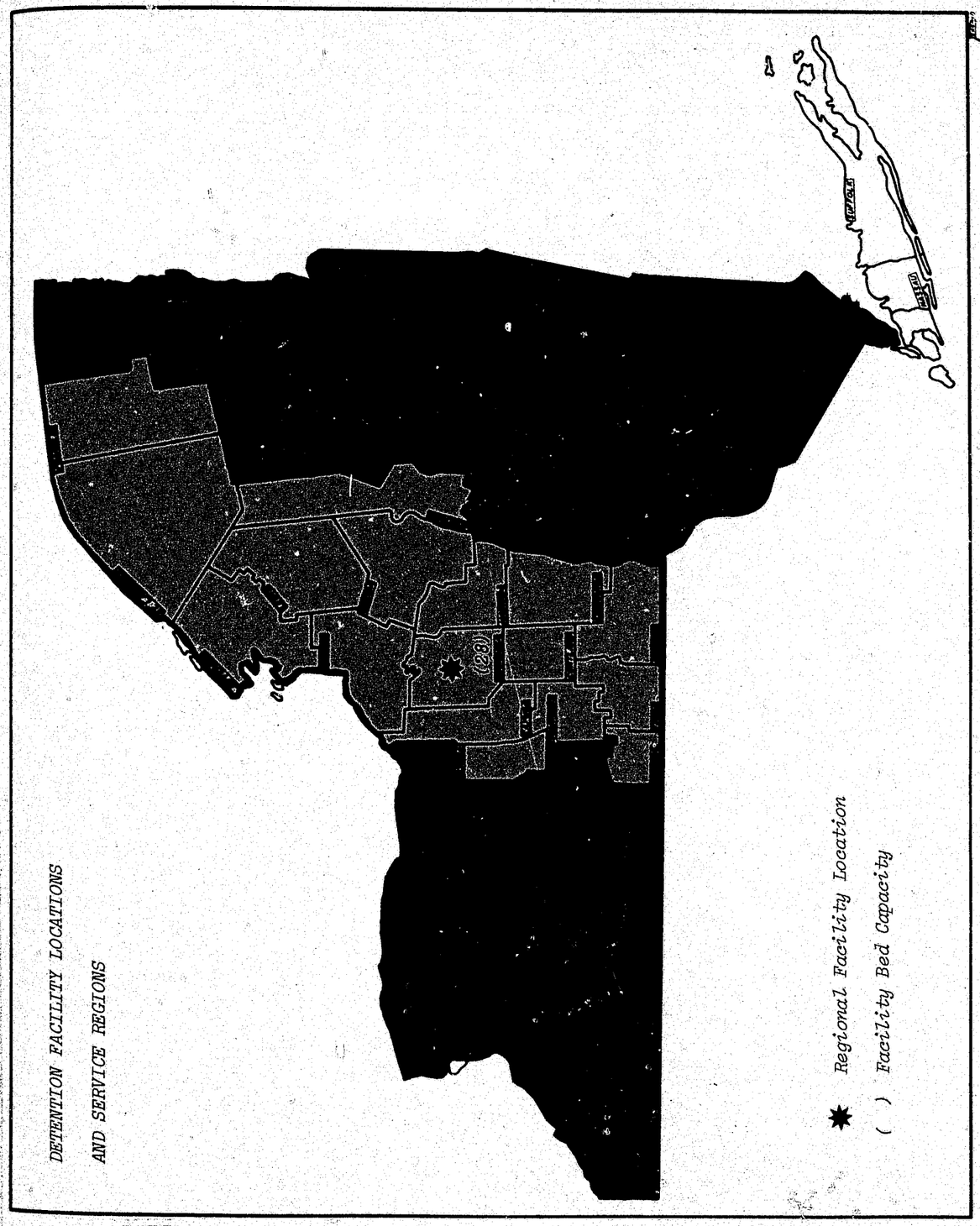
6. The family court should require uniform detention screening procedures with tighter intake admissions control and guidelines regulating detention use.

7. Probation department intake services should be provided 24 hours daily preventing all detention admissions without intake screening. Admissions by law enforcement and other agencies should be ceased.

8. Alternatives to secure detention should be developed with a focus on noncustody for the majority of alleged juvenile delinquents and PINS children.

9. Detention population control methods should be strengthened to prevent short stays, long stays and detention of children otherwise not requiring secure custody.

10. Construction and/or repair of secure detention facilities should incorporate recognized building standards for the construction of child-care facilities.



APPENDICES

APPENDICES

SOURCE NOTES AND EXPLANATIONS

Three separate appendices are included in this volume; Appendix I contains the summary of collected data of all variables affecting detention needs; Appendix II is a discussion of the feasibility of a sixth detention facility site; and Appendix III contains a map of the optimal location of detention facilities in upstate New York and the geographic assignment of services, 1980.

SELECTION AND PRESENTATION OF DATA

The information presented in Appendix I was selected due to its significance in computing detention capacity requirements. Detention needs are affected by police contacts and arrests, referrals to the court and probation department, referrals by other sources, actual detention admissions, and the number of petitions filed. Additionally, detention admissions are separated according to the alleged charge: delinquency or persons in need of supervision. Other information computed and presented that reveals detention activity includes rate of detention, referrals compared to detention admissions, and average daily population.

Projections of detention needs are presented based on current practice and recommended practice. Projections are based on information reflecting detention practice and population changes from 1965 through 1961.

Information presented also includes responses to a questionnaire presented to law enforcement agencies, probation departments, and detention facility personnel. In addition, data is presented which describes basic personal characteristics of children being processed through court and detention. Physical characteristics of the four secure detention facilities are assessed and presented.

Due to the interest in the construction of an additional sixth detention facility (in addition to the five selected locations), Appendix II presents and discusses its feasibility. A map containing a graphic description of counties reporting to centrally located detention facilities is included in Appendix III.

Not included but available is a computer print-out with all feasible detention facility locations presenting load factors (admissions) and computation of driving times.

DATA RESPONSIBILITY

Police contact and arrest information was collected through personal visitation with representatives of law enforcement in 26 counties. Where hard data was not available, estimates were made by law enforcement representatives knowledgeable of crime in the respective counties. In the counties not visited, data was collected by mailed questionnaires. Arrest data was collected uniformly from chief juvenile probation office records (since all arrests are automatically referred to a family court) and compared with that

data provided by law enforcement personnel. A further comparison of law enforcement contacts and arrests was made with law enforcement activity (by county) made available to NCCD by the Federal Bureau of Investigation.

Referrals to the family court and detention facilities from sources other than law enforcement were collected from juvenile probation department records. Where it was not available estimates based on court activity, opinions of local representatives, and comparisons with similar counties were made and estimates were developed.

Detention admissions, length of stay, and detention populations were recorded by the respective probation departments and/or detention facility administrators. Additional comparisons were made with data presented to NCCD by the New York State Judicial Conference containing information on detention admissions and petitions.

Driving times which reflected such variables as traffic characteristics, quality of roads, terrain, and weather conditions were based on information provided by the New York State Department of Transportation.

APPENDIX I

TABLE I: OVERVIEW OF FACTORS AFFECTING DETENTION IN 1969

County	*Police Contacts*	*Police Arrests & Referrals*	*Referrals from Other Sources*	*Total Police & Other Referrals*	*Detention Admissions*			*Rate of Detention*	*Total Petitions Filed*
					Total	*Delinq.*	*PINS*		
Albany	584	262	476	738	292	*	*	39.57	738
Allegany	13	1	24	25	*	*	*	*	25
Broome	2045	148	119	267	145	77	68	54.31	213
Cattaraugus	125	58	39	97	2	0	2	2.06	82
Cayuga	117	27	36	63	1	1	0	1.59	61
Chautauqua	930	267	220	487	24	15	9	4.93	125
Chemung	2096	271	24	295	*	*	*	*	200
Chenango	82	21	6	27	3	2	1	11.11	28
Clinton	142	116	74	190	0	0	0	0	45
Columbia	36	28	16	44	*	*	*	*	44
Cortland	229	24	34	58	28	17	11	48.28	58
Delaware	25	25	13	38	*	*	*	*	38
Dutchess	543	156	156	312	9	5	4	2.88	312
Erie	4876	1334	1367	2701	782	235	547	28.95	2187
Essex	74	35	9	44	0	0	0	0	44
Franklin	82	26	71	97	*	*	*	*	97
Fulton	378	156	56	212	1	1	0	.47	59
Genesee	40	40	23	63	0	0	0	0	63
Greene	105	46	16	62	2	1	1	3.23	46
Hamilton	5	5	0	5	0	0	0	0	0
Herkimer	141	20	34	54	*	*	*	*	14
Jefferson	500	317	145	462	*	*	*	*	347
Lewis	542	49	1	50	1	1	*	2.00	21
Livingston	121	29	46	75	*	*	*	*	75
Madison	238	91	5	96	3	0	3	3.13	77

TABLE I (continued)

County	Police Contacts	Police Arrests & Referrals	Referrals from Other Sources	Total Police & Other Referrals	Detention Admissions			Rate of Detention	Total Petitions Filed
					Total	Delinq.	PINS		
Monroe	3979	745	1011	1756	742	334	408	42.46	994
Montgomery	11	11	44	55	*	*	*	*	55
Niagara	1044	349	247	596	120	*	*	20.13	348
Oneida	986	203	145	348	0	0	0	0	113
Onondaga	1805	905	698	1603	562	253	309	35.06	895
Ontario	124	74	96	170	21	21	0	12.35	74
Orange	533	295	211	506	*	*	*	*	506
Orleans	24	13	11	24	0	0	0	0	24
Oswego	93	93	39	132	59	20	39	44.70	132
Otsego	72	37	7	44	0	0	0	0	44
Putnam	109	18	35	53	3	0	3	5.66	20
Rensselaer	1839	266	81	347	0	0	0	0	347
Rockland	494	189	18	207	14	*	*	6.76	150
St. Lawrence	458	102	95	197	0	0	0	0	165
Saratoga	410	121	60	181	0	0	0	0	84
Schenectady	179	176	148	324	6	0	0	1.85	324
Schoharie	25	25	7	32	*	*	*	*	32
Schuyler	22	22	21	43	*	*	*	*	43
Seneca	32	32	17	49	0	0	0	0	40
Steuben	112	63	47	110	0	0	0	0	112
Sullivan	76	61	65	126	*	*	*	*	126
Tioga	125	10	0	10	0	0	0	0	2
Tompkins	533	90	36	126	0	0	0	0	59
Ulster	190	86	55	141	0	0	0	0	114
Warren	177	63	61	124	*	*	*	*	46
Washington	159	28	58	86	*	*	*	*	1
Wayne	113	75	17	92	*	*	*	*	92
Westchester	5840	1946	687	2633	413	91	322	15.69	852
Wyoming	18	9	18	27	9	7	2	33.33	18
Yates	54	14	7	21	0	0	0	0	13
TOTAL	33705	9673	7052	16725	3242	1081	1729	19.4%	10824

*information not available

TABLE II: REFERRALS AND DETENTION ADMISSIONS FROM 1965 THROUGH 1969

County	1965		1966		1967		1968		1969	
	Referrals	Admissions	Referrals	Admissions	Referrals	Admissions	Referrals	Admissions	Referrals	Admissions
Albany	458	230	534	246	647	277	676	260	738	292
Allegany	30	*	13	*	39	*	30	*	25	*
Broome	203	80	331	109	357	130	369	148	267	145
Cattaraugus	79	*	61	4	73	4	65	4	97	2
Cayuga	127	2	127	1	116	3	86	0	63	1
Chautauqua	362	45	494	33	494	37	436	38	487	24
Chemung	308	*	279	*	285	*	315	*	295	*
Chenango	23	3	34	3	43	1	30	4	27	3
Clinton	148	0	97	0	150	0	125	0	190	0
Columbia	52	*	35	*	46	*	67	*	44	*
Cortland	50	23	25	26	43	15	36	23	58	28
Delaware	34	*	46	*	40	*	42	*	38	*
Dutchess	220	11	245	9	237	12	230	14	312	9
Erie	2153	621	2538	608	2110	651	2457	705	2701	782
Essex	49	0	35	0	35	0	66	0	44	0
Franklin	94	*	106	*	127	*	82	*	97	*
Fulton	219	0	219	0	256	1	226	1	212	1
Genesee	71	0	49	0	52	0	57	0	63	0
Greene	17	0	37	0	27	1	20	0	62	2
Hamilton	6	0	3	0	10	0	5	0	5	0
Herkimer	74	*	44	*	42	*	64	*	54	*
Jefferson	367	*	393	*	393	*	382	*	462	*
Lewis	45	*	44	*	44	*	48	*	50	1
Livingston	67	*	58	*	75	*	68	*	75	*
Madison	57	*	57	3	56	4	95	1	96	3

TABLE II (continued)

County	1965 Referrals	1965 Admissions	1966 Referrals	1966 Admissions	1967 Referrals	1967 Admissions	1968 Referrals	1968 Admissions	1969 Referrals	1969 Admissions
Monroe	1022	641	1153	728	1331	603	1493	636	1756	742
Montgomery	44	*	34	*	42	*	48	*	55	*
Niagara	248	*	436	22	454	65	497	145	596	120
Oneida	305	66	251	7	410	0	319	0	348	0
Onondaga	1490	356	1311	378	1750	538	1611	518	1603	562
Ontario	53	*	67	*	63	*	59	*	170	21
Orange	248	*	395	*	288	*	364	*	506	*
Orleans	24	0	13	1	22	0	16	0	24	0
Oswego	113	48	116	51	123	61	112	41	132	59
Otsego	27	0	49	0	37	1	27	1	44	0
Putnam	50	5	53	3	53	0	64	0	53	3
Rensselaer	283	0	227	0	244	0	365	0	347	0
Rockland	148	15	167	14	297	12	219	10	207	14
St. Lawrence	117	0	138	0	247	0	193	0	197	0
Saratoga	116	0	112	0	209	0	180	0	181	0
Schenectady	177	0	167	0	201	0	183	0	324	6
Schoharie	36	*	52	*	19	*	26	*	32	*
Schuyler	181	*	33	*	58	*	76	*	43	*
Seneca	38	0	64	0	48	0	43	0	49	0
Steuben	90	*	100	*	92	*	102	*	110	0
Sullivan	48	*	39	*	46	*	53	*	126	*
Tioga	70	0	55	0	35	0	45	0	10	0
Tompkins	151	0	190	0	126	0	147	0	126	0
Ulster	198	0	159	1	182	5	184	1	141	0
Warren	109	*	133	*	111	*	103	*	124	*
Washington	55	*	62	*	54	*	54	*	86	*
Wayne	98	*	91	*	115	*	99	*	92	*
Westchester	1195	271	1313	330	1604	348	2176	377	2633	413
Wyoming	14	4	17	6	15	8	21	10	27	9
Yates	20	0	5	0	18	0	24	0	21	0
TOTAL	12072	2421	12906	2583	13791	2777	14990	2937	16725	3242

*information not available

TABLE III: REFERRALS PROJECTION

County	Actual 1965	1966	1967	1968	1969	Projected Estimates 1970	1971	1972	1973	1974	1975	1976	1977	1978	1979	1980
Albany	458	534	647	676	738	808	878	948	1019	1038	1158	1228	1298	1318	1458	1560
Allegany	30	13	39	30	25	24	23	22	21	20	19	18	17	16	15	14
Broome	203	331	357	369	267	287	307	327	347	367	387	407	427	447	467	487
Cattaraugus	70	61	73	65	97	103	109	115	121	127	133	137	145	151	157	163
Cayuga	127	127	116	96	63	106*	106	106	106	106	106	106	106	106	106	106
Chautauqua	362	494	494	436	487	518	549	580	611	642	673	704	735	766	797	828
Chemung	308	279	285	315	295	317	339	361	383	405	427	449	471	493	515	537
Chenango	23	34	43	30	27	28	29	30	31	32	33	34	35	36	37	38
Clinton	148	97	150	125	190	200	210	220	230	240	250	260	270	280	290	300
Columbia	52	35	46	67	44	51	58	65	72	79	86	93	100	107	114	121
Cortland	50	25	43	36	58	60	62	64	66	68	70	72	74	76	78	80
Delaware	34	46	40	42	38	39	40	41	42	43	44	45	46	47	48	49
Dutchess	220	245	237	230	312	335	358	381	404	427	450	473	496	519	542	565
Erie	2153	2538	2110	2457	2701	2838	2975	3112	3249	3386	3523	3660	3797	3934	4071	4208
Essex	49	35	35	66	44	43	42	41	40	39	38	37	36	35	34	33
Franklin	94	106	127	82	97	98	99	100	101	102	103	104	105	106	107	108
Fulton	219	219	256	226	212	210	208	206	204	202	200	198	196	194	192	190
Genesee	71	49	52	57	63	61	59	57	55	53	51	49	47	45	43	41
Greene	17	37	27	20	62	73	84	95	106	117	128	139	150	161	172	183
Hamilton	6	3	10	5	5	5*	5	5	5	5	5	5	5	5	5	5
Herkimer	74	44	42	64	54	56*	56	56	56	56	56	56	56	56	56	56
Jefferson	367	393	393	382	462	481	500	519	538	557	576	595	614	633	652	671
Lewis	45	44	44	48	50	51	52	53	54	55	56	57	58	59	60	61
Livingston	67	58	75	68	75	77	79	81	83	85	87	89	91	93	95	97
Madison	57	57	56	95	96	106	116	126	136	146	156	166	176	186	196	206

TABLE III (continued)

County	Actual					Projected Estimates										
	1965	1966	1967	1968	1969	1970	1971	1972	1973	1974	1975	1976	1977	1978	1979	1980
Monroe	1022	1153	1331	1493	1756	1940	2124	2308	2492	2676	2860	3044	3228	3412	3596	3780
Montgomery	44	34	42	48	55	58	61	64	67	70	73	76	79	82	85	88
Niagara	248	436	454	497	596	684	772	860	948	1036	1124	1212	1300	1388	1476	1564
Oneida	305	251	410	319	348	350	352	354	356	358	360	362	364	366	368	370
Onondaga	1490	1311	1750	1611	1603	1631	1659	1687	1715	1743	1771	1799	1827	1855	1833	1911
Ontario	53	67	63	59	170	199	228	257	286	315	344	373	402	431	460	489
Orange	248	395	288	364	506	571	636	701	766	831	896	961	1026	1091	1156	1221
Orleans	24	13	22	16	24	26	27	28	29	30	31	32	33	34	35	36
Oswego	113	116	123	112	132	137	142	147	152	157	162	167	172	177	182	187
Otsego	27	49	37	27	44	48	52	56	60	64	68	72	76	80	84	88
Putnam	50	53	53	64	53	54	55	56	57	58	59	60	61	62	63	64
Rensselaer	283	227	244	365	347	363	379	395	411	427	443	459	475	491	507	523
Rockland	148	167	197	219	207	222	237	252	267	282	297	312	327	342	357	372
St. Lawrence	117	138	147	193	197	217	237	257	277	297	317	337	357	377	397	417
Saratoga	116	112	109	180	181	199	217	235	253	271	289	307	325	343	361	379
Schenectady	177	167	201	183	324	361	398	435	472	509	546	583	620	657	694	731
Schoharie	36	52	19	26	32	31	30	29	28	27	26	25	24	23	22	21
Schuyler	181	33	58	76	43	78*	78	78	78	78	78	78	78	78	78	78
Seneca	38	64	48	43	49	52	55	58	61	64	67	70	73	76	79	81
Steuben	90	100	92	102	110	115	120	125	130	135	140	145	150	155	160	165
Sullivan	48	39	46	53	126	146	166	186	206	226	246	266	286	306	326	346
Tioga	70	55	35	45	10	43*	43	43	43	43	43	43	43	43	43	43
Tompkins	151	190	126	147	126	120	114	108	102	96	90	84	78	72	66	60
Ulster	198	159	182	184	141	173*	173	173	173	173	173	173	173	173	173	173
Warren	109	133	111	103	124	128	132	136	140	144	148	152	156	160	164	168
Washington	55	62	54	54	86	81	86	91	96	101	106	111	116	122	128	134
Wayne	98	91	115	96	92	90	88	86	84	82	80	78	76	74	72	70
Westchester	1195	1313	1604	2176	2633	2993	3353	3713	4073	4433	4793	5153	5513	5873	6233	6593
Wyoming	14	17	15	21	27	31	35	39	43	47	51	55	59	63	67	71
Yates	20	5	18	24	21	21*	21	21	21	21	21	21	21	21	21	21
TOTAL						18137					24517					30951

*constant

TABLE IV: PROJECTED DETENTION ADMISSIONS AND AVERAGE DAILY POPULATION FOR 1970, 1975, 1980 BASED ON CURRENT PRACTICE

County	1970				1975				1980			
	Referrals	Admissions	Length of Stay	A D P	Referrals	Admissions	Length of Stay	A D P	Referrals	Admissions	Length of Stay	A D P
Albany	808	308	5.0	4.22	1158	388	5.0	5.32	1560	468	5.0	6.41
Allegany	24	2*	12.4	.07	19	2*	12.4	.07	14	1*	12.4	.03
Broome	287	161	12.4	5.47	387	241	12.4	8.19	487	321	12.4	10.91
Cattaraugus	103	3	12.4	.10	133	3	12.4	.10	163	3	12.4	.10
Cayuga	106	1	12.4	.03	106	1	12.4	.03	106	1	12.4	.03
Chautauqua	518	35	12.4	1.19	673	35	12.4	1.19	828	35	12.4	1.19
Chemung	317	32*	12.4	1.09	427	43*	12.4	1.46	537	54*	12.4	1.83
Chenango	28	3	12.4	.10	33	3	12.4	.10	38	3	12.4	.10
Clinton	200	20*	12.4	.68	250	25*	12.4	.85	300	30*	12.4	1.02
Columbia	51	5*	12.4	.17	86	9*	12.4	.31	121	12*	12.4	.41
Cortland	60	29	12.4	.99	70	34	12.4	1.16	80	39	12.4	1.32
Delaware	39	4*	12.4	.14	44	4*	12.4	.14	49	5*	12.4	.17
Dutchess	335	11	12.4	.37	450	11	12.4	.37	565	11	12.4	.37
Erie	2838	822	13.2	27.93	3523	1022	13.2	34.72	4208	1222	13.2	41.51
Essex	43	4*	12.4	.14	38	4*	12.4	.14	33	3*	12.4	.10
Franklin	98	10*	12.4	.34	103	10*	12.4	.34	108	11*	12.4	.37
Fulton	210	1	12.4	.03	200	1	12.4	.03	190	1	12.4	.03
Genesee	61	6*	12.4	.20	51	5*	12.4	.17	41	4*	12.4	.14
Greene	73	1	12.4	.03	128	1	12.4	.03	183	1	12.4	.03
Hamilton	5	1*	12.4	.03	5	1*	12.4	.03	5	1*	12.4	.03
Herkimer	56	6*	12.4	.20	56	6*	12.4	.20	56	6*	12.4	.20
Jefferson	481	48*	12.4	1.63	576	58*	12.4	1.97	671	67*	12.4	2.28
Lewis	51	1	12.4	.03	56	1	12.4	.03	61	1	12.4	.03
Livingston	77	8*	12.4	.27	87	9*	12.4	.31	97	10*	12.4	.34
Madison	106	3	12.4	.10	156	3	12.4	.10	206	3	12.4	.10

TABLE IV (continued)

County	1970 Referrals	1970 Admissions	1970 Length of Stay	1970 A D P	1975 Referrals	1975 Admissions	1975 Length of Stay	1975 A D P	1980 Referrals	1980 Admissions	1980 Length of Stay	1980 A D P
Monroe	1940	767	16.9	35.51	2860	892	16.9	41.30	3780	1017	16.9	47.09
Montgomery	58	6*	12.4	.20	73	7*	12.4	.24	88	9*	12.4	.31
Niagara	684	153	12.4	5.20	1124	318	12.4	10.80	1564	483	12.4	16.41
Oneida	350	15	12.4	.51	360	15	12.4	.51	370	15	12.4	.51
Onondaga	1631	614	9.1	15.32	1771	874	9.1	21.81	1911	1134	9.1	28.30
Ontario	199	4	12.4	.14	344	4	12.4	.14	489	4	12.4	.14
Orange	571	57*	12.4	1.94	896	90*	12.4	3.06	1221	122*	12.4	4.14
Orleans	26	3*	12.4	.10	31	3*	12.4	.10	36	4*	12.4	.14
Oswego	137	62	12.4	2.11	162	77	12.4	2.62	187	92	12.4	3.12
Otsego	48	1	12.4	.03	68	1	12.4	.03	88	1	12.4	.03
Putnam	54	4	12.4	..14	59	9	12.4	.31	64	14	12.4	.48
Rensselaer	363	36*	12.4	1.22	443	44*	12.4	1.49	523	52*	12.4	1.77
Rockland	222	13	12.4	.44	297	13	12.4	.44	372	13	12.4	.44
St. Lawrence	217	22*	12.4	.75	317	32*	12.4	1.09	417	42*	12.4	1.43
Saratoga	199	20*	12.4	.68	289	29*	12.4	.99	379	38*	12.4	1.29
Schenectady	361	1	12.4	.03	546	1	12.4	.03	731	1	12.4	.03
Schoharie	31	3*	12.4	.10	26	3*	12.4	.10	21	2*	12.4	.07
Schuyler	78	8*	12.4	.27	78	8*	12.4	.27	78	8*	12.4	.27
Seneca	52	5*	12.4	.17	67	7*	12.4	.24	81	8*	12.4	.27
Steuben	115	12*	12.4	.41	140	14*	12.4	.48	165	17*	12.4	.58
Sullivan	146	15*	12.4	.51	246	25*	12.4	.85	346	35*	12.4	1.19
Tioga	43	4*	12.4	.14	43	4*	12.4	.14	43	4*	12.4	.14
Tompkins	120	12*	12.4	.41	90	9*	12.4	.31	60	6*	12.4	.20
Ulster	173	2	12.4	.07	173	2	12.4	.07	173	2	12.4	.07
Warren	128	13*	12.4	.44	148	15*	12.4	.51	168	17*	12.4	.58
Washington	81	8*	12.4	.27	106	11*	12.4	.37	134	13*	12.4	.44
Wayne	90	9*	12.4	.31	80	8*	12.4	.27	70	7*	12.4	.24
Westchester	2993	449	12.7	15.62	4793	629	12.7	21.89	6593	809	12.7	28.15
Wyoming	31	10	12.4	.34	51	15	12.4	.51	71	20	12.4	.68
Yates	21	2*	12.4	.07	21	2*	12.4	.07	21	2*	12.4	.07
TOTAL	18137	3855			24517	5081			30951	6304		207.63

*projected detentions based on estimated practice

TABLE V: PROJECTED DETENTION ADMISSIONS AND AVERAGE DAILY POPULATION FOR 1970, 1975, AND 1980 BASED ON RECOMMENDED PRACTICE
(Length of Stay = 14.0)

County	1970 Referrals	1970 Admissions	1970 A D P	1975 Referrals	1975 Admissions	1975 A D P	1980 Referrals	1980 Admissions	1980 A D P
Albany	808	81	3.10	1158	116	4.46	1560	156	6.00
Allegany	24	2	.08	19	2	.08	14	1	.04
Broome	287	29	1.11	387	39	1.50	487	49	1.88
Cattaraugus	103	10	.38	133	13	.50	163	16	.62
Cayuga	106	11	.42	106	11	.42	106	11	.42
Chautauqua	518	52	2.00	673	67	2.58	828	83	3.12
Chemung	317	32	1.23	427	43	1.65	537	54	2.08
Chenango	28	3	.12	33	3	.12	38	4	.15
Clinton	200	20	.77	250	25	.96	300	30	1.15
Columbia	51	5	.19	86	9	.35	121	12	.46
Cortland	60	6	.23	70	7	.27	80	8	.31
Delaware	39	4	.15	44	4	.15	49	5	.19
Dutchess	335	34	1.31	450	45	1.73	565	57	2.19
Erie	2838	284	10.92	3523	352	13.54	4208	421	16.19
Essex	43	4	.15	38	4	.15	33	3	.12
Franklin	98	10	.38	103	10	.38	108	11	.42
Fulton	210	21	.81	200	20	.77	190	19	.73
Genesee	61	6	.23	51	5	.19	41	4	.15
Greene	73	7	.27	128	13	.50	183	18	.69
Hamilton	5	1	.04	5	1	.04	5	1	.04
Herkimer	56	6	.23	56	6	.23	56	6	.23
Jefferson	481	48	1.85	576	58	2.23	671	67	2.58
Lewis	51	5	.19	56	6	.23	61	6	.23
Livingston	77	8	.31	87	9	.35	97	10	.38
Madison	106	11	.42	156	16	.62	206	21	.81

TABLE V (continued)

County	1970 Referrals	1970 Admissions	1970 A D P	1975 Referrals	1975 Admissions	1975 A D P	1980 Referrals	1980 Admissions	1980 A D P
Monroe	1940	194	7.46	2860	286	11.00	3780	378	14.54
Montgomery	58	6	.23	73	7	.27	88	9	.35
Niagara	684	68	2.61	1124	112	4.31	1564	156	6.00
Oneida	350	35	1.35	360	36	1.38	370	37	1.42
Onondaga	1631	163	6.27	1771	177	6.81	1911	191	7.35
Ontario	199	20	.77	344	34	1.31	489	49	1.88
Orange	571	57	2.19	896	90	3.46	1221	122	4.69
Orleans	26	3	.12	31	3	.12	36	4	.15
Oswego	137	14	.54	162	16	.62	187	19	.73
Otsego	48	5	.19	68	7	.27	88	9	.35
Putnam	54	5	.19	59	6	.23	64	6	.23
Rensselaer	363	36	1.38	443	44	1.69	523	52	2.00
Rockland	222	22	.85	297	30	1.15	372	37	1.42
St. Lawrence	217	22	.85	317	32	1.23	417	42	1.62
Saratoga	199	20	.77	289	29	1.12	379	38	1.46
Schenectady	361	36	1.38	546	55	2.12	731	73	2.81
Schoharie	31	3	.12	26	3	.12	21	2	.08
Schuyler	78	8	.31	78	8	.31	78	8	.31
Seneca	52	5	.19	67	7	.27	81	8	.31
Steuben	115	12	.46	140	14	.54	165	17	.65
Sullivan	146	15	.58	246	25	.96	346	35	1.35
Tioga	43	4	.15	43	4	.15	43	4	.15
Tompkins	120	12	.46	90	9	.35	60	6	.23
Ulster	173	17	.65	173	17	.65	173	17	.65
Warren	128	13	.50	148	15	.58	168	17	.65
Washington	81	8	.31	106	11	.42	134	13	.50
Wayne	90	9	.35	80	8	.31	70	7	.27
Westchester	2993	299	11.50	4793	479	18.42	6593	659	25.35
Wyoming	31	3	.12	51	5	.19	71	7	.27
Yates	21	2	.08	21	2	.08	21	2	.08
TOTAL	18137	1816	69.82	24517	2455	94.44	30951	3097	119.03

NCCD REGIONAL DETENTION STUDY
SCHEDULE VI. SCREENING PRACTICES AND PROCEDURES

TABLE VI

	Albany	Broome	Cattaraugus	Chautauqua	Chemung	Clinton	Cortland	Dutchess	Erie	Madison	Monroe	Niagara	Onelda	Onondaga	Ontario	Orange	Orleans	Oswego	Rensselaer	Rockland	Saratoga	Schenectady	Steuben	St. Lawrence	Ulster	Westchester	Total
Law Enforcement																											
1. Total number of law enforcement officers in the entire county:																											
Full-time	323	344	98	236	129	122	84	354	2100	77	990	200	435	612	95	300	50	250	153	300	87	230	83	166	200	1239	9257
Part-time	*	0	25	0	3	12	0	35	*	14	*	*	0	80	*	*	*	*	*	*	34	*	*	3	27	*	233
Total	323	344	123	236	132	134	84	389	2100	91	990	200	435	692	95	300	50	250	153	300	121	230	83	169	227	1239	9490
2. Are there separate units handling juvenile cases in the county?																											
Yes	x	x	x	x	x		x	x	x		x	x	x	x	x	x			x	x	x	x			x	x	20
No						x				x							x	x					x	x			6
3. How many officers are assigned to the various juvenile units within the county?																											
Full-time		12	0	3	5	0	4	9	*	0	*	9	8	23	6	2	0	5	6	1	1	11	0	3	3	*	111
Part-time	0	0	2	0	0	0	*	0	*	0	20	0	0	0	*	*	0	0	*	3	0	0	0	0	0	*	25
Total	0	12	0	3	5	0	4	9	15	0	20	9	8	23	6	2	0	5	6	4	1	11	0	3	3	9	160
4. What are the responsibilities of the juvenile officer regarding processing of juvenile cases?	na		*			na				na														na			* 1 na 4
Screens cases for detention					x		x	x				x		x	x							x	x			x	9
Screens cases for referral to juv ct/other agcy		x		x	x		x	x	x		x	x	x	x		x	x		x	x	x	x	x		x	x	19
Provides official adjustment with counseling		x			x			x					x							x	x		x		x	x	9
Other											x							x										2
5. Who makes the decision to refer a case to the juvenile court/probation department?																											
Patrolman or detective	x						x	x		x					x		x	x		x		x	x		x		11
Juvenile police officer		x			x		x		x		x	x	x	x		x			x	x		x			x	x	13
Someone with higher rank within department		x				x															x		x	x	x		6
Someone outside the department			x	x																					x		3

6. Who in the police department makes the decision to detain a juvenile?

Patrolman or detective	x				x		x	x						x									x	x		x		9
Someone with higher rank within department		x		x	x												x						x				8
Juvenile police officer		x					x	x			x	x		x									x			x	x	4
Detention worker																												9
Someone else			x																	x		x	x		x		0
																												5

7. What factors as a matter of general policy tend to govern the decision to detain?

Discretion of arresting officer	x	x				x	x																			
Certain offenses only				x	x		x			x	x			x									x	x		
Repeaters only																								x		x
Needed to complete investigation							x				x															
Parents cannot be contacted		x	x	x	x		x	x	x				x											x		x
Behavior of juvenile when arrested		x					x		x				x													
Appearance of juvenile when arrested																										
Reputation of juvenile in community		x					x																			
Availability of beds in detention facility					x		x						x													
Expected behavior of juvenile if not detained		x	x	x	x		x		x		x	x					x						x		x	
Other (specify)								x	x		x															

8. How often are parents contacted prior to the detention decision?

Never																										
Seldom																									x	
Less than half the time																										
More often than not	x							x														x				
Usually		x		x		x					x															
Always			x		x		x			x			x	x			x						x		x	

Probation Departments

1. What is the total number of full-time professional staff in the probation department?

	4	20	5	13	24	7	3	13	90	7	55	22	18	54	6	16	3	8	6	16	6	12	9	10	8	106	541

2. Does the department handle juvenile & adult cases?

Yes		x	x	x	x	x	x	x	x	x		x	x	x	x	x	x	x	xx	x		x	x	x	x	23
No	x										x										x					3
No. of staff assigned to divisions:																										
Adult division	0	11	#	#	*	*	*	5	*	#	0	14½	9	*	0	11	#	na	#	4	*	0	#	*	2	64	120½
Juvenile division (#=mixed caseloads)	4	9	#	#	1	*	*	8	*	#	55	7½	9	*	0	5	#	na	#	12	*	12	#	*	6	42	170½

3. Is the court intake department responsible for detention decision making? Yes / No

Yes	x	x	x	x	x		x	x		x	x	x		x	x		x		x	x		x	x		x	x	19
No									x							x		x			x						4

4. Who is responsible for intake services after court hours?

Probation officers		x			x				x	x		x			x					x	x			x		x	x	11
Law enforcement	x										x							x					x					4
Cooperative with both			x	x		x	x							x								x			x			7
Other								x																				1

5. Do children ever get into detention without being processed through intake?

Yes	x		x	x	x				x		x	x		x	x				x			x				x		12
No		x					x	x		x			x			x	x	x		x							x	10
If so, in what percentage of cases does this occur?	*		10	10	33				20		*	100		*	*				*			*				5		

6. Who makes the initial decision to detain a juvenile?

Law enforcement personnel	x				x		x				x	x			x		x	x				x						9
Court intake officer		x	x		x		x												x			x						6
Other probation staff																												0
Intake supervisor or casework supervisor				x																	x					x		3
Judge or referee								x	x			x					x									x		5
Detention personnel									x																			1

Detention Facilities

1. Type of detention facility used in this county:

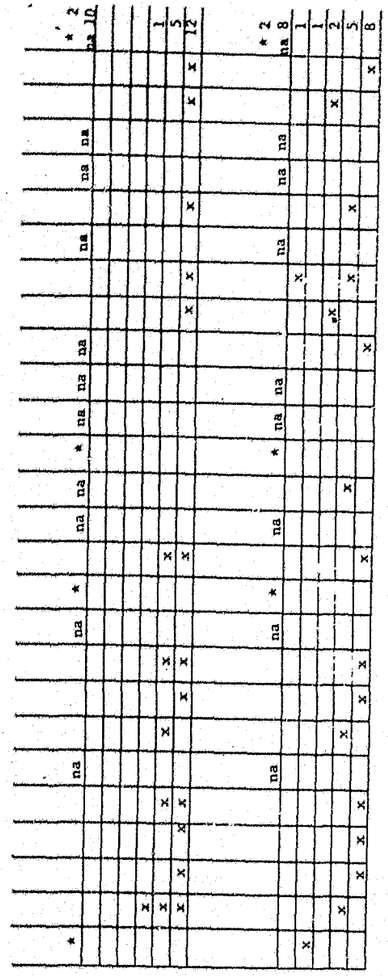
A juvenile detention home					none				none			none								none		none	none				6
A unit within the county jail								x	x		x			x												x		5
Other	x		x									x			x													4
		x		x	x		x	x	x						x	x	x	x	x	x		x			x			14

2. Are children ever sentenced to detention by the juvenile court?

Yes						na																na		na	na			4
No	x	x	x	x	x		x	x	x	x	x	x	x	x	x	x	xx	x	x	x		x				x		1
																											x	21

3. Reasons for short stays under 24 hours:

Petition not filed					na				na	*		na		*	na	na	na	*		na	*	na	na	na		* na	4
Child bypassed intake worker and detention not needed						x					x																10
	x							x					x														2
Court hearings are held within 24-hours after detention		x	x	x	x		x													x						x	3
																												7



na = not applicable

* = information not available

4. Reasons for long stays (if no facts, what seems to be the reason):

   Lag in prehearing studies
   Lag in intake interview
   Lag in clerical work
   Lag in court hearings
   Lag in transfer to institutions
   Other

5. What is the relationship of the detention facility to the juvenile court, probation department and law enforcement agencies?

   Poor
   Fair
   Average
   Good
   Excellent

TABLE VII

GROSS SUMMARY OF DATA
NCCD REGIONAL DETENTION STUDY

Total counties responding to Schedule II 24.

Check counties:						
x 1	9	x 17	25	33	x 41	x 49
2	x 10	18	x 26	34	42	50
x 3	x 11	19	27	35	43	51
4	12	20	x 28	36	44	52
5	x 13	x 21	x 29	x 37	x 45	x 53
6	x 14	22	x 30	x 38	46	54
x 7	x 15	23	x 31	x 39	x 47	55
8	16	24	x 32	40	48	

Total counties responding to Schedule IV 42.

x 1	x 9	x 17	x 25	x 33	x 41	x 49
2	10	x 18	x 26	x 34	x 42	x 50
x 3	x 11	x 19	27	x 35	43	51
x 4	12	20	x 28	x 36	x 44	52
x 5	x 13	21	x 29	x 37	x 45	x 53
x 6	x 14	x 22	x 30	38	46	x 54
x 7	x 15	x 23	x 31	x 39	x 47	x 55
x 8	16	24	x 32	x 40	x 48	

Variable	*Schedule II* Referral	Detention	*Schedule IV* Total	*Total*	*Per Cent of Total*
Total number of cases	111	104	806	1,021	
Age:					
5	0	0	5	5	.5
6	0	0	1	1	.1
7	0	0	4	4	.4
8	1	0	6	7	.7
9	1	0	8	9	.8
10	1	3	20	24	2.4
11	1	2	29	32	3.1
12	4	8	53	65	6.4
13	14	15	110	139	13.6
14	29	18	199	246	24.1
15	39	41	301	381	37.3
16	15	12	43	70	6.9
17	5	5	25	35	3.4
18	0	0	2	2	.2
No data	1	0	0	1	.1
Sex:					
Male	77	58	563	698	68.4
Female	34	46	242	322	31.5
No data	0	0	1	1	.1

Variable	Schedule II Referral	Schedule II Detention	Schedule IV Total	Total	Per Cent of Total
Highest Grade Completed:					
2 or below	2	0	15	17	1.7
3	1	0	10	11	1.1
4	3	4	20	27	2.6
5	3	5	39	47	4.6
6	12	13	101	126	12.3
7	21	20	155	196	19.2
8	34	27	221	282	27.6
9	18	22	168	208	20.4
10	11	1	53	65	6.4
11	4	6	13	23	2.3
12	1	0	3	4	.4
No data	1	0	8	9	.8
Present Status:					
In school	95	69	739	903	88.4
Not in school	12	34	64	110	10.8
Employed	1	0	1	2	.2
Not employed	0	0	1	1	.1
None	3	0	0	3	.3
No data	0	1	1	2	.2
Living With:					
Both parents	52	40	436	528	51.7
Single parent	42	43	293	378	37.0
Step-parent	6	6	25	37	3.6
Other relative	11	15	49	75	7.4
No data	0	0	3	3	.3
Previous Detentions:					
0	109	56	728	893	87.5
1	2	24	55	81	7.9
2	0	16	11	27	2.6
3	0	4	7	11	1.1
4	0	2	1	3	.3
5	0	0	0	0	0
More than 5	0	1	0	1	.1
No data	0	1	4	5	.5
Previous Adjudications:					
CINS: 1	11	42	60	113	11.1
2	0	5	4	9	.8
3	0	0	0	0	0
4	0	0	0	0	0
5	0	0	1	1	.1
More than 5	0	0	0	0	0
Delinquent: 1	6	19	58	83	8.1
2	0	2	15	17	1.7
3	0	0	3	3	.3
4	0	1	2	3	.3
5	0	0	1	1	.1
More than 5	0	0	1	1	.1
Not applicable	94	35	661	790	77.4
No data	0	0	0	0	0

Variable	Schedule II Referral	Schedule II Detention	Schedule IV Total	Total	Per Cent of Total
Has this child been petitioned?					
Yes	59	70	502	631	61.8
No	52	34	304	390	38.2
No data	0	0	0	0	0
Was the child in detention when the case came before the probation department?					
Yes	4	48	24	76	7.4
No	107	56	782	945	92.6
No data	0	0	0	0	0
Was the probation department recommendation for probation?					
Yes	4	47	42	93	9.1
No	32	12	213	257	25.2
Not applicable	75	45	551	671	65.7
No data	0	0	0	0	0
Did the court follow the probation department's recommendation?					
Yes	20	49	154	223	21.8
No	0	1	20	21	2.1
Not applicable	91	54	632	777	76.1
No data	0	0	0	0	0
How many days (as of today) has this child been in detention?					
0	108	0	741	849	83.1
1-3	1	26	20	47	4.6
4-7	2	15	12	29	2.8
8-11	0	8	12	20	1.9
12-14	0	9	3	12	1.2
15-18	0	9	6	15	1.5
19-21	0	2	4	6	.6
22-28	0	9	4	13	1.3
29-35	0	3	2	5	.5
36-40	0	3	1	4	.4
41-45	0	2	0	2	.2
46-90	0	12	1	13	1.3
Over 90	0	6	0	6	.6
No data	0	0	0	0	0
Offense(s) for which referred:					
1 offense	88	65	703	856	83.8
2 offenses	19	29	89	137	13.4
3 or more offenses	4	10	14	28	2.8

Variable	*Schedule II* Referral	Detention	*Schedule IV* Total	*Total*	*Per Cent of Total*
Criminal or Delinquent Acts:					
Homicide	0	0	0	0	0
Robbery	2	6	14	22	3.9
Aggravated assault	3	1	10	14	2.5
Other assault	6	4	26	36	6.4
Burglary	10	14	85	109	19.4
Auto theft	5	2	24	31	5.5
Other theft	9	13	91	113	20.2
Drug laws	9	3	21	33	5.9
Weapons laws	0	2	3	5	.9
Drunk driving	0	0	1	1	.2
Criminal mischief	7	4	70	81	14.4
All other	10	7	99	116	20.7
PINS Acts:					
Truancy	29	9	164	202	30.8
Runaway	14	59	128	201	30.7
Incorrigible	20	19	130	169	25.8
Curfew	2	2	14	18	2.7
Transients	0	1	2	3	.5
Sex offenses	2	1	11	14	2.1
Disturbing peace	1	0	10	11	1.7
Liquor laws	0	0	1	1	.2
Other	9	8	19	36	5.5
No data	0	0	0	0	0
This child is being detained for the following reason(s):					
1 reason	7	52	54	113	56.8
2 reasons	0	32	26	58	29.1
3 or more reasons	0	20	8	28	14.1
Court referral	1	5	23	29	2.5
Police investigation	0	0	0	0	0
Psychological or psychiatric examination	0	11	12	23	2.0
Material witness	0	0	0	0	0
Might run away	2	38	29	69	6.1
Certain to run away	1	13	6	20	1.8
Dependent or neglected	0	0	0	0	0
Probation violation	0	12	2	14	1.2
Social investigation or predisposition study	0	27	15	42	3.7
Might commit another offense	1	13	10	24	2.1
Certain to commit another offense	0	0	0	0	0
For corrective purpose	0	0	3	3	.3
Held for other jurisdiction	0	3	3	6	.5
Parole violator	0	3	1	4	.3
Held for placement or commitment	0	45	22	67	5.9
Other	2	11	4	17	1.5
Not applicable, child not detained	104	0	718	822	72.1
No data	0	0	0	0	0

TABLE VIII. DETENTION FACILITY ASSESSMENT

The following schedule is applicable only to the four detention homes in upper New York State. Basically, what this schedule does is to determine the capacity and suitability of the detention facility to be utilized for regional detention purposes.

	ERIE	MONROE	ONONDAGA	WESTCHESTER
1. CAPACITY				
What is the total capacity exclusive of isolation rooms in the facility?	35	33	22	25
boys	25	12	16	17
girls	10	11	6	8
How many isolation rooms are there?	0	1	0	0
2. SITE DESIGN				
Is the building planned well enough to provide				
security,	yes	no	no	yes
privacy,	yes	no	yes	yes
ease of group movement and supervision,	yes	no	no	yes
outdoor play features,	yes	no	yes	yes
parking,	yes	no	yes	yes
service access,	yes	no	yes	yes
lighting and,	yes	yes	yes	yes
convenient accessibility to public transportation	yes	yes	no	no
3. SUPERVISION AND DESIGN				
Is the building planned to be conducive to good supervision?	yes	no	no	yes
Are there any blind corners?	yes	yes	yes	no
Is all glass safety-plate screened glass?	no	no	no	yes
Does the building have any jail-like features?	no	no	no	no
4. SLEEPING AND TOILET ACCOMMODATIONS				
Do sleeping rooms that are meant to accommodate more than one child contain at least sixty square feet per child?	yes	yes	N/A	N/A
Do single sleeping rooms contain at least 80 square feet of floor area?	yes	no	no	no
Are double-decker beds used?	no	no	no	no
Is there at least one toilet to serve every six children?	yes	yes	yes	no
Is there one lavatory to serve every four children?	yes	yes	yes	no
Is there one tub or shower to serve every eight children?	yes	yes	yes	yes
Is there one full-size bath tub for each sixteen girls?	yes	yes	yes	no
Are there staff bathroom facilities and coat closets available?	yes	no	yes	yes

	ERIE	MONROE	ONONDAGA	WESTCHESTER
5. RECREATION AND LIVING FACILITIES				
Is there an indoor recreational area?	yes	yes	yes	yes
Is there an outdoor play area large enough to allow one acre for each twenty beds in the facility?	no	no	yes	no
6. SCHOOL FACILITIES				
Is there a minimum of 40 square feet per pupil in each classroom?	yes	yes	no	no
7. HEALTH FACILITIES				
Is there a separate room provided for medical examiniations, nurse's office, first aid, and other treatment?	yes	yes	yes	yes
Is there a medical isolation room?	no	no	yes	yes
Is there a separate toilet facility for the medical isolation room?	no	no	yes	yes
8. OFFICE AND RECEPTION FACILITIES				
Is there adequate reception space and offices available for efficient business-like operation?	yes	yes	no	yes
9. DINING AND FOOD SERVICE FACILITIES				
Is there at least 15 square feet of floor space per person in the dining room?	yes	no	yes	yes
Are kitchens well lighted and properly ventilated?	yes	yes	no	yes
Is the food service equipment modern and usable?	yes	no	no	yes
Do kitchen facilities seem to comply with obvious regulations for fire protection, safety, sanitation, and health?	yes	yes	no	yes
Is there adequate food storage available?	yes	no	yes	no
Do washing facilities seem to comply with good sanitation standards?	yes	no	yes	yes
Is trash and garbage kept in suitable covered containers?	yes	yes	yes	yes
10. SCREENING AND FENCING				
Is screening and fencing properly provided throughout the building and on the outer side of the play area?	yes	no	yes	no
11. COMMUNICATIONS				
Does each separate living unit have a 24-hour telephone service?	yes	yes	yes	no
Is there an electrical signal system between the child and care workers' station and rooms in children sleeping area which would permit a child to call for assistance within a locked room?	yes	no	no	no
Is the communications system designed to permit immediate staff aid to any room in the facility?	yes	no	yes	no
12. ELECTRICAL AND MECHANICAL BUILDING EQUIPMENT				
Are power and lighting systems properly maintained and regulated?	yes	no	yes	yes
Is heating, ventilation, and air conditioning system generally designed to control temperature?	yes	no	no	yes
13. SAFETY AND FIRE PROTECTION				
Is there an automatic fire detection system or an automatic sprinkler system or appropriate combinations of these located throughout each building occupied by the children?	yes	yes	yes	no
Do these systems include appropriately located manual fire alarm pull stations?	yes	yes	yes	yes
Is fire protection equipment periodically checked?	yes	no	yes	yes
Are soda acid type fire extinguishers permitted in areas accessible to children?	no	no	yes	no
Are all floors used by children supplied with exit signs and properly marked directions?	no	no	no	yes
Are there adequate numbers of exit doors available?	yes	no	yes	yes
Is the building material made of fire resistant material?	yes	no	yes	yes
Are there available battery operated emergency lights?	no	no	yes	yes
Are fire drills held periodically?	yes	no	yes	yes
14. ACCIDENT PREVENTION				
Are there any accident-prone or hazardous condition existing in any part of the building?	no	yes	yes	no

APPENDIX II

ADDENDUM: FEASIBILITY OF A SIXTH DETENTION FACILITY SITE

INTRODUCTION

Certain of the recommendations relating to the optimal location of detention facilities in upstate New York suggest the need for further analysis of the feasibility of a sixth site. First of all, virtually all of the solutions utilizing six locations represented significant driving time reductions over solutions with five locations. Secondly, regional assignments based on the optimal solution require an upward modification of recognized standards for the maximum size of a detention facility. In short, the White Plains home will need to have 47 beds in order to handle 916 projected admissions. Thus it was decided to prepare an addendum that utilized the best possible six-site location solution with arbitrary regional service assignments designed to bring the sixth facility as close as possible to minimum admission (390) requirements.

METHODOLOGY

The 60 possible combinations were analyzed in order to determine which solution could be realistically modified so that six detention homes could be located with projected regional capacities of between 390 and 780 annual admissions.

Any such solution would require the reassignment of at least 136 detainees previously designated for the facility at White Plains. Thus it is likely that any sixth facility should be located somewhere in the southern part of the state.

ANALYSIS

The reassessment of the various solutions to this location problem revealed that the best possible sixth site location would be Monticello. This solution, based on a modification of Solutions 4 and 9 in the main report, is shown below. The modifications consisted of the arbitrary assignment of detainees originating in Binghamton, Kingston, and Poughkeepsie to the proposed facility at Monticello. This was done to increase the regional service and also the capacity of that facility, bringing it closer to recommended admission figures.

SOLUTION 10

Detention Home Sites	*No. of Detainees Assigned*	*Total Driving Times to Site (in minutes)*	*Code of Districts Assigned to Detention Home*
Buffalo	*677*	*13,119*	*7,9,30,31,35*
Rochester	*486*	*7,039*	*2,5,6,10,20,33,41,45,52,54*
Syracuse	*495*	*25,031*	*3,11,15,18,22,25,32,34,38,39,40, 44,48,50,51,53*
White Plains	*702*	*4,232*	*12,37,55*
Albany	*452*	*14,270*	*1,4,13,14,17,19,23,24,26,28,29, 42,46,47,49*
Monticello	*285*	*14,057*	*8,16,21,27,36,43*

The total driving time for this districting is 77,748 minutes. Average driving time for detainees originating in nondetention home sites = 54.53 minutes.

Assuming the regional assignments represented in Solution 10, the following capacities are recommended for each of the six detention homes.

TABLE I

NUMBER OF BEDS REQUIRED AT EACH OF THE SIX PROPOSED REGIONAL DETENTION HOMES IN UPSTATE NEW YORK

Location	1980 Projected Admissions	Average Length of Stay	Peak Overload Factor	Number of Beds
Albany	452	14 days	.25	24
Buffalo	677	14 days	.25	35
Monticello	285	14 days	.25	15
Rochester	486	14 days	.25	25
Syracuse	495	14 days	.25	26
White Plains	702	14 days	.25	36
TOTALS	3097			161

The number of beds required was calculated by using the formula

$$B = \frac{(ADP)}{.75}$$

where B = beds required

and ADP = average daily population which is calculated by multiplying admissions by average length of stay and dividing by number of days in a year.

CONCLUSIONS

A number of conclusions may be drawn from the analysis of Solution 10. They are as follows:

1. The total driving time is less than that involved in the previous solution recommended (Solution 8). However, the difference in average driving time required to transport one detainee to a detention facility not located in his county is less than one minute (55.47 vs. 54.53) and is therefore insignificant.

2. This regional solution would alleviate the problem of over-capacity at White Plains and make it unnecessary to expand the present home beyond the recommended maximum capacity of 780 annual admissions.

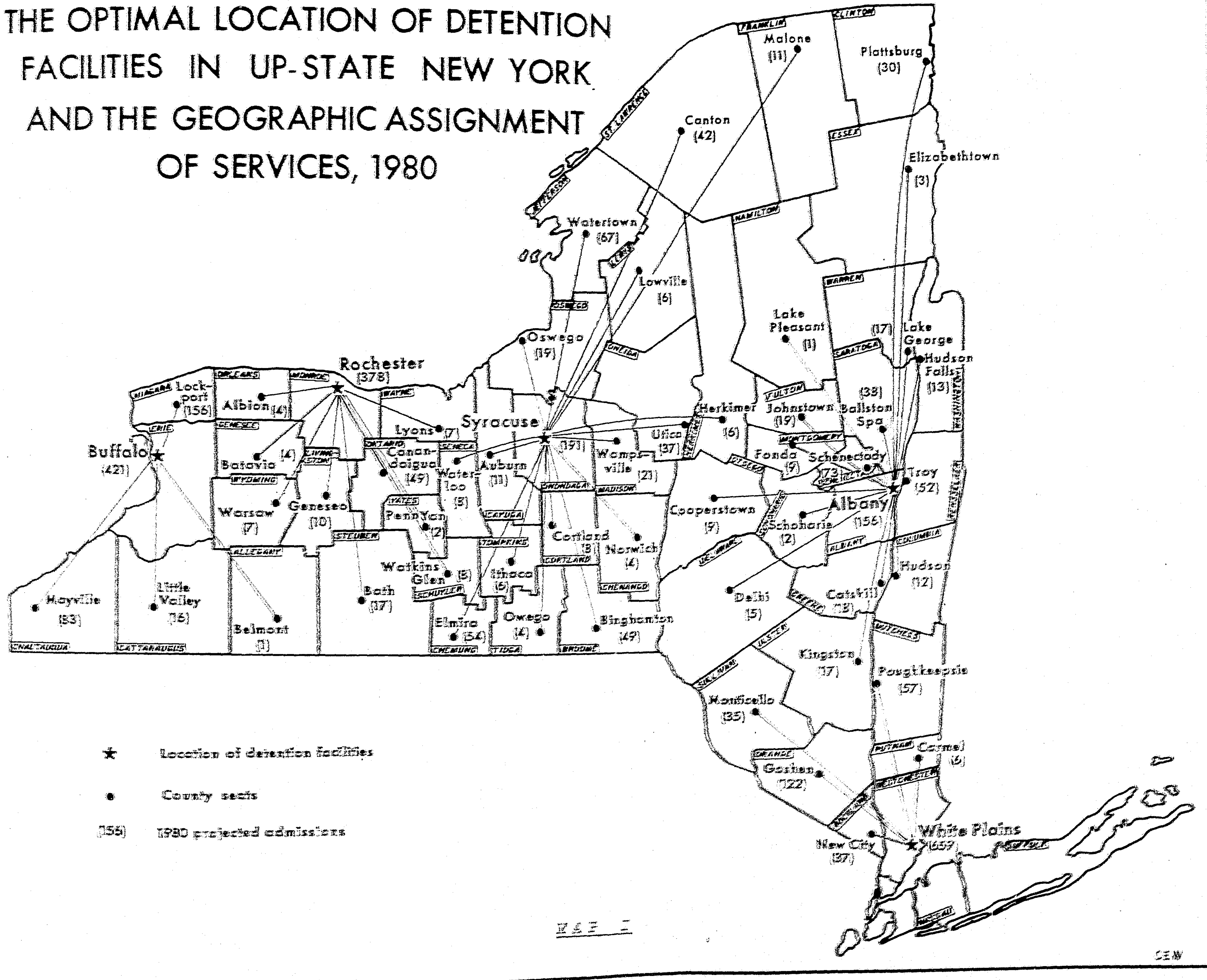
3. The proposed facility at Monticello, even with these arbitrary assignments, will still be smaller than suggested minimum capacity requirements. The operating costs of such a facility are proportionately higher than facilities with a larger capacity.

4. This solution requires the movement of detainees, their relatives, attorneys, and others from Kingston and Poughkeepsie to Monticello. This area is not conducive to east-west travel; it is hilly and the roads are narrow and winding. Locating a regional facility in Monticello would create travel difficulties for those originating in Dutchess and Ulster counties. The problem for those originating in Broome County is simply one of an increase in driving time for assignment to a regional facility in Monticello as opposed to the one in Syracuse.

These conclusions seem to further indicate that a sixth site is unnecessary. Savings in driving times are negligible and do not warrant the inconveniences that would have to be borne by those originating in Broome, Ulster and Dutchess counties.

APPENDIX III

THE OPTIMAL LOCATION OF DETENTION FACILITIES IN UP-STATE NEW YORK AND THE GEOGRAPHIC ASSIGNMENT OF SERVICES, 1980



THE NATIONAL COUNCIL ON CRIME AND DELINQUENCY

With a membership of approximately 60,000 citizens and officials, organized in 1907 and incorporated as a national service agency in 1921, the National Council on Crime and Delinquency provides services to prevent the occurrence of crime and promote rehabilitation of juvenile and adult offenders. On a community, statewide and national level, the Council works to develop effective juvenile, family and criminal courts, to improve police, prosecution, probation, parole, and institutional services and facilities, and to stimulate community programs for the prevention, treatment, and control of delinquency and crime. The Council works with citizen and professional groups, police, prosecution, judges, probation and parole officers, correctional administrators, and other public officials.

Through its specialized staff the Council--

- conducts surveys of public agencies ranging from a juvenile court to the entire criminal justice system of a state outlining constructive recommendations for change...

- serves as a source, through community action programs, to inform and involve the public in local, state, and national crime problems and solutions...

- offers direct, on-the-spot consultation to professionals in the criminal justice field...

- develops professional standards and guide materials for use by judges, correctional workers, and laymen...

- drafts model legislation and gives legal advisory service to legislative committees, courts, bar associations, correctional agencies, and citizen groups...

- conducts an annual conference, organizes training institutes, stimulates professional training for career service in probation and parole, and assists in conducting merit examinations for the selection of professional personnel...

- serves as a clearinghouse for information about crime and delinquency, maintains an extensive library, stimulates research and provides material and technical data to public information media...

- publishes literature for both professional and lay interests.

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